

**DOCUMENTOS E TRABALHOS
DO PROFESSOR
MARCO ANTONIO RODRIGUES DIAS**

VOLUME N° 7

**POLICY PAPER FOR CHANGE AND
DEVELOPMENT IN HIGHER EDUCATION**

-1995-

**-Qualidade
-Pertinência
-Cooperação e Internacionalização**

Neste volume, estão incluídas diferentes versões do Documento de Política para a Mudança e o Desenvolvimento na Educação Superior lançado pela UNESCO no início de 1995 e alguns documentos a ele correlacionados.

APRESENTAÇÃO – PRESENTATION

Marco Antonio Rodrigues Dias

No campo do ensino superior, o que predominou em 1995 foi o “Policy Paper for Change and Development in Higher Education”, lançado logo no início do ano, no começo de fevereiro e distribuído pela UNESCO em francês, espanhol, árabe, chinês e russo. O CRESALC (Caracas) editou outra versão em espanhol e uma em português. A Universidade Federal de Santa Catarina, no Brasil, também fez uma tradução e lançou o documento em português. Ele foi igualmente traduzido para o japonês.

Este documento, solicitado com insistência pelos Estados membros da UNESCO ao secretariado, inclusive através de uma resolução aprovada na 27^a. Sessão da Conferência Geral, foi baseado em trabalhos e consultas realizadas em todas as regiões do mundo. Para iniciar as discussões, elaborei uma primeira versão do documento, ainda na segunda metade de 1992. Era um rascunho inicial, em realidade uma montagem que incluía resultados de trabalhos da UNESCO e de dezenas de outras organizações governamentais e não governamentais. O texto foi analisado e comentado pelo diretor-geral da UNESCO, Federico Mayor, um especialista no tema. Esta versão com os comentários do diretor-geral é apresentada neste volume. Para os pesquisadores, ver a evolução de um texto sobre tema tão importante, no quadro de uma organização internacional, pode ser útil.

Em seguida, juntamente com D. Chitoran e Ian Sadlak elaboramos uma versão provisória do documento, ainda em 1992, que foi apresentada à 3^a. Consulta Coletiva da UNESCO e ONGs especializadas em ensino superior em dezembro deste ano e publicada na coleção New Papers on Higher Education – Meetings Documents nº 5- em 1993. Este texto que teve ampla divulgação para servir a debates também se encontra neste volume. O documento foi assinado por D. Chitoran, Ian Sadlak e por mim mesmo.

Ian Sadlak recebeu, então a missão de se dedicar inteiramente à produção da versão final e se tornou seu redator principal. O documento, após passar pelo crivo de Dumitru Chitoran e ser revisado pessoalmente por mim, como diretor da Divisão Divisão do Ensino Superior da UNESCO, foi submetido ao diretor-geral, Federico Mayor, que a aprovou. Durante todo este tempo, todos os escritórios regionais da UNESCO trabalhando com o ensino superior foram consultados, assim como organizações governamentais e inter-governamentais que trabalham no campo do ensino superior.

Na elaboração do documento, foram considerados os resultados de mais de vinte anos de reflexões e de experiências neste campo por ações seja da UNESCO, seja de outras organizações. Em particular, valemo-nos muito de documentos como o livro de Borrero Cabal (“The University as institution today” e, em francês, “L’Université aujourd’hui”) e outros estudos realizados sobretudo no decorrer dos anos oitenta.

Foi também extremamente útil a utilização do volume IV, dedicado ao ensino superior, de uma obra enciclopédica que a UNESCO publicou ainda no início dos anos setenta com o título de “L’éducation dans le monde”. Neste campo, como em qualquer outro do conhecimento humano, um trabalho final, salvo em casos raros de descobertas científicas por gênios individuais, é um trabalho coletivo e o produto final jamais é produto de um indivíduo ou de um grupo iluminado. É uma lição a se aprender. A experiência do passado é sempre

válida. O documento beneficiou-se de trabalhos feitos na UNESCO e em outras organizações governamentais ou não governamentais durante várias décadas.

A parte final do processo de elaboração –período entre a redação da versão provisória e a finalização do documento- foi extremamente longa, seguramente desnecessariamente longa. Mas, teve aspectos positivos, pois permitiu a realização de consultas intensivas a ONGs e organizações internacionais, inclusive a representantes do Banco Mundial e especialistas como Philippe Altbach. No intervalo, entre o lançamento da versão provisória e da versão final, outras organizações lançaram documentos sobre o mesmo tema, mas com orientações diferentes. Um exemplo de cooperação para a reflexão é o documento que enviou à UNESCO a Comissão francesa para a UNESCO e que é incluído neste volume.

O importante a notar, no entanto, é que o princípio básico adotado pela UNESCO naquela ocasião era o de que o tema era extraordinariamente importante e não poderia depender apenas da visão de um indivíduo ou de um pequeno grupo de especialistas.

Este é um método corrente em organizações internacionais. De fato, não é difícil requerer de um pequeno grupo de especialistas que prepare um documento sobre um tema qualquer. Documentos formalmente muito bem elaborados são produzidos desta maneira permanentemente. Produzir, no entanto, algo que seja legitimado e aceito pela comunidade universitária em escala mundial requer consultas e muita reflexão. Este método foi utilizado posteriormente, de maneira ainda mais sistemática, por ocasião da preparação da primeira Conferência Mundial sobre o Ensino Superior (Paris 1998), quando o documento de políticas serviu de base para as primeiras reflexões visando à elaboração de uma declaração sobre o tema aceita pela comunidade acadêmica e governos do mundo inteiro.

É importante ainda destacar que o documento teve grande impacto e foi utilizado como base para se iniciarem as discussões que levaram aos resultados da Conferência Mundial sobre o Ensino Superior. O documento apresentou, em seu início, uma visão sucinta das tendências naquele momento: expansão quantitativa, diversificação de estruturas e formas, restrições de financiamento e de recursos e uma crescente internacionalização. Viu-se uma panorâmica dos principais desafios apresentados a este nível de ensino pela situação da sociedade mundial naquele momento e, finalmente, foram expostas as respostas da educação superior a estes desafios. Os grandes capítulos foram dedicados à pertinência, qualidade e internacionalização do ensino superior, estando presentes elementos posicionantes sobre a questão da gestão dos estabelecimentos e dos sistemas. Este esquema foi o que, posteriormente, serviu de base às reflexões feitas, em todas as regiões, em preparação à Conferência Mundial do Ensino Superior de 1998.

Ao final, o documento apresentava uma série de linhas condutoras para uma renovação do ensino superior em escala mundial. Posteriormente, elaborou-se um índice indicando os tópicos todos que eram ali tratados. Também está incluído neste volume, juntamente com as versões em inglês (original), francês, espanhol e português. Inclui-se também neste volume uma nota substantiva distribuída à imprensa pelo serviço correspondente da UNESCO em janeiro de 1995.

SHORT PRESENTATION

On the nineties, two important documents about higher education were released on an international level. The first one was issued by the World Bank in 1994, and was named “Higher Education: The Lessons of Experience”. The second, issued by UNESCO, with a temporary version published in 1993 and a final version released in Paris in February 1995, was named “Policy Paper for Change and Development in Higher Education”.

Stemming from similar diagnosis (increase in the number of students, teachers and staff in higher education institutions; generalized financing problems; diversification of the institutions, to mention only some of the most visible issues approached therein), these two documents presented completely opposing views on the function of higher education towards society and on society itself.

Both had a great influence on the development of educational policies worldwide; the issues raised remain today matters of discussions for all international forums dedicated to this level of educational. From 1994 onwards, the World Bank has continued to consider the higher education problem, publishing in 2000 the report of a working group entitled *Higher Education Developing Countries – Peril and Promise* and, in 2002, a book *Constructing Knowledge Societies: New Challenges for Tertiary Education*.

UNESCO, in turn, after releasing its policy document on higher education, sought to engender worldwide debate on the subject. In concrete terms, **supporting the principle that higher education is a public good** and that solidarity cooperation is not an unreal utopia, UNESCO launched a program of cooperation – UNITWIN/ UNESCO Chairs - which, despite not being perfect, was considered a success. This program has now (2016) hundred projects worldwide, with financing from various sources, either national, either international.

On its part, in the period from 1995 to 1998, through its regional offices or in cooperation with non-governmental and governmental organizations, UNESCO has promoted a round of meetings and launched a series of publications that culminated with the World Conference on Higher Education (Paris, October 1998). More than four thousand participants from more than 180 countries attended it. It must be stressed that, at least 125 official delegates were ministers of state, a number higher of ministers than those that used to participate in the general conferences of this organization.

The *World Declaration on Higher Education in the 21st Century: Vision and Action*, adopted by the participants of the CMES (official representatives of governments, governmental and non-governmental organizations, academic community, and so on) on October 9th, 1998 became the main document to express the official Unesco's Member States position on higher education. In 2009, UNESCO called a II WCHE. The principles of 1998 were confirmed by the participants, who introduced essential changes into the draft that they received immediately previously to the Conference. In the same way, the

book ***Constructing Knowledge Societies: New Challenges for Tertiary Education*** has become the reference work for the World Bank.

The UNESCO's "Policy Paper for Change and Development in Higher Education" (1995) guided the formulation of UNESCO's programmes in this field at least during one decade. Here, the researchers can find the genesis of the document and the evolution in its preparation. The final text was a result of a consensus and of a series of debates with international governmental and non-governmental organizations. It served as the main basis for the discussions held during the preparatory period of the World Conference on Higher Education, held in Paris, in 1998. The final version was distributed by UNESCO in the six official languages of the Organization (English, French, Russian, Chinese, Spanish, Arabic) and in Portuguese. A Japanese version was also prepared.

During the eighties and the nineties, higher education became a priority in UNESCO. As a result, Member States requested several times the preparation of a document showing the basic principles guiding the action of the organization in this field. A Resolution on the subject was adopted by the General Conference of this Organization (27th Session in 1991). In the beginning of 1992, a first draft, a text alternating French and English paragraphs, was prepared as this was followed by consultations all over the world.

Here, one can find the first draft, in fact a proposal resulting of an assembly of different texts coming from several sources, with the inclusion of comments made personally, in written, by the Director General, Federico Mayor, who in fact was a big promoter of higher education programmes. The author was the director of the Division of Higher Education of UNESCO, Marco Antonio Rodrigues Dias, with the active participation of the chief of the section for Higher Education, Dumitru Chitoran. In fact, it could be considered as a joint proposal.

Together, Dumitru Chitoran, Ian Sadlak and Marco Antonio Rodrigues Dias prepared a first official version of the document which was published under the signature of these three experts, and was presented to the Third Collective Consultation of NGOs specialized in higher education (December 1992) and discussed with representatives of the academic institutions and international and regional organizations from all continents. The text was published in the collection *New Papers on Higher Education – Meeting Documents no. 5* in 1993.

After this meeting, in 1993, Ian Sadlak, a senior programme specialist in the Division of Higher Education, received the task of ensuring the elaboration of the final version of the Policy Paper. The text, after being revised by the chief of the Section of Higher Education (Dumitru Chitoran), the director of the Division of Higher Education (M.A.R. Dias) and particularly by the Director-general himself (Federico Mayor) was adopted by UNESCO at the end of 1994. During this long preparatory period, all regional offices of UNESCO working with higher education and also governmental and non-governmental organizations working in this field were consulted. This became an official document of UNESCO.

The results of more than twenty years of reflection undertaken in the framework of UNESCO were taken into consideration. A document particularly useful was Borrero's Cabal book ("The University as institution today") published jointly by UNESCO and the Research Centre for International Development (Centre de Recherches pour le

Développement International) of Canada. It was also fundamental the utilization of the volume IV of an encyclopedic publication on education published by UNESCO in the beginning of the seventies (“**Education in the World**”). There is a tendency in international and national administrations to abandon what was made in the past. This is a mistake. In the field of higher education, as in another domain of human knowledge, a final work, except in rare cases of scientific discoveries by individual genius, is never a result of the work of an individual or of an illuminated group...The Policy Paper, in fact, was the result of what was done for decades inside UNESCO and in the framework of other organizations.

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- 2) **a) Palavras de abertura ; b) "Mudança e desenvolvimento no ensino superior"** - Seminário internacional “Mudança e Desenvolvimeento da Universidade Pública na América Latina”- Brasília, 5 de setembro de 1995- Senado Federal- Congresso Nacional- promoção da Andifes/GT de Política e Gestão Universitária- in Mudança e desenvolvimento da universidade pública na América Latina – Memórias do seminário internacional realizado pela Andifes no Parlamento brasileiro, Brasília, setembro de 1995- Hélgio Trindade e Maria Beatriz Luce (editores)- Série Políticas e Estratégias nº 3- Cresalc/Unesco, Caracas 1996;
- 3) **Reflexiones sobre la poliítica de la UNESCO en la Educación Superior** - Kingston – Jamaica maio de 1996- Publicado na Série “Políticas y Estrategias” no. 4 do Cresalc (Luís Yarzábal, editor) em 1996 – Bases para la transformación de la educación superior en América Latina y el Caribe – Memorias de la Mesa Redonda organizada por el CRESALC en el marco de la Séptima Reunión de Ministros de Educación de América Latina y el Caribe (Minedlac VII) – pgs. 13 a 15;
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- b) **Primeira versão oficial do documento** de políticas com o título “Strategies for change and development in higher education – Policy paper on higher education” elaborado por M.A.R. Dias, D. Chitoran e I. Sadlak, apresentado à 3^a. Consulta Coletiva das ONG sobre o ensino superior, realizada em Paris de 9 a 11 de dezembro de 1992- Publicada no volume 5 (1993) de New papers on Higher Education – Meetings and Documents – The Management of International Co-operation in Higher Education- pgs. 29 a 50;
- c) **Policy Paper for Change and Development in Higher Education-** redator principal Ian Sadlak, colaboração de D. Chitoran e M.A.R. Dias, revisão: M.A.R. Dias, revisão final e aprovação: Federico Mayor. Versões em inglês, francês e espanhol (Paris) e espanhol (Caracas). Existe também versão em português feita pela Universidade Federal do Rio Grande do Sul publicada em 1999 pela Editora Garamond, a UNESCO Brasília e o MEC/SESU. Finalmente foi elaborada uma versão em japonês não disponível aqui;
- d) “Topic and Name index”;
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DOCUMENTO NÚMERO 1

El apoyo público a la educación superior – (1995-1996)- in “La educación superior como responsabilidad de todos”- Memorias del acto realizado en el Parlamento uruguayo- Montevideo, Junio de 1995- José Wainer (editor)- Cresalc/UNESCO, Caracas, 1996 – duas edições

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Serie:
**Políticas y
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**Centro Regional
para la**

**Educación Superior
en América Latina
y el Caribe**

La educación superior como responsabilidad de todos

**Memorias
del acto realizado
en el Parlamento
Uruguayo**

Montevideo, junio de 1995

José Wainer

(Editor)

CRESALC/UNESCO - Caracas, 1996



La UNESCO frente al cambio de la educación superior en América Latina y el Caribe

*Memorias del Acto realizado en el Parlamento
Uruguayo, Montevideo, junio 1995*

José Wainer (Editor)

Hugo Batalla, Jorge Brovetto,

Marco A. Rodrigues Dias,

Samuel Lichtensztejn

Odilón Marcuzzo Do Canto

y Oscar Shuberoff



CRESALC/UNESCO - Caracas

EL APOYO PUBLICO A LA EDUCACION SUPERIOR

Marco Antonio R. Dias
Director de la División de
Educación Superior de la UNESCO

Señor Presidente de la Asamblea General Legislativa, Señor Ministro de Educación y Cultura, Señores Rectores y colegas de la UNESCO y de otras organizaciones internacionales, señoras y señores:

INTRODUCCION

Antes de entrar en el tema que ustedes me han atribuido: la presentación del documento de la UNESCO de "Política para el Cambio y el Desarrollo en la Educación Superior", me gustaría formular dos observaciones.

La primera es muy personal. Como brasileño, teniendo el Portugués como lengua materna, cada vez que me enfrento a un público de habla hispana me siento como un personaje de una anécdota que se cuenta en Brasil, que no sé si es verdadera. Tal vez el doctor Oscar Shuberoff pueda confirmárnosla. Se trata de un profesor universitario de Porto Alegre, que fue invitado a presentar una ponencia en Buenos Aires y, para agradar a los argentinos, decidió hacerlo en español. Preparó un texto. Cuando llegó a Buenos Aires lo leyó; al final, fue muy aplaudido y se quedó muy satisfecho, hasta el momento en que uno de los participantes le dijo: "Profesor, su portugués es tan sencillo que le entendí casi todo"...

Espero que hoy también ustedes puedan "entender" todo lo que intentaré transmitir.

La segunda observación es más importante. Antes de presentar el documento, complementando lo que ya fue anticipado por el Rector Jorge Brovatto, quien, como miembro del Grupo Consultivo Internacional para Educación Superior de la UNESCO, también es responsa-

ble de él, así como de las acciones para su seguimiento, quiero transmitir un mensaje especial y los más calurosos saludos de parte del Director General de la UNESCO, Federico Mayor Zaragoza, al señor Presidente de la República, a los miembros del Parlamento y al pueblo uruguayo

MENSAJE DEL DIRECTOR GENERAL

Al Director General de la UNESCO le complace mucho que, luego de la firme acción desplegada por el embajador Traversoni, responsable de la renovación del Programa de Educación Secundaria en la UNESCO, ahora Uruguay se interese de manera activa por la renovación del sistema de Educación Superior. Sabemos que la presencia de Samuel Lichtenstein en el Ministerio de Educación y Cultura es una garantía de que esta renovación contará con bases sólidas. Para el señor Federico Mayor Zaragoza, las complejas tareas a que debe hacer frente la Enseñanza Superior en los umbrales del siglo XXI requieren la participación de numerosos actores, con múltiples enfoques y puntos de vista. Se necesita, pues, una mayor cooperación entre todos estos actores para alcanzar el objetivo, que debe ser común, de apoyar a la Educación Superior como instrumento para lograr un desarrollo humano sostenible.

En el "Documento de Política para el Cambio y el Desarrollo en la Educación Superior", de la UNESCO, se formulan principios en los que podría basarse y llevarse a cabo el proceso de cambio y desarrollo de la Enseñanza Superior. Este documento servirá de base a la acción que la Organización ejecutará al final de este siglo, durante los próximos seis años, entre

1996 y 2001. En este período UNESCO buscará -lo dice el Director General en su mensaje- aumentar el acceso a los sistemas de Educación Superior, mejorar su gestión, reforzar los vínculos con el mundo del trabajo y hacer más evidente la función de la Educación Superior en la renovación de los sistemas de educación en su conjunto. El establecimiento de relaciones orgánicas con el Estado es una condición previa en el proceso de cambio y desarrollo de la Educación Superior. Corresponde al Estado y a sus instituciones la definición de las normas generales y del marco financiero global en que desempeñarán su misión los centros de Educación Superior. Al respecto, es esencial la función legislativa, "habida cuenta de la diversificación institucional, funcional y del régimen de propiedad de dichos centros".

"El principio de la libertad de enseñanza es condición sine qua non para la existencia y el funcionamiento normal de los centros de Educación Superior. Al mismo tiempo, las instituciones de Educación Superior están llamadas a contribuir de modo importante al cambio y al progreso social. Por eso, el apoyo público a la Educación Superior sigue siendo esencial para que ésta pueda desempeñar su misión educativa, social e institucional".

Este es el mensaje del Director General de la UNESCO, que visitará Uruguay muy próximamente. Puedo garantizar que su intención es apoyar todos los esfuerzos que Uruguay emprenda con vistas a la renovación de su sistema educacional, así como las medidas que se tomen en este momento para reforzar la integración económica, social y cultural de los países de América Latina, y en particular de los países del MERCOSUR.

En este sentido, el doctor Federico Mayor Zaragoza ha dado instrucciones muy claras al Secretariado de la Organización, y, en particular, a mí como director de la División de Educación Superior, para que aseguremos el máximo apoyo a los programas de la Asociación de Universidades Grupo Montevideo, la red universitaria encabezada por el Rector Jorge Brovetto. En mi nombre, en el de Enrique Martín Del Campo, director de la Oficina de UNESCO en Montevideo, en el de Beatriz Macedo, encargada de la parte de educación en esta Oficina, y en el de Luis Yarzábal, el compañero y colega uruguayo, director del Centro Regional para Educación Superior en América Latina y el Caribe, con sede en Caracas, Venezuela, puedo decirles que los

miembros del Secretariado de la UNESCO estamos dispuestos a seguir con mucho interés, cuidado y rigor estas instrucciones.

EL SISTEMA DE EDUCACION ES UN CONJUNTO

Luego de transmitido este mensaje, me gustaría formular algunos comentarios personales con respecto a lo que sucede en este momento en el campo del tratamiento que se da en varios países a las cuestiones de educación superior.

Es muy estimulante para nosotros, que trabajamos en la UNESCO en el campo de las actividades vinculadas con la educación terciaria, participar en un acto como éste, que cuenta con la presencia de autoridades del más alto nivel del país y de tantas personas con responsabilidad en el mundo académico y en el mundo social.

En los últimos diez años hemos visto que en el mundo entero se ha desarrollado un movimiento que, para los países en desarrollo, es una trampa. Expertos internacionales de varias organizaciones, incluso de la UNESCO, han empezado a aconsejar a los países no invertir en educación superior. Esto representa un peligro, porque se intenta crear una división en los sistemas de educación.

Constituye, además, un error, porque el sistema de educación es un conjunto. Si la educación de base no funciona bien, ello repercutirá de manera negativa sobre la educación secundaria. Si ésta no cumple debidamente sus funciones, la enseñanza superior sufre un fuerte menoscabo porque los estudiantes que ingresan en las instituciones terciarias no están bien preparados y hay que perder tiempo y energía en ponerlos en condiciones de absorber la formación adecuada.

Si las instituciones de educación superior están por debajo del nivel correspondiente, todo el sistema pierde sus bases, pues no se forman profesores de manera conveniente, tampoco se realiza la investigación educacional, que es necesaria para la toma de decisiones de los parlamentarios en la preparación de las leyes y de los responsables en la administración en la gestión de los sistemas educacionales. El resultado, además, si no se llevan a cabo investigaciones serias, es que los países en desarrollo acaban adoptando modelos educativos inadecuados a su realidades culturales y a sus necesidades.

Hace un poco más de dos años, en la UNESCO fuimos testigos de un acontecimiento muy llamativo, relacionado con uno de los países en desarrollo que se destacó en los años sesenta por el esfuerzo realizado en educación básica: Tanzania. El que fuera Presidente del país, Julius Nyerere, quien permaneció en el poder por más de veinte años, hasta 1985, se convirtió en un personaje mítico y, hoy, en la cultura africana, es uno de los ancianos sabios en quien todos confían, ya viejo, visitó la UNESCO y formuló una exposición ante en el Consejo Ejecutivo.

La síntesis de su mensaje fue que Tanzania había ganado muchos premios por los éxitos en las campañas de educación básica. Pero, sin embargo, había cometido el error de seguir los consejos de los expertos internacionales, dejando de lado la educación superior. El resultado fue que, veinte, treinta años más tarde, llegó a la conclusión de que su desarrollo había sido insuficiente. No contaba con los cuadros necesarios para promover el desarrollo económico y social. Carecía de los investigadores capaces de responder a las necesidades del país. No había formado administradores al nivel necesario y, además, no había podido mantener la calidad de la educación básica en la que había invertido tanto, porque los maestros no habían alcanzado el nivel de formación necesaria. Julius Nyerere concluyó su declaración advirtiendo, principalmente a sus colegas africanos más jóvenes, que no cometieran el mismo error.

EL CASO DE CALIFORNIA

También hace dos o tres años, la Organización de Cooperación para el Desarrollo Económico, la OCDE, que es considerada el club de los países industrializados, cuya sede está en París, y que tiene un programa de educación muy fuerte -sus trabajos en este campo son considerados en todas partes como punto de referencia- encargó una evaluación externa del sistema de educación superior en California. Esta es, como todos saben, la región más desarrollada de Estados Unidos, donde se llevan a cabo las investigaciones de punta más impresionantes, las más modernas, las más avanzadas.

Aproveché la oportunidad que se me concedió durante la presentación de los resultados de la evaluación, y pregunté al Presidente del conjunto de universidades estatales de California, cual sería su reacción si se propusie-

ra a Estados Unidos -y al estado de California, en particular- la adopción de la misma fórmula que se estaba sugiriendo a los países en desarrollo, es decir, que el gobierno federal de Estados Unidos y el gobierno del Estado de California decidieran no invertir más en educación superior ni en investigación. El Presidente no me contestó: su risa espontánea fue la mejor respuesta.

UNA CRISIS GENERALIZADA

Las presiones que se ejercen sobre los países en desarrollo para que sus gobiernos desistan de las inversiones de naturaleza social, en particular las que se dirigen a nuestra educación superior, se han intensificado, principalmente en los ochenta, y sobre todo a partir de la mitad de esa década. No diría que se haya emprendido una campaña organizada, pero a veces tenemos la impresión de que así fuera.

Asimismo, esto ocurre exactamente en un período en que, en muchos sectores, la conciencia de la importancia de la educación superior para el desarrollo de los países ha crecido significativamente. En realidad, el desarrollo económico y social depende de la calidad de los recursos humanos, de los administradores de proyectos, de personas capaces de investigar en el campo de las ciencias exactas y en el de las ciencias humanas, formados en instituciones de educación superior.

En consecuencia, en todas las partes del mundo a la educación superior se le atribuyeron nuevas misiones, con una tendencia creciente a dar en la mayoría de los países una importancia especial a la contribución de dichas entidades terciarias al desarrollo de los otros niveles de enseñanza.

Pero, como acaban de expresar el señor Presidente de la Asamblea General y el señor Rector de la Universidad de la República, esto coincidió con una expansión cuantitativa de las instituciones de educación superior, acompañada por un período de crisis financiera que no ha dejado de lado ni siquiera a los países más ricos. Esto ha provocado una aceleración de la crisis, que alcanza a todos los aspectos de la vida de estas entidades. Al mismo tiempo, la presión que sobre ellas se ejerce desde varios sectores de la sociedad pidiéndoles más eficiencia, más transparencia, más y mejores servicios a la comunidad, se hace más intensa.

Evidentemente, la evaluación hoy en día es una necesidad. Las instituciones tienen que rendir cuentas a la sociedad, pero, en educación, no basta con elaborar un correcto diagnóstico de los males. No basta comprobar que hubo una caída de calidad con el crecimiento de los efectivos. Hay que buscar soluciones realistas que mejoren la calidad en función de las necesidades de la sociedad. No hay que hacer como aquellos que, luego de diagnosticar un dolor de cabeza, sugieren que se corte la cabeza del paciente. El dolor se acaba, pero el paciente se muere...

UNA REFLEXIÓN GLOBAL

Todo esto llevó a la UNESCO a promover una reflexión en todo el mundo. Se organizó una serie de conferencias y debates a nivel internacional, lo que dio lugar a numerosas publicaciones, muchas de las cuales sobre todo a nivel regional, se agotaron en seguida. Finalmente, se ha publicado un libro síntesis con los resultados de todos estos esfuerzos. Se trata de "*University as an institution today*", del investigador colombiano Alfonso Borrero Cabal, que presenta el resultado de los debates sobre educación superior cumplidos en el mundo entero. Este libro fue editado conjuntamente por la UNESCO y el CIID -Centro Internacional de Investigaciones para el Desarrollo- de Canadá y, desafortunadamente sólo en versión inglesa, lo que no impide que se considere un documento de referencia básica sobre el tema.

Luego se emprendió la elaboración de un documento de toma de posiciones, un documento de políticas, que acaba de mencionar el rector Jorge Brovetto. Presentado a la consideración internacional el 1º de febrero de 1995, ha alcanzado un gran impacto en varias partes del mundo. Ha circulado en todos los ministerios de educación de los estados miembros de la UNESCO, fue enviado a numerosas universidades y a todas las organizaciones y asociaciones no gubernamentales directa o indirectamente relacionadas con UNESCO.

Este documento ofreció una respuesta, o por lo menos indicó las pistas para resolver las cuestiones que surgieron en el curso del ejercicio de reflexión desarrollado en el mundo entero. No voy a describirlo en detalle, pero quiero destacar que contiene algunos principios de base que deben adoptarse en el momento de acometer las reformas universitarias.

Toda sociedad sigue un modelo, y a partir de 1989, muchos anunciaron una nueva era de paz y de tranquilidad para el mundo. Algunos, de una manera apresurada, hablaron de un nuevo orden mundial.

Me acordé de todo ésto hace dos semanas, cuando participaba en Praga, República Checa, en una reunión del Grupo Parlamentario del Consejo de Europa. Allí se discutieron problemas del desarrollo científico y tecnológico en los países de Europa Central y Oriental. Dentro de este contexto, me invitaron para debatir el problema del éxodo de talentos de esa región.

La realidad es dramática en muchos de los países de Europa oriental y central. La liberalización económica, pasados tantos años bajo regímenes comunistas, logró una gran aceptación pública en estos países. Pero sobrevino una confusión, en la medida en que se debilitaron las políticas sociales, culturales y educacionales. Mucho de lo que había de positivo en estos países -es cierto que no todo era negativo- se está perdiendo. Ocurre, por ejemplo, que cuando científicos destacados deben vivir con un salario equivalente a cincuenta dólares mensuales, no hay como mantenerlos en su país de origen. El éxodo de cerebros se torna una consecuencia natural de una política en que el mercado lo domina todo y en que lo social es visto como un tema secundario. En otras palabras, las reformas deben ocuparse del bienestar de la población y no de copiar modelos de otros países, de otras culturas.

¿UNIVERSIDAD PARA QUE SOCIEDAD?

Asimismo, a fines de la década de los ochenta, todo el mundo sintió la necesidad de contar con nuevas bases para una nueva sociedad. Pero, ¿con qué fundamentos?

Lo importante en este punto es no cometer errores de perspectivas, las reformas son necesarias. Pero ¿qué reformas? Un nuevo orden es imprescindible. Pero ¿qué nuevo orden?

Llamo la atención de los parlamentarios y del mundo académico de Uruguay hacia el esfuerzo de reflexión ensayado en el marco de las Naciones Unidas. El Secretario General, Boutros Boutros-Ghali impulsó un debate que culminó recientemente con la aprobación de dos documentos complementarios, que si bien no incluyen recetas que deberán seguir los países, ofrecen

ce sin embargo pistas para desarrollar una acción de base.

Uno de ellos es el *"Programa para la paz"*, que contiene principios para tomar medidas en favor de la paz. En este momento, las Naciones Unidas viven momentos muy difíciles, ya que las tareas de recuperación de la paz están provocando gastos desmesurados, dejando pocos recursos para crear condiciones reales de paz. Actualmente, se mantienen cincuenta conflictos armados en más de cuarenta países. Las Naciones Unidas disponen hoy de alrededor de 80 mil soldados para mantener la paz. Esa cantidad ascendía apenas a 10 mil en 1985. Este servicio demanda tres billones de dólares anuales. Los recursos dedicados al desarrollo disminuyeron durante estos diez años más del 10%.

El otro documento es el *"Programa para el desarrollo"*, en el que se enuncian las bases para un desarrollo humano sustentable y duradero. Tiene como base la protección de la paz, la recuperación de los derechos humanos, la eliminación, o por lo menos la reducción, de la pobreza y la formación de recursos humanos. Es evidente que los establecimientos de educación superior, en particular las universidades, tienen que jugar un papel muy importante en este ámbito, en cierto modo, se puede decir que este documento introdujo el tema de la función de las universidades dentro del conjunto del sistema de las Naciones Unidas.

En realidad, no son pocos hoy los que piensan que, antes de preguntar qué tipo de universidad quiere uno construir, hay que indagar para qué tipo de sociedad se la construye. En esta línea, las reflexiones de Naciones Unidas son muy útiles.

LOS GRANDES DESAFIOS

Tampoco ofreceré datos pormenorizados sobre el crecimiento de los efectivos -estudiantes y profesores- en la educación superior. El Presidente de la Asamblea y el rector Brovetto ya lo han hecho. Pero es evidente que el número de estudiantes universitarios en el mundo -que hace treinta años era de 20 millones- asciende hoy a más de 65 millones. En el año 2000 esta cifra llegará aproximadamente a 79 millones y en el año 2015 los estudiantes universitarios superarán los cien millones. El primer gran desafío que se plantea pues, en el día de hoy, a la educación superior, consiste en asegurar una

educación de calidad dentro de un sistema masificado.

El documento de la UNESCO se refiere a este desafío, es decir, a la necesidad de reforzar el contenido interdisciplinario y pluridisciplinario de los programas; de mejorar los métodos y la técnica, incluso con los resultados del progreso combinado de la informática y de la comunicación; de reforzar la integración entre la investigación y la enseñanza -principalmente en el campo científico- y de una acción para renovar el conjunto del sistema educacional.

La calidad, la relevancia y la cooperación internacional son los elementos clave en este esfuerzo. La calidad debe estar presente en todas las actividades de los establecimientos de educación superior. Se puede hablar de la calidad del personal docente o de los programas de enseñanza; cada una requiere acciones específicas. También hay que tener en cuenta la calidad de los estudiantes, la necesidad de una interfase con la enseñanza secundaria y la orientación profesional.

En cuanto a la calidad de la infraestructura del entorno universitario cabe poner en primer plano a las bibliotecas, que no pueden seguir reduciendo su función a la de mero depósito de libros; deberán ser concebidas como un centro nervioso que promueva interacciones y condiciones facilitadoras de la enseñanza y la investigación.

Sin embargo -me permitiré insistir en ésto- no se pueden establecer modelos uniformes para el mundo entero. En África, por ejemplo al cabo de las reflexiones promovidas por la UNESCO, resultó evidente y claro, estableciéndose un consenso en torno a esa conclusión, que el acatamiento de los modelos europeos constituye una de las principales causas de la inadecuación de las universidades africanas a las necesidades de los pueblos de la región.

Pero más allá de este examen que implica medidas de naturaleza práctica, hay principios que deben mantenerse. El principal tal vez es la equidad. Las universidades, independientemente de su estatuto jurídico, deben desempeñar una función pública. Por otra parte, cuestiones delicadas y polémicas, como la de cobrar aranceles, deben ser vistas bajo la perspectiva, que no debe perderse, de la equidad. Antes de cambiar estructuras o introducir sistemas de recuperación de costos, cada país debería examinar

las repercusiones que esos sistemas pueden tener sobre la equidad. Tales medidas, aparentemente democráticas, pero que, en la práctica, frecuentemente implican una elitización de la educación, no pueden evidentemente ser estimuladas por una Organización que defiende los principios éticos en todos los planos.

Es siempre útil recordar que la convención contra las discriminaciones en la enseñanza, aprobada por UNESCO, en 1960, insta a los Estados Miembros a "*hacer obligatoria y gratuita la enseñanza primaria, generalizar y hacer accesible a todos la enseñanza secundaria en sus diversas formas, hacer accesible a todos, en condiciones de igualdad total y según la capacidad de cada uno, la enseñanza superior*".

CALIDAD VINCULADA A LA RELEVANCIA

Hace un rato, cuando me refería a la cuestión del éxodo de talentos, mencioné el caso de Europa Central y Oriental. Les relato ahora lo que publicó el pasado 26 de abril de 1995 el periódico norteamericano Herald Tribune. Se trata de un artículo sobre el primer grupo de graduados en el "campus" de una universidad norteamericana instalado en un país de Europa Central.

¿Qué ocurrió? La universidad norteamericana fue transplantada con sus programas en inglés, con el mismo currículo de Estados Unidos, con profesores que se traían de Estados Unidos. Me había impresionado hace tres o cuatro años el hecho de que la primera medida que tomaron los dirigentes universitarios de esta institución, fue instalar una cancha de béisbol en un país donde, como en América Latina, el deporte preferido de los jóvenes es el fútbol.

La transferencia del modelo fue total y absoluta. Los estudiantes eran del más alto nivel y sus resultados fueron superiores al promedio de los estudiantes norteamericanos que seguían el mismo programa. Ahora, terminado el curso, la mayoría de los graduados desea trasladarse a Estados Unidos, sea para completar los estudios, sea para ingresar en el mercado laboral. ¿Esto es calidad? ¿Esto es el objetivo que uno tiene que buscar con la renovación o la modernización?

La calidad configura pues un punto esencial del Documento de la UNESCO y está vinculado a la relevancia, a las necesidades del país. La vinculación con el sector productivo, por ejem-

plo, se torna fundamental en el sentido de diversificación de fondos tanto como en el de la perspectiva de las necesidades generales de un país. En esa perspectiva, la capacidad de crítica y de análisis de las universidades puede contribuir al desarrollo del país.

Es preciso evitar que, para salir de la "torre de marfil", las universidades tomen decisiones que conduzcan al exceso opuesto, limitándose a preparar expertos para necesidades inmediatas, sin dotarlos de las condiciones necesarias para alcanzar una capacidad crítica de análisis de la realidad y sin prepararlos para tomar iniciativas, para ser creadores de empleos. Una armonización recíproca de la educación y de la vida activa, en lugar de una sujeción de la educación a las a menudo rígidas estructuras de empleo, es una solución que se impone.

Además, este concepto de relevancia incluye también -no hay que olvidarlo- las responsabilidades de la educación superior en relación a conjunto del sistema educacional.

LA COOPERACION INTERNACIONAL

Para terminar, quiero recordar que el Documento en resumen propone un análisis de las tendencias actuales de la educación superior del problema de la masificación, de las dificultades del financiamiento, del fenómeno de la diversificación y de la necesidad de la cooperación internacional. Plantea una visión de la sociedad en que estamos viviendo, y en ese planteo está implícito que antes de estudiar qué universidad queremos construir debemos llegar a un acuerdo sobre la sociedad que deseamos. Aquí se pueden incluir los principios de Naciones Unidas que aparecen en el "*Programa para la paz*" y en el "*Programa para el desarrollo*".

También se hace referencia al incremento de la calidad, vinculada a la relevancia, donde la cooperación internacional es fundamental, porque así como ocurre con los países y los individuos, las instituciones de educación superior tampoco pueden vivir aisladas. Esta observación movió a la UNESCO a lanzar un movimiento de cooperación internacional, basado en la solidaridad y en el intercambio de conocimientos. El impacto de este programa sorprendió a muchos inclusive a quienes ocupamos un sitial de responsabilidad en la UNESCO. En poco más de tres años, se han creado unos ciento cincuenta programas que necesariamente deben ejecutar

se a través de redes universitarias, como la que encabeza el rector Jorge Brovetto, es decir la Asociación de Universidades Grupo Montevideo.

Estos son en líneas muy generales, los temas tratados en el *"Documento de Política para el cambio y el Desarrollo en la Educación Superior"* de la UNESCO.

Como el rector Jorge Brovetto tomó la iniciativa de referirse al trabajo de una experta norteamericana, voy a concluir citando al Presidente Clinton, quien, hace poco más de un mes, visitó Rusia, en ocasión de conmemorarse el quincuagésimo aniversario del fin de la Segunda Guerra Mundial. Su viaje fue objeto de comentarios contradictorios pero hubo unanimidad en el sentido de decir que el punto alto de ese viaje fue alcanzado en la visita a la Universidad de Moscú.

Su discurso fue muy interesante y yo que, como buen católico y cristiano, creo en las virtudes y en la inspiración del Espíritu Santo, debo decir que en ese momento el señor Clinton estaba inspirado. Valdría la pena leer todo el discurso aunque yo voy a limitarme a citar una sola parte.

Se debe recordar que su alocución estaba dirigida a los estudiantes, los profesores, los investigadores rusos y, a través de la televisión, a los gobernantes y al pueblo ruso en general.

Esa cita dice lo siguiente:

- "Se que hay problemas muy graves y serios en vuestra transición hacia una economía de mercado. Se también que en cualquier parte del mundo donde existan mercados libres, éstos no resuelven todos los problemas sociales. Esto exige políticas que puedan garantizar el desarrollo económico y la dignidad humana básica a todos los necesitados de ayuda".

Tengo la impresión de que el señor Clinton al pronunciar estas palabras, estaba recordando el proyecto de programa de mediano plazo de la UNESCO.

Este es en realidad el mismo consejo que yo daría, y es el mensaje principal del *"Documento de Política para el Cambio y el Desarrollo en la Educación Superior"*.

Los parlamentarios, los que tienen responsabilidades públicas -principalmente en los países en desarrollo- no deben olvidar que la liberalización, la democratización, es decir la libertad, integran una aspiración humana colectiva, pero que, de ninguna manera, ello significa que los Estados deben abandonar sus políticas sociales, sobre todo en el campo de la educación. En materia de educación superior en particular, el apoyo público a la educación superior sigue siendo esencial para que ésta pueda desempeñar su misión educativa, social e institucional.

