

PERIODIC PROGRESS REPORT (18 MONTHS)

RESTRICTED

Contract nr: HPSE-CT-2001-50011

Project nr: SETN-2000-00001

Title: Higher Education Reform Network (HERN)

Project
coordinator: University of Surrey Roehampton (ROEI.DSC)

Partners: Society for Research into Higher Education, UK (SRHE)
Centre for Higher Education Studies (CHESZ), Prague, Czech Republic
Vytautas Magnus University (UMAGN.FSS.CVER), Kaunas, Lithuania
Bureau for Educational Services (BESBG), Sofia, Bulgaria
National and Kapodistrian University of Athens (UAT.PSY), Athens, Greece
Kungliga Tekniska Hoegskolan (RIT.LL), Stockholm, Sweden
Johannes Kepler Universitaet Linz (ULINZ.ISUSS), Linz, Austria
Universiteit Leiden (RUL.SW.LO.ESREA), Leiden, Netherlands
Continuing Education Development Foundation (CEDEF), Riga, Latvia
Jagellonian University (UJAG.FC), Krakow, Poland

Project's
www: www.HEreform.Net

Reference
period: from 1 Nov 2002 to 30 Apr 2003

Starting date: 1 Nov 2001 Duration: 36 months

Date of issue
of this report: 30 April 2003

Project financed within the Key Action Improving the Socio-economic Knowledge Base

SCIENTIFIC REPORT

1. *Scientific overview*

The HERN project involves 11 partner organisations in 10 countries (UK, Austria, the Netherlands, Greece, Sweden, Poland, Lithuania, Latvia, Czech Republic and Bulgaria). The project began on 1 November 2001 and will continue for three years. The project comprises 13 workpackages; 11 have scientific objectives, one is concerned with establishing the operating framework and one with the management of the project. This report is concerned with months 13 to 18.

The overall purpose of the network is to explore the differential values underlying strategies for HE reform by addressing the question: "What is the relationship between HE and society in a world of change?", with particular reference to:

- structural changes taking place in European society and ways of managing change
- relationships between technology, employment and society
- mechanisms for collective action in terms of governance and citizenship
- learning development strategies fostering growth, employment and economic and social cohesion

The work has now reached the half-way stage. Five of the planned nine seminars have been held and the Disability research group has been formed and is gathering information according to its work-plan. Detailed planning for the next two seminars (July 03 and January 04) is in progress.

The workpackages envisage outputs in the form of a conference paper and a contribution to the final policy document. Conference papers have been produced and the Society for Research into Higher Education provided a three-hour slot in which to run a HERN Symposium at the Society's annual conference at Glasgow University in December 2002. The symposium opened with a keynote presentation by Professor Marek Frankovicz (Jagiellonian University) on the need to 'network networks' in order to capitalise on the lessons learned from collaborative EC-funded projects. Dr Ineta Kristovska (Distance Education Study Centre, University of Latvia) presented a paper on "Lifelong Learning and Continuing Education: the Role of Higher Education in Latvia". A paper by Professor Hannah Westberg (Institute for Working Life, Stockholm University) entitled "Hidden Mechanisms in Society and Education and impact on working life" was presented on her behalf and Dr Barry Hake presented a paper on "Higher education institutions in an enlarging European Union: Sites for the construction of citizenship?" (Barry J. Hake & Petra Schedler - Centre for Learning in Organisations, School of Education, Leiden University). These papers represented the themes and issues emerging from workpackages 2, 3 and 6 respectively.

It has proved more difficult to produce finalised policy papers. The partners have found it difficult to generate a sufficiently wide-ranging set of policy recommendations without the input from seminars/workpackages addressing fundamental issues about access, gender and governance that have not even begun yet. Nevertheless, a start has been made in all areas.

Seminar 1 (Workpackage 2) was concerned with lifelong learning and continuing education. The lead partner is presently running a high level consultation exercise with Latvian government organisations and higher education institutions to focus on national and regional issues. This has become necessary because Latvia's position in respect to the subject was different from many other partners by virtue of the size of the country, its recent history and certain aspects of its economic development. The outcome of these consultations will contribute to a final policy paper on lifelong learning and continuing education that draws together all related learning from the other workpackages.

Seminar 2 (workpackage 3) has produced a review of policy issues in respect of gender but two subsequent seminars will take this subject further, especially in relation to HE governance and so this paper will be further developed during the project.

Seminar 3 (Workpackage 6) has produced a conceptual view of citizenship issues as they affect HE at a cultural and systemic level but many of its recommendations have an impact on other aspects of the project, especially access and inclusion but also teaching and learning and staff development issues: all of which remain to be discussed in detail at later seminars.

Disability Research Group (workpackages 4 and 5). The project schedule requires the partners involved in these workpackages to produce a policy guide during this period yet the investigative and analytical work that necessarily precedes these recommendations is in progress and not scheduled to be completed for several months. The partners have produced a structure for the policy guidelines and will complete the document when the analytical work that contributes to it is completed.

Seminar 4 and its attendant eForum (workpackage 7) have both been held. The seminar was run in late January 2003 in Sofia and the eForum, delayed by small technical hitches, was run in March 2003. The partner is presently drawing together the materials from the discussions and is analysing the outcomes.

Seminar 5 (workpackage 8) was held in mid-March 2003 in Stockholm and the eForum followed in April. The partner is presently drawing together the materials from the seminar and discussions and is analysing the outcomes.

The Disability research group is working very hard to make up time lost because the earlier problems. It is presently continuing gathering research data and is developing its databases of experts and resources. Research questionnaires have been distributed and the partners will hold an electronic conference on 15 June 2003 and a co-ordination group meeting at the seminar in Krakow in July.

Planning is almost complete for the next seminar (seminar 6/workpackage 9) on "Legitimacy, quality and accountability for lifelong learning and higher education" which will be held in Krakow, Poland early in July 2003.

Planning has commenced for seminar 7 (workpackage 10) on "Key features of teaching and learning in the university of tomorrow" which will be held in Glasgow, Scotland in January 2004.

1.1 Summary of the specific objectives for the period 1 Nov 02 to 30 Apr 03.

A total of seven of the ten scientific workpackages are presently in progress with detailed planning underway for two more. The objectives below show the main areas of work in progress during the period.

1.1.1 Workpackage 2

Objective 2.4 To contribute to end of year policy briefing paper for the influence of future policies on CE in Central and Eastern Europe in relation to EU enlargement

1.1.2 Workpackage 3

Objective 3.4 To contribute to end of year policy briefing paper for the influence of future policy on relations between HE, gender and employment

1.1.3 Workpackage 4

Objective 4.2 To explore interventions in the context of teaching and learning strategies, curriculum, guidance and support

1.1.4 *Workpackage 5*

Objective 5.2 To explore new ways of supporting print disabled students which can be applied in different European contexts

Objective 5.4 To provide a comprehensive policy report on strategies for supporting print disabled students in HE

1.1.5 *Workpackage 6*

Objective 6.3 To use seminar and website discussions to give an analytical overview of national responses to EU policy

Objective 6.4 To contribute to end of year policy briefing paper on "HE's potential role within EU regional policy in relation to EU enlargement"

1.1.6 *Workpackage 7*

Objective 7.1 To analyse what forms of institutional adaptation and innovation could address the need for effective and equitable policy making in HEIs

Objective 7.2 To explore the implications of existing governance change projects on HEIs in Bulgaria and other Central and Eastern European countries

Objective 7.3 To use seminar and website discussions to give an analytical comparison of what forms of institutional decision making can foster or hinder convergence towards a collective European interest

1.1.7 *Workpackage 8*

Objective 8.1 To explore some of the tensions between institutional change, the position of women in HE and impact of this on the development of women's roles in wider society

Objective 8.2 To exchange and integrate different theoretical frameworks in relation to gender and institutional change in different national contexts

Objective 8.3 To explore the implications of different institutional behaviours on staff development for women in HE

Objective 8.4 To use seminar and website discussions to enhance policy formulation in relation to gender participation in institutional decision making systems

1.2 Overview of the technical progress.

The preamble to this Scientific overview described progress in overview. The following activities were scheduled to take place during the period.

1.2.1 *Workpackage 2*

Activity 2.5 partners will circulate a brief guide to policy chapter for the policy document 'HE Reform, Society and Change: EU enlargement, gender, CE, employment and citizenship'.

Deliverable 16 This activity will continue into the next period. The lead partner is presently running a high level consultation exercise with Latvian government organisations and higher education institutions to focus on national and regional issues because Latvia's position in respect to the subject was different from many other partners. See Annex 1.

1.2.2 *Workpackage 3*

Activity 3.5 a 'brief guide to policy' chapter for the policy document 'HE Reform, Society and Change: EU enlargement, gender, CE, employment and citizenship'.

Deliverable 17 Appended at Annex 2

1.2.3 *Workpackage 5*

Activity 5.7 prepare interim policy reports for EC and associated networks.

Deliverable 23 The project schedule requires the partners involved to produce a policy guide during this period yet the investigative and analytical work that necessarily precedes these recommendations is in progress and not scheduled to be completed for several months. The partners have produced a structure for the policy guidelines. See Annex 8.

1.2.4 *Workpackage 6*

Activity 6.4 partners will prepare a conference paper (e.g. SRHE, EUCEN, ESREA).

Deliverable 18 Appended at Annex 3.

Activity 6.5 partners produce a 'brief guide to policy' chapter for the policy document 'HE Reform, Society and Change: EU enlargement, gender, CE, employment and citizenship'.

Deliverable 19 Appended at Annex 4.

1.2.5 *Workpackage 7*

Activity 7.1 BG will liaise with partners over publicity, dates and plans for steering group meeting, seminar, presentations, research focus and follow up website discussion.

Activity 7.2 BG hosts a one day seminar and a HERN steering group meeting. Partners produce seminar papers and presentations for analytical discussion.

Deliverable 20 Appended at Annex 5.

Activity 7.3 Bulgarian partner moderates an on-line discussion via the eForum.

Deliverable 21 The seminar was run in late January 2003 and the eForum, delayed by small technical hitches, was run in March 2003. The partner is presently drawing together the materials from the seminar and discussions and analysing the outcomes. See Annex 6

1.2.6 *Workpackage 8*

Activity 8.1 S will liaise with partners over plans for steering group meeting, seminar presentations, analytical strategies and follow up website discussion

Activity 8.2 S hosts a steering group meeting and a one day seminar. Partners produce presentations and papers for analytical discussion.

Deliverable 22 Appended at Annex 7

1.2.7 *Workpackage 13*

Workpackage 13 is the project management workpackage. In addition to the routine project administration and maintenance tasks the project manager:

- Completed and submitted the first year's annual progress report for the EC
- Worked with the finance officer to collate the annual financial returns to the EC
- Organised and ran the HERN Symposium at the SRHE annual conference
- Contributed a paper on UK HE governance reform to Sofia seminar
- Organised and chaired the Steering Group meeting at the Sofia seminar
- Organised the run Steering Group meeting at the Stockholm seminar
- Maintained project records and databases
- Circulated progress updates following the steering group meetings
- Set up project management website to act as centralised, readily available information resource for all partners
- Worked with SRHE on eForum and website matters
- Worked with SRHE on planning for seminar 7
- Restarted SRHE Eastern European Network as support for the project
- Investigated with Polish partner potential for developing new projects post HERN

1.3 **Comparison of planned activities and actual work.**

1.3.1 *Workpackage 2*

There was an overrun in the production of the policy guidelines. As has been explained this was an unforeseen consequence of several factors. The partner had thought the requirement was for firm final recommendations and had struggled to frame these, but could not without the input from other related seminars later in the project. Because of this problem we reviewed of the project documentation and have decided that each workpackage *makes a contribution* to the policy recommendations which are finalised only when all the outcomes of the project are known. Workpackage 2 is now working on their contribution which will be delivered shortly.

1.3.2 *Workpackage 3*

Having identified and solved the problem with the nature of the policy deliverable (above) workpackage 3 was able to make its contribution to the gender issues.

1.3.3 *Workpackages 4 and 5 (The Disability Research Group)*

The Disability Research Group (workpackages 4 and 5) lost time initially owing to a very difficult personnel problem that hampered the ability of the key partner to co-ordinate the start-up activity. The initial set-back was of the order of two or three months – but workpackage 4 has a duration of 18 months and workpackage 5 a duration of 15 months and the efforts of the group mean they have regained most of the ground that was lost. All the indications are that this part of the project will be completed as planned. It remains a possibility that the workpackages may overrun slightly but, even if they do, it will not effect the overall project timeplan. A close watch is being kept on the progress of workpackages 4 and 5. A review meeting will be held in Krakow in July 03.

1.3.4 *Workpackage 6*

A policy paper on the issues affecting citizenship and higher education was completed and will contribute to the development of policy recommendations in this area..

1.3.5 *Workpackages 7 and 8*

Both Seminar 4 and seminar 5 were run successfully. Following the pattern set by seminar 3 both these seminars ran for an extra half day – an innovation that has improved the ability of participants to generate in-depth discussion. The eForum

following each of these two seminars was run though technical difficulties continue to delay the starting of the eForum. The nature of the 'technical difficulty' is not with the software (Groove) which has been proved to work very well. Despite some early problems with partners' hardware this is no longer a problem as partners have upgraded/improved their equipment and sorted out residual networking problems.

The main problem remaining concerns the ability of partners and guests to come on-line and to contribute during the specified working period. Though Groove itself is always active the eForum discussion sessions are meant to be time-limited. In practice the sessions have started later than planned and continued for longer simply because of the availability of contributors. The partner responsible for technical support has worked very hard to adapt procedures, accommodate participants' limitations and to monitor and moderate the progress of discussions.

Consequently the report from the seminar 4 eForum will be delayed until the next period since the partners responsible are presently drawing together the materials from the seminar and discussions and analysing the outcomes.

The technique and the software have both been shown to work but it is clear that factors other than the purely technical are limiting the productivity. Many of these are believed to be human factors. It is now felt that the experience of running the eForums will provide a very valuable case-study of this technique together with operating guidelines to help others use this powerful technique in their projects.

1.3.6 *Workpackages 9 and 10*

Planning for workpackage 9 is well advanced and seminar 6 in Krakow will benefit from all that has been learned so far about maximising the benefits and outcomes. Planning for workpackage 10 has started and seminar 7 will be held in Glasgow and incorporate a session on disability issues in partnership with workpackage 5.

1.4 **Planned activities for the next period.**

The planned activities for the period 1 May to 31 October 2003 comprise the activities listed below plus the completion of deliverables 16 (policy outcome from seminar 1) and 21 (report of eForum following seminar 4).

1.4.1 *Workpackage 4*

Conference papers on disability perspectives for society, teaching, learning and employment (e.g, SEDA, ATEE, FEDORA). Due month 21

1.4.2 *Workpackage 5*

Prepare final reports, including a training manual, and deliver conference papers to relevant conferences (e.g. ICCHP, FEDORA, SEDA, EALL). Due month 19

Establish an HE network strand to WCN Europe network. Due month 24

1.4.1 *Workpackage 7*

Conference paper on the impact of HE reform on governance systems (e.g. EAIR, IMHE). Due month 21

1.4.1 *Workpackage 8*

UK-SRHE produces time limited website discussion to explore further the relationship between institutional behaviour and influences on wider society. Due month 19

Partners produce a conference paper: "The position of women in HE and implications for wider society" (e.g. SRHE, EAIR, SEDA, IMHE). Due month 21

1.4.1 *Workpackage 9*

PL and CZ will liaise with partners over publicity and plans for steering group meeting, seminar presentations, analytical strategies and follow up website discussion. Due month 21

PL will host the seminar and a steering group meeting. Partners will produce presentations and papers for analytical discussion. Due month 22

UK-SRHE will produce a time-limited website discussion to explore further the influences and implications for quality in current HE reform activities. Due month 23

Partners will prepare a conference paper (e.g., SRHE, BAICE). Due month 24

1.4.1 *Workpackage 13*

Project manager to:

Organise and run Steering Group meetings to be hosted by Poland

Ensure timely warning and requests for progress reports as well as the distribution of papers prior to meetings and also that subsequent actions are completed

Ensure that papers and other outcomes of the Seminars are distributed to all interested parties as noted in relevant workpackages

Manage the synthesis and distribution of the seminar and website discussions after each event

Ensure that all databases and records are updated and kept current

Annual report of progress during months 13 to 24 to the Funding Body

Obtain and collate financial data from partners and compile and provide financial reports to the EC for months 13 to 24

2. List of Project Deliverables

Nine project deliverables were due during the period 1 November 2002 (month 13) to 30 April 2003 (month 18).

