

**INTERNATIONALISATION AND
GLOBALISATION PROCESSES AND
THEIR IMPACT ON NATIONAL
HIGHER EDUCATION SYSTEMS:
CONVERGENCE AND DIVERGENCE,
CENTRES AND PERIPHERIES**

CEPS Sympósió
Ljubljana, November 23-25, 2011

PROCEEDINGS

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2. About *Sympósion*

This is the second *CEPS Sympósion*, organised within the research project DEP (*Differentiation, equity, productivity: consequences of the expanded and differentiated higher education systems from the internationalization aspect*) performed by CEPS – Faculty of Education, University of Ljubljana, and financed by the Slovenian Research Agency (ARRS). The “*Sympósion*” is conceptualized as an open and flexible event; inputs on certain topics are rather intended to initiate and support the discussion and to set the context than as an all-encompassing content input. The aim is to discuss in a collegial atmosphere a cluster of selected issues in depth, i.e. to analyse, to experiment and to polemicize. Therefore, an important part of the event consists of discussion and panels (one block with two presentations each of 30 minutes at most plus 30 minutes discussion). As a follow-up to a two-day event, we plan to publish a monograph (in 2012) with papers which could be developed on bases of our discussions in next months (together with a selection of papers from the first *Sympósion 2010*).

Last year, we focused on *equity* issues; this year our aim is to examine *the impact of Europe-wide and larger international and global developments on national higher education systems*. We would like in particular to upfront *issues of convergence and diversity in higher education* and *of the relationship of centres and peripheries in higher education*.

Several policy discourses (often mutually interlinked or overlapping, e.g. the Lisbon Strategy; the Bologna Process; the academic cooperation; the “global dimension” etc.) have appeared and have been employed during the last decade; all of them have been recognisable within the Bologna Process, understood here as an open policy forum. Until the end of the decade, diverse interpretations of the European “concerted” higher education policy – related to diverse national needs, traditions etc – have also appeared and have been employed in national and regional contexts. In 2010, the Bologna Process reached its main goal: to “consolidate” (as phrased by the Bologna Declaration) the *European Higher Education Area*. Indeed, national higher education systems looks much more convergent today than ever before but a cluster of new questions is emerging: questions about the nature and quality of European higher education, real impact of its recent reforms as well as about its near future.

Working on these aspects it is necessary to identify organising ideas which lie behind particular policy discourses and examine their logic in a historical perspective of the last decade and as reflected in a dichotomy *convergence vs. diversity*. Further, we need to compare and understand the main trends in changes in individual national systems which have been predominantly influenced by the Europeanisation processes; we also need to understand their effects with regard to changes in horizontal and vertical differentiation. Within these frames, it also looks important to focus to differentiation aspects and the extent to which international student and labour flows are altering national patterns of equity and productivity regarding higher education graduates and to a typology of student mobility regarding their places of study (at home; temporarily or whole degree programme abroad) and work destination (at home or abroad; in a national or an international job). Last but not least, it is necessary to examine the two-way relationship of the emerging *European Higher Education Area* with other parts of

the world and understand its feedback and policy implications of the discussion on higher education and social change.

From today's point of view, it seems that – at least an inner – tension between “European” convergence and “national” diversity persists (and perhaps becoming tense). Different interpretations of the “concerted” policy and diverse implementation processes at the national or regional level (enhanced by a mix of different discourses as well as “local” political and ideational pressures behind these processes) seem to produce a new “divergence”. A dichotomy of *centres and peripheries* in European higher education might indicate possible elements of it; a dichotomy which hasn't received much attention during the last decade. The EHEA is not a homogenous area; on the contrary. Changes in individual national systems, influenced by the Europeanisation and globalisation processes, seem to produce quite different impact in different European countries and regions. One hand, different nature of “big” and “small” higher education systems seems to demand different action, different structures and different implementation of the “common policy”; even more, it produces certain tensions (e.g. organisation of the system and support institutions; incoming and outgoing mobile students and staff; attractiveness of national universities on various league tables; etc.). It looks like an “invisible hand” pushes European countries to be either “policy exporters” or “policy importers”. On the other hand, it seems that tensions are not merely a reflex of the size of a national higher education but a reflex of more substantial social, economic and political processes in Europe and worldwide.

Within these frames, a number of important issues may be addressed, which we expect to be discussed at the *CEPS Sympósion 2011*, e.g.:

- *The impact of international and global processes on the forms of differentiation within national higher education systems;*
- *Ranking and the reshaping of higher education: world-class excellence as a challenge to European national higher education systems;*
- *Effects of international student and labour flows on the national forms of differentiation and patterns of equity and productivity;*
- *Global Higher Education Areas (e.g. EHEA): their centres and their margins (peripheries);*
- *The impact of transnational higher education: “big systems” and “small systems”; centres and peripheries; processes and organisations;*
- *Differentiation of higher education in European national systems: West Europe, Central Europe and/or South-eastern Europe;*
- *Institutional diversity and the impact of international and transnational higher education policy: challenges to universities and in particular small and medium size countries (e.g. Central Europe; South-eastern Europe);*
- *The role of universities in social transformation; social and cultural perspectives on the regional impacts of universities: West Europe, Central Europe and/or South-eastern Europe;*
- *Etc., etc.*

3. Agenda

Thursday, 24 November

Venue: University of Ljubljana, main building (Kongresni trg; city centre)

09.00 Opening; greetings

Chair: Manja Klemenčič

Prof. dr. Radovan Stanislav Pejovnik, rector of the University of Ljubljana

Prof. dr. Janez Krek, dean of the Faculty of Education, University of Ljubljana

09.30 – 11.00 Session 1

Ellen Hezelkorn: If higher education is at the heart of Europe 2020, why do European universities fair poorly in global rankings? A review of policy responses

Leon Cremonini: Reconciling National Higher Educations with Global Excellence: the Case of France

11.00 – 11.30 Coffee break

11.30 – 13.00 Session 2

Marek Kwiek: Higher Education, Politics and Demographics in the Times of Educational Contraction

Ulrich Teichler: Employability and Mobility of Bachelor Graduates in Europe

13.00 – 14.30 Lunch break

14.30 – 16.00 Panel: discussion and conclusions of the day

Panelists: Viorel Proteasa, Predrag Lažetić, Darinka Vrečko, Xhavit Rexhaj

Moderator: Klemen Miklavič

16.00 – 16.30 Coffee

16.30 – 17.30 Session 3

Martina Vukasović: Europeanization of higher education systems and institutions. Theoretical expectations and empirical findings

19.30 Dinner

Friday, 25 November

09.00 – 10.30 Session 4

Chair: Janja Komljenovič

John Brennan: Higher education differentiation and the myth of meritocracy: the case of the UK

Jon-Torfi Jonasson: The conflicts between domestic and global perspectives on institutions in small communities.

10.30 – 11.00 Coffee break

11.00 – 12.30 Session 5

Jana Bacevic: Universities and 'their' communities. Nation-states, supra-national entities and post-national constellations?

Karin Doolan, Danijela Dolenc: Re-orienting Croatian higher education: internationalisation and resistance

12.30 – 14.00 Lunch break

14.00 – 15.30 Panel discussion; seminar findings and conclusions

Panelists: Tanja Sekulić, Vanja Ivošević, Andrea Bernhard, Mimoza Ristova

Moderator: Janja Komljenovič

15.30 – 16.00 Coffee break

16.00 – 16.30 Wrap-up: Manja Klemenčič

16.30 Closing

- Departures

4. Participant' List

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5. Presentations

If higher education is at the heart of *Europe 2020*, why do European universities fair poorly in global rankings? A review of policy responses

Ellen Hazelkorn
 Vice President, Research and Enterprise, and Dean of the Graduate
 Research School
 Higher Education Policy Research Unit (HEPRU)
 Dublin Institute of Technology
CEPS Symposium, University of Ljubljana
 24-25 November 2011



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“The Union has today set itself a new strategic goal for the next decade: to become the most competitive and dynamic knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion”. (Lisbon European Council 23 And 24 March 2000, Presidency Conclusions, http://www.europarl.europa.eu/summits/lis1_en.htm)

“Europe is no longer setting the pace in the global race for knowledge and talent, while emerging economies are rapidly increasing their investment in higher education....too few European higher education institutions are recognised as world class in the current, research oriented global university rankings... And there has been no real improvement over the past years.” (European Commission (2011) “Supporting growth and jobs – an agenda for the modernisation of Europe’s higher education system”, COM(2011)567/2, http://ec.europa.eu/education/higher-education/doc/com0911_en.pdf, p. 2)



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Themes

- EU Higher Education and Research policy and tools
- Selective National responses
- Some Implications



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Globalisation and Europe

- Higher education and the application of knowledge is undisputed source of social, economic and political power in the age of globalisation;
- Not surprising that the productivity, quality and status of HE and university-based research have become vital indicators of a nation's – and correspondingly, the EU's – ability to compete successfully in the global economy;
- Emergence and rising prominence of global rankings have linked the investment attractiveness of nations with the talent-catching and knowledge-producing capacity of HE;
- The world order is regularly presented as a league table, in which the fortunes of nations are reflected in the performance of universities.



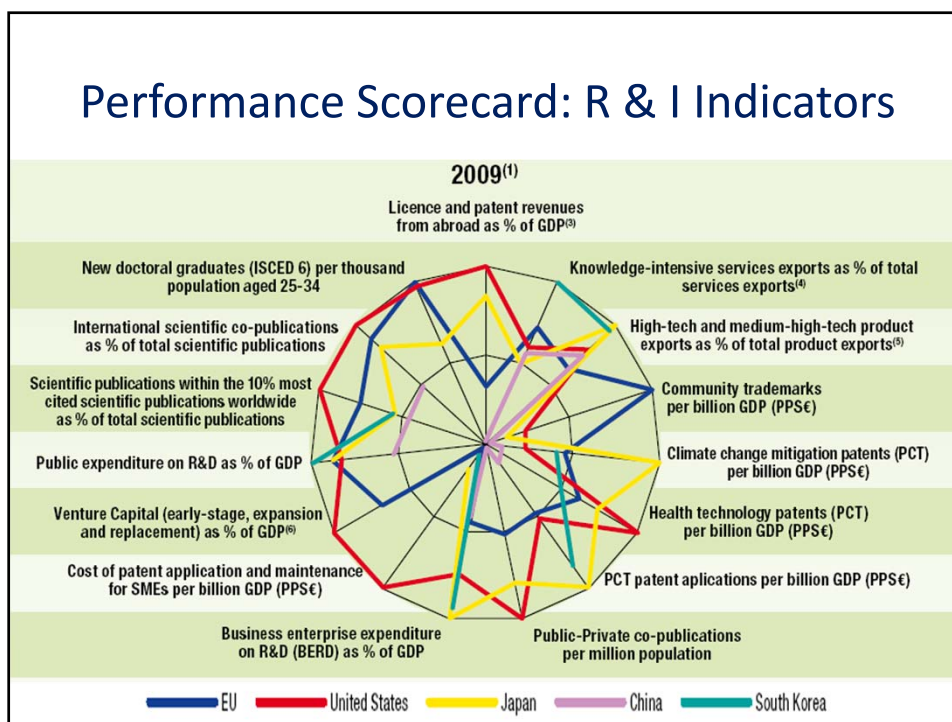
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Indicator of Global Competitiveness?

Top 100 Universities	THE-QS			ARWU					QS		THE-TR	
	2007	2008	2009	2007	2008	2009	2010	2011	2010	2011	2010	2011
US	37	37	32	53	54	55	54	53	31	31	54	51
Europe	35	36	38	34	34	32	33	33	42	40	28	31
Australia/ New Zealand	9	8	9	2	3	3	3	4	8	7	5	4
Asia Pacific (incl. Israel)	13	14	16	7	5	6	6	6	15	18	10	9
Canada	6	5	4	4	4	4	4	4	4	4	3	5
Latin America/ Africa	0	0	0	0	0	0	0	0	0	0	0	0

Performance Scorecard: R & I Indicators



International Student Mobility

OBHE report (2007) classifies the international players – with their respective shares of the market:

Major Players – USA (22%), UK (12%) and Australia (11%);

Middle Powers – Germany (10%) and France (10%);

Evolving Destinations – Japan (5%), Canada (5%) and New Zealand (3%);

Emerging Contenders – Malaysia (2%), Singapore (2%) and China (7%).

Group to watch is Emerging Contenders which has traditionally been major net importers of education services. They are rethinking their own capacity-building strategies and become net exporters, seeking to capitalize on cultural synergies within the region (Robertson, 2007,

<http://globalhighered.wordpress.com/2007/09/30/international-student-mobility-patterns-and-trends/>)



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European Policy Drivers (1)

1. Bologna Process (1999 -):

- Sorbonne Declaration, 1998: “harmonization of the architecture of the European higher education system”, paved the way for Bologna with the objective that “the Europe we are building is not only that of the Euro, the banks and the economy, it must be a Europe of knowledge as well”;
- Anticipated need for enhanced convergence across national systems to create a coherent system of higher education able to compete internationally;
- Predicated on free movement of students, faculty and workers across national boundaries facilitated by “trustworthy information and with the assurance that their performance will be recognised in other parts of Europe” (Reichert, 2009, 107).
- Vision equally outward-looking, on the basis that to encourage and facilitate talent and investment from around the world requires a system easily understood and harmonious and not constrained by parochialism.



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European Policy Drivers (2)

2. Lisbon Strategy (2000 -)

- Whereas Bologna is focused on co-operation and 'equal position of all institutions and systems', Lisbon is explicitly focused on competition, 'intended to produce [a] more hierarchical and stratified' HE landscape (van der Wende, 2009, 321);
- Open method of co-ordination = 'softer' process by which EU drives HE reform without intruding on national rights – similar to OECD (Gornitzka, 2005);
- Key themes: quality and improving excellence, measuring performance, attracting talent, international competitiveness;
 - Underlining theme is transparency, comparability and differentiation;
- By stressing the importance of measuring performance and competitiveness, the European Commission saying the future will be based on demonstrated merit rather than assertion.



Rankings = Clarion Call for Action

- Rankings accelerated change process already starting in Europe – and gave it an added sense of urgency.

"Last year the Shanghai Jiao Tong University's Institute of Education ranked the world's top 500 universities on academic and research performance. For the European Union, the news is not all that good. The study shows that 35 of the top 50 Universities in the world are American ..." (Dempsey, 2004).

- Similar concerns voiced:
 - Lambert, R. and N. Butler (2006) *Future of European Universities. Renaissance or Decay?*;
 - Aghion, P., M. Dewatripont, C. Hoxby, A. Mas-Colell and A. Sapir (2007) 'Why Reform Europe's Universities?';
 - Dewatripont, M. (2008) 'Reforming Europe's Universities';
 - Ritzen, J. (2010) *A Chance for European Universities Or: Avoiding the Looming University Crisis in Europe.*



Key messages

- Too few European higher education institutions are recognised as world class in the current, research-oriented global university rankings;
 - US has only ~200 research-intensive universities while too many of Europe's ~4000 universities claim to be research-intensive;
- European universities suffer from poor governance, insufficient autonomy and often perverse incentives;
- Public policy has favoured HE as public good, supporting social/cultural objectives rather than economic ones in belief that all universities should be similar in quality rather than some being more excellent than others;
- Public funding is spread too thinly across too many universities;
- There is a need for university reform and modernisation, and to concentrate funding in a few universities in order to compete.



Focus on Quality and Excellence

- “It is the quality of European higher education institutions, measured (among other ways) through the volume and scope of institutions' scientific - in the widest sense of the word - and technological research activities, which is crucial.” (2001)
- “Universities should be funded more for what they do than for what they are, by focusing funding on relevant outputs rather than inputs...” (2006, 7);
- The “challenges posed by globalisation require that the European Higher Education Area and the European Research Area be fully open to the world and that Europe's universities aim to become worldwide competitive players” (2007, 3);
- The “performance of education systems must be enhanced, and the international attractiveness of Europe's higher education reinforced” (2010, 34);
- The “potential of European higher education institutions to fulfil their role in society and contribute to Europe's prosperity remains underexploited.” (2011, 2).