Muchas gracias

DOCUMENTO NÚMERO 2

Palavras de abertura ; b) "Mudança e desenvolvimento no ensino superior" - Seminário internacional “Mudança e Desenvolvimeento da Universidade Pública na América Latina”- Brasília, 5 de setembro de 1995- Senado Federal- Congresso Nacional- promoção da Andifes/GT de Política e Gestão Universitária- in Mudança e desenvolvimento da universidade pública na América Latina – Memórias do seminário internacional realizado pela Andifes no Parlamento brasileiro, Brasília – Publicado pelo Cresalc/UNESCO, em 1996 (Hélgio Trindade e Maria Beatriz Luce - editores), Série Políticas y Estrategias número 3- pgs, 17 e 18 e páginas 21 a 26



Centro Regional
para la
Educación Superior
en América Latina
y el Caribe

Mudança e desenvolvimento da universidade pública na América Latina

Memórias
do Seminário
Internacional

realizado pela
ANDIFES no
Parlamento brasileiro

Brasília, setembro 1995

Hélio Trindade
Maria Beatriz Luce

(Editores)

CRESALC/UNESCO - Caracas, 1996

Este documento é resultado de um seminário internacional intitulado "Mudança e desenvolvimento da universidade pública na América Latina", realizado no Brasil, em setembro de 1995, pelo Conselho Andifes, com o apoio da UNESCO. O seminário reuniu especialistas de diversos países da América Latina e do exterior para discutir os desafios e oportunidades enfrentados pelas universidades públicas nessa região. Os debates abordaram temas como a transformação social, a globalização, a educação superior e a pesquisa científica. O resultado foi a publicação de memórias que contêm os principais debates e recomendações do evento.

SEMINÁRIO INTERNACIONAL "MUDANÇA E DESENVOLVIMENTO DA UNIVERSIDADE PÚBLICA NA AMÉRICA LATINA"

Palavras de abertura do Professor Marco Antonio Rodrigues
Dias, diretor da Divisão de Ensino Superior da UNESCO

Brasília, 5 de setembro de 1995
Senado Federal - Congresso Nacional

Em julho de 1988, falando aos membros do Conselho da Universidade das Nações Unidas que se reuniu, em caráter extraordinário, em Brasília, no Palácio do Itamaraty, o diretor geral da UNESCO, Federico Mayor, dizia que tinha chegado o tempo de se proceder a uma reflexão profunda sobre as funções e missões das universidades junto às sociedades. Partir-se-ia da idéia original que presidiu a constituição destas instituições, analisando sua evolução no tempo e no espaço, para se chegar ao papel que devem desempenhar nos dias de hoje numa sociedade em fase de mudanças ultra-rápidas.

A partir desta "convocação", um longo exercício de reflexão, análise, estudos e experimentos desenvolveu-se no mundo inteiro. Um número bastante significativo de publicações, sobretudo no nível regional, teve como origem estas iniciativas. Mais tarde, em nível internacional, além de um documento conjunto UNESCO/UNU (Universidade das Nações Unidas), um livro-síntese ("The University as institution today") foi publicado conjuntamente pela UNESCO e pelo IDRC (International Development Research Center) canadense. O autor é o pesquisador colombiano, Afonso Borrero Cabal. Trata-se de um livro de autor, que, em realidade, é uma obra coletiva, na medida em que reflete o resultado de todo este esforço desenvolvido no mundo inteiro e teve sua versão final revisada por um grupo de especialistas representando as diversas partes do mundo.

Foi com base neste esforço coletivo e mundial, que a UNESCO partiu para a produção do documento de política para mudança e desenvolvimento na educação superior que, lançado em Paris, em fevereiro último, nas seis línguas oficiais da Conferência Geral: inglês, francês, espanhol, chinês, árabe e russo, é, hoje, apresentado aqui em Brasília, em português. A tradução que os senhores recebem foi feita pela Universidade Federal do Rio Grande do Sul, a quem agradecemos pela contribuição que nos foi dada.

Teremos oportunidade, no decorrer dos trabalhos de hoje, de tecer considerações mais detalhadas sobre este documento. Por agora, limitar-me-ei a dizer que nele formulam-se princípios que vão servir de base aos trabalhos da UNESCO no campo do ensino superior durante os próximos seis anos, de 1996 a 2001. Durante este período, a UNESCO buscará aumentar o acesso aos sistemas de educação superior, melhorar sua gestão, reforçar os vínculos com a sociedade e, em particular, com o mundo do trabalho e tornar mais evidente e eficaz a função da educação superior na renovação dos sistemas de educação em seu conjunto. Este último é um ponto que se tornou essencial, pois criar conflito entre níveis de ensino ou de educação é mais que um equívoco, um erro grosseiro.

Durante o decurso dos próximos dois anos, em conjunto com as comunidades acadêmicas e com os Estados Membros, a UNESCO aprofundará esta reflexão e organizará, no início de 1998, uma Conferência Internacional sobre o Ensino Superior, a exemplo do que foi feito, anos atrás, para o ensino básico em Jontiem, Tailândia.

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Para a UNESCO, o estabelecimento de relações organizadas e maduras com o Estado é condição prévia para o processo de mudança e de desenvolvimento da educação superior. Corresponde ao Estado, organizado democraticamente, e a suas instituições, definir as normas gerais e o marco financeiro global em que desempenharão suas missões os centros de educação superior. Neste contexto -é importante ressaltar- é essencial a função legislativa, levando-se em conta a DIVERSIDADE destes centros.

O princípio de liberdade de ensino é condição "sine qua non" da existência e do funcionamento normal dos centros de educação superior. Quando se discutem questões delicadas, como a da cobrança de anuidades, o que deve ser levado em conta, antes que decisões precipitadas sejam tomadas, é o princípio da equidade. Parece evidente que na América Latina, como agora na Europa Oriental, países que confundiram liberalização, uma aspiração universal, com afastamento do Estado dos problemas sociais, tomaram medidas, com respeito às universidades, que acabaram provocando uma elitização acentuada dos sistemas.

Para a UNESCO, as instituições de educação superior são chamadas a contribuir, de modo importante, para a mudança e o progresso social que são incompatíveis com a elitização do sistema e implicam mudanças na sociedade em seu conjunto, através da eliminação ou pelo menos redução da pobreza, da miséria, da fome, das diferenças sociais escandalosas, da concentração do saber e dos resultados do saber entre segmentos limitados da sociedade. Para isso, um sistema de avaliação permanente e objetivo se impõe em toda parte, mas, de outro lado, contrariamente ao que dizem certos tecnocratas internacionais, O APOIO PÚBLICO A EDUCAÇÃO SUPERIOR É ESSENCIAL PARA QUE ESTA POSSA DESEMPENHAR SUA MISSÃO EDUCATIVA, SOCIAL E INSTITUCIONAL.

Senhor Presidente,

Senhoras e Senhores,

O documento que, hoje, aqui é lançado é resultado de uma reflexão mundial. Dele se depreende que, sem um sistema de educação superior forte, incluindo formação e pesquisa, nenhum país pode aspirar a ser realmente desenvolvido, a ser realmente independente.

Instituições de ensino superior revitalizadas e cuja eficácia é permanentemente avaliada,

Corpo docente valorizado, corpo discente ao qual se dêem condições efetivas de se qualificar, inclusive com acesso às novas tecnologias,

Liberdade de expressão,

Tudo isto faz parte de um conjunto que, para existir, necessita de apoio público firme e sólido, inclusive do Parlamento.

Li, na semana passada, uma declaração do Presidente Fernando Henrique Cardoso para quem o SOCIAL é importante e para quem o MERCADO não resolve todos os problemas "nem na China".

Em abril ou maio deste ano, nas comemorações do quinquagésimo aniversário do final da Segunda Guerra Mundial, o Presidente Clinton, dos Estados Unidos, em conferência aos estudantes e professores da Universidade de Moscou, expressou-se de forma similar, dizendo:

- "Sei que há problemas muito graves e sérios na vossa transição para uma economia de mercado. Sei também que em qualquer parte do mundo onde existam mercados livres, estes não resolvem todos os problemas sociais. ISTO EXIGE POLITICAS QUE POSSAM GARANTIR O DESENVOLVIMENTO ECONOMICO E A DIGNIDADE HUMANA BASICA PARA TODOS OS QUE NECESSITAM DE AJUDA".

Senhor Presidente,

Senhoras e Senhores,

Como cidadão brasileiro, antigo militante de movimentos católicos de juventude, ex-jornalista, inclusive em jornais alternativos, ex-professor de comunicação e ex-dirigente universitário em meu país de origem, o Brasil, sinto-me plenamente realizado de, sob a supervisão do Diretor-Geral da Unesco, **haver coordenado todo este exercício de reflexão desenvolvido em nível mundial e que despertou vosso interesse**. Tenho a presunção de considerar que, exercendo este papel, é nosso país que colabora para o debate de tema tão importante e espero que meus colegas universitários brasileiros concordem comigo pelo menos neste ponto.

Muito obrigado!

MUDANÇA E DESENVOLVIMENTO NO ENSINO SUPERIOR

Marco Antonio Rodrigues Dias
Diretor da Divisão de Ensino
Superior da UNESCO

Seminário Internacional "Mudança e Desenvolvimento da Universidade Pública na América Latina"- Brasília, 5 de setembro de 1995 - Sala 2, Ala Nilo Coelho, Senado Federal, Congresso Nacional - Promoção: ANDIFES/GT de Política e Gestão Universitária

Senhor Representante do Presidente do Senado, Senador Lobão

Senhor Representante do Ministro de Educação, Professor Edson Machado de Souza,

Senhor Presidente da Comissão de Educação do Senado, Senador Roberto Requião,

Senhor Presidente da ANDIFES, Professor Reitor Antonio Diomário Queiroz,

Senhor Presidente do GT de Política e Gestão Universitária, Professor Reitor Elgio Trindade

Senhoras e Senhores,

I- INTRODUÇÃO

Saliento, mais uma vez, que é para mim uma honra estar aqui neste lugar e nesta data apresentando a parlamentares e a representantes do mundo acadêmico os resultados de uma reflexão mundial que culminou com a preparação do "documento de política para a mudança e o desenvolvimento na educação superior", hoje lançado em Português.

Para mim, falar neste local, representa uma volta a um ponto de partida e é com muita emoção que o faço. Há 32 anos, jovem, quase menino, frequentei os corredores do Parlamento nacional, naquela época sem tantos túneis como agora...Na qualidade de assessor parlamentar do Ministro da Educação, Paulo de Tarso Santos (PDC-SP), vindo de Minas onde era cronista parlamentar junto à Assembléia Legislativa, tive a oportunidade, então, de conhecer de perto muitos dos políticos que, mais tarde, se notabilizaram no país, inclusive o atual presidente do Senado, José Sarney, na época jovem representante do que se convencionou chamar de "bossa-nova" da UDN.

Ao Presidente Sarney agradeço, em nome da UNESCO, o abrir as portas do Senado, a fim de que este debate promovido e organizado pela ANDIFES -Associação Nacional dos Dirigentes das Instituições Federais de Ensino Superior- se faça no local mais adequado para discutir problema de tanta relevância para o país.

Senhoras e Senhores,

Durante a sessão de abertura desta reunião, já tive a oportunidade de situar o contexto em que foi produzido o documento de políticas para a mudança e o desenvolvimento na educação superior da UNESCO.

Permitam-me, agora, desenvolver alguns comentários com detalhes sobre a preparação e o conteúdo deste documento.

Em primeiro lugar, verificamos que, nos últimos dez anos, ampliou-se junto aos países em desenvolvimento um movimento visando a convencê-los a não investir em educação superior.

Buscou-se criar uma divisão entre os sistemas de educação, como se os recursos aplicados em ensino superior fossem extraídos do ensino de base. Na prática, procurou-se consolidar a idéia de que investir neste nível de ensino não se justifica porque apenas a "elite" seria beneficiada

Tudo isto é -sejamos gentis- fruto de equívocos de apreciação.

O sistema educativo forma um conjunto. Se a educação de base não funciona bem, as repercussões serão negativas sobre a educação secundária. Se esta não se apresenta bem, o impacto nos estabelecimentos de ensino superior será negativo pois os estudantes que a ela acedem não estarão bem preparados e as instituições perderão tempo, energia e dinheiro para colocá-los em condições de acompanhar os cursos. Por sua vez, se as instituições de ensino superior estão mal organizadas, todo o sistema se desmoronará, pois os professores não serão formados de maneira adequada, não se realizarão as pesquisas educacionais necessárias à tomada de decisões pelos parlamentares na preparação das leis e pelos administradores na gestão dos sistemas educacionais. Além disso, se não há pesquisas sérias, os países em desenvolvimento acabam adotando modelos educativos que não são compatíveis com suas realidades e necessidades culturais.

Há algum tempo, tive oportunidade de assistir a um depoimento emocionante de um dos chefes de Estado africano mais expressivo, o tanzaniano Julius Nyerere, hoje afastado do poder (desde 1985), mas que se tornou uma figura mitológica e uma das personalidades africanas mais respeitadas em seu continente como fora dele. Visitando o Conselho Executivo da UNESCO, Nyerere recordou que, após a Independência, seu país logrou grande sucesso, nos anos sessenta e setenta, com uma política voluntarista em favor da alfabetização e da educação de base. No entanto, acentuou ele, a Tanzânia cometeu um grande erro. Por seguir os conselhos de especialistas internacionais, deixou de dar atenção particular ao ensino superior e, hoje, verifica-se que não dispõe de quadros nem de pesquisadores necessários ao seu desenvolvimento. Por outro lado, muito do que foi feito em educação de base perdeu-se pois faltaram condições para assegurar a qualidade devido a deficiências na formação de professores e na preparação de pesquisadores em educação, que normalmente são formados pelas universidades. Dirigindo-se, em particular, a seus colegas africanos, Julius Nyerere acentuou: "não cometam o mesmo erro que nós!"

Por outra parte, também já há algum tempo, a OCDE, organização de cooperação com sede em Paris que reúne os países mais ricos do mundo, apresentou uma avaliação do sistema de ensino superior da Califórnia, Estado considerado o mais rico do país mais rico do mundo, onde se desenvolvem as pesquisas de ponta mais notáveis no mundo inteiro. No intervalo dos trabalhos, indaguei do presidente do sistema público de ensino superior da Califórnia, qual seria sua reação caso se tentasse aplicar na Califórnia os mesmos princípios sugeridos para os países em desenvolvimento, ou seja, reduzir os fundos públicos para o ensino superior e para a pesquisa científica. O presidente sorriu e nada disse. Evidentemente, não era necessário dizer coisa alguma...

Foi tomando em consideração fatos como estes que a UNESCO decidiu aumentar a importância que dá ao ensino superior na implementação de seus programas educacionais. Foi por isto também que incluiu o tema da responsabilidade dos estabelecimentos de ensino superior em relação ao conjunto do sistema educacional nos seus programas para os próximos exercícios bianuais.

Tudo isto explica também nosso interesse em experiências concretas como algumas que se realizam em países como o Brasil. É o caso, por exemplo, da Escola Plural, que, em Minas Gerais, Belo Horizonte e outros 5 ou 6 municípios estão lançando, visando a fazer da escola um lugar agradável, eliminando a repetência e a exclusão, introduzindo o estudo de temas transdisciplinares, valorizando ou revalorizando a função dos professores, estabelecendo a avaliação qualitativa. Tais experiências são conduzidas por ex-professores da UFMG, são fruto de reflexão feita nesta instituição, que colabora diretamente com algumas delas. E óbvio também que ações desta natureza repercutirão, igualmente, sobre as universidades que serão levadas a provocar mudanças na formação dos professores. A renovação da formação dos professores de primeiro e segundo graus torna-se uma consequência lógica deste tipo de ação e é natural que ela também tenha se tornado parte importante do programa de educação superior da UNESCO.

II- CRISE GENERALIZADA

E importante notar que toda reflexão produziu-se num período em que o ensino superior enfrentou crises graves no mundo inteiro. Em muitos países em desenvolvimento, o ensino post-secundário teve um crescimento importante coincidente com o acréscimo ainda mais significativo da dívida externa, agravando-se os problemas sociais. De fato, nos anos 80, os investimentos em programas sociais reduziram-se drasticamente na África, na Ásia-Pacífico e na América Latina e Caribe. As repercussões negativas se fizeram sentir no ensino superior. Em lugar de dar prioridade aos gastos sociais, em vez de atacar, de frente e com coragem, problemas como os da evasão fiscal, em vez de reduzir os gastos com armamentos, muitos governantes preferiram atingir os setores mais fracos, neles incluída infelizmente a educação.

Isto é grave. Como é sabido, o desenvolvimento econômico e social depende da qualidade dos recursos humanos, dos administradores de projetos, de pessoas capazes de pesquisar no campo das ciências exatas e no das ciências humanas e sociais, todos preparados basicamente no nível terciário da educação.

Todavia é importante notar que os termos da equação não são simples. Ao mesmo tempo em que a capacidade de investir se reduzia, os efetivos, como assinala o documento, cresceram em grandes proporções. A população estudantil universitária, que era de 28.2 milhões em 1970, elevou-se a mais de 60 milhões em 1990.

Estes elementos globais, somados a aspectos particulares e específicos de cada país, provocaram uma aceleração da crise que alcança todos os aspectos da vida destas instituições. Ao mesmo tempo, elas se tornam objeto de pressão de vários setores que lhes pedem mais eficiência, mais transparência, mais e melhores serviços à comunidade.

Neste contexto, é fora de dúvida que a avaliação é uma necessidade (parágrafos 62 a 66, 89 a 93 e 116 do documento). As instituições de ensino superior devem

prestar contas à sociedade. Como e de que maneira, isto deve ser objeto de negociações, de consenso entre as instituições de ensino superior, o poder público e a sociedade. Chegando ao Brasil, há poucos dias, fui informado de que numa instituição federal importante, cerca de 40% dos professores se manifestaram contrários a qualquer tipo de avaliação. Isto é inquietante. Ouso mesmo dizer que tal posição é suicida, revelando uma alienação completa do que se passa no mundo inteiro. Hoje, praticamente não se discute mais a necessidade de avaliação. Discutem-se os princípios que vão instruir as modalidades da avaliação.

Por outro lado, não há que cair no excesso oposto de certos tecnocratas internacionais que, partindo, às vezes, de um diagnóstico correto sobre os problemas destas instituições que vão mal em muitos países, propõem soluções que levam em si os germes de sua destruição. Deve-se buscar soluções realistas que melhorem a qualidade em função das necessidades da sociedade. Não se deve agir como aquele que, diagnosticando uma dor de cabeça, sugere que se corte a cabeça do paciente. A dor acaba evidentemente, mas o paciente morre...

III- BASES DA REFLEXÃO

O objeto de nosso encontro, hoje, aqui no Senado brasileiro, é o de apresentar o documento da UNESCO de política para a mudança e o desenvolvimento na educação superior.

Enganar-se-ão aqueles que buscarem neste texto um receituário ou fórmulas prontas e acabadas. Isto seria inadmissível no quadro de uma organização que conta com mais de 180 Estados Membros. O documento procura estabelecer princípios e dar pistas que permitam o desenvolvimento da reflexão e a busca de solução nos Estados Membros que decidam criar novos sistemas ou implantar reformas universitárias.

Toda sociedade segue um modelo. E este modelo, ainda que seguindo tendências mundiais -a globalização da economia e da comunicação são reais- deve ser resultado de opções que os países tomem soberanamente. Nada há de mais anti-democrático que a imposição de modelos por um pequeno grupo de países poderosos.

Como parte do sistema das Nações Unidas, a UNESCO se interessa pelas tendências globais e constata que a busca de uma nova ordem mundial se impõe. Mas de que nova ordem estamos falando?

De uma ordem anti-democrática onde as decisões sejam impostas pelos que detêm o poder econômico e militar? De uma ordem que permita a um grupo reduzido de países tomar decisões na área econômica e militar sem se importar com a sensibilidade e os interesses de toda a coletividade internacional?

As Nações Unidas desenvolveram uma intensa reflexão sobre estas questões e seus Estados membros acabaram por publicar dois documentos que deveriam ser meditados em todos os Parlamentos do mundo e, evidentemente, analisados em todas as universidades e estabelecimentos de ensino superior.

Trata-se da "Agenda para a Paz" que contém princípios e sugestões para medidas preventivas que assegurem a paz e medidas recuperadoras de paz quando, apesar de tudo, conflitos irrompam nas diversas partes do mundo.

O outro documento, um documento de síntese, é a "Agenda para o Desenvolvimento", no qual lançam-se as bases que poderiam garantir um desenvolvimento humano integrado, sustentável e permanente.

Tem como elementos integrantes a proteção da paz, a recuperação dos direitos humanos, a eliminação, ou pelo menos a redução da pobreza (a participação das universidades nas campanhas do Betinho encontra aí uma poderosa justificativa) e a formação de recursos humanos, onde as universidades, por certo, têm importância primordial a exercer.

O documento que se lança aqui, hoje, está inserido neste quadro mais amplo de uma nova ordem mais democrática e mais justa.

IV- QUALIDADE E RELEVÂNCIA

No campo específico do ensino superior, ele leva em consideração o grande desafio que é o de assegurar uma educação de qualidade para superar os problemas das sociedades, tudo isto dentro de um sistema massificado.

Daí a necessidade de reforçar o conteúdo interdisciplinar e pluridisciplinar dos programas (parágrafos 23, 84 e 143), de melhorar os métodos e técnicas, inclusive com a utilização dos resultados do progresso combinado da informática e da educação (parágrafos 23, 36, 43, 73 a 77, 102, 105, 107, 108, 132); de reforçar a pesquisa integrada ao ensino, principalmente no campo científico (parágrafos 79 a 84, 89, 127, 148, 149); de levar a cabo uma ação para renovar o conjunto do sistema educacional (parágrafos 85 a 89, 125).

Qualidade (parágrafos 36, 49, 61, 62 a 66, 75, 76, 81, 83, 89 a 106, 108, 113, 116, 125, 127, 132 a 137, 149), pertinência ou relevância (parágrafos 49 a 88, 101, 113, 125, 127, 132 a 137, 150) e a cooperação internacional (parágrafos 31 à 35, 49, 58, 59, 78 a 127, 138 a 147 et 150) são elementos-chave neste esforço. A qualidade deve ser um objetivo que se busca em todas as atividades. Pode-se falar de qualidade do pessoal docente e dos programas de ensino (parágrafos 90 a 95), de qualidade dos estudantes (parágrafos 96 a 101), o que implica necessariamente uma interface com o ensino secundário e ações corretas para promover a orientação profissional (parágrafos 98 a 101).

Em relação à qualidade da infra-estrutura, do entorno, como dizem os gaúchos, e das condições de trabalho universitário, devem-se incluir as bibliotecas (parágrafos 102 a 106) que já não podem mais ser consideradas apenas como depósito de livros. Devem ser vistas como um centro nervoso que garanta interações entre os que produzem e os que utilizam as informações.

Tudo isto deve ser feito dentro de um quadro em que a autonomia universitária seja uma realidade (parágrafos 61 a 63, 127, 137) e a liberdade acadêmica plenamente respeitada (parágrafos 61 a 63, 95, 127, 137, 149).

No entanto -e nisto o documento é radical- não se pode estabelecer modelos iguais para o mundo inteiro. Nas reflexões promovidas pela UNESCO, ficou claro, por exemplo, que a adoção dos modelos dos antigos poderes coloniais constitui -até hoje- uma das

principais causas da falta de adequação destes estabelecimentos às necessidades dos povos desta região e do êxodo de cérebros (parágrafos 34, 35, 109 A 120, 126).

E não é só na África. Este princípio vale também para a Ásia, para a América Latina e, mesmo, para a Europa.

Em maio último, participei, em Praga, República Checa, de uma reunião da Conferência Parlamentar do Conselho da Europa, que me solicitou discutir a questão do êxodo de cérebros dos países do antigo bloco comunista. Que se passou ali?

A realidade é dramática em vários dos países da Europa Oriental e Central. A liberalização econômica tornou-se uma aspiração coletiva universal, o que é fácil de compreender. Mas, estabeleceu-se, nesta região, uma confusão na medida em que se debilitaram as políticas sociais, culturais e educacionais. Muito do que havia de positivo nestes países -é certo que nem tudo era negativo- está se perdendo, em particular no campo científico e universitário.

Como podem certos países, indaguei eu em Praga aos parlamentares do Conselho da Europa, conter o êxodo de cérebros, quando se sabe que cientistas de renome recebem, hoje, salários equivalentes a \$50 dólares? O êxodo de cérebros torna-se uma consequência natural de uma política em que o mercado domina tudo e em que o social torna-se coisa secundária e é obrigado, como se disse numa certa época no Brasil, a tomar o elevador de serviço...

No dia 26 de abril deste ano de 1995, os que têm o costume de ler o jornal norte-americano "Herald Tribune" tiveram acesso a uma reportagem sobre o primeiro grupo de diplomados no campus de uma universidade norte-americana transplantada para um antigo país comunista da Europa oriental.

A transferência de modelo fora absoluta. Os programas e os professores eram os mesmos da universidade situada nos Estados Unidos e os cursos, obviamente, foram ministrados em Inglês. A transferência de modelo fora de tal ordem que a primeira decisão dos dirigentes desta instituição, ao se implantarem no local que, antes, servia de sede ao Partido Comunista, foi a de construir um terreno de "baseball", num país em que o esporte nacional, como no Brasil, é o futebol...

Segundo o Herald Tribune, terminado o curso, a maioria dos diplomados deseja se transferir para os Estados Unidos, seja para completar estudos, seja para ingressar no mercado de trabalho. Destaque-se que a seleção dos alunos havia sido rigorosa, os recrutados estavam entre os de melhor nível e o resultado foi que seu aproveitamento escolar fora superior ao da média dos estudantes norte-americanos que haviam seguido o mesmo curso. O estímulo à fuga de cérebros, em casos como este, é evidente. Podemos, então, perguntar: esse é o modelo a ser seguido? Isto é qualidade? Pode-se falar em qualidade dissociada da relevância, das condições concretas de cada país?

A qualidade vinculada à relevância é, pois, parte essencial do documento da UNESCO. É uma visão globalizante e integradora. Os vínculos com a sociedade não se limitam às relações com o setor produtivo. A tendência -é bom saber- vai no sentido de que este vínculo se reforce em função da necessidade de diversificação de fundos como do interesse em

se elaborar a prospectiva das necessidades do setor produtivo em cada país. Desta maneira, a capacidade crítica e de análise das universidades pode contribuir para o desenvolvimento do país.

O que se deve evitar, a todo custo, é que tentando sair da "torre de marfim", as universidades caiam no excesso oposto, limitando-se a formar especialistas para necessidades imediatas sem lhes dar condições de obterem o instrumental técnico-conceptual que lhes permita elaborar críticas de análise da realidade e sem que sejam preparados para tomar iniciativas, a fim de se transformarem em criadores de empregos (parágrafos 55, 56 e 87).

Impõe-se uma harmonização recíproca entre educação e a vida ativa (parágrafos 52 a 59, 73, 74, 92, 137, 149) em lugar de uma adaptação servil da educação a estruturas às vezes rígidas do mercado de trabalho. Uma vez mais -insisto- a pertinência ou relevância implica também a priorização do tema referente às responsabilidades da educação superior em relação ao conjunto do sistema educativo.

Para terminar, quero assinalar ainda, sem descer aos detalhes, que o documento apresenta uma análise das tendências atuais do ensino superior, incluindo o problema da massificação (parágrafos 13 a 20), acesso e democratização (parágrafos 53, 68, 73, 103, 118, 121, 127 a 129, 131, 135, 149), participação das mulheres no ensino superior (parágrafos 19), as dificuldades de financiamento (parágrafos 25, 28 a 30, 36, 60, 63, 64, 68), o problema da diversificação (parágrafos 21 a 27, 73, 80, 135, 136), as relações com o Estado (parágrafos 60 a 66, 79, 82, 112, 131) e a necessidade da cooperação internacional.

Em lugar de tentar impor soluções, como por exemplo o de cobrar ou não cobrar anuidades, matérias que relevam do poder nacional, vale dizer da soberania de cada país, o documento chama a atenção sobre princípios básicos, como o da necessidade que a educação superior exerça uma função pública, o que exclui a comercialização do ensino, e explica as opções feitas na parte final do documento relativa à elaboração de um "novo pacto acadêmico" (parágrafos 148 a 151). Grande importância também é atribuída ao respeito à equidade que é tratada exaustivamente (parágrafos 96, 97, 108, 118 a 121, 128, 131, 141, 149) e que deve estar presente no espírito dos administradores sempre que decisões são tomadas neste campo.

Ao definir uma visão da sociedade -que se pretende mais justa e equitativa- o documento deixa claro que, na UNESCO, considera-se que, antes de se indagar que tipo de universidade queremos consolidar, há que se perguntar que tipo de sociedade queremos construir. Daí vem a referência aos princípios contidos nos documentos "Agenda para a Paz" e "Agenda para o Desenvolvimento", fundamentais nesse processo.

V- COOPERAÇÃO INTERNACIONAL

O documento refere-se, logicamente, à melhoria da qualidade vinculada à pertinência e constata que, neste processo, a cooperação internacional é fundamental. Assim, como ocorre com os seres humanos e com os países, as instituições de ensino superior não podem viver isoladas. Tal conclusão levou a UNESCO a lançar um movimento de cooperação - UNITWIN- baseado na solidariedade e no intercâmbio de conhecimentos. O impacto deste programa surpreendeu muita gente, inclusive dentro da UNESCO.

Em pouco mais de três anos, mais de cento e cinquenta programas foram concebidos em todas as partes do mundo, uma dezena no Brasil. Os elementos essenciais do programa são as cátedras UNESCO que, necessariamente, devem ser ponto focal ou parte de

redes. A transmissão e o intercâmbio de conhecimentos são fundamentais. O programa desenvolveu ou apoiou projetos de impacto como o programa "Peace" para as universidades palestinas, a rede Utrecht para universidades da África Austral (Moçambique, Zimbábue, Namíbia, África do Sul), a UNAMAZ (Associação das Universidades Amazônicas), o Grupo de Montevidéu e o projeto RIMA (Rede Internacional de Mobilidade Acadêmica), nos países do Mercosul, a rede DEUSTO para o aperfeiçoamento de professores de universidades católicas da América Latina e diversos outros projetos na Ásia e nos Estados árabes.

Negociações em curso nos dão a esperança de que, no Brasil, linhas de cooperação se desenvolvam ainda mais no marco deste programa, sobretudo em campos como educação a distância, onde uma cooperação já existe com as Universidades federais do Mato Grosso e de Brasília, formação de professores, avaliação, meio-ambiente (um grande projeto está em discussão envolvendo a Universidade de Tocantins, a UNAMAZ e o Ministério do Meio Ambiente), paz e desenvolvimento.

Estas são, em linhas gerais, os temas tratados no documento "Política para Mudança e Desenvolvimento da Educação Superior" que, hoje, é lançado em português.

VI- CONCLUSÃO

Em síntese, se me pedissem para dizer, em duas linhas, de que trata o documento, diria que, como resultado de uma reflexão mundial, consolidou-se a idéia de que SEM UM SISTEMA DE ENSINO SUPERIOR FORTE, NENHUM PAÍS PODE ASPIRAR A ATINGIR A INDEPENDÊNCIA REAL E QUE PARA DESEMPENHAR SUA MISSÃO EDUCATIVA, SOCIAL E INSTITUCIONAL, O APOIO PÚBLICO À EDUCAÇÃO É ESSENCIAL.

Relembra as palavras de Julius Nyerere: "Não repitam nosso erro. Invistam em educação superior para formar os dirigentes, os pesquisadores e os professores de que necessita o país".

Concluo chamando a atenção para a realidade da América Latina -temos aqui diante de nós os reitores das Universidades de Buenos Aires, da Universidade Autônoma do México e da Universidade da República em Montevidéu- onde, em vários países, a tensão entre universidade e governos é muito forte e produz efeitos altamente negativos para os sistemas terciários. No Brasil, problemas existem, não há que negá-los, mas raras vezes condições tão favoráveis existem para que um diálogo se estabeleça. As universidades públicas estão conscientes dos desafios que têm de enfrentar e, no governo, à frente dos órgãos encarregados de estabelecer a política universitária do país, estão colocadas pessoas oriundas do sistema universitário, que conhecem bem seus problemas e que, historicamente, estão comprometidas com soluções objetivas para estas questões. É uma chance que não se pode perder.

DOCUMENTO NÚMERO 3

Reflexiones sobre la política de la UNESCO en la Educación Superior - Documento da UNESCO sobre Política para el Cambio y el desarrollo de la educación superior - Kingston – Jamaica maio de 1996- Publicado na Série “Políticas y Estrategias” no. 4 do Cresalc (Luís Yarzábal, editor) em 1996 – Bases para la transformación de la educación superior en América Latina y el Caribe – Memorias de la Mesa Redonda organizada por el CRESALC en el marco de la Séptima Reunión de Ministros de Educación de América Latina y el Caribe (Minedlac VII) – pgs. 13 a 15

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de Educación de América Latina
y el Caribe
(MINEDLAC VII)

Kingston, mayo de 1996

Luis Yarzábal
(Editor)

CRESALC/UNESCO, Caracas, 1996

DOCUMENTO DE LA UNESCO SOBRE POLITICA PARA EL CAMBIO Y EL DESAROLLO DE LA EDUCACION SUPERIOR

Marco Antonio Rodrigues Dias
Director de la División de Educación Superior de la UNESCO

Mesa Redonda sobre "La educación superior en América Latina y el Caribe, Problemas y desafíos para lograr una convergencia entre el desarrollo educativo y el desarrollo económico" en la Séptima Reunión de Ministros de Educación de América Latina y el Caribe
-Kingston, Jamaica, 16 de mayo de 1996

En las ultimas semanas por dos veces me han hecho preguntas que se sitúan entre las que nos llevan a reflexionar sobre el sentido de lo que hacemos y sobre la naturaleza de la vida de uno en este planeta. Las dos tienen relaciones con el trabajo que hacemos nosotros en la UNESCO y vosotros en los ministerios, universidades y otras instituciones dedicadas a la educación en América latina y el Caribe.

La primera me fue hecha por mi viejo padre. El pasado domingo era el día de las madres en Brasil, yo regresaba de un seminario en Talca Chile, y mi padre, tomando conocimiento de la naturaleza de mi viaje en la región, me pregunto directamente, sin subterfugios: en realidad, que hace la UNESCO en favor de la Humanidad?

La segunda pregunta me han hecho los organizadores de una conferencia internacional que tuvo lugar en Estambul, Turquía, hace como tres semanas. Me habían solicitado a hacer una ponencia sobre la cooperación interuniversitaria. Yo decidí de cambiar el título y la conferencia pasó a ser intitular "La crisis de las vacas locas y la cooperación interuniversitaria". Porque cambiar el título preguntaron los organizadores, que tienen que ver con la crisis interuniversitaria las vacas locas? La misma pregunta podrían ustedes hacerla ahora. Porque lesuento esta historia aquí, en el día de hoy?

Espero que ustedes comprendan mis razones. La primera vaca loca fue identificada como tal en 1989. En poco tiempo se ha concluido que el origen de la enfermedad provenía de la alimentación de estos animales a quienes se les había dado una harina hecha de los restos de carneros enfermos. De hecho, se ha introducido en el circuito alimentar humano un riesgo increíble para la salud humana, pues, en principios de los noventa, se había descubierto que también los gatos habían sido alcanzados por la enfermedad y, en consecuencia, la hipótesis de 'transmisibilidad' de la enfermedad entre especies animales diversas era muy grande.

Pero, y esto es lo que importa en el día de hoy, estas descubiertas coincidieron con dos hechos importantes:

- i) fue en este período que se consolidó la política de desregulación que, entre otras consecuencias, debilitó la presencia del Estado en varios campos de las políticas sociales, incluyendo ahí las políticas de salud pública. Había menos fiscalización, las vacas enfermas han podido circular entre rebaños distintos y fueron utilizadas sin mayores restricciones en los circuitos de alimentación y los que han intentado bloquear su consumo, como el Ministro francés de agricultura de la época, Henri Nallet, fueron acusados de intervencionismo y de ser contrarios a la libertad de circulación mercancías.
- ii) fue en este período también que varios países, incluso Grande-Bretaña, cambiaron el sistema de financiación de los establecimientos de educación superior y de la investigación, introduciendo el principio del mercado, según el cual los proyectos rentables, con resultados inmediatos, serían los prioritarios.

Para "producir" fondos, las universidades aumentaron los derechos de matrícula, los aranceles, para los estudiantes extranjeros muy numerosos en este país, se ha establecido también un sistema de "franchising" a igual al que adoptan los restaurantes de "fast-food" con programas enteros siendo transferidos a otros países, en particular a Asia del Sudeste y África, sin que se tengan en cuenta las necesidades y características de los países recibidores. Son programas ingleses, en inglés, con profesores ingleses, con la secuencia inglesa que se imparten en varios países a un costo bastante elevado.

Llegamos aquí a un punto esencial. Es válido transferir de esta manera programas que son verdaderas cajas negras?

La UNESCO estimuló en los últimos años una grande reflexión mundial sobre educación superior que se concluyó con la publicación del Documento de Política para el Cambio y el Desarrollo en la Educación Superior.

En este documento, se identificaron las tendencias comunes a la evolución reciente de la educación superior en el mundo entero:

- expansión cuantitativa (aunque dentro de un país o de una región se sigan observando desigualdades de acceso);
- la diversificación de estructuras institucionales, los programas y las formas de estudio y
- las restricciones financieras.

A esto se añade el hecho que "es particularmente inquietante la distancia cada vez mayor entre países desarrollados y países en desarrollo por lo que respecta a las condiciones de la educación superior y la investigación".

Además estas tendencias se observan en un mundo en transición acelerada donde se observan una serie de procesos simultáneos y a veces contradictorios de democratización, regionalización, polarización, marginación y fragmentación que inciden en el desarrollo de la educación superior y exigen de ésta respuestas adecuadas.

Face a esta situación compleja, muchos han anunciado desde el final de los años 80 un nuevo orden mundial que nada tenía de nuevo y esto llevó el Secretario General de Naciones Unidas a promover una reflexión y a convocar una serie de reuniones globales (medio ambiente, población, condición de la mujer, hábitat etc.) y a lanzar dos documentos básicos, la Agenda para la Paz, y la Agenda para el Desarrollo, que confirman las opciones de la UNESCO en el conjunto de sus programas y en particular en sus acciones en favor de una educación para la paz que debe conducir todas a un desarrollo humano sostenible, en que el crecimiento económico esté al servicio del desarrollo social y garantice una 'sostenibilidad' ambiental. Nótese que la Agenda para el Desarrollo prevé acciones para la eliminación o por lo menos la reducción de la pobreza, el mantenimiento de la paz, la protección del medio ambiente y la formación de recursos humanos donde es esencial el rol de las universidades.

Todo esto nos lleva a una conclusión básica: antes de preguntar qué tipo de universidad se busca alcanzar, hay que decidir sobre la naturaleza de la sociedad que se pretende construir. Es la búsqueda de un modelo más justo de sociedad que debe ser considerado prioritario cuando se refleje sobre los sistemas de educación superior que, a igual de los otros niveles de la educación, debe colaborar en la búsqueda de soluciones a los problemas derivados de todos esos procesos que yo acabo de mencionar y que figuran en el Documento de Políticas para el Cambio y el Desarrollo de la Educación Superior.

Durante el ejercicio de reflexión que llevó a la publicación de este documento, se quedó claro, en todas las regiones, que "las respuestas de la educación superior en un mundo que se transforma deben guiarse por tres criterios que determinan su jerarquía y su funcionamiento local, nacional e internacional: PERTINENCIA, CALIDAD y INTERNACIONALIZACIÓN.

La calidad es vinculada a la pertinencia. Una transferencia automática de modelos como las que se establecen en los sistemas de "franchising" no son de naturaleza a colaborar en la solución de problemas específicos de las sociedades a las cuales deben de servir las instituciones de educación superior.

Como bien señaló el Director General en el prefacio del Documento de Política para el Cambio y el Desarrollo de la Educación Superior, "en modo alguno se intenta imponer modelos o formular recetas rígidas: en el mejor de los casos, esto documento puede constituir una "brújula intelectual" para los Estados miembros y para cuantos se encargan de la educación superior a la hora de concebir sus propias políticas, teniendo en cuenta la diversidad inherente, las necesidades concretas y las circunstancias imperantes en los planos nacional, regional y internacional".

Este documento ha tenido una aceptación bastante grande entre los Estados Miembros, fue debatido en muchas conferencias, fue presentado en diversas conferencias internacionales, regionales y nacionales, y fue objeto de debates específicos, con la participación de miembros del secretariado en parlamentos como el de Uruguay y Brasil.

Por otra parte, en diciembre de 1994, el Director General ha nombrado un grupo consultivo de alto nivel con representantes de todas las partes del mundo para aconsejarlo en materia de educación superior. Una de sus primeras proposiciones fue la de decir al Director General que era fundamental organizar una conferencia mundial sobre educación superior (prevista para 1998) y sugerir que los temas identificados en el documento de políticas fueran aprofundizados teniendo en cuenta las características sociales y culturales de cada región.

La Conferencia General de la UNESCO en noviembre 1995 ha decidido de convocar una reunión regional para América Latina y el Caribe, en noviembre de este año de 1996, en La Habana, Cuba, en preparación a la conferencia mundial. El comité asesor del CRESALC elaboró la agenda de la conferencia que tratará de los tres temas básicos: PERTINENCIA, RELEVANCIA y COOPERACION INTERNACIONAL, dando un énfasis especial a los problemas de gestión y financiación y al de la utilización de nuevas tecnologías, que son particularmente importantes en esta región.