<i>Deliverable</i>	<i>Work package Nr</i>	<i>Outline description of deliverable</i>	<i>Month due</i>	<i>Annex</i>
16	2.4	Contribution to brief guide to policy on HE, equity and employment	13	1
17	3.4	Contribution to brief guide to policy on HE, equity and employment	13	2
18	6.3	Conference paper on HE, equity and employment	13	3
19	6.4	Contribution to brief guide to policy on HE Reform, society and change, employment, access and citizenship	13	4
20	7.1	A one-day seminar on Governance challenges for different nation institutions in managing change and a steering group meeting.	15	5
21	7.2	Linked eForum and report of website discussion	16	6
22	8.1	A one-day seminar on Addressing inequalities of gender participation in institutional decision making systems and a steering group meeting.	17	7
23	5.2	brief 'guide to policy' report on strategies for supporting print disabled students in HE	18	8

4. Exploitation and dissemination of results

At this stage of the project the main aim of dissemination is to ensure that as many people as possible are made aware of the project and its intended outcomes. It is still too early to be able to make substantial contributions either to knowledge or policy development but we can prepare the ground, and that is what current activities have been doing. During this period the following dissemination activities took place:

HERN Symposium

The Society for Research into Higher Education (SRHE) offered HERN the opportunity to run a symposium at the Society's annual conference in Glasgow in December 2002. The symposium was open to everyone attending the conference and comprised:

"Overview of the HERN project" - Myszka Guzkowska (University of Surrey Roehampton)

"TEMPUS to HERN and beyond: Networking networks for change in Eastern and Central Europe" – Professor Marek Frankowicz (Department of Chemistry, Jagiellonian University, Poland).

"Lifelong Learning and Continuing Education: the role of higher education in Latvia" - Dr Ineta Kristovska (Director, Distance Education Centre of Latvia).

"Higher education and citizenship in an expanding European Community" – Dr Barry Hake (ESREA, University of Leiden, The Netherlands).

"Hidden mechanisms in society and education and their impact on working life" - Professor Hanna Westberg (National institute of Working Life and Stockholm University, Sweden).

UNESCO (CEPES) Study visit to the University of Surrey Roehampton

Myszka Guzkowska gave a presentation on the purpose and structure of the HERN project to a party of senior managerial and administrative staff from several Eastern European countries who visited the University of Surrey Roehampton in February 2003. The visit was part of a study visit on Quality Assurance and the development of study programmes organised by the UNESCO Regional University Network on Governance and Management of Higher Education in South East Europe.

SRHE Eastern European Network

The HERN project grew out of the collaboration of several members of the SRHE's Eastern European Network but the network itself became inactive as key members moved away. Once HERN was established it was decided to attempt to revive the network as a potential aid to dissemination and development. Former members have been contacted and there is interest in reviving the network. As a result a survey of members interests was carried out. These coincided closely with HERN's primary themes and so it was decided to continue rebuilding the Eastern European network in parallel with HERN and as a means of continuing development and aiding dissemination.

SRHE News and SRHE International News

Since the start of the HERN project, the SRHE has provided space to publish material about the project in the newsletters it publishes for members. In this period the following appeared:

HERN progress report published in the January 2003 SRHE International News

Edited version of Ineta Kristovska's paper *"Lifelong Learning and Continuing Education: the role of higher education in Latvia"* published in January 2003 SRHE International News

EForums

The electronic discussion forums (eForums) that follow each seminar continue using the software 'Groove' and are open to anyone who has an interest in the topics under discussion. In practice the eForum discussions include very few contributions from outside the partner organisations – but the potential is there and partners are encouraged to invite colleagues and publicise the events in order to widen access to the discussions. This is an area in which effort continues.

Website

Website development continues with a major overhaul started towards the end of this period designed to provide access to more materials more easily. The website (www.HEReform.Net) is accessible directly or via a link from the SRHE website (www.SRHE.ac.uk). The website is publicised in all the communications put out by the project.

MANAGERIAL REPORT

5. Management and coordination aspects

Management meetings

Management meetings were held at the seminars in Sofia (January 03) and Stockholm (March 03). In addition a meeting with the Disability Research Group was also held in Sofia and another is due to be held in Krakow in July 03. The outcomes of the meetings have been very positive and they have proved necessary to ensuring that partners are supported in their work on the individual workpackages.

The main purpose of the management meetings concerns solving problems before they have an impact on the outputs. In general this works but not all partners attend the management meetings if they are not involved in that particular workpackage. While we have tried to encourage every partner to attend we cannot insist because there is no clear contractual obligation to do so. While this is not a major problem it means that decision making does not always involve all partners equally.

Communications.

Email is the primary means of communication. A web-based project management tool (eProject.com) has recently been adopted as a central reference point so that partners have ready access to all the project management information and documentation. This has only been operational for six weeks so it is too soon to evaluate it – but it has certainly helped the project manager to organise and maintain the information. Project outputs are available from the project website (www.HEReform.Net), so partners now have ready access to all information about the project.

Finances

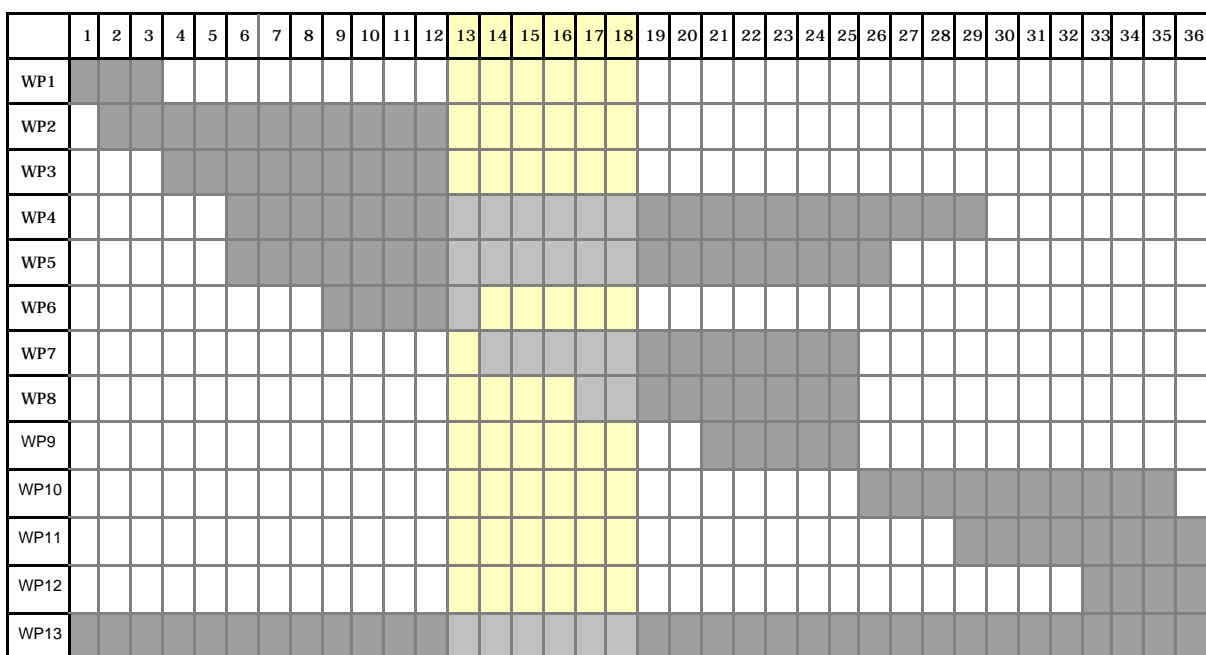
There is growing concern among the partners that the Year 2 advance has not yet been received. The required reports and financial statements were received in Brussels just before Christmas 2002 but no action was taken on them until repeated enquiries forced an admission that the paperwork had been received in due time. Despite this no action was taken to expedite the processes. Matters were further delayed because the project was informed of errors in the paperwork submitted some 3 months earlier. The net result is that the project has been operating on the goodwill of the partners since no money has been forthcoming to cover 6 months of operating expenses. This is likely to run out to at least 7 months by the time the payment is made. Taking into account the fact that the paperwork was submitted 4 weeks after the year end and that EC rules allow the commission 60 days to process paperwork there remains 3 to 4 months of delay unexplained. This has not had serious repercussions yet – but without funds partners have been less easy to motivate.

Project outputs

The management view at the start of the project was that workpackages were autonomous elements of the project and that, therefore, their outputs would also stand alone. Since two of the workpackages have now completed and a third is close to completion it has become abundantly clear that their outputs are inter-dependent. This is particularly true of the policy outcomes. The interrelatedness of the various workpackages means that, for example, substantive advice on governance issues cannot be made without reference to considerations of issues of inclusion, citizenship, employability and so on that are covered in different workpackages extending over the life of the project. This is made more complicated because some workpackages describe the policy outcomes as being final and complete and other merely as a contribution to the process of development. The latter view appears more pragmatic and the project plan is presently being reviewed in order to determine how to maximise the impact of policy recommendations within the existing project framework.

Workplan

The project bar chart is unchanged and shown below (current reporting period shaded):



Partner involvement in the workpackages is shown below:

WP	Lead Partner(s)	1 USR UK1	2 SRHE UK2	3 CHES CZ	4 VMU LT	5 BES BG	6 NCUA GR	7 KTH SE	8 JKU AT	9 ESREA NL	10 CEDeF LV	11 JU PL
1	UK1	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
2	LV	✓	✓	✓	✓					✓	✓	✓
3	GR	✓	✓				✓	✓		✓	✓	✓
4	AT/UK2/GR	✓	✓				✓	✓	✓		✓	✓
5	AT	✓	✓				✓	✓	✓		✓	✓
6	NL	✓	✓							✓	✓	✓
7	BG	✓	✓	✓		✓		✓			✓	✓
8	SE/UK	✓	✓			✓		✓			✓	✓
9	PL/CZ	✓	✓	✓				✓	✓		✓	✓
10	UK/LT	✓	✓	✓	✓	✓		✓	✓		✓	✓
11	LT/LV	✓	✓	✓	✓				✓		✓	✓
12	CZ	✓	✓	✓	✓		✓		✓	✓	✓	✓
13	UK1	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Partner contact details

Partner contact details are shown below. Changes are high-lighted:

<p>1 Dr Myszka Guzkowska University of Surrey Roehampton Roehampton Lane LONDON SW15 5PH UK m.guzkowska@roehampton.ac.uk</p>	<p>7 Dr Vaiva Zuzeviciute Centre of Educational Research Faculty of Social Sciences Vytauto Magnus University Donelaicio str. 60-507 LT-3000 KAUNAS LITHUANIA v.zuzeviciute@smf.vdu.lt</p>
<p>2 Prof Heather Eggins Society for Research into Higher Education 3 Devonshire Street LONDON W1N 2BA UK heathereggins@srhe.ac.uk</p>	<p>9 Dr Despina Sidiropoulou-Dimakakou Department of Psychology National and Capodestrian University of Athens 15784 - ATHENS GREECE dsidirop@cc.uoa.gr</p>
<p>3 Dr Helena Sebkova Centre for Higher Education Studies U Luzického 90/13 118 00 PRAHA 1 CZECH REPUBLIC sebkova@csvg.cz</p>	<p>9 Prof Mats Hanson KTH Learning Laboratory Royal Institute of Technology Lindstedsvagen 5 S-100 44 STOCKHOLM SWEDEN mats@damek.kth.se</p>
<p>4 Dr Nikolay Popov Bureau for Educational Services Galabetz Street 2-A 1505 - SOFIA BULGARIA npopov@fnpp.uni-sofia.bg</p>	<p>10 Ilze Buligina Continuing Education Development Foundation Ministry of Education Valnu street 2 LV-1050 RIGA LATVIA ilze.buligina@izm.gov.lv</p>
<p>5 Univ Doz Dr Klaus Miesenberger Interuniversitäres Institut für Informationssysteme zur Unterstützung Sehgeschädigter Studierender University of Linz A-4040 LINZ AUSTRIA Klaus.Miesenberger@jku.at</p>	<p>11 Prof Marek Frankowicz Faculty of Chemistry Jagiellonian University Ingardena 3 30-060 KRAKOW POLAND frankowi@chemia.uj.edu.pl</p>
<p>6 Dr Barry Hake Centre for Learning in Organisations European Society for Research on Education of Adults (ESREA) Universiteit Leiden Postbus 9555 Wassenaarseweg 52 2300RB - LEIDEN NETHERLANDS hakebj@fsw.LeidenUniv.nl</p>	

6. Annexes

Annex	Deliverable	Description	Page
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Annex 5	Deliverable 20	A one-day seminar on Governance challenges for different nation institutions in managing change and a steering group meeting.	56
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Annex 7	Deliverable 22	A one-day seminar on Addressing inequalities of gender participation in institutional decision making systems and a steering group meeting.	63
Annex 8	Deliverable 23	brief 'guide to policy' report on strategies for supporting print disabled students in HE	66

Annex 1

DELIVERABLE N° 16

RESTRICTED

Contract nr: HPSE-CT-2001-50011

Title: Higher Education Reform Network (HERN)

Project coordinator: University of Surrey Roehampton

Reference period (see technical annex): from 1 Nov 02 to 30 Apr 03

Date of issue of this report: 30 April 2003

PRIVATE

Workpackage 2

Briefing paper on the development of future policies on Continuing Education in Central and Eastern Europe in relation to EU enlargement

Continuing Education Development Foundation

Riga, Latvia

Progress report

Workpackage 2 was due to be completed in November 2002 with the production of the policy briefing paper that was its last remaining objective:

“To contribute to end of year policy briefing paper for the influence of future policies on CE in Central and Eastern Europe in relation to EU enlargement”

Because there was a lack of clear direction on what this ‘contribution’ should comprise the lead partner found it difficult to proceed. The partner had thought the requirement was for firm final recommendations and had struggled to frame these, but could not without the input from other related seminars later in the project. Following consultation with the partner, the project coordinator reviewed the project documentation and agreed that since workpackage 2 was the first to be completed, much of the relevant input was unlikely to be generated until the completion of later workpackages.

Following consultation the Latvian partner was advised that the best course of action was to base the policy recommendations on the themes that had emerged from the seminar and to focus on the Latvian (and if appropriate, regional) situation. It was felt that the partner’s access to local political and academic networks provided an opportunity for valuable insights that would be relevant to debate about CE policy in many of the smaller accession (and EU) countries.

Current status

The lead partner is presently running a high level consultation exercise with Latvian government organisations and higher education institutions to focus on national and regional issues. This exercise is expected to be concluded in May 2003.

Completion

Deliverable 16 will be submitted in the next reporting period.

Annex 2

DELIVERABLE N° 17

RESTRICTED

Contract nr: HPSE-CT-2001-50011

Title: Higher Education Reform Network (HERN)

Project coordinator: University of Surrey Roehampton

Reference period (see technical annex): from 1 Nov 02 to 30 Apr 03

Date of issue of this report: 30 April 2003

HERN Workpackage 3

The role of tomorrow's HE in fostering gender equity and employment

Notes for the development of policy recommendations in respect of higher education, equity and employment (HERN Deliverable 17) resulting from HERN Seminar 2 in Athens, 19-20 April 2002 and subsequent discussions.

National perspectives

Greece

The lack of participation of women in higher education is a common problem in all partners and consists a reason for serious concern. *In Greece*, based on the data of the National Statistics Office and the Examinations Department of the Ministry of Education, the presence of boys at the exact and technological sciences seems higher. In the departments of theoretical faculties the presence of girls is equal to that of boys, while it is observed that girls are over-represented in the faculties leading up to the profession of teacher, kindergarten teacher, literature and language teacher, theologian and foreign language teacher. In general, girls as compared to boys, have a very small percentage in technical vocational education, whereas their majority follows social and economic specialties while avoiding the technical ones. Empirical studies show also that there is a great difference in the university departments and the professions chosen by boys and girls. There is an obvious tendency on the part of girls to choose traditionally female professions and studies.