Select Actions

- 2001: Erasmus Mundus: global scholarship, talent mobility and recruitment;
- 2002/2003: work programme/reports emphasizing role of system to aid Lisbon agenda, and importance of 3% target for R&D expenditure;
- 2002 to 2006: FP6 emphasis on capacity building and intensification of R&D via formation of virtual 'networks of excellence';
- 2007-2013: FP7 established EIT via KICs in select fields with emphasis on geographic co-location via designated nodes; ERC with mobility of funding;
- 2005: U-Map responds to EU concern over "uniformity in provision" (van der Wende, 2009, 326; van Vught, 2009);
- 2009-2013: *U-Multirank* (CHERPA, 2010a, 2010b) provides mechanism to differentiate European universities while paying homage to diversity;
- 2014-: FP8 will further strengthen consolidation and concentration, linked to classification and ranking.



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France

- 2007 Senate report said researchers disadvantaged in favour of English-speaking institutions (Bourdin, 2007–2008);
- 2007 legislation granting greater institutional autonomy to encourage stronger management and planning;
- 2008 French Presidency conference championed new EU ranking;
- 2008 *Operation Campus* established 10 regional centres of excellence to enhance capacity (Landry, 2010; Marshall, 2010), €8m;
- 2009 additional funding but not "distributed evenly" (Enserink, 2009a; Enserink, 2009b);
- 2010 build *Paris-Saclay* super-campus (€4.4bn) to be among global top 10 (Anon, 2010d; Landry, 2010) + 'Giant' @ €500m (Prest, 2010).

'We want the best universities in the world....How many universities do we have? 83? We're not going to divide the money by 83.' (Nicolas Sarkozy, President, France, 2009)



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Germany

- ARWU highlighted gap between historical/self perception and external assessment:

We have a lot of very good universities across the board in Germany, a high average standard, but what we lack are really top universities ... The latest ranking table clearly shows why it is that Germany needs top universities (Dufner, 2004).

- A year later, June 2005, government launched *Exzellenzinitiative*.
 - Phase 1, 2006-2011: €1.9bn earmarked for three initiatives, open only to universities: Graduate schools and Excellence Clusters + Institutional Strategic Development = 10 winners;
 - Phase 2, 2012-2017: €2.7 bn.
- Greater collaboration/merger between research institutes and universities, selective recruitment of students and faculty, merit pay, additional salary benefits, etc.



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UK

- While less publicly responsive to the backwash from global rankings – given standing of UK universities in the rankings – UK not immune:
 - RAE has had effect of concentrating research – and driving changes in institutional/national research landscape;
 - Pressure on universities focuses on “excellence” rather than being comprehensive;
 - Shorter qualifications – associate degrees, 2/3 yr BA.
- Changes in Funding model (Browne,
 - Tuition fee raises;
 - Lifting of student ‘cap’;
 - Preferential funding for higher achieving students;
 - Diminution in government funding for arts, humanities and social sciences – with emphasis on STEM.



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Restructuring European HE and Research Systems

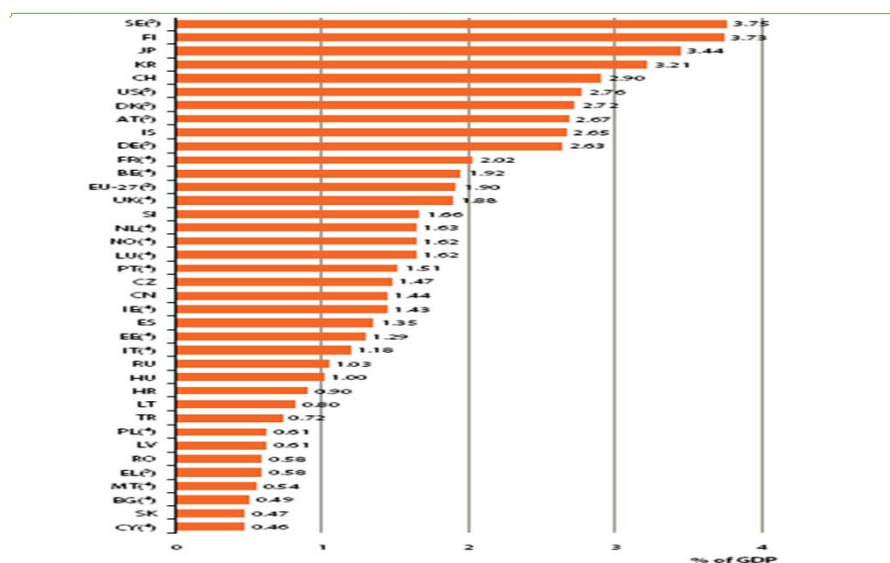
- EU actions have gone beyond simply encouraging greater competitiveness, diversity and modernisation of HE organisations and systems;
- Many statements applaud diversity of European HE, but too many mediocre universities responsible for poor showing in global rankings:
...higher education institutions too often seek to compete in too many areas, while comparatively few have the capacity to excel cross the board. As a consequence, too few European higher education institutions are recognised as world class in the current, research-oriented global university rankings... (European Commission, 2011, 2)
- EU has been slowly, quietly and systematically *restructuring* European higher education and research (Maassen and Stensaker, 2010);
- Because uneven distribution of capability/capacity across EU's 32 member/candidate countries and HEIs, there will be greater hierarchical differentiation, with concentration in handful of HEIs/member states.



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R&D expenditure as % of GDP, 2008



'Harvard Here' Model

	Field 1	Field 2	Field 3	Field ...
PhDs and research intensive	Institution A1			
Masters and some research	Institution B1			
	Institution B2			
Baccalaureates and scholarship	Institution C1			
	Institution C2			
	Institution C3			
	Institution C4			
Diplomas and extension services	Institution D1			
	Institution D2			
	Institution D3			
	Institution D4			
	Institution D5			

Gavin Moodie, correspondence 7 June 2009

Emerging Global Model

- EU following strategy of other regions/countries, notably China, South Korea, Taiwan, Malaysia, India, Japan, Singapore,
- *Emerging global model* (EGM) based on top 100 universities (Mohrman et al., 2008):
 - Mission transcending boundaries of nation-state;
 - Increasing intensification of research/knowledge production;
 - Diversified funding beyond government support and student contributions;
 - Operates worldwide via networked nodes.



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Shape of Things to Come? (1)

- Because 'no government can fund all the post-secondary education its citizens want', many have made the insidious connection between excellence and exclusiveness (Daniel, 2011);
- The demand for higher education & the knowledge society is pushing up the status premium of elite universities:
 - Powerful forces are pushing a return to elite models of knowledge production conducted in/by a handful of "world class universities";
 - This represents a
 - Major societal rethink about egalitarianism with a renewed emphasis on elite institutions (Kehm, 2009);
 - Major shift away from the traditional Humboldtian idea of universities (Van Vught, 1996);



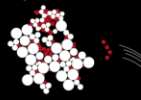
Shape of Things to Come? (2)

- Ironically, at a time when higher education is in greatest demand – and is asked to provide greater impact/benefit for society – the EU is pursuing a policy in which HE is becoming increasingly unfettered by the nation state (Kwiek, 2009), and arguably unresponsive, as it diversifies/privatizes its funding base, recruits talent internationally and engages globally;
- This is likely to lead to greater hierarchical differentiation between *privatised, selective, research, elite* universities and *public-dependent, recruiting, teaching, mass* HEIs, systems – and member states.



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Reconciling National Higher Education Educations with Global Excellence



Presentation for the CEPS Sympoision

Ljubljana, 23-25 November 2011

Leon Cremonini, Paul Benneworth, Don Westerheijden, (CHEPS), and Hugh Dauncey (School of Modern Languages, Newcastle University, UK)





Normative Positions

- WCUs are a vital element of a competitive higher education system. Supporting élite universities creates a wider set of societal benefits and returns
 - *Stemming from this belief a policy rhetoric has emerged across very different countries, leading to WCUPs worldwide (see next slide)*
- The notion of WCU is focused on a limited range of variables emulating the so-called "Stepford University"
 - *Stemming from this belief critiques against global rankings have emerged, attempts to develop better rankings*

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CEPS Sympoision, 23-25 November 2011

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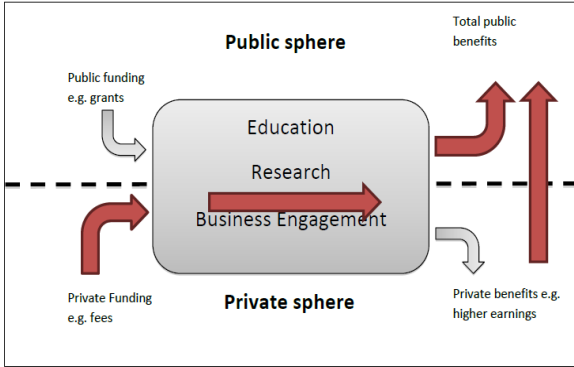


"Which" is a WCU ?

World Rank	Institutions	Country	National Rank	Total Score
1	Harvard University	USA	1	100.0
2	University of California, Berkeley	USA	2	72.4
3	Stanford University	USA	3	72.1

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Figure 2 A world-class universities programme increasing higher education system efficiency





The System Effects of a WCUP (I)

- Increased exogenous resources
 - Additional staff, students and research funding from outside the country/ higher education system which spill-over to other higher education institutions
- Increased private endogenous resources
 - Resources that would have either not been spent in the country's universities, or gone to other universities, go into the sector, which spill-over to other higher education institutions



The System Effects of a WCUP (II)

- More efficient use of public resources
- New products (e.g. Graduate School trajectories)
- Reputational benefits
 - All national universities benefit from a higher external awareness/ reputation from the presence of one or more world-class institutions in the system

The Tensions of WCUPs: from Individual to System Benefits

- WCUP must demonstrate WCUP's aggregate public benefit if they are to become a tool used by public investment
- For each of the five variables, "world-class" might get stronger *at the expense* of the system, e.g.
 - Create barriers between the "haves" and the "have-nots"
 - Act as a kind of enclave for global actors exploiting the best of the country's resources
 - Beggar-thy-neighbour effect

Can World Class University Programmes Produce Clear Public Benefits for National Higher Ed?'

We look at how one WCUP attempted to solve an identified systemic problem, i.e. the segmentation between the elite Grandes Écoles and the mass university system in French higher education

Values in French Higher Education

- Unselective University Sector
- *Grandes Écoles* cater for an elite minority
 - Research intensive HEIs (universities) are less prestigious than vocational ones (*Grandes Écoles*)
- Equality vs. equity

Conclusions (I)

- Part of wider transformation process in French public governance
- ARWU crisis did have key effects:
 - Government could advance a new administrative paradigm into the French Higher Education sector
 - Expectations of transformation
- Some system improvement, e.g.
 - Widening participation
 - Internationalization
 - More investments

Conclusions (II)

- Role of WCUP not straightforward
 - Emerging at the end of a wider shift
- Key challenges remain
 - Revitalizing the university sector
 - Reconciling the tension between resource-rich Grandes Écoles and the underfunded universities
 - System improvements must involve improving student experience in a mass university system very different from the Anglo-American university model

Conclusions (III)

- Apparently no *intrinsic* benefits of WCUPs
 - Advantages have come where WCUP activities have played to existing strengths in the system or concentrated resources on achieving difficult changes
- There seems to have been a sincere effort to address the system's problems rather than concentrating resources on the Grandes Écoles to increase the number of French universities in the rankings
 - WCUPs have been one element of those efforts

Cautionary Remarks on WCUPs

- Useful in persuading governments of the value of:
 - Investing in Higher Education
 - Profiling their nations more aggressively internationally

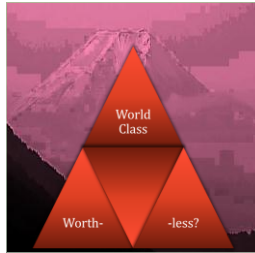
- Nuance needed in (at least) three areas:
 - Definition of WCUP should include , excellence in national impact
 - Outcome over volume and resource metrics
 - More nuanced understanding of national higher education system conditions

A World-Class Higher Ed System?

We need an "all encompassing quality"

- ~~Match~~ **Horizontal** diversity and pathways within the system
 - ~~Access~~ **System** permeability
 - ~~Close~~ **Heterogeneity** of student body in academic and professional education antecedent conditions
 - ~~Must be~~ **internationally** attractive
 - ~~Does money~~ **do it**?
- Therefore: **Differentiation**
- Does reputation do it all?
- ~~About~~ **aligning** optimally private and public returns of higher education
 - ~~Prefer~~ **ration** focus on research to be top-X ranked
 - Variety of provision

A World-Class Higher Ed System?





Thank You For Your Attention

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Higher Education, Politics and Demographics in the Times of Educational Contraction

(CEPS Symposium, Ljubljana 24 Nov. 2011)

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Introduction (1)

- The paper explores demand-driven expansion (1990-2010) and demography-driven contraction (2010-2025) from the perspective of inequality, institutional selectivity and national funding strategies.
- The Polish case study is important from the perspective of the changing public-private dynamics in a system which today has highest enrolments in the („independent”) private sector in Europe.
- The question who is admitted and who is funded in higher education in the next fifteen years is explored in connection with possible choices in public policy (fees in the public sector, state subsidization of the private sector) and related policy scenarios.
- The two parameters: demographics and politics.
- Uniquely in Europe, Polish system has to be seeking policy solutions to tackle demographic and educational phenomena uncommon in other parts of the continent today.

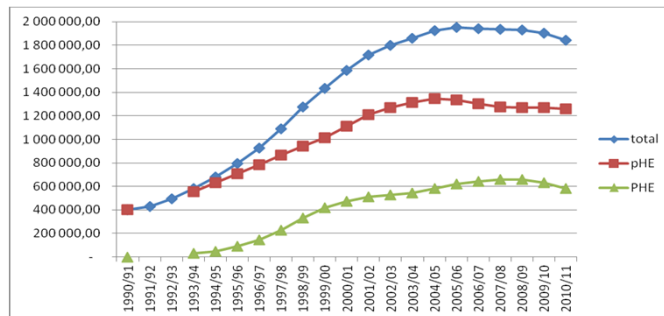
Introduction (2)

- Dramatically changing demographics in Poland, possibly leading to decreases in enrolments from about 2 million students in 2008 to about 1.2 million students in 2025, introduces new dilemmas related to public funding and admissions criteria.
- We expect public policy for higher education in the times of expansion to be fundamentally different from public policy in the times of contraction.
- The era of contraction seems unexpected in knowledge-economy policy discourse which generally ignores sharply falling demographics, relevant for higher education systems in only several OECD economies, Poland included.

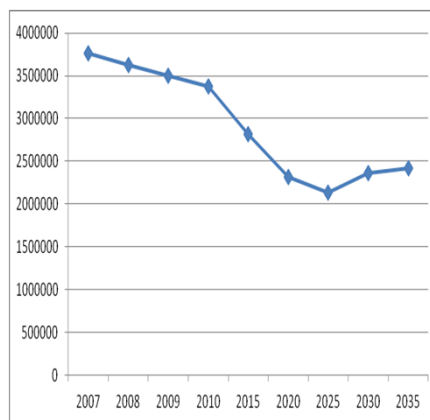
Introduction: Expansion (3)

- The largest growth in Polish private HE occurred through the non-elite, mostly demand-absorbing, type of institutions.
- As elsewhere in rapidly expanding systems, most students were “not choosing their institutions over other institutions as much as choosing them over nothing” (Levy 2009: 18). As in other countries, demand-absorbing subsector tended to be both the largest private subsector and the fastest growing one. This is also the most vulnerable one in the setting of declining demographics. The growth of private HE did not necessarily mean “better” services, or “different” services: it meant most of all “more” higher education (Geiger 1986: 10, Enders and Jongbloed 2007: 20).
- Expansion in both sectors was accompanied by hierarchical differentiation: much of the growth was absorbed by public and private second-tier institutions and by first-tier public institutions in their academically less demanding and less selective part-time studies. (In specific fields of study: social sciences, economics and law).

Data Snapshot (1): Expansion 1990-2010



Data Snapshot (2): population projection, age group 19-24, 2007-2035



Introduction (4)

- Educational contraction in a Polish highly diversified and strongly market-oriented system may continue the trend of inequality reduction, or may reverse it.
- Implications of the contraction for institutional selectivity may be unprecedented because the logics governing access to publicly-funded vacancies in the expansion era - may differ from the logics governing access to them in the expected contraction era.
- There are no countries in the European Union in which similar demographic shifts lead to shrinking student populations to a comparable degree. Therefore Poland provides an inspiring case study.