Esto es también el tema de la mesa redonda que se organizó para el día de hoy, en el marco de MINEDLAC VI. Todos estos temas ya fueran tratados por el documento de políticas. La calidad, por ejemplo, es vista en una serie de párrafos (36, 49, 61, 62 à 66, 75, 76, 81, 83, 89 à 106, 108, 113, 116, 125, 127, 132 à 137, 149). La pertinencia, siempre vinculada a la calidad, puede ser encontrada en párrafos como los de número 48 a 88, 101, 113, 125, 127, 132 a 137, 150. La cooperación internacional está en los párrafos 78 a 121, pero también en los de número 126 y 127. La financiación es tratada con cuidado en los párrafos 25, 28 a 30, 36, 60, 63, 64, 67, 71, 80, 94, 100, 113, 127, 130 y 131. Las nuevas tecnologías de información y comunicación se encuentran en los párrafos 23, 36, 43, 73, 75 a 77, 102, 105, 107, 108, 123, 132.

Esperamos que los debates del día de hoy sirvan de base a la preparación de la conferencia de La Habana, donde se espera que los participantes puedan poner de acuerdo sobre una declaración sobre las misiones de la educación superior al final de este siglo y que al mismo tiempo todos los que están involucrados en cuestiones de educación superior, los gobiernos, las instituciones ellas mismas, las organizaciones non gubernamentales así como los sindicatos de docentes y asociaciones de maestros y de estudiantes, representantes de empresas y de sindicatos de empleados, representantes de la sociedad civil en general se pongan de acuerdo

sobre planes de acción concretos para que la educación superior cumpla su misión esencial de colaborar para la construcción de una sociedad más justa y más igualitaria..

Estoy seguro de que se logramos alcanzar buenos resultados en esta conferencia, yo tendré elementos muy concretos para dar una respuesta a todos los que, como mi padre, pregunten que hace la UNESCO por la Humanidad? No será una respuesta completa, pero significará una contribución a tan alto objetivo.

DOCUMENTO NÚMERO 4

Políticas y Estrategias de la Educación Superior in “Educación Superior con miras al Siglo XXI – Memorias del Simposio copatrocinado por la UNESCO y el Consejo Ejecutivo de la Universidad Boliviana (CEUB, editor: José L. Tellería-Geiger) publicado pelo Cresalc em 1996 – Volume 7 – Serie Políticas y Estrategias -pgs. 15 a 21Universidad Mayor de San Simón - Cochabamba - Bolivia - 19 al 21 de junio de 1996



Serie:
**Políticas y
Estrategias**

Educación superior con miras al Siglo XXI

Memorias del Simposio copatrocinado por Ja. UNESCO y el Comité Ejecutivo de la Universidad Boliviana (CEUB)

Cochabamba, junio de 1996

José L. Tellería-Geiger GAGCION
(Editor)

VII UGRADUACIÓN NACIONAL POSTGRADO INVESTIGACIÓN
CURRÍCULO PLANIFICACIÓN POLITICAS EVALUACION
CRESALC/UNESCO Caracas, 1996

POLITICAS Y ESTRATEGIAS DE LA EDUCACION SUPERIOR

Profesor Marco Antonio Rodrigues Dias
Director de la División de Educación
Superior de la UNESCO - Paris

Simposio - "La educación superior con miras al siglo XXI- UNESCO- CEUB (Comité Ejecutivo de las Universidades Bolivianas) - Salón del Honorable Consejo Universitario - Universidad Mayor de San Simón - Cochabamba - Bolivia - 19 al 21 de junio de 1996

I- INTRODUCCIÓN

¿Qué perfil queremos para la educación superior? preguntó en la apertura de los trabajos de este simposio el Rector de la Universidad Mayor de San Simón, en Cochabamba, el Ingeniero Alberto Rodrigues Mendez.

Idéntica pregunta fue lanzada por la UNESCO cuando, a finales de los años ochenta, decidió promover una amplia consulta en el mundo entero sobre las misiones de la Universidad.

La respuesta que la UNESCO recibió en todas las partes indicaba que antes de preguntar qué tipo de universidades quiere uno, hay que indagar qué tipo de sociedad se quiere construir.

Esta constatación no es accidental. El ejercicio coincidió con la caída del muro de Berlín y con el anuncio apresurado que unos hicieron diciendo que un nuevo orden mundial estaba instalándose.

¿Era en verdad un nuevo orden o se trataba simplemente de aprovechar la oportunidad de la perplejidad general para consolidar un viejo orden?

II- TENDENCIAS INTERNACIONALES

Todos los que participamos en este ejercicio hemos observado que las tendencias internacionales al final de los años 80 e inicios de los años 90 se caracterizaron por una serie de procesos concomitantes y a veces contradictorios: la democratización, la mundialización, la regionalización, la polarización, la marginación y la fragmentación.

El documento de política para el cambio y el desarrollo en la educación superior de la UNESCO trata de estos procesos en su párrafo 38 y, entre ellos, yo destaco tres que interesan en particular nuestra análisis en el día de hoy.

-"**Democratización:** apreciable en la desaparición y la caída de muchos regímenes totalitarios y en el avance constante de las fuerzas democráticas. Este es el fundamento del desarrollo y la acción colectiva para garantizar la paz y el respeto de los derechos humanos".

En América Latina esto es importante. Después de un ciclo de dictaduras en los años 70 y 80, la región se caracteriza hoy por un intenso esfuerzo de consolidación de regímenes democráticos. Sin embargo, hay que notar que la democracia es un proceso lento, que requiere una participación de todos los segmentos de la sociedad y una cultura de diálogo muy difícil de alcanzar cuando se han instalado y consolidado prácticas autoritarias.

-"**Mundialización**: reflejo de la creciente interdependencia mundial de las economías y el comercio nacionales y locales y la necesidad de adoptar un enfoque mundial para abordar los problemas resultantes".

-"**Regionalización**: los Estados se agrupan para facilitar el comercio y la integración económica como medio de reforzar la competitividad. Los acuerdos regionales pueden ser útiles también para la educación, la cultura, el medio ambiente, los mercados de trabajo y las infraestructuras".

Es para enfrentar los efectos perversos de la mundialización por lo que países de diversos continentes, en particular los de América Latina, se reúnen a través de grupos regionales que les permiten mantener su especificidad y reforzar sus capacidades de reacción frente a políticas de dominación y de control. En este contexto, la posición de Bolivia es privilegiada. Su mediterraneidad, en el centro del continente sudamericano que siempre fue vista como un obstáculo para su desarrollo, pasa a ser una ventaja. Bolivia es miembro del Pacto Andino, miembro del Pacto Amazónico y, muy pronto, será, según se está debatiendo, miembro del Mercosur. En realidad, es el único país de América del Sur que formará parte, por lo menos a corto plazo, de los tres grupos sub-regionales creados en el Continente. Esto tiene implicaciones serias, incluso en lo que respecta a la organización de los establecimientos de educación superior y a la cooperación interuniversitaria.

III- CONSTRUCCION DE UNA NUEVA SOCIEDAD

Asimismo, estos procesos convergentes y contradictorios crean una dinámica, pero al mismo tiempo plantean problemas y, en realidad, la cuestión de saber para dónde vamos queda clara, obligándonos a preguntarnos qué tipo de sociedad pretende construir la humanidad en este fin de siglo.

Esto explica la decisión de los Estados Miembros de Naciones Unidas que, a partir de 1992, buscaron definir las bases de un nuevo orden mundial. El punto de partida para este ejercicio fue la Cumbre de la Tierra, en Rio de Janeiro, en 1992, luego de la cual se produjo una serie de grandes conferencias sobre Medio Ambiente, Población, Participación de las mujeres en el proceso de Desarrollo, Vivienda, Desarrollo Social, cuyos resultados, de cierta manera, fueron consolidados en dos documentos aprobados por la Asamblea General de las Naciones Unidas:

- La Agenda para la Paz; y
- La Agenda para el Desarrollo.

Este último documento prevé acciones para la eliminación o por menos la reducción de la pobreza, el mantenimiento de la paz, la protección del medio ambiente y la formación de recursos humanos donde evidentemente el papel de las universidades es esencial. La ONU da así su contribución para un nuevo orden que no sea un instrumento de dominación.

En consecuencia, la búsqueda de un modelo más justo de sociedad debe ser la prioridad que oriente, tanto a los sistemas de educación superior como a los otros niveles educativos. La Universidad debe servir a la sociedad y, en el estado presente del mundo, debe colaborar con la promoción del desarrollo de una sociedad más amistosa y solidaria.

Esto es un principio de base. No se trata de una posición partidaria o ideológica, capaz de generar conflictos o provocar divisiones. Durante el ejercicio de reflexión que condujo a la publicación del "Documento de Política para el Cambio y el Desarrollo en la Educación Superior" quedó claro, en el mundo entero, que, según se dice en él, "las respuestas de la educación superior en un mundo que se transforma deben guiarse por tres criterios que determinan su jerarquía y su funcionamiento local, nacional e internacional: pertinencia, calidad e internacionalización".

IV- CALIDAD Y PERTINENCIA

La calidad para la UNESCO es un concepto multidimensional que depende en gran medida del entorno de un determinado sistema o cometido institucional, o de las condiciones y normas en una disciplina determinada. Que quede muy claro pues que no se puede hablar de calidad que no esté vinculada a la pertinencia. Los dos conceptos están relacionados.

Cuando yo hablo de este tema, tengo siempre la costumbre de citar una experiencia a la cual incluso la UNESCO estuvo asociada y que merece ser analizada. El 26 de abril de 1995, el periódico norteamericano Herald Tribune publicó un reportaje sobre el primer grupo de graduados en el "campus" de una universidad norteamericana instalado en un país de Europa Central.

Esta universidad fue transplantada con sus programas en inglés, con el mismo currículum de Estados Unidos, con profesores que venían de este país. La primera medida tomada por los dirigentes universitarios fue instalar una cancha de béisbol en un país donde, como en Bolivia, el deporte preferido de los jóvenes es el fútbol.

La transferencia fue pues total y absoluta. Los estudiantes reclutados mediante una selección rigurosa eran de alto nivel y sus resultados escolares fueron superiores al promedio de los estudiantes norteamericanos que seguían el mismo programa. Ahora bien, según el Herald Tribune, una vez terminado el curso, la mayoría de los graduados desea trasladarse a Estados Unidos, sea para completar los estudios, sea para ingresar en el mercado laboral ¿Esto es calidad? ¿Este es el objetivo que uno tiene que buscar con la renovación o la modernización?

Más recientemente, en una mesa redonda sobre educación superior que CRESALC organizó en Kingston, Jamaica, durante la VII Conferencia Regional de Ministros de Educación de América Latina y el Caribe, el 16 de mayo de 1996, yo tuve la oportunidad de mencionar un fenómeno que se generaliza y que, aunque no haya alcanzado Bolivia por ahora, puede llegar también aquí por fuerza de los efectos perversos de la globalización.

Yo decía entonces que "para "producir" fondos las universidades de un gran país europeo han decidido aumentar los derechos de matrícula, los aranceles, para los estudiantes

extranjeros (muy numerosos en este país) y establecieron un sistema de "franchising" igual al que adoptan los restaurantes de "fast-food", transfiriendo programas enteros a otros países, en particular a Asia del Sudeste y a África, sin tomar en cuenta las necesidades y características de los países receptores. Son programas ingleses, en inglés, con profesores ingleses, con la lógica inglesa, que se imparten en varios países a un costo bastante elevado". Se puede entonces preguntar: ¿Es válido transferir de esta manera programas que son verdaderas cajas negras?

En el mismo sentido, ayer, el Profesor Ramón Daza mencionaba un ejemplo de evaluación que, a su juicio, no debía aplicarse a Bolivia. Yo no voy hacer aquí un juicio de valor sobre este caso concreto. Lo que quiero destacar es que el Profesor Daza apunta una cuestión de principio.

V- LA PERSPECTIVA CULTURAL

Recuerdo que a esto propósitos que uno de los sistemas de evaluación de instituciones de educación superior de mayor éxito en el mundo entero en los días de hoy es el francés. Un día, hace como dos años, el ministro de un país latinoamericano nos invitó para discutir con una comisión mixta: gobierno-universidades las medidas a tomar para implantar un sistema eficaz de evaluación institucional para las universidades de ese país. Uno de los miembros del grupo estaba entusiasmado con el sistema francés y propuso adoptarlo integralmente.

"No lo hagan", fue mi consejo. Lo positivo en el modelo francés es que el proceso creado es bueno para Francia, ya que toma en cuenta la realidad cultural, histórica, política y social de Francia que no es la misma que la de los países de Latinoamérica. Lo que se debe imitar en este modelo es la búsqueda de adaptación a la realidad concreta de cada país.

Esto los franceses lo han hecho muy bien. Analizaron otros sistemas, el holandés, el inglés, pero también los de Brasil y Colombia, vieron lo que funcionaba, lo que les servía y crearon algo propio, específico, que les permite alcanzar sus objetivos. Es una lección que América Latina no aplicó en el pasado, sino que copió modelos de las metrópolis: España, Portugal, Francia, y más recientemente Estados Unidos. Esta es sin duda una de las razones principales del drama de las universidades africanas calcadas de los modelos ingleses y franceses.

La realidad social, política, cultural de los países tiene que se tomada en cuenta. Sandra Urquidi nos enseñaba ayer algunos proyectos de la Universidad Mayor de San Simón, en el campo de la comunicación, que justamente tiene como base el análisis de la problemática concreta de Bolivia y de la región en la cual Cochabamba está insertada. Esta es, a mi juicio, una posición correcta.

Vean lo que pasa por ejemplo, hoy en día, con muchos países de Europa de Este y Europa Central que, introduciendo cambios en sus estructuras como consecuencia de las alteraciones políticas del final de los años 80, no han mantenido siempre lo que de positivo había en sus sistemas universitarios y de investigación.

Hemos tenido la posibilidad de discutir de ésto el año pasado en una conferencia de parlamentarios sobre la cooperación científica y tecnológica con los países de Europa Central y oriental que el Consejo de Europa organizó en Praga, República Checa, del 5 al 7 de junio de 1995.

En esta ocasión, discutiendo el problema del éodo de cerebros, yo cité a un experto ruso, Sergei Kapitza, que en el Informe Mundial sobre la Ciencia de 1993, decía: "se puede esperar que un cuarto del conjunto de los científicos va abandonar la profesión, un otro cuarto va a expatriarse, y la mitad restante se jubilará. A final de cuentas, es posible que el país conserve solamente del 20 al 25% del conjunto de sus investigadores actualmente en actividad. Las cosas no llegarán a este punto, pero es necesario vigilar esta tendencia en el futuro".

VI- ESTABILIDAD Y CAMBIO

Tiene razón el Rector Alberto Rodríguez, quien ayer decía con mucha propiedad que tenemos que cambiar, pero añadía que es esencial el mantener lo que hay de bueno en el sistema actual.

Según una antigua tradición de las universidades latinoamericanas que viene de la Reforma Universitaria de Córdoba del 1918, la universidad boliviana se caracteriza por mantener entre otros puntos:

- un fuerte compromiso social
- una aguda conciencia crítica, ejerciendo una función esencial para el desarrollo de un sistema democrático.
- una radical defensa de la autonomía, lo que, históricamente, le ha permitido reaccionar contra las dictaduras no habiéndose sometido jamás, como han hecho universidades en otras partes del mundo, a la opresión de los dictadores.

De hecho, la grande innovación del 1918, donde los latinoamericanos han dado una grande contribución al pensamiento universitario mundial fue la de establecer un sistema en el cual la Universidad tiene que estar vinculada a la sociedad y a la cultura donde está situada para conservar, transmitir y generar el conocimiento. Hay pues que mantener, dentro de un clima de libertad total, este ideal de formación de recursos humanos implicados en el desarrollo de la comunidad en la que la Universidad está inmersa.

Para esto la autonomía responsable es fundamental y a este propósito en el párrafo 137 del documento de política de la UNESCO se dice:

"Uno de los principios en que la UNESCO funda sus relaciones con todos sus copartícipes en la educación superior es el del respeto de la libertad académica y la autonomía institucional. Este criterio se deriva de la experiencia y la convicción de que la adhesión a estos dos principios es una condición del funcionamiento normal de las instituciones de educación superior y del éxito de la reforma. En respuesta a un llamamiento de la comunidad académica, la UNESCO continuará apoyando el desarrollo de principios y prácticas internacionalmente reconocidos respecto a la libertad académica y la autonomía de las instituciones de educación superior, y al mejoramiento de la condición de los profesores de educación superior, de conformidad con las normas adoptadas en todo el mundo".

Yo aprovecho la ocasión para informarles, en un paréntesis, que desde 1966 la UNESCO y el BIT están encargados de hacer el seguimiento de un instrumento normativo, de hecho una recomendación aprobada por los Estados Miembros, sobre la condición y el estatuto del personal docente. Este instrumento normativo se aplica al personal docente de prácticamente todos los niveles y trata de cuestiones vinculadas a la formación inicial y continua y a las condiciones de trabajo de los docentes. Son compromisos que los Estados miembros han

asumido con respecto a la profesión. Sin embargo, este instrumento no alcanza los docentes de la enseñanza superior y la UNESCO ahora prepara un proyecto que será sometido a su Conferencia General en 1997.

VII- LOS CAMBIOS NECESARIOS

Hay pues que mantener todo lo que de positivo nuestra generación como las que nos antecedieron han logrado construir. Pero, hay CAMBIOS NECESARIOS. La realidad cambia muy rápidamente. Las comunicaciones son instantáneas. El gobierno, el Parlamento, la prensa, el pueblo sabe lo que pasa tanto en países vecinos como en tierras distantes. Las distancias geográficas ya no son un obstáculo para las comunicaciones. Las universidades no pueden seguir funcionando como lo hacían hace treinta, cuarenta o cincuenta años, sin tener en cuenta los cambios en el entorno social.

En el ejercicio internacional de reflexión llevado a cabo por la UNESCO, se observó que, en el mundo entero, algunas tendencias, aunque en grados diversos, eran encontradas en todas partes:

- una notable expansión cuantitativa;
- una gran diversificación de estructuras institucionales, programas y formas de estudio y
- significativas restricciones financieras;

Estas tendencias se completaban con la confirmación que la distancia entre los países desarrollados y los países en desarrollo era cada vez más importantes en lo que respecta a las condiciones de educación superior y de investigación.

Se notó también que a pesar de la expansión, el acceso a la educación superior en los países en desarrollo es todavía insuficiente y revela desigualdades entre regiones, dentro de las regiones entre países y, frecuentemente, aún internamente en cada país. Así, mientras en Estados Unidos el 60 por ciento del grupo de edad correspondiente estaba matriculado en las universidades, este número bajaba a 18 por ciento en Chile, 39 por ciento en Argentina y 11 por ciento % en Brasil.

El hecho que los fondos para mantener el crecimiento -aun el crecimiento insuficiente- son muy grandes, llevó a muchos expertos a provocar un debate falso estimulando una guerra entre los niveles de educación. No hay que olvidar que el sistema educacional es un conjunto y que el buen funcionamiento de un nivel repercute sobre todos los otros. La UNESCO, en su programa relativo a la educación superior, toma en cuenta este hecho incluyendo como uno de los puntos prioritarios de su acción la contribución de la educación superior al desarrollo del conjunto del sistema educacional (formación del personal de educación, investigación educativa, innovaciones, nuevas tecnologías, etc.

Pero, una vez más, las universidades no pueden eludir los hechos y tienen que enfrentar el problema que los fondos son insuficientes. En este punto, la UNESCO defiende la idea que el apoyo público a la educación superior sigue siendo indispensable, pero las instituciones de educación superior deben tratar de encontrar nuevas fuentes de financiación.

Esto no significa que se defienda, como principio fundamental para todos los países como tratan de hacer algunos expertos internacionales, que se introduzcan derechos de matrícula o que se aumente de una manera radical. Esto constituye un aspecto delicado y, personalmente, considero que decisiones en este campo están vinculadas a la soberanía nacional. Ningún experto internacional tiene el derecho de querer imponer a un país soberano el cobro o el non cobro de derechos de matrícula o aranceles.

VIII - LA DEFENSA DE LOS PRINCIPIOS

Lo que sí hay que defender es el principio de la equidad. ¿Cómo hacer para garantizar el acceso basado en el mérito y no en la capacidad financiera o el origen social de los candidatos al acceso a la educación superior? En los últimos tiempos se constató que países que han adoptado el sistema de aranceles han tenido como resultado un incremento en la elitización de los sistemas, lo que evidentemente no es democrático.

Se presenta la introducción del sistema de becas como una solución, pero a veces los expertos se olvidan que frecuentemente los estudiantes más pobres o que viven fuera de los centros urbanos más importantes no tienen acceso a la información; sin contar que, en un mundo donde la corrupción dentro de la burocracia se instala con facilidad, ni siempre criterios objetivos son utilizados en la selección de las becas. En resumen, a veces, lo que parece ser una solución democrática -hacer pagar a todos ayudando a los que no pueden hacerlo- resulta ser una operación que consolida la injusticia.

Se nota también que en este análisis, de una manera muy extraña, los expertos, muchos de ellos economistas competentes, se olvidan de cuestiones básicas: ¿cuánto costará el servicio de cobro de los aranceles? ¿Cuál será el monto necesario para instalar un sistema eficiente de becas? Los que visitan Río de Janeiro se quedan extasiados con la grandeza del puente que atraviesa la bahía de Río y con el panorama que se adivina desde este puente que costó muy caro a la nación brasileña pero que fue considerado indispensable para la movilidad de las poblaciones y de las mercancías. Inicialmente se decidió cobrar un peaje, pero, pasado un rato, se ha descubierto que los fondos recolectados con el peaje no eran suficientes para pagar a los funcionarios encargados del cobro. El peaje fue suprimido...Es una analogía con todos los inconvenientes de una comparación, pero la verdad es que no hay que olvidarse de los costos cuando uno tiene una idea "genial".

IX- RENDIR CUENTAS A LA SOCIEDAD

Pero, y aquí volvemos a nuestro punto de debate en el día de hoy- una tendencia fuerte en el mundo entero, prácticamente en todos los países es que las universidades tienen que rendir cuentas a la sociedad: ni los gobiernos, ni los parlamentos, ni el pueblo en general aceptan la idea de cheques en blanco principalmente cuando la prensa, a veces de manera sensacionalista, explora desvíos de algunos sistemas o actitudes corporativistas de muchos miembros de la comunidad universitaria.

El año pasado, visitando mi país de origen, Brasil, fui informado que más del 40% de los profesores de una de las principales universidades federales de este país se oponían

a cualquier tipo de evaluación. En una ponencia para los rectores de las universidades federales -que se han manifestado en favor de un sistema de evaluación objetivo- consideré esta posición como suicida. Es verdad que muchas veces lo que los gobernantes desean con la evaluación es crear mecanismos de control. Un ministro de un gran país sudamericano me decía con todas las letras que su intención dentro de este debate era precisamente la de encontrar una manera de controlar las universidades.

Pero tenemos que considerar esto como una aberración. Lo propio del sistema democrático es que existan posiciones divergentes y que de los debates y del diálogo surjan las decisiones. El Profesor Ramón Daza Rivero mencionaba, con mucha corrección, que antagonismos irredutibles no resuelven nada. Alguien tiene que iniciar una conversación seria sobre el tema. En mi país, en portugués, hay una expresión popular muy significativa: "é conversando que a gente se entende". Como miembro de la generación de estudiantes de los años 60, yo añadiría que hay un tiempo para las barricadas pero hay también un tiempo en que, sin dejar de lado los principios de justicia social, hay que dialogar. En América Latina, afortunadamente, ya no se vive bajo dictaduras, uno puede no estar de acuerdo con el gobierno, pero si éste fue elegido por el pueblo, está legitimado y las universidades, sin perder su conciencia crítica, deben negociar. Ser demócrata no siempre es fácil.

En muchas partes, las universidades han decidido anticiparse a iniciativas del gobierno y han lanzado programas de auto-evaluación. Es un progreso. Pero, yo tengo que añadir que esto posiblemente no es suficiente. Si las universidades desconfian de evaluaciones hechas por el gobierno, ¿cómo no comprender que el gobierno y otros sectores de la sociedad pongan restricciones a un proceso que se agota dentro de los muros de las instituciones de educación superior?

La evaluación externa representa también una tendencia fuerte en el mundo entero. Es vista como un instrumento objetivo para analizar en un momento dado el nivel con que las universidades cumplen sus misiones y responden a las necesidades de la sociedad. Además se considera que universidades que actúan eficazmente nada tienen que temer de una evaluación hecha de manera objetiva.

El problema pues está en saber quién debe responsabilizarse por ella. Las Universidades, muy frecuentemente con razón, tienen miedo de influencias políticas cuando la evaluación la hacen órganos gubernamentales. Quieren evitar que su autonomía sea tocada. Cuando esto pasa en América Latina, donde la tradición de autonomía es parte de la historia de los pueblos y, además, fue el instrumento que ha permitido a las universidades reaccionar contra las dictaduras, uno comprende que el tema es además delicado, difícil de ser analizado objetivamente. Las autoridades no pueden ignorar estos hechos.

¿Quién debe pues ser responsable de los procesos de evaluación? ¿El Parlamento? ¿Una comisión independiente? No hay reglas en esta materia que se apliquen a todos los países de la misma manera. Esto tiene que ser resultado de negociaciones entre la comunidad universitaria, los organismos gubernamentales y el Parlamento. La negociación forma parte del sistema democrático. En países como Bolivia el periodo post-dictatorial que se vive hoy requiere decisiones que sean tomadas con la participación de todos los agentes involucrados en la materia.

X- DIALOGO COMO INSTRUMENTO DE REFORMA

Señor Rector, Señoras y Señores,

Mucho más podría decirse sobre estos temas, pero creo que lo esencial está aquí y, ahora, en los grupos de trabajo tendremos la oportunidad de debatir estas materias en detalles y con más profundidad.

Creo que puede ser útil indicar que Bolivia dispone de expertos que conocen la materia. He tenido recientemente la oportunidad de ver dos trabajos que lo confirman. Se trata de "Sistema de evaluación y acreditación de la universidad boliviana" de Ramon Daza Ribero y Justy Tezanos Pinto de Cortes. Ya en Bolivia, me di cuenta que acaba de ser lanzada una nueva versión, más actualizada de este trabajo, con la participación igualmente del Profesor Antonio Caherizo Rios con el título "La evaluación en la experiencia de la universidad pública de Cochabamba" .

El otro documento es el "Plan Nacional de Desarrollo Universitario hacia el siglo XXI" de José Tellería-Geiger que, con base en hechos y en datos estadísticos referentes a la situación boliviana, presenta un plan que seguramente puede constituir una base para discusión entre la comunidad universitaria y el gobierno. Es un documento avanzado. Mi generación, por ejemplo, tendría dificultades en aceptar el establecimiento de vínculos con el sector productivo. Esto era visto como la aceptación de la dominación de la universidad por fuerzas del exterior. El documento de Tellería-Geiger presenta una visión distinta en que pueden y tienen que establecerse relaciones maduras entre estos dos mundos que antes caminaban ignorándose. La verdad es que como dice el documento de políticas de la UNESCO "el mundo del trabajo está experimentando una transformación radical y gran parte de los conocimientos específicos que adquieren los estudiantes durante su formación inicial pierden rápidamente actualidad. Es esencial al respecto mantener relaciones constantes e interactivas con el sector productivo, integrándolas en la misión y las actividades generales de los centros de educación superior".

Esto es un debate que no se completa aquí. La UNESCO lo sabe y por esto ha decidido tomar la iniciativa de organizar en 1998 una conferencia mundial sobre las misiones de la educación superior en este final del siglo. Será precedida de conferencias regionales, la primera de las cuales tendrá lugar en La Habana, Cuba, del 18 al 22 de noviembre del presente año de 1996. Todos los actores que intervienen en la educación superior están siendo convocados para participar de esta conferencia, representantes de los gobiernos, de la comunidad académica (estudiantes, profesores, investigadores, rectores), de la sociedad civil, incluyendo empresarios y sindicatos obreros. Se espera que al final los participantes se pongan de acuerdo sobre una declaración que contenga los principios básicos sobre los cuales se establezca un consenso sobre la misión de la universidad en la región y un plan de acción que apunte a reforzar la cooperación interuniversitaria en América Latina y el Caribe. 'La idea, al igual de lo que pasó con el programa UNITWIN, será establecer parámetros para consolidar una cooperación en que la solidaridad sea el punto fundamental de manera a que todos, juntos, puedan trabajar para el desarrollo humano de la región.

DOCUMENTO NÚMERO 5

POLICY PAPER FOR CHANGE AND DEVELOPMENT IN HIGHER EDUCATION

- a) Rascunho da primeira versão** do documento de políticas, elaborado por M.A.R. Dias com a colaboração de Dumitru Chitoran e comentários manuscritos do diretor geral da UNESCO, Federico Mayor;
- b) Primeira versão oficial do documento** de políticas com o título **“Strategies for change and development in higher education – Policy paper on higher education”** elaborado por M.A.R. Dias, D. Chitoran e I. Sadlak, apresentado à 3ª Consulta Coletiva das ONG sobre o ensino superior, realizada em Paris de 9 a 11 de dezembro de 1992- Publicada no volume 5 (1993) de New papers on Higher Education – Meetings and Documents – The Management of International Co-operation in Higher Education- pgs. 29 a 50;

a) First draft of the Policy Paper- 1992- Proposals

**PROPOSALS FOR A POLICY PAPER
OF UNESCO ON HIGHER EDUCATION**

Marco Antonio Rodrigues Dias with the participation
of Dumitru Chitoran – February 1992

First draft of the document on UNESCO's higher education policy document, elaborated in 1992 by M.A.R. Dias with the active participation of Dumitru Chitoran and comments by Federico Mayor, director general of UNESCO - Rascunho da primeira versão do documento de políticas, elaborado por M.A.R. Dias com a colaboração de Dumitru Chitoran e comentários manuscritos do diretor geral da UNESCO, Federico Mayor –

This text was elaborated in 1992 by Marco Antonio Rodrigues Dias, with the collaboration of Mr. Dumitru Chitoran. It was a first approach in view of the preparation of a policy document on higher education for UNESCO. The texts in black/italic are the comments of Mr. Federico Mayor, director general of UNESCO at the time of the preparation of the Policy Paper. Mr. Mayor gave a great impulse to the action of UNESCO in the field of higher education. The text results of a kind of assembly of personnel documents, speeches of the Director General of UNESCO, official documents of this organisation and papers coming from other organisations. For researchers, this document can show what where the main subjects being discussed in the beginning of the nineties in the field of higher education mainly inside international organisations. It shows also the position of UNESCO on these subjects. The text makes a blend of paragraphs in French and in English.

Ce texte a été préparé en 1992 par Marco Antonio Rodrigues Dias, avec la collaboration de Dumitru Chitoran. Il s'agissait d'une première approche en vue de l'élaboration du document de politiques sur l'enseignement supérieur de l'UNESCO, lancé finalement au début de 1995. Il date de 1992. Les textes en gros/italique sont les commentaires faits par M. Federico Mayor, directeur général de l'UNESCO à l'époque et un grand promoteur des programmes de l'enseignement supérieur de l'organisation. Le texte est une espèce de montage, utilisant des documents personnels, mais aussi des textes des discours de Federico Mayor sur l'enseignement supérieur, des documents officiels de l'UNESCO et des documents d'autres organisations. Pour les chercheurs, ce document servira à montrer les sujets en discussion concernant l'enseignement supérieur dans les organisations internationales au début des années quatre-vingt dix et la position de l'UNESCO sur ces questions. Le texte mélange des paragraphes en Français et en Anglais.

**MEMORANDUM BY THE DIRECTOR OF THE DIVISION OF
HIGHER EDUCATION ADDRESSED TO THE DIRECTOR GENERAL
PRESENTING THE DOCUMENT FOR STARTING DISCUSSIONS ON
THE ELABORATION OF THE UNESCO'S POLICY PAPER**

Memo ED/HEP/92.28
February 1992

To: Director General (Comment: Voir, refaire comme indiqué et me le représenter)
Via: Assistant Director-General for Education (13.07.1992...)-
From: Director ED/HEP

Subject: Draft document on higher education

During the last session of the General Conference, you called on a group of people (Mr. Tunnermann, Mr. Penalver, Mr. Escotet, Mr. Gustavo Lopez, and Mr. Dias) to discuss with you the main trends and issues higher education institutions are faced with, at the end of this century.

After the meeting, you asked for the preparation of a document base on the discussions of this group, on the conclusions of the regional meetings on this item organized by UNESCO during the last two years, and mainly on your speeches in Accra (Management Seminar), Helsinki (IAU Conference), Caracas (International Conference on Higher Education in Latin America and the Caribbean) and on your paper “Universidad Todavia”.

We received written suggestions from Mr. Tunnermann, Mr. Penalver and Mr. G. Lopez. The documents you mentioned were used as well as the speech you delivered at Nice (Doctor honoris causa award, June 1990) and the Paper I presented in April 1991 to the 2nd Consultation of NGOs specialized in higher education and in May 1991 to the Caracas meeting (“Tendances et défis de l’enseignement supérieur: une vision globale”).

The document starts aswering the question: “Why did the General Conference in 1991 decide to include higher education in UNESCO’s priorities” and follows a scheme, which includes:

- some quantitative basic data;
- considerations on the mission of the university at the end of this century;
- a summary of the findings of the regional consultations concerning mainly quality and relevance and international cooperation;
- a presentation of how does UNESCO face these problems in its programmes, including a mention to new ventures (*like UNITWIN).

This document does not replace the report which is being prepared by Father Borrero Cabal, and which is supposed to be much more comprehensive and complete and will be submitted to a panel of experts, probably next June¹.

It is a first draft; the text should be improved and some repetition deleted, and a final conclusive paragraph prepared. We kept some texts (mainly from your speech in Accra), in English. In the final version, after your reaction, a monolingual text will be submitted to you. The presentation also can be improved and some tables be introduced in the first part to make the quantitative data more visible. If you so wish, we can send copy for comments to Mr. Penalver, Mr. Tünnermann and Mr. Gustavo Lopez.. (Mr. Mayor: yes, after corrections)

M.A.R. Dias

¹ «The University as institution today» or “l’Université aujourd’hui”, publié conjointement par l’UNESCO et le Centre de Recherches sur le Développement International du Canadá.

TEXTE DU DOCUMENT (Commentaires du directeur général en italique):

A sa 26^e session, tenue à Paris du 15 octobre au 7 novembre 1991, la Conférence générale de l'UNESCO a décidé d'accorder une priorité aux programmes de l'enseignement supérieur, à côté de l'enseignement de base et de l'alphabétisation, la priorité des priorités. Pourquoi une telle décision des Etats membres? Elle est liée à l'importance de tous les types d'enseignements (universitaire, professionnel et technique, artistique, pédagogique, etc.) qui sont dispensés dans les universités, les collèges universitaires, les écoles normales supérieures, etc. pour le développement des sociétés de cette fin de siècle. Sans une bonne formation à ce niveau et sans la recherche, les Etats ne pourront pas assurer un degré de progrès compatible avec les besoins de la société humaine.

I- TENDANCES ACTUELLES DE L'ENSEIGNEMENT SUPERIEUR

Expansion quantitative

Une analyse de l'évolution de l'enseignement supérieur dans le monde pendant les deux dernières décennies révèle en premier lieu une extraordinaire expansion quantitative.² D'après les statistiques de l'UNESCO, les étudiants dans l'enseignement supérieur étaient 28,2 millions en 1970 ; 47,5 en 1980 ; 58,4 en 1988 et probablement 61 millions en 1990. Leur nombre dans le monde a donc plus que doublé en vingt ans. Sans aucun doute, la seconde moitié du XXe siècle restera dans l'histoire comme l'époque de l'expansion rapide de l'enseignement supérieur.

Il est exact que sur le plan international, les comparaisons sont toujours difficiles en fonction des différences dans l'organisation de l'enseignement supérieur, dans la structure des examens, dans la désignation des titres et des diplômes, dans la présentation des statistiques.

Cependant, les données disponibles sont suffisantes pour montrer que c'est dans le tiers monde, et surtout là où il était le plus embryonnaire, que l'explosion étudiante a été la plus forte. Pour les seuls pays en développement, et toujours entre 1970 et 1988, le nombre des étudiants a été multiplié par huit en Afrique sub-saharienne, par six en Asie orientale et dans le Pacifique ainsi que dans les Etats arabes, par quatre et demi en Amérique latine et dans les Caraïbes, par deux en Asie du Sud. Pour les pays les moins développés, le facteur de multiplication est de cinq.

Dans les pays développés, le taux de croissance est nettement plus modeste : 56 % en moyenne, ce qui est logique puisque la fréquentation de l'enseignement supérieur y avait atteint un niveau nettement plus élevé que dans les pays en développement depuis des décennies.

On constate que, à l'échelle du monde entier, et en 1988, 13,5 % du groupe d'âge des 18-23 ans, au lieu de 8,5 % en 1970, suit un enseignement supérieur. Mais les pourcentages respectifs sont de 36,8 % pour les pays développés et de 8,3 % pour les pays en développement. Autrement dit, les chances d'un jeune des pays industrialisés de poursuivre

² *Comparer avec les nouveaux états, et l'émancipation d'une situation post-coloniale, ainsi qu'avec des grands blocs d'économie planifiée (voir premier paragraphe p. 2).*

ses études après le baccalauréat sont quatre fois plus fortes que dans les pays en développement, facteur qui monte jusqu'à 17 pour l'Afrique sub-saharienne.

Qui plus est, l'expansion a surtout concerné les lettres et les sciences humaines et sociales, à la fois pour répondre à la demande et parce que ces disciplines entraînent de moindres dépenses en personnel et de moindres frais d'équipement et de fonctionnement que les disciplines scientifiques et technologiques. En fait, cette tendance s'amorce dès le secondaire où, en raison de la pénurie de bons professeurs de sciences, une majorité écrasante des élèves formés demande à étudier des matières non scientifiques. Cela contribue également à perpétuer l'exclusion des femmes des domaines scientifiques. Cette même pression provoquée par l'accroissement des effectifs, conjuguée au manque de crédits, a eu pour effet de priver de ressources les deuxième et troisième cycles universitaires et la recherche, parce qu'ils sont eux aussi comparativement très coûteux. *Au lieu de se réduire, les asymétries à l'échelle mondiale et nationale augmentent, le nombre des jeunes ayant le privilège de l'enseignement supérieur diminue, sans que les devoirs et responsabilités que doivent accompagner les droits à l'éducation forment de la « conscience sociale » qui devrait redresser la situation de ce niveau éducatif, sur la base exclusive du mérite.*³

Nouvelles missions dans un monde en mutation

Cette explosion s'est accompagnée partout de changements dans le marché du travail et, dans la stratification sociale, a provoqué le passage à la culture des masses, à la nécessité de la diversification de la formation, et dans plusieurs pays, à la participation de l'initiative privée dans l'enseignement supérieur. *Mais les priorités nationales, à quelques exceptions près, n'ont pas été adaptées aux besoins d'une population plus qualifiée et plus métissée.*

A la massification des inscriptions s'est ensuivie la croissance du nombre de chercheurs et d'enseignants, assez souvent mal formés, et dans beaucoup de cas, sans aucune expérience pédagogique préalable à leur engagement.

On assiste donc à une croissance rapide du nombre de personnes qui travaillent dans le domaine de l'enseignement supérieur et de la recherche en tant qu'étudiants, professeurs ou chercheurs. Ils sont plusieurs dizaines de millions à former une communauté représentant une force considérable qui peut influencer les évolutions en cours dans le monde.

II – REPENSER LA MISSION DE L'ENSEIGNEMENT SUPERIEUR

La fin de la Guerre Froide, les changements intervenus à l'Est, le mouvement global pour la démocratie d'un côté, le réveil des nationalismes de l'autre, et les besoins d'une action plus concentrée en faveur du développement de façon à trouver une solution aux problèmes créés par la croissance de l'écart entre les pays développés et le reste du monde qui souffre d'une manière insoutenable de la

³ Dans le texte élaboré à l'intérieur de la Division de l'enseignement supérieur, cet élément était libellé de cette façon: "Il faut noter que dans les pays en voie de développement, les jeunes représentent un pourcentage plus élevé de la population que dans les pays industrialisés. Ils sont de plus en plus nombreux à achever avec succès leurs études secondaires et à chercher à entrer dans l'enseignement supérieur. Mais le taux de croissance annuel moyen des inscriptions d'étudiants a en fait diminué, malgré une augmentation en chiffres absolus. En Afrique, pour donner un exemple, ce pourcentage est tombé de 14.2% pour la période 1960-1980 à 8.2% à partir de 1980. Le taux de croissance démographique est pourtant beaucoup plus élevé: les prévisions indiquent, comme les autres tendances démographiques observées en Afrique, dans les Caraïbes et dans le Pacifique, que la demande d'enseignement supérieur dans ces régions continuera à croître. Ainsi, en Afrique, au Sud du Sahara, la population qui était de l'ordre de 337 millions en 1980, sera de 640 millions en l'an 2000.

faim, de la misère et de maladies, exigent que soit repensé le rôle des institutions dans la société, y compris au niveau mondial, celui du système des Nations Unies, et au niveau national, celui des universités en particulier. La transformation est indispensable et urgente.