Netherlands

The same situation has been also presented in the *Netherlands*. In the last two decades, the female participation in higher education increased considerably, although the level of education is still lower than that of men. Nowadays, 18% of the women have got a degree in professional or scientific education against 23% of the men. Women are – traditionally- well represented in the social and cultural subjects, and although some real catching up is done, they remain underrepresented in the technical and economical courses. Few women consider taking up economical or technical subjects, because they are not (enough) stimulated to choose beta courses in secondary school. Furthermore, the presentation and acquisition of those subjects, the teaching ways of the staff and the atmosphere and culture at the colleges are highly “male” oriented. Also, girls are influenced by “own” prejudices and they hardly have any example to relate to.

Latvia

In Latvia, in general, women are more educated than men, but women choose to pursue the following fields of study: teacher training (84% from the total number), humanities (80%), health and social care (73%), social sciences (64%), natural sciences and mathematics (46%), agriculture (43%), and services (37%). The percentage of women professors at the present moment reflects the male hegemony in the academic world too. Therefore it is also interesting to compare the gender situation not only by students, but also by academic staff of the higher education institution. The density of women working in higher educational institutions is 36% from the total number. But also it is necessary to analyze the further division of these 36%. A percentage of 4% from the total academic staff is professors, 7% associated professors, 25% docents, 44% lecturers, 16% assistants, 4% researchers. If we analyze professors (women) by their field of study we can see, that the division is similar of that preferred study programs. The biggest percent is in humanities and the most popular fields of study are the fields of health and health care, natural sciences and social sciences.

Czech Republic

Gender differences continue to exist in *Czech Republic*; women more likely enroll in fields related to the health professions, education and the social and behavioural sciences, and less in the natural sciences or industrial engineering fields. A slide increase has been in the enrolment of women in first-degree tertiary education programmes in technical disciplines and in post-gradual/ Ph.D.

Poland

Finally, the HE system in *Poland* does not have any particular policy of concerning gender equality in education; on the contrary, governing bodies have passed laws that reinforce stereotypes, supporting traditional family models, and discriminate against women in all fields of social life, including education. Although, there have been many discussions on the impact of education on the society, only few of them addressed the gender issue, either in education or in public life. Paradoxically, today, women in Poland are generally better educated than men. More young women

complete secondary schools and pass final examinations, and more women enter and complete universities (Women account 56% of the university graduates; on the other hand, educated women constituted 3,8% of unemployed people). Interestingly, more women than men become students of business and management, a fact that provides hope that the future's more influential and lucrative positions will be filled by women.

The female employee

The employment of female graduates and the inequality that describe their presentation in the work force, is another topic that engaged us in the Seminar. The recent changes in the work and jobs environment place higher demands especially on women for greater flexibility and adaptability. This means that women will have greater difficulty in planning and combining work and family life. Women feel more anxious than men about the changes in the labor market that will affect them. A look at total employment for women indicates they have a more insecure situation on the labour market. Women have temporary jobs to a greater degree than men. And to a much greater extent, they feel that they must adapt their working life to their family despite the fact that exactly opposite demands are placed on them by work.. Young women between 25 and 35 years are more afraid of losing their jobs than other age group. They therefore tend to accept working conditions, which were not acceptable, just few years ago.

Women in *Greece* represent both in quantity and quality a rising power in the scientific force. However, in the labour market their percentages in higher posts are insignificant. Greece is found at the penultimate place together with Spain (12%) among 26 countries, while France and Luxembourg (9%) are ranked last, as to the number of women working as government officials, executives and business managers, even though women produce the 55% of the world wealth according to the United Nations development programme estimates. The situation is the same when it comes to academic hierarchy. The percentage of women at higher levels varies from 5% in Holland to 18% the highest one, in Finland, while in Greece it is 9,5%. Obvious differences also exist in the vocational aspirations of the two genders, through which the existing professional gender discrimination is reproduced in the labour market. Girls tend to prefer the Faculties of Theology, Medicine, Philosophy, Sociology, Foreign Languages and Law, while their presence in traditionally "male-dominated" scientific field is limited. An aspect of the inequality in labour market is also new technologies. The introduction of information technology in secondary education, have created a new field in which boys have an obvious advantage in relation to access, familiarization use and performance in new technologies.

Women earn less money than men. There is no way around that fact. When average hourly salaries are compared, women earnings are approximately 77% of men. When we say that women earn far less than men, we are stating this in comparison of men and women in the same occupation with the same education and experiences, and the same amount of time put

into work. Different career and occupational choices can explain some of the differences between men and women's earnings, as can differences in the amount of time men and women spend in the labour market, and the relatively high incidence of part-time work among women. Contrary to popular myth this is not due to the fact that women get pregnant and have to leave the work force, neither that women leave the work force to spend time at home with the kids or that they work part-time and less hours than men. This is due to the historical burden and/or differences/ disparities between men and women role in society. However when we try to answer to question: *why there are so great differences between salaries of men and women* we must take under consideration that:

-Some differences in salary are due to *differences in length of service*, regardless of gender, rank or discipline; and

-Some disciplines have higher salaries due to market demands for professionals in those disciplines

Initiatives to promote the entrance of women into science

The female higher education initiatives nowadays are highly interconnected with labour market policies. The relation of the university with the labour market and especially the connection with the promotion of female-student population in employment is admittedly one of the most important issues. In an era of fast changes and under the fear of unemployment the university has placed its relation to the labour market in a different perspective. Marketisation and deregulation are the key concepts nowadays. Of course, Higher Education Institutions neither were nor can or should be mere mechanisms of vocational training. Higher Education has been and always will be institutions of education, research, social service and free interchange of ideas. This does not mean that the university is indifferent to the professional situation of its graduates.

The technical colleges in *Netherlands* have initiated a high school project called *Prima Donna* to inform girls about career prospects. Another program, *Technika 10+* is meant to improve working conditions in technical jobs in order to attract more women in the near future. In the late nineties, the *Aspasia* project was launched, encouraging women to move on to higher ranks and positions in the scientific community. Additionally, in 1997 the Ministry of Education instituted the "Higher Education Award" and in 2001 the attention was focused on enhancing the position of female workers in higher education and preventing them from leaving the institutions. Finally, student exchange programmes promote internationalization. In European Erasmus Programme both foreign visitors and students from *Netherlands* have the opportunity to choose between a modern specialized orientation and an academic one. The students find this project very interesting and stimulating

In *Greece*, the study programmes of the University of Athens have two main objectives:

1. Provide guidance to the new female students towards the knowledge of applied notions and the knowledge of the specialty itself so that they can develop skills such as, analytical way of thinking, broadness of mind, inventiveness, and handling of options.
2. Cultivate in new students values and behaviors – acceptance of difference, acceptance of cooperation, undertaking of initiatives – and reinforce new skills, such as decision-making, adaptability, quick reaction to challenge.

Additionally, the female graduates of the Athens University Departments are in position to attend modern postgraduate programs and to participate in inter-European programmes through students exchange. At this point, it is worth mentioning the role of Career Offices in linking the universities with the labour market and facilitating the graduates' incorporation into jobs. Finally, the "entrepreneurship" programme, according to the Operational Programme for Education and Initial Vocational Training II focuses to reinforce the role of Career Offices, with a view to expanding their services towards specific population groups, such as female students. Great emphasis will be laid on: a) the provision of individualized guidance to the students, in order to help them understand the particular characteristics of various types of business, b) the organizing of special entrepreneurship events, c) the creation and

publication of periodical informative newsletters and constant information of the students about the labour market through.

In *Poland*, a postgraduate programme on gender studies promote the establishment of gender studies as a part of academic structure. The final activities of the project are:

1. Meetings of students interested in gendered studies with future lecturers who introduce concept and ideas
2. Advertising gender studies in gender-focused publications, feminist periodicals and among academics and students
3. Popularising information about gender studies in Internet

Strategies and priorities

The strategies to enhance female participation in higher education must be an important objective. Methods and tools must be developed in order to increase the numbers of women working in the fields of science, engineering, technology and ICT

The University could be of further assistance to the major issue of gender equality by:

Changing the view of female students against engineering and technology;

Increasing the number of women in leading positions as well within the higher education system and in industry;

Developing and implementing models for a gendered leadership;

Developing a gendered pedagogy within higher education in order to attract more women;

Developing support programmes for women during their university or postgraduate studies, especially in male dominated faculties;

Developing postgraduate courses on gender and gender equality issues ;

Integrating a gendered perspective on lifelong learning;

Making academic career for women.;

- Each Faculty/ Institute should devise formalized written career policies, procedures, and processes whereby compensation is awarded or improvement is possible;
- The Faculty, acting through its Administration and its Deans and department heads, should actively seek, hire, and retain female faculty, especially senior women faculty;

Great emphasis must be given on women's contribution to the world and national history, but mostly to the "non formal" history, literature, art, politics, as well as the gender role in relation to social class, nationality, race, cultural differences and the gender-based social inequalities. The implementation of such strategies could help the improvement of the female student's position regarding their equal access to the labour market and the society.

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Annex 3

DELIVERABLE N° 18

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HERN Workpackage 6

Higher education institutions in an enlarging European Union: Sites for the construction of citizenship?

Barry J. Hake & Petra Schedler

Centre for Learning in Organisations

School of Education

Leiden University

The Netherlands

This paper is a background document for the presentation given at the Annual Conference of the Society for Research on Higher Education (SRHE), University of Glasgow, 10-12 December 2002, and subsequently submitted for publication to Studies in Higher Education. N.B.: references have still to be added for purposes of publication.

'You can be from Spain, studying in Paris, perform in Prague, be Muslim and European at the same time, in the same way as you can be from Greece, speak French and follow English rugby. It is important that this diversity is promoted and fully integrated in the shaping of the concept of European citizenship in order to reflect the true picture of Europe today.' (Novacek, 2002: 1)

1. Introduction

This paper is one of the results of activities undertaken during 2002 by the Higher Education Reform Network (HERN) that were concerned with the theme of 'Citizenship and European Union Enlargement: the role of Higher Education'. HERN is a thematic project that was approved within the European Union's 5th Framework Programme with particular reference to higher education in relation to issues of governance and citizenship. The specific theme of 'Citizenship and European Union Enlargement: the role of Higher Education' constituted work package 6 within the HERN thematic project. In the recruitment of partners to the HERN project, priority was given to colleagues from the accession states that will become members of the European Union (EU) in 2004.

Research activities conducted by the present authors, on behalf of the Dutch co-ordinating partner with responsibility for this work package, commenced with a review of the recent literature in the area of citizenship. This was intended to provide the basis for a discussion paper that was to formulate major issues with regard to the key terms of 'EU enlargement', 'higher education' and 'citizenship'. The discussion paper was subsequently submitted to the partners in the HERN project who were contracted to contribute to this work package. These included partners from Czechia, Latvia, Lithuania, Poland, and the United Kingdom. They were requested to submit country reports in response to the discussion paper that would be discussed at a one-day seminar held in Leiden in September 2002. Other partners in the HERN project, Bulgaria, Sweden and the United Kingdom also participated in this seminar. In addition to the country reports from the HERN partners, additional contributions were presented during the seminar by invited experts from The Netherlands and the United Kingdom. Following the seminar in Leiden, the participants contributed to an online electronic forum organised by the Society for Research on Higher Education (SRHE) in the United Kingdom, during a period of three weeks. This provided the basis for the further exchange of ideas and the development of the results of the seminar. On the basis of these diverse activities, this paper has been produced as a report of the results of the proceedings in this HERN work package to date.

The original project submission for this work package described the key tasks in terms of: a) the analysis of the role of higher education and the development of citizenship in the context and EU enlargement; b) the comparison of how higher education in the member and accession countries contributes to the development of citizenship at the European, national and regional and levels; and, c) to contribute an overview of European Union and national policies with reference to the role of higher education in the development of citizenship. On the basis of the review of the literature conducted by the present authors, it was proposed that each of the key terms, 'citizenship', 'European enlargement' and 'higher education', that formed the core of the HERN work package 6, need to be recognised as highly problematic and contested concepts. In the discussion document, the key question for further exploration by the HERN partners was formulated in terms of: how can higher education institutions make a contribution as 'sites for the construction of citizenship' in an enlarging Europe Union? It was proposed that some clarification of these key terms would be required before the HERN project partners could even begin to clarify the contexts in different countries let alone attempt to make any meaningful comparisons of developments that might be relevant to discussion of future policies in the EU, and the member and accession states.

On the basis of the review of the literature on citizenship, the initial discussion paper proposed that meaningful comparisons could only take place on the basis of a distinction between three levels of description and analysis: the European, the national and the sub-national level of the regions. At the *European level*, it was proposed that contributions from the partners should examine in particular questions and issue concerning the creation of employability competencies in European labour markets, and the contribution of mobility programmes in higher education to the creation of cross-border mobility. Contributions at the

national level should focus upon questions and issues concerning the contribution of higher education institutions to the social inclusion of minorities with particular reference to migrant, ethnic, linguistic, cultural minorities and national minorities in host societies. With reference to the *regional level*, contributions should focus upon questions concerning the contribution of higher education institutions to, on the one hand, forms of co-operation between higher educational institutions and local interest groups in making a contribution to the generation of regional economic development, and, on the other hand, the contribution of higher education to the vitality of active citizenship in regional and local communities in the form of competencies to participate in civil society. It was proposed to the partners in that we would be looking in particular at all three levels for both evidence of policy initiatives as well as the identification of the characteristics of 'good practices' in the form of case-studies. During the HERN seminar in Leiden, the plenary expert presentations and country reports were discussed in three workshops at each of these three levels. These workshops reported to the final plenary session and they subsequently submitted a written report of their deliberations to the co-ordinating institution. These contributions were used as input to the subsequent electronic forum and also make a contribution to this interim report.

This paper is structured around the description and analysis of citizenship, EU enlargement and higher education at the European, national and regional levels. Each of these three major sections commences with a discussion of recent contributions to the literature on changing concepts of citizenship at these three levels. In each section, attention subsequently turns to the description and analysis of the developments reported in the country studies contributed by the partners to this study. It should be pointed out that the authors of this paper carry the full responsibility for the findings and interpretations.

2. 'European Citizenship': a shifting, contested and fragmented concept

The literature on citizenship has long been characterised by dominant understandings of citizenship as a political and constitutional concept that refers primarily to the reciprocity of the rights and duties of citizens of the nation state. The concept of citizenship as membership of the nation was and still is largely seen as involving 'full membership' of the nation on the basis of equality in terms of all rights, and the reciprocal duties, in different spheres of life in the community. These involved: a) civic rights: such as the freedom from state interference in the management of one's own individual or group affairs; b) political rights: such as the right to vote and to be elected; c) social rights: such as the right as a citizen to education, health care, social insurance and benefits, etc.; and d) cultural rights: such as the right to freedom of thought and religion. While citizenship has been indeed associated - and still is to a large in the current internal political debates in member and accession states of the EU - with the rights and duties of citizens of nation states, the development of the EU as an economic and political entity has introduced the issue of 'post-national citizenship' in such supra-national polities. As Habermas has pointed out, we are witnessing throughout Europe the fragmentation of the notion of the nation state that was operational as the integrative core of modernisation processes since the late eighteenth century. In the Western European context since the Second World War, a significant distinction has emerged between the rights of citizens of nation states and their universal 'human rights' in terms of international agreements. Judgements made by the European Court of Justice have in this respect often granted rights to the individual citizens of member states that they do not enjoy under prevailing national laws. In this regard we again encounter the notion of a post-national membership where individual human rights and the rights of the citizens of a nation state can become divorced. This has led to a breakdown of closed concepts of citizenship based on nationality in favour of a more universalistic concept based on the 'individuality' of the human being beyond membership of the nation state.