Selected Themes

- Expansion of Polish higher system slowed down after fifteen years (1990-2005) and since then the system has been gradually contracting. Further powerful contraction is expected (scenarios for 2010-2025 below).
- The processes of contraction have far-reaching consequences for the future differentiation of the system, public-private inter-sectoral dynamics, and the selectivity of public and private institutions and their admission criteria.
- Powerful demographic shifts may thoroughly change the structure of the system, and the options of the remonopolization of the system by the public sector and the gradual (spread over the next decade) decline of the private sector cannot be excluded.
- The processes of inter-sectoral differentiation of the expansion era may be replaced with the processes of the inter-sectoral de-differentiation (or homogenization) of the contraction era.

Expansion Theme

- It is generally assumed in both scholarly and policy literature that major HE systems in the EU (and OECD-area), will be further expanding in the next decade. Expanding systems contribute to social inclusion because the expanding pie “extends a valued good to a broader spectrum of the population” (Arum et al. 2007: 29).
- In the knowledge economy, expansion of HE systems is key. Higher enrolment rates in the EU have been viewed as a major policy goal by the EC throughout the last decade. Its most recent Communication (Sept. 2011) states that attainment levels:
 - “are still largely insufficient to meet the projected growth in knowledge-intensive jobs, reinforce Europe's capacity to benefit from globalisation, and sustain the European social model” (EC 2011:3).

Three Dimensions: Polish HE

- Research into the last two decades of expansion is combined here with exploring scenarios about the next decade of contraction of the HE system. There are three interrelated dimensions:
 - The complicated intersectoral public-private dynamics and one of the highest degree of marketization of the system in Europe (extraordinarily high share of fee-paying students and both the highest share of enrolments and highest student numbers in the private sector in Europe, 0.58 million students out of 1.82 million in 2010).
 - The most radical demographic changes projected for the next decade: the number of students will go down from 1.82 million (2010) to 1.33 million (2020) to 1.17 million (2025).
 - Changing educational policy climate based in particular on political decisions about the introduction of universal tuition fees in the public sector.

Changing Demographics (1)

- Quote OECD, *HE in 2030: Demography*: „All things being equal, demography directly affects student enrolments in higher education because the size of younger age cohorts is a partial determinant of the number of students. ... If rates of entry to higher education, together with survival rates, the average length of courses and other student-related factors (age, etc.) remain unchanged, countries in which those cohorts decrease in size will normally experience a fall in their student enrolments. Yet the relationship between demography – or more specifically the size of the younger age cohorts – and higher education enrolment levels is a complex one” (Vincent-Lancrin 2008: 43).

Changing Demographics (2)

- The fall in enrolment levels in Poland is expected to be the highest in Europe (and comparable in the OECD area only to Korea and Japan). Two OECD scenarios:
 - In the first scenario, enrolments in 2025 are expected to fall to 55% of the 2005 levels, or dwindle by almost a million students (the fall by 947.000 students).
 - In the second scenario, enrolments in Poland in 2025 are expected to fall to 65% of the 2005 levels, or dwindle by almost eight hundred thousand students (775.000).

Changing Demographics: Implications

- Implications of the contraction for equitable access, institutional selectivity, and admissions criteria may be unprecedented. The reason: the logics governing access to publicly-funded vacancies in the expansion era may differ from the logics governing them in the expected contraction era.
- There are no countries in Europe where similar demographic shifts lead to shrinking student populations to a comparable degree; also no OECD country provides practical clues for policy solutions.
- Various countries experienced moments or periods of contraction of their systems (Sweden in 1968-1973, Japan in 1992, Korea in 2000) or feared contraction in the following decade (the USA in the second half of the 1970s, see Carnegie report 1977, Breneman and Finn 1978). But policy lessons from them are relevant to the Polish case only marginally.

Politics (1)

- Adding a political dimension to research into contraction: tuition fees. A major political issue related to equity, access, selectivity, admissions and the future of the public/private dynamics.
- From the supply-side there are three basic scenarios which relate demography to both public/private dynamics and trends in reducing inequality are possible:

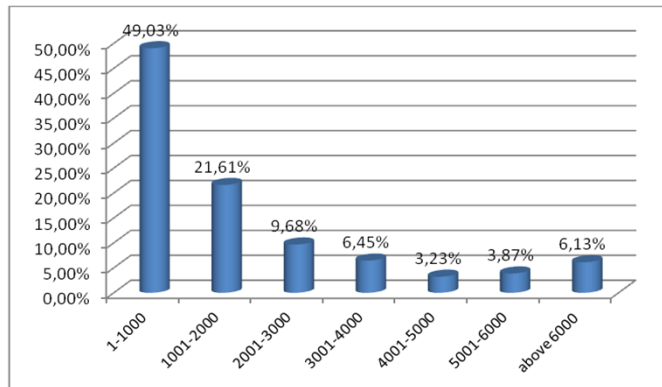
Politics (2)

- 1) enrolments in full-time programs in the public sector will remain stable;
- 2) enrolments will decrease proportionately in both sectors and both modes of studies (full-time, part-time) due to declining demographics; and
- 3) enrolments in full-time programs in the public sector will increase (if the number of vacancies increases merely by 2% every year between 2011 and 2020, the public sector will be offering more than one million vacancies; and these are “first-choice vacancies”).
 - In the first scenario, in 2020 enrolments in full-time study programs in the public sector will remain stable (about 850.000 students, as in 2010),
 - in the second scenario, they will be about 550.000 students, and
 - in the third scenario, they may exceed 1.000.000 students.Consequently, the private sector can expect about 250.000 students, in the second about 450.000 students, and in the third only 100.000 or less.

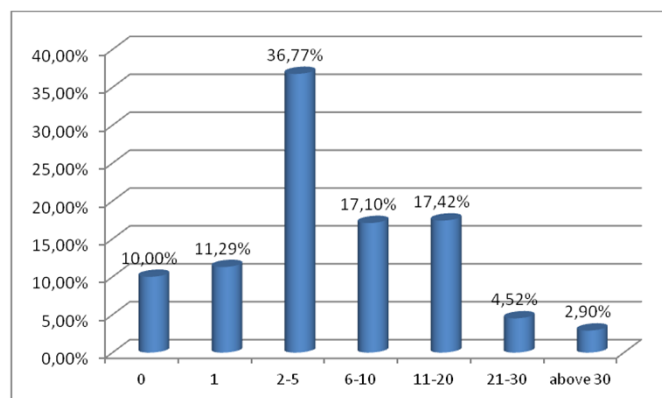
Policy Conclusions

- Policy conclusions are surprising: in fact, the biggest private higher education system in Europe (“independent private” in OECD terms, fee-based in practical terms) is heavily dependent in its survival on a change in higher education financing – namely, the introduction of universal fees in its competing public sector.
- Only the introduction of universal fees in the public sector can stop the gradual demise of the vast part of the private sector.
- If universal fees are not introduced, the private sector will be heavily reduced in size. Maintaining the tax-based public sector under declining demographics is a disaster to the private sector. Unless there are mergers between public and private institutions.
- Consequently, lobbying for the introduction of universal fees in the public sector is the most effective survival strategy of the private sector in the years to come. Individual private institutions’ strategies count much less than macro-level changes in funding mechanisms for public institutions. Assessment of PHE needed:

Data Snapshot (3): Size of PHEIs



Data Snapshot (4): Faculty in PHEIs



Policy Options

- Demographic factors are well defined, political factors are not.
 - The political factors depend largely on policy choices to be made in the next few years: one policy stance is to leave things as they are. A less obvious and much more contestable policy stance is to intervene. The possible policy intervention is either:
 - in the private sector only (public subsidization of teaching in the private sector)
 - in the public sector only (introducing universal fees in the public sector), or
 - in both sectors (the combination of both policy interventions).
- The segment of higher education with strong interests in new policy choices is the private sector, expected to be desperately seeking survival strategies. What seems theoretically possible may be politically complicated; lobbying is in progress (new law on HE: March 2011 – no fees).

Decline of PHE?

- Decline of private higher education is a rare theme in scholarly literature, as it is a rare phenomenon from a global perspective. As Levy stresses, „the most vulnerable private higher education is the demand-absorbing type, which underscores that all parts of the sector do not face constant vulnerability” (Levy 2010: 11-12).
- Poland is exceptional from a global perspective: public and private shares in enrolments have been changing; but also absolute enrolments in the private sector have been decreasing. Private higher education sector is expected to have fewer students every year, according to the three enrolment scenarios. For a system in which there are 325 private institutions: an enormous challenge.
- The expected demographic shift creates a major institutional challenge to all public institutions; but the demographic shift for private institutions creates a life or death challenge.

Changing Intersectoral Dynamics (1)

- Polish system is more market-like than most state-funded European systems but also much more state-funded than most global market-funded systems, as in the United States, Korea or Japan.
- The increasing stratification of higher education institutions along the client-seeking and prestige-seeking lines (Arum et al. 2007) is the discernible process in the times of system expansion. What will happen to the process in the times of the system contraction?
- All institutions, public (elite and regional) and private (both semi-elite and demand-absorbing) might potentially be forced to become increasingly client-seeking (with perhaps no significant difference whether the clients will be tax-based students funded by the state or self-funded fee-based students, and no matter whether universal fees in the public sector are finally introduced in the coming decade or not).

Changing Intersectoral Dynamics (2)

- Fees may fundamentally change the inter-sectoral dynamics in the system, e.g. allow to survive a higher proportion of private institutions than in a landscape with tax-based public sector.
- But in the context of the demographic decline, it does not have to contribute to the maintenance of the differentiation between client-seeking and status-seeking institutions.
- Both sectors may find it necessary to become aggressively client-seeking, as the private sector was throughout the recent decades.
- In contracting systems, the selectivity of all institutions, both elite and regional, semi-elite and demand-absorbing, in both public and private sectors, can be expected to decrease over time.
- Admissions criteria can be expected to be less stringent, and access for candidates from lower socio-economic classes may be increasingly less based on meritocratic criteria in institutions which are highly selective today. To maintain their current levels of selectivity, they would have to decrease their capacities as contraction processes progress in the next 15 years (job cuts).

Brief Conclusions

- The question linking extent of educational contraction (rather than expansion), system differentiation, and extent of market mechanisms (especially degree of privatization), in diversified systems like the Polish one seems unique in Europe today. There seem to be no system to learn policy lessons from.
- As a HE system, Poland is entering unknown territories. We, as HE researchers, are exploring unknown territories too.
- Thank you very much for your attention!

Events of International Mobility in the Life Course: Findings of Graduate Surveys

Contribution to the C E P S Symposium 2011

“Internalisation and Globalisation Processes and Their Impact on National Higher Education Systems: Convergence and Divergence, Centres and Peripheries”

University of Ljubljana, Faculty of Education, Centre for Education Policy Studies

Ljubljana (Slovenia) 23-25 November 2011

Prof. Dr. Ulrich Teichler

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2

Ulrich Teichler: Events of International Mobility in the Life Course



The Information Base and the Concepts (I)

Student mobility: An important issue, but a poor information base

- Foreign students and study abroad vs. student mobility
- Foreign inwards mobile students vs. inwards mobile students
- Degree/diploma mobility vs. short-term/credit mobility
- Currently mobile students vs. event of mobility in the course of study
- Differences of mobility according to level of study programmes and degrees
- “Vertical” vs. “horizontal” mobility

The Information Base and the Concepts (II)

Foreign students/study abroad vs. student mobility

- Traditional statistics (UNESCO, OECD, EUROSTAT) present data on foreign students and study abroad: Citizenship, passport
- The more mobile people are (professional mobility, migration, etc.), the less foreign/abroad is useful as a proxy for mobility
- “Genuine mobility”: border-crossing for the purpose of study (i.e. excluding foreign students who lived and learned in the country of study already prior to higher education study)
- In recent years, the number of European countries has increased where data have been collected both of (a) foreign students and (b) inwards mobile students
- Inwards students mobility is measured with the help of either (a) (prior) residence, or (b) prior education
- A distinction can be made between (a) foreign mobile students and (b) home country mobile students (e.g. “returners”)

The Information Base and the Concepts (III)

Different Proportions of Foreign/Mobile Students 2007 (percentage)

	A	CH	UK	E	DK
a. Foreign mobile students	11.9	14.3	13.6	1.8	2.7
b. Home country mobile students	0.5	2.1	0.7	0.0	2.8
All mobile students (a, b)	12.4	16.4	14.3	1.8	5.5
c. Foreign non-mobile students	4.6	5.0	5.9	1.6	6.3
All foreign students (a, c)	16.7	19.3	19.5	3.4	9.0

Source: Teichler, Ferencz and Wächter 2011

The Information Base and the Concepts (IV)

Degree/diploma mobility vs. short-term/credit mobility

- The majority of mobile students all over the world cross the border for studying the whole study programme and aim to be awarded a degree in another country
- Notably in economically advanced countries, however, short-term mobility is highly appreciated (cf. the ERASMUS programme and Sorbonne/Bologna as regards intra-European mobility)
- UNESCO, OECD and EUROSTAT intend to collect statistical data only of degree mobility. They ask the individual countries to exclude short-term mobility
- Actually, however, some countries include and other countries exclude short-term mobile students in the general statistics of foreign/mobile students
- As a consequence, we have no international statistics on short-term mobility. The usual statistics focus on degree mobility, but de facto include about half of the short-term mobile students in Europe

Foreign Students – Developments up to the Year 2000 According to Official Statistics (I)

- The worldwide number of students studying abroad increased from about 200,000 in the mid-1950s, about 500,000 in 1970, 1.2 million in 1987 to about 2 millions in 2000.
- But the total number of students increased in the same pace: The quota of students studying abroad remained constant at about 2 percent.
- The quota of foreign students among students in economically advanced countries doubled during the period – in Europe from about 3 percent to about 6 percent (as a consequence of lower growth of absolute numbers of students in these countries and of relative increase of vertical mobility). Half of the foreign students in Europe come from other European countries.
- About 3 percent of the European students study abroad. This quota increased only moderately in the 1980s and 1990s according to official statistics, while other sources suggest that intra-European short-term mobility has increased substantially during this period.

Foreign Students – Developments up to the Year 2000 According to Official Statistics (II)

- About 45% of foreign students studied in the big four English-language speaking countries (US, UK, Australia, Canada). This proportion did not change substantially in the 1980s and 1990s.
- “Vertical mobility” continues to dominate according to official statistics.
- ERASMUS mobility (temporary mobility within Europe), increased from about 10,000 in its year of inauguration 1987/88 to about 100,000 ten years later.
- Other short-term temporary mobility within Europe is estimated to be at least as frequent as ERASMUS mobility around the year 2000.

Results According to Statistics of Foreign Students

- Foreign students from outside Europe: 2.4 % (1999), 3.7 % (2007)
- Foreign students from other European Countries: 3.0 % (1999), 3.3 % (2007)

Country means for 32 European countries

Source: Teichler, Ferencz & Wächter 2011.

Ratio of Students with Home Nationality Enrolled Abroad to Resident Students with Home Nationality (%)

Country	Ratio			Change*	
	1998/ 99	2002/ 03	2006/ 07	of ratio	of absolute numbers
AT Austria	5.1	6.4	6.0	+18	+ 14
CZ Czech Republic	1.7	2.5	2.5	+47	+119
DE Germany	-	3.1	4.3	(+39)**	(+ 69)
FR France	2.4	2.8	3.2	+33	+ 38
HU Hungary	2.4	2.2	2.1	-13	+ 34
IT Italy	2.4	2.3	2.3	- 4	+ 4
NL The Netherlands	2.8	2.5	2.6	- 7	+ 13
NO Norway	7.1	7.7	6.8	- 4	+ 7
PL Poland	1.1	1.3	2.0	+82	+169
UK United Kingdom	1.4	1.4	1.2	-14	- 10

* Increase/decrease from 1998/99 to 2006/07

** Change 2002/03-2006/07

Source: Teichler, Ferencz & Wächter 2011.

Increase of the Event of Study in Another European Country During the Course of Study

- In the Leuven Communiqué (2009), the ministers of the countries involved in the Bologna Process call for a 20% of European students having studied or participated in internships in another country by 2020.
- In Germany, the number of graduates at German institutions of higher education having studied abroad or having undertaken other study-related activities abroad increased from 29% among those graduating in 1999 to 34% among those graduating in 2007. About half of them studied abroad.
- In addition, about 3% of German students undertook degree study abroad and graduated abroad.
- Thus, Germany as well as some other European countries have reached the Leuven goal for 2020 already more than 10 years earlier.

11

Ulrich Teichler: Events of International Mobility
in the Life Course

International Mobility of 2000 HE Graduates in Selected European Countries (percentage)

	F	UK	D	I	E
Migration background	16	23	8	3	4
Among them: Born abroad	3	12	6	1	2
Study or study-related activities abroad	36	19	30	17	16
Mobility within 5 years after graduation	21	21	16	18	19
Among them:					
Employed abroad 5 years later	4	7	3	3	2
Life-course international experience	50	46	40	28	26

Source: Allen & van der Velden 2011.