Comment les universités peuvent-elles, dans les circonstances actuelles, changer et contribuer au changement socio-économique qui s'impose ? Comment peuvent-elles mieux jouer leur rôle dans la formation des mentalités, des capacités professionnelles, dans l'exercice de la liberté ? En matière de recherche scientifique, comment peuvent-elles participer plus étroitement à la conduite d'actions touchant l'élimination de la pauvreté, la protection de l'environnement, la santé, la nutrition ? Enfin, quel type de personnel doit intégrer les universités pour faire face à ces défis ?

Toutes ces questions peuvent se résumer à celle-ci : pourquoi l'université ? Quelles sont ses finalités ultimes ? Quel est son rôle dans la société de cette fin de siècle ?

La question des finalités ultimes doit être posée car l'université qui occupe une position centrale dans la société moderne, doit avoir une conscience aigüe de ce qu'elle est et du but vers lequel elle tend pour répondre de la manière voulue aux fortes pressions auxquelles elle est inévitablement soumise. On proposera, naturellement, différentes réponses à la question de savoir en quoi consiste précisément cette mission. Mais on ne trouverait sans doute pas grand monde pour contester la définition minimaliste proposée par Karl Jaspers dans Die Idee der Universität, où il écrivait : "Une université a trois obligations : la formation professionnelle, l'éducation globale de l'homme et la recherche". Il faut avoir constamment présente à l'esprit cette mission essentielle lorsqu'on réfléchit aux problèmes auxquels l'université est confrontée dans le monde moderne. Les éternelles questions relatives à ses fonctions sociales, à la pertinence des programmes, à l'autonomie et à la liberté académique et à l'enseignement supérieur de masse ne peuvent être abordées de façon valable sans une idée claire des buts fondamentaux de l'université et des fonctions qu'elle doit remplir dans la société moderne, c'est-à-dire :

- former les cadres, les spécialistes, les techniciens, les chercheurs et les enseignants,
- créer la connaissance et le savoir, les faire progresser et les appliquer,
- participer activement aux progrès des sociétés,
- diffuser la culture,
- réfléchir d'une manière critique sur l'évolution des sociétés en collaborant à la promotion de la compréhension, de la tolérance, du respect mutuel et de la justice sociale, dont dépend l'avenir de la société.

La mission de l'université peut donc se résumer ainsi : enseigner, apprendre à enseigner, chercher et apprendre à chercher et à entreprendre, ou, d'une façon plus détaillée, comme l'annonçait le Directeur Général de l'UNESCO à Caracas en mai 1991, à l'occasion d'une réunion internationale de réflexion sur les nouveaux rôles de l'enseignement supérieur :

"A University is for the training at a high level of citizens capable of acting efficiently and effectively in their various functions and activities, including the most diverse, up-to-date and specialized; for the lifelong and intensive education of all citizens who so wish; for the updating of knowledge; for preparing teacher trainers; for identifying and addressing the great national issues; for contributing to

the analysis and solution of the major problems affecting and concerning the whole planet; for co-operating with industry and the service sectors in the progress of the nation; for forging attitudes of understanding and tolerance; for providing governments with the scientifically reliable information required for decision-making on such important areas as the environment, in the context of the progressive “scientification” of political decision-making. A University to disseminate and popularize knowledge. Above all, a University to create, to promote scientific research, innovation, invention. A University of quality, not one whose degrees are often meaningless. A monitoring University that can foresee events. A University for objective criticism; for the search for new paths to a brighter future. A University with new curricula for a genuine, participating citizenry, for a pedagogy of peace. A University for reducing unacceptable economic and social asymmetries. A University for the moderation of the superfluous. In short, a University for the strengthening of freedom, dignity and democracy.

“A University fully situated in the world context, with its threats that know no frontier, and with its vast possibilities. A University adapted to the rhythm of contemporary life, to the distinctive features of each region, each country. For this and because of this, the institutional and conceptual transformation of the University represents an essential part of the wider process of change, of the necessary transformation of society at the approaches of the new millennium”.

III – ACTIONS IMMEDIATES, NOTAMMENT POUR LES PAYS EN VOIE DE DEVELOPPEMENT

En effet, dans un monde où le développement socio-économique exige un savoir plus important et dépend de plus en plus étroitement des compétences des spécialistes et des cadres, le rôle de l’enseignement supérieur est essentiel dans n’importe quel programme de développement. Les établissements d’enseignement supérieur jouent un rôle clé dans la production, le transfert et l’application des nouvelles connaissances, en formant des spécialistes, des techniciens et des cadres, en forgeant l’identité culturelle et en encourageant les processus démocratiques. Ils offrent également d’importantes possibilités de progression sur l’échelle sociale.

De plus, la recherche scientifique et technologique a acquis des dimensions inimaginables il y a quelques décennies. Industries et entreprises possèdent elles-mêmes d’importants organismes de recherche, ce qui requiert la formation d’un nombre de plus en plus grand de diplômés et de chercheurs.

Sans établissements adéquats d’enseignement supérieur et de recherche, les pays en développement ne peuvent espérer maîtriser et appliquer les découvertes les plus récentes, et encore moins apporter leur propre contribution au progrès intellectuel et scientifique. Ce n’est qu’en développant les capacités et les compétences locales qu’ils parviendront à réduire l’écart qui les sépare des pays industrialisés et à devenir ainsi moins tributaires de l’assistance technique. On s’est lourdement trompé en s’imaginant que les pays en développement n’avaient besoin que de services d’éducation de base ; ils ont aussi besoin d’établissements d’enseignement supérieur, parce que l’existence d’un noyau de professeurs et de scientifiques est indispensable pour former des enseignants, des ingénieurs et des techniciens afin de doter le pays d’un système éducatif complet.

It is worth underlying at this point –as Julius Nyerere did on a memorable visit to UNESCO- the importance of not neglecting higher education in plans for the promotion of development, as has not infrequently occurred under the influence of structural adjustment policies. Any policy in education has to be comprehensive. This follows from the close inter-relationship of all the parts of the education system: primary education depends on teacher

education, which in turn depends upon the pedagogical research both done in universities and institutes of higher learning.

Cependant, malgré la croissance des effectifs et la prise de conscience du rôle essentiel à jouer par les institutions d'enseignement supérieur, les ressources publiques pour l'éducation en général, et pour l'enseignement supérieur en particulier, n'ont jamais augmenté dans les mêmes proportions que les inscriptions, et ont même souvent diminué. Le problème du financement des universités est un de leur plus sérieux défis. Dans beaucoup de pays de toutes les régions, dans le monde industrialisé, mais surtout dans les pays en voie de développement, les ressources financières manquent et les pressions sont fortes pour identifier de nouvelles sources de financement. *On voit l'Université comme une institution « quart », faisant souvent partie de l'appareil de l'Etat, et non pas comme un organe essentiel à la vie de la société. C'est la société tout entière qui doit participer pour conférer à l'enseignement supérieur l'excellence et la qualité voulues. Dans les pays développés, le ratio investissement/efficacité est fréquemment en baisse, mais personne n'ose modifier les structures, assurer la qualité des enseignants et des étudiants.*

The difficulty is, of course, seriously compounded by the dramatic socio-economic situation in developing countries and specially in Africa today. The interrelated problems of poverty, hunger, disease, unemployment, illiteracy, debt, adverse terms of trade, foreign currency shortage, inflation, environmental degradation, have limited the means and to some extent sapped the capacity of the universities to adapt creatively, *particularly because they have foreign important models conceived for other social contexts and needs – and other pace of events – and the inaction of the universities of the industrialized countries does not provide with good examples to be followed*. The effects are apparent in the deterioration of university facilities, in the decline in the quality of teaching and research and of graduate output, in shortages of books and equipment, in the brain drain, and even in tensions between the university body and state authorities. To the extent that it is hampered by lack of resources, it must learn to do more with less, *strengthening the links with the society around*, in order that it may play its full part in the development effort⁴.

Réhabiliter les universités

Dans un très grand nombre de cas, particulièrement en Afrique, la priorité des priorités est donc d'assurer le fonctionnement des institutions d'enseignement supérieur *sur des bases et critères complètement différents. Les moments de grande crise sont les seuls d'ailleurs à permettre des nouvelles approches, des changements profonds. Une société stable, bien installée, rassurée est une société figée qui n'entreprend aucun changement, quel qu'il soit; trop d'intérêts et d'inertie s'y opposent.* C'est aux gouvernements d'agir, et aux institutions elles-mêmes de préparer leur propre programme de réhabilitation. Mais si nous voulons être réalistes, nous devons comprendre que sans l'intervention puissante de la communauté internationale, *d'une nouvelle vision à long terme des pays les plus industrialisés – nouvelle*

⁴ Dans le texte initial, on lisait aussi: Point n'est besoin d'insister sur les conditions extrêmement difficiles dans lesquelles fonctionnent de nombreux établissements d'enseignement supérieur dans les pays d'Afrique, d'Asie et du Pacifique et d'Amérique latine et dans les Caraïbes. Les budgets alloués ne sont pas en rapport avec l'augmentation des effectifs. Au contraire, ils ont souvent été réduits, parfois de façon draconienne, par suite de compressions des dépenses publiques dues en partie au lourd fardeau de la dette extérieure. En conséquence, les ressources et les installations existantes sont obligées de fonctionner avec des classes plus nombreuses et des moyens insuffisants (les livres et les revues manquent, les laboratoires sont mal équipés, etc).

vision basée à la fois sur des principes et sur des menaces globales à la propre durabilité des niveaux de développement achevés – ce but ne peut pas être atteint.

IV – QUALITE ET PERTINENCE: LES GRANDS ENJEUX

Pleinement consciente de l'enjeu qui entoure l'enseignement supérieur en cette fin de siècle, l'UNESCO a décidé de stimuler une réflexion internationale sur les questions liées à l'enseignement supérieur au niveau mondial. Des études sur l'évolution de l'idée de l'université ont été entreprises. Une série de rencontres régionales et une consultation internationale des ONGs spécialisées dans le domaine de l'enseignement supérieur ont été également organisées pour mieux connaître les besoins des pays et analyser comment les acteurs sociaux –la communauté universitaire, les associations, les gouvernements, les institutions elles-mêmes- perçoivent ces questions. Cette réflexion a donné lieu à la publication d'une Collection de cinq volumes pour l'Amérique latine et les Caraïbes (Nouveaux contextes et perspectives), à un rapport détaillé pour l'Asie et le Pacifique (Trends and Issues Facing Higher Education in Asia and the Pacific), à un numéro spécial de la Revue « Enseignement supérieur en Europe » (vol. XVI, n° 3, 1991, « A changing Europe: Challenges for Higher Education Research »), à des études spéciales pour l'Afrique et les Etats Arabes. Les résultats de toutes ces réflexions vont être repris dans la préparation d'un rapport international sur les tendances et les problèmes globaux de l'enseignement supérieur qui sera mis prochainement à la disposition des Etats membres et de la communauté universitaire.

Quelles sont les tendances et les perspectives déjà identifiées ? Quelles sont les actions à entreprendre dans l'immédiat?

Tout d'abord, il convient d'attirer l'attention sur la nécessité de *l'éducation permanente*. En plus d'assurer une formation générale initiale de niveau toujours plus élevé, les universités doivent devenir des centres de formation continue proposant notamment des cours de perfectionnement et de recyclage intensifs à des personnes de tous âges afin de faire face aux progrès accélérés des savoirs et des techniques, à l'émergence de nouveaux domaines de connaissance et de nouveaux types d'activités, à l'évolution de plus en plus rapide des structures et des profils d'emplois.

Ces réflexions confirment que les expectatives par rapport aux universités ne cessent de croître, ce qui révèle la position complexe qu'elles occupent dans la société. On leur demande de s'adapter à toutes les nouvelles conditions qui les entourent. On s'attend à ce qu'elles forment du personnel de haut niveau, préparent les chercheurs, fassent de la recherche elles-mêmes, suivent et contrôlent le développement, soient indépendantes et en même temps coopèrent avec les gouvernements, trouvent les moyens de se réformer elles-mêmes tout en essayant de former les élites mais en devenant en même temps plus démocratiques en ouvrant l'accès à leur enseignement. Elles sont en plus appelées à rationaliser leur fonctionnement, et en même temps, à élargir leur action au bénéfice de l'ensemble du système éducatif.

En analysant les résultats de ces consultations, on vérifie qu'en synthèse, deux groupes de question ont été identifiés:

-le premier, relatif aux matières liées notamment à la **pertinence**;

-le deuxième, relatif aux matières liées à la qualité, tous les deux étant, bien sûr, interconnectés.

IV - 1. LA PERTINENCE

La pertinence se réfère tout particulièrement au rôle de l'enseignement supérieur envers les sociétés, et traite de matières liées à la démocratisation, au monde du travail et aux responsabilités de l'enseignement supérieur par rapport à l'ensemble du système éducatif. Ce sont des questions soulevées à l'intérieur, mais ayant un impact à l'extérieur des systèmes d'enseignement supérieur.

La pertinence peut d'exprimer à travers la fonction de «service» universitaire». Ce concept implique l'ouverture de l'université, la faisant répondre aux besoins sociaux et renouvelant radicalement le dialogue avec l'ensemble de la société. L'une des meilleures façons d'atteindre cet objectif consiste à déformaliser les structures des universités. Cela signifiera interalia établir de nombreuses connections avec la société, le commerce, l'industrie, créer des liaisons avec d'autres modalités d'études et de diplômes, développer des programmes à l'extérieur à l'aide des nouvelles technologies de communication et d'information, et établir des jumelages. Cela signifiera également que l'université, grâce à ses réseaux d'éducation des adultes et d'enseignement péri universitaire, s'orientera dans une autre direction, où l'enseignement supérieur deviendra véritablement une forme d'éducation permanente, qui s'inscrira dans un processus d'enrichissement se poursuivant tout au long de la vie et bénéficiant au plus grand nombre de personnes, notamment aux enseignants eux-mêmes.

La vie active et le monde du travail

A la crise de la croissance s'ajoutent, d'après Carlos Tunnermann, la crise de la mutation (adaptation aux caractéristiques de notre époque) et la crise d'inadéquation entre ses produits (les connaissances et les compétences des diplômés) et les besoins de la société. Cette inadéquation fait que même ceux qui ont la chance d'entreprendre des études supérieures et de les terminer sont confrontés à l'incertitude du marché de l'emploi. La croissance anarchique s'ajoutant au fait que l'enseignement et la recherche sont trop souvent inadaptés à la situation économique et aux caractéristiques sociales et culturelles des pays concernés diminuent les chances de trouver un emploi valable. La pléthora de diplômés dans certaines disciplines s'accompagne d'une pénurie dans des secteurs qui sont considérés précisément comme vitaux, dans pour le développement national.

Ici, à nouveau, il faut souligner l'importance cruciale de la qualité: si l'existence des "passerelles" et de "sorties" ont permis à chaque étudiant de suivre les voies plus appropriées à ses capacités et sa vocation; si la rigueur pour le choix et la stabilité des professeurs et des étudiants a évité que la médiocrité s'installe dans la vie universitaire, alors il ne faut pas craindre la pléthora: les cadres bien formés vont – avec des incitations de l'Etat et de la société comme des prêts d'honneur, aux associations professionnelles, aux initiatives des industries, notamment les micro-industries rurales – créer des emplois et pas seulement les solliciter aux autorités nationales. Il ne faut pas se tromper: c'est toujours mieux d'avoir une pléthora de citoyens qualifiés – parce qu'ils peuvent innover, avoir des initiatives, explorer de nouveaux chemins – que des citoyens non qualifiés (parce qu'ils ne peuvent pas).

Those citizens that have the privilege of having access to higher learning must not expect to receive everything from their country without giving something in return. Their country has the right to expect them to contribute with dedication, competence and imagination to the shaping of a better common future. The ways in which government can offer the universities and their graduates at all levels incentives to become partners in the building of the nation –and not only beneficiaries- is a key issue. Examples of such incentives include study loans, contracts for advisory and technical assistance, for services and for research, risk-investment in technological development and research-training ventures with industries and enterprises. It is through mechanisms of this kind, through a national alliance of government, universities and research centres, national and international institutions and enterprises and multilateral co-operation that jobs are fostered, quality enhanced and specific national needs addressed. Il faut donc tenir compte de la réalité et interagir avec elle.

Le défi consiste à conjuguer le déjà classique "Apprendre à être" d'Edgar Faure (Ministre français de l'éducation nationale, chargé de promouvoir les réformes après Mai 1968) avec le nouvel objectif "Apprendre à entreprendre". They should cultivate closer relations with the worlds of business, commerce, industry, agriculture, journalism and administration. Research links (especially in the important area of developmental research) need to be forged with all these sectors; greater efforts should also be made to seek out consultancy and service work, which not only generates income but provides valuable feedback on social needs and concerns. At the same time, government must take advantage of all the expertise available within its university institutions to improve the quality of its administration, especially in certain vital scientific areas. The university must become one of the "doers" in society and must encourage its students to follow suit so that when they leave its walls they do not automatically ask for a job but, in some cases, actually set out to create it.

Pour sortir de leur tour d'ivoire cependant, les universités ne peuvent pas tomber dans l'excès oppose et justifier les critiques d'une étudiante canadienne, Yannick Portebois, lors d'une conférence sur la coopération internationale organisée par l'Association des universités et collèges du Canada, à Ottawa en 1988, pour qui "Les universités ressemblent de plus en plus à des usines : on y fabrique à la chaîne des gens qui pensent tous de la même façon». Il faut conserver la complémentarité entre les deux fonctions de rayonnement intellectuel et social des institutions et des programmes d'enseignement supérieur. Dans la pratique, deux aspects de l'articulation se dégagent: ou bien des travaux concrets sont partie intégrante du processus pédagogique, ou bien il y a interaction entre les composantes de l'enseignement et les établissements où il est dispensé d'une part, et la vie active d'autre part. Le problème qui se pose partout, en réalité, est celui de l'harmonisation réciproque de l'éducation et de la vie active et non celui de l'éducation à des structures parfois figées de l'emploi. De toute façon, l'intégration interdisciplinaire des matières (l'analyse de problèmes réels et la coordination de l'enseignement théorique avec l'apprentissage pratique) s'impose et, ici une fois de plus, on conclut qu'il faut « apprendre à apprendre et apprendre à entreprendre».

Cette approche est d'autant plus nécessaire que les principes démocratiques ne peuvent pas admettre que l'accès à l'enseignement supérieur soit limité à une minorité de privilégiés appartenant à des groupes sociaux bien définis, à certaines races, au sexe masculin, en priorité. Plus que jamais, l'examen critique des méthodes de sélection, l'institution de systèmes d'allocation au bénéfice des étudiants pauvres, la décentralisation des établissements pour favoriser les populations rurales ou des centres urbains éloignés des capitales, l'organisation d'enseignements à temps partiel, l'enseignement à distance, voilà des mesures qui s'imposent pour assurer une plus vaste liberté d'accès à l'enseignement supérieur basée

exclusivement sur le mérite. On note enfin qu'à la fin du XXe siècle, le nombre des élèves de sexe féminin, surtout dans les disciplines technologiques, est très inférieur à celui des hommes dans beaucoup de pays. Cela est le reflet d'un ensemble de conditions sociales et économiques qui portent préjudice aux femmes et qui doivent disparaître.

Governance and management: autonomie universitaire

Les relations entre les gouvernements et les institutions d'enseignement supérieur deviennent de plus en plus complexes *et se sont détériorées dans un bon nombre de pays. Les changements verticaux qui s'imposent ne sont pas, finalement, mis en œuvre. Le prix politique pour les gouvernements est très élevé. La résistance des universités (professeurs et étudiants) concernant le sort de ceux qui n'ont pas la chance d'être universitaires, inexistante. Le résultat est que toute réforme devient épidermique et, après quelques tourbillons, tout revient à ses cercles vicieux. Et à des solutions « externes », souvent futiles et chères. Des dizaines de « masters », cours d'été, diplômes... essayent – vainement en général – de compléter le faible système universitaire. En conséquence, l'existence des institutions internationales serait souhaitable, offrent des schémas bien pensés, pouvant aider à réguler ces relations et à réduire les tensions qui peuvent survenir.*

Evaluation

Des exigences de plus en plus explicites et provenant de tous côtés (des gouvernements ainsi que des "clientèles"⁵ de l'enseignement supérieur) pour améliorer son efficacité ont conduit à la recherche de critères d'évaluation des systèmes d'enseignement supérieur et des institutions. L'enseignement supérieur doit être soumis à l'évaluation et doit rendre des comptes. Tout le monde (universitaires inclus) est d'accord sur ce point. La question est de savoir quelle forme elle doit revêtir. Plusieurs institutions spécialisées ont été créées dans ce but (Comité d'évaluation en France par exemple).

Deux tendances semblent se développer : la première visant à la récompense ou à la sanction des institutions (l'évaluation sert de base pour l'allocation de ressources financières); la deuxième conçoit l'évaluation comme outil de la réforme, c'est-à-dire qu'elle vise à l'amélioration des institutions et des systèmes par une meilleure adaptation aux besoins de la société.

Aider plutôt que sanctionner signifie une action conjointe de la part des gouvernements et des communautés académiques ainsi que de la société dans son ensemble. Il va de soi que les gouvernements, l'opinion publique, ont le droit de poser des questions sur l'efficacité des universités. A leur tour, les institutions de l'enseignement supérieur doivent accepter que leurs activités soient soumises à l'examen, ceci d'ailleurs dans leur propre intérêt.

Autonomie et libertés académiques

Greater imbrication of the university in society could –paradoxically perhaps– lead to increased institutional autonomy. Reliance on government for the provision of resources will in many cases add up to dependency, especially in times of financial or political difficulty. Of course, it is right that government should accord a proper degree of autonomy –together with

⁵ Un mot à éviter, étant donnés les connotations commerciales (observation des rédacteurs du texte)

regular and adequate financial provision- to the university, since this is essential to the performance of both its creative and its critical functions within society. But such autonomy may be easier to come by through a philosophy of enterprise than by a doctrine of acquired rights. Enjoying such autonomy and itself according the appropriate rights to its own members, the university is better placed to fulfil another of its vital functions –contributing to the flourishing of an active, participatory democracy.

IV – 2. LA QUALITE

La qualité se réfère notamment à des actions servant à améliorer l'efficience de l'enseignement supérieur de façon à lui permettre d'atteindre ses objectifs : les innovations et les réformes, *l'adaptation et la vision anticipative des enseignements*, la gestion académique, *flexible et transparente*, la formation des enseignants, etc. Ce sont, nous pourrions le dire, des actions internes pour une efficience dans l'atteinte des objectifs, ce qui permettra évidemment une action efficace à l'extérieur. Sans le souci de la qualité, l'action de l'université sera médiocre et l'institution n'atteindra pas les objectifs de sa mission.

Quality means quality of teaching and quality of learning. Learning is as important a concept here as it is in basic or other forms of education. The crucial sentence on this subject in the Jomtien Declaration retains all its relevance in this context:

“Whether or not expanded educational opportunities will translate into meaningful development –for an individual or for society- depends ultimately on whether people actually learn as a result of those opportunities, i.e., whether they incorporate useful knowledge, reasoning ability, skills, and values”.

We cannot expect quality in the students if we do not endure quality in the professors. This is a crucial matter in order to break out the vicious circle of mediocrity. If there are no rigorous mechanisms governing access to the profession, evaluation and in-service training, including pedagogical training, mediocre teachers will turn out mediocre students. The universities must re-invent and ensure excellence.

It is essential that countries establish firm priorities in this regard. What is needed is a university as a lifelong centre for updating and retraining a university with sound fundamental disciplines but also with wide diversification of programmes and studies, intermediate diplomas, bridges between courses in order that nobody feels trapped and frustrated by previous choices. The aim must be that students shall leave the university bearing not only their degree certificates but also knowledge –knowledge relevant to living in society, together with the skills to apply it and adapt it to a changing world.

Pour faire face aux besoins du développement durable, les universités devront donc diversifier les matières figurant dans les programmes d'études, non seulement en y incluant les spécialités et les filières que les progrès récents des sciences et des techniques ont rendu indispensables, mais surtout en adoptant l'état d'esprit et les mécanismes qui permettront de répondre plus facilement aux futures besoins. Cela explique le fait que l'UNESCO stimule des expériences d'intégration de la formation et de la recherche où l'approche interdisciplinaire est aussi indispensable. Le temps où les programmes universitaires se limitaient virtuellement à une initiation à la grammaire, à la logique, à la rhétorique et à l'étude des disciplines majeures constituées par le droit, la médecine et la théologie est révolu depuis longtemps. L'explosion des connaissances au cours de ce siècle a, en particulier, beaucoup allongé le catalogue des enseignements offerts par une université moyenne. Une

bonne partie de ces connaissances se situe à l'interface de deux disciplines traditionnelles ou plus. Cette interdisciplinarité –qui lance un défi structurel à des institutions traditionnellement organisées, pour citer encore une fois Sir Eric Ashby, en « constellations d'anarchies »– évoque l'image d'un univers en expansion, non seulement à ses frontières, mais aussi à ses interphases, dans un processus qui s'apparente à une création permanente.

Un corollaire de ces attitudes sera le renforcement des cycles d'études, en insistant moins sur la formalité du diplôme traditionnel que sur la compétence et la qualification individuelle. Une formation générale et professionnelle est nécessaire dans une société en mutation, ainsi que l'intégration des valeurs humanistes dans le contenu de l'enseignement avec le renforcement de la formation culturelle comme base pour tout apprentissage.

La diversification des filières est complétée par la diversification institutionnelle. L'UNESCO suit, en ce moment, avec beaucoup d'intérêt le développement institutionnel des universités communautaires qui cherchent à assembler les avantages du système public –la démocratisation de l'accès par exemple- tout en respectant l'évolution des tendances libératrices les plus profondes de la société.

En synthèse, il convient que des formes nouvelles d'enseignement supérieur soient élaborées et que les anciennes soient adaptées aux conditions nouvelles.

Innovations technologiques et enseignement à distance

L'enseignement à distance a un rôle important à jouer dans ce domaine. En plus d'élargir l'accès à la connaissance au niveau supérieur, il doit évoluer dans la voie d'une généralisation maximale de ses prestations offertes à la société, grâce à la mise en œuvre de méthodes de plus en plus audacieuses et efficaces et dans la voie d'une personnalisation progressive.

Le potentiel des nouvelles technologies d'information et de communication est extraordinaire pour le développement de l'enseignement supérieur dans les pays en voie de développement.

One might think, and many people do, that the sophisticated technological developments are not a priority for developing countries and in particular for African universities, which are faced with serious difficulties of a more pressing nature. It is certainly true that before thinking of installing a dish receiver for satellite broadcasts at a university, it is vital to ensure that there is a decent library, **reasonable facilities for an effective learning** and proper salaries for teachers. But once again, we are faced with a dilemma: if new information technologies are being put aside as being too costly at the moment, African universities will be condemned to be always lagging behind their sister institutions in the industrially developed world.

This is an area where the international community can intervene with great profit and where academic solidarity must function. The possibilities are fantastic. Implicitly, we are accustomed to speak of academic mobility in one sense only: the mobility of students, teachers and researchers to various institutions of higher education (mainly in Europe and North America, with the well-known consequences of the brain drain). Modern technology allows us to conceive of academic mobility in reverse, i.e. placing an institution with all its potential (the best teachers, the most complete data bases, the newest research experiments,

etc) at the disposal of the students, teachers and researchers of institutions situated in far away places, via satellite, via video cassettes or CD ROM discs. Ultimately, and that is what the experts tell us, the costs involved are lower than those required for traditional forms of interuniversity co-operation. L'exemple de la Chine mérite d'être analyse. China's radio and TV university system is the largest distance education institution in the world. Between 1979 and 1989, China's radio and television universities enrolled 1.61 million students in degree programmes, of whom 1.04 million have graduated. Since 1986, about 3 million people have completed non-degree programmes.

V – MOBILITE ET COOPERATION INTERNATIONALE

Les réflexions concernant la qualité et la pertinence de l'enseignement supérieur ont été complétées par une série de suggestions et de propositions concernant la mobilité et le renforcement de la coopération internationale dans le domaine de l'enseignement supérieur, visant surtout le renforcement du rôle des universités dans le développement national et international.

Par ailleurs, en janvier 1989, la Conférence internationale de l'éducation, à Genève, a approuvé une résolution demandant à l'UNESCO de préparer un plan d'action pour les pays en voie de développement. Une proposition du même ordre a été approuvée par le 25^e session de la Conférence générale de l'UNESCO (1989) ; la 26^e session de la Conférence générale (1991) a approuvé la mise en œuvre du programme UNITWIN (jumelage universitaire).

En répondant à ces demandes, l'UNESCO a tenu compte du fait que dans le monde actuel, aucune institution, aucun individu ne peut se suffire à lui-même. Qui dit interdépendance dit nécessairement collaboration, et, dans le cas des universités, la complémentarité, le jumelage, l'union à travers des réseaux sont indispensables.

Dans l'intérêt de tous les partenaires, la coopération internationale doit permettre de développer entièrement le potentiel humain, de réduire les écarts entre les nations et entre les régions dans le domaine de la science et de la technologie, et d'améliorer la compréhension entre les individus et entre les peuples, afin de promouvoir la paix.

This co-operation must be based on genuine partnership and mutual trust, and on flexible procedures for jointly addressing the problems. Clearly the developed world has an important responsibility here. Yet in recent times, the low –both of capital and of intellect, which is the most precious flow- has tended to go in exactly the opposite direction –from South to North. How can this flow be reversed? How can the brain drain be stopped? For universities, this will entail a rapid transfer of knowledge and technology through short-term scholarship, incentives to retain staff, international professorships (such as UNESCO chairs), and twinning and networking arrangements.

L'une des priorités de l'UNESCO, en ce qui concerne la promotion de la coopération dans un monde interdépendant, est d'assister les plus démunis, ceux qui ont le plus difficilement accès à la connaissance, et sont les plus vulnérables. Il est particulièrement encourageant que cette opinion soit exprimée dans le Rapport sur le développement dans le monde publié le 15 juillet 1990 par la Banque mondiale. Dans l'introduction au rapport, le Président, Barber B. Conable Jr., a souligné que l'affaiblissement de la menace militaire perçue par les pays industrialisés devrait permettre de dégager des ressources pour lutter contre la pauvreté dans le monde. Une réduction de 10 % des budgets militaires pourrait se

traduire par un doublement de l'aide au développement. Cela se produira-t-il ? Les pouvoirs publics ou les peuples qui les élisent prêteront-ils attention aux signes qui annoncent un nouveau conflit mondial entre les riches et les pauvres, un conflit qui pourrait appauvrir tout le monde ? A l'évidence, une réduction de la pauvreté dans le monde n'est pas uniquement et surtout un impératif moral, mais aussi une nécessité pour la survie des sociétés les plus riches elles-mêmes qui –nous ne devons pas l'oublier- ont leurs propres poches de pauvreté.

VI – LE PROGRAMME DE L'UNESCO

Le programme de l'UNESCO dans le domaine de l'enseignement supérieur est exécuté à travers quatre axes principaux : les deux premiers liés à la vie institutionnelle des universités (qualité et pertinence) et les deux autres concernant la responsabilité de l'enseignement supérieur face à l'ensemble du système éducatif (« formation du personnel de l'éducation » et « innovations, technologie et recherche éducatives »).

En effet, l'essentiel du programme actuel de l'UNESCO dans tous ses domaines de substance : éducation, sciences et technologies, sciences sociales et humaines, communication, culture, a des liens directs et étroits avec les institutions ou les systèmes d'enseignement supérieur, et pour le mettre en œuvre, l'Organisation s'efforce d'identifier des priorités, cherche à identifier les besoins et les tendances de la formation et de la recherche, et essaie de définir conjointement, avec la communauté universitaire et avec les Etats membres, des modalités d'action pour promouvoir l'amélioration des institutions et des systèmes.

Le partenariat avec les ONG constitue un élément important de l'action de l'UNESCO dans le développement de la coopération internationale dans l'enseignement supérieur. Par la mise en œuvre de cette action, l'Organisation coopère avec un nombre assez important d'organisations gouvernementales et non-gouvernementales.

L'UNESCO stimule une réflexion permanente sur les enjeux liés aux missions de l'enseignement supérieur, assiste les Etats membres dans la création, le développement et les réformes des systèmes et des institutions, et renforce la coopération internationale dans ce domaine. Dans cet objectif, une importance grandissante est accordée à l'échange d'informations et d'expériences sur les divers systèmes. On observe dans les programmes de l'enseignement supérieur de l'UNESCO une tendance vers la concentration dans la promotion de la coopération régionale et interrégionale, à travers ses propres centres et bureaux, et à travers l'assistance dans le lancement de plusieurs réseaux ou mécanismes comme les consortia, qui sont mis en œuvre sous la responsabilité des institutions participantes ou d'organisations non-gouvernementales spécialisées dans l'enseignement supérieur. Un ensemble séparé d'activités concerne la formation spécialisée et l'appui au développement dans le domaine des sciences, de l'ingénierie, de la technologie durable, des sciences sociales et humaines, de la communication.

En Afrique, un Comité consultatif régional pour l'enseignement supérieur a été établi en 1987. Dans le domaine des sciences, un réseau coopératif (ANSTI), Réseau africain d'institutions scientifiques et technologies, a été constitué avec l'objectif de promouvoir la formation et la recherche dans les institutions participantes. Environ 20 sous-réseaux ont été développés au sein de l'ANSTI, réunissant des experts universitaires dans des domaines précis. La formation du personnel enseignant (à travers des bourses, des séminaires et des ateliers) ainsi que les projets conjoints de recherche et la publication de la Revue africaine de science et de technologie, avec deux séries, l'une pour l'ingénierie, l'autre pour les sciences

de base, sont ses principaux résultats positifs. En plus des fonds de l'UNESCO, ils reçoivent l'appui du PNUD et de plusieurs agences et fondations internationales.

Un programme spécial pour les pays de la région Afrique intitulé « Priorité Afrique » a été adopté à la 25^e session de la Conférence générale en octobre/novembre 1989. Il inclut un Programme spécial pour l'amélioration de l'enseignement supérieur en Afrique qui s'efforce d'encourager la mise en commun et l'utilisation conjointe du savoir-faire et des capacités des établissements supérieurs africains.

UNESCO stands ready, together with its major funding partners, to assist in the institutional development of African universities under its Priority Africa Programme, designed –for the period of the Organization's Medium-Term Plan (1990-1995)- to give fresh impetus to its co-operation with African Member States in its various fields of competence through the mobilization of extra-budgetary resources and the promotion of regional co-operation. With particular reference to higher education, a number of areas in which priority assistance might be provided have been identified: e.g. for raising the level of teaching, upgrading research facilities and conditions, improved scientific and technological information handling, improvement of the quality of management and administration, revision of curricula and improved university networking. The Programme has already mobilized resources for activities on informatics in education and distance education, in association with its major partners including AAU. It has also involved universities in Ghana, Cameroon, Senegal, Mali, Kenya, Tunisia, etc. in training activities for project identification, preparation and evaluation.

Un séminaire sur la gestion des établissements universitaires a eu lieu à Accra, Ghana, en novembre 1991. C'était le premier d'une série d'activités visant le développement institutionnel des universités africaines.⁶

En Amérique latine et aux Caraïbes, l'action de l'UNESCO se concentre sur le développement institutionnel, l'assistance technique et l'échange d'informations. Le soutien à des réseaux comme UNAMAZ (Association des universités amazoniennes) comme au Projet COLUMBUS (liens entre universités européennes et latino-américaines) fait partie de cette stratégie. Le CRESALC, le Centre régional pour l'enseignement supérieur, situé à Caracas, au Venezuela, est le point focal pour l'articulation de l'action de l'UNESCO dans la région⁷.

En Asie et dans le Pacifique, avec l'appui du PNUD, l'UNESCO a lancé un projet coopératif réunissant 70 universités dans 17 pays, y compris dans la région du Pacifique. Depuis son commencement, en 1983, trois consortia ont été créés, traitant de l'innovation dans l'enseignement supérieur (y compris la formation du personnel de l'enseignement supérieur et l'enseignement à distance) ; politique, planification et gestion de l'enseignement supérieur ; et études spéciales et recherches sur l'enseignement supérieur. Un produit de ce projet coopératif a été la création de l'Association asiatique des universités ouvertes (AAOU) et du Centre régional de recherche dans l'enseignement à distance. Ce programme a pu

⁶ Introduire ici les plus importants concepts de mon discours à ACCR (informatisation, non-importation des modèles étrangers)... et du suivi envisagé !!!].

⁷ Mentionner ici ses plus récentes publications, et la réunion ("Compromiso de Caracas", avec une synthèse des points que j'ai défendus. Parler aussi de ENLACE (Plan Bolívar) et du RECCO.

donner une formation et une orientation à environ 1200 enseignants et administrateurs, dans l'enseignement supérieur.

En Europe, l'UNESCO tient compte de l'évolution récente qui transforme le continent. Jusqu'à présent, le CEPES (Centre européen pour l'enseignement supérieur en Europe) était le point privilégié pour les contacts entre les communautés universitaires de l'Europe de l'Est et de l'Ouest. La promotion de cette coopération est-ouest reste la fonction principale du CEPES, qui coopère étroitement avec des organisations intergouvernementales comme le Conseil de l'Europe, la CEE, l'OCDE, ainsi qu'avec des organisations non-gouvernementales, notamment la CRE (Conférence permanente des recteurs, des présidents et vice-chanceliers des universités européennes), son partenaire naturel principal. *Le Directeur Général vient de charger quelques personnalités universitaires européennes, présidées par le Prof. Justin Thorens (Genève), d'étudier les fonctions du CEPES dans le cadre pan-européen et domestique.*

Aujourd'hui, le renforcement de la démocratie à l'Est et la coopération avec des institutions du Sud (projet Columbus, de la CRE par exemple) constituent des axes **particulièrement** importants.

Dans les Etats arabes, l'effort pour une participation accrue des femmes dans l'enseignement supérieur, des liens plus étroits avec le secteur productif et le développement de la coopération universitaire à travers le renforcement de plusieurs réseaux, constituent des axes principaux de l'action de l'UNESCO dans le domaine de l'enseignement supérieur.

Dans toutes les régions, actuellement, l'UNESCO considère qu'il est important de mettre en œuvre des systèmes d'évaluation institutionnelle, qui permettent le développement de bases solides pour un processus de renouvellement des institutions et des systèmes. En 1989, l'UNESCO a décidé de lancer un plan d'action internationale pour le renforcement de la coopération interuniversitaire, avec un accent particulier sur le soutien à l'enseignement supérieur dans les pays en voie de développement. L'élément clef de ce plan réside dans le développement d'un esprit de solidarité, basé sur le jumelage et sur d'autres dispositifs liant des universités entre elles à travers le monde entier. D'où l'acronyme choisi pour le programme : UNITWIN. Plus spécifiquement, il vise à utiliser toutes les potentialités de la coopération interuniversitaire Nord-Sud, Est-Ouest et Sud-Sud, de façon à mettre en œuvre un processus menant à l'établissement de liens forts et durables entre des institutions d'enseignement supérieur et des institutions spécifiques.

Les principaux objectifs d'UNITWIN sont les suivants :

- Donner une nouvelle impulsion au jumelage et à d'autres dispositions de coopération entre institutions d'enseignement supérieur dans les pays industrialisés et dans les pays en voie de développement;
- Aider à établir des réseaux de coopération d'institutions d'enseignement supérieur et d'institutions de recherche;
- Développer des centres d'études spécialisées et de recherche avancée au moyen d'accords entre institutions des pays en voie de développement, et avec un soutien international. Ces centres pourraient établir des ponts entre les besoins de formation et de recherche au-delà des frontières nationales. De tels centres d'excellence pourraient

être créés à travers les réseaux d'universités jumelées, ayant un système de chaires UNESCO comme foyer.

Chaires UNESCO

Un autre domaine d'action pour le Projet UNITWIN se réfère au soutien aux universités et aux bibliothèques scientifiques dans les pays en voie de développement –avec des livres, des périodiques, des revues et du matériel de laboratoire- et au développement des capacités auto-suffisantes de production de livres et de matériels d'enseignement et d'apprentissage dans les pays en voie de développement.

En lançant UNITWIN, l'UNESCO souhaite agir comme un catalyseur, amener l'idée de coopération interuniversitaire au premier plan de la prise de conscience publique et attirer les fonds de sources les plus diversifiées possibles. Dans sa mise en œuvre, l'assistance sera recherchée auprès des universités elles-mêmes, des agences des Nations Unies, des organisations intergouvernementales, et non-gouvernementales, des agences de financement et du secteur économique.

Dans le domaine de la mobilité, six conventions régionales ont été adoptées sur la reconnaissance des diplômes et des études de l'enseignement supérieur couvrant toutes les régions du monde et l'UNESCO publie, tous les deux ans, une publication « Study Abroad ».

L'Organisation prépare maintenant un projet de convention internationale. La reconnaissance des études et des diplômes est essentielle pour assurer la mobilité internationale des étudiants, enseignants et chercheurs.

La fuite des cerveaux

L'une des fonctions de l'UNESCO stipulée dans sa constitution est d'encourager l'échange international des personnes dans les domaines de l'éducation, la science et la culture ». Dans ce cadre, la mobilité académique est devenue l'une de ses principales actions. Cette mobilité est indispensable pour le progrès de la science, le transfert des connaissances ainsi que pour le rapprochement entre les peuples.