2.1 European citizenship as an unknown quantity

While citizenship may have a long tradition in Europe as a predominantly political and constitutional concept referring to the reciprocity of the rights and duties of the individual, the contemporary processes of globalisation and individualisation no longer imply that citizenship is simply a question of membership of a nation state. This has come to the fore in the EU

since article 8 of the Treaty of Maastricht recognised the concept of European citizenship (see full text in appendix) that will also apply to the inhabitants of the accession states as part of the enlargement process. The development of the EU as an economic and political entity has introduced the issue of 'post-national citizenship' in such supra-national polities. In order to avoid the simplistic reduction of the concept of citizenship as meaning citizenship of a nation state, the recent literature has reformulated citizenship in terms of membership of and participation in a 'community'. The use of the term community in order to reconsider citizenship as involving membership of and participation in a community immediately raises three questions:

the criterion for 'membership' of the community in question, and the issues of inclusion and exclusion ;

the respective rights and duties of 'members' of a community and the related issue of the (re-) socialisation of the 'other' into membership of the community;

participation by members in a community raises questions of democracy and the governance of the community.

These questions and issues are central to any consideration of citizenship in the context of European enlargement. The nation state could in this formulation constitute a community, but membership of other forms of community can also be envisaged as a basis of citizenship. For, example is the EU a 'community' in this sense as a supra-national polity? Is it also possible to envisage 'community' at the level of the region, even in the form of a sub-national polity?

We are moving into a new debate about citizenship in an enlarging, and at the same increasingly diverse and multicultural, Europe, and the need to discuss of the conflicting demands upon the rights and duties of membership of a multilevel Europe at the supra-national, national and regional levels. Problematic here is the challenge of the post-national sense of identity to the dominance of conceptions of national citizenship. Whether Habermas is correct or not with his argument that the nation state is in terminal decline, we face the challenge of re-negotiating membership of communities at the European, the nation and the regional levels, and the basis of membership of and socialisation into such 'communities'. This debate tends at the moment to focus on the challenge to the national, and indeed ethnic, conceptions of citizenship that is posed by international migration to Europe. The question becomes one of whether citizenship and nationality can be uncoupled in order to create a new pluralism in the sense of membership of Europe as a 'community of communities'.

It is at the level of the social rights of European citizens, however, that the prevailing situation is contradictory. Article 8 of the Treaty of Maastricht actually formulated European citizenship in terms of citizenship of the nation state. Despite the development of the single European market for capital, services, goods and labour, this means that the social rights of European citizens continue to be defined in terms of their membership of the nation state and that these rights are not automatically transferable in the supra-national context of the EU. This involves a significant restriction on the transferability of social rights within the EU that is one of the major reasons why the mobility of labour within the EU is limited and why European labour markets have failed to develop to any significant degree. It has to be recognised that no more than 4,4% of the population of the EU reside in a member state in which they were not born, and that no more than 1% of them are in employment. This low level of mobility is reflected furthermore in the 0,1% of the EU population who moved to take up employment in another member state in 2000. The restriction on the transferability of social rights within the EU is one of the major reasons why the mobility of labour within the EU is limited. It also partly explains why European labour markets have failed to develop to any significant degree. In response to this, the argument has been put forward that the development of a European citizenship demands the recognition of a post-national membership of the EU that should focus not only on the right to participate in the democratic governance of European institutions – this is at the core of the Maastricht understanding of European citizenship. The alternative is to focus on a non-exclusionary concept of social citizenship in Europe and the recognition of transferable social rights at the European level.

This requires shifting the debate towards the linking of citizenship and social rights entitlements to the European level together with the formulation of concepts of European citizenship predicated upon substantive equality between citizens of the member states. In this regard, citizenship does not need to be generated from a sense of national, ethnic, or regional identity, but should be mediated through arrangements for social citizenship at a European level. Such arrangements would seek to empower individuals both on the grounds of their active participation in the internal labour market, together with the guarantee of their entitlements to equal social rights at the supra-national level of the EU. Given the limited competence of the EU in the sphere of social rights, together with the fear of member states that labour mobility will land their national social and welfare systems with the burdens of 'failed mobility' in the form of paying benefits to 'foreign' nationals – although these are technically European citizens - this is the ground upon which the struggle has to be fought if the EU is to become an effective supra-national community conferring equal rights upon its members. Mobility in Europe must not be punished, but it should be rewarded with the social rights of membership of this community without reference to membership of a national state.

2.2 Social rights and mobility in the European Higher Education Area

It is of some relevance here to discuss the issue of social rights and mobility in terms of the EU's mobility programmes in higher education since 1988. One should not forget that some EU member states, including Germany and the United Kingdom originally opposed the ERASMUS programme as undermining their national sovereignty with regard to higher education. ERASMUS was rescued when the European Court of Justice argued that higher education was a form of vocational education and thus fell within the competencies of the European Commission. In the course of 2002, the EU has loudly celebrated the achievement of one million students who have participated in the ERASMUS mobility programme since 1988. While this achievement needs to be recognised, this level of student mobility constitutes no more than 1% of all students involved in higher education in the existing member states and has for this reason alone to be considered as too little. If a European Higher Education Area is indeed to be created in the medium to longer term, the EU and the member states need to establish much more ambitious targets for participation in mobility programmes on a broad front. EU awareness of this challenge and the barriers to mobility was set out in December 2000 in the European Council's resolution with regard to a mobility action plan. Key objectives in this action plan include: a) to define and democratise mobility; b) appropriate forms of funding; c) increase mobility and improve conditions; and, d) the development of multi-lingual policies.

A number of factors are central to such an endeavour. One of the objectives of the new architecture for European higher education agreed in the Bologna Declaration is the promotion of greater opportunities for student mobility within the more flexible structures of the European Higher Education Area. As the European University Association pointed out in its response to the EU's Memorandum on Lifelong Learning in 2001, an increasing number of students in Europe need to have access to and the possibilities to acquire of a broader range of generic competencies than those made available by national systems of higher education. While much emphasis has been placed in recent years upon employability as making a contribution to mobility in the European labour market, other competencies have also to be taken into account. The effective long-term labour market mobility of individuals is based above all upon competencies in cross-cultural communication, sensibilities to the diversity of European cultures and in particular the acquisition of foreign languages. This involves more than the promotion of individual employability or the generation of corporate citizenship among graduate employees in multi-national organisations. It is also a question of awakening potential mobile European citizens to issues of European governance and of European citizenship.

At the Salamanca conference of higher education institutions in 2001, it was cogently argued that '*...the primary motivation to construct a European Higher Education Area is so that citizens...can benefit concretely from it and use their qualifications throughout the (European) region and beyond.*' In other words, higher education institutions are important locations where the value of citizenship can be worked upon in a multi-cultural and thus multi-lingual European context. The emphasis here upon multi-linguistic skills and the learning of

foreign languages is predicated upon a notion of European citizenship in the form of linguistic citizenship that will stimulate mobility. The core of a European citizenship may lie in an observation by Pierre Bourdieu with regard to linguistic capital, where he states that this is never a question of the grammatical correctness, the truth or the beauty of what is being said alone. It is even more so the capacity to speak in ways that fit the context, to successfully claim the right to speak out in public, and the capacity to make people listen. These urgent questions of the legitimacy of speaking and listening, key issues for a full citizenship we would argue, and of the context of social inequality are not addressed by the current citizenship policy. This is the core of what one can refer to as the strategic European competency of 'linguistic citizenship'.

In the more specific context of the acquisition of foreign languages, it is vital that EU takes steps to implement its own proposal in the 1995 White Paper that all European citizens should be enabled to acquire the capacity to express themselves in three languages. This has become one of the pillars of EU's more general concern with skills and labour market mobility as evidenced in the final report in 2001 of the high level task force. More specific targets were announced in February 2002 in the EC's Action Plan for Skills and Mobility, such that *'...all pupils to be competent in at least two European languages in addition to their mother tongue'*. The EU now needs to encourage the nation states to implement stronger measures to encourage the learning of foreign languages up to the end of compulsory initial education in order to promote the basic competencies of 'linguistic citizenship' in Europe. The Action Plan for Skills and Mobility proposed, for example, that *'By 2005 the relevant authorities in the Member States should have developed a strategy and timetable for achieving this objective. Identifying the requisite language teaching capacity, and proposing the use of appropriate technologies'*. Each member state could be required, for example, to develop and implement a national language strategy that would have to include targets. This is not only a requirement for the phase of initial education including higher education, but should also be extended to all adults as a significant contribution to post-initial and adult education within the EU's commitment to lifelong learning. One cannot be satisfied with the occasional European Year of Languages as in 2002, this has necessarily to become a decade-long commitment to and major financial investments in the promotion of the learning foreign of languages in Europe. It should not be forgotten that one of the major investments by adults in the area of lifelong learning involves the learning of a foreign language for whatever purposes. The EU invests little in such learning efforts by adult Europeans, and this is a question that demands serious attention in the form of a specific EU-funded programme for language learning by adults. It is unfortunate in this regard that neither the high level task force nor the Action Plan for Skills and Mobility referred to this specific problem and the need for both actions and targets.

Within the existing and potential mobility programmes there are clearly a number of issues that need to be addressed. On the one hand, while the number of students taking part in ERASMUS are rising rapidly in some countries for example in France and Germany, numbers are declining alarmingly for example in The Netherlands and the United Kingdom. On the other hand, there is a marked skew in the direction of flows of students between different EU countries with the majority of them moving from other member states to the United Kingdom. This is a pattern of mobility that needs to be addressed and indeed modified given the expectation that students from accession states will also opt to spend a period at British university. This means that the EU has to undertake measures to ensure that European universities do not loose out financially when they accept a certain level of EU-students and that such levels could be formulated in terms of targets to be achieved. This could be part of an institutional policy on internationalisation that would be made a requirement of all higher education institutions in Europe. Further more, European students, who are regarded as 'home students' for funding purposes, have increasingly to compete with 'overseas students' coming from non-EU countries such as China and Korea who pay significantly higher fees. Such issues need to be at the heart of the implementation of the new ERASMUS World programme that the EU has designated for the period 2004-2008. This programme is the EU's response to the globalisation of the higher education market and aims to enhance the attractiveness of European higher education not only for European students but from other parts of the world and. Global demand for international higher education is estimated to rise from fewer than 2 million in 2000 to more than 7 million in 2025 as the total number of students world-wide grows from 97 million to more than 260 million. This involves a major shift in the

demand by European students compared to the rapidly growing demand from Asia; the European share of the world market for international higher education will drop from 32% in 2000 to 13% in 2025. The EU is also currently considering a directive that is aimed at securing a broader distribution of incoming students from non-EU countries among the member states. Of the 400,000 such students currently attending European higher education institutions more than two-thirds follow courses in France, Germany and the United Kingdom. The new directive will be based on the simplification and harmonisation of visa and residence conditions for non-EU students.

The general case for lifelong learning and the more specific case of higher education immediately raise, however, a number of key issues with regard to the transferability of the social rights and duties of students involved in higher education when they participate as European citizens in EU mobility programmes. Such social rights pertain to their respective rights to make claims upon the national systems for student financial support in the form of grants and loans for the purposes of study abroad. These systems are highly diverse in the higher education systems of the existing EU member states, and there are in particular very significant differences in the levels of public financial support for students. Even within one member state, the United Kingdom, there are substantial differences between students in England and Scotland with regard to their rights to grants and their duties to pay tuition fees. While in other countries, such as Germany, no tuition fees are paid by students but there is very limited financial support in the form of grants, there are other countries, such as The Netherlands, where students do pay tuition fees but there is a universal system of grants and loans. There can be little doubt that such inequalities exert an influence upon potential mobility, while the tightening of regulations on the duration of higher education courses has had a negative effect on actual mobility in The Netherlands and the United Kingdom in the recent past. Throughout the EU member states there are also significant differences in the social rights of full-time and part-time students to financial support, that is when such a distinction in modalities of participation is recognised. While in The Netherlands, for example, the status of part-time students is legally recognised they have no rights to financial support, there is no legal status as part-time students in Germany and many other member states. In the United Kingdom, part-time students are legally recognised and may make claims upon financial support up to the age of 55, but part-time students in The Netherlands may make no claims upon financial support after the age of 30 and have to pay higher tuition fees over the age of 30. Not only are there very significant differences in levels of such financial support in existing member states, but highly significant new financial inequalities will confront students from the accession states in the short and medium terms that will seriously inhibit their opportunities to participate in mobility programmes. Such differences in social rights and duties need to be urgently addressed and in particular in terms of EU enlargement.

In the context of promoting higher levels of mobility within the European Higher Education Area, the above issues direct attention to the European Court of Justice that has over the years arrived at a number of significant judgements that have favoured the recognition of the European social rights of citizens as opposed to national citizen social rights to public financial support in order to be mobile in higher education. Such decisions entail that: a) nationals of an EU member state have the right to use the public student financial support system of that state - in the form of grants and loans - when they attend higher education in another member state of the EU; b) nationals of a member state (e.g. Italy) resident in another member state (e.g. The Netherlands) have the right to use the public student financial support system of the country of residence (e.g. The Netherlands) when they study in their own (e.g. Italy) or a another member state (e.g. Sweden); and c) nationals of a member state have the right to use their entitlements to public student financial support systems in order to purchase higher education from a commercial provider of higher education based in one of the member states of the EU. The latter argument also calls for some clarification of accreditation procedures for example, when an Italian citizen finds that his acquisition of a degree from the Open University in the United Kingdom is not recognised for the purposes of graduate study at a public university in Italy on the grounds that the Open University is regarded in Italy as a commercial provider. While this can be regarded as a specific problem for mature students who acquire international qualifications via distance learning, part-time study and non-standard entry routes to either initial or post-initial higher education, this is a more general problem given that most European higher education systems do not recognise qualifications

acquired through part-time study. Rights and duties in terms of financial support are thus also related to the need for a European-wide system of transparent accreditation of full-time and part-time modalities.

This question of public and private provision of higher education, together with the rights and duties of full-time and part-time students, becomes even more pertinent within the context of the arrangements agreed to within the Bologna Declaration that aims to promote increased flexibility between the Bachelor and Master phases of higher education in the European Higher Education Area. Above all, the distinction between the Bachelor as the initial phase of higher education and the Master as the post-initial phase of higher education is now contributing to fundamental problems in many countries including those of the financial rights and duties of students given this new distinction between two phases of higher education. Debates about this renewed structure and its financial consequences are interpreted in a very different ways in the EU member and accession states. This has above all major implications for the financial rights and duties of students in the post-Bologna arrangements at the national level. It is clear that a number of national governments, for example The Netherlands, are seriously considering Bologna as an opportunity to revise the system of student financial support that could have significant financial implications for potential student mobility in both the Bachelor and Master phases. One long-term consequence could be that the initial Bachelor phase is recognised for the purposes of public systems of financial support for students, but that the post-initial Master phase will become a question of self-financed study without the universal right to systems of grants and loans.

These are some examples of the substantive problems concerned with the political economy of the social rights of European citizens and its impact upon mobility in European higher education that need to be addressed in both the existing and accession member states of the EU as part of the determination of the rights of European citizens to pursue higher education and the potential for realising a 'European Higher Education Area'.

3. EU enlargement: the enigma of 'national' citizenship?

The geographical area within which the process of EU expansion is currently played out is characterised by three fundamental ongoing historical transformations that impact upon the complex dynamics of European citizenship and questions of national identity.

The 'great transformation' of European enlargement and national identity

The first of these transformations stems from the collapse of the Soviet Union, the rapid demise of state socialism in the ex-Soviet sphere of Europe, and the new experience of national independence in the countries of the Baltic, Central and Eastern Europe, and the Balkans. After ten years of painful and as yet uncompleted processes of transformation towards liberal democracies and market economies, many of these countries are now negotiating their membership of the EU as accession states. These modernisation processes have thrown questions of citizenship and identity into sharp relief in many of these countries and in often very different ways. In the accession states, there are clear manifestations of the fear that the EU will replace the Soviet stranglehold and will threaten the rejuvenation of independence and national identity since 1989. This raises the complex issue of EU versus national citizenship and identity and the possibility of a post-national form of citizenship and identity. Perhaps more fundamental issues of citizenship and identity in these countries are associated with the emergence of conflicts associated with struggles for the rights of quite significant ethnic, cultural, linguistic and national minorities etc. This gives rise to complex issues of citizenship and identities in what are in effect post-communist multicultural societies with often very different problems relating to social cohesion, inclusion and exclusion.