12

Ulrich Teichler: Events of International Mobility
in the Life Course

Periods Abroad During the Course of Study of Graduates from Selected European Countries (%)

Country	Bachelor graduates			Master graduates			Single-cycle/ traditional degrees		
	Univ.	Other HEIs	All	Univ.	Other HEIs	All	Univ.	Other HEIs	All
AT Study	16	22	18	.	.	.	22	23	22
Various act.	24	33	27	.	.	.	37	40	37
CZ Study	.	.	6	.	.	.	18	.	.
Work	.	.	6	.	.	.	15	.	.
DE Study	16	14	.	17	9	.	19	9	.
Various act.	28	27	.	35	22	.	37	20	.
FR Study	6	2	.	12	22	.	11	.	.
Various act.	20	22	.	29	54	.	32	.	.
IT Study	5	.	5	15	.	15	10	.	10
NL Study	28	21	.	28	.	28	35	16	.
NO Study	20	.	.	25	.	.	.	.	.
PL Study	.	.	2	.	.	3	.	.	3
UK Study	4	.	.	.	.	.	.	.	.

Source: Schomburg/Teichler, eds. *Employability and Mobility of Bachelor Graduates in Europe*. Rotterdam: Sense Publishers, 2011.

Employment Abroad After Graduation of Graduates from Selected European Countries (%)

Country	Bachelor graduates			Master graduates			Single-cycle/ traditional degrees		
	Univ.	Other HEIs	All	Univ.	Other HEIs	All	Univ.	Other HEIs	All
<i>AT Austria</i>									
Since graduation	12	12	12	.	.	.	20	22	20
Currently	9	9	9	.	.	.	11	8	11
<i>CZ Czech Rep.</i>									
Not Specified	.	.	10	.	.	11	.	.	.
<i>DE Germany</i>									
Since graduation	6	13	.	20	23	.	12	12	.
Currently	7	8	.	11	8	.	5	4	.
<i>NL The Netherlands</i>									
Currently	5	3	.	7	.	7	4	2	.
<i>PL Poland</i>									
More than one trip abroad	.	.	3	.	.	2	.	.	2
<i>UK United Kingdom</i>									
Currently	7	.	.	.	.	.	.	.	.

Source: Schomburg/Teichler, eds. *Employability and Mobility of Bachelor Graduates in Europe*. Rotterdam: Sense Publishers, 2011.

International Dimensions of Employment and Work of Former ERASMUS Students (% of employed graduates)

	1988/89 ERASMUS	1994/95* ERASMUS	1994/95* Non-Mobile	2000/01 ERASMUS
International scope of employing org.	+	+	+	51
Frequent contacts of employing organisation with other countries	71	+	+	59
Employed abroad since graduation	18	20	5	18
Sent abroad by employer	+	22	10	12
Professional knowledge of other countries important	+	40	20	45
Understanding of different cultures and society important	+	52	32	57
Working with people from different culture important	+	62	43	67
Communicating in foreign language important	+	60	30	70

* Year of graduation

Source: Janson/Schomburg/Teichler. *The Professional Value of ERASMUS*. Bonn: Lemmens, 2009.

ERASMUS-Related Work Tasks of Former ERASMUS Students (% of employed graduates)

	1998/99	1994/95*	2000/01
Using the language of the host country orally	47	42	38
Using the language of the host country in reading and writing	47	40	38
Using firsthand professional knowledge of host country	30	25	25
Using first hand knowledge of host country culture/society	30	32	24
Professional travel to host country	17	18	14

* Year of graduation

Source: Janson/Schomburg/Teichler. *The Professional Value of ERASMUS*. Bonn: Lemmens, 2009.

Employment and Work of Former ERASMUS Students

According to surveys of ERASMUS students: A declining add-on value of mobility: Perceived Positive Influence of the ERASMUS Study Period on Employment and Work - Results of Various Surveys of Former ERASMUS Students (% of employed graduates)

	ERASMUS students 1988/89 surveyed 1993	Graduates 1994/95 surveyed 1999	ERASMUS students 2000/01 surveyed 2005
Obtaining first job	71	66	54
Type of work task involved	49	44	39
Income level	25	22	16

Source: VALERA Survey

Conclusion (I)

- Official statistics suggest that student mobility from outside Europe to Europe has increased substantially in the Bologna Process
- Official statistics on intra-European mobility are very poor in quality and do not allow us draw any clear conclusion
- In the Leuven 2009 Communiqué, the call was voiced for a 20% target of the event of outwards student mobility of European students by the year 2020
- Graduate surveys are the best source for measuring the event of student mobility during the course of study

Conclusions (II)

- Comparative graduate surveys undertaken prior to Bologna were too different in measuring student mobility to enable any trend analysis
- A secondary analysis of graduate surveys undertaken in recent years in 10 European countries shows that the event of student mobility

Major Literature

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UiO : Det utdanningsvitenskapelige fakultet

Martina Vukasovic, HEIK, UiO

**Europeanization of higher education
systems and institutions:
theoretical perspectives and
(preliminary) empirical findings**



UiO : Det utdanningsvitenskapelige fakultet

Outline

- Concept of Europeanization – disambiguation (?)
- (potential) sources of Europeanization
- Mechanisms of Europeanization
- "Outcomes" of Europeanization
- Preliminary findings – general
- Preliminary findings – (selection of) CEE and SEE systems

On Europeanization as a concept (1)

- Olsen's faces of Europeanization (Olsen 2002)
 - changes in external boundaries (e.g. through enlargement)
 - development of institutions at the European level
 - central penetration of national systems of governance
 - exporting forms of political organisation
 - political unification
- Uploading (centre formation, bottom up) or downloading (adaptation, top down) or mutual transformation?
 - Not the same across Europe, some countries have higher uploading opportunity and capacity than others

On Europeanization as a concept (2)

- Distinct from convergence, harmonization, EU policy formation and political integration (Radaelli 2003)
- “domestic impact of EU” (Börzel and Risse 2000)
- BUT
 - EU-ization or Europeanization?
 - Europeanization beyond Europe?
 - Exporting European solutions elsewhere (e.g. Latin America)
 - Borrowing European solutions (e.g. Africa and Asia)

On Europeanization as a concept (3)

- In higher education:
 - Impact of European (supranational or intergovernmental) policy processes on macro (system), meso (institution) and micro (individual) level in higher education
- BUT, problems with
 - Establishing clear causal links
 - Are changes due to European pressures?
 - Is there something distinctly European?
 - Not just top down in all cases (recall mutual transformation)

(potential) sources of Europeanization

- Supranational – Lisbon (EU)
 - But limited (though creeping) competence
- Intergovernmental – Bologna Process (EU, CoE, stakeholder organisation)
 - But voluntary process with limited administrative and financial capacity at the centre
- limited Europeanization potential, compared to other public policy areas
- Some initiatives aimed at reducing diversity: common standards, procedures, recommendations and instruments
 - European Standards and Guidelines for Quality Assurance
 - Lisbon Convention of Recognition of Qualifications
- Some initiatives aimed at managing diversity: “translation” tools
 - European Qualifications Framework
 - Diploma Supplement

Concepts and mechanisms (1)

- Mediating factors
 - External – nature of the adaptational pressure
 - Internal – characteristics of the system or institution
- 2 (3?) models of Europeanization depending on whether
 - actions are guided by the logic of appropriateness or the logic of consequence
 - European structures have an active role or not (but then policy borrowing)

Börzel and Risse (2003), Schimmelfennig (2009), Sedelmeier (2011)

Concepts and mechanisms (2)

- Adaptational pressure
 - How strong is the pressure? Is it real or perceived?
 - Pressure to adapt what?
 - Governance
 - Policy aims or policy instruments – outputs
 - Outcomes (?)
- In higher education
 - sometimes vague recommendations, sometimes clearer templates
 - BUT rarely clear demands for total compliance

Concepts and mechanisms (3)

- Mediating factors – logic of consequence
 - External:
 - Clarity of demand/pressure
 - Credibility of reward/punishment
 - Internal:
 - Costs from adaptation
 - In particular for actors who can act as “veto players”
 - Strength of current legacies
 - Administrative capacity to implement necessary changes

Concepts and mechanisms (4)

- Mediating factors – logic of appropriateness
 - “External”:
 - Legitimacy of the demand/pressure
 - in terms of content or in terms of process
 - Resonance with the preferences of key actors
 - “Internal”:
 - Socialisation of key actors through transnational networks
 - Perception of domestic problems and adequacy and transferability of European solutions
 - Internationalization of the policy arena

Outcomes of Europeanization (1)

- Depending on mediating factors (Börzel and Risse 2000)
 - Retrenchment
 - Active resistance of domestic actors
 - Inertia
 - Delaying or no change, often not sustainable in the long run
 - Absorption
 - Low degree of change, superficial incorporation
 - Accommodation
 - Medium degree of change, underlying rationale still unchanged, layering
 - Transformation
 - High degree of change, rationale changed as well

Outcomes of Europeanization (2)

- Not necessarily convergence
 - Partial/piecemeal convergence at best
 - Differences between systems, institutions, issues
 - Also, a distinction between convergence
 - towards a common model (sigma convergence) – Europeanization
 - towards each other (delta convergence) – policy borrowing
- (Heinze and Knill 2008)

Preliminary findings – general (1)

- System level: convergence in policies and outputs
 - Aims, identification of problems and solutions
 - Instruments
 - Legislation – degree structure, accreditation etc.
 - Funding – some changes, but not necessarily as Europeanization
 - Organization – quality assurance agencies etc.
 - Information – new tools implemented (e.g. Diploma Supplement)

Preliminary findings – general (2)

- Higher education bottom heavy and loosely coupled (Clark 1983, Weick 1979)
 - High information asymmetry
 - Veto players at several levels
 - Legitimacy important, given professional autonomy
 - Changes mostly through social learning
- Mostly absorption or accommodation
 - Also “re-nationalization” (Musselin 2009)

Preliminary findings – general (3)

- But divergence in outcomes, also on institutional level
 - “as many Bolognas as there are countries participating in it” (Westerheijden et al. 2010)
 - Changes in internal governance, quality mechanisms, curriculum structure
 - Core aspects of higher education difficult to change: flexible learning paths, learning outcomes, qualification frameworks
 - Veto players!

Preliminary findings – general (4)

- Academic staff, students, bureaucrats – individual/micro level (Gornitzka et al. 2008)
 - Changes in identities
 - Changes in working conditions
 - Changes in cooperation patterns
 - Differentiation within – “cosmopolitans” and “localists”

BUT – are all changes strictly speaking Europeanization?

Preliminary findings – (selection of) CEE and SEE (1)

- Specificities
 - Changes in higher education often seen as part of overall political and economic transition (recall distinction between real and perceived pressures)
 - Bologna and Lisbon as useful models to use in the national contexts?
 - CEE and SEE countries in general have (had) less opportunity and less capacity to influence policy developments on the European level
- Less opportunity to upload
- more downloading (top down) → more closer to the basic understanding of Europeanization
- BUT in some cases changes before Bologna and Lisbon
 - → policy borrowing (not Europeanization?)

Preliminary findings – (selection of) CEE and SEE (2)

- Institutional legacies important (BG, CZ, PL, RO; Dobbins and Knill 2009)
 - Divergence before Bologna – somewhat different starting points, different influences, different initiatives
 - In some cases – pendulum swing legislative changes
 - Some convergence after Bologna
 - But not necessarily sigma convergence in all aspects
 - Bologna more a "transnational communication platform" (Voegtle et al. 2010)

(very) preliminary findings – (selection of) CEE and SEE (3)

- Slovenia, Croatia and Serbia
 - Clear linkages to EHEA/ERA (and EU 2020) in main policy documents
 - External QA system complies or aspires to comply with ESG
 - EHEA and ERA explicitly in strategies of universities
 - Seems that there is lack of compliance in core areas Europeanization of policy and some policy instruments

Remaining questions

- Change through Europeanization or change due to other reasons (internal institutional dynamics, national idiosyncrasies, global processes)?
- Outcomes of Europeanization on the meso and micro level?
- Is this sufficient to account for differences and similarities across countries, institutions or issues?
 - Focus on prior developments and possible path dependencies

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Higher education differentiation and the myth of meritocracy: the case of the UK

John Brennan

The original 'DEP'

- Most developed countries have expanded their higher education systems substantially in recent decades. There have been both economic and social drivers of expansion, the former linked to the perceived conditions for the creation of successful knowledge economies and the latter linked to concerns about equity and social justice. Expansion has been accompanied by greater differentiation of higher education's institutional forms and by greater diversity of its student populations.
- The project will address central theoretical questions arising from these developments which concern the relationship between human capital approaches (the 'productivity' focus) and social and cultural capital approaches (the 'equity' focus) to an understanding of the social and economic consequences of expanded and differentiated higher education systems.

Unequal Britain

- Bottom 10% get 2.6% of national income and top 10% get 27.3% (and top 1% get 13% of all income) IFS
- Looking at personal wealth, top 10% have 54% of it
- 20 years ago, the CEO of a large company received 17% more than the average worker. In 2009, the figure was 75.5% more.
- Between 1999 and 2009, money earned by the poorest tenth fell by 12% while money earned by the richest tenth rose by 37%.

Toynbee and Walker (Unjust Rewards) “ Birth is now destiny, and the predictive power of family background stronger than at any time since the 39-45 war.” And

“our background predicts who will run the investment banks and who will clean the floors.”

Unicef report that the UK is ‘last among 21 rich countries as a good place for children to grow up’

Unequal higher education

- The practice of studying away from home has historically assisted in creating a social hierarchy of universities
- Increasingly there are rankings and league tables of universities, partly based on performance indicators promoted by government agencies but also reflecting historical differences in funding
- With Oxford University scoring 10 and Cambridge University scoring 9.76 (the top two in the Guardian table), we find London Metropolitan and West of Scotland universities (the bottom two) scoring 3.57 and 3.23 respectively on the funding per student. Data on staff-student ratios show similar massive gaps.
- When it comes to getting a job, where you study is more important than what you study

Differentiated systems

Trow's functions of

- Elite HE = "shaping mind and character of ruling class; preparation for elite roles" (my Oxford Union experience)
- Mass HE = "transmission of skills; preparation for broader range of technical and economic elite roles" (my generation's experience)
- Universal HE = "adaptation of 'whole population' to rapid social and technological change"

More on 'differentiation'

- Graduates from elite institutions and backgrounds are less likely to see a match between their HE courses and their jobs
- And are less likely to be recruited because of a particular subject expertise.
- Thus, their HE experience is seen as less crucial to their job performance. It's about **selecting** them for jobs rather than about **preparing** them to be able to perform them.
- This is evidenced in current government utterances about Britain's HE needs, with an increasing differentiation between the 'world class academic excellence' for the few and 'good employment skills and competencies' for the many.
- In Peter Scott's words, we need 'plumbers not sociologists'!

Differentiation, Equity and

- A relationship – and possibly tension- between academic and social elites in the prestigious universities.
- Higher education providing a meritocratic legitimisation of existing social inequalities.
- Higher education providing, in terms of social mobility, 'small steps for the many' as well as 'giant leaps for a few'.
- Vertical differentiation of universities playing a vital role in maintaining existing social differentiations (protecting 'elite' functions in a 'mass' system)
- Possible dysfunctions in terms of employability and professional effectiveness (productivity)!

A reproductive function

"It is indeed this socially constructed feeling of being of a 'superior essence' which, together with the solidarities of interest and affinities of habitus, does most to engender and support what must indeed be called an 'esprit de corps'" among the social elite." Pierre Bourdieu, 2004

"The superior classes took for granted that their children should enjoy higher education; the difficulty was not to get the able to stay at school, but to get the stupid to leave and put up with the manual jobs for which their intelligence fitted them. In the lower classes the situation was reversed." Michael Young, 1958

Two important footnotes

Michael Young, 2030

“Since the author of this essay was himself killed at Peterloo, the publishers regret they were not able to submit to him the proofs of his manuscript, for the corrections he might have wished to make before publication. The text, even this last section, has been left exactly as he wrote it. The failings of sociology are as illuminating as its successes.”

John Brennan, 2011

“young people in a large number of English cities took to the streets and engaged in looting and rioting that generated severe police reactions.”