Mais le décalage économique entre les pays développés et les pays en voie de développement, l'écart considérable dans le domaine de la recherche dans ces derniers pays, ont engendré comme phénomène négatif accompagnant la mobilité académique, la fuite des cerveaux.

Environ deux millions d'étudiants font leurs études (partiellement ou entièrement à l'étranger). A ce chiffre s'ajoute de nombreux échanges d'enseignants et de chercheurs pour des périodes variables. Au moins un tiers de ces mouvements de personnes hautement qualifiées concerne des ressortissants de pays en voie de développement qui se dirigent vers les pays développés. Il n'y a pas de statistiques exactes en ce qui concerne ceux qui reviennent dans leur pays d'origine. On sait que beaucoup sont à l'étranger : 30 000 africains spécialisés au niveau du doctorat travaillent dans les pays développés. C'est un fléau énorme pour un continent qui a besoin de spécialistes.

Par ailleurs, l'UNESCO continue à appuyer les activités visant à l'amélioration des systèmes et des institutions d'enseignement supérieur et développe des activités stimulant le

rôle de l'enseignement supérieur dans la promotion de l'Education pour tous (projets expérimentaux, innovations, recherche, formation des maîtres).

La possibilité d'introduction dans les universités des chaires UNESCO traitant du concept global de la formation des enseignants à tous les niveaux permettra d'établir un cadre permanent pour l'action dans ce domaine. Un processus d'évaluation des institutions de formation des personnels de l'éducation, notamment en Afrique, vient d'être lancé, et, conjointement avec l'OIT, l'UNESCO poursuit ses efforts en vue d'une meilleure application de la Recommandation sur la condition du personnel enseignant à tous les niveaux, approuvée par les Etats membres en 1966.⁸

Finalement, tout se réduit à l'analyse en ce même ordre des différents aspects de l'enseignement supérieur:

pour quoi? (c'est la grande question)

quoi? (auteurs), curricula, information-formation)

par qui? (professeurs)

à qui ? (étudiants)

avec qui? (industrie, sociétés de services, société en général)

comment? (méthodologie, télécommunications, informatique)

combien?...

L'enseignement supérieur doit s'adapter, mieux encore anticiper, mais ce changement – très difficile, parce que les gouvernements n'ont pas le courage (ni la société ne les appuie) de bouleverser les priviléges – n'aura pas lieu tout seul : il faut aussi changer les approches du développement, les concepts de "travail et d'emploi", les perceptions populaires des "titres et diplômes",

Et surtout, maintenir une « tension éthique » pour que le sens de « mission » des plus favorisés ne s'efface trop tôt.

La pauvreté ne se réduira que par l'éducation; la croissance économique requiert des ressources humaines; la population ne modèrera ses tendances actuelles que par l'éducation, notamment de la femme et des jeunes filles

Les ressources naturelles n'existant pas, les savoir-faire...

La «construction» de la paix est par l'éducation que se forge. .

First draft of the Policy Paper- 1992- Proposals

⁸ Voir mes discours récents (Barcelone, etc.) et compléter avec mes Remarques finales, fermes, osées, verticales

*New Papers
on Higher Education*

Meeting Documents

5

The Management of International Co-operation in Higher Education

Proceedings of the 3rd UNESCO-NGO
Collective Consultation
on Higher Education

Paris, 9-11 December 1992



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***STRATEGIES FOR CHANGE AND DEVELOPMENT
IN HIGHER EDUCATION***

B) Policy Paper on Higher Education

**Draft Outline prepared by
the Division of Higher Education**

Paris, March 1993

INTRODUCTION

1 . For the last five years, UNESCO has been engaged in a world-wide reflection exercise on the role, main trends and challenges facing higher education. On the other side, at the its 26th session, the General Conference of UNESCO decided to ascribe a high priority to programmes in the field of higher education. This reflection and this decision are part of a broader process engaged by UNESCO which aims to reinforce the role and function of higher education in the light of the profound political, social, economic and cultural developments and transformations facing modern society at the end of this century and the beginning of the new millennium. Following the decision of the General Conference of UNESCO, several major UNESCO fora have been established to discuss but foremost to chart Prospects for action, namely:

- the Ad-hoc Forum of Reflection composed of eminent scholars and intellectuals, whose task will be to assist in orienting the Organisation's ethical mission and its role in intellectual co-operation;
- the International Commission on Education for the Twenty-first Century, chaired by Jacques Delors, which will report on its work in early 1995; and
- the World Commission on Culture and Development, chaired by Javier Pérez de Cuéllar, which will present, at the end of 1995, a World Report on Culture and Development.

2. With regard to education, the World Conference on Education for All, organised in 1990 jointly by UNESCO, UNICEF, UNDP and the World Bank, examined the role of education in the overall issue of human resources development and emphasised the part played by basic education and literacy in all efforts for national development. However, the obvious links between all levels of education require the adoption of a comprehensive policy, which embraces the education system as a whole. Consequently, UNESCO's policy has been and is to underline the responsibility of higher education towards the other levels of education and its importance in any comprehensive plans for social and economic development. In this context, a series of regional meetings and consultations have been organized by UNESCO in close co-operation with national authorities in charge of higher education, NGO's, the academic community and those involved in research on higher education. An important partner in this process is the United Nations University. As a general conclusion, it was found that without a good training and research system at tertiary level, no country could assure a degree of progress compatible with the needs of human society.

3. The nature of the problems facing higher education is such that it requires a multitude of views. It is therefore important to point out the involvement in the on-going debate of other agencies of the UN system, in particular the World Bank and UNDP as well as of the intergovernmental organizations. Thus the Organisation of African Unity (OAU), the Organisation of American States (OAS), the Organisation for Economic Co-operation and Development (OECD), the Commission of the European Communities, the Council of Europe, the Arab League Educational, Cultural and Scientific Organisation (ALECSO), the South East Asian Ministers of Education Organisation (SEAMEO) and many others consider higher education a major field of action and have adopted comprehensive policy agendas and programmes for its development.

1. CURRENT TRENDS IN HIGHER EDUCATION

4. In 1991, UNESCO published its first World Education Report which represents the Organisation's contribution to the series of global reports issued by other agencies of the UN system on major trends and developments in the world. The main findings of the report with regard to higher education can be grouped under four main headings: **quantitative expansion**, continued inequalities in access, financial constraints and a decline in the quality accompanied by a constantly-widening gap among developing and developed countries with regard to scientific and technological know-how.

Quantitative Expansion

5. For the world of education, the second half of this century will go down in history as the period of the greatest and most rapid expansion of higher education. Third level education has been expanding constantly from 28.2 million students in 1970 to 47.5 million in 1980 and 58.4 in 1988. At present, the number of students is estimated at well over 60 million. It has therefore more than doubled in the course of the last twenty years, rendering higher education the most rapidly-expanding level of education.

6. Moreover, as the data presented in Table I indicate, it is in the developing countries that the increase has been particularly high. Between 1970 and 1988, the number of students has multiplied eight fold in sub-Saharan Africa, six fold in Eastern Asia, the Pacific and the Arab States, by four and a half in Latin America and the Caribbean and it has doubled in Southern Asia.

Table I. Enrolment in tertiary level education - 1970-1980

Inequalities in Access

7. Against this background of continuous growth, the picture changes when one examines the full impact of the demographic evolution on higher education. Enrolment ratios of the 18 to 23 age group in higher education indicate considerable inequalities with regard to access to tertiary **education** among the various regions. On a global level, 13.5 percent of this age group were enroled in higher education in 1988, up from 8.5 percent in 1970 (see the graphic presentation of this trend in table II below). For the industrially developed countries the percentage was 36.8, as opposed to 8.3 percent in the developing countries. In other words the chances for young people from the industrialised countries to continue education at tertiary level are four times greater than for **those in** the developing countries and seventeen times higher than for those in sub-Saharan Africa. This phenomenon is aggravated by the demographic pressure in developing countries. In sub-Saharan Africa, for example, the population was 337 millions in 1980. It will be 640 millions in the year 2000.

**Table III. Gross enrolment ratios in tertiary level education
1970- 1990**

8. Qui plus est, l'expansion a surtout concentré sur des disciplines qui entraînent de moindres dépenses en personnel et de moindres frais d'équipement et de fonctionnement que les disciplines scientifiques et technologiques. En fait, cette tendance s'amorce dès le secondaire en raison de la pénurie de bons professeurs de sciences. Cela contribue également à perpétuer l'exclusion des

femmes des domaines scientifiques. Cette même pression provoquée par l'accroissement des effectifs, conjuguée au manque de crédits, a eu pour effet de priver de ressources les deuxième et troisième cycles universitaires et la recherche, parce qu'ils sont eux aussi comparativement très coûteux.

9. There have been major shifts with regard to the range of the age group seeking admission to higher education. Consequently, a more revealing indicator of the level of development of higher education is the number of students per 100,000 inhabitants. Figures differ considerably even for the countries of the UNESCO Europe Region. In 1988, the last year for which comparative figures are available, they indicate considerable gaps between a large majority of countries with over 2,000 students per 100,000 inhabitants (USA and Canada over 5,000 students, and over 2,500 students for the Netherlands, Sweden, Finland, Germany, Israel) and countries with less than 1,000 students per 100,000 inhabitants (Greece 929, Turkey 863, Albania 721, Romania 694 students). The relevant figures for the majority of developing countries are much lower: 16 students (up from 8 in 1980) for Mozambique, 17 students (down from 26 in 1980) for Bhutan, 20 students (down from 23 in 1980) for Uganda, 39 students (up from 24 in 1980) for Rwanda.

Financial Constraints

10. In the majority of cases, the growth of the number of students in higher education has not been accompanied by a proportional increase in allocation of resources. On the contrary, allocations have diminished in a large number of countries, including industrially-developed ones. This is a global problem, but there is a striking disparity among countries and regions with regard to the financial conditions in which higher education has to function. On average, the cost per student in absolute figures is ten times lower in the developing countries than in the industrialised ones. Moreover, public expenditures per student in the developing countries continue to decline. The figure presented in Table III reveal a policy dilemma with regard to public spending on higher education: the poorer the region, the higher the relative cost per student, estimated in terms of the percentage of GNP allocated to higher education.

Until recently, the State was considered, in many places as the unique or at least as the dominant responsible for the financing of the universities. Now, several experts support the idea that governments interventions should be more indirect, supervising the universities actions. As a consequence, many interpreted these positions as a stimulus for weakening the public policies and, in particular, the engagements of States concerning higher education. There is, in our times a risk, to be avoided: to confuse liberalization with absence of public policies, and in special of social policies.

En particulier, le désaisissement des Etats de leurs responsabilités face à l'enseignement supérieur, la privatisation à outrance qui devient synonyme de commercialisation de l'enseignement, la tendance à morceler le système éducatif, voilà des déviations, des risques réels, signalés dans les diverses consultations régionales promues par l'UNESCO, including the Sinaia Conference on academic liberties and autonomy in 1992, et qui exigent une action corrective de tous ceux qui ont des responsabilités dans ces domaines. The States should assure the minimum for a correct functioning of the universities and on their side these should now look for additional sources of financing through a better involvement with the society in general.

Table III. Public expenditure by student and as compared to per capita GNP (by main regions)

11. However, it is clear that the quantitative expansion is not the unique neither the more important trend observed in higher education systems during the last decades. Keep or improve academic quality and the need to examine the relevance, effectiveness and efficiency of the system has been forcefully brought to the fore. The increasing need of internationalization of higher education is another important trend. In particular, the evolution of the systems all over the world show the importance of elements like: the new expectations and demands on higher education, problems of academic autonomy and relations with the government, and implications of the expansion of international cooperation in higher education.

New Demands on Higher Education

12. The higher education institutions are called to play their functions in a very quick changing world. The end of the East-West ideological divide, the increasingly universal demand for the practical recognition of human rights, the serious attempts to the abolition of apartheid, the progress of democracy, the restoration of the authority of the UN system, give greater faith in the action of the international community to tackle in a spirit of solidarity the major challenges of today's world: hunger, disease, poverty, homelessness, unemployment, ignorance, the protection of the environment, the construction of peace, the consolidation of democracy, the respect to the human rights and the preservation of cultural diversity. All this calls for a rethinking of the missions of international organizations, like the United Nations system, and, at the national level, of institutions like universities. As far as UNESCO is concerned, the organization sees the relevance of its mission considerably reinforced at the present time. In the fulfilment of its constitutional mission, namely to "maintain, increase and diffuse knowledge ... by encouraging ... the international exchange of persons active in the field of education, science and culture, UNESCO relies on higher education and the academic and scholarly community as a major partner in action. Moreover, it regards higher education as an intrinsic component of its programme and a priority in its preoccupations.

13. "The cold war", as stated by the Secretary-general of ONU, Boutros Boutros-Gali, in Tokyo, at the United Nations University new building inauguration, on 16 february 1993, "had the effect of camouflaging many long-standing disputes and differences within and between countries". These problems now explode and make more difficult a situation in which the problems raised by the increasing gaps among South and North are also source of potential conflicts. As a result, the current world development trends are characterized by the following concurrent, sometimes contradictory processes:

- a process of globalization, reflecting the growing interdependence at the world level of national economies and trade as well as the necessity of global approach and action to cope with such problems as those emphasized recently at the World Conference on Environment and Development - recently in Rio de Janeiro, the need of collective action for reaching Peace, assuring Democracy and respecting Human Rights.
- a process of regionalization, consisting of the setting-up of regional group of states aimed at facilitating trade and economic integration as a means of reinforcing their competitiveness at the world level.
- a process of polarization, manifest in a widening gap between the industrially developed countries and the developing ones, with the whole array of consequences it entails

-a process of atomization or fragmentation consisting in the attempt to divide States according to ethnical, religious or tribal groups of individuals

-a process of marginalization, manifest in the international isolation of one or several countries because of internal or international conflicts which the respective countries and the international community do not seem to be able to solve by peaceful means.

Higher Education and the society

14. The responses of higher education institutions and of those responsible for shaping the national higher education policies to various challenges are very diverse. The national authorities in charge of higher education and the institutions themselves are re-examining the missions and functions of higher education. Comment les universités peuvent-elles, dans ces circonstances, changer et contribuer au changement socio-économique qui s'impose? Comment peuvent-elles mieux jouer leur rôle dans la formation des mentalités, des capacités professionnelles, dans l'exercice de la liberté? En matière de recherche scientifique, comment peuvent-elles participer plus étroitement à la conduite d'actions touchant l'élimination de la pauvreté, la protection de l'environnement, la santé, la nutrition? Enfin, quel type de personnel doit intégrer les universités pour faire face à ces défis?

Toutes ces questions peuvent se résumer à celle-ci: pourquoi l'université, quelles sont ses finalités ultimes? Quel est son rôle dans la société de cette fin de siècle? These are essential questions. However, one should remind that the links with societies being essential in the concept of the universities and in their nature, before defining what are the new missions of the university in present times, it is absolutely necessary to define the kind of society we want to built, and the kind of international order one wants to support.

15. Economic development cannot follow rigid structures and only one model for all countries and regions. The failure in the strategies of cooperation based on the transmission of models, as has been done in Africa for example, with old colonial systems, shows the evidence that this must change. One of the findings of the UNESCO consultations on higher education problems has been that more and more people have become aware of the fact that in all regions the adoption of foreign concepts and values and the neglect of regional and national cultures and philosophies have had negative repercussions on the systems. Making an evaluation of its intermediary conference held at Bonn, in Germany, on , the bureau of the Association of European Universities - CRE- affirmed that the discussions in Bonn "ont montré que les structures universitaires occidentales ne pouvaient être simplement transférées à l'Est; elles sont plutôt remises en cause par les conditions régnant en Europe centrale et Orientale".

16. The concept of endogenous and sustainable development has been clarified by the United Nations on the basis of I.D.S. - International Strategy for Development- approved sometime ago by the General Assembly of UNO. The IDS considers that economic development should be based on two main foundations; diminution of poverty and development of human resources. With regard to the latter, the universities have become the main actors of the strategy for development as never before, as their role has been more vital in the training of highly qualified personnel.

The need so search for solutions to global problems is the responsibility not only of governments, but of each individual and citizen. Two of these problems can be considered as the main ones in the present times: the environment and peace. The United Nations Conference in Rio de Janeiro, in 1992, showed the direction to follow. It was universally accepted that the environment is part of human development. Thus Agenda 21 (a blue print for action in all major areas of environment and development) combines the full range of the "environment agenda" - which emerged from the Stockholm Conference- with the "development agenda", or at least major parts of it.

As far as peace is concerned, the basic reference document is the Agenda for Peace, a document presented by the Secretary general to ECOSOC -Economic and Social Council- in 1992, which is a true plan of action for peace and which coincides with the basic principles of the "culture of peace" that UNESCO promotes through its programmes. The Charter of United Nations and these documents are the basis for a new international order and should constitute the basis for the renewal and strengthening of links of universities with the societies.

REFORMS OF HIGHER EDUCATION

17. As a consequence, We are witnessing a world-wide process of far-reaching change and reform of institutional structures and study programs as well as of the means and methods of teaching, training and learning. More particularly, the reform process concerns the undertaking of research and training for research for facing the new needs of societies. The direct result has been a **diversification of** higher education in practically all regions of the world, as indicated by the 41st session of the international Conference on Education (1 989) which dealt with the topic of post-secondary education and its diversification in relation to **employment**.

18. Recent history has provided strong evidence of the need to defend the principles of autonomy and academic freedom as a sine qua non for the normal functioning and the very existence of higher education institutions. On the other, the entire socio-economic environment compels higher education institutions to build up ties and partnerships with every sector of society.

19. The training of highly-qualified personnel - as part of human resource development - remains the main task of higher education. With the growing need for advanced or additional training in more and more activities, society is moving towards a model of continuing education, which is gradually replacing the presently prevailing model of concentrated learning and study for a limited period.

20. In response to these challenges, the active involvement of the academic community with economic partners is increasingly perceived as an integral part of the mission of higher education. These relations are still mainly related to research. However, there are new developments aimed at expanding them so as to also cover teaching, organisation of study, institutional structures, etc. At the same time' new appropriate organisational forms and arrangements of those relations are being sought, to serve as viable mechanisms for the promotion, maintenance and strengthening of stable and mutually beneficial interactions.

Internationalization of Higher Education

21. The growing internationalisation of higher education is first and foremost a reflection of the global character of learning and research. It is reflected in the ever-expanding number of students, teachers and researchers who study, teach or undertake research in an international context. According to available UNESCO statistics, the number of students pursuing higher education studies outside their country of origin increased by 29 percent over the last decade: from about 920,000 in 1980 to about 1.2 million in 1990. The largest number of foreign students (more than 750,000 in 1990) comes from the developing countries.

22. In addition to increased mobility of persons, we are witnessing at present an intensification of transnational research links and the considerable expansion of various types of networking and other linking arrangements among institutions, academics and students. The steady advance of information and communication technologies facilitates this process. There are, however, serious problems posed by some misdirections of international academic relations. The flow of students is preponderantly one way, from South to North, with the negative consequences of the "brain drain": the transfer of knowledge and access to data bases are severely affected by various adverse factors, not always related to educational matters; high level training and research capabilities are unevenly distributed geographically, etc.

II. CHALLENGES FOR HIGHER EDUCATION IN A CHANGING WORLD

23. The major trends and global transformations outlined above point to the need of policy debate which should be aimed at re-thinking and re-defining the role of higher education, while being able to preserve those features which should remain as a part of the educational and cultural heritage and as a source of inspiration for the further development of education, science and culture. The process of change in higher education should be stimulated so as to render higher education better adapted to respond to the general problems facing humanity, to correspond to the needs of economic and cultural life today, and to be able to respond to the specific problems of the given region, country and community. The twin watch-words of such renewed higher education have to be relevance and quality.

RELEVANCE OF HIGHER EDUCATION FOR DEVELOPMENT

24. La pertinence se réfère, tout particulièrement, au rôle de l'enseignement supérieur envers les sociétés, et traite de matières liées à la démocratisation, au monde du travail et aux responsabilités de l'enseignement supérieur par rapport à l'ensemble du système éducatif et à la recherche de solution aux problèmes pressants de l'humanité, tels quels l'environnement, la paix et la compréhension internationale, la démocratie, les droits humains. La pertinence peut s'exprimer à travers la fonction de "service universitaire". Ce concept implique l'ouverture de l'université, la faisant répondre aux besoins sociaux et renouvelant radicalement le dialogue avec l'ensemble de la société. L'une des meilleures façons d'atteindre cet objectif consiste à déformaliser les structures des universités. Cela signifiera inter alia établir de nombreuses connections avec la société, le commerce, l'industrie, créer des liaisons avec d'autres modalités d'études et de diplômes, développer des programmes à l'extérieur à l'aide des nouvelles technologies de communication et d'information, et établir des jumelages. Cela signifiera également que l'université grâce à ses réseaux d'éducation des adultes et d'enseignement périuniversitaire s'orientera dans une autre direction où l'enseignement supérieur deviendra véritablement une forme d'éducation permanente, qui s'inscrira dans un processus

d'enrichissement se poursuivant tout au long de la vie et bénéficiant au plus grand nombre de personnes, notamment aux enseignants eux-mêmes. Cette attitude exigera l'établissement de nouveaux types de relations entre l'université et ses divers partenaires sociaux, ce qui impliquera une analyse permanente des besoins en formation en tenant compte des besoins changeants en qualifications. Cela impliquera également, l'établissement de méthodes pour reconnaître les compétences issues de la vie active et cela exigera enfin une souplesse dans la structure de façon à rendre possible des interventions immédiates pour répondre à des besoins de formation identifiés.

In fact, in a world in which socio-economic development is becoming more knowledge-intensive and is relying increasingly on professional and managerial specialists with advanced training, the role of higher education becomes a crucial element for any development programme. This is true for all countries, but it requires special attention in the case of the developing countries and of those in Eastern and Central Europe which are going through a period of major transformations.

25. Unless they develop their own institutions and programmes of advanced studies and research, unless they have access to such facilities outside their own borders, the developing countries cannot fully benefit from the advances in science and technology, let alone make a more substantial contribution of their own to scientific progress. It is only through the development of local skills and competence, through increased numbers of providers and users of knowledge that they can bridge the gap separating them from the industrially developed countries and thus reduce their dependency on external technical and scientific assistance. In this endeavour, their increased participation in international academic co-operation becomes particularly important.

Renewal of Learning and Teaching

26. In order to meet the needs of the agenda for human development, higher education must adapt its study programmes to ever expanding needs and, whenever necessary, adopt and develop new ones. There is general consensus on the need for increased diversification of the content of studies and for enhancing their interdisciplinary and pluridisciplinary character, with particular concern for forging closer links between learning, training and research activities .

27. The knowledge explosion has resulted in a considerable increase in the number of programmes which are delivered by higher education institutions. A characteristic element of this explosion is the interdependence and inter-connectivity of various scientific disciplines. initiatives aimed at the renewal of learning and teaching must reflect such developments, most of all, by the introduction of interdisciplinary courses and study programmes as well as by the adoption of appropriate flexible organisational structures which would allow the involvement of specialists from economic and other sectors in university teaching.

The effectiveness of the renewal of learning and teaching also depends on the ways and forms by which knowledge is transmitted through study courses. It. is evident that the development and delivery of such courses require closer co-operation between departments and professors. Under the combined impact of new theories of learning and of new information technologies, broad avenues have been opened to experimentation and development of forward looking approaches to teaching and learning, and to introduce cost-effective teaching methods.

Such innovations experimented in a number of countries are increasingly replacing study programmes based on traditional combination of disciplines by programmes based on modules of

knowledge. The introduction of such modular curricula, as the organisational framework for studying and learning, should be further explored and encouraged. Among other things, it requires the improvement of the system of study counselling, student support and tutoring services, especially in distance higher education.

28. The system of certification of studies should reflect and facilitate this flexible system and stimulate vocational counselling and up-grading of professional qualifications. At the same time, it seems evident that the adoption of modular systems will facilitate the international recognition of studies and diplomas, favouring, as a consequence, the academic mobility. The need of international normative instruments in this field seem also logic.

Reinforcement of the Research Function of Higher Education

29. The principle of the indivisibility of teaching and research remains valid for the higher education of the future. No system of higher education can fulfil its mission and be a viable partner in service to society unless a substantial number of its institutions - to a varying degree, corresponding to their institutional goals and potential - also carry out research work. This statement needs to be pointed out particularly at the present stage of evolution' as higher education requires renewed scientific "faith" in order to pursue new goals in the context of the complex ecological, economic, social and cultural issues facing humanity. The consequence of this development, has been the "upgrading" of research to one of policy elements of economic enterprises, of governments and of international organisations. In this context, the agenda for the reinforcement of the research function of higher education is both evident and pertinent especially in view of the need to integrate educational, scientific, technological and industrial policies.

30. The research function of higher education is also stressed by the rapid diversification of actors engaged in cutting-edge research. Higher education institutions, particularly in the developed countries' face ever stronger competition from research institutions outside the academic community which' in many fields' possess better equipment and more resources. At the same time, public funds allocated for research carried out in the academic institutions are subjected to greater administrative restrictions and accountability. Under such conditions, higher education institutions and academic researchers have to show their capacity to face competition with other research organisations and be able to adapt themselves to the new approaches to funding and to new organisational forms of co-operation in research.

31. Because of the costs involved' many countries, particularly those facing serious economic difficulties, have tended to resort to cuts in funding research in higher education, despite the fact that they are sometimes the main, and in many developing countries, the only places where major research takes place. Short-term considerations and the pressure of budgetary constraints can lead to serious long-term consequences for higher education institutions as the proper seats for the advancement of knowledge and for the training of future scientists. It. should be argued that research departments in higher education institutions, although costly, are nevertheless a crucial resource in the context of the present-day global and dynamic economy based on knowledge, innovation and the almost constant state of technological change. One way to make the general public, the governmental bodies and the economic organisations better aware of the

role of research in higher education is to demonstrate, through convincing results the quality, value and relevance of research.

32. The educational effects of research are often underestimated. Research In the education should be undertaken not only from a perspective of scholarly standing or for economic considerations but also as part of the overall renewal and development of learning, teaching and public service activities. It should therefore be undertaken not only in terms of the research project but also with regard to the ways in which research findings can be included in curricula and re-training program. The first lesson that science teaches students is how to work in a team, how to cooperate-ate and to accept an inherent work discipline.

33. Science is continuously confronted with new topics and issues which make demands on knowledge from several fields of study and thus require inter-disciplinary training of the researchers. Higher education, in co-operation with the preceding levels of education, scientific organisations and mass media, has to make greater efforts to attract more young people, especially female students, towards studies in engineering and science.

Higher Education and the World of Work

34. Two interrelated trends determine the relation between higher education and the world of work: on the one hand, higher education moves towards a mass system as modern economy growingly depends on creative, well trained graduates of tertiary education - "thinking workforce"; on the other, the employment of graduates is no longer a matter of simple job placement, as the knowledge that students acquire during initial training is becoming more and more rapidly obsolete. Under such conditions higher education has to view its relation with the world of work as a continuous process in which partnerships with the productive sector have to be integrated into its overall mission and activities .

35. New conditions in the world of work have a direct influence on the aims of teaching in higher education. The increase of content and workload of study programmes cannot represent a viable solution. Study programmes should give more preference to subjects which develop the intellectual capacity of students and allow them to deal judiciously with conditions of technological, economic and cultural change and diversity, equip them with qualities such as initiative, an entrepreneurial attitude and adaptability and allow them to function with greater confidence in a modern, continuously changing world of work.

36. As the organisations in the economic and public sector are increasingly exposed to the effects of the world-wide economic and political context, the training of the employees who can work efficiently in such an environment requires equally an international context of their training, re-training or refresher courses. Higher education institutions, being par excellence institutions of many cultures and participating in a wide spectrum of international activities, are well-equipped to provide adequate learning environment and courses.

37. It becomes also evident that an integral part of professional training implies not only expertise in advanced professionalism but also full awareness of the cultural, environmental and social issues involved. The demand for such graduates and study programmes could represent an opportunity for the revitalisation and enhancement of the position of the humanities and the arts in the institutions of higher education as well as new opportunities for co-operative links with various economic and public organisations.

Responsibility of Higher Education Towards the Other Levels of Education

38. Any reform of higher education must be based on a global vision of the education system as a whole which takes into account the close interdependence between all levels of education. Higher education should assume greater responsibility towards the other levels of education. This is because primary and secondary education depend, to a large extent, on the availability of adequately trained teachers. the responsibility of teacher training institutions and, increasingly so, of the universities.

39. Moreover, research and innovation, including the development of new educational methods, materials and technologies, are developed and tested by higher education institutions before being applied generally in the system as a whole. As the society expects increased performance from all levels and forms of education, higher education should develop methods, content and forms to respond to the needs.

It is worth underlying at this point -as Julius Nyerere did on a memorable visit to UNESCO - the importance of not neglecting higher education in plans for the promotion of development as has not infrequently occurred under the influence of structural adjustment policies. Any policy in education has to be comprehensive. This follows from the close inter-relationship of all the parts of the education system.

QUALITY OF HIGHER EDUCATION

40. The demand for increased relevance in higher education does hand in hand with the demand for its enhanced quality. Quality has become crucial to any development programme of higher education. It. embraces all its function and activities: quality of teaching, training and research - which resides in the quality of its staff and of its programmes and resources, quality of learning - as a corollary of teaching and research, but also implying quality of students - and quality of governance and management - which has a determining impact on the teaching, learning and research environment.

Quality of Staff

41. Higher education institutions, universities in the first place, enjoy great prestige on the national and international scene. This prestige is assured in the first place by the eminence of their teachers and researchers. It would be a great misfortune' if universities anywhere had fallen into disrepute. However, it would be equally counter productive for higher education institutions to take prestige and privileges for granted. Everywhere in the world, government leaders, politicians' representatives of the corporate sector and of public opinion at large insist on the fact that quality in any kind of institution - academic institutions included - cannot be assured without a mechanism of evaluation and quality control.

42. Evaluation and control should start with the academic and research staff given their central role in the diverse activities of a higher education institutions. Clearer policies and practices are needed for staff development in higher education. They should be based on initial and in-service training for this purpose' including pedagogical training' on more rigorous mechanisms for access to and selection for university teaching. Accountability and evaluation - through self- evaluation' peer-evaluation, or external evaluation - are increasingly being recognised by the academic and administrative staff as essential to assuring the quality of their institutions.

Quality of Students

43. Participation in tertiary-level education has shifted from being a "reflection" of social and economic relationships to being a determinant of such relationships and overall development of society. Higher education plays an increasingly important role in assuring upward social mobility. Equity calls for greater opportunities for members from lower status groups to participate in quality educational programmes. The possibility for young people to pursue higher education studies is not only important from the point of view of higher educational institutions. Societies make long-term investments in higher education not only for economic reasons. Cultural development, the building up of more co-operative and participatory relations in society are directly related to the level and quality of education .

44. There is every justification to consider students as a great asset of society. However' with the advent of mass higher education' it is necessary to engage a serious debate on a number of basic issues concerning access to higher education. Current estimates indicate that there will be some 1 20 million young people seeking higher education by the year 2040. Most of them will be in the developing world. Can unlimited access be upheld indiscriminately? What could be the mechanisms allowing societies to afford such access' while observing the principle of social equity?

45. One of the key issues seems ;o be related to the ways in which governments can offer the institutions of higher education and their future graduates incentives to become partners in the overall effort of national development' not only beneficiaries of public support. Equally important, however' is to develop amount young people the idea that fulfilment and happiness can be attained in diverse ways, including other than by pursuing university studies. The interface between secondary education and higher education and between the latter and various forms of continuing education acquire particular importance in this respect.

Quality of Governance and Management

46. A clear definition of relations between higher education and the state are a precondition for quality and accountability in governance and management in higher education institutions. The principle of academic autonomy is central in this respect. Academic freedom and university autonomy guarantee the preservation of the university as a community of free inquiry and a stimulating climate required for scientific advancement and dissemination of knowledge. Governments should accord the proper degree of autonomy - together with adequate financial provision - to higher education institutions in order to allow them to be relevant and perform their creative' reflective and critical functions in society.

47. However, institutional autonomy also implies increased responsibility in matters of funding, systematic self-evaluation of research and teaching and a constant concern for cost-effectiveness and efficiency in all activities. It. also requires, as emphasised above, greater interaction between higher education and society which should be based on partnerships and alliances with a wide range of economic, social, cultural and other public organisations.

48. Analyses of the present conditions of higher education are unanimous in pointing out to insufficient financial resources as one of the main constraints for its further development. The challenge of limited resources is unlikely to be overcome in the near future. Thus is will be necessary for higher education institutions to show a capacity to redress themselves in order to be

able to cope with this challenge. Elimination of weaknesses in governance and management is paramount in this process. The most viable institutions of higher education, also in financial terms, are those which have succeeded to build into their functioning structures, proper mechanisms allowing them to remove mediocrity and to guarantee quality of teaching, research and service. They are also the institutions which stand a better chance in the competition to secure resources from the public and private sectors.

INTERNATIONAL CO-OPERATION IN HIGHER EDUCATION

49. Knowledge being universal, its pursuit, advancement and dissemination can only be achieved through the collective effort of the international academic community. Hence, the inherent international dimension of academic life as well as that of institutions, scientific societies and even of student organisations. International co-operation is a goal and a mode of action shared by the world academic community; moreover it is a sine qua non for assuring quality and efficiency in the functioning of institutions of higher education. Dans l'intérêt de tous les partenaires, la coopération internationale doit permettre de développer entièrement le potentiel humain, de réduire les écarts entre les nations et entre les régions dans le domaine de la science et de la technologie, et d'améliorer la compréhension entre les individus et entre les peuples afin de promouvoir la paix.

50. International co-operation based on genuine partnership, mutual trust and solidarity, making use of flexible procedures which allow the participating institutions to address problems jointly and to make a better use of resources is gaining importance in policy and programmes aimed at enhancing national capacities for the development of advanced human resources. Yet in recent times, the flow -both of capital and of intellect, which is the most precious flow- has tended to go in exactly the opposite direction -from South to North. The interuniversity co-operation should aim to entail a rapid transfer of knowledge and technology through short-term scholarships, incentives to retain staff, international professorships (such as UNESCO chairs), and twinning and networking arrangements. It is for such reasons that national authorities in charge of higher education and the institutions themselves are becoming increasingly aware of the advantages and, indeed, of the need for such co-operation as a way of sharing resources, of having access to and of bringing their own contribution to the advancement of knowledge, and of promoting the mobility of students, teachers and researchers. Inter-governmental and non-governmental organisations which are active in the field of higher education have, in turn, adopted large-scale programmes meant to encourage inter-university co-operation at the bilateral, regional and international levels.

Rehabilitation of Higher Education in the Developing Countries

51. The most pressing need for international co-operation in higher education at present is to reverse the process of decline and deterioration of its institutions in the developing countries, particularly in the less developed ones. The adverse conditions in which higher education has to function call, in the first place, for appropriate measures and efforts to be made by the respective states and institutions themselves. They must learn to do more with less, strengthening the links with the society around, in order that it may play the full part in the development effort. On voit les universités comme des institutions "à part faisant souvent partie de l'appareil de l'État, et non pas comme un organe essentiel à la vie de la société. C'est la société tout entière qui doit participer pour conférer à l'enseignement supérieur l'excellence et la qualité voulues. Beset as they are with serious socio-economic and political problems, bearing the burden of foreign debts, these countries will not find it easy to divert significant resources towards higher

education. It is therefore a matter of the collective conscience of the international academic community and a responsibility of the international organisations involved in international co-operation to assist higher education in those countries which are facing particular difficulties to develop their educational system and scientific and technological capabilities.

52. In the new convergence of thinking about the centrality of the development of human resources which has been prompted by the last series of the Human Development Reports issued by UNDP, higher education is assigned a particularly important role. It is, therefore, encouraging to see that in the face of the deteriorating conditions of higher education in many developing countries, the international community at large, the development agencies, the non-governmental organisations and foundations attach great importance to assistance and development programs in higher education and research .

53. There is also growing awareness of the need to better co-ordinate international co-operation for development in higher education. Since international aid programmes are very often complementary, they can be consolidated and expanded through co-operation. The advantages are obvious; the pooling of resources, particularly when they are as hard to come by as now; avoidance of overlapping and duplication; better identification of projects and increases assurance of their validity through collective agreement and review. More importantly, a multilateral framework of co-operation offers the beneficiaries a wider choice of inputs for particular projects, and reduces the danger of dependence on imported models of development of higher education.

The Brain Drain

54. The brain drain phenomenon has been and continues to be a major challenge for international co-operation in higher education. The adverse effects of the brain drain on developing countries are well known. According to UNDP's Human Development Report (1992), nearly one third of Africa's skilled personnel had moved to Europe by 1987 and up to 60'000 middle and high-level managers between 1985 and 1990. In Ghana, 60% of doctors trained in the early 1980s are now abroad, while a large proportion of Sudan's professionals have left the country - as many as two-thirds of the total, according to an ILO report. The Indian subcontinent has also been greatly affected. The scale of this exodus of talent from the developing to the developed world may be gauged from the fact that over one million professional and technical immigrants from the developing countries were accepted in the US and Canada alone between 1960 and 1990. Even when all allowances are made -for remittances sent home, for possible boosts to the world economy, for the level of graduate unemployment in the sending countries - this enormous outflow of skills and know-how has clearly contributed to the predicament of the developing countries, and in particular to the plight of the LDCs. The same problem is now affecting in acute form the countries of Eastern and Central Europe.

55. The brain drain is, of course, linked to academic mobility, but it is not entirely and exclusively caused by it. It is part of a much wider phenomenon of international migration resulting from interrelated economic, social and political factors. Study abroad is a contributory factor to the exodus of talent, since many students from the developing countries do not return home at the end of their courses. However, a large number of those involved in the brain drain phenomenon have in fact been educated in their own countries.

56. International co-operation in higher education provides at least for a partial solution. Broader international intellectual exchanges should stimulate an overall improvement in the quality of higher education and help to remedy some of the sources of the brain drain. Arrangements whereby students spend part of their courses at a foreign institution, inducements by the sending countries to their nationals to return home on completion of studies; increased research and library facilities, readier access to science data bases for institutions of higher education in the developing countries, measures for the reinsertion of university teachers and researchers in their country of origin, even if only for temporary periods, etc. serve to indicate how important the role of better managed international co-operation has become in alleviating the brain drain. At the same time, there is increasing awareness of the need to consider mechanisms to compensate for the loss of human investment.

Access to Knowledge

57. The quality gap between academic institutions in different parts of the world is a direct reflection of the wider economic and social asymmetries existing between the industrially developed and the developing countries. The grave socio-economic situation in many developing countries' particularly the LDCs' has had inevitable repercussions on their higher education systems. Yet' as mentioned above' in today's knowledge-intensive world, sound higher education is one of the keys to the human development that can reverse the trend. The question, then, is how disadvantaged education systems can escape from the vicious circle in which they find themselves?

58. One of the essential first steps - for which the countries and universities concerned must themselves assume the primary responsibility - is that of institutional reform and particularly, adaptation to specific needs. At the same time' international co- operation for institutional development has a vital role to play in assuring access to and in facilitating the transfer of knowledge . By virtue of their vocation' higher education institutions should be ready to assume a leading role In ensuring the universal dissemination of knowledge and in promoting the development of their fellow institutions world-wide. The challenge is to see that' in a world whose rewards and opportunities are unequally distributed' mechanisms are put into place - through easier access to knowledge, through appropriate academic mobility and through increased technical co-operation among regional groupings - knowledge and expertise are enriched while their excessive concentration is avoided and a wider international **distribution of academic excellence** is achieved.

59. All this is not to neglect the role of competitiveness in the pursuit of knowledge. However, in the academic world, as in other spheres, it is not possible to let affairs be governed simply by the competitive "laws of the market". Genuine academic solidarity requires of the members of the world scholarly community to be concerned not only about the quality/ of their own individual Institution, but also about the quality of higher education and research institutions everywhere.

Networks of Centres of Excellence

60. While it is imperative for each institution of higher education to aspire towards excellence, none of them can ever hope to attain such excellence in every field. Hence the increased role of inter-university co-operation, through which the marginalization of certain institutions, particularly in the developing countries can be avoided and academic excellence can be made more readily available through a ,division of tasks" among universities transcending

national frontiers. An interlocking system of international centres can provide an important boost to higher education within a given region and can, in particular help to promote South-South co-operation.

61. Modern technological advances render the creation and functioning of such centres particularly promising. They allow to expand the concept of academic mobility so as to include not only the traditional mobility of students, teachers and researchers' but also a sort of mobility in reverse' i.e. placing the shared potential of several institutions (the best teachers' the most complete data bases' the newest experiments, etc.) at the disposal of students, teachers and researchers of institutions situated in far away places via satellite or via video-cassettes and CD-ROM discs.