The second major transformation is the process of economic and political integration of the existing member states of the EU. Among important issues here is the tense relationships between notions of EU citizenship – as agreed in article 8 of the Maastricht Treaty – and national citizenship and identity. There are four key question with regard to citizenship and identity in the supra-national context of the EU. One involves the issue of multiple identities in a supra-national polity such as the EU and the notion of post-national citizenship. The second is a question of the citizenship rights associated with the single market context of the EU as

discussed previously, and in particular whether the social rights of individuals can be transferred from the national to the European level in order to promote mobility. Thirdly, there is the question of the so-called democratic deficit in the institutions of the EU and the problematic transfer to the level of the EU of the democratic processes associated with the liberal democracies of modern European nation states. Fourthly, there has been a significant trend towards regionalism in many member states of the EU and the rejuvenation of sub-national identities. The rise of regionalism in Europe – including both strong claims for actual secession from the nation state – as in with the Basques and in Northern Ireland - together with milder forms of claims for political or cultural autonomy, has undermined the consensus about citizenship and identity based on the nation state. In the United Kingdom for example, constitutional reform towards decentralisation has resulted in the creation of sub-national polities in the form of the Scottish, Welsh and Northern Irish parliaments that occasionally pursue policies within their powers that significantly diverge from those of the United Kingdom parliament in London. In the case of linguistic minorities, it should not be forgotten that the EU has a quite significant programme for both the recognition and financial support for minority languages that is also cross-border in its ramifications – an example would be the common languages which are used on an everyday basis by the habitants of the north of The Netherlands, northern Germany and south-western Denmark.

The third major transformation on the European stage involves the encounter with the consequences of global migration, including the results of de-colonisation, and the emergence of EU member states as multicultural societies with often quite significant diaspora of immigrant populations from in particular Africa and Asia. On the one hand, this involves, the migration to Europe of large numbers of people – whether as ex-colonials, economic migrants and political refugees - from third countries that are neither member states of the European Union nor the accession states. On the other hand, there is the not insignificant potential of migrant flows between the European countries. Migration from East to West in an enlarged EU has become an issue in current negotiations about enlargement including the imposition of restrictions on the free movement of 'new Europeans' in the accession countries for periods up to ten years following their membership of the EU. This demands the recognition that an enlarging Europe is also a multicultural Europe embracing not only the cultural diversity of Europe itself, but also sources of cultural diversity from outside of Europe.

Taking these three major transformations together, it can be argued that at a time when the EU strives to impose its new-found supranational institutions on the future history of so many nations, Europe discovers its own deep seams of pluralism and differences. This is manifested in the very complex process where notions of nationhood are reconstructed, sub-national identities from past history are reborn, and 'the other from elsewhere' must be accommodated in some manner if social cohesion is to be achieved. This gives rise to some very complicated linkages between questions of citizenship and identity at the European, national and regional levels. In his contribution to this project, Field has suggested that: *'There is a high risk that the enlargement process will drive a wedge between first class and second class citizens. As we have already seen from the popular response to Nice, those who are already EU members do not wish to share the benefits of membership with the applicant countries. The most remarkable example is of course the outcome of the (first) referendum (on enlargement) in Ireland. Citizens in a country which as a consequence of membership has experienced one of the developed world's highest rates of economic growth were unenthusiastic about the prospect of offering the same opportunities to the citizens of countries which had just emerged from fifty years of occupation and dictatorship'*.

A similar lack of enthusiasm can also be seen in some of the very disparate populist political movements elsewhere in Europe that have little in common except their fear of 'the other' and their supposed threat to national identity. Slightly different considerations apply to the European political class, and these of course are going to reach the final decisions on who is able to join and under precisely what circumstances. Changes in the political colour of governments will exert their influence as witnessed by the belated recent discussion in The Netherlands about the need for a referendum. Those circumstances are bound to ring fence some of the benefits of membership to existing EU members, and set limits to the rights and entitlements of citizens in the accession states. We will accordingly develop a two tier Europe, with first class and second class citizens. More accurately, one might say that we

will acquire three tiers of citizenship. Under the current Treaties, citizens of larger nations count less than citizens of smaller nations. German citizens count least of all: they are represented in the European Council by ten votes, which comes to one vote for every eight million Germans. The citizens of Luxembourg (two votes, population under half a million) count most, with one vote for every 200,000 inhabitants. In the European Parliament, it takes over 800,000 Germans to elect an MEP, but only 73,000 Luxemburgers. This is a clear disadvantage to Scotland, whose inhabitants obviously deserve the same four votes as the Swedes, rather than making do, as at present, with a minority say within the ten votes allotted to the UK. Or perhaps it is four tiers, as there will be further increases in the numbers of non-citizens who live within the borders of the Union. This includes linguistic and other minorities who are excluded from the rights of citizenship in their own country, such as the Turkish minority in Germany, and Russian speakers in certain Baltic states. Enlargement will further complicate the position of asylum seekers and refugees from non-EU states.

Recent contributions by international organisations such as the World Bank, OECD and UNESCO, have suggested that the immigration is a necessity for economic survival in Europe given the low birth-rates and the ageing of the population in most European societies. What role can higher education play in the face of such an expected expansion of cultural diversity in Europe?

3.2 Managing diversity: a role for higher education?

An enlarging Europe Union is not merely a question of the economic and political integration of the existing European nation states and the accession states. It is also a cultural transformation that confronts the multicultural societies of Europe with the problem of the integration of often significant populations of new migrants and minorities. We encounter at national level quite significant issues of social inclusion and exclusion as part of the struggle to maintain social cohesion. Problematic responses to the multicultural nature of European societies in many countries is currently manifested in the significant political shift to the right, and the reworking of national identity and citizenship by populist political movements. There is a trend, if voting patterns in recent elections in many European countries are indicative of public opinion, of a shift towards the resurgence of the notion of membership of the nation as the basis for determining who is a citizen with the rights and duties of the citizen. This strengthening of nationhood, national identity, and national citizenship gives rise to a sharpening of the criteria of membership of the nation, that in turn contributes to issues of inclusion and exclusion. The social reality of cultural pluralism in multicultural societies in Europe is now questioned as posing a threat to the national identity. Populist right-wing politicians throughout Europe are currently redefining the criteria of 'full' membership of the nation that resort to the quasi-natural features of historical national communities whose shared values and norms are threatened by the presence of 'the other'. From the viewpoint of any discussion of citizenship, such major transformations in most EU member states towards multicultural populations raises a number of fundamental issues concerning the respective rights and duties of different groups among the inhabitants of the member states. One result of this is a trend towards the 'enforced' initiation of 'the other' in the host 'nation' in the form of, for example, current proposals for the compulsory 'citizenship courses' for both 'new' and 'old' immigrants in The Netherlands; proposals that immigrants should speak the language of the host nation at home as in the United Kingdom; and command of the language of the host nation as a criterion of citizenship as in Latvia. As the country report in this study suggests such proposals offer a *'...good possibility for populist political parties to express radical standpoints on these issues before each elections in order to attract more broad electorate. This also disturbs development of friendly, sustainable environment in favour of naturalisation'*. This raises the question as to role of higher education as an appropriate social arena for the development of policies to integrate minorities and the construction of citizenship. It needs to be immediately pointed out, however, that such questions take on very different forms across the member and accession states. Policy documents from the EU and member states speak in often generous terms of the need to open up higher education to students from the minorities in order to promote integration and social cohesion. How this is to be achieved is quite a different issue and member states take quite different positions on the most appropriate strategies to establish trajectories for minorities in higher education.

On the one hand, the United Kingdom, for example, has placed significant emphasis upon the creation of 'short trajectories' that enable younger people without the appropriate entry qualifications for higher education to secure entry through alternative routes. One of these routes has taken the form of so-called 'access courses', and this has led to the development of a European-wide but British-led access network. Other strategies adopted in the United Kingdom include the 'post code' approach which is based upon additional – albeit marginal – funding for universities that are successful in recruiting students from post code areas that are identified as 'disadvantaged'. In this regard, targets have been set for each university and their performance in terms of their achievement of these targets is recorded in league tables that are published annually. It is now proposed in the recent policy document *Partnerships for Progression* to introduce an additional system of funding based upon the setting of recruitment targets on a regional basis as part of the widening-participation strategy.

On the other hand, most EU member states still continue to regard the possession of the appropriate entry qualifications to higher education as the norm for all population groups including members of the minorities. Such 'longer trajectories' involve greater degree of emphasis in educational policies upon the successful participation in secondary education and the acquisition of the qualifications that are required in order to enter higher education. Another strategy, as in The Netherlands, is the promotion of the progression of minorities through secondary vocational education to higher professional education, after which university entrance becomes a possibility. One of the results of such policies is a relatively slow increase in participation in higher education by minority groups. In The Netherlands, for example, 6,6% of minorities enter university education, while 8,3% of them gain access to higher professional education. This means that 14,9% of minority gain access to higher education compared to 54% of the same cohort of the indigenous population. Such a policy also leads, however, to higher drop out-rates among students from the minorities with 25% dropping out before third year as against 17% for indigenous students.

In his contribution to this study, Glastra directs attention to the alternative strategies adopted by the minorities themselves in The Netherlands irrespective of the government's policies to promote their participation in higher education. He argues that one can easily over accentuate the significance of higher education institutions in improving the life chances of minorities. While women comprise no more than 5% of professors in Dutch universities, he points to the reality that Dutch universities are, in terms of their staff, a white male middle class stronghold with only 8 full professors from ethnic minority backgrounds, that is less than 1% of the total number of professors at Dutch universities. Like so many of the disadvantaged in Dutch society, members of minority groups in The Netherlands are learning to make their own inroads to citizenship. Glastra suggests that many newcomers turn away from the state and public institutions as employers and construct their survival strategies and a future in the commercial sector. He reports that: *'In my seminars for post graduate students of higher professional education in the field of cultural diversity, I meet many young, eager and well-organised members of ethnic minority groups. They will surely create their own multiple forms and practices of citizenship, with or without the help of the government or that of higher education institutions'*. Glastra refers to the rapid increase in minority student associations (2000: 31 2002: 81) that perform coaching, mentoring and advocacy functions for their ethnic communities in networks of highly educated minorities. He reports that they perform valuable informal educational and labour market functions through the use and development of their social and cultural capital independent of government endeavours. Of great importance here are the forces associated with the influences of globalisation, particularly in the economic sphere where nation states are no longer entirely in control of their own educational destinies in the current neo-liberal world order of deregulated capitalism. Arenas of political action must necessarily adjust to this new reality given the emergence of global deregulated markets and self-regulating social and cultural networks that are no longer governed by the nation state in the first instance. As Glastra remarks in his contribution to this study: *'Rather than taking a formal look at citizenship as membership status with rights and duties conferred upon the individual by the state, I would like to stress the opposite: citizenship might fruitfully be understood as the ways in which individuals and groups actively construct their membership claims and realise their actual membership of communities at different levels'*.

The case of the accession states adds additional complications in that the problems associated with minorities are quite different. In her contribution to this project, Jakobsone deals with the complex situation with regard to minorities in Latvia, and in particular the enigmatic status of large numbers of 'non-citizens' in this accession member state. She starts by pointing out that the inhabitants of Latvia were suddenly confronted with citizenship issues following the re-establishment of the independent state of Latvia in 1991. At that moment there was a urgent need to determine the total number of Latvian citizens who would have the right to participate in elections for the new Latvian Parliament (the *Saeima*) in the first free elections. A Law on Citizenship was adopted that defined citizenship on the basis of whether individuals or their parents had been citizens of the original republic of Latvia before 17th June, 1940, when the USSR occupied Latvia. This meant that some 700,000 of 2,336,818 inhabitants were declared to 'non-citizens'. As a result of this a significant part of the inhabitants of Latvia are estranged from the rights and duties associated with Latvian citizenship. Since 1995, a naturalisation procedure for non-citizens has started and as a result the total number of non-citizens has decreased from 700 000 to about 514 000 (Board for Citizenship and Migration Affairs - July 1, 2002). These naturalised Latvians are now known as the 'new citizens'. But it is obvious, that the speed of naturalisation will continue to be rather slow, and at the moment of Latvia joining the EU, there will be a significant number of non-citizens. On the one hand, higher education is not regarded in Latvia as the appropriate arena for the integration of the non-citizens due to their comparatively low levels of education and lack of command of the Latvian language. On the other hand, it is significant that 40% of the new citizens from the minorities have acquired command of the Latvian language, while 40% of them have had a university education compared to 15% of the total Latvian population.

In comparison with its neighbour Latvia, Lithuania is described by Tereseviciene as a relatively homogeneous society. According to the last census of spring 2001, about 82% of the inhabitants are Lithuanians, 9% are Poles, while 7% are Russians and 2% are of other nationalities (Valstybės žinios/State News, 2002). According to article 30 of The Law on Education of the Republic of Lithuania in 2001, every citizen of the Republic of Lithuania has the right to study in Lithuanian or in one's national language, if the educational institution according to its regulations is obliged to provide studies in national languages. A relatively small number of students make use of this right to study in languages of the national minorities. The number of students studying in their national languages is actually decreasing and explains this fact in terms of the widespread understanding that the education provided in the national language is of higher quality. She also refers to the increase in instruction in English, German and French but points out that this is not a result of increasing numbers of students from EU member states: *'Most of the students adopt English, French or German languages as their studies languages for the sake of convenience. At present students from 42 countries of the world are studying in Lithuanian HE institutions. Major part of them come from Lebanon – 151 (or 22 % of all foreigners), from China – 55 (of 8%), Pakistan – 59 (9%), Poland – 36 (6%), Byelorussia – 67 (10%)'*.

In his presentation on Czechia, Novacek voices a positive view on the multi-cultural society when he argues that: *'Immigrants bring in cultural diversity and help to defeat racism and racist opinions'*, but he goes on to argue that, *'Cultural diversity is fine, but European citizens also need to be integrated. As the most racist areas in the EU are those with the most ethnic minorities, perhaps we need some time to allow people to become better neighbours and break down barriers of misunderstanding'*. It is significant on this point that he voices an argument that is also shared by the Latvian, Lithuanian and Polish contributions to effect that an important aspect of citizenship in the context of higher education is that students should be involved in the democratic management of their institutions in order to acquire the competencies of active citizenship. His own specific contribution, however, is his emphatic perspective on the understanding of multi-cultural society as an in essence cosmopolitan society that is based upon the pluralism derived from the generation of pluralistic linguistic capital. This is an interesting development of the notion that the institutions of higher education should necessarily be cosmopolitan communities that are sites of cultural and intellectual diversity. This could be considered, on the one hand, as an argument for the restoration of the ideal of the university as a meeting place of a cosmopolitan community of teachers and students from all over Europe who shared Latin as the common language of the

Renaissance. On the other hand, it can also be regarded as an antidote to arguments that higher education is primarily a vehicle for employability and that English is the necessary global lingua franca of this endeavour. Novacek's vision of a modern European university is based upon the assumption that cosmopolitan communication in higher education is no longer national, but is European, international and indeed global but at the same time multi-lingual. He suggests implicitly that the current emphasis upon the acquisition of the national language by the minorities as the means to their integration in different European member states is to name the wrong problem. Active participation in daily life may require a common language, but active participation in the European Union as an community characterised by cultural diversity must necessarily encourage diversity on the grounds that demands a shared and negotiated acceptance of difference and the celebration of diversity. We encounter here what might be called a perspective on 'cosmopolitan linguistic capital' rather than the dominant assumption of the acquisition of 'national linguistic capital'.

In conclusion, we make reference here to some examples of policy-relevant questions and issues in the area of the endeavours of nation states to cope with the presence of minorities in the EU member and accession states. This is an issue that is constituted quite differently in the member and accession states that have significantly different histories in terms of collective memories of dominance and subordination in the form of: metropolitan centres and peripheries; supremacy and subjection; independence and dependence; empire and post-colonial diaspora. Such differences must be recognised as actively constituting the national agenda's in responding to minorities. Such historical relationships are reworked in their various responses to 'the other', and they must be necessarily rethought and reworked in the present and near to medium future of the European Union as a multi-cultural European higher education area. In the context of future policy formulation for higher education, it is appropriate to call for further empirical research on questions as to whether policies are in place at the level of the EU, the member and accession states that address the following issues of social inclusion and exclusion with regard to minorities;

how are minorities defined in the different EU member and accession states, and which are the historical grounds for such definitions?;

how are these specific minority groups to be understood and explained in terms of the socio-historical development of the respective member and accession states?;

which specific minority groups and priorities are designated with regard to access to higher education?; (n.b. excluded from consideration here are questions of gender equality and the physical and mentally handicapped that are involved in other HERN work-packages devoted to these specific issues);

how is specific attention devoted to ethnic, cultural and linguistic minorities, etc., in terms of their access to higher education?;

which specific policy instruments have been put in place to enhance the use made of higher education institutions by such minority communities?