CEPS Sympósiön 2011
Ljubljana, 23-25 November 2011

Internationalisation and globalisation processes and their impact
on national higher education systems:
convergence and divergence, centres and peripheries

**The conflicts between domestic and global
perspectives on institutions in small communities**

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A preamble


- Assumptions, about the drivers of the HE dynamics
 - A metaphor?
 - Dynamics or policy?
-
- I. Students, voting with their feet, credentialism, commodification of HE
 - II. The elite academics, driving the excellence discourse, couching the demand for channelled funds within the excellence debate
 - They couch their argument either in institutional, national or supranational terms
 - III. Politicians (within and outside academia), looking for transparent and viable terminology, adopting (PISA and) HE ranking as manageable discourse elements.
 - Look at the university discourse as a hologram; the parts is the same as the whole.
 - Education or research?
 - Note how difficult it is to discern when we are talking about education (mass HE) or research (ranking and elite universities).
 - The systems expand as a function of their nature rather than policy; but as they are basically of one nature, they change similarly, as if borrowing policy takes place and often in harmony with policy
 - The general trend is homogenization (convergence), but as it is constantly being added to it has the appearance of divergence.

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Ljubljana Slovenia

2






The framework


- Small and large systems
- Stakeholders, missions
- Small system, problems of smallness

- rate of participation
- academic drift
- strengthening of graduate programmes
- institutional ambition, ranking discourse
- tension between disciplines
- tension between types of programmes
- heterogeneity of stakeholders
- multiplicity of missions
- number of institutions
- homogeneity within institutions
- multiplicity of functions
- coverage of programmes,
- local vs. global stakeholders,
- the place for elitist programmes

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3 



Small and large systems

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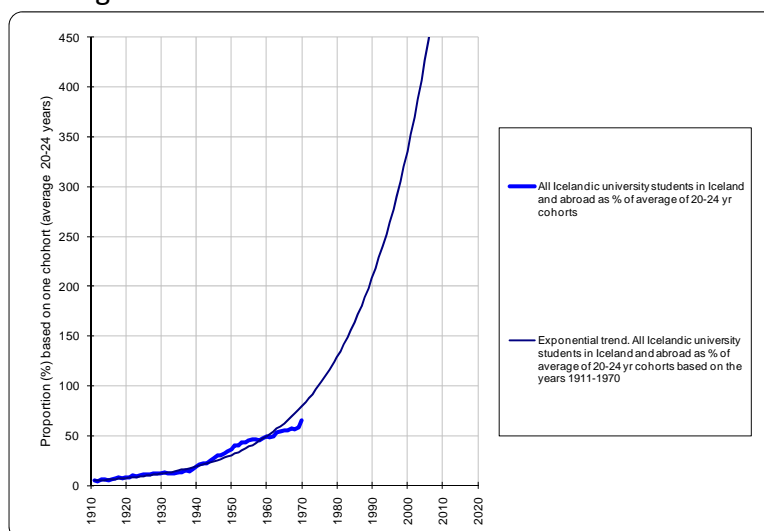
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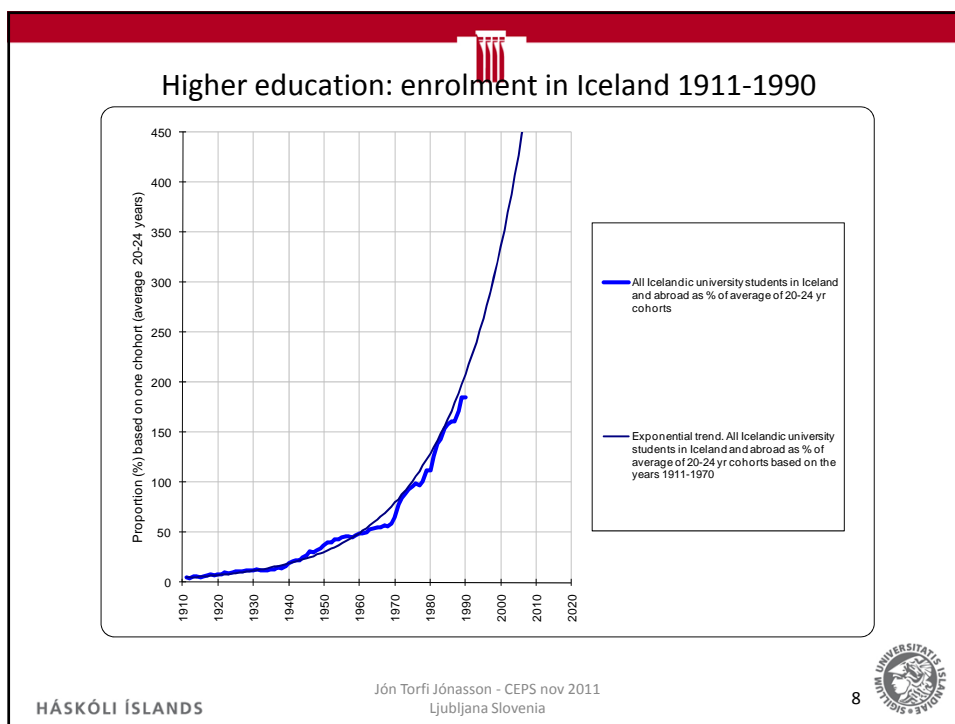
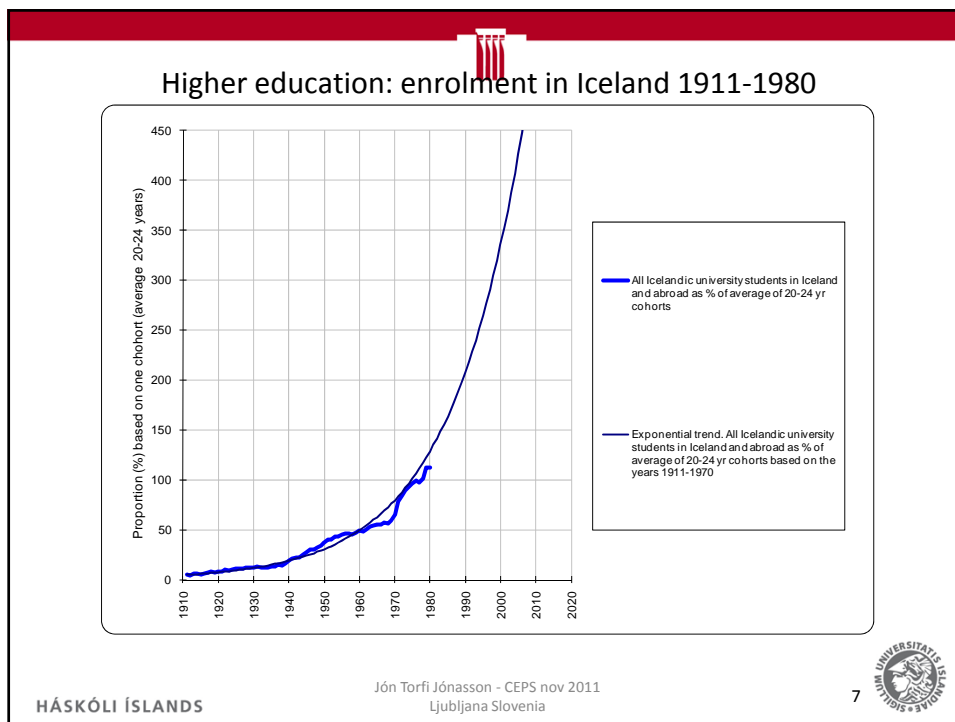
The expansion analysis

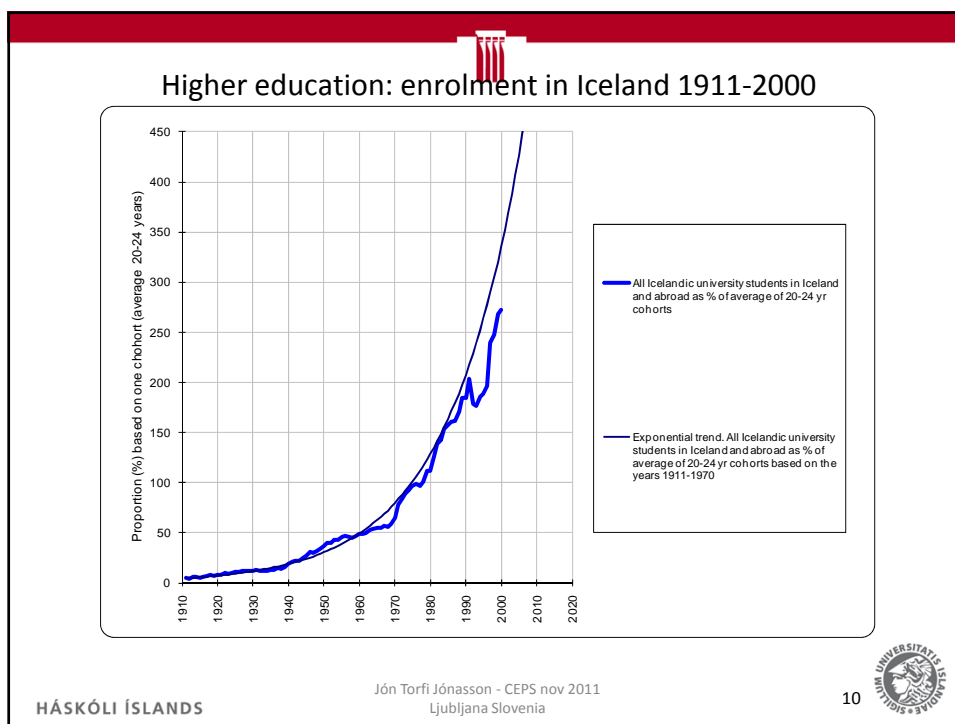
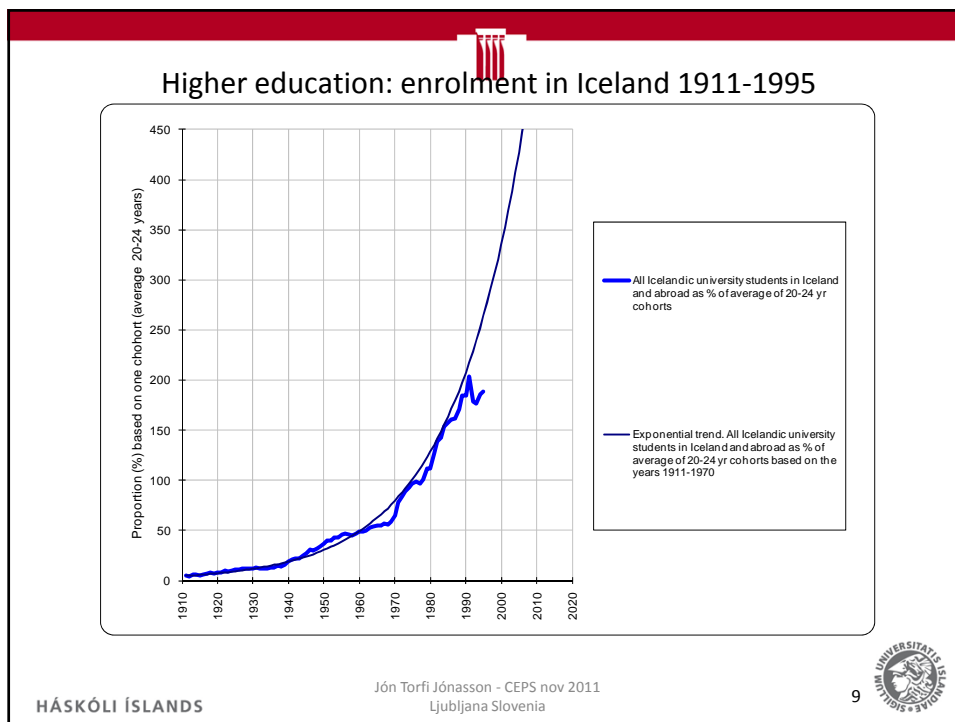
- The growth of education in Iceland, both university entrance examination and university enrolment
- Comparison with the other Nordic countries for upper secondary education
Jón Torfi Jónasson. (2003). Does the state expand schooling? A study based on five Nordic countries. *Comparative Education Review*, 47(2), 160-183.
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- Note:
 - The robustness, the long-term perspective across cultural periods and various legal frameworks
 - Note that systems must adapt to accommodate the demand for educational growth

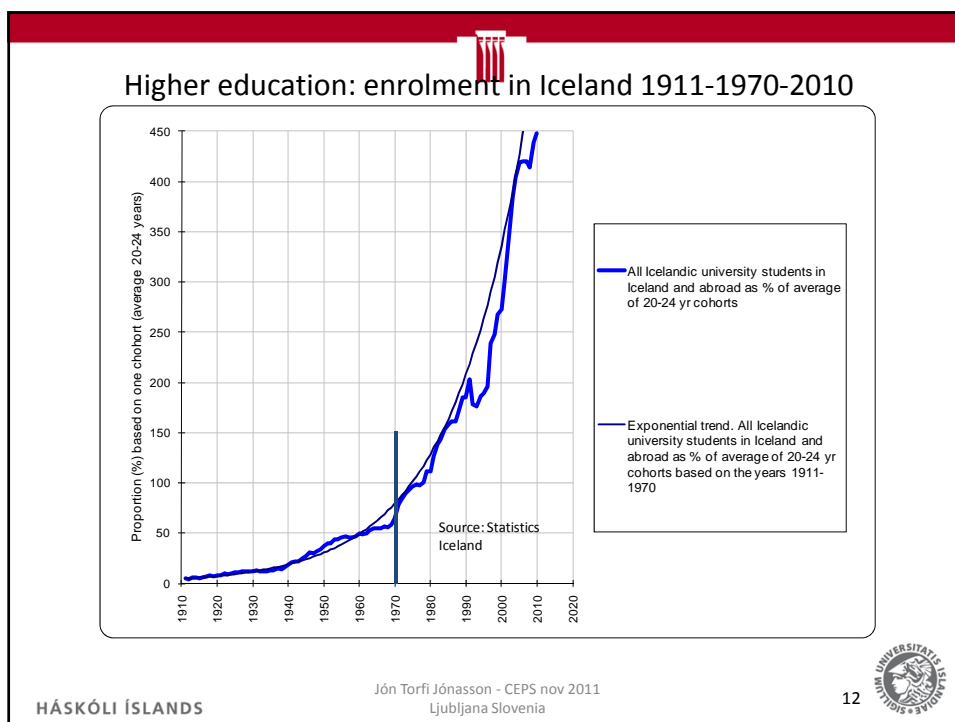
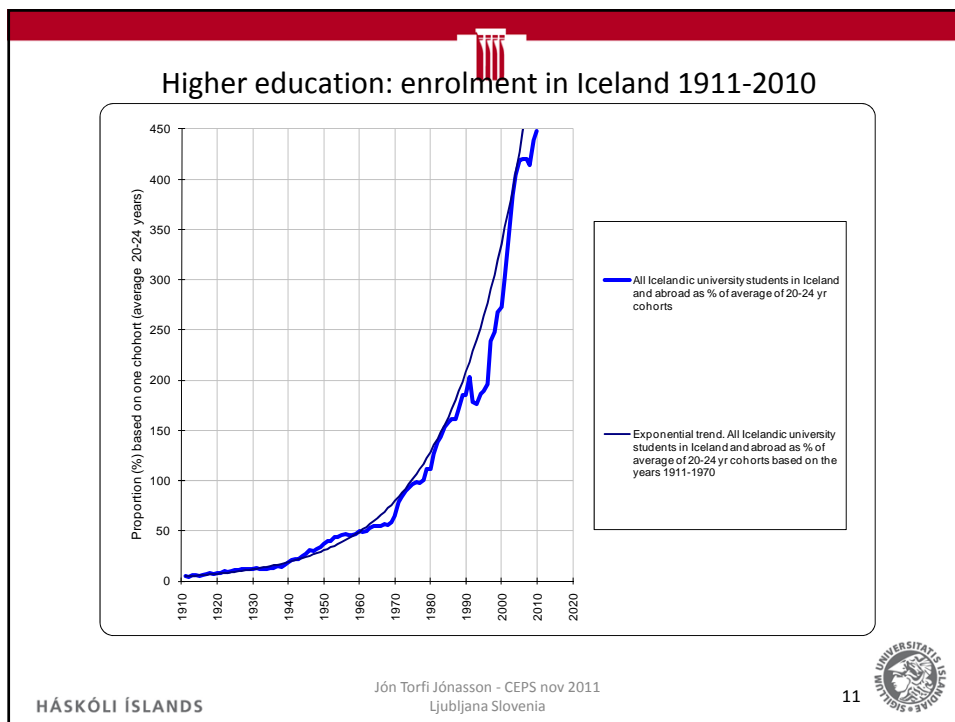