III. AN AGENDA FOR DEVELOPMENT AND CHANGE IN HIGHER EDUCATION

62. The magnitude of the challenges facing the world today and the urgency of the need for action to reverse trends which' in many instances, have reached a point beyond which it is no longer possible to intervene' call for an overhauling of socio-economic development models and of the machinery and procedures used hitherto in policy making at the regional and national levels. The need for rethinking and radical change is also the leitmotif of all debates concerning higher education. It is not within the field of competence of UNESCO' nor does the Organisation set itself as a goal to develop ready-made plans for models for the development of higher education irrespective of specific national contexts. This prerogative rests with each country and each government' in dialogue with the institutions of higher education' with the academic community, including the student community. However, UNESCO sees it as one of its important tasks, as part of its mandate established by the Member States, to encourage exchange of information and experience on trends and developments in higher education, to promote think/n~ and research on its roles and function, and, ultimately, to assist Member States in the ways and through the means established by the General Conference - in their efforts to develop their training and research capabilities through higher education and stimulate joint activities for improving quality and relevance.

63. The regional consultations on the new roles of higher education at the world level organised by UNESCO over the last five years have lead to the adoption of a number of documents such as the Legon Statement on the Mission of the African University, the Agenda of Commitment for higher education in Latin America and the Caribbean, and the Sinaia Statement on Academic Freedom and University Autonomy, in the European region. These and other documents, such as the studies resulting from the consultation on trends and issues facing higher education in Asia and the Pacific' set possible lines of action meant to bring higher education in tune with the requirements of our time and chart out its future evolution.

64. There are several elements which all these documents share in common:

-in all scenarios of the future, higher education stands out as one of the keys to the setting in motion of broader processes which are needed in order to face the challenges of the modern world;

-a new vision of the university is emerging at present, a vision which combines the inherent universality of higher education with the need for it to be in touch with and to better serve the needs of the societies in which they function, a vision which stresses the

principle of academic freedom and autonomy, while emphasising at the same time the need for accountability towards society.

65. This emerging vision of higher education calls for a renewal of the teaching, learning, research and service functions and ultimately of the institutions of higher education themselves. An institution of higher education built up in keeping with this new vision is conceived of as a "Pro-action University", serving as:

- a place of training at a high level of citizens capable of acting efficiently and effectively in a broad range of functions and activities, including the most diverse, up-to-date and specialised;
- a place to which access is made possible primarily on the basis of intellectual merit and on the ability to actively participate in its programmes' with due attention paid to assuring social equity;
- a place to which returning for up-dating and enhancement of knowledge and qualifications is part of institutional practice and culture;
- a community in which co-operation with industry and the service sectors for the economic progress of the region and nation is encouraged and receives active support;
- a place in which the important local' national and international issues and solutions are identified' debated and addressed in a spirit of objective criticism, favouring the active participation of citizens in the social, cultural and intellectual progress;
- a place to which governments and other public institutions can go for scientifically-reliable information which is increasingly being required for decision-making at all levels, while also promoting public Participation in the decision-making process;
- a community which is fully engaged in the creation and dissemination of knowledge' in the advancement of science and the development of technological innovations and inventions;
- a place of learning which is founded on quality and knowledge alone' and inculcates in the minds of its future graduates a sense of commitment to the pursuit of knowledge, combined with a sense of responsibility to place their training in the service of social development;
- a community whose members are fully committed to the pursuit, defence and promotion of social justice, freedom, dignity and democracy in their own countries and in the world, and fully engaged in innovative instruction for genuine participative citizenship and in the teaching and building up of a culture of peace, understanding and tolerance among peoples.
- an institution fully situated in the world context, with its threats that know no frontier, and with its vast possibilities. An institution adapted to the rhythm of contemporary life, to the distinctive features of each region, each country. For this and because of this, the institutional and conceptual transformation of the university represents an essential part of the wider process of change, of the necessary transformation of society at the approaches of the new millennium".

66. Evidently, this general vision of the "Pro-action University" implies the search of institutional models and practices which meet the specific conditions and possibilities of the community, country and region. This search for the renewal of higher education should be an essential part of the wider process of change of society at the approach of the new millennium. As outlined above, the responsibility for the actual form and measures of implementation of the renewed higher education system belongs to each and every country and to its academic community.

IV. UNESCO's ROLE IN REINFORCING INTERNATIONAL DIALOGUE AND CO-OPERATION

67. The critical areas in which UNESCO sees the need to focus international dialogue and co-operation in higher education are expressed through four main areas: the two first, linked to the institutional life of the universities (quality and relevance), the two others concerning the responsibility of higher education to the whole system of education (teacher education on one side, and educational research and innovations). In this framework, special attention is paid to:

- the role of higher education in economic, social and cultural life;
- the status of teachers and the condition of students;
- innovations in the organisational structures and functional practices of higher education;
- enhanced internationalisation of higher education, with special emphasis on support to the developing countries strengthening systems of interuniversity co-operation and mobility.
- teacher education
- educational research and innovations.

Innovations in Higher Education

68. A priority list of concerns could include the following:

- structural changes (institutional differentiation and diversification);
- participation in and access to higher education: students in higher education;
- the impact of continuous education (open and distance education);
- changes in curricula (balance between professional training and general education; bridges between various levels and paths of training, teaching, learning, evaluation, university teachers and researchers);
- academic assessment and accreditation;
- financing and management (at the institutional and systems level).

UNESCO's action could be geared simultaneously towards promoting reform in these areas at the institutional, national and regional levels, and of taking stock of developments so as to be used for a constructive exchange of experience.

Higher Education and Economic and Cultural Life

69. As repeatedly outlined, developing strong and complex links and partnerships with industry and other sectors of economic life is vital for the future development of higher education. At the same time, in line with the concept of cultural development to which UNESCO is fully committed in view of its responsibilities within the framework of the World Decade for Cultural Development¹ the role of higher education in cultural development will be a major concern for UNESCO.

The UNITWIN Programme and the UNESCO Chairs Scheme

70. Ever since its foundation, UNESCO has focused its higher education programme on promoting regional and interregional co-operation, through its own regional centres and offices, and through support extended to various networks or consortium-typed arrangements which operate under the responsibility of participating institutions or of non-governmental organisations of higher education. Following the decision of the General Conference, UNESCO has launched two major initiatives: the UNITWIN programme and the UNESCO Chairs Scheme. UNITWIN is a typical programme for university development co-operation. Its aim is to foster institutional development (i.e. the development of the educational and research capacities of higher education institutions in the developing countries) through the transfer and development of knowledge and technology which are adjusted to relevant needs of the regions or countries concerned.

71. UNITWIN is intended to develop university networking and other linking arrangements along North-South, South-South and East-West axes with the aim of promoting institutional development and facilitating the exchange of expertise and experience as well as staff and students. It links up, in the case of Africa, with the Priority Africa programme, which places special emphasis on university development. The UNESCO Chairs Scheme involves the creation, in partnership with universities and other appropriate bodies, of professorships enabling visiting scholars to provide the core expertise for the development of centres of excellence in key disciplines and fields related to sustainable development.

72. UNITWIN and the UNESCO Chairs Scheme have been initiated by UNESCO in full awareness of the fact that they require considerable resources if they are to succeed. Despite the scarcity of resources faced by all programmes aimed at promoting international co-operation in higher education¹ UNESCO has nevertheless launched these initiatives with the conviction that the international community - governments' intergovernmental organisations' donor agencies' the public and the private sector will respond favourably to what is considered to be a priority for international assistance. At the same time, UNESCO has relied on the institutions of higher education and on world academic solidarity in order to launch a large movement of support to higher education in the developing countries based on a new "academic covenant".

United Nations Educational, Scientific and Cultural Organization

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for Change and Development
in Higher Education**



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7 place de Fontenoy, 75352 Paris 07 SP
Set and printed in the workshops of UNESCO
ED-94/WS/30
UNESCO 1995
Printed in France

Versions in French, Spanish and Portuguese re found in Internet

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Foreword

UNESCO has had a standing commitment to fostering the development of higher education and research since its foundation almost 50 years ago. As we approach the end of this century and prepare to enter a new millennium, we are witnessing an unprecedented development of higher education and increased awareness of its vital role for economic and social development. Yet higher education is in a state of crisis in practically all countries of the world. Although enrolments are on the increase, the capacity for public support is declining. The gap between the developing and the developed countries with regard to higher learning and research, already enormous, is becoming wider.

The current trends and new challenges facing higher education imply the need to rethink its role and mission, identify new approaches and set new priorities for future development. This has been the leitmotif of the debates on higher education initiated by UNESCO during its third Medium-Term Plan (1990-1995) at regional and international level. It is with the same conviction that the UNESCO Member States adopted a resolution at the twenty-seventh session of the General Conference in 1993, inviting me to 'pursue the elaboration of a comprehensive policy for the Organization covering the whole field of higher education'.

This policy paper is a response to that decision. It gives a synthesis of what UNESCO sees as the main trends in higher education and also attempts to formulate a perspective for the Organization concerning key policy issues in this field. It raises a number of pertinent issues to which our attention has been drawn by Member States and by the academic communi-

ty. In view of the above, it formulates a basic rationale on which the process of change and development of higher education could be based and implemented. However, the paper is in no way intended to impose models or make rigid prescriptions; at best, it may serve as an 'intellectual compass' for the Member States and for those in charge of higher education in designing their own policies, by taking into account the inherent diversity and specific needs and conditions prevailing at regional, national and international level. The paper is also meant to be of use to UNESCO itself in charting out the main direction of its higher education programme.

This document should be considered as an important part of UNESCO's contribution to the ongoing debate on all aspects of education at the turn of this century, including higher education. It should also be seen as a starting-point for initiatives and activities promoting higher learning and research, and as an important step towards a revival of support for higher education worldwide.

The complex challenges facing higher education on the threshold of the twenty-first century call for the participation of many actors, and for a diversity of views and approaches. This document should therefore be regarded as complementary to work being done in this field by other international and regional organizations and bodies. However, like many other problems facing contemporary societies, those concerning higher education call for concerted and integrated action. I therefore take this opportunity to appeal for greater co-operation among all the actors to achieve our common goal - the further development of

higher education as an instrument for reaching sustainable human development.

Finally, I wish to express my sincere thanks to the Member States and to international governmental and non-governmental organizations as well as to UNESCO's many other partners for their insightful comments on the draft version of this policy paper.

Federico Mayor
Director-General of UNESCO

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Executive summary

1. The analysis and rationale for change and development in higher education at both system and institutional level presented in this policy paper stem from a worldwide reflection exercise on the **role**, main **trends** and **challenges** facing higher education in which UNESCO has been engaged during the last few years. It is also part of a broader process aimed at reinforcing UNESCO's role, in its areas of competence, in the light of current and potential political, social, economic and cultural developments.

11. The nature of the activities and functions of higher education and its diverse institutional framework means that this document is addressed to a wide range of people - from individual members of the academic community to all stakeholders and decision-makers, and to international organizations, including UNESCO itself. It is, however, primarily directed at the main actors responsible for the setting up and implementation of higher education policies at national and institutional level, as well as those who have an impact on international academic cooperation.

Trends in higher education

111. Recent developments in higher education are diverse and often specific to regional, national and local contexts. Over and above these differences, however, three main trends emerge which are common to higher education systems and institutions worldwide: **quantitative expansion**, which is nevertheless accompanied by continuing inter-country and inter-regional inequalities in access, **diversification** of institutional structures, programmes and forms of studies, and **financial constraints**. The widening gap between the developing and developed countries with regard to the conditions of higher education and research is of particular concern.

Challenges for higher education in a changing world

IV. Despite progress in many areas of human endeavour, the challenges of today's world are paramount. An overview of the main global trends shows a series of concurrent, sometimes contradictory, processes of: **democratization**, **globalization**, **regionalization**, **polarization**, **marginalization** and **fragmentation**. All of these have a bearing on the development of higher education and call for adequate responses on its part. Equally important are the shifting imperatives of economic and technological development, and the modifications in development strategies, which - as UNESCO also advocates - should pursue **sustainable human development** in which economic growth serves social development and ensures environmental sustainability. The search for solutions to the problems arising from these processes depends on education, including higher education.

Responses of higher education - a new vision

V. The responses of higher education to a changing world should be guided by three watchwords which determine its local, national and international standing and functioning: **relevance**, **quality** and **internationalization**. It is also in relation to these objectives that the role and contribution UNESCO can make to facilitate the process of change and development are formulated.

VI. The relevance of higher education is considered primarily in terms of its role and place in society, its functions with regard to teaching, research and the resulting services, as well as in terms of its links with the world of work in a broad sense, relations with the State and public funding, and interactions with other levels and forms of education.

VII. The need for relevance has acquired new dimensions and greater urgency as modern economies demand graduates able to constantly update their knowledge, learn new skills and with the qualities to be not only successful job seekers but also job creators in continuously shifting labour markets. Higher education has to rethink its mission and redefine many of its functions, particularly in view of society's need for lifelong learning and training.

VIII. One of the prerequisites for the successful functioning and management of higher education resides in good relations with the State and society as a whole. These relations should be based on the principles of **academic freedom** and **institutional autonomy** which are essential for the preservation of any institution of higher education as a community of free inquiry, able to perform its creative, reflective and critical functions in society. While the State may and should assume catalytic and regulatory roles, institutional self-governance in higher education should prevail. At the same time, the entire socio-economic environment compels higher education institutions to build up ties and linkages with the State and other sectors of society, and to accept that they are accountable to society in general.

IX. **Limited public funding** is one of the main constraints on the process of change and development in higher education. It is also a source of its current crisis and of the strained relations between the State and the academic community. Higher education institutions need to improve their management and to make more efficient use of the human and material resources available, thus accepting their accountability towards society.

X. Public support for higher education remains essential, but higher education institutions need to engage in an earnest search for alternative funding sources. Moreover, all stakeholders students, parents, the public and private sectors, local and national communities and authorities must join in this search. Nevertheless, the specific conditions prevailing in each country indicate that it would be erroneous to expect that alternative funding can bring higher education out of the current crisis and stop the process of deterioration now affecting many institutions, particularly in the developing countries.

XI. The introduction of **tuition fees** is a sensitive issue in higher education because it touches on many aspects of social justice and mobility, educational equity and the educational, social and fiscal policies of the State in general. It also has to be seen in the context of academic streaming which is in turn affected by existing tuition fees at earlier levels of the education system. Attention should also be paid to the possibility of introducing other forms of financing higher education.

XII. There is a risk that a policy of detachment of the State from higher education in matters of financing may result in excessive pressure for cost recovery, alternative funding and a narrow interpretation of the need for self-reliance. If higher education is to make a significant contribution to the advancement of society, the State and society at large should perceive it less as a burden on the public budget and more as a **long-term national investment** for enhancing economic competitiveness, cultural development and social cohesion. This is also the framework within which the problem of cost-sharing in higher education needs to be addressed.

XIII. The renewal of teaching and learning in higher education is essential for enhancing its relevance and quality. It calls for the introduction of programmes which develop the intellectual capacity of students, for improving the **interdisciplinary** and **multidisciplinary content of studies**, and for the use of methods of delivery which increase the effectiveness of the higher

learning experience, particularly in view of the rapid advances in information and communication technologies.

XIV. **Research** is not only one of the major functions of higher education but also a precondition for its social relevance and academic quality. The educational benefits of activities associated with research are often underestimated. These should be taken into account when decisions are made about funding academic research, especially as we are approaching a stage in development when the number of areas of common concern and joint investigation between science, technology and culture is rapidly increasing. Higher education should be seen as an indispensable partner in promoting these links.

XV. **Quality** has become a major concern in higher education. This is because meeting society's needs and expectations towards higher education depends ultimately on the quality of its staff, programmes and students, as well as its infrastructure and academic environment. The search for 'quality' has many facets and the principal objective of quality enhancement measures in higher education should be institutional as well as system-wide self-improvement.

XVI. **The assessment and enhancement of quality** should start with and actively involve the teaching and research staff, given their central role in the activities of higher education institutions. Human resources development policies, especially concerning recruitment and promotion, should be based on clear principles and well-defined objectives. They should stress the need for the initial and in-service training of academic staff and for more rigorous mechanisms in the selection and training of staff for administrative and management functions in higher education.

XVII. The **quality of students** represents an immense problem, especially in view of mass enrolment, diversification of study programmes and current levels of higher education funding. Under these conditions, governments and higher education institutions are adopting varying solutions. There is general consensus that the quality of students in higher education depends largely on the aptitude and motivation of those leaving secondary education - hence the need to re-examine such issues as the interface between higher and secondary education, and student counselling and orientation, as well as the need to foster the notion of responsibility towards society among students, particularly those benefiting from public support.

XVIII. The **quality of the physical and academic infrastructure** of higher education is important for its teaching, research and service functions, as well as for institutional culture, which is indispensable for keeping together highly diversified and often geographically scattered higher education institutions. Capital investment in infrastructure - from campus access roads, research laboratories and libraries to information highways - should be seen as public works forming an integral part of the overall efforts towards modernization of the economy-linked infrastructure.

XIX. **Quality assessment** is essential to the search for solutions which will enhance the quality of higher education. It is important that quality assessment should not be carried out with financial issues only in mind or be related mainly to those aspects of the overall functioning of higher education institutions which lend themselves more easily to quantitative measurement in the form of quality indicators. Due attention should be paid to the observance of the principles of **academic freedom** and **institutional autonomy**. However, those principles should not be invoked in order to militate against necessary changes or as a cover for narrowly interpreted corporatist attitudes and abuse of privileges that can, in the long run, have a negative effect on the functioning of higher education.

XX. The **internationalization** of higher education is first of all a reflection of the universal character of learning and research. It is reinforced by the current processes of economic and political integration as well as by the growing need for intercultural understanding. The expanding

number of students, teachers and researchers who work, live and communicate in an international context attests to this trend. The considerable expansion of various types of networking and other linking arrangements among institutions, academics and students is facilitated by the steady advance of information and communication technologies.

XXI. International co-operation should be based above all on partnership and the collective search for quality and relevance in higher education. The deteriorating conditions in which higher education institutions function, particularly in some developing countries, require **international solidarity**. In this respect, it is important to promote those programmes and exchanges which can contribute to reducing existing imbalances and facilitating access to and transfer of knowledge.

Change and development in higher education - the role of UNESCO

XXII. The trends and challenges facing higher education and its possible responses have direct implications for the work of UNESCO. They call for:

- **strengthening of UNESCO's role** in the development of higher education and research, in its capacity as the specialized agency of the United Nations system covering these fields;
- **commitment** of the Organization to those principles and values which should guide policies and strategies for change and development in higher education, particularly increased access, with due attention to equity;
- **promotion** of diversity in higher education, as a prerequisite for its enhanced relevance and quality;
- **furtherance** of academic freedom and institutional autonomy, as perennial values of higher education;
- **focusing its activities** in the field of higher education on promoting international co-operation, with particular emphasis on support for the strengthening of higher education and research capacity in the developing countries.

XXIII. The development of education, including higher education, through international co-operation has been a major field of action of UNESCO since its foundation. Achieving **basic education for all** and enhancement of opportunities for **lifelong learning** constitutes UNESCO's priority in the field of education. This objective goes hand in hand with the need for the renewal and advancement of education at all levels, including higher education. UNESCO will urge governments and other national and international institutions to consider higher education as a social, economic and cultural investment, and to create adequate conditions for its functioning.

XXIV. UNESCO's agenda in the field of higher education will continue to favour the **broadening of availability and participation** in higher education. Making higher education 'accessible to all on the basis of individual capacity', as stipulated in the Convention against Discrimination in Education adopted by UNESCO in 1960 and reinforced by subsequent international covenants, remains a major concern of the Organization.

XXV. In line with the concurrent trends which agree on the need for rethinking and reform of higher education systems and institutions, UNESCO focuses its action on relevance and quality as the key features of a forward-looking higher education policy. The Organization seeks to promote diversity among higher education institutions and systems. Furthermore, UNESCO emphasizes the need to pursue efforts towards further differentiation of study programmes as the

means to better adapt higher education to specific national and local needs, while not losing sight of the universality of knowledge and the paramount criterion of quality.

XXVI. UNESCO will make further efforts to respond to the prerequisites for informed decision-making and a necessary basis for monitoring and tracking change and developments in higher education, and to assist Member States and their higher education institutions to develop mechanisms and methods for ensuring quality and for evaluation. In meeting this responsibility, the Organization will continue to decentralize such activities to its Regional Offices and centres. The development of effective instruments for policy-making also require the Organization to pursue its work in the field of higher education, including the improvement of the coverage, reliability, concepts and definitions of statistics and indicators on science and higher education as well as promotion of research on higher education.

XXVII. Particular importance will be attached to promoting the principles of **academic freedom** and **institutional autonomy** as basic prerequisites for academic life and the functioning and development of higher education institutions. In view of the need to set internationally accepted standards in this respect, UNESCO will co-operate with Member States, with non-governmental higher education organizations and with the academic community as a whole in reinforcing these principles and enhancing the status of higher education teachers.

XXVIII. In accordance with UNESCO's constitutional mission, **the expansion of international co-operation** will continue to be both its major objective and its main mode of action in the field of higher education. UNESCO's agenda is to promote co-operation worldwide while searching for more effective ways to contribute to the strengthening of higher education and research capacity in the developing countries.

XXIX. The **UNITWIN/UNESCO** chairs programme will continue to be the Organization's major plan of action designed to reinforce networking and other linking arrangements among higher education institutions at the interregional, regional and subregional levels. The wide range of activities covered by this programme and its flexible organizational and financing approaches have confirmed it to be suitable for the transfer of knowledge, and well adjusted to the relevant needs of the regions, countries and institutions of higher education concerned. Further development in this area will be carried out, taking into account other initiatives of UNESCO such as the UNISPAR (University-Industry-Science Partnership) programme and MOST (Management of Social Transformations).

XXX. UNESCO's ultimate objective in this process of change and development in higher education is overall renewal and a new vision of higher learning and research embodied by the concept of a '**pro-active university**' firmly anchored in local circumstances, but fully committed to the universal pursuit of truth and the advancement of knowledge. This should lead to the emergence of a new '**academic covenant**' which would put higher education in all Member States in a better position to respond to the present and future needs of sustainable human development.

I. Introduction

1. The second half of this century will go down in the history of education as a period of extraordinary expansion and qualitative transformations in **higher education**, which should be understood as one of the main parts of the functionally interdependent education system. It is usually composed of a wide range of types of institution where **studies and training** at higher level, **teaching**, the conduct of **research** (even if its level of intensity and funding, range of fields and scholarly standing can differ between particular types of institution), and services to society are principal tasks and activities.

2. This development should be seen as confirmation that we are living at a time when without good training and research at the higher level, no country can assure a degree of progress compatible with the needs and expectations of a society in which economic development is carried out with due consideration for the environment and is accompanied by the building of a 'culture of peace' based on democracy, tolerance and mutual respect, in short - **sustainable human development**.

3. It is under such broad terms that higher education everywhere is being called upon to be better adjusted and more responsive to the demands of times in which new opportunities are accompanied by new challenges and upheavals. It is now clear that higher education, like many other levels and forms of education, is being asked to re-examine, in view of its relations with society and particularly with the economic sector, its institutional and organizational setting, funding arrangements and management. Higher education is being asked to develop, with all relevant partners, a **comprehensive vision** of its goals, tasks and functioning.

4. UNESCO considers that the relevance of its mission is greatly reinforced at the present time, in many fields within its mandate, including that of higher education and science. In the fulfilment of its constitutional functions, namely to 'maintain,

increase and diffuse knowledge ... by encouraging co-operation among the nations in all branches of intellectual activity, including the international exchange of persons active in the field of education, science and culture', UNESCO relies on higher education and the academic and research community as a major partner in action. Moreover, it regards higher education as an intrinsic component of its overall programme in its main fields of competence - **education, science and technology, social and human sciences, culture and communication**.

5. In the context of current developments in higher education, international organizations active in this field are rethinking their policy agendas and programmes. UNESCO, in resolution 1.12 adopted at the twenty-seventh session of the General Conference in 1993, invited its Director-General to 'pursue the elaboration of a comprehensive policy for the Organization covering the whole field of higher education'. This policy paper is a response to that resolution.

6. The document is the outcome of a worldwide reflection exercise on the role, main trends and challenges facing higher education, undertaken by UNESCO in close cooperation with national authorities in charge of higher education, non-governmental organizations representing the academic community and those involved in research on higher education. In response to the challenges facing higher education in a rapidly changing world characterized by shifting imperatives of economic and technological development and by new needs for social and cultural development, UNESCO launched, at the start of the 1990s, a worldwide reflection exercise on the role, main trends and challenges facing higher education. This consisted mainly of regional consultations which discussed and adopted several programmatic documents such as the *Legon Statement on the Mission of the African University (Accra, 1991)*, the *Agenda of Commitment for Higher Education in Latin America and the Caribbean (Caracas,*

1992), and the Sinaia Statement on Academic Freedom and University Autonomy (Sinaia, 1992). Several studies were undertaken by the regional bureaux and centres of UNESCO. At the same time, the Secretariat of the Organization, in collaboration with the United Nations University and non-governmental organizations in the field of higher education, initiated the elaboration of two synthesis volumes, the first, entitled *The University as an Institution Today*, by Alfonso Borrero Cabal, was published jointly by the International Development Research Centre (IDRC) - Ottawa and UNESCO in 1993, and a second, entitled *The Role of the University: A Global Perspective*, edited by Torsten Husen, in 1994 as a joint publication of the United Nations University and UNESCO.

Data and analyses included in the *Statistical Yearbooks* of UNESCO, the 1991 and 1993 editions of *World Education Report*, the *World Science Report 1990* as well as other UNESCO studies and documents provided the factual evidence used in the elaboration of this policy paper.

7. The meetings, publications and documents mentioned above have greatly contributed to building a **shared platform of ideas and a conceptual framework** for development and change which is reflected in the vision of higher education presented in this policy paper. Its elaboration should also be seen as part of a broader process aimed at reinforcing UNESCO's role in the light of the profound political, social, economic and cultural developments currently taking place. Special mention should be made of the forthcoming reports by the International Commission on Culture and Development and the International Commission on Education for the Twenty-First Century, which was set up by UNESCO under the chairmanship of Jacques Delors, President of the Commission of the European Communities. Its reflection on the new role and demands of education also covers the challenges facing higher education in the context of other levels and forms of education.

8. The nature of the problems facing higher education is such that comprehensive, system-wide as well as institutional-level reform is needed. Consequently, any attempt to formulate a policy framework must draw on a wide variety of view-points. Several agencies of the United

Nations system have been involved in the current debate on higher education. Other intergovernmental organizations have undertaken a similar exercise in the context of their own programmes and agendas. Their experience has been of great assistance.

9. The paper begins with a brief analysis of what IJNESCO considers the main trends in higher education and which can serve as a basis for the formulation of the Organization's policy. These trends are drawn from diverse national experiences worldwide and from the views expressed by Member States, intergovernmental and non-governmental organizations, higher education authorities, decision-makers and researchers. The main challenges facing higher education in a rapidly changing world may be grouped under three main headings:

- **relevance**, meaning the role and place of higher education in society and therefore covering its mission and functions, programmes, content and delivery systems, as well as equity, accountability and financing issues, while emphasizing **academic freedom** and **institutional autonomy** as the principles underlying all efforts to assure and enhance relevance;
- **quality**, defined as a multidimensional concept embracing all main functions and activities in higher education;
- **internationalization**, the inherent characteristic of higher education which has been considerably enhanced throughout the latter half of this century.

10. One of the principal features of the paper is an **examination of how higher education can respond** to these challenges, both at system and institutional levels, and on the **contribution that UNESCO can make** to supporting Member States and their higher education institutions in developing their own policies and in facilitating the process of change and development.

11. The comprehensive character and structure of this policy paper means that it is addressed to a broad spectrum of people. They range from individual members of the academic community to stakeholders and decision-makers in higher education and international organizations, including UNESCO, in view of its role as the specialized United Nations agency in this field.

II. Trends in higher education

12. Key developments in higher education over the last quarter of a century are **quantitative expansion**, which has nevertheless been accompanied by continued inter-country and interregional inequalities in access, **differentiation of institutional structures, programmes and forms of study**, and **financial constraints**. The latter has become increasingly detrimental to the overall functioning of higher education, has led to a decline in academic quality and is putting a strain on research activities, even in countries with a strong academic base and tradition. Inability to keep pace with scientific and technological developments - UNESCO's *World Science Report 1993* shows that more than 80 per cent of world research and development (R&D) activities are carried out in just a handful of industrialized countries - means there is a widening gap between the developed and developing countries in this respect.

Quantitative expansion

13. **Quantitative expansion** can be observed in student enrolments in higher education all over the world even if the rates of growth show substantial differences from one region or country to another. This overall trend is due to several factors: demographic growth, significant advances in the provision of primary and secondary education which have meant that more young people are eligible to seek admission to higher education; the economic growth experienced by many countries and regions, and awareness that this development correlates well with investment in higher education. Another major reason is the emergence of independent and democratic countries which have seen in higher education a key instrument not only for their future economic development but also for the social, cultural and political change required to remove the vestiges and inheritance of colonialism and other undemocratic systems, to foster national identity and to develop local human resources and capacities to receive and apply knowledge and technology.

14. UNESCO's statistical data clearly demonstrate this process of growth. **Enrolments in education at all levels** grew from 437 million in 1960, representing some 14 per cent of the world's population, to 990 million in 1991, or 18 per cent of the world's population. The number of students in higher education grew even faster from 13 million students in 1960 to 28 million in 1970, 46 million in 1980 and 65 million in 1991. The figures for the developing countries show a particularly rapid rate of growth - from 3 million students in 1960 to 7 million in 1970, 16 million in 1980 and 30 million in 1991. As a consequence, the proportion of student enrolments from the developing countries increased from 23.1 per cent in 1960 to 46.2 per cent in 1991. In some regions the growth in enrolments appears spectacular: from 100,000 students in 1970 to 1 million in 1991 in sub-Saharan Africa, from 400,000 in 1970 to 3 million in 1991 in the Arab States, from 4 million in 1970 to 18 million in South and East Asia, and from 2 million in 1970 to 8 million in 1991 in Latin America and the Caribbean.

15. However, when interpreting these trends, it is necessary to bear in mind the very low starting base of higher education in the developing countries and the high rate of population growth there. It must also be recalled that the younger population has been growing continuously in the developing countries while most developed countries have experienced an increase in their older population.

16. To put enrolment increases into perspective it is necessary to relate them to the corresponding school-age population. This ratio, expressed as a percentage, gives an idea of the capacity of access to a given level of education. Enrolment ratios of the 18 to 23 age-group indicate considerable inequalities among the principal world regions. The figures confirm a fairly steady growth overall - from 9.6 per cent in 1960 to 14.8 per cent in 1970 and 18.8 per cent in 1980, followed by a slight decrease to 18.6 per

cent in 1990, rising again to 18.8 per cent in 1991. Over the same period, the enrolment ratio in the developed countries showed a steadier increase and at a much higher level - 15.1 per cent in 1969, 27.1 per cent in 1970, 30.7 per cent in 1980 and 40.2 per cent in 1991. The corresponding ratios for the developing countries were: 7.3 per cent in 1960, 10.1 per cent in 1970, 15.1 per cent in 1980 and 14.1 per cent in 1991.

17. This **inequality of access** becomes particularly obvious when considered in terms of the number of students per 100,000 inhabitants, which is a revealing indicator of the overall level of development of higher education in a given country or region. In 1991, this number varied from over 5,000 students in North America to more than 2,500 in practically all the developed countries. Only a few developing countries have a ratio within this range and the vast majority have far fewer students. Particularly worrying is the situation in sub-Saharan Africa, where the ratio is less than 100 students per 100,000 inhabitants. This means that young people's opportunities to pursue higher education in the region are 17 times lower than in the industrially developed countries (on average, they are four times lower for young people in all the developing countries). As underlined in UNESCO's *World Education Report 1993*, the 'higher education gap' between the countries of sub-Saharan Africa and the rest of the world is one of the most striking disparities in education today.

18. It is also significant that the expansion of student enrolment has been concentrated in study programmes involving lower spending on personnel, equipment and overall functioning than in more resource-demanding fields of study such as the natural sciences and technology. While the overall growth in student enrolment has also meant broader access of under-represented categories such as women, ethnic minorities and students from low-income families or rural areas, greater equity in access to higher education must remain an objective of any forward-looking policy.

19. Trends concerning **women's participation in higher education** attest to what can be achieved when adequate policies are adopted. UNESCO's statistics show that the percentage of women in the total student population in higher education increased from 34 per cent in

1960 to 43 per cent in 1980 and 45 per cent in 1991 (it is estimated that it will stay at about 44 per cent until the year 2025). Although appreciable progress has been made, there are still noticeable differences between the major regions of the world. In 1991 the percentage of women students was 27 per cent in sub-Saharan Africa, 33 per cent in East Asia, 36 per cent in South Asia and 37 per cent in the Arab States. Concern has also been expressed that female enrolment is often concentrated in certain clusters of fields of study such as medical care and teaching, while women are under-represented in science and technology and in postgraduate studies that lead to an academic career.

20. UNESCO's projections for enrolment in higher education show an increase in the number of students worldwide from 65 million in 1991 to 79 million in the year 2000, 97 million in 2015 and 100 million by 2025. The need to develop **mass quality higher education** will represent a major challenge in the years to come. Projected enrolments in the developing countries also show a strong increase: from 30 million students in 1991 to 40 million in the year 2000, 50 million in 2015 and 54 million in 2025. However, in view of the projected population growth over the same period, the inequality in opportunities for higher education will persist: while participation in higher education should cover about half of the eligible population in the developed countries, less than 10 per cent of the population will be enrolled in higher education in the developing countries.

Diversification of structures and forms

21. Profound changes in the institutional structures and forms of higher education as well as methods of teaching, training and learning have been or are being undertaken by national authorities and by the institutions themselves. One of the direct results has been the **diversification** of higher education in practically all world regions. Although universities in particular, which cherish their long-established traditions, are somewhat resistant to change, higher education as a whole has undergone a far-reaching transformation in a relatively short period of time.

22. The reasons for these changes are both external and internal. Among the **external factors**, the following have been particularly relevant for the process of diversification:

- increased social demand for higher education and the need to cater for a much more diversified clientele;
- drastic cuts in spending on public higher education, thus compelling institutions to design alternative, more cost-effective programmes and delivery systems;
- constantly changing labour market needs which have required higher education institutions to make provision for training in new professional, technological and managerial fields and in new contexts, as a result of the globalization and regionalization of economies.

23. The following three **internal factors** have been pertinent, particularly for the reorganization of teaching and research activities in higher education:

- enormous advances in science, resulting in the development of academic disciplines and their further diversification;
- growing awareness of the need to promote interdisciplinary and multidisciplinary approaches and methods in teaching, training and research;
- rapid development of new information and communication technologies and their growing applicability to various functions and needs in higher education.

24. The cumulative outcome of the processes outlined above is a pronounced diversity within the national systems of higher education, mainly concerning institutional structures, programmes, student population and funding sources. The internal complexity of national systems is such that hardly any taxonomy, however flexible, can make a clear-cut distinction between various types of institution and programme. There is, nevertheless, a certain degree of similarity in the way the individual institutions see their place in the higher education system. The identification and analysis of some particularly distinctive traits are a relevant indicator of past changes, and can also signal the likely direction of development.

25. The following dichotomous, but not necessarily bipolar, differentiations within many higher education systems have been observed during recent years concerning:

- **University and non-university types of higher education institution.** Even if there are noticeable variations among universities themselves concerning the amount and quality of research, the number of academic disciplines and study programmes and so on, they are nevertheless significantly different from non-university higher education institutions.
- **Size.** Higher education institutions range from small to medium-sized and large institutions with corresponding differences in the number of students and staff. Large institutions are frequently located in urban centres where they may be major employers. When higher education institutions function in several localities, they are often multi-campus organizations accommodating various affiliated colleges and institutes as well as postgraduate or professional schools. Some function as 'federated' or 'comprehensive' universities.
- **Academic profile and level of study.** Certain institutions have a disciplinary specialization such as agriculture, medicine, teacher training, social sciences or physical education, but the current trend is towards a more comprehensive disciplinary context. Closely linked to this trend is diversification of levels of study. The programmes usually classified as undergraduate, graduate and postgraduate and which lead to one of the three main types of degree - bachelor, master and doctor (or their national and professional equivalents), are the main forms of certification in higher education. However, many functions associated with higher studies and training are now taking place in environments other than traditional higher education institutions. These programmes often respond to the specific learning needs of a highly diverse clientele for example by providing distance learning courses - and answer the demands of further professionalization and the constantly changing labour market. Their certification raises problems of both an academic and professional nature, including the need to grant academic recognition to skills acquired outside academic institutions.
- **The student body.** For economic and social reasons, the number of part-time,

non-degree-course students is increasing. Furthermore, even full-time students are tending more often to begin studies after some work experience or to alternate periods of work with periods of study. Consequently, the traditional age structure of the student body is becoming more diversified.

- **Funding sources** and proprietary status. Higher education institutions fall into three major categories: public, private and mixed. The proportion of students in private institutions is on the increase, reaching over 50 per cent of total enrolments in some countries, mostly developing ones. The recent emergence of private higher education institutions and professional schools, especially in Central and Eastern Europe, meant that laws had to be passed to cope with this new sector. It is generally agreed that, at least from the point of view of academic standing, the differences between private higher education institutions are greater than those within the public sector. It should also be pointed out that there can be substantial differences even within a given national system concerning the legal status and academic accountability of different private higher education institutions.

26. Other types of differentiation can be discerned in higher education, although they are less relevant to the ongoing diversification process. Thus, in certain national systems a distinction can be observed between institutions which, by their character and location, have a national mission and those which cater for the needs of a particular region or even locality. On the other hand, certain institutions, particularly professional schools, are international in character. There are also regional institutions serving the needs of several small States, particularly island States, which lack the economies of scale that would enable them to establish fully fledged institutions of their own. Other institutional distinctions can be made between secular and religious institutions and although this is increasingly uncommon - between gender-specific institutions.

27. It would be erroneous to present any of the types of institution and programme described above as optimum responses or models. It might be tempting, for instance, to postulate that if

wider access to and provision of higher education at a lower cost were the desired goals, then differentiated institutions, preferably distance education-based and predominantly private, would be the solution. However, one should not lose sight of the fact that a decision taken about one component, function, mission or structure in a higher education system does not leave the others unaffected. Diversification is a most welcome trend in higher education today which should be supported by all the means available. But underlying all decisions geared towards promoting diversification must be concern to ensure the **quality** of institutions and programmes, **equity** with regard to access and the preservation of higher education's **mission** and **function**, with full respect for **academic freedom** and **institutional autonomy**.

Constraints on funding and resources

28. The correlation between investment in higher education and the level of social, economic and cultural development is well established. There is, therefore, concern about the continued demand for quantitative expansion in higher education within the existing pattern and level of its financing. In the majority of cases, the growth in the number of higher education students has not been accompanied by increases in the allocation of resources in real terms, thus obliging many institutions to make cutbacks in their budgets, study programmes, modernization of infrastructure, library holdings, international co-operation and even academic staff. Shortage of funds combined with growing public awareness of how these are allocated has often brought about a reduction of State funding for higher education, in both developed and developing countries. Funding constraints have affected all types of higher education institution, even the best endowed.

29. Meeting rising social expectations about higher education when resources are diminishing presents major difficulties for the developing countries, particularly where fiscal constraints deriving from the need to control public budgets have been further affected by the consequences of structural adjustment policies. According to UNESCO's statistics, developing countries spend a much higher proportion of their GNP on the public higher education sector. But even when

relatively high priority is given to higher education, these countries are still far from able to allocate the level of support they need or that can be found in the developed regions of the world. On average expenditure per student in absolute terms is ten times lower in the developing countries than in the industrialized world. Such problems reveal a policy dilemma with regard to public spending on higher education: the poorer the region, the higher the relative cost per student, estimated in terms of the percentage of GNP allocated to higher education.

30. Hardly any country can nowadays support a comprehensive system of higher education from the public purse alone. Moreover, given the state of the economy in a number of regions and persistent State and local budget deficits, it seems unlikely that this trend will be reversed in the coming years. The call to seek alternative sources of funding is part of the current 'policy landscape' in higher education. As a consequence, there is enormous pressure for a modified **distribution of cost-sharing responsibilities**, through the introduction and/or increase of tuition fees and other study-related charges, and through the encouragement of various **income-generating activities** such as contract research, a broad range of academic and cultural services and short-term courses. The search for alternative funding has proved much more difficult for the developing countries.

Enhanced internationalization

31. Recent developments in education and science have reinforced the validity of the argument that since knowledge is universal, its pursuit, advancement and dissemination can be greatly enhanced by the collective efforts of the international academic community. This is the reason for the ingrained international dimension of academic life in general, encompassing higher education institutions, scientific societies and student associations. The particular attention paid to the internationalization of the content and context of higher education functions and the growth of student and staff mobility gain additional significance in the light of current trends in global trade, economic and political integration and the growing need for intercultural understanding. The expanding number of students, teachers and researchers who study,

work, live and communicate in an international context, a phenomenon facilitated by new telecommunications technologies, affirms this overall positive development.

32. According to UNESCO statistics, the number of people pursuing higher education studies outside their country of origin increased by almost 30 per cent over the last decade: from about 920,000 in 1980 to about 1.2 million in 1990. Most of these (more than 750,000 in 1990) came from the developing countries. However, the same statistics indicate that the overall increase in the number of students pursuing studies abroad is not keeping up with the absolute growth of higher education enrolment worldwide. Therefore, in percentage terms, student enrolments in higher education are tending to become less 'international' in character. This is not necessarily a matter for concern since it could be an indication of the increasing capacity of the developing countries to train their own students at home. But it is also important to consider these developments in the context of emerging patterns, forms and directions of student and academic staff mobility.