4. Higher education and citizenship in lifelong learning regions?

The tasks of European higher education institutions have become increasingly important, complex and extensive. They are expected, on the one hand, to contribute to economic growth and prosperity, and, on the other hand, to work on social inclusion and the achievement of social cohesion. Consideration of higher education's potential contribution to the promotion of lifelong learning in the learning society has recently become an important new point of the educational policy agenda throughout the EU following the EC's *Memorandum on Lifelong Learning*, the national responses, and the subsequent communication from the EC *Making a European Area of Lifelong Learning a Reality*. While the early discourse on lifelong learning in the EU was dominated by issues related to global competition and economic convergence, it has now been broadened with a second major strand concerned with the questions of governance and citizenship. These economic and social objectives in the current debate about lifelong learning both impact in significant ways upon the emerging discussion of higher education institutions as centres for lifelong learning. Beyond the concerns with competencies associated with employability, the discourse has

developed a new concern with the competencies required by active citizenship. In EU and national policy documents increasing emphasis is given to the need to deliver lifelong learning through flexible and differentiated trajectories that can bring higher education closer to a more diverse groups of non-traditional learners. There is a recognition here that lifelong learning can be best delivered through partnerships that build upon the often solid experience of higher education institutions in regional economic development with a variety of stakeholders. At the same time they often have strong traditions of relationships with organisations in civil society among regional and local communities. As the EUA argues, *'Upon this basis, they participate in or even house broadly based centres of lifelong learning meeting the needs of different learners'*. Higher education institutions have to deliver a key contribution to the process of defining the competencies that are required. In the following we shall explore the employability and citizenship dimensions of lifelong learning at the sub-national or regional level.

4.1 Higher education and regional economic development

Globalisation of the economy and the development of ICTs are creating global, national and local learning environments that prompts rethinking about how citizens are educated and trained. The structures of higher education throughout the EU and national systems of higher education find themselves increasingly challenged on many fronts with the need to make a significant contribution to the transition towards knowledge economies that can compete in global and European markets. Such issues were specifically recognised by the EU in the Lisbon agreement that placed lifelong learning on the European agenda as a vital force in creating knowledge societies and determined that to this end 3% of the gross national product should be invested in higher education. There is an undeniable trend in higher education throughout Europe towards an emphasis upon enhancing the employability of graduates who will be able to find a place in the regional, national and European labour markets. Public investment, and indeed their own private investment, in higher education, are increasingly regarded in terms of their contribution to broad-based competencies, the self-management their careers, and maintenance of their employability through lifelong learning. National systems of financial support for students in the form of grant/loan systems are now being reconsidered in some countries in terms of the future income returns that students enjoy in later life. There powerful arguments here for higher education institutions to take a central role in lifelong learning at the regional level given that they are close to the labour market and the employers.

We need immediately to note two developments in this context of the economic importance of higher education in the global knowledge economy. On the one hand, individual students in higher education are encouraged to work on the development of their employability in the interests of the competitiveness of national economies in a form of 'economic citizenship' in the stakeholder society. On the other hand, there is a growing interest on the part of larger and especially multinational business concerns in the development of 'corporate citizenship' among potential recruits among higher education students. How are we to understand such programmes for 'corporate citizenship' in terms of the reciprocal rights and duties associated with membership of diverse and sometimes conflicting communities at the national and regional levels? How far does this radically differ in the global economy from the traditional role of higher education in the socialisation of members of the ecclesiastical, bureaucratic, technocratic and professional élites so well known to the administrative needs of the nation state? The key here is the recognition of the special skills that are needed when both citizens and employees wish to become more mobile. Young people are on the whole are becoming much more aware of the competencies they require in order to become mobile and that studying or working abroad for even a short period can be an effective way of preparing themselves for mobility. The mobile citizenship in particular requires social and cultural competencies such as acquiring foreign languages and intercultural communication. Within the context of lifelong learning this has not to be a part of initial higher education but also integrated into post-initial provision for those in employment. This is an area in which higher education institutions need to renew their long-standing expertise in, for example, the continuing professional development sector, where they face increasing competition from other increasingly commercial providers. Another area of attention involves the role of traditional higher education institutions in the development of corporate universities, where

companies are looking for more targeted tailor-made learning at global, national and regional levels. In some EU member states there is clear recognition that different kinds of higher education institutions are regarded as having distinctive missions. On the one hand, in The Netherlands, for example, government policy regards the universities as having a metropolitan commitment to contribute to the development of global and national knowledge networks, while the responsibility for the development of regional knowledge networks is seen as a task for the institutions of higher professional education and regional education centres for secondary vocational and adult education. On the other hand, all higher education institutions in the United Kingdom, including the leading research-based universities, are regarded as having responsibilities for making a contribution to regional economic development. In Denmark and Sweden, a number of new universities have been established that have been specifically designed to serve the needs of their regions. There is more over a very urgent need in all EU member and accession states to direct much more attention to the potential role of higher education in the EU's Euro-region programme for cross-border regional co-operation.

In the process of transformation to knowledge economies, institutions of higher education are now being called upon to make a more deliberate contribution to economic and social development at the national and more particularly at the regional level. EU and national policies increasingly regard institutions for higher education as stake-holders in society that should co-operate with other stakeholders in regional economic infrastructures such as regional, provincial and local authorities, public institutions, development agencies, large companies together with small- and medium-sized firms, employers organisations and trade unions. Institutions of higher education are expected to develop policies for developing their strategic partnerships with such groups with the aim of establishing regional 'knowledge infrastructures'. Within such strategic partnerships, higher education institutions are expected to make their generation of knowledge and their provision of educational programmes more accessible and responsive to regional needs. Such developments position higher education institutions as important stakeholders in the regional economic community and tend to emphasise their contribution to the promotion of the 'economic citizenship' and in co-operation with the spirit of 'corporate citizenship' among both public authorities and business at the regional level.

There is increasing recognition of the very direct contribution of higher education institutions to the regional economies. Higher education institutions make very real contributions to their regional and local economies in that they create employment for a wide variety of categories of personnel who earn their living by working for a higher education institution or benefit indirectly from the presence of such an institution. This is an aspect of the broader economy of higher education that is significantly absent in the contributions to this project but which has significant implications for the regional and local population. Institutions of higher education create jobs and incomes not only for the academic staff. They also demand support staff in the form of administrators, secretaries, accountants and financial staff, audio-visual services, ICT-support staff, restaurant and kitchen staff, porters, and cleaners. When institutions of higher education also manage conference centres, residential accommodation, science parks, etc., they may make an additional contribution to the local economy that is of great significance. Estimates from the United Kingdom, for example, suggest that higher education institutions generate no less than 3% of all jobs and an equivalent contribution to the Gross National Product. This manifests an important injection into regional and local economies and the creation of employment opportunities. When the spin-off from co-operation with local industry and the establishment of university-based companies is added to this balance, the contribution of higher education institutions to regional and local economies is significant. An additional factor is the money spent by university staff and students on all kinds of local services. Throughout Europe, the establishment of higher education institutions seems to be recognised as making a vital contribution to local economies in terms of the creation of jobs for the local population.

Developments in almost all ex-communist countries since the early 1990s have been quite different. Within the university sector the emphasis has been placed upon the issue of ensuring the quality of educational provision in initial higher education. The contributions from accession states to this study have expressed this priority quite explicitly in terms of the re-establishment of universities in the transformation process since 1989. In his recent book

with regard to this problem, *Universities after Communism* (2002), Dahrendorf points to a number of examples of successful transformation and indeed indigenously-generated models of reform that should be adopted elsewhere in the accession states. But he is very critical, however, of the slow speed of change that characterises the transformation of universities in the ex-state socialist countries. The reasons for such negative responses are explained by Dahrendorf in terms of political interventions and limited institutional independence; low levels of funding that impoverish both institutions, staff and students; traditional infrastructures and weak institutional leadership; a brain-drain among the younger generation and too many older members of staff; together with rigid curricula and outdated teaching methods. In his contribution to this debate, '*Universities are key in move to capitalist core*', Kozminski has argued that this is the result of a crisis in the forms of public funding of higher education in the post-communist states which have not as yet discovered the importance of higher education institutions for the knowledge economies of the future. He argues that the accession countries have to move from the state-funding of higher education institutions to the funding of students through vouchers. This is a position, however, that is characteristic of many international programmes that have sought to impose EU realities upon the very different situations of higher education in the accession states.

Higher education institutions in the EU need to develop a greater degree of awareness of their potential contribution to regional economic development. There are indeed quite significant differences between the both the EU member and the accession states in terms of the degree to which higher education institutions are involved in the promotion of regional economic development and well-being. This also applies to the significant variations in national policies on higher education in this regard. With reference to the differences between the EU member and accession states, it is above all necessary to recognise that the process of transformation to democratic forms of government and the development of market economies has played and continues to play a significant role in the changes that have taken place since the early 1990s.

4.2 Higher education and civil society in the regions

Despite the current emphasis on the role of higher education institutions in regional economic development, however, such institutions often have (had) a tradition of providing support for other organisations and groups in the political, social and cultural dimensions of life in their regions. Contributions by higher education institutions to these diffuse spheres of life have often been important in working with and providing supporting for organisations and groups involved in the development or revival of civil society at the regional level. This is relevant to the current debate about 'active citizenship' that has been stimulated by recent contributions to theories of civil society, communitarianism, social economy, and associative democracy. Such theories point to the central role of voluntary associations, non-government, and non-profit organisations in the development of the competencies associated with active citizenship. They argue that such competencies cannot be acquired by individuals through their participation in the economic market-place or the political institutions of nation state. Instead they propose that the civic virtues of solidarity and mutual obligation are best learned in voluntary associations such as: families, neighbourhood associations, charities, churches, trade unions, co-operatives, environmental groups and mutual support groups, etc.

In the context of the discussions about higher education and citizenship, the forms of engagement by higher education institutions in the development of civil society in their regions has become an important issue. As the EUA report remarks, '*From this vantage point, the lifelong learning movement can be a political response to a wide range of questions*'. In defining the competencies to be acquired through lifelong learning it is important that skills are perceived to be for citizenship and the regional community as much as for employability and the regional labour market. The involvement of learners in lifelong learning should not be approached only in terms of the acquisition of employability competencies and being economically productive. Higher education institutions can be places where the value of citizenship and participation can be stressed. Most importantly, citizenship and learning are not solely the responsibility of individuals. This requires not only an approach to individual learners since the competencies associated with active citizenship are developed in interaction with other citizens. As the EUA report argues '*The citizen and the learner are part of a community and the collective benefits of both citizenship and learning should be*

stressed...'. As referred to in the EC's Memorandum on Lifelong Learning, this will lead to greater emphasis on the importance of civic and community learning, more scope for non-accredited programmes and the significance attached to the collective benefits of learning. This involves building bridges between formal and non-formal learning environments in order to dismantle institutional barriers and involve a broader range of providers of lifelong learning including community groups and non-governmental organisations.

This can be important in efforts to achieve Key Message 6 in the EC Memorandum that seeks to provide lifelong learning as close to learners as possible. In the EUA response to the Memorandum, it is argued that *'Citizens need learning close to them in at least two senses: close to them in the sense of "attainable" and close to them in the sense of "relevant"; people should be able to see how learning can improve their lives and the "citizenship", and have access to learning'*. This means that higher education institutions will need to be at the forefront of in this attempt to provide learning opportunities closer to learners in their communities, working with other agencies in the community to develop outreach and access pathways, and developing systems for accreditation of prior learning. This is to emphasise the importance of partnerships in the delivery of lifelong learning and the development of a learning society. With the EU context this means that it is necessary to strategically build upon the initiatives taken by different kinds of higher education institutions and their experiences with building partnerships for regional social development and social inclusion. This will demand significant investment by the institutions in the building of strategic partnerships with community groups, voluntary associations, trade unions, social movements and adult education providers.

Of particular importance in this regard is the growing interest throughout the EU and the member states in initiatives to develop regional networks in the form of learning cities and learning regions. In 2002, the EC called for proposals for European networks to promote the local and regional dimension of lifelong learning in its R3L initiative. This initiative is driven by the commitment to developing lifelong learning close to learners in the social, geographical and economic environments in which Europe's citizens live. As such the R3L initiative is a pilot scheme and a first step by the EC *'to support through its programmes the establishment of networks between those regions and cities with well-developed lifelong learning strategies, to facilitate the exchange of experience and good practice'*. The call for proposals defines a learning region in a broad generic sense referring to a region, city, urban or rural area, regardless of whether its identity is defined in administrative, cultural, geographical, physical or political terms. It argues that *'The learning region must, however, have sufficient size to encompass and mobilise the key players for the purpose of developing lifelong learning as an important factor in promoting regional and local development, social cohesion and the fulfilment of personal potential and aspirations of its citizens'*. Potential key players are described as: a) local and regional authorities responsible for any aspect of learning; b) general and vocational education and training providers, with specific reference to higher education institutions; and, c) other organisations providing or contributing to learning opportunities of a formal, non-formal or informal nature. The call for proposals also sets out a set of themes that characterise the work of learning regions. In addition to the development of strategies for building regional networks for lifelong learning, these themes involve: a) active citizenship in the region; b) promotion of economic growth; c) social inclusion in the region; d) promoting the multi-cultural region; e) ICT and modern media in the learning region; f) funding lifelong learning in the region; g) support services for lifelong learning; h) measuring the performance and ensuring the quality of the learning region; and, i) promoting the European and international dimension of the learning region. The contributions of higher education institutions to the delivery of lifelong learning through the development of learning regions demands rigorous and detailed monitoring. To this end the EC should establish an European-wide observatory project devoted to the relationships between higher education institutions and their regional communities. Both member states and accession states must be included in such an observatory project.

In his contribution to this study, for example, Marek has pointed to an optimistic view on the changing perceptions in Polish higher education about the regional role of higher education in the process of social transformation. On the one hand, he points to the priority given from the mid-1990s to *'...a series of TEMPUS institution-building projects responding to local democratic needs in the context of European enlargement'*. Examples of such projects

included: training centres for local community leaders; regional centres for European integration; European expertise for educators and local officials; ecological training for municipal civil servants. He argues that, '*It was a good occasion to involve Polish higher education institutions in regional policy and at the same time to engage them in the pre-accession process*'. On the eve of membership of the EU he refers to the fact that in 2001-2002 regional strategy documents have been developed by Polish local authorities. In these documents the role of higher educational institutions was also been defined. In September 2002 Polish universities were encouraged to submit proposals within an operational program for regional development. Social inclusion, and equal opportunities were among the strategic objectives of local development. Marek argues that participation by the Polish higher education sector in regional development is now encouraged by both the appropriate national authorities and by local self-government in the programme for regional development. He suggests that co-operation with external stakeholders has become a key element of the institutional strategies of universities in Poland. He concludes that universities should play three roles in the region: education and training; research services, and the promotion of citizenship values through civic education.