Higher education: enrolment in Iceland 1911-1970









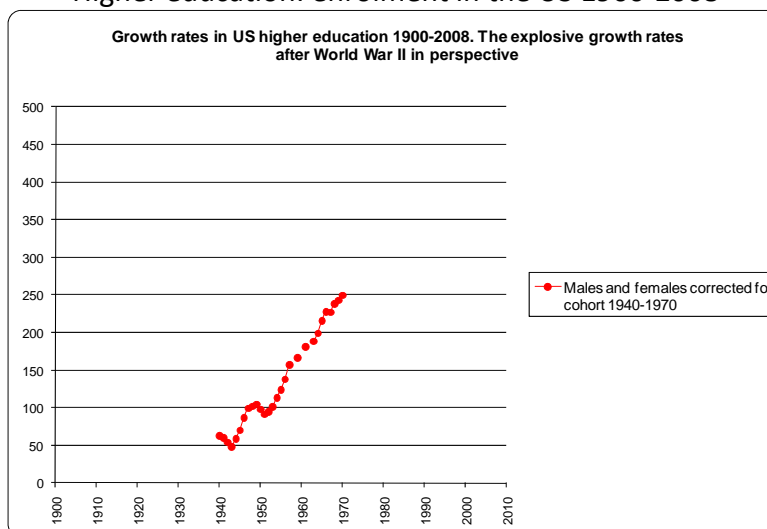


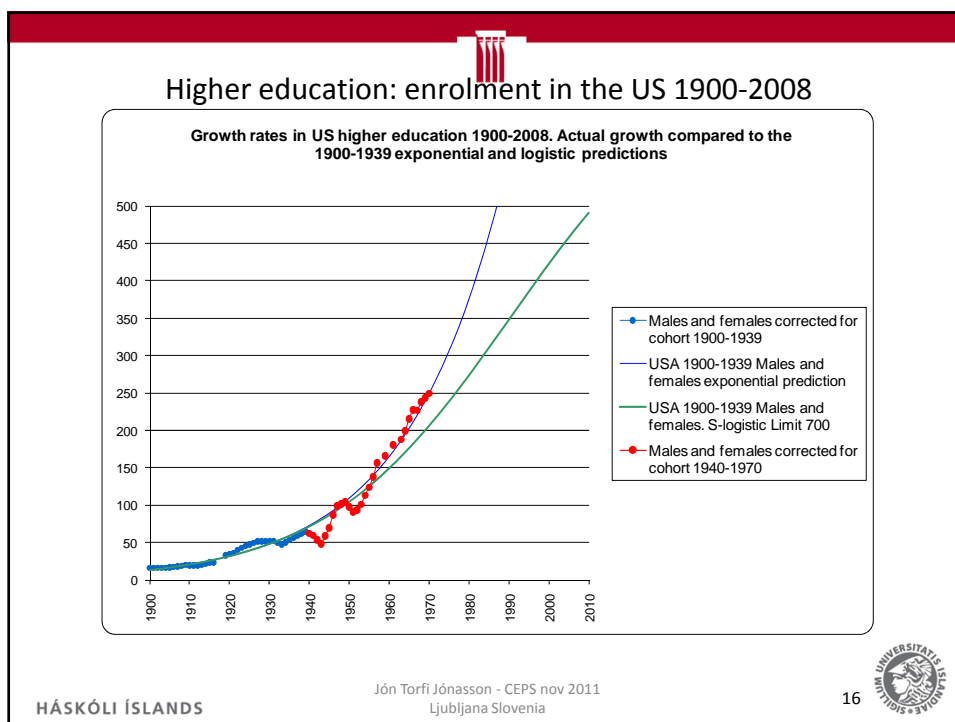
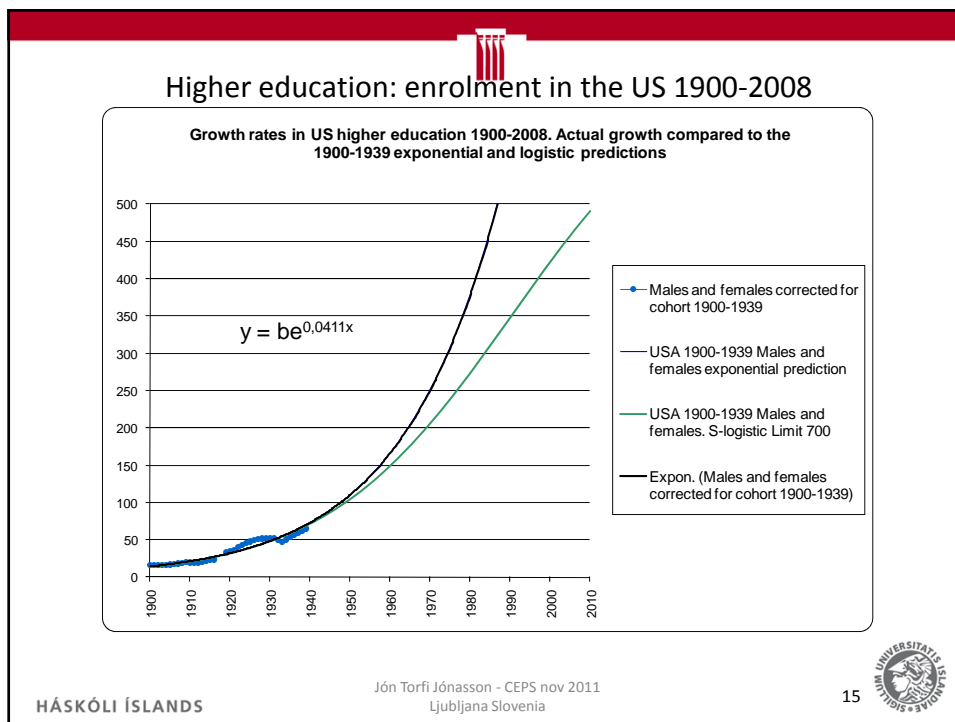
But what about “very different” large systems?

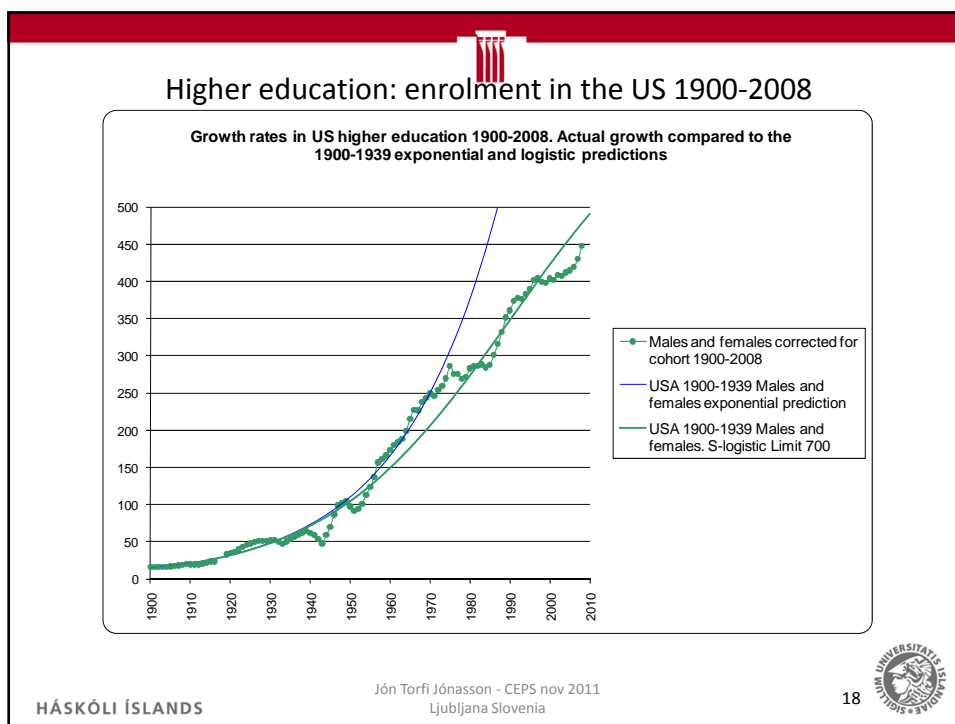
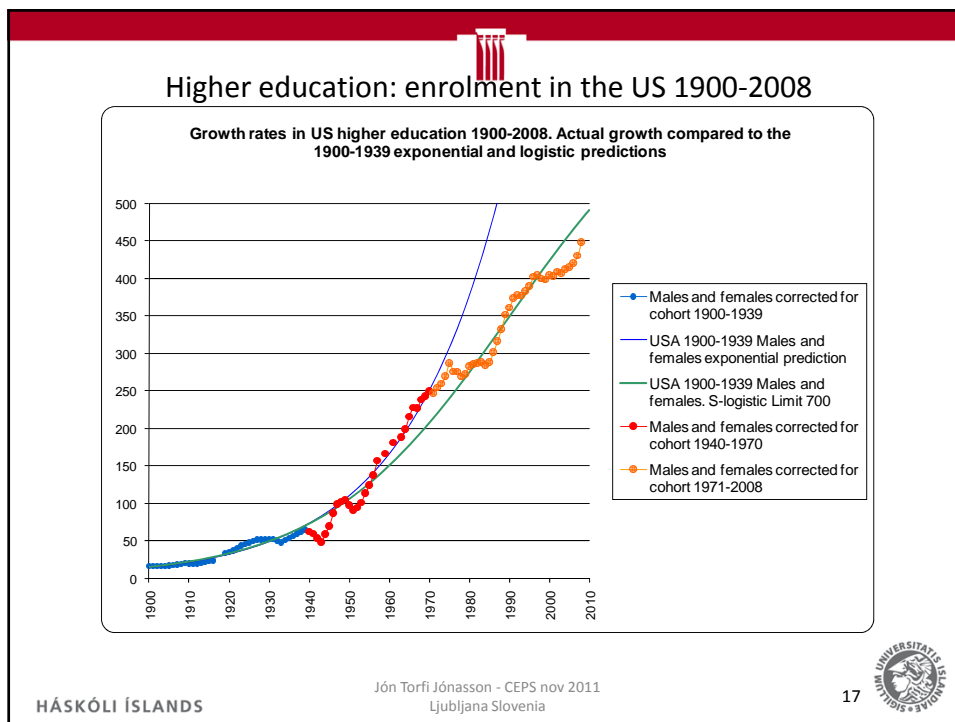
- Consider the HE systems in the US and Japan as examples.
- First the US then Japan.
- The method.
 1. Consider the enrolment in HE in the growth period after the second war, which is often considered to show growth attached to optimism and belief in education. Many writers refer to the explosion in educational attendance during this period.
 2. Consider what would be predicted on the basis of prior developments i.e. for the first part of the 20th century using the exponential fit.
 3. Consider then what would be predicted for the rest of the 20th century.

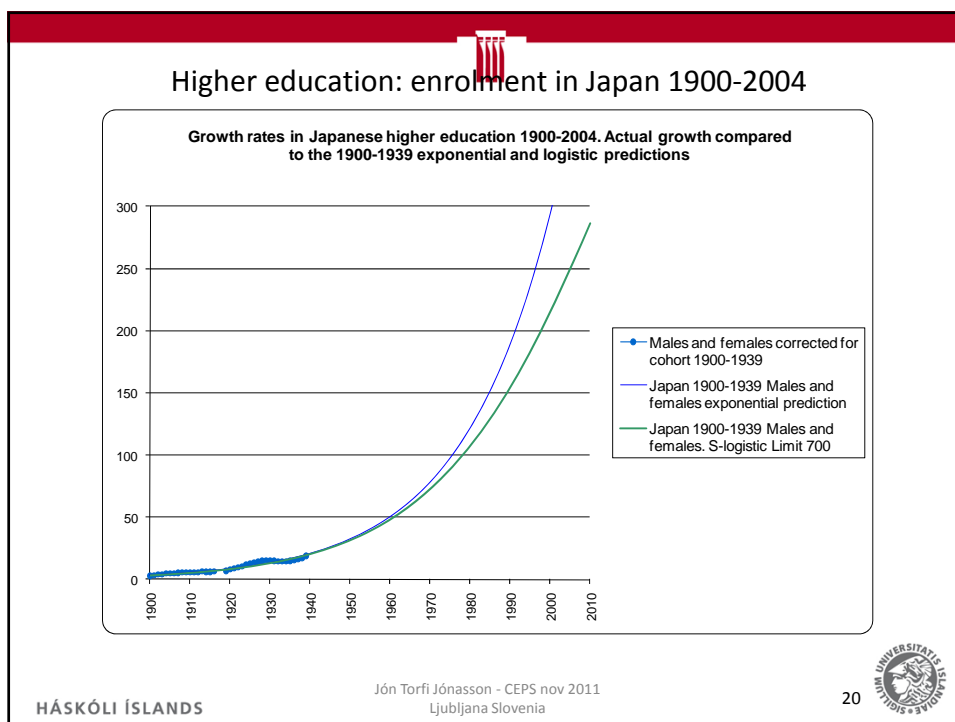
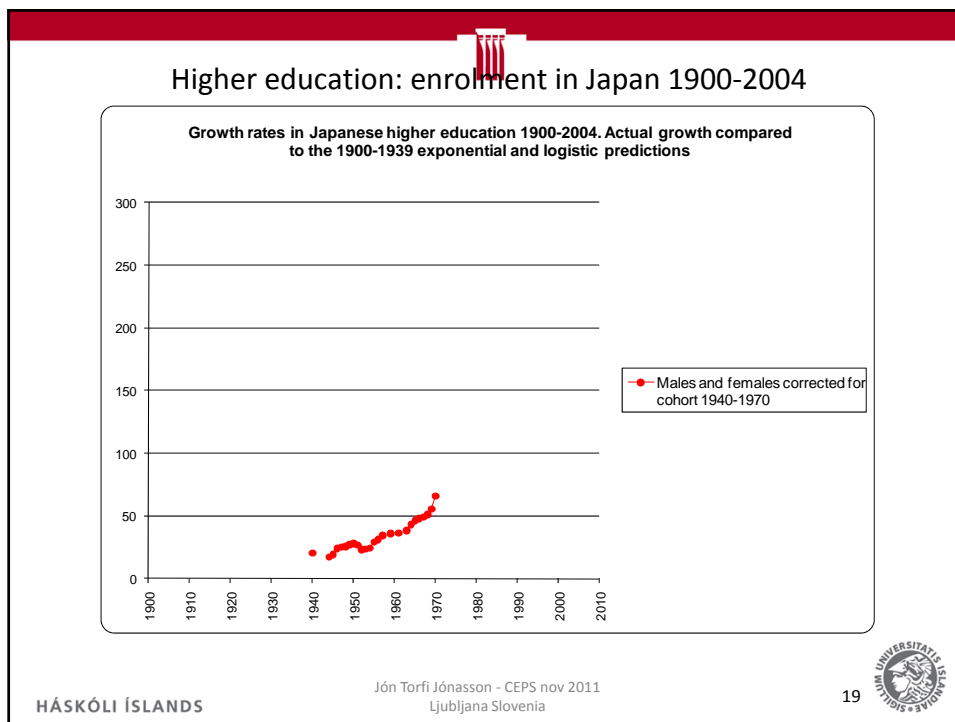