33. Much student mobility takes place outside the framework of any structured or organized exchange programme. Many countries and institutions regard higher education as a significant 'export segment' of their services and a source of additional income, particularly since most foreign students pay the full cost of their tuition. The major beneficiaries are the higher education institutions in the developed world, even if in some cases, mainly at the advanced level, the host countries and their institutions share the cost of studies. The overall consequences of this trend are already reflected in the composition of the international student body, with the number of students from developed countries increasing faster than the number from developing countries. Moreover, some 97 per cent of students from the developed countries who undertake studies abroad go to another developed country, so that student mobility is becoming more North-North and less South-North. In other words, while the benefits of study abroad are increasingly recognized, the costs involved make it a privilege for those countries (or students) that can afford it. Proof of this is the fact that among foreign students from the developing countries, numbers are declining everywhere except in Eastern Asia and Oceania

regions where several countries have made significant economic progress in recent years.

34. The risks of external brain drain have for some years been a major dilemma for international co-operation in higher education, particularly in its more traditional -forms where extensive absence from the home country or academic institution is the norm. The overall adverse effects of the brain drain on developing countries are well known and in most cases are not counterbalanced by the financial remittances sent back by those employed abroad or by other beneficial side-effects. According to the 1992 Human Development Report of the United Nations Development Programme, nearly one third of Africa's highly skilled personnel had moved, mainly to European countries, by 1987 and up to 60,000 middle and high-level managers and other categories of personnel moved between 1985 and 1990. The external brain drain has also affected other regions. The scale of the loss of this human capital from the developing to the developed world is to some extent related to the

fact that the latter countries take account of the formal level of educational and professional credentials in their immigration policies.

35. The problem of long-term external brain drain is linked to student and academic mobility, but it is not entirely and exclusively caused by it. It is part of a much wider phenomenon of regional and international migration resulting from interrelated economic, social and political factors. It is also indicative of the strained state of economic, social and political affairs in many parts of the world. Study abroad can be considered as one of the contributory factors to the migration of highly qualified human capital and talent. However, a large number of those involved in the brain drain phenomenon have in fact been educated in their own countries. The lack of local incentives and opportunities for the professional advancement of young researchers and graduates can become a prevalent factor conducive to external and internal brain drain both being detrimental to the functioning and long-term development of higher education.

III. Challenges for higher education in a changing world

Outlook on major challenges

36. The trends presented above are essential for understanding the conditions in which higher education functions at present and will continue to function at least for the foreseeable future. They are affecting other equally important and challenging issues of higher education such as public and private financing and resource allocation; maintaining and improving the quality of academic work; relevance, efficiency and effectiveness; the reform of teaching; and the whole range of issues related to the exponential expansion of scientific information, as well as to the impact of new communication technologies. They all have a strong bearing on the policy debate in higher education. But it is developments at the broader, societal level - global, regional, national and local - that ultimately call for a fresh look at the mission, roles and functions of higher education.

37. Despite enormous progress in many areas of human endeavour, today's world is beset with tremendous problems and challenges, dominated by the demographic changes due to strong population growth in some parts of the world, frequent outbreaks of conflict and ethnic strife, hunger, disease, persistent poverty, homelessness, long-term unemployment and ignorance, and by problems related to protection of the environment, securing peace, democracy, respect for human rights and the preservation of cultural diversity. Many long-standing disputes and differences within and between countries in some parts of the world have become not only more visible but also more persistent when ideologically inspired 'camouflaging' is no longer possible. In order to deal with these problems, urgent action must be taken by the international community in a spirit of solidarity and with a clear understanding of countries' common interests.

38. Current international trends are characterized by a series of concurrent, sometimes contradictory, processes:

- **Democratization**, which can be seen in the removal and collapse of many totalitarian regimes and in the steady advance of democratic forces. This serves as the foundation for development and collective action aimed at guaranteeing peace and respect for human rights.
 - **Globalization**, reflecting the growing interdependence on a world scale of national and local economies and trade, as well as the need to adopt a global approach in order to cope with the resulting problems.
 - **Regionalization**, in which States form groupings to facilitate trade and economic integration as a means of reinforcing their competitiveness. Regional arrangements may also be useful in matters of education, culture, environment, labour markets and infrastructures .
 - **Polarization**, which is evident in increased inequalities on a global, regional and national scale and results in a widening gap between rich and poor countries and populations, with the whole array of political, economic and social consequences this process entails.
 - **Marginalization**, which is clear from the international or local isolation of a number of countries as well as of certain segments of the population because of various forms of underdevelopment.
 - **Fragmentation**, which foments social and cultural discord, and, in its extreme form, can lead to 'atomization', through attempts to divide States and local communities along ethnic, tribal or religious lines.
39. The emergence of a collective will for more efficient action at all levels to set development on a new course has also prompted the United Nations and its Specialized Agencies,

programmes and funds to search for new approaches. This line of action has been reflected in the agendas, debates and decisions of various international fora held under the auspices of the United Nations. Among those which have been considered in this policy paper are:

- the United Nations Conference on Environment and Development (June 1992, Rio de Janeiro) which adopted *Agenda 21* as a blueprint for action for global sustainable development into the next century;
- *Agenda for Peace*, which sets out the objectives, principles and possible measures to be taken up in order to ensure peace and security, adopted by the United Nations in 1992;
- the World Conference on Human Rights (June 1993, Vienna), the decisions of which reinforced the view that development is a universal right and an integral part of human rights;
- the International Conference on Population and Development (September 1994, Cairo), which pointed to the corner-stone role played by education in coping with the population factor in the current and future development agenda.

40. The common denominator of the views set out in these documents is the strong recommendation for concerted action by all concerned - States and governments, inter-governmental organizations, business and professional communities, non-governmental organizations, the media and the public at large in order to shape the policies, attitudes and modes of action of the community towards **sustainable human development**. There are clear indications that this process will gain further momentum in the context of the Agenda for Development being prepared by the United Nations and in the wake of such major international events as the World Summit for Social Development (Copenhagen, 1995) and the Fourth World Conference on Women (Beijing, 1995).

41. There is unanimous agreement, fully endorsed at numerous international fora and in major policy-setting documents, that the *sine qua non* condition for humankind to cope with the challenges it is facing at present resides in **human resource development**, understood not in its narrow managerial meaning, but in a bro-

ader sense in which education and training play a major role. Access to higher education and to the broad range of services it can render to society is part and parcel of any sustainable development programme in which high-level human expertise and professional skills are required.

Shifting imperatives of economic and technological development

42. One of the critical economic challenges facing many countries, including the most industrialized, is **how to enhance their ability to adapt to changes** in the economy, technology and international trade. The pace and depth of those changes are unprecedented and affect many domains of human activity. They create new opportunities but also pose numerous problems, particularly with regard to the world of work. Developments in this domain go beyond the usual ups and downs of economic fluctuations. It is also increasingly understood that the impact of economic and technological change is such that if not dealt with in time and in an adequate manner, it can unravel a whole set of social and political problems with inevitable local, national, regional and international consequences. Much is expected of education and training in order to cope with these shifting imperatives.

43. The impact of technological development, particularly in information and communications, is such that all countries, regardless of their level of industrial development, have to use globally accepted standards and equipment. This applies not only to '**hardware**', but also to organizational structures and the human factor - '**humanware**'. This is dependent on or related to education, particularly at the vocational and higher levels.

44. The consequences of the above developments are particularly relevant for higher education, since it is this level which, in co-operation with vocational and technical education, is engaged in the development of a quality work-force on which depends the creation of quality jobs.

New development strategies and higher education

45. The search for solutions to the challenges outlined above has to be seen in the context of

national and local cultural and social values. These solutions must also be in harmony with the principles on which societies wish to base their international social, economic and cultural relations. Whatever the conclusion, links with society as a whole are essential in the concept of the higher education institution and its nature as a place of encounter for those motivated by a passion for learning and committed to sharing existing knowledge and searching for new knowledge.

46. Research into modern social and economic development shows that it cannot flourish inside rigid or imposed structures. The failure of development strategies based on the rigid transmission or imposition of economic models is one lesson drawn from practical experience, particularly in sub-Saharan Africa, Latin America, and Central and Eastern Europe. This conclusion also applies to the problems facing higher education. One of the main findings of the UNESCO consultations organized in preparation for this policy paper was that more and more people and institutions have become aware that, in all regions, the rigid adoption of foreign concepts and values and the neglect of regional and national cultures and philosophies have had negative repercussions on education. This finding should be borne in mind by States undertaking higher education reforms.

47. The basic premises of the concept of indigenous and sustainable development were formulated in 1991 by the United Nations in its International Strategy for Development, which was subsequently approved by the General Assembly. It considers that economic development

should be based on two main foundations: the reduction of poverty and the development of human resources. Higher education has become, more than ever, an important partner for all concerned with these problems. Human development and the building of more co-operative and participatory relations in society are directly related to the effective use and development of existing educational opportunities, including at higher education level.

48. From the above brief analysis of challenges for social, economic and cultural development in a rapidly changing world it becomes clear that:

- Higher education stands out as one of the keys to setting in motion those broader processes which are necessary to cope with the challenges of the modern world.
- Higher education and other academic, scientific and professional institutions and organizations, through their functions in teaching, training, research and services, represent a necessary factor in development and in the implementation of development strategies and policies.
- A new vision of higher education is needed which combines the demands for universality of higher learning with the imperative for greater relevance, in order to respond to the expectations of the society in which it functions. This vision stresses the principles of academic freedom and institutional autonomy while at the same time emphasizing the need for accountability to society.

IV. Responses of higher education - a new vision

49. The options to be considered and decisions to be made by policy-makers at the international, regional, national and institutional levels should be guided by the three watchwords which determine the strategic positioning of higher education in society as well as its internal functioning - **relevance, quality and internationalization**.

Relevance of higher education

50. **Relevance** is considered particularly in terms of the role of higher education as a system and of each of its institutions towards society, as well as in terms of the latter's expectations with regard to higher education. It must thus include matters like democratization of access and broader opportunities for participation in higher education during various stages of life, links to the world of work and the responsibilities of higher education towards the education system as a whole. No less important is participation by the higher education community in the search for solutions to pressing human problems such as population, environment, peace and international understanding, democracy and human rights. The relevance of higher education is perhaps best expressed through the variety of 'academic services' it renders to society. In the years to come, the types and methods of delivery of these services will need to be redefined and renegotiated.

Relations with society as a whole

51. The policy debate on the role of higher education in a changing world has to be based on a judicious balance between the preservation of those features which should remain as part of the educational and cultural heritage and the changes which are essential to preserve the role society accords to higher education. The aim should be to make higher education more responsive to the general problems facing humanity and the needs of economic and cultural life, and more relevant in the context of the specific problems of a given region, country or community.

52. Responses to the challenges listed earlier necessarily imply an education dimension including higher education. For this reason shaping of national and institutional higher education policies concerning the missions and functions of higher education means dealing with basic questions such as:

- How can higher education and its various institutions contribute to socio-economic change and help to promote sustainable human development?
- How can higher education, and particularly teaching and research, contribute to the organization of modern society and be more closely involved in actions aimed at reducing poverty, protecting the environment, improving health care provision and nutrition, promoting the principles of civil society and developing other levels and forms of education?
- How can higher education respond to the changes in the world of work and civic culture needed to answer these challenges (which means developing academic and professional qualifications as well as civic and personal qualities)?

These questions can be summed up as follows: **what is and what should be the role of higher education in present and future society?**

Higher education and the world of work

53. Two parallel trends determine the relationship between higher education and the world of work. Firstly, higher education is moving towards a mass enrolment system as modern economies become increasingly knowledge intensive and therefore depend more on graduates of higher education, who constitute a 'thinking work-force'. Secondly, graduates will have to accept the need to keep changing jobs, update their knowledge and learn new skills. The world of

work is being radically redefined and a large part of the specific knowledge that students acquire during their initial training will rapidly become obsolete. Continuous and interactive partnerships with the productive sector are essential and must be integrated into the overall mission and activities of higher education institutions. But it should be emphasized that higher education has to view its relations with the world of work from a long-term perspective and in broad terms.

54. Although higher education institutions are not the only ones in modern society providing professional training of highly qualified personnel, this nevertheless remains one of their major responsibilities. Universities and other higher education institutions are still considered a particularly appropriate place for the overall training of those leaving secondary education in many academic disciplines and on which further professional training can be based. They also provide an appropriate setting for young people to develop skills essential for effective collaboration between individuals with varied professional and cultural backgrounds. This traditional function has to be seen in the context of the growing need for 'educational services', as society moves towards a model of **lifelong learning for all**, which is gradually replacing the prevailing model of selective and concentrated learning and study for a limited period. Only a sufficiently diversified and flexible system of access to and provision of higher education can meet the challenges of a rapidly changing labour market.

55. New conditions in the world of work have a direct influence on the aims of teaching and training in higher education. Merely increasing curriculum content and students' work-load cannot be a viable solution. Preference should therefore be given to subjects which develop students' intellectual capacity and allow them to deal judiciously with technological, economic and cultural change and diversity, equip them with qualities such as initiative, an entrepreneurial attitude and adaptability, and allow them to function with greater confidence in a modern work environment.

56. With this in mind, higher education must develop both responsive and pro-active attitudes towards the labour market and the emergence of new areas and forms of employment. It needs to pay attention to changes in major market trends so

as to adapt curricula and the organization of studies to shifting circumstances and thus ensure greater chances of employment for graduates. More importantly, however, higher education must contribute to shaping the labour markets of the future, both by performing its traditional functions and by helping to identify new local and regional needs conducive to sustainable human development. Put succinctly, at the times when the equation 'degree = job' no longer applies, higher education is expected to produce graduates who can be not only job seekers but also successful **entrepreneurs** and **job creators**.

57. In response to these challenges, the active involvement of the academic community with economic partners is increasingly perceived as an integral part of the mission of higher education. These relations still mainly concern research which can contribute to technological development, but there is a growing understanding of the need to expand them to such areas as teaching, training, organization of study and institutional structures. At the same time, new arrangements based on flexibility in programme delivery are being sought to serve as viable mechanisms for the promotion, maintenance and strengthening of stable and mutually beneficial interactions.

58. As organizations in the private and public sectors are increasingly exposed to the effects of worldwide economic and political change, employees who can work efficiently in such settings also require an international context for training, retraining and refresher courses. Higher education institutions, as organizations encompassing many cultures and participating in a wide spectrum of international activities, are well suited to providing a sufficiently dynamic studying and teaching environment with a pronounced international dimension and a global perspective.

59. The process of globalization provides additional evidence that modern development of human resources implies not only a need for expertise in advanced professionalism but also full awareness of the cultural, environmental and social issues involved. It has become important for higher education institutions to reinforce their role in enhancing ethical and moral values in society and to focus attention on developing an active, participatory civic spirit among

future graduates. Greater emphasis is also needed on the student's personal development alongside preparation for professional life. The demand for such graduates and study programmes could represent an opportunity for the revitalization of humanities and the arts in higher education and open up new opportunities for co-operative links with various economic and public organizations.

Relations with the State and the basis for institutional governance and management

60. Establishing well-organized relations between higher education and the State is a pre-requisite for the process of change and development in higher education. It is mainly a responsibility of the State and its institutions to define the overall regulations and broad financial framework in which higher education institutions carry out their mission. Essential in this regard is the legislative function of the State, particularly in view of the institutional, proprietary and functional diversification of higher education.

61. A clear grasp of the principles on which relations between higher education and the State are based is a pre-condition for quality and accountability in governance and management of higher education institutions. **Academic freedom**, understood as a set of individual and collective rights and responsibilities, is central in this respect. Together with the recognition of institutional autonomy, it is essential for the preservation of the university or any other higher education institution as a community of free inquiry. It is these principles which, in many respects, make higher education institutions different from educational institutions at other levels and from research organizations. This should not be interpreted as an imposition of external models and principles but as a general prerequisite for progress in the dissemination of knowledge and the services higher education can offer to a given community and to society as a whole.

62. Recent history has provided strong evidence of the need to defend the principle of academic freedom as a *sine qua non* for the existence and normal functioning of higher education institutions. The proper degree of statutory institutional autonomy should therefore

be granted to both **public and accredited private higher education institutions** to allow them to be relevant and perform their creative, reflective and critical functions in society. While the State may ensure general co-ordination in various system-wide policy matters such as accreditation and quality assessment, institutional self-governance should be given adequate, pragmatic form. At the same time, the entire socio-economic environment is compelling higher education institutions to build up ties and partnerships with the State and other sectors of society and to accept that they are accountable to society.

63. However the principles of academic freedom and institutional autonomy should not be used as a cover for professional negligence and/or organizational incompetence. They should imply increased responsibility in academic work, including its ethical context, and in matters of funding, self-evaluation of research and teaching, and a constant concern for cost-effectiveness and efficiency. On the other hand, evaluation and quality assessment, particularly of public higher education institutions, should not be made synonymous with external over-regulation or used as a way of restricting public funding. They should function as mechanisms allowing higher education to secure its self-improvement. In this complex policy environment, both the State and higher education institutions should recognize the positive role played by 'buffer organizations' and other institutional forms of collective representation.

64. Analyses of the present conditions of higher education are unanimous in pointing to insufficient financial resources as one of the main constraints on its further development. The challenge of limited resources is unlikely to be overcome in the near future, so higher education institutions will have to find ways of coping with this challenge. Elimination of weaknesses in governance and management is paramount in this process. Therefore it is in the interest of public and private higher education that it should consider the issues of evaluation and quality, including institutional and programme accreditation, as vital for a responsive and accountable system of governance and management.

65. The most viable institutions of higher education, in both financial and operational terms,

are those which have succeeded in incorporating mechanisms and information systems that enable them to remove mediocrity and guarantee quality of teaching, research and service. These are also the institutions which stand a better chance in competition to obtain resources from the public and private sectors.

66. A key to improved governance and management is confidence in the leadership and managerial qualifications of those involved in these activities. This implies improvements in selection and assessment as well as the enhancement of appropriate training and development provisions at the system, institutional and department levels. It also implies further promotion of research on higher education which should be regarded as an important 'knowledge base' for policy-making.

Funding and cost-sharing responsibilities

67. The major problem facing almost all developed and certainly all developing countries is the basic dilemma that arises from continued high social and individual demand for access to various forms of studies and educational services at a time of growing constraints on public budgets. This situation is nowadays a principal source of strained relations between the State on the one hand and higher education institutions and the academic community on the other. Higher education has to show that it can compete with other organized interests for financial attention from public funding sources. However, the existing and projected difficulties of public budgets should not be the sole context in which the financing of higher education is discussed; it is also timely to discuss these problems from the point of view of shifting the burden for expansion of higher education from public to private sources.

68. Under existing economic conditions, institutions of higher education sometimes have recourse to selective 'cost recovery' regarding their service activities. The adoption of such measures should be accompanied by an earnest search for ways of making more efficient use of their own human and material resources. The introduction of **tuition fees**, for instance, is a sensitive issue in higher education and should, accordingly, be approached with due caution since it touches on many aspects of social justi-

ce and mobility, educational equity and the educational, social and fiscal policies of the State in general. It also has to be seen in the context of academic streaming, which is affected by existing tuition fees at the preceding levels of the education system because of its external and internal implications for the student body, governance and public standing. Above all, due attention should be paid to accompanying fees with adequate provision of support for needy students in the form of grants and loans.

69. There is a risk that a radically applied policy of detachment of the State from higher education in matters of funding, influenced by a narrowly interpreted concept of the 'social value' of a given level of education, may result in excessive pressure for 'cost recovery' and calls for 'alternative funding' and 'internal efficiency gains' in teaching, research and administration. Another danger is an excessive demand to 'commercialize' the activities carried out by higher education institutions. In this case observance of standards concerning student admission, study programmes, graduation and teaching may become a matter of general concern and a source of tension between higher education establishments, the State and the public at large. Efforts should therefore be made, through appropriate monitoring and accreditation procedures, to reduce these tensions since all genuine higher education establishments, regardless of their form of 'ownership', are called upon to perform mainly public functions.

70. The main criterion for evaluating the functioning of higher education is the quality of teaching, training, research and service to the community. Therefore, it is important not to confuse the liberalization of economic relations and the need to promote an 'entrepreneurial spirit' with the absence of public social policies, in particular in relation to financing of higher education. Nor should the granting of institutional autonomy be interpreted as a policy alternative to force institutions to raise their own funds - either by excessively contracting out their services to industry or by introducing or raising tuition fees and other study-related charges.

71. Ultimately, if the university or any other higher education institution is expected to make a significant contribution to change and advancement in society, the State and society in general

should perceive higher education less as a burden on the public budget and more as a long-term national investment for enhancing economic competitiveness, cultural development and social cohesion. This is also the framework within which the problem of cost-sharing responsibilities needs to be addressed. In conclusion, **public support to higher education remains essential to ensure its educational, social and institutional mission.**

Renewal of teaching and learning- issues of content and delivery

72. To meet the needs of the agenda for sustainable human development, higher education must adapt its study programmes and, whenever necessary, adopt and develop new ones. The knowledge explosion has resulted in a considerable increase in the number of programmes offered by higher education institutions. One characteristic of this explosion is the interdependence of various scientific disciplines, and there is general consensus on the need to enhance the **interdisciplinary** and **multidisciplinary** content of studies and to increase the effectiveness of methods of delivery. Initiatives aimed at the renewal of learning and teaching must reflect such developments.

73. In order to achieve this aim, higher education institutions should re-evaluate the place of teaching in their overall mission and provide incentives which would better reflect the current importance of this activity. At the same time, they should establish numerous - but not necessarily formalized - links with organizations, trade and industry. They could help to improve conditions of access and ease participation in **new forms of higher education**. While based on traditional studies, these could also encompass advanced programmes of vocational training for those unable to follow the traditional system of admission. For instance, more flexible organization of studies and certification as well as the development of external programmes with the assistance of new communication and information technologies would facilitate access for individuals and communities in rural areas. This would also mean that higher education institutions should make a stronger commitment to the emerging general model of **lifelong learning**. This would call for the establishment of new types of relations between higher education institutions and

their social partners. It would also imply a continuous analysis of the need for study programmes, training and retraining, and would require the establishment of methods for adequate recognition of work experience relevant to students' academic work and to instructors' teaching qualifications.

74. New roles for higher education will need to be defined to provide lifelong learning opportunities at the highest level. Less formal and more flexible methods of advanced training and updating knowledge and skills must be found. Flexible organizational structures for teaching should not only be in harmony with the existing subtle links between knowledge-generating activities and teaching but should make it easier for specialists from economic and other sectors to teach in higher education institutions. Experienced people from the world of business, government and international organizations could thus inject new idea-s into study programmes.

75. The effectiveness of the renewal of learning and teaching also depends on how knowledge is transmitted. It is increasingly evident that under the combined impact of software and hardware development in information and communication technology, avenues have now been opened up to facilitate new types of educational service. This technology-based learning environment calls for rethinking teaching practices as well as the overall functions of campus-wide information systems. In order to be favourably accepted by the academic community, in particular by students and teachers, and to be fully beneficial to learning and teaching, the use of information technology should be judiciously placed on the institutional agendas of commitment aimed at improving learning, teaching and information services, particularly libraries. Further development of these technologies in higher education also depends on finding satisfactory solutions to reconcile the academic community's need for access to information and the interests of the owners of intellectual property rights, especially those involved in commercial publishing and information exchanges.

76. Higher education institutions should make greater use of the advantages offered by the advancement of communication technologies. It is now possible, for example, to integrate distance learning into more traditional study programmes

without loss of quality. As a result of such developments, the distinction between distance and traditional education is becoming blurred. Alternative delivery systems are an increasingly viable element in a forward-looking blueprint for higher education, especially in opening up to a new clientele and creating flexible strategies in order to overcome the disadvantages associated with the traditional organization of studies. Co-operation with both public and private organizations and associations should be fostered in this respect.

77. In this search for new solutions, institutions in many countries have been looking for alternatives to traditional study programmes through the development of **knowledge modules**. The introduction of modular curricula as organizational frameworks for studying and teaching warrants further exploration and encouragement. It requires improvement of the system of study counselling, appropriate adjustments concerning the course ownership and term-structured formats used by many faculties, redesigned student support and tutoring services (especially in distance higher education) and opportunities for study credit and staff transfers between various forms and fields of study.

78. The system of mutual national and international recognition of studies, diplomas and degrees should reflect and facilitate this flexible system and stimulate vocational counselling and the upgrading of professional qualifications. At the same time, it seems evident that the adoption of modular systems could facilitate the international recognition of studies and diplomas, thus favouring academic flexibility and increased mobility. The need for international agreements, co-operation mechanisms and practices in this field seems both justified and indispensable.

Strengthening the research function of higher education

79. No system of higher education can fulfil its mission and be a viable partner for society in general unless some of its teaching staff and organizational entities - in accordance with their particular institutional goals, academic potential and material resources - also carry out research. This statement needs to be reiterated particularly now that higher education, in common with other research organizations, needs renewed public

support. Society must restore the scientific 'faith' of researchers to enable them to pursue new goals in the light of the complex ecological, economic, social and cultural issues facing humanity.

80. The research function of higher education has also become characterized by the diversification of those engaged in leading-edge scholarly work. Higher education institutions, particularly in the developed countries, face strong competition from research institutions outside the academic community which, in many fields, possess better equipment and more resources. On the other hand, the public funds allocated for research in academic institutions are being subjected to greater administrative restrictions. Under such conditions, higher education institutions and researchers themselves have to show their capacity to compete with other research organizations and adapt to new approaches to funding and to devise new organizational forms of co-operation in research.

81. Emphasis on short-term gains and the pressure of budgetary constraints can lead to serious long-term consequences for higher education institutions as the proper seats for the advancement of knowledge and the training of future scientists and industrial researchers. Research departments in higher education institutions, although costly, are a crucial source of skills and ideas in the context of the global economy based on knowledge and constant technological change. The best way to make the general public, government bodies and economic organizations aware of the role of research in higher education is to demonstrate, through convincing results, the scholarly quality, economic value, humanistic perspective and cultural relevance of research and the related study programmes and teaching.

82. Because of the costs involved, many countries, particularly those facing serious economic difficulties, have tended to resort to cuts in funding research in higher education, even though they are sometimes the main, and in many developing countries the only, places where significant research activities take place and where technology suited to local needs can be developed. Meaningful rationalization of research efforts should incite many countries and institutions, particularly in developing States, to effectively co-ordinate their sometimes

over-fragmented research programmes and establish **linkages** and/or **networks** of centres where meaningful research can be carried out.

83. The educational benefits of activities associated with research are often underestimated, partly because the links between teaching and research are not always straightforward or tangible. It is important that research in higher education institutions be undertaken not only for reasons of scholarly prestige or for economic considerations but also as part of the overall renewal and development of learning, teaching and public service activities, including the dissemination of knowledge. Researchers should therefore also look at how their findings can be included in curricula and retraining programmes. Besides its educational value, participation in scientific projects teaches students how to work as part of a team and to accept the discipline inherent in any scientific pursuit.

84. Science is continuously confronted with new issues requiring knowledge from several fields and therefore the interdisciplinary training of researchers. The number of areas of common concern, subtle links and joint explorations between science, technology and culture is rapidly increasing. Higher education institutions and other innovative organizational settings, such as science parks or technology incubators, provide a suitable environment to embark on such experiments.

Responsibility of higher education towards other education levels

85. Any forward-looking vision of education and any adequate education policy must consider the education system as a whole. Accordingly, any reform of higher education must take into account its close interdependence with all the other levels of education.

86. This indispensable coherence of the educational system stems from the fact that higher education both depends on the results of the work done by prior levels of education and is responsible for the training of teachers for primary and secondary education. Moreover, research and innovation, including the development of new educational methods and teaching and learning materials, are often conceptualized, developed and tested by those

working in higher education institutions before being applied in the system as a whole. **Higher education needs to assume a leading role in the renovation of the entire education system.**

87. The other persuasive argument for greater links between higher education and schools is that teaching at primary and secondary level and in technical and vocational schools increasingly demands the qualities and skills of university-level training, particularly in developing students' capacity for autonomous learning and critical thinking. Full command of the discipline being taught also calls for periods of in-service training. By playing such a role in the professional development of teachers, higher education can contribute to the improvement of the status of the teaching profession.

88. Higher education should assume a greater role - together with the preceding levels of education and in co-operation with scientific organizations and the mass media - in bringing science more into education and culture. One way would be to develop 'science-friendly' curricula and activities to enhance functional technological literacy and encourage more young people, especially women, to pursue studies in natural science, technology and engineering.

Quality of higher education

89. The demand for increased relevance in higher education should go hand in hand with the general concern for enhanced **quality**. Quality in higher education is a multidimensional concept which depends to a large extent on the contextual setting of a given system, institutional mission, or conditions and standards within a given discipline. For several years now, the policy debate in higher education has been dominated by concern for quality. There is every reason to believe that this will continue in future, given its implications for the development and reform of higher education. Quality embraces all its main functions and activities: quality of teaching, training and research, which means the quality of its **staff** and **programmes**, and quality of **learning** as a corollary of teaching and research. However, it should be accepted that the search for 'quality' has many facets and goes beyond a narrow interpretation of the academic role of different programmes. It therefore also implies attention to questions pertaining to the quality of **students** and

of the infrastructure and academic environment. All these quality-related issues, together with adequate concern for good governance and management, play an important role in how a particular institution functions, how it is assessed and what 'institutional image' it can project to the academic community and society at large. Finally, it is essential to indicate that the principal objective of 'quality assessment' is to achieve institutional as well as system-wide improvement.

Quality of staff and programmes

90. Many higher education establishments, primarily universities and other university-level institutions, enjoy a deserved prestige on the national and international scene. This status is assured principally by the academic eminence of their past and present teachers and researchers. It represents an important factor in the intellectual and moral authority of academe and for the preservation and promulgation of institutional culture and academic standing. It is, however, improper for higher education to take such recognition for granted, especially now that governments, politicians, representatives of the economic sector and the public are insisting on evaluation, quality assessment and the accountability of all kinds of public institution, including higher education establishments.

91. The evaluation and quality assessment process should start with and actively involve the teaching and research staff, given their central role in the diverse activities of higher education institutions. Participation of others, including students in matters related to evaluation of teaching, should be organized with appropriate recognition of the stakeholders' role with regard to the area of evaluation and assessment.

92. It is essential that policies as well as practices concerning the academic staff should adhere to unambiguous academic objectives and clear ethical criteria, especially with regard to recruitment and promotion. The decisions should be based on a recognition of predispositions for teaching and research. Those responsible for such decisions should take into account the conclusions of evaluation and quality assessment and provide for various forms of in-service training and professional development schemes, including pedagogical training. The recognition of

assessment and evaluation, which may take such forms as self-evaluation, peer evaluation or external evaluation, should be perceived as an essential mechanism in the overall policy of staff development in higher education. Success or failure in academic work should not, however, be used to justify a short-term outlook and interests.

93. For a variety of reasons, the issue of quality assessment of higher education has attracted much attention and is now firmly on the policy agenda of higher education, even if the techniques still need to be improved. This caution is particularly relevant with regard to 'quality' and 'productivity' indicators as evaluation approaches often overlook the intrinsic differences between disciplines or groups of disciplines.

94. The analysis of the quality of academic staff, which should be one of the prerequisites for the renewal of teaching and research, involves the following main issues:

- The proper **distribution of the resources and tasks** constituting the work-load of academic staff, i.e. teaching, tutoring, research, participation in institutional governance, management and administration, as well as community service.
- The appropriate financial and non-monetary **recognition** to be given to the above activities.
- The **recruitment and staff development policies, strategies and practices** which are integral parts of national and/or institutional policies for higher education and the concern of teachers and their associations to acquire tenure and job security. This brings to the fore the issues of contractual arrangements for the employment of academic staffs including tenure and the procedures for granting it, promotion, retirement and positions of emeritus professor.

95. The solutions needed to enhance the quality of higher education can be found in measures covering not only financial issues but also respect for the principles of academic freedom and institutional autonomy. However these fundamental principles should not be invoked in order to militate against necessary changes or as a cover for narrow-minded

corporatist attitudes and abuse of privileges which may, in the long run, have a negative effect on all aspects of the functioning of the higher education system and its institutions.

Quality of students

96. Participation in higher education is no longer merely a reflection of the social and economic relationships in a given society. It has become a determining factor in such relationships and influences the overall development of society. Consequently, higher education can play an important role in ensuring upward social as well as horizontal professional mobility. Equity calls for greater opportunities for members of lower status groups to participate in quality education programmes. The creation of possibilities, particularly for young people, to pursue higher education studies is important for a variety of educational, social and economic reasons. But the creation of such possibilities is linked, particularly when public funding is involved, to investment by society as a whole, and in many countries studying is not a common right for all those who are academically eligible.

97. There is every justification for considering students as a great asset to society. However, with the advent of mass higher education, it is necessary to engage in a serious debate on a number of basic issues concerning access to higher education. Thus, increasingly pertinent will be such policy questions as:

- What mechanisms would enable societies to afford mass higher education in order to observe the principle of social equity?
- How can quality be maintained in a mass higher education system?

98. There are no ready answers, and States and higher education institutions have adopted varying solutions. There is general agreement, however, that the quality of students in higher education depends in the first place on the aptitudes and motivations of those leaving secondary education and wishing to pursue studies at the higher level - hence the need for a re-examination of the interface between higher and secondary education.

99. When faced with the problem of accommodating greater numbers and categories of

student, an obvious solution adopted by both policy-makers and institutions is to diversify programmes and qualifications and to establish a series of entry and exit points within the continuum of higher education. The existence of solid graduate, postgraduate and staff and professional development study programmes is emerging as one way to raise the overall quality of the student population in a given institution.

100. Concern for the quality of students should also include action taken at the institutional level to provide student counselling and orientation, including the specific problems of international students. This is relevant from the point of view of institutional academic effectiveness and also affects public funding to higher education.

101. Public interest in quality assurance related to students also stems from the fact that modern societies need highly educated and motivated people who can perform appropriate functions in public and private organizations. Societies therefore need suitable higher education systems and should be ready to give qualified students appropriate incentives. At the same time, it is important to foster among students, particularly those benefiting from public support, an awareness of their civic responsibility.

Quality of infrastructure and academic environment

102. One of the barriers to enhancing the quality of teaching and research is the state of what may be broadly described as the 'physical academic environment' of higher education institutions, which covers everything from access roads to computerized networking and data-processing facilities. The quality of this environment is also important in the context of institutional culture, which attaches importance to institutional identity, or keeping together an academically and socially diversified network of buildings and/or campuses.

103. This matter is particularly pertinent in the context of UNESCO's projections showing that participation in higher education by the 18-23 age-group is set to increase. By the year 2025 it will be necessary to provide adequate places for an additional 35 million students. These figures do not include other categories of student

(part-timers, for example) whose numbers are rapidly growing in almost all countries.

104. Capital investment aimed at modernizing and improving the infrastructure of higher education should be seen by both public and private local, regional and national organizations as 'public works' forming an integral and important part of overall efforts towards modernization of the economy-related infrastructure. No less important in this respect is the fact that some facilities of higher education institutions are often used for civic, cultural and sporting events by both the academic community and the general public.

105. One area which should receive particular attention is libraries. The term 'library' has taken on a new meaning in modern academic institutions. It is no longer just a place where books and other printed material relevant to teaching and research are regularly collected, catalogued and preserved. It is increasingly a nerve centre for the interaction between information providers and users on which modern learning, teaching and research greatly depends. Along with archives and museums, libraries provide not only a physical location but also an intellectual context for the storage, preservation and exchange of knowledge.

106. Advocating the modernization of the infrastructure in higher education institutions should not be interpreted as a dismissal of the importance of preserving the institutional and academic heritage, including physical possessions and collections which in many cases represent a part of the national and universal cultural and architectural heritage.

Internationalization of higher education

107. The growing internationalization of higher education is first and foremost a reflection of the global character of learning and research. This universal context is being reinforced by the current processes of economic and political integration, the growing need for intercultural understanding and the global nature of modern communications, consumer markets, etc. The ever-expanding number of students, teachers and researchers who study, teach, undertake research, live and communicate in an international context attests to this overall welcome development.

108. In addition to the increased mobility of individuals, we are witnessing an intensification of transnational research links and considerable expansion in various types of networking and other linking arrangements among institutions, academics and students. The steady advance of information and communication technologies facilitates this process. There are, however, serious problems posed by some misdirections of international academic relations. The transfer of knowledge and access to data bases are severely affected by various adverse factors, not always related to educational matters; for instance, high-level training and research capabilities are unevenly distributed geographically. Since knowledge is universal, its pursuit, advancement and dissemination can only be achieved through the collective efforts of the international academic community-hence the inherent international dimension of academic life and of institutions, scientific societies and student organizations. International co-operation is a goal shared by the world academic community; moreover it is a sine qua non for assuring quality and efficiency in the functioning of institutions of higher education. Higher education has acquired a fundamental role in the development, transfer and sharing of knowledge, and international academic cooperation should bring its contribution to the total development of human potential. This will help to narrow the gaps between nations and between regions in the fields of science and technology and to improve understanding between individuals and between peoples so as to promote the culture of peace.

Principles and forms of international co-operation

109. International co-operation should be based on genuine partnership, mutual trust and solidarity. It should make use of flexible procedures which allow the participating institutions and/or individuals to address problems responsively, and should be aimed at enhancing national, regional and local capacities for the development of human resources. Yet in recent times, the flow of intellectual manpower, which is particularly important for any long -term development strategy, has tended to go in one direction from South to North. Renewed inter-university co-operation, particularly with the developing countries, should not only entail a rapid transfer of knowledge and technology but should also

promote incentives to **retain** students, academic staff and researchers in their local institutions. This is why international agencies, inter-governmental and non-governmental organizations, the national authorities in charge of higher education and the institutions themselves are becoming increasingly aware of the advantages of an international academic relations strategy which will contribute to the rehabilitation of higher education in the developing countries and diminish the phenomenon of external brain drain. The importance of South-South partnerships, moreover, should not be played down - higher education institutions often have more to share of operational value when they can compare similar sets of experiences.

110. It is vital that participation in international academic mobility should not be restricted to an instrument of regionalization or be determined by a mercantile approach to the selection of foreign students or to enhancing the supposed prestige of a particular establishment. There should also be ample room for innovative forms of 'learning from abroad' directed at countries and higher education institutions in great need of international assistance.

111. **The most pressing need for international co-operation in higher education is to reverse the process of decline of institutions in the developing countries, particularly in the least developed.** The adverse conditions in which higher education has to function call, first of all, for appropriate measures and efforts by the respective States and institutions. They must learn to be more effective and efficient in strengthening their links with society so as to play a full part in the development efforts of their region or community. It is not unusual to perceive the university-level establishment as part of the institutional machinery of the State instead of seeing it as an essential part of a local community and of society in general. It is essential to persuade the decision-makers and all of society that the latter is the case.

112. Beset as they are with serious socio-economic and political problems, many developing countries will not find it easy to divert significant resources towards higher education. It is therefore up to the international academic community and international organizations to

assist higher education in those countries which are facing particular difficulties in developing their education systems and their scientific and technological capabilities.

113. Searching for solutions aimed at greater relevance, quality and internationalization in higher education requires a renewed convergence of thinking about the centrality of human resources development and of the role played by all levels and forms of education. In that respect, it is crucial that the international and national development funding agencies, non-governmental organizations and foundations and the academic community at large should see support to higher education institutions in developing countries as essential for the overall development of the education system as well as for the enhancement of endogenous capacity-building.

114. There is also growing awareness of the need to better co-ordinate international co-operation for development in higher education. Since international aid programmes are very often complementary, they can be consolidated and expanded through well-designed and coherently implemented co-operation. The advantages are obvious: the pooling of resources, particularly when they are as hard to come by as now; avoidance of overlapping and duplication; better identification of projects and increased assurance of their validity through collective agreement and review. More importantly, a multilateral framework of co-operation offers the beneficiaries a wider choice of inputs for particular projects and reduces the danger of dependence on imported models of higher education development.

115. The policy of seeking specific solutions stems from a sense of the distinctiveness of many regional, national and local problems. It also relates to the understanding that while knowledge is universal, its application is usually local. Higher education depends on and has a responsibility to its local community. This local presence is an integral part of the service mission of the university or any other higher education institution. But while developing local relevance, institutions should also consolidate their international presence by positively seeking solutions to various scientific, educational and cultural problems which are relevant to society in general.

116. Concern for quality also extends to international programmes and exchanges. It should be reiterated that promotion of teaching and research through international academic co-operation should avoid 'one-way traffic', particularly in the long run. Higher education institutions should assume greater responsibility and show restraint in inter-institutional arrangements for 'franchising' teaching and granting degrees because, if not subject to internal and external quality assessment, this can easily jeopardize the academic standing of the institution.

117. Any far-sighted approach to international co-operation in higher education should also seek a correction to the problem of long-term external brain drain. Broader international intellectual exchanges should stimulate an overall improvement in the flexibility, range and quality of higher education and help to remedy some of the causes of external brain drain. Steps that might be taken include arrangements whereby students follow part of their courses at a foreign institution, inducements by the sending countries to their nationals to return home on completing their studies, increased research and library facilities and easier access to scientific data bases for institutions of higher education, particularly those in the developing countries and in Central and Eastern Europe. Also necessary are adequate financial and personnel policies for the reinsertion of university teachers and researchers in their country of origin, even if only for temporary periods. The search for new modalities for the rapid transfer of knowledge through tailor-made programmes is another example of innovative and well-managed international co-operation that can help to alleviate external brain drain.