Such arguments are informed, however, by a view on higher education institutions that ignores the broader issue of the university and the stakeholders in the regional community. In a highly critical paper, Tomusk has suggested that more serious attention to local and regional developments could lead to more effective results than attempts to merely copy recent trends in the EU member states and the United States that are quite inappropriate to the state of higher education in the accession countries. His analysis is based upon a critical analysis of the reform process in the accession states that concludes that little has been reformed in higher education institutions. Tomusk argues that reforms have not been driven in reality by the changing needs of societies seeking to transform either their economies or societies. He argues that reform has been based on the aspiration of academics to restore the Humboldtian ideal and their demands for the separation of higher education from the needs of the economically productive sectors of society. This was in effect a retreat to the élitist research-led university that was based on academic excellence and protected from the distorting demands of economic production that had prevailed under state socialism. A rude confrontation resulted when EU projects emphasised the contribution of higher education to economic growth and called for managerial leadership, accountability and efficiency. Emphasis upon the input from EU TEMPUS and PHARE projects to support institutional regeneration in this regard has been questioned by Tomusk. Demands for university-industry partnerships and managerial efficiency were exactly the opposite of what the academic élites in accession countries actually aspired to. It has to be recognised that the decline of GNP by to 30 to 50% in some countries has led to a significant reduction in the public resources available for higher education – up to 90% in some cases. This has led to a struggle for survival, while the demand for participation in higher education has massively increased as a result of high unemployment and social insecurity. According to Tomusk, this has been a significant factor in the confirmation of self-protective responses by higher education institutions to social realities and constitutes a major contradiction in the expansion of higher education towards mass higher education. As a consequence, the policies of affirmative action applied by state socialism that gave preferential access to workers, peasants and those in military service have been abolished and replaced by access for those who can afford to pay. In this regard, he confirms Dahrendorf's argument that the universities in the East and Central European countries tend to shun wider access to higher education, seem to fear diversity and seek to maintain their traditional institutional boundaries.

As Tomusk cogently points out, there is no obvious connection between 'demand-absorbing' mass universities and the demands of the knowledge society. On the whole, the reform of higher education in the accession states is seriously constrained by the double-bind posed by the insecurity of institutions deprived of resources combined with the absence of alternatives, and the mass demand for higher education by individuals as a guarantee of employment. This results in the continuation of a traditional educational repertoire that involves mass lectures, the lack of active learning, little room for work in groups, and a reliance on the memorisation of facts. On the one hand, this strategy of returning to some notion of Humboldtian academic excellence has to be seen in terms of attempts to restore 'national universities' with a monopoly in the creation of national élites together with the

production of renewed national identities. On the other hand, this endeavour stands in contrast with the policies of affirmative action applied by the ex-state socialist governments that gave preference in recruitment to distinct groups such as workers, peasants and those with a background in military service. The policies pursued in many accession states could lead towards elitism in recruitment in contrast to the widening-of-access that dominates the higher education agenda in many member states. On these grounds, we would argue that the EU has to examine quite critically the policies of the accession states with regard to their priorities in recruitment to higher education. They should be required to account for their measures to create equal opportunities for national minorities and in particular their policies towards European minorities such as the Roma. The latter were not referred to any of the country reports in this study.

While European higher education struggles to redefine itself in the knowledge society, the debate must not be formulated in terms of acquiring an appropriate place in the global higher education marketplace, but also in terms of their strategic repositioning in the learning society. This demands a fundamental rethinking of strategic partnerships between higher education institutions and stakeholders in the regional and local communities.

In conclusion, we make reference here to just a few key questions and issues that could provide the basis for monitoring the development of learning regions in an EU observatory project:

- what is the contribution of higher education institutions to the *economic development* of their regions?;
- with which other stakeholders do they co-operate?;
- what forms do 'regional knowledge networks' take?;
- what is the contribution of higher education institutions to *civil society* in their regions?;
- with which organisations and groups do they co-operate?;
- what kinds of activities are developed?

5. Higher education and citizenship in a turbulent Europe

At a time when the EU is in the final phase of its negotiations on enlargement to include countries in Central and Eastern Europe and the Baltic countries, together with the Mediterranean states of Cyprus and Malta, the fear of 'the other' and the supposed threat to national identity seems to have resurfaced in the consciousness of voters and politicians throughout Europe. Of no little significance in the current situation is an overwhelming tendency in public opinion and populist political parties in some countries to demonise the supporters of a particular religion on the grounds that it is 'not European'. In the still ongoing public discussion of the enlargement process, reservations in public opinion about enlargement have found expression in last-minute calls for referenda in a number of EU member states, and the question has been raised as to 'where Europe's border should be drawn?'. This has raised questions in some quarters, for example, about the status of Turkey as a potential accession candidate of the EU. We cannot permit ourselves to go along with this lemming-like response that in many EU member states is now posing a threat to the democratic political process itself and the closure of the public sphere for free and open debate. One could well ask 'what has this to do with higher education?'. We would argue that higher education institutions when at their best have traditionally sought to be international sites for the cross-cultural development of knowledge, the exchange of ideas, open debate and critical teaching. From the rediscovery of Greek culture by the Byzantine universities, the first European universities of the early Renaissance period, the Humboldtian reconstruction of continental European universities in the nineteenth century, to the entrepreneurial institutions of today's global knowledge society, higher education has manifested - with greater or lesser success in different historical periods - at least the potential to be sites for rigorous reflection upon, and indeed criticism of, the societies of which it is a part. Higher education institutions are not guarantors of democracy, but they do need to be seen to continue to play their part in supporting democratic processes, constructing active citizenship, and contributing to social progress.

The major conclusion drawn from this particular study on higher education and citizenship is that the EC's key policy objective of establishing a European Higher Education Area based

upon lifelong learning needs to be more strongly formulated in terms of the development of higher education institutions as cosmopolitan sites for the generation of active citizenship at the European, national and regional levels. The core tasks of higher education in this respect should be formulated in terms of the reworking of cultural differences between different groups of 'Europeans' at all levels into a 'cosmopolitan' acceptance of difference and indeed the celebration of diversity as enriching rather than threatening. With regard to the three levels at which we have attempted to understand the problem of higher education's contribution to the construction of active citizenship in an enlarging European Union, we shall refer here to the major conclusions that we have arrived at on the basis of this study.

At the European level, we have expressed concern at the limited degree to which the policies of the EU and the member states have actually contributed to the mobility of Europeans whether in the labour market or in higher education. At the heart of this problem is the formulation of European citizenship in the Maastricht and subsequent treaties in terms of the rights and duties associated with the individual's citizenship of an EU member state. European citizenship as such confers only a few minor additional rights in the sphere of governance of the EU. In our view, the key to the lack of mobility is based upon those restrictions that make it at least very difficult - and in practice impossible - for the citizens of member states to transfer their national social rights to the supra-national level of the EU. European citizens are effectively tied into the social rights associated with national citizenship that are based upon closed national systems of social welfare, employment law and pensions funds. Despite all efforts by the EC - with little help from the member states - to remove barriers to mobility only 0,1% of European citizens moved in 2000 to take up employment in another member state. There is a much higher level of mobility to - and within the EU - by citizens of non-EU states.

This immobility of the workforce in the EU is pertinent to the issue of the long-term future of the mobility of students - and perhaps staff - in higher education. Mobility programmes for students in higher education are increasingly justified in terms of the growth of mobility in global and European labour markets and the need to prepare and equip students with the competencies required for such mobility. Despite the celebration in 2002 of one million ERASMUS students since 1988, the reality is that only 1% of all students in higher education make use of the opportunities offered by current mobility programmes. Given the argument that the experience gained by students during a period abroad will lead them to consider working abroad as a realistic option, we would recommend that the EU and the member states have to invest a much higher level of resources in the mobility programmes. In terms of a minimum target to be achieved by 2010, we propose that 10% of all students in higher education should have participated in the ERASMUS programme for at least a period of three months. We would also suggest, more over, that a number of serious issues have to be addressed in the short to medium term. In the inflated terms of neo-liberal thinking about 'market failures', it is significant that a number of distorting factors play a role that could frustrate such an endeavour. The most important of such factors is the emergence of a global learning marketplace that makes it more attractive for higher education institutions in the EU to enrol 'overseas' students from non-member states paying much higher tuition fees rather than the active recruitment of EU-students. This is a real issue for higher education institutions who have to balance their books, but it also disrupts the achievement of EU objectives that are based upon the public responsibility rather than the market performance of higher education institutions. It is for this reason that we propose that the EU and the member states should establish agreed mobility targets for the exchange of EU students. There should also be agreed targets in the direction of mobility away from the United Kingdom and towards other states. There is also a new problem in the context of EU enlargement where students from accession countries might well be excluded from mobility programmes on the basis of serious differences in student financial support schemes and the costs of living in different EU member states.

We have also expressed concern in this report with the 'market failure' that arises from distorted flows of students in terms of the possession of linguistic capital formulated in terms of the command of languages other than English. Our position is that of a resolute rejection of the widely-held acceptance that English is now the global and European lingua franca of higher education world-wide. We have proposed here, and will develop the argument in another paper, that student mobility has to be based upon the 'cosmopolitan' principle of the

capacity to command at least one foreign language. It is our conviction that the EU and the member states have to agree targets for the implementation of the requirement voiced in the 1995 White Paper that the acquisition of at least two foreign languages has to be part of the compulsory curriculum up to the completion of secondary education and indeed into higher education. This would make not only a vital contribution to becoming a European citizen but would also make a much valued contribution to the promotion of employability.

At the national level, a number of the above conclusions will have important implications for the infrastructure and content of national educational systems in particular with regard to the development of national strategies for the acquisition of foreign languages. However, the core of our discussion on the generation of citizenship at the national level addresses the most crucial and possibly the most explosive political issue in most EU member states. Despite the ongoing reconstruction of so-called national identities in countries throughout the EU, it is all too obvious that migrant populations – stemming from the old colonialism, the period of the 'guest workers' from the rural areas of Morocco and Turkey, together with the migrants of the new global colonialism - struggle to get here, are here, they intend to stay here, and they will be here in ten years time. In some countries, as is the case of certain Baltic countries, the remnants of a state socialist empire 'who will not go away' constitute the problem. At the moment, however, public opinion in a founding member of the EU, The Netherlands, tends to focus on the issue of the incompatibility of 'our' and 'their' values and norms, and the need to compulsorily re-civilise the 'newcomers' into Dutch citizens. The reality is that we live in a Europe which is characterised, for a complex variety of historical, political, economic and cultural reasons, by the reality of immigrant and multicultural societies, and that this will constitute the future of the member states of the EU, whether indigenous populations like this or not.

It is on these grounds, that we have argued that higher education policies in the EU member and accession states have to fundamentally address the question of the presence of minorities and need to take urgent action to promote their social inclusion if medium to long term social cohesion is to be achieved. As we have indicated, however, there are significant differences in the approaches to social inclusion though higher education in the EU member and accession states. On the one hand, the majority of EU member and accession states continue to regard non-selective access to higher education in terms of the acquisition of the appropriate qualifications at the completion of secondary education. Indeed, most countries do not recognise any alternative routes to higher education. This demands of members of the minorities that they have the capacity to persist in long trajectories on the road towards higher education, but this results in high levels of their dropping out. On the other hand, the United Kingdom has adopted the development of shorter trajectories in the form of access courses, together with the preferential systems of post-codes and the setting of regional targets for raising levels of recruitment from the less-advantaged groups including the minorities. We recommend that the EU undertakes a comparative study of the effectiveness of these longer and shorter routes to higher education in terms of their effectiveness as far as the persistence of minorities are concerned. In addition, we propose that special attention be devoted to the specific problems of political refugees, often with high levels of qualification in their countries of origin, who all too often experience serious problems in securing recognition of their qualifications and access to higher education and labour markets in EU countries. Although this was not an issue that we specifically addressed at the outset of this study, we have become convinced that it is vitally necessary for higher education in the EU member states to invest in the development of an 'intellectual class' among immigrant groups who are able participate on an equal level with the representatives of the 'indigenous population' in the public sphere and contribute to the vitality of inclusive democratic discourse.

At the regional, or sub-national, level of analysis, we have focussed in this study upon the role of higher education institutions in bringing lifelong learning closer to regional and local populations who are not necessarily the foremost traditional clients of higher education. It is at this level of involvement with regional and local communities that the potential of higher education institutions in making an effective contribution to active citizenship and social inclusion becomes most manifest. This is after all the level of day-to-day life in multi-cultural societies where higher education institutions can establish a dynamic interface with the active expressions of diversity that are present in their regional and local communities. Our study supports the growing recognition that higher education institutions are expected to

make a contribution to both economic well-being and social progress in increasingly extensive and complex ways, but that this also involves efforts to include many of those social groups traditionally excluded from higher education. The inclusion of 'non-traditional participants' in higher education can conflict, however, with the widely held commitment of higher education institutions that their core business concerns high quality research and the provision of initial higher education for an increasing percentage of the younger generation in mass higher education.

We are of the opinion that it is indeed the right of all higher education institutions to determine their own positions in the global, national and regional higher education markets when they involve themselves in economic risks in such markets for individual consumers of higher education. It is also required, however, of all higher education institutions financed by public resources that they need to recognise their responsibility to engage in the provision of educational opportunities for the 'non-traditional' learners in their regional and local communities. The key problem here is, however, that the EU and member state systems have to recognise this lifelong learning task in terms of the financial resources made available to higher education institutions, and, furthermore, that they make ear-marked resources available to this end. In terms of EU agreements, such as the Lisbon commitment that 3% of GNP should be devoted to higher education in order to facilitate the knowledge society, it would be more appropriate that targets should be set for the participation of non-traditional groups in higher education. In The Netherlands, for example, the investment of 2% of the GNP to higher education falls considerably far short of the 3% demanded by Lisbon. The additional 1% required to make up the agreed EU-target could be distributed in terms of 0,5% devoted to the promotion of the participation of non-traditional groups among the indigenous population in higher education, while the other 0,5% could be devoted to promoting the participation of the immigrant population in higher education. Should we start to discuss the social exclusion of the older generation, both indigenous and exogenous from active participation in the knowledge society, we can only conclude that government actuaries, together with the accountants of private providers, of 'the higher education' will have to redo their homework with regard to investments in and the returns from learning in the context of 'a life long of learning'.

The ostensible involvement of the EU member and accession states with the question of citizenship is fundamentally concerned with the need to give form to a more complete and far-reaching Union that is not based upon economic convergence alone. It is to be welcomed that the EU is also deeply engaged in questions of governance and citizenship. The expectation is that people will acquire the competencies for employability required for participation in the knowledge economy and the competencies to participate in the knowledge society as active citizens. In a Union in which many of its inhabitants seem to be deeply troubled by the presence of 'the other', it is vitally important to raise the level of efforts to stimulate higher education institutions to be vigorous sites for the construction of active citizenship. As this paper has argued, there are many concrete actions that will have to be taken if we are to achieve a socially inclusive and cohesive Union. This will be a Union that recognises, welcomes and builds upon the rich seams of diversity present in the member and accession states. It is to be hoped that the ongoing discussions in the European Convention on the future governance of an enlarged EU enlargement will address these very real issues of citizenship at the European, national and sub-national levels. In all of this, the key to EU policies will require the promotion of mobility within the EU.

As Field concludes in his contribution to this study:

'It is not the job of universities to persuade people to vote for Members of Parliament or Members of the European Parliament, but it could and should be our job to help them understand their relationship to the wider community, and appreciate their own responsibilities to it. Creating active citizens through higher education in a wider Europe is a demanding task. It is also eminently achievable'.

Annex 4

DELIVERABLE N° 19

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HERN Workpackage 6

Citizenship and European Enlargement: the role of Higher Education

Policy Recommendations to the European Commission, Member States and higher education institutions

Dr Barry J. Hake and Dr Petra Schedler,

Leiden University, the Netherlands

The Global and European Policy Context

The European Commission and the Member States have committed themselves to the strategic policy of developing the European Union as an area of lifelong learning in support of the transformation of the European Union and the Member States into the world-wide leaders of knowledge societies in 2010. Two key issues are prominent in this process, namely the enhancement of the competencies of the citizens of the European Union and the Member States with regard to both their employability and their active citizenship. However, it is clear that globalisation, economic competitiveness, new information and communication technologies, migration and social inclusion present continuing and growing challenges to the success of such endeavours. This is particularly the case with regard to the role of higher education institutions in the context of the now advanced process of European enlargement from fifteen to twenty-five Member States in the course of 2004. Much is expected of the contribution of institutions of higher education in the creation of knowledge societies.

Work package 6 of the HERN-project addressed the specific issue as to how higher education institutions can contribute to the development of citizenship competencies. The central question posed in this work package was how higher education institutions can make a contribution as 'sites for the construction of citizenship' in an enlarging European Union? This work package has explored how higher education systems and institutions are addressing this challenge in current Member and Accession States. The active partners in this work package involved Latvia, Lithuania, Poland, The Netherlands and the United Kingdom, while the Bulgarian and Czech partners in the HERN-project also contributed to the work package. Although we have not studied other countries in this work package, knowledge gathered from previous participation in European networks, projects and studies suggests that many of the policy issues are common to both the more long-established and the new Member States of the European Union.