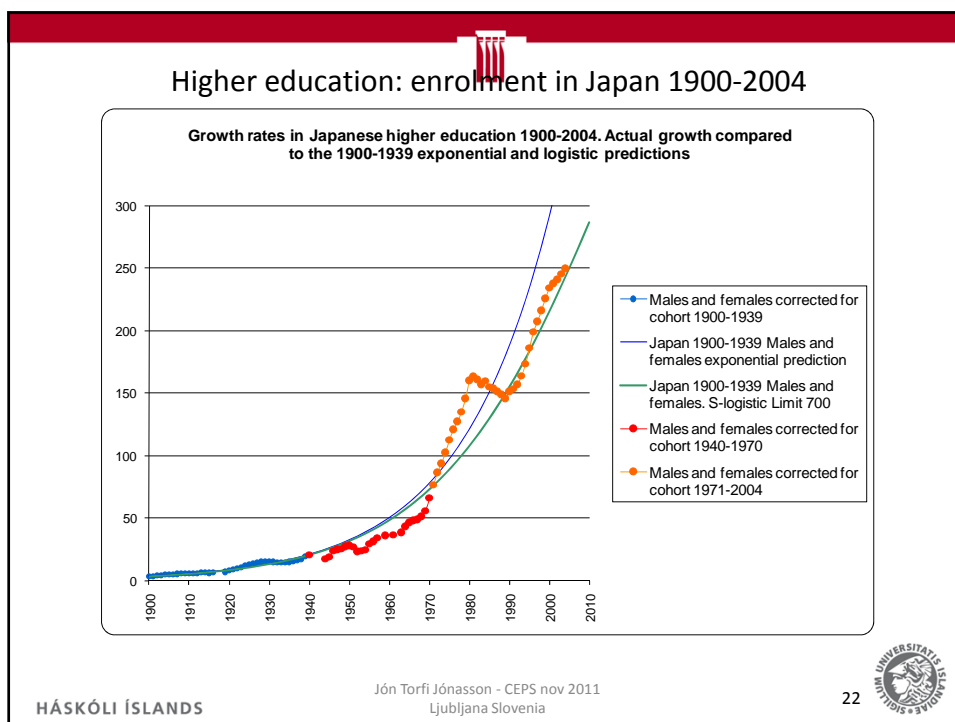
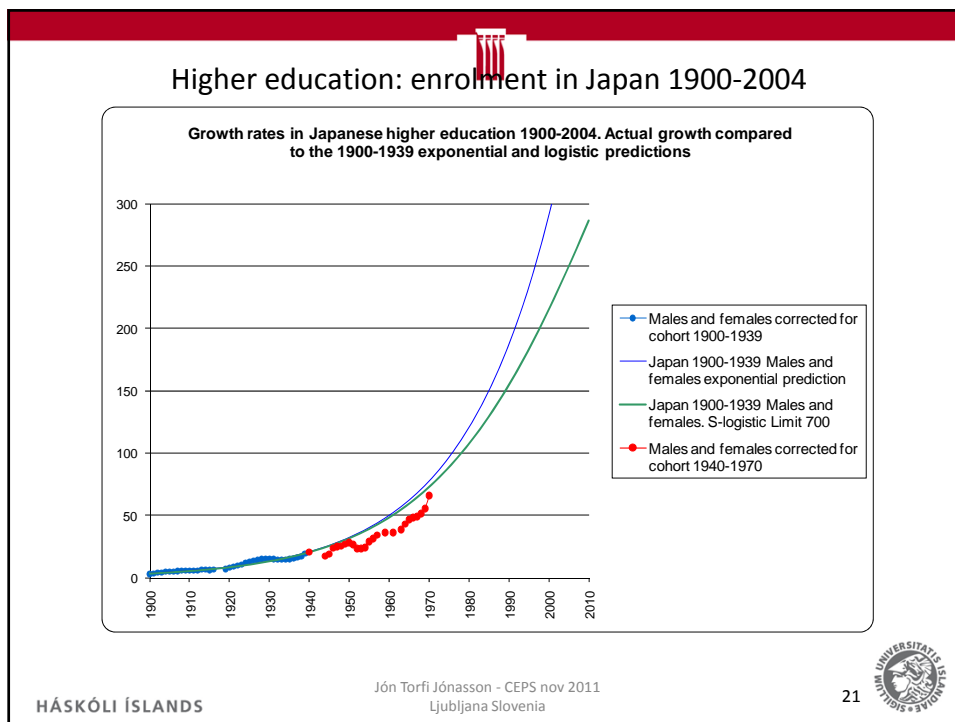
Higher education: enrolment in the US 1900-2008

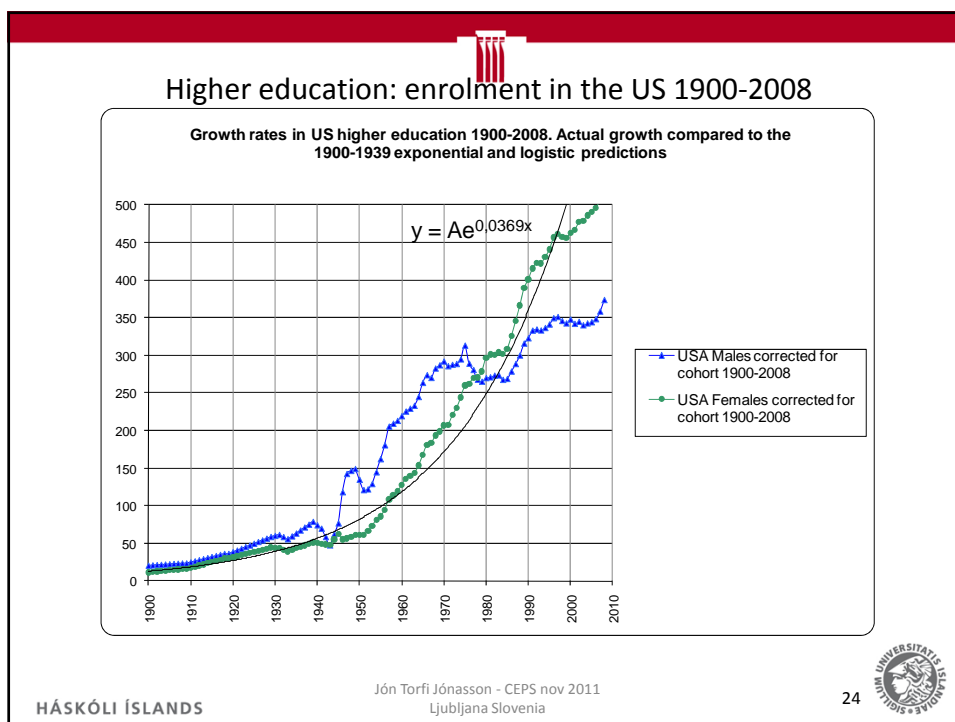
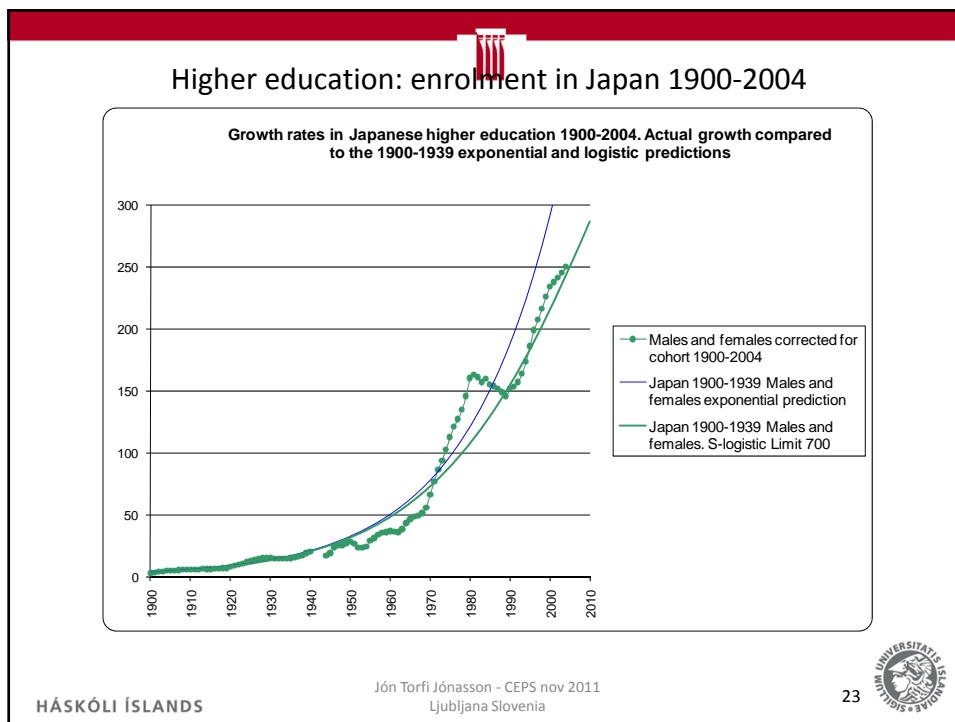


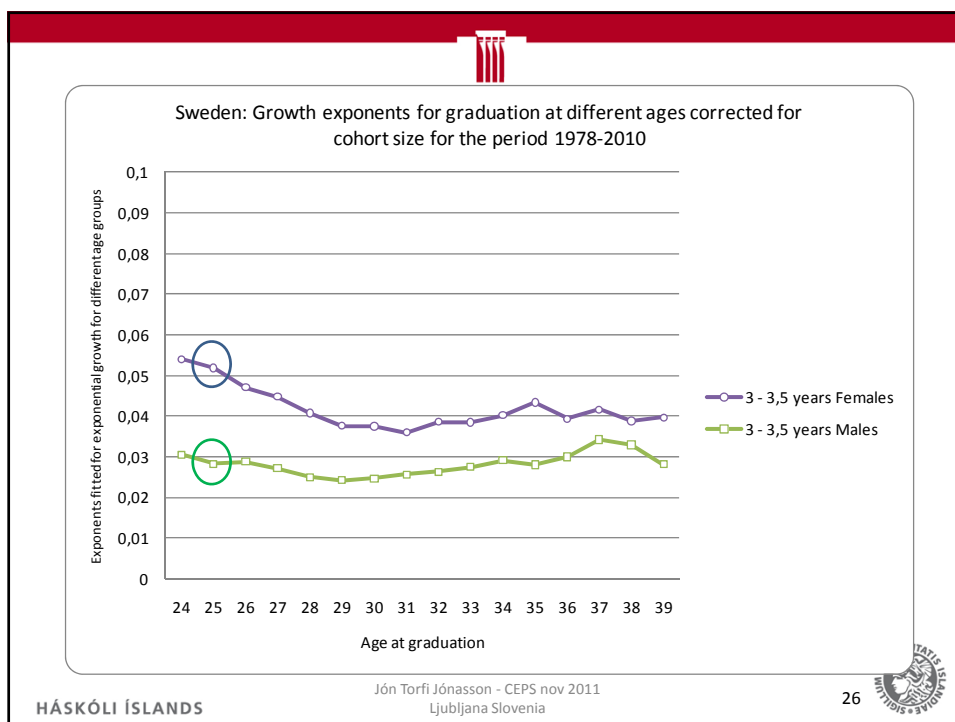
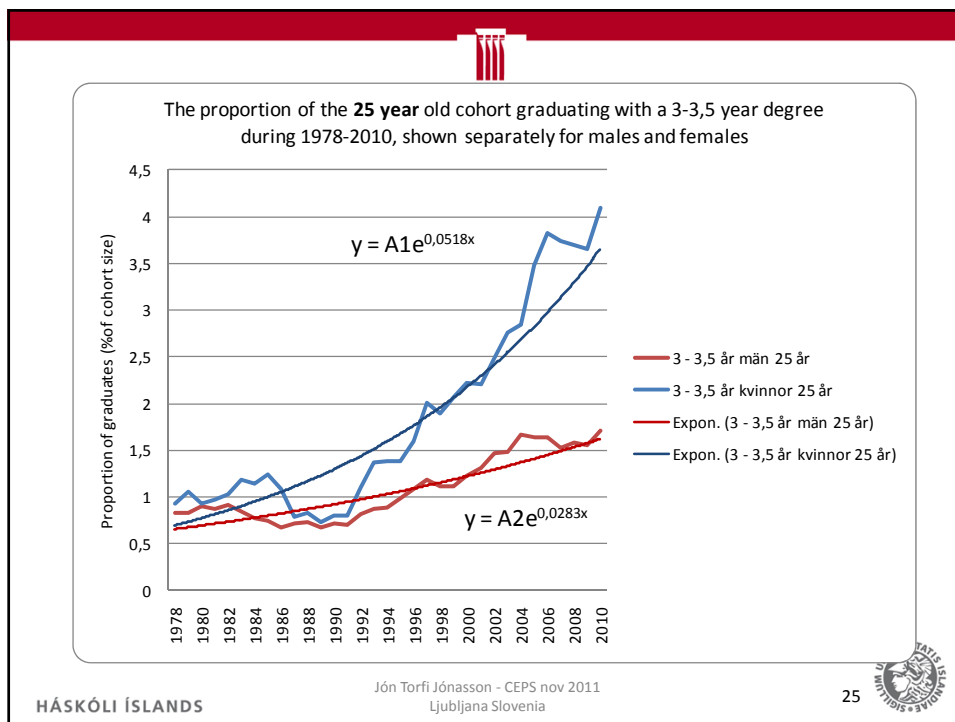














Small and large systems: academic drift

Institutional academic drift (see below); see also Kyvik (2009; staff drift)

System drift (see below); see also Kyvik (2009; sector and policy drift)

Content or curricular drift (as a part of the institutional drift; Kyvik programme drift)

The drift of the student body (shown for the upper secondary level)

Three tertiary universities are combined into a university (1911)

Between 1950-1990; several institutions at the tertiary non-university level; the first was elevated to university in 1971; now all of them are there in a unitary system; a tertiary non-university sector is emerging again.



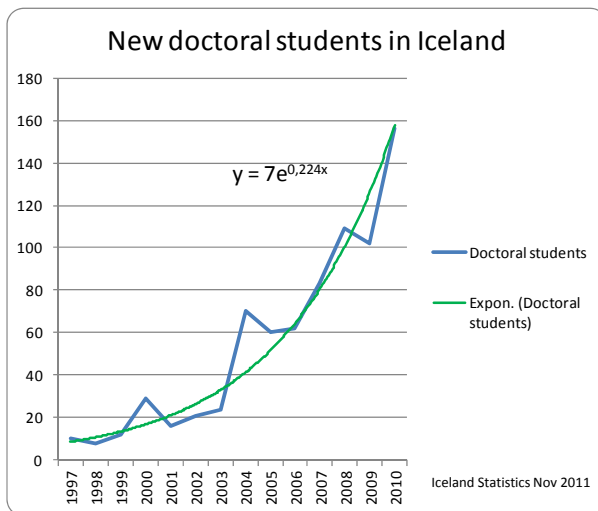
Small and large systems: strengthening of graduate programmes

Complex situation

- a) the first programmes were all professional degrees, such as divinity, medical doctors and lawyers
- b) then there was the emergence of baccalaureate degrees from the 1940s
- c) the masters degrees started to emerge as a general option in the 1990s (previously students had taken masters abroad)
- d) after the turn of the century the domestic doctoral degrees are becoming massively popular



Small and large systems: strengthening of graduate programmes



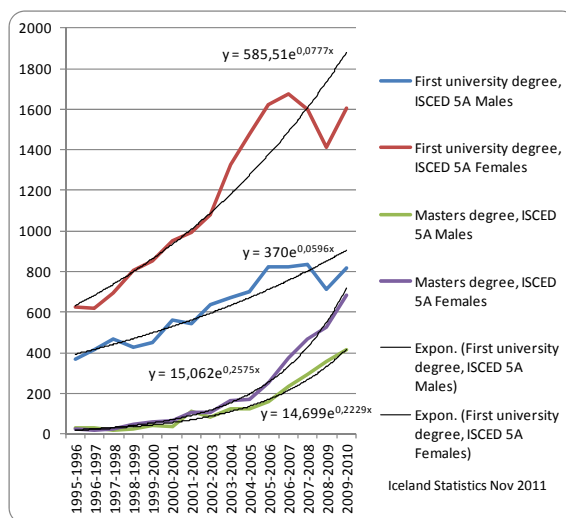
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Small and large systems: strengthening of graduate programmes



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Small and large systems: institutional ambition, ranking discourse

In the mission statement of the University of Iceland in 2006 it was decided to aim for the top 100 on the world ranking lists.

This was, quite naturally, much debated and discussed.

On the 100 year anniversary of the University it was announced that the THE ranking mechanism put it number 276 on its list.

The point here relates to the ubiquity of the ranking discussion.




Small and large systems: tension between disciplines

The state universities have a method of dividing resources among the different disciplines. Without going into the details the general model has a strong historical component giving the natural sciences and the professional programmes an advantage.

Recently the mechanism of distributing these resources has gradually moved towards more reliance on research output strengthening the position of the research intensive disciplines; very much like what is happening elsewhere; the rhetoric and the methods seem to reflect in detail international trends.





Small and large systems: tension between types of programmes

It is also questioned whether the professional education programmes belong to the proper university environment, with its emphasis on research and the search for basic knowledge.



Stakeholders, missions





Small system, problems of smallness



Small system, problems of smallness: number of institutions

Thus we arrive at the question of numbers. In Iceland there are now seven HE institutions; some people think this is totally ridiculous and even outrageous; most of them seem to have in mind a fairly limited number of stakeholders and missions that in turn allow a homogenous institution.