Access to knowledge

118. The quality gap between academic institutions in different parts of the world is a direct reflection of the wider economic and social imbalances existing between developed and developing countries. The serious socio-economic situation in many developing countries, particularly the LDCs, has had inevitable repercussions on their higher education systems. Yet in today's knowledge-intensive world, sound higher education systems are central to any prospects for a reversal of the trend. The question,

then, is how disadvantaged education systems can escape from the vicious circle in which they find themselves.

119. One of the essential first steps - for which the countries and universities concerned must assume primary responsibility - is institutional reform, and particularly adaptation to specific needs. At the same time, international co-operation for institutional development has a vital role to play in ensuring access to and in facilitating the transfer of knowledge. By virtue of their vocation, higher education institutions should be ready to assume a leading role in ensuring the universal dissemination of knowledge and in promoting the development of their fellow institutions worldwide. The challenge is to see that, in a world where rewards and opportunities are unequally distributed, mechanisms are put into place to share knowledge through easier access to recent findings, appropriate academic mobility and increased technical co-operation among regional groupings.

120. Access to knowledge has an additional dimension for higher education in those developing countries which lack resources for development of their own institutions and programmes of advanced studies and research. It is through the development of local skills and competence, through increased numbers of providers and users of knowledge, that they can help bridge the gap separating them from the developed countries and thus reduce their dependence on external technical and scientific assistance. In this endeavour, increased participation in various forms of international academic co-operation would provide protection against long-term external brain drain. Projects such as multi-campus international higher education institutions are particularly worthy of further exploration.

121. In the academic world, as in many other spheres of human activity, the promotion of academic competition, while indispensable for the advancement of knowledge, should not preclude seeing many aspects of access to scholarly discoveries from the point of view of the ideals of academic solidarity. Members of the world's academic community should be concerned not only about the quality of their own individual institutional setting, but also about the quality of higher education and research everywhere.

Networking for academic excellence

122. While it is imperative for each institution of higher education to aspire towards excellence, none of them can ever hope to attain the highest standards in every field. This is why inter-university co-operation is becoming increasingly important to avoid the marginalization of certain institutions, particularly in the developing countries, and to make academic excellence more readily available through a 'division of tasks' among universities that transcends national frontiers. An interlocking system of international postgraduate and research centres can provide an important boost to higher education within a given region and can help to promote South-South co-operation, especially when such arrangements are based on common interests and adequately shared financial responsibilities.

123. Modern technological advances make the creation and functioning of such centres look particularly promising. They allow the expansion of the concept of academic mobility so as to include not only the traditional mobility of students, teachers and researchers, but also a sort of mobility in reverse, placing researchers from centres of excellence at the disposal of students, teachers and researchers of institutions in distant and disadvantaged places. This can be done through electronic networks, videocassettes, CD-ROMs and other modern forms of communication. These new technologies should also make it possible to tackle the problem of dissemination of research findings by researchers working in higher education institutions in the developing countries.

V. Change and developpement in higher education - the role of UNESCO

124. The development of higher education and the promotion of research through international co-operation have been major fields of action for UNESCO since its foundation in 1946. As the specialized United Nations agency for education, science, culture and communication, UNESCO had its origins in the spirit of solidarity prevailing within the intellectual and scientific communities at the end of the Second World War. Various higher education institutions, particularly the universities, played a leading role in building up that co-operative effort. In a certain sense, therefore, they can all be considered the Alma Mater of UNESCO. Moreover, through their functions in teaching, training, research and service to the community, higher education institutions cover the very areas which fall within the competence of UNESCO and are therefore among its major partners in action.

125. The achievement of **basic education for all**, reiterated during the Jomtien Conference, is UNESCO's priority in the field of education. It goes hand in hand with concern for the renewal and advancement of education **at all levels** and with the need to reform the education system as a whole. In this respect, higher education plays an important role because it is the enhancement of its relevance and quality that creates the conditions for progress in education at all other levels. Not only is higher education responsible for the training of teachers and other education personnel, but its mission also includes educational research - as the basis for policy and decision-making in this field - as well as curriculum reform and the development of teaching methods and materials. Recognition of the connection between higher education and the other levels of education, its links with the development of science and technology and awareness of its role as a key element for sustainable human development have led UNESCO to make **higher education a priority area** in its programme.

126. One of the focal points of UNESCO's role for the further development of higher education has been the Organization's sustained contribution to the creation and strengthening of higher education institutions in the developing countries. This task is particularly urgent today and it is in line with UNESCO's mission, repeatedly reinforced by the governing bodies of the Organization, to direct its efforts first and foremost towards the developing countries in order to assist them to overcome the knowledge gap separating them from developed nations and to enhance their capacity for active participation in the development of higher education and science.

127. The analysis of issues and challenges facing higher education and the international experience acquired by UNESCO in this field enable the following guidelines for its future work to be identified:

- broadening access and participation in higher education;
- enhanced investment in education, including higher education, through worldwide mobilization of all stakeholders so as to secure a broader funding base;
- improving the relevance of higher education by responding to the challenges of a changing world at international, regional, national and community levels;
- enhancing the quality of higher education in all its functions and with regard to all those participating in its activities;
- promoting the role of research in higher education;
- furtherance of academic freedom and institutional autonomy;

- expanding international co-operation in higher education and giving a sense of direction to that co-operation in a spirit of academic solidarity.

Broadening of access and participation

128. The Convention against Discrimination in Education, adopted by UNESCO in 1960, urges the States party to it 'to make primary education free and compulsory; make secondary education in its different forms generally available and accessible to all; make higher education equally accessible to all on the basis of individual capacity'. The Convention on the Rights of the Child, adopted by the United Nations in 1989, also emphasized that 'higher education should be made, by every appropriate means, accessible to all, on the basis of capacity'. In keeping with these internationally agreed principles and given the disparities of access to higher education, UNESCO will continue to promote broader access in its agenda and activities on development and change in higher education.

129. The principles of broadening participation in higher education and ensuring equity of access have been regularly endorsed by the General Conferences of UNESCO and by the International Conferences on Education and the regional conferences of ministers of education convened under its auspices. This policy has also received support at various other meetings organized by UNESCO with its partners in higher education. It has been reinforced by analyses and studies, particularly on the situation in the developing countries and on women's participation in higher education. The pressure for increased access is a major challenge for many countries and regions, particularly those where it is difficult to secure the necessary inputs in terms of personnel, finance and logistics. UNESCO will, accordingly, pay due attention to this problem.

Searching for a wider resource basis

130. In UNESCO's opinion, the central issue of matching increasing demands on and expectations from higher education with the scarcity of resources requires mobilization of all actors and stakeholders in order to raise investment in higher education. The Organization also stresses the need to:

- recognize higher education as an important social investment and therefore make adequate allocations for it from public funds;
- engage in an earnest search for new approaches to funding, based on participation by all those who either directly or indirectly derive benefit from higher education, including the economic sector, local communities, parents, students and the international community.

131. Broadening the resource basis should also be accompanied by systematic efforts by the higher education institutions themselves to increase their cost-effectiveness and efficiency. UNESCO will therefore continue, in close co-operation with other international organizations and with the higher education community as a whole, to urge extended public support for higher education. At the same time the Organization will follow national and institutional experiences on various cost-sharing and student support schemes and cost recovery policies, and will examine their long-term implications on access, equity of participation and sustainable institutional financing.

Fostering relevance and quality

132. UNESCO notes that concurrent trends and global challenges make it necessary to rethink and reform higher education and its institutions in practically all countries and regions. Quantitative growth is far from uniform at the world level. But the significant growth in both the numbers of students and of institutions calls for adequate responses to what is sometimes termed the 'massification' of higher education. Greater numbers require co-ordinated policies, structures and programmes, which are the basic ingredients of any educational reform. The same is true of the increasingly diverse demands that society places upon higher education, covering the economic, social, cultural and scientific fields. Profound changes in the advancement, production, dissemination and application of knowledge, of which higher education is an integral part, also call for renewal and reform. The unprecedented rate of expansion of scientific activities requires the updating of curricula and programmes, greater flexibility of organizational structures and a better understanding of the economic and ethical aspects of scientific activities. Progress in the educational

sciences and a better understanding of learning processes are also conducive to change and innovation in higher education.

133. UNESCO will follow these developments attentively and will continue to contribute to the reform and development of higher education. However, it does not intend to formulate ready-made plans or impose specific models for the development and functioning of higher education. This is the prerogative of each country and its government, working in concertation with all stakeholders, the institutions of higher education and the academic community, including students.

134. One of UNESCO's main roles in the collective effort to promote change and development in higher education is to facilitate the **exchange of information and experience and to promote research on higher education** which is relevant to policy and decision making. By serving as a kind of clearing house, UNESCO can respond to the prerequisites for informed decision-making by supplying data and analyses and by monitoring changes and trends in higher education. The Organization will, accordingly, further its work in co-operation with its traditional partners for the development of viable higher education and scientific statistics and indicators, including the refinement of the International Standard Classification of Education (ISCED). Furthermore, through its biennial *World Education Report and World Science Report*, it will monitor developments in the field of higher education and science while identifying the emerging challenges, including those of facilitating access to and the transfer of knowledge.

135. UNESCO will continue to act in favour of preserving and enhancing **diversity** among higher education institutions and systems, which it regards as an important asset of academic life in general and as a prerequisite for the advancement of knowledge and the preservation of national and local cultural identities. This policy is reinforced by experience, which has demonstrated how damaging it is for the academic and intellectual development of a country to uncritically adopt foreign models for its own higher education. History has shown that the most viable systems of higher education are those which exhibit the right balance between unity and diversity, a reflection

of the **universality** of knowledge and the specificity of social, economic and cultural needs.

136. In its commitment to the need for **diversity, relevance and quality** in higher education, UNESCO has continuously decentralized its programmes in the field to its Regional Offices and centres such as the European Centre for Higher Education (CEPES) and the Regional Centre for Higher Education in Latin America and the Caribbean (CRESALC). This policy will be continued. UNESCO will also emphasize technical and intellectual support to governments and to the 'bodies in charge of higher education, as well as activities aimed directly at improving governance and management and enhancing quality. While stressing the need for systemic, national and international development of higher education, UNESCO will also give due attention to institutional development. Recognizing the importance of co-operation between higher education and its economic partners, UNESCO will promote such activity, especially in the context of its UNISPAR (University-IndustryScience Partnership) programme.

137. One of the principles on which UNESCO is founding its relations with all its partners involved in higher education is respect for **academic freedom** and **institutional autonomy**. This derives from experience and from the conviction that adherence to these two principles is a prerequisite for the normal functioning of higher education institutions and for the success of reform. In response to an appeal by the academic community, UNESCO will continue to support the development of internationally accepted principles and practices concerning academic freedom and the autonomy of higher education institutions, and the enhancement of the **status of higher education teachers**, in conformity with standards adopted worldwide.

Expansion of international co-operation

138. In keeping with its constitutional mission 'to maintain, increase and diffuse knowledge... by encouraging... the international exchange of persons active in the field of education, science and culture, UNESCO will continue to give priority to activities aimed at promoting worldwide, regional and interregional

co-operation in the field of higher education. Its principal partners in the implementation of this objective are and will continue to be the Member States, other international government organizations, higher education institutions and non-governmental organizations (NGOs).

139. The analysis of the internationalization of higher education made earlier in this policy paper identified major trends and developments which, in conjunction with ongoing social, economic and cultural challenges, have also affected the level and forms of international academic co-operation. There is a clear need for more international co-operation in the field of higher education. UNESCO's response has taken the form of a set of organizational measures and a search for new approaches and activities spread over all its programmes in the fields of education, science, culture and communication.

140. UNESCO will continue to extend its support to and co-operate closely with those NGOs which play an active role in promoting regional and international co-operation in the fields of education, science, culture and communication. A large majority of these NGOs are academic, scientific and professional associations. In 1988, UNESCO established a Collective Consultation of Non-Governmental Organizations specializing in higher education to assist the Organization in the orientation of its higher education programme and to participate in its execution. Recognizing the role of non-governmental organizations in promoting a spirit of co-operation, UNESCO plans to further enhance this partnership.

141. UNESCO is concerned that the deterioration of general conditions for education and research and thus the decline of higher education institutions in some countries is widening the gap between industrialized and developing countries with regard to their capacity to absorb and develop modern technology and new knowledge. The persistence of such imbalances impairs their capacity to cope with present and future global challenges. Therefore, more than ever, efforts are needed to assist those members of the academic community for whom international co-operation and assistance can correct or reverse this situation. The Organization will set up

priorities in its programmes in view of the above objectives.

142. The new conditions and expectations concerning international co-operation require new and more effective approaches. It was with this in mind that UNESCO took a decision at the twenty-sixth session of the General Conference in 1991 to launch the **UNITWIN/UNESCO chairs programme** as its intersectoral plan of action. The programme aims to strengthen academic co-operation with particular emphasis on support to higher education institutions in the developing countries and in Central and Eastern Europe.

143. The programme is designed to develop **network linkages** among higher education institutions at the interregional, regional and subregional levels, with the aim of promoting **institutional development, sharing of resources and facilitating the exchange of expertise and experience as well as of staff and students**. It is based on the spirit of academic solidarity needed to set in motion a process leading to strong and durable links between higher education and scientific institutions worldwide. From the academic point of view, the programme is intended to promote and reinforce innovative and interdisciplinary teaching, training and research programmes in fields which have a direct bearing on sustainable human development, such as population issues, the environment, science and technology, conflict resolution, peace, human rights and democracy. In this context, the programme will take into account a recent initiative of the Organization called 'Management of Social Transformations' (MOST) which is aimed at promoting international comparative policy-relevant social research.

144. The UNITWIN/UNESCO chairs programme encompasses a wide range of activities which require flexible modes of action. Two types of closely associated and interdependent activities have emerged as the major means of implementation: **networks** and **UNESCO chairs**. A long-term objective is that co-operation between the UNESCO chairs will lead to the creation of networks linking **centres for advanced studies and research** in particular fields, serving to train highly qualified specialists at the national, subregional and institutional levels.

145. The programme has been initiated in full awareness of the fact that it requires considerable resources as well as an adequate monitoring and review system. UNESCO will continue to seek organizational and financial support for the programme, in close co-operation with governments, intergovernmental organizations, donor agencies, the public and private sectors and higher education institutions. The Organization will also pay close attention to other innovative, cost-efficient forms of implementation of all its activities related to international academic co-operation. In this context, the possibility of setting up a **University Volunteers Scheme**, following the model of the United Nations Volunteers Programme, will be pursued.

146. UNESCO has a long-standing commitment to the development and promotion of international co-operation in higher education through **the recognition of studies and qualifications**. The five regional conventions on the recognition of studies, diplomas and degrees in higher education adopted under the auspices of UNESCO over the last two decades attest to this commitment: Latin America and the Caribbean (1974), the Arab States (1978), the Europe Region (1979), the African States (1981) and Asia and the Pacific (1983). An International Convention on the

Recognition of Studies, Diplomas and Degrees in Higher Education in the Arab and European States bordering the Mediterranean was adopted in 1976. An International Recommendation on the Recognition of Studies and Qualifications in Higher Education was adopted by the General Conference of UNESCO at its twenty-seventh session, in 1993. Thus a global framework has been created that can also serve to deal with academic co-operation. The ongoing processes of economic, cultural and political integration will be taken into account in the activities geared towards implementation of these conventions.

147. The practical significance of these standard-setting instruments depends on the effective activities carried out by the Regional Committees and national bodies entrusted with the task of following up and facilitating the application of their provisions. Consequently, UNESCO will continue to support the activities of those bodies and to promote various forms of student and staff mobility through evaluation of study programmes and degrees, development of data bases, assistance in building up national accreditation mechanisms and publications such as *Study Abroad* and the *World Guide to Higher Education*.

VI. Towards a renewal of higher education - the 'pro-active university' and the 'new academic covenant'

148. Advocated in this policy paper is a vision of higher education which, while recognizing it as one of the most important components of contemporary and future society, also calls for a renewal of its teaching, learning, research and service functions and ultimately of the institutions of higher education themselves. At the same time the complexity, interdependence and pertinence of many global, regional, national and local issues is such that dealing with them only reactively risks marginalization of the institutions which adopt such a stand, particularly in the long term. UNESCO, being committed to the idea of renewal of higher education, considers it essential that all forward-looking systems and institutions of higher education should build up their own mission with this broad vision in mind, which can best be described as that of a **'pro-active university'**.

149. This vision of a 'pro-active university' will also guide UNESCO in the development and implementation of its activities in the field of higher education. The goal of the action in which all stakeholders need to participate is to turn every institution of higher education into:

a place for high-quality training, enabling students to act efficiently and effectively in a broad range of civic and professional functions and activities, including the most diverse, up-to-date and specialized;

- a place to which access is possible primarily on the basis of intellectual merit and of the ability to participate actively in its programmes, with due attention to ensuring social equity;
- a community fully engaged in the search, creation and dissemination of knowledge, in the advancement of science, and participating in the development of technological innovations and inventions;

- a place of learning founded on quality and knowledge alone, which inculcates, particularly in the minds of its future graduates, commitment to the pursuit of knowledge and a sense of responsibility to place training at the service of social development;
- a place that welcomes return for updating and enhancement of knowledge and qualifications as part of institutional practice and culture;
- a community in which co-operation with industry and the service sectors for the economic progress of the region and nation is encouraged and actively supported;
- a place in which important local, regional, national and international issues and solutions are identified, debated and addressed in a spirit of learned criticism, and where the active participation of citizens in the debates on social, cultural and intellectual progress is encouraged;
- a place to which governments and other public institutions can go for scientific and reliable information which is increasingly being required for decision-making at all levels, and which also promotes public participation in the decision-making process;
- a community whose members, being fully committed to the principles of academic freedom, are engaged in the pursuit of truth, defence and promotion of human rights, democracy, social justice and tolerance in their own communities and throughout the world, and participate in instruction for genuine participatory citizenship and in building a culture of peace;

- an institution well situated in the world context, with all its accompanying threats and possibilities, and adapted to the rhythm of contemporary life, the distinctive features of each region, and of each country.

150. This broad vision of the 'pro-active university' implies its creative adaptation in the process of searching for specific institutional models and practices which meet the needs, conditions and possibilities of particular higher education institutions, communities, countries and regions. Such a search for the development and change of higher education should also be seen as an essential part of the broad process of changes in contemporary society.

Responsibility for the actual form and measures of implementation of the renewed higher education system belongs to every country and to its academic community - yet in a fast changing world, no country can consider itself isolated from the influences of international events and developments.

151. UNESCO anticipates, as a concluding objective of the whole process of change and development in higher education elaborated in this document, the emergence of a new '**academic covenant**' that will place higher education in all its Member States in a better position to respond to the present and future needs of sustainable human development.

Organisation des Nations Unies pour l'éducation, la science et la culture

**Changement et développement
dans l'enseignement supérieur :
document d'orientation**



Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura

**Documento de Política
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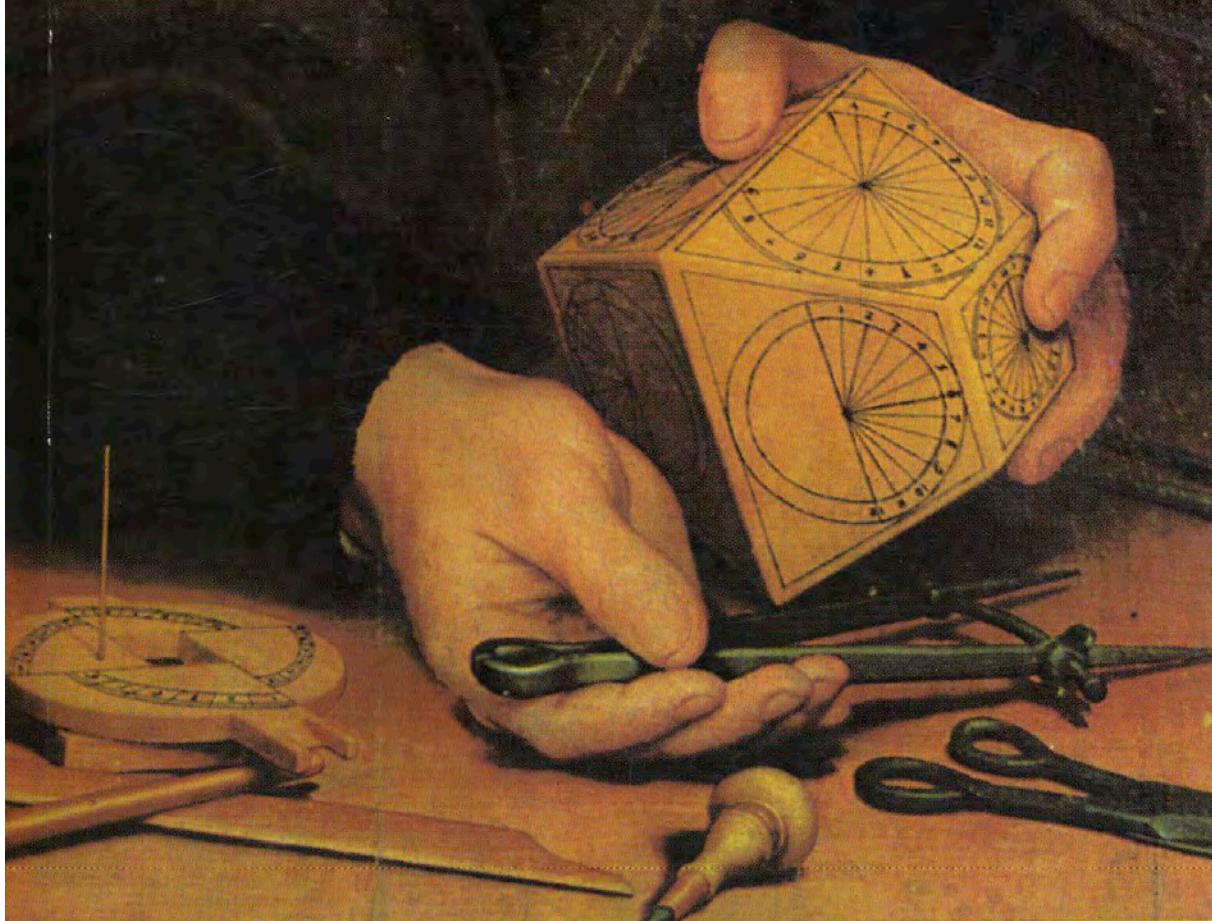
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DOCUMENTO NÚMERO 5

C- “Topic and Name index”

UNESCO's "Policy Paper for Change and Development in Higher Education"

Topic and Name Index

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DOCUMENTO NÚMERO 5

**e) Nota à imprensa – Janeiro de 1995.
Distribuída pelo Serviço de Imprensa da UNESCO**

POLICY PAPER FOR CHANGE AND DEVELOPMENT

IN HIGHER EDUCATION

- Higher Education : A key to coping with the modern world

«Higher education is a kind of watchtower, essential for looking ahead and providing people with vision», says Federico Mayor, Director-General of UNESCO, commenting on the Policy Paper for Change and Development in Higher Education, just published by the Organization. The challenges of the modern world make this role more vital than ever, but a whole series of problems are forcing higher education to rethink its place in society as never before. The compelling need to overcome obstacles and achieve mass quality higher education reinforces the relevance of UNESCO's mission in this field.

The demands of our rapidly changing times are forcing higher education to re-examine not only its content, but its organization and funding. In this policy paper, UNESCO has sought to build a shared platform of ideas on which to base a new vision of higher education. Member States, academics and policy-makers are amongst those who contributed views on matters examined in the paper, which offers perspectives for change and development rather than an imposed model or rigid prescriptions. It discusses the issues of quality assessment and tuition fees, while re-affirming the principles of international solidarity, broader access and equity, for as Federico Mayor says, *«the future is not based on privilege; it is based on merit and personal effort»*.

UNESCO aims to mobilise renewed support for higher education and, at the same time, to encourage higher education to renew its content, its functions and, ultimately, its institutions. This dual approach should foster the emergence of a new *«academic covenant»*, which reinforces both academic freedom and accountability, both institutional autonomy and relevance. Higher education is a priority area in UNESCO's programme; its role in such areas as training and research within the education system, makes it part and parcel of the fundamental goal of basic education for all.

SHARED TRENDS, STARK CONTRASTS

However much higher education may differ from one country or region to another, some major trends stand out in their universal impact on individual institutions and on higher education systems as a whole. Everywhere, as student numbers rise, financial constraints are imposing difficult choices. At the same time, higher education is becoming more diversified.

Student numbers in higher education world-wide have risen from 28 million in 1970, to 65 million in 1991. Developing countries have seen an even higher rate of expansion - from just 7 million students in 1970 to 30 million in 1991. Yet their low starting base and high rate of population growth change that picture. In sub-Saharan Africa, the higher education gap with the rest of the world is one of the most striking disparities in education today. A young African's chance of pursuing higher education is 17 times lower than in industrialised countries, four times lower than in other developing countries.

Quantitative growth of higher education puts strains on funding everywhere. In developing countries, the average expenditure per student in absolute terms is 10 times lower than in the industrialized world, but the relative cost per student takes up a higher percentage of those countries' GNP. Given the state of the economy and the persistent budget deficits in some of these countries, that high percentage expenditure is being called into question, notes Federico Mayor, who made this appeal :*«It is an immense mistake to say, «stop higher education», because you have unemployed graduates. You must carry on, you cannot expect anything from uneducated citizens except unstable democracy».*

PRESSURE ON THE SYSTEM

Hardly any country today can support all higher education from the public purse alone. There is immense pressure for modification of cost-sharing responsibilities. The proportion of students in private institutions is rising, particularly in developing countries. Increasingly, different types of institutions are offering higher education and this diversity is a welcome trend. A changing labour market requires new types of training and programmes at different levels of study. Courses have to keep up with advances in science, new technology and the need for inter-disciplinary studies. The student body is changing too, with more part-time and more non-degree course students.

Many of these trends are set to continue. UNESCO's projections show 79 million students in the year 2000, 97 million in 2015. These figures highlight the need to develop **mass quality higher education**, one of the major challenges of coming years. But inequality of opportunity will persist and while half the young people in developed countries will get higher education, less than 10 per cent will have that chance in developing countries. That makes the internationalization of higher education all the more important.

A CHALLENGING WORLD

All these changes come at a time when broader developments within society call for a fresh look at the mission, roles and function of higher education. New challenges are posed, both by positive developments, such as democratization and regional groupings, and by negative ones, such as polarization and the fragmentation of States or communities. There is a general will to set development on a new course. Sustainable development hinges on people -people educated to be adaptable, in particular to changes in the economy and the world of work. One key to successful adaptation lies in paying full attention to regional and national cultural and social values. A new vision of higher education is needed, which combines universality with greater relevance, academic freedom and institutional autonomy with social accountability.

THE RESPONSES

The watchwords **relevance, quality and internationalization** should guide policy-makers. Relevance includes not just broadened access to higher education and links to the world of work, but the search for solutions to pressing human problems. Overloading programmes is not the answer to a fast-changing world; students' intellectual capacity and entrepreneurial abilities should be developed. Higher education must not only respond to the labour market, but have a pro-active role towards the emergence of new areas and forms of employment, identifying new needs and contributing to shaping the labour markets of the future.

Quality assessment has become central to the debate on higher education and is likely to remain so. Academic freedom should not be invoked to avoid responsibility, either for cost-effectiveness or for self-evaluation of research and teaching. But nor should quality assessment be used as a way of restricting public funding. Institutions which remove mediocrity and guarantee quality - quality of teaching, training and research, of staff and students - stand a better chance to obtain public and private resources. Assessment techniques need improvement and linkage of quality to productivity indicators should be treated cautiously as they may overlook differences between disciplines.

Growing constraints on public budgets require serious discussion of alternative funding. Higher education should be recognized as an important social investment deserving adequate public funds. However, a discussion is also needed on shifting the burden for expansion of higher education from public to private sources. The introduction of tuition fees should be approached with caution because of the implications for social justice and educational equity. Fees should go with adequate provision of grants and loans for needy students. The need for an entrepreneurial spirit does not entail the absence of public social policies on higher education financing. Public support for higher education remains essential.

INTERNATIONAL LINKS

Student mobility is becoming more North-North, less South-North; the main beneficiaries are higher education institutions in developed countries. International academic mobility should not be determined by a mercantile approach to the selection of foreign students or by attempts to enhance the prestige of an establishment. Modern communications technology opens new perspectives for inter-university co-operation, speeding up the transfer of knowledge and, by creating networks, encouraging students and academics in developing countries to remain in local institutions. International cooperation is essential to reverse the decline of institutions in developing countries, particularly the least developed. Academic competition should not preclude academic solidarity which upholds the universal dissemination of knowledge and is concerned for the quality of higher education and research everywhere.

UNESCO'S ROLE

The creation and strengthening of higher education in developing countries is a particularly urgent task for UNESCO today. Its future work will be based on the following guidelines:

- broadening access and participation
- enhanced investment to secure a broader funding base
- improving relevance and enhancing quality
- promoting the role of research
- furtherance of academic freedom and institutional autonomy
- expanding international co-operation in a spirit of academic solidarity

The central issue of matching increasing demands on and expectations of higher education with the scarcity of resources requires the mobilization of all concerned parties in order to raise investment in higher education. UNESCO will urge extended public support but will also follow national and institutional experiences on cost-sharing, student support schemes and cost recovery policies, to examine their long-term implications on access, equity and sustainable institutional financing.

UNESCO will continue to promote broader access and encourage diversity among higher education institutions and systems. It will not formulate ready-made plans for reform, but will facilitate the exchange of information relevant to policy making. Academic freedom and institutional autonomy are principles on which UNESCO founds its relations with all its higher education partners and it will continue to support the development of internationally accepted practices concerning these principles.

In the field of international academic co-operation, UNESCO will pursue its UNITWIN/UNESCO chairs programme which is designed to develop network linkages within regions, for sharing resources, exchanging staff and expertise and developing institutions. A long term aim is that UNESCO chairs will lead to the creation of networks linking centres for advanced studies and research.

UNESCO advocates a vision of higher education which recognises its importance and calls for its renewal. Its action will be guided by a vision of a forward-looking, pro-active university which gives high quality, relevant training on the basis of intellectual merit, which addresses vital issues and gives reliable data to policy-makers. UNESCO anticipates a new academic covenant making higher education better able to respond to the need for sustainable development. *«I intend to convene a world meeting on higher education, because the University must be the conscience of society, a place where we can have a far-sighted vision of the world»*, said Federico Mayor.

DOCUMENTO NÚMERO 5 – f)

**Contribuição da Comissão francesa para a UNESCO
para a elaboração da versão final do Documento de
políticas sobre o ensino superior da UNESCO**

Ministère de l'Éducation Nationale

**COMMISSION
DE LA RÉPUBLIQUE FRANÇAISE
POUR L'ÉDUCATION, LA SCIENCE
ET LA CULTURE
(UNESCO)**

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JPR/AC n° 806

- 8 AVR. 1994

Monsieur le Directeur général,

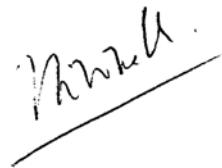
J'ai le plaisir de vous faire parvenir ci-joint la contribution de la Commission française pour l'Unesco à l'élaboration de la version définitive du document préparé par la Division de l'enseignement supérieur de l'Unesco sur le thème "stratégie pour le changement et le développement dans l'enseignement supérieur".

PJ.

Cette contribution a été préparée sur la base de consultations auprès de milieux universitaires, notamment les membres de la Commission nationale.

Je tiens à saluer l'initiative prise par l'Unesco en ce domaine et qui devrait lui permettre de disposer d'un outil particulièrement utile au cours des prochaines années.

Je vous prie d'agréer, Monsieur le Directeur général, l'expression de ma haute considération.



Jean Sirinelli
Président

Monsieur Federico Mayor
Directeur général de l'Unesco
7 place de Fontenoy
75700 Paris

CONTRIBUTION

DE LA COMMISSION FRANCAISE POUR L'UNESCO

A L'ELABORATION DE LA VERSION DEFINITIVE

DU DOCUMENT

"STRATEGIES POUR LE CHANGEMENT

ET LE DEVELOPPEMENT

DANS L'ENSEIGNEMENT SUPERIEUR"

L'initiative prise par la Division de l'Enseignement supérieur du Secrétariat de l'Unesco d'élaborer un projet de document d'orientation sur l'enseignement supérieur est importante. A la lumière des décisions prises par la Conférence générale de l'Unesco en matière d'enseignement supérieur, une telle entreprise, une fois menée à bien, pourrait doter le Secrétariat de l'Organisation d'un instrument utile d'orientation pour la réalisation des programmes approuvés, tout particulièrement le programme UNITWIN/Chaires Unesco. Les remarques qui suivent n'ont d'autre but que d'aider à l'élaboration de ce document.

* * *

Les deux premières parties (sinon les trois premières) qui se présentent comme un état de la situation de l'enseignement supérieur à travers le monde sont fort utiles mais elles s'exposent à un écueil. Si elles visent à constituer un rapport, elles ne peuvent que demeurer incomplètes, vu l'importance du problème et la diversité, voire l'hétérogénéité, de l'enseignement supérieur dans le monde. Elles peuvent en revanche jouer un rôle d'"introduction" et, à ce titre, pourraient être soulignés les points ou les problèmes essentiels et notamment cette diversité qui ne tient pas seulement au degré de développement des différentes nations, mais aussi aux différents types de rapports que l'enseignement supérieur y soutient avec les organismes voués à la recherche et que les universités entretiennent avec les différents niveaux de pouvoirs publics et avec ce qu'il est convenu d'appeler la société civile.

Il est souhaitable de mettre en évidence quelques caractéristiques essentielles de l'enseignement supérieur :

- sa fonction critique, d'où découle, entre autres, une fonction de magistrature intellectuelle ;
- sa responsabilité dans la recherche de la vérité scientifique qui lui impose d'être exigeant sur la délivrance des titres ;
- sa fonction traditionnelle de formation, telle qu'elle lui incombe aujourd'hui et qui devrait le conduire à estomper les clivages entre savoirs universitaires et savoirs professionnels et à rechercher de nouvelles combinaisons avec la recherche.

Une quatrième fonction s'impose aujourd'hui plus impérativement, celle d'anticipation que l'enseignement supérieur devrait être amenée à jouer à partir du 3ème cycle notamment, afin de précéder les évolutions, les penser, les préparer au lieu de seulement les accompagner.

L'autonomie universitaire est la garantie du libre jeu de ces quatre fonctions, qu'il s'agisse d'abord de l'autonomie de la formation et de la recherche, qu'il s'agisse ensuite de celle des moyens. Sur ce dernier point, l'autonomie ne saurait servir à justifier une diminution des ressources, notamment publiques, dont les établissements d'enseignement supérieur ont besoin. Toutefois, le document ne devrait pas seulement mettre l'accent sur les ressources provenant de l'Etat mais également suggérer d'explorer des pistes nouvelles.

Par ailleurs, sur cette même question des moyens, il appartient sans doute à une Organisation comme l'Unesco de rappeler dans toute stratégie relative à l'enseignement supérieur et à la recherche quels sont les moyens de base – locaux, bibliothèques, laboratoires, instruments pédagogiques, matériel de documentation et de télé-information – qui assurent à l'enseignement supérieur ses possibilités d'existence et un fonctionnement régulier.

Certes, l'accent est mis dans le texte proposé sur les **moyens techniques** (technologies de l'information notamment) et sur les perspectives qu'ils ouvrent. Toutefois, il conviendrait peut-être de mieux souligner qu'ils doivent être au service d'une politique d'ensemble et que la cohérence de leur utilisation avec cette politique doit être constamment vérifiée afin d'empêcher l'accroissement des exclusions, la création de sociétés à plusieurs vitesses et la fuite des cerveaux.

Une telle politique d'ensemble ne saurait donc mettre uniquement l'accent sur les connaissances et sur la transmission des connaissances et des savoirs. A ce titre, le document préparé par l'Unesco pourrait davantage se référer à la situation actuelle caractérisée par l'évolution constante des savoirs, et par leur changement de nature : les nouveaux savoirs apparaissent de plus en plus souvent simultanément dans plusieurs champs disciplinaires et créent parfois des champs transdisciplinaires. Il importe alors de savoir mobiliser les connaissances nécessaires et d'assurer aux structures d'enseignement et de recherche toute la mobilité nécessaire.

Deux enjeux importants mériteraient d'être mentionnés dans le document définitif dans la mesure où ils invitent à des approches tout à fait nouvelles par rapport aux attitudes traditionnelles sur les contenus d'enseignement et les connaissances. Le premier qui pourrait s'appeler le "repérage des savoirs" implique avant tout d'apprendre à apprendre mais aussi de savoir où se trouvent les informations et les connaissances dont on a besoin ; le second, qui est le partage et la mise en synergie des savoirs, exige d'apprendre à trouver les partenaires qui ont les compétences nécessaires et à travailler en équipe avec eux. L'objectif s'est donc déplacé. Il s'agit aujourd'hui d'acquérir des méthodes, de développer des attitudes, de savoir analyser une situation de manière globale, de s'adapter à des situations toujours nouvelles.

En ce qui concerne l'évaluation, elle ne devrait plus être présentée comme l'évaluation des acquis (connaissances et savoir faire) mais reposer sur une **méthodologie** qui permette à l'étudiant sur la base de rencontres régulières de préparer son programme en distinguant bien ses objectifs finaux, ses objectifs pour la période suivante, les moyens pédagogiques qu'il compte utiliser pour y parvenir. A la fin de la période, chacun est évalué en fonction de ses objectifs, ce qui favorise :

- la reconnaissance des **talents individuels** qui, de plus en plus, vont avoir à s'exprimer dans le cadre de travaux collectifs ;
- la mise en place de **profils professionnels diversifiés** donc mieux adaptés aux situations actuelles ;

- l'affirmation des **motivations** et la **responsabilisation** progressive des étudiants.

Une telle méthode d'évaluation qui a fait ses preuves dans des contextes expérimentaux pourrait être suggérée par l'Unesco dans le cadre de la **fonction d'anticipation** qu'il lui revient d'exercer. Elle conduit tout naturellement à l'élaboration d'itinéraires de formation qui ne s'arrêtent pas à la fin de la formation initiale mais peuvent se prolonger pendant toute la vie, mettant ainsi en cause la **séparation traditionnelle entre la formation initiale et la formation permanente devenue formation continuée**.

* * *

La proposition d'"**université pour l'action**" est par ailleurs intéressante dès lors que l'action sera entendu en son sens le plus large incluant la recherche. Dans de telles universités, il conviendrait de **privilégier le droit à l'expérimentation et à l'innovation**, de sélectionner les individus pour leurs talents et de créer les conditions de l'épanouissement de ces talents.

Les "chaires Unesco" devront être amenées à jouer pleinement leur rôle de **pôle de développement de la formation et de la recherche** afin de constituer un stimulant efficace pour les établissements d'enseignement supérieur des pays en développement et de tenter de réduire les écarts que ne cesse d'accroître l'évolution constante et de plus en plus rapide des savoirs. Dans ce cadre, le travail d'**équipes pluridisciplinaires** mettant en commun leurs connaissances, leurs approches et leurs moyens constitue, comme en a décidé la Conférence générale de l'Unesco, le cadre approprié pour aboutir à l'objectif recherché.

L'Unesco pourrait également jouer un rôle utile dans le domaine de la préparation à la **fonction d'administration et de gestion des établissements universitaires**. En effet, dans de nombreux pays, une des faiblesses de l'enseignement supérieur réside dans le manque de personnel d'encadrement pour la gestion des établissements.

La formation de planificateurs et de gestionnaires pour l'enseignement supérieur, telle qu'elle est assurée pour les premier et second degré par l'Institut international de planification de l'éducation, pourrait à ce titre s'avérer une tâche extrêmement utile à promouvoir sur le plan international au cours des prochaines années.

* * *

Diverses observations de détail peuvent être formulées sans appeler de commentaire particulier :

- || - le terme "internationalisation de l'enseignement supérieur" demande à être défini. Il est équivoque ;

- la formulation du paragraphe 8 sur les difficultés des femmes d'étudier certaines matières scientifiques gagnerait à être revue ;
- la première phrase du paragraphe 14 demande une clarification ;
- des affirmations comme celle du paragraphe 17 prêtent à critique dans la mesure où l'envoi d'étudiants à l'étranger est aussi une forme détournée de transmission de modèles à l'identique ;
- les termes de "main d'oeuvre pensante¹" et de "foi scientifique (paragraphe 39) sonnent mal ;
- la formulation "principes de direction et de gestion" dans le titre couvrant les paragraphes 58 à 62 pose problème ;
- le titre du chapitre V pourrait s'intituler "programme de l'Unesco pour le développement de l'enseignement supérieur" et le paragraphe 85 peut être supprimé sans dommage ;
- il faudrait introduire davantage de souplesse au début du paragraphe 93 quand il est question du "réexamen et de la réforme du système et des institutions".