Small system, problems of smallness: homogeneity within institutions

And the problem we are grappling with is how much heterogeneity we can allow or cope with within an institution. And if the homogeneity decreases, at whose expense does this happen?

This relates to the strong demand for merging of institutions.

Explain with reference to hiring of staff; setting criteria for tenure, distribution of resources etc.



Small system, problems of smallness: multiplicity of functions

This also begs the question what quality criteria are used for the institution, e.g. as it says for the University of Iceland:

“In 2006, the University of Iceland set itself the ambitious long-term goal to become one of the 100 leading universities in the world. In order to achieve that goal, the university intends to focus on outstanding research, teaching and support services. The university now works purposefully towards implementing this strategy, and has already enjoyed great success. The university applies rigorous internal quality assurance measures to all its operations. External assessment regularly shows that the university is fully in line with international standards.”

and our rector notes

“It is really amazing that a society numbering only 330 thousand has been able to establish a scientific and educational institution that can get such a result. The international competition is fierce. We have implemented a very ambitious plan to strengthen the University so that it may best serve Icelandic society. Science has been progressing fast in the last few years, both quantitatively and qualitatively. Citings of our scientists in recognized journals have increased 100% in the last five years.”



Small system, problems of smallness: coverage of programmes

At the same time we debate whether we can or should do everything; at the University of Iceland we have 25 faculties with some 150 programmes with some 70 further specialisations.

In the other universities there is considerable duplication, except at the University of the Arts.

We have recently started programmes in architecture, film making, translations, multicultural education, etc. etc.



Small system, problems of smallness: local vs. global stakeholders

But the overarching question is to what extent are we in principle serving local or global stakeholders?

Discuss, with reference to the size and the economy.



Small system, problems of smallness: the place for elitist programmes

And this brings us back to the ranking mechanisms and the question of elitist programmes and place and constitution of HE in small communities.

To what extent does the elitist discourse dominate? How well is its domination justified?



Conclusions

Go back to the growth patterns, both their qualitative and quantitative nature: rate of participation, academic drift, strengthening of graduate programmes


We also note the types and content of the discourses related to institutional ambitions; to the ranking discourse

We also note the ubiquitous tension between disciplines and tension between types of programmes

We then come to the most important question of stakeholders and missions; how are these tackled in small and bigger communities; in particular, how are these dealt with in small communities like Iceland. But what difference does its wealth make?

Thus a small system is not just some part of a larger system; it seems to be in some qualitative sense a simile of the larger system; something like a part of a holograph is like the whole.






A preamble

- Assumptions, about the drivers of the HE dynamics
- A metaphor?
- Dynamics or policy?

- I. Students, voting with their feet, credentialism, commodification of HE
- II. The elite academics, driving the excellence discourse, couching the demand for channelled funds within the excellence debate
- They couch their argument either in institutional, national or supranational terms
- III. Politicians (within and outside academia), looking for transparent and viable terminology, adopting (PISA and) HE ranking as manageable discourse elements.
- Look at the university discourse as a hologram; the parts is the same as the whole.
- Education or research?
- Note how difficult it is to discern when we are talking about education (mass HE) or research (ranking and elite universities).
- The systems expand as a function of their nature rather than policy; but as they are basically of one nature, they change similarly, as if borrowing policy takes place and often in harmony with policy
- The general trend is homogenization (convergence), but as it is constantly being added to it has the appearance of divergence.

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Ljubljana Slovenia

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Thank you

Kærar þakkir

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Universities and 'their' communities:

Nation-states, supra-national entities and post-national constellations?

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Context

- Changing context of higher education and research in Europe
- Growing 'embeddedness', responsiveness, integration of universities within the society (stakeholder participation), but...
- **What is society?**
- Universities and the public sphere
- Universities, as institutions, are constitutive of as much as constituted by the public sphere (e.g. Habermas 1989a, b)
- Transnationalization and fragmentation of the public sphere (e.g. Fraser 2007)

[2]

Q: Dynamics of relationships between universities and public spheres

- (1) Historical overview/typology
- (2) Trends in Central, Eastern and South-Europe
- (3) Reflections/questions/implications for HE research

{ 3 }

Universities and their communities: historical overview

- **Early modernism [individual development]:** universities & nation-states
 - “Humboldtian”: universities provide the common culture, literary canon, joint myths and shared values – “whole spiritual life of the nation” (cf. Habermas 1989b, Delanty 2001, Ruegg 2004, Kwiek 2006)
 - “Napoleonic”: universities provide the administrative elite for the state (Neave 2000)
- **Late modernism [societal development]:** universities & societies (‘Third Mission’)
 - “Entrepreneurial”: universities seek to actively engage in and transform their environments (Clark 1998)
 - “Civic”: universities are responsible to local communities
 - “Regional”: universities serve local (regional) economic & social development

{ 4 }

Contemporary dynamics

- **Postmodernism [identity development]:**
universities & political projects (*)
- “Trans/post-national”: universities serve transnational (global, EU) economic competitiveness and the globalization of liberal democracy (e.g. Lisbon agenda, Council of Europe citizenship projects)
- “Communitarian”: universities serve the development of particular group identities (e.g. developments in Central, Eastern and South-Eastern Europe = former Communist countries)

[5]

Trans/post-national universities

- Central European University (Budapest, HU; est. 1991; mission to ‘promote democracy in transition countries’
<http://www.ceu.hu/about/organization/missionhistory>
)
- European Humanities University (Belarus->Vilnius, LT; 1992-2004, 2006; mission to promote democracy and academic freedom <http://en.ehu.lt/about/>)
- American University of Central Asia (Bishkek, Kyrgyzstan; est. 1993
http://www.auca.kg/en/about_auca_/)
- South-East European University (*) (Tetovo, MK; est. 2001, international brokerage, aimed to integrate Albanian and Macedonian speakers)

[6]

- Central European University was founded in 1991 with the explicit aim of helping the process of transition from dictatorship to democracy in Central and Eastern Europe and Central Asia (...) in order to nurture respect for diverse cultures and opinions, human rights, constitutional government, and the rule of law. (...) These aims – all in step with promoting the values of the Open Society – remain fundamental to CEU, but our mission has become global with special attention to emerging democracies worldwide. Nowadays, half of the applicants to CEU come from almost 100 countries of all five continents beyond its historic focus region. (CEU Mission, 2011)
- Currently, EHU is the only Belarusian university committed to academic freedom and the process of integrating a European higher education on BA and MA levels (EHU web page: About, 2011)
- ...to be open to all on the basis of equity and merit regardless of ethnicity; to contribute to higher education in the Albanian language, to promote inter-ethnic understanding, to ensure a multilingual and multicultural approach to teaching and research, and to develop our teaching programme in a broad international and European perspective (SEEU Mission, 2009)

[7]

Communitarian universities

- Babes-Bolyai (Cluj-Napoca, RO; est. 1959/1989; Romanian + Hungarian minority
<http://www.ubbcluj.ro/en/despre/misiune/misiune.html>)
- Tetovo (State) University (Tetovo, MK; est. 1994, leg. 2004; primarily Albanian speakers)
- Universities in Kosovo (University of Kosovska Mitrovica – Serb and University of Prishtina – Albanian)
- International University in Novi Pazar (RS; est. 2003; Muslim university)
- Universities in Mostar (B&H; University of Mostar – Croatian and Džemal Bijedić – Bosniak)

[8]

- Indeed, the birth of a University is a big historical event, for *Sandzak Bosniaks* perhaps the most important since they had been faced with the insecurity of survival. Bosniaks can only go freely ahead, towards modern and European values, if they invest in scholarship (...). It shall not be easy, for, as soon as it is noticed that this is becoming a center, adversaries will appear who will claim monopoly on everything good done *for the Muslims*, as well as those who will consider this sort of thing dangerous for themselves, their interests and the state.

(President of the Board Filipovic, opening ceremony IUNP, 2003)

- We shall be with *our people* and, acting unified towards peace and dignity we will defend the institutions of the Republic of Serbia in this area. The University appreciates the Declaration of the [Serbian] Parliament which we will see as a motivation to persevere in our efforts to establish unhampered operation of all the institutions of the Republic of Serbia in the territory of Kosovo and Metohia.

(Rector of UKM Vitosevic, August 2011)

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Universities and 'their' public(s): implications

- Education = prerequisite for access to and participation in the public sphere (social and political participation)
- Universal education = universal access?
- Transnationalization and fragmentation of the public sphere → Transnationalization and 'fragmentation' of education
- Inequalities in access: universities for cosmopolitan elite (e.g. Britez & Peters 2010) vs. universities for ethnic groups?

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Conclusions

- Processes of transnationalization and fragmentation clearly observable in certain public spheres
- Ethnic identities as grounds for claims/rights
- Higher education may be contributing to stratification rather than preventing/reversing it
- Dynamics of university-society relationships today reflect a new, more nuanced status/meaning of higher education
- When researching the effects of higher education, we need to take into account the ways universities construct 'their' communities (et vice versa)

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Re-orienting Croatian higher education: internationalisation and resistance

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Presentation outline

- Conceptualising Europeanisation in a **broader** economic, political, social **context**;
- Europeanisation in a Croatian **higher education** setting:
 - **2011**. proposed Acts on Science, Higher Education and the University;
 - **2003**. passed Act on Science and Higher Education.
- Tensions?

1. Conceptualising Europeanisation in a broader economic, political, social context

Today Croatia holds negotiations for full membership in the **European Union** and finds itself at a social and economic **turning point** which will bring new opportunities and new challenges (Strategic framework for the development of the Republic of Croatia 2006-2013 (2006:3).

Conceptualising Europeanisation in a broader economic, political, social context

Although the effects of decades of promoted justice and expectations that **the state will take care of the individual** are still present, such thinking is slowly **disappearing**. New generations are growing up and maturing with the knowledge that their biggest support in life lies in the **results of their labour** (Strategic framework for the development of the Republic of Croatia 2006-2013 (2006:6).

Conceptualising Europeanisation in a broader economic, political, social context

Increased labour market flexibility and focus on the **individual** and his/her success should not harm social cohesion. Croatia needs its own solution how to bring together **desirable individualism** and social cohesion. Social cohesion is **not state paternalism** and relying on the state in all situations (Strategic framework for the development of the Republic of Croatia 2006-2013 (2006:14).

Conceptualising Europeanisation in a broader economic, political, social context

It is necessary to open up the space for competing on quality, because **wherever there is competition there are better results** (Strategic framework for the development of the Republic of Croatia 2006-2013 (2006:17).

2. Europeanisation in a Croatian higher education setting: change

1. **Content**: intrinsic/extrinsic value of knowledge;
2. **Management**: academic community/business sector;
3. **Subjectivities** (students and teachers).

(1) Content: intrinsic/extrinsic value of knowledge (relational autonomy: Maton 2005)

There is a **relatively weak link** between educational outcomes and the needs of the **market**, that is there is an **insufficient influence** of the **labour market** (i.e. the needs of the labour market) on the characteristics of the educational system (p.12, SFD);

Introducing measures to encourage the **commercialisation of academic research** – with the aim for an efficient cooperation between the university and research institutions with business structures (p.21, SFD).

2011. proposed Acts on Science, Higher Education and the University

Analysis of the **employability** of students after they complete their studies, which must include the **opinion** of at least three **organisations** connected to the **labour market** about the adequacy of the defined educational outcomes for labour market needs (Article 20, Proposed Act on Higher Education (April 2011)).

(2) Management: academic community/business sector (positional autonomy: Maton 2005)

In preparing, developing and implementing educational policies it is important to include **labour market** institutions, social partners, associations of **entrepreneurs** and developmental agencies because this is the only way for the educational system to quickly and efficiently identify the need for new **skills** and **knowledge** (p.16, SFD).

2011. proposed Acts on Science, Higher Education and the University

National Council for Science and Technology needs to include the **Finance Minister** and a representative from the **National Competitiveness Council** in charge of economy issues. (Proposed Act on Higher Education (April 2011)).

(3) Subjectivities

Students as **consumers of a private good**/ citizens contributing to the common good.

2009/2010 (CBS): 60% of students fee-paying

Europeanisation: pressure for convergence
(nature of convergence beyond technicalities?)

Extrinsic value of knowledge

Knowledge as a **private** good

Business sector intervenes in HE decisions

Competition between HEIs is encouraged

Success is conceptualised as the result of
individual responsibilities

Students and teachers as **entrepreneurs** and
consumers



Students' response

We deem it important to give back dignity to the idea of **collective interests** and **social solidarity**, against the representational-media culture of the **cult of individualism**....we see this as an ideologically problematic representational model of social processes with far-reaching political consequences, which include the abolishment of social rights and institutions of social solidarity. (Right to Education Manifesto, April 2009)

Wider academic community responds: Academic solidarity (February 2011)

- Any new laws on science and higher education should be based on the following four principles:
 - science and education need to **benefit society** as a whole and not just private capital;
 - science should be based on **cooperation** and not competition;
 - higher education needs to be **publicly funded** and accessible to all;
 - and academic governance needs to be fully **transparent** and exercised **from below** rather than politically intervened with.

2003. passed Act on Science and Higher Education: main points

2005/2006: first Bologna generation:

- adoption of a system of easily readable and **recognizable degrees**, supported with the introduction of a **diploma supplement**;
- **three-cycle** system of studying;
- system of **credits** (European Credit Transfer System);
- external **quality assurance** procedures (Croatian National Agency for Quality Assurance in Higher Education established in 2004).

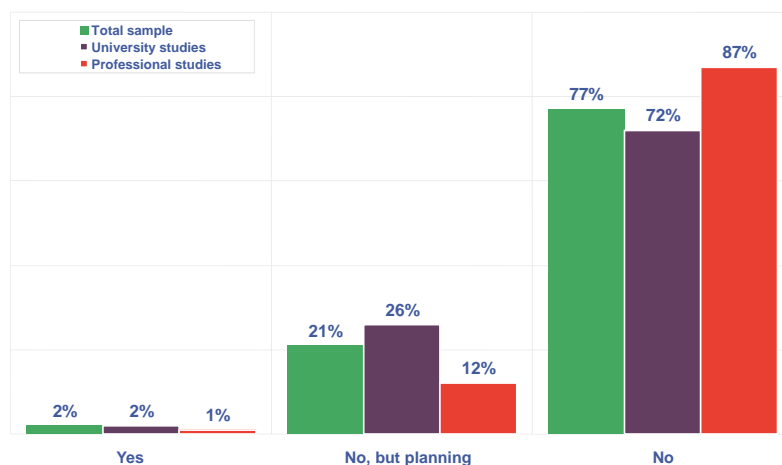
2003. passed Act on Science and Higher Education: implementation

- Research conducted in 2006/2007: 13 lecturers and university management staff, University of Zagreb, in-depth interviews;
- **Reorientation** change versus **colonisation** change (McLaughlin 1991): “I hear from colleagues who work at other faculties that the exterior has changed, but not the essence”.

2003. passed Act on Science and Higher Education: implementation

- Findings:
 - Confusion about what falls under the umbrella term of the **Bologna process** (e.g. working in small groups, mentorship, equipment);
 - **Three-cycle** system of studying: “What horrified me most with the Bologna process was the pressure to end the first level of higher education after three years.”
 - **ECTS**: seniority: “faculties are a very sensitive harmony of departments and programmes”;
 - **Quality assurance**: “one of the things that Bologna should change is the situation with quality assurance but quality assurance is seen here as student feedback forms.”

Mobility experiences, Eurostudent data for Croatia (2011)



2003. passed Act on Science and Higher Education: local specificities

- “All those things that were problematic before the Bologna process have remained because it [the Bologna process] didn’t touch upon those”.
 - Lack of **centralised governance** at large universities;
 - **Corruption**;
 - **Constrained academic** capacities (staff, professional development);
 - **Constrained financial** capacities (libraries, computers).

3. Tensions (policy formulation and implementation level)?

- **Positional** autonomy:
 - Level of policy development: global (OECD, World Bank) rather than national (bottom-up? centre/periphery?);
 - Cross-sector influences (business sector).
- **Relational** autonomy:
 - Content defined from outside (consequences: stakeholders have no sense of ownership (e.g. Bologna process), local challenges remain unaddressed.

Does “Europeanisation” allow for the interests of the academic community/local originality?

Intrinsic value of knowledge

Knowledge as a **public** good

HE sector as **autonomous**

Cooperation between HEIs is encouraged

Success as conceptualised as the result of **complex** factors (including social position, institutional characteristics)

Students and teachers as **citizens**

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