The policy recommendations that follow reflect the analysis conducted during this work package of the distinctive contributions of higher education to the development of citizenship at three levels: a) the supra-national European level, b) the national level, and c) the sub-national level of the regions.

European Citizenship and mobility

At the *European level*, the European Commission and the Member States should take immediate steps to evaluate the transparency and coherency of policies and programmes that are intended to support the development of employability competencies in European

labour markets, and the contribution of mobility programmes in higher education to the promotion of cross-border mobility in the Europe Union.

Employability competencies

The Commission and the Member States should support further research into the structurally low levels of labour mobility in relation to the development of employability competencies in higher education. The Commission and the Member States should recognise that the willingness of no more than 0,1% of European citizens to take up employment in another Member States in 2000 is an indication that this low level of mobility seriously undermines the principle of the single European market for capital, services, goods and labour.

The Commission and the Member States should recognise the urgent need to revise the current narrow emphasis in national systems of higher education upon the enhancement of employability competencies. We support the argument of the European University Association in its 2001 response to the *Memorandum on Lifelong Learning* that an increasing number of students in Europe will need to have access to and the possibilities to acquire a broader range of generic competencies than those made available by national systems of higher education.

The Commission and the Member States need to recognise that cross-cultural competencies are required if the citizens of member states are to become more mobile and contribute to enhanced levels of mobility in European labour markets. On the whole, young people are becoming much more aware of the competencies they require in order to become mobile, and that studying or working abroad for even a short period can be an effective way of preparing themselves for European mobility. The mobile European citizen requires in particular social and cultural competencies such as intercultural communication and the command of foreign languages.

The Commission and the Member States need to pursue more vigorous policies that recognise that the labour market mobility of European citizens is based upon their development of competencies in cross-cultural communication, sensibilities to the diversity of European cultures and in particular the acquisition of foreign languages. The Commission and the Member States should also recognise that this involves more active policies in the awakening of potentially mobile European citizens to issues of European governance and of European citizenship.

The Commission and the Member States should take all necessary measures to ensure that the construction of the European Higher Education Area should make a contribution to the employability competencies that will open up European labour markets for graduates of higher education. We support the argument formulated at the Salamanca conference of higher education institutions in 2001, that '*...the primary motivation to construct a European Higher Education Area is so that citizens...can benefit concretely from it and use their qualifications throughout the (European) region and beyond*'.

European citizenship and linguistic capital

The Commission and the Member States should review the measures that are required to ensure that the European Higher Education Area is a multi-lingual community. Such a multi-lingual community should be based upon an understanding of European citizenship in terms the learning of foreign languages and multi-linguistic competencies. The core of a European citizenship should be linguistic citizenship that is based upon linguistic capital, or the ability communicate in other languages. These competencies are at the core of what we refer to as the strategic European competency of 'linguistic citizenship' that will also stimulate mobility. In this context, higher education institutions are important locations where citizenship can be worked upon in a multi-cultural and thus multi-lingual European context.

The Commission and the Member States should take steps to implement the proposals in the 1995 White Paper on Teaching and Learning to the effect that all European citizens should be enabled to acquire the capacity to express themselves in three foreign languages. This has become one of the pillars of Commission's more general concern with skills and labour market mobility. Specific targets were announced in February 2002 in the Commission's Action Plan

for Skills and Mobility to the effect that ‘...all pupils to be competent in at least two European languages in addition to their mother tongue’. The Commission now needs to secure the co-operation of the Member States in order to implement the appropriate measures to encourage the learning of European languages.

The Commission and the Member States should commit themselves to the development and implementation of programmes to encourage and support the learning of foreign languages. The Commission and the Member States should not restrict their efforts to a year of the European Year of Languages, as in 2002, but should take the strategic measures that are necessary for a decade-long action programme committed to major financial investments in the promotion of the learning of foreign languages. The Action Plan for Skills and Mobility in 2002 proposed, for example, that ‘By 2005 the relevant authorities in the Member States should have developed a strategy and timetable for achieving this objective’. In line with the initiatives to require Member States to prepare National Action Plans on Employment and on Poverty and Social Exclusion, we propose that the Member States should be required to prepare National Action Plans for the acquisition of European languages. Such plans should include targets to be achieved in primary and secondary education, higher education and adult education.

The Commission and the Member States should regard this as not only a requirement for the phase of initial education including higher education, but that such a decade-long foreign language programme should also be extended to all adults as a significant contribution to post-initial and adult education in terms of a contribution to the promotion of lifelong learning and the knowledge society. The Commission and the Member States should recognise that one of the major investments by adults in the area of lifelong learning involves the learning of another European foreign language, whether this is for the purposes of employability or other purposes. The Commission and the Member States should invest additional resources in the learning efforts undertaken by adults in the form of a specific programme for the learning of European languages by adults.

Mobility in the European Higher Education Area

The Commission and the Member States should examine the implications of existing financial arrangements that are intended to encourage increased mobility within the architecture of the European Higher Education Area. Such an examination should not be limited to the Commission’s mobility programmes but should include national arrangements to promote of greater opportunities for student mobility.

The Commission and the Member States should urgently conduct an evaluation of the effectiveness of current mobility programmes in the area of higher education. In the course of 2002, the Commission has rightly celebrated the achievement of one million students who have participated in the ERASMUS mobility programme since 1988. The Commission and the Member States should recognise that the current level of student mobility comprises no more than 1% of all students involved in higher education in the Member States. In order to create a European Higher Education Area, the Commission and the Member States should now urgently establish a range of far more ambitious targets for participation in mobility programmes. We recommend that the Commission and the Member States should now develop specific initiatives and the appropriate funding that will ensure the participation of 10% of all students in higher education in one or other form of European mobility programme.

The Commission and the Member States should investigate the barriers to mobility in higher education that are caused by differences in social legislation and student funding arrangements. In the terms of the Commission’s Mobility Action Plan, such an investigation should include: a) to define and democratise mobility; b) appropriate forms of funding; c) increase mobility and improve conditions; and, d) the development of multi-lingual policies.

The Commission and the Member States should urgently address a number of issues with regard to the existing mobility programmes. On the one hand, while the number of students taking part in ERASMUS are rising rapidly in some Member States, for example in France and Germany, numbers are declining elsewhere, for example in The Netherlands and the United Kingdom. On the other hand, there is a marked skew in the flows of students with large numbers moving from other Member States to the United Kingdom. The Commission and the

Member States need to address this problem and seek to modify these flows of student movements given the expectation that students from Accession States will also opt to spend a period at a British university. The Commission and the Member States should establish targets for more balanced flows of students between Member States that would commit all higher education institutions to the achievement of mobility targets within the European Union.

The Commission and the Member States should address key issues with regard to the transferability of the social and financial rights of students involved in higher education when they participate as European citizens in mobility programmes. Such rights pertain to their respective rights to make claims upon the national systems for student financial support in the form of grants and loans for the purposes of study abroad. These systems are highly diverse in the higher education systems of the existing Member States, and there are in particular very significant differences in the levels of public financial support for individual students. There can be little doubt that such inequalities have negative effects on mobility and that this will apply in particular to students in the Accession States.

The Commission and the Member States should address in particular the very significant differences throughout the European Union between the respective rights of full-time and part-time students with regard to participation in mobility programmes. This distinction between full-time and part-time modalities for participation in higher education is not currently recognised in most Member States, while part-time students often have fewer rights than their full-time colleagues. Part-time students have serious problems in meeting the requirements for participating in ERASMUS. Such differential arrangements result in general that European mobility programmes work to the disadvantage of part-time students, most of whom are older lifelong learners. The Commission and the Member States should consider the need to develop more flexible short-term modalities in mobility programmes in the form of intensive projects.

The Commission and the Member States should be congratulated for its recent efforts to address the internationalisation of higher education on a global scale. Such issues need to be at the heart of the implementation of the new ERASMUS World programme that the Commission has designated for the period 2004-2008. This programme is the European response to the globalisation of the higher education market and aims to enhance the attractiveness of European higher education not only for European students but from other parts of the world and. Global demand for international higher education is estimated to rise from fewer than 2 million in 2000 to more than 7 million in 2025 as the total number of students world-wide grows from 97 million to more than 260 million. This involves a major shift in the demand by European students compared to the rapidly growing demand from Asia; the European share of the world market for international higher education will drop from 32% in 2000 to 13% in 2025. European students, who are regarded as 'home students' for funding purposes, have to increasingly compete with 'overseas students' from non-EU countries who pay significantly higher tuition fees. Of the 400,000 such students currently attending European higher education institutions more than two-thirds follow courses in France, Germany and the United Kingdom. The Commission and the Member States should actively pursue proposals with regard to a directive that is aimed at securing a broader distribution of incoming students from non-European Union countries between the Member States.

Citizenship and the management of cultural diversity

At the *national level*, the European Commission, the Member States and higher education institutions should give priority to the contribution of higher education institutions to citizenship through the social inclusion of minorities and with particular reference to ethnic, linguistic, cultural and national minorities.

The Commission and the Member States should be reminded that at a time when the European Union strives to impose its supranational institutions on the future history of twenty-five European states in an enlarged EU, Europe is discovering its own deep seams of pluralism, diversity and difference. This is manifested in the very complex process where notions of nationhood are reconstructed, sub-national identities from past history are reborn, and 'the other from elsewhere' must be accommodated in some manner, if social cohesion is to be

achieved. This gives rise to some very complicated linkages between questions of citizenship and identity at the European, national and regional levels.

The Commission and the Member States should take account of the consequences for higher education of two fundamental historical transformations that characterise the ongoing process of enlargement of the European Union. These transformations impact upon the complex dynamics of national identities and citizenship in the Accession States, but they also impact in particular upon the multicultural nature of all Member States.

The great transformation

The Commission and the Member States need to recognise the specific problems of the Accession States that stem from the as yet uncompleted processes of transformation from state socialism towards liberal democracies and market economies. These modernisation processes have thrown questions of citizenship and identity into sharp relief in many of these countries and in often very different ways. Fundamental issues of citizenship and identity in these countries are associated with the emergence of conflicts associated with struggles for the rights of quite significant ethnic, cultural, linguistic and national minorities with often very different problems relating to social cohesion, inclusion and exclusion.

The Commission and the Member States should recognise the very specific issues associated with the situation of minorities in the Accession States belonging to the ex-Soviet sphere of Europe that will soon become Member States of the Union. In Latvia, for example, the legislation defining national citizenship effectively defined the 700,000 ethnic Russian residents as 'non-citizens' of Latvia. As a result a significant number of the inhabitants of Latvia are estranged from the rights and duties associated with Latvian citizenship. In 1995, a naturalisation procedure requiring acquisition of the Latvian language started and has resulted in a reduction of these non-citizens to 514,000 by 2002, while the ethnic Russians form 30% of the population. It is clear that the speed of naturalisation will continue to be slow, and at the moment that Latvia becomes a Member State there will still be a significant number of non-citizens. This now has important implications for higher education. On the one hand, higher education is not regarded in Latvia as an appropriate institutional arena appropriate for the integration of the minority of ethnic non-citizens on the grounds of their supposed comparatively low levels of education and lack of command of the Latvian language. There is no instruction in Russian in higher education. On the other hand, it is significant that 40% of those from the Russian minority who have become naturalised have acquired command of the Latvian language, while 40% of them have had a university education compared to 15% of the total Latvian population. The Latvian government has recently announced plans to phase out teaching in the Russian language in secondary education that could endanger the opportunities of the ethnic Russian population to follow higher.

The Commission and the Member States should also consider the specific situation of the minorities in Lithuania. According to the last census in spring 2001, about 82% of the inhabitants are Lithuanians, 9% are Poles, while 7% are Russians and 2% are of other nationalities. According to article 30 of the 2001 Law on Education, every citizen has the right to study in Lithuanian or in one's national language, if the educational institution according to its regulations is obliged to provide studies in national languages. A relatively small number of students make use of this right to study in languages of the national minorities. The number of students studying in their national languages is actually decreasing and is explained in terms of the widespread understanding that the education provided in the Lithuanian language is of higher quality.

The Commission and the Member States should recognise such examples are indicative that higher education institutions in the Accession States tend to shun wider access, seem to fear cultural diversity and seek to retrieve their traditional institutional boundaries. In Ralf Dahrendorf's terms, this process needs to be recognised in terms of attempts to restore 'national universities' with a monopoly over the creation of national élites together with the production of renewed national identities. This has resulted in the re-establishment of a traditional educational repertoire that seeks a return to some notion of academic excellence insulated from the need of a changing society. The policies pursued in many Accession States could lead towards elitism in recruitment in contrast to the widening-of-access that

dominates the higher education agenda in many member states. This reform process is seriously constrained by the double-bind posed by the insecurity of institutions deprived of resources combined with the absence of alternatives, and the mass demand for higher education by individuals as a guarantee of employment. The result is a struggle for survival in a threatening environment, while the demand for higher education has increased massively as a result of high unemployment and poor social security. This has been a significant factor in the self-protective responses by higher education institutions to harsh social realities but at the same time constitutes a major contradiction given the changing needs of society for new competencies. This exclusive endeavour stands in contrast with the policies of affirmative action applied by the ex-state socialist governments that gave preference in recruitment to distinct groups such as workers, peasants and those with a background in military service. On these grounds, we would argue that the Commission has to follow quite critically the policies of the accession states with regard to their priorities in recruitment to higher education. They should be required to account for their measures to create equal opportunities for national minorities.

The Commission and the Member States should give more specific and urgent attention to the position of the Roma throughout the European Union. The latter were not referred to any of the country reports in this study. The Roma constitute significant minorities in a number of the Accession States in Eastern and South Eastern Europe, but we were unable to identify any specific programmes in this network to promote their integration in higher education.

The multicultural mosaic

The other major transformation on the European stage involves the encounter with the consequences of global migration, including the results of de-colonisation, and the emergence of EU member states as multicultural societies with often quite significant diaspora's of immigrant populations. Taken together, these transformations demand the recognition that an enlarging Europe Union is also a multicultural Europe that embraces not only sources of cultural diversity from outside of Europe in addition to the cultural diversity of Europe itself.

The Commission and the Member States should endeavour to raise public awareness that the enlargement of the Europe Union is not merely a question of the economic and political integration of the existing European nation states and the accession states. They should also make clear that enlargement is also a cultural transformation that confronts the multicultural societies of Europe with the problem of the integration of often significant populations of new migrants and minorities. At the levels of the Member States there are quite significant issues of social inclusion and exclusion that constitute the struggle to maintain social cohesion.

The Commission and the Member States should undertake research on the role that higher education can play in the face of the development of cultural diversity in Europe. This is a question of the role of higher education as an appropriate social arena for the development of policies that are intended to integrate minorities at the national level. It needs to be recognised, however, that such questions take on very different forms in the Member States and accession countries. Policy documents from the European Union and Member States often speak in generous terms about the need to open up higher education to students from the minorities in order to promote cultural integration and social cohesion. How this is to be achieved in practice is quite a different issue, while Member and Accession States often adopt quite different positions on the appropriate strategies to establish trajectories for the inclusion of minorities in higher education.

Higher education and cultural diversity

The Commission and the Member States should initiate specific activities to investigate the contribution of higher education institutions to the development of the European Higher Education Area as a multi-cultural community. In the context of future policies for higher education, it is also appropriate to call for comparative empirical research on questions as to whether policies are in place at the level of the EU, the member and accession states that address the issues of higher education and the social inclusion of minorities. We propose that

a European level initiative should involve Member States in the preparation of National Action Plans on Higher Education and Social Inclusion. Such National Action Plans should report on policy initiatives and institutional performance with regard to: how are minorities defined in the different EU member and accession states, and which are the historical grounds for such definitions?; how are these specific minority groups to be understood and explained in terms of the socio-historical development of the respective member and accession states?; which specific minority groups and priorities are designated with regard to access to higher education?; how is specific attention devoted to ethnic, cultural and linguistic minorities, etc., in terms of their access to higher education?; which specific policy instruments have been put in place to enhance the use made of higher education institutions by such minority communities?; are there benchmarks for levels of participation to be achieved by higher education institutions?

Citizenship in the regions

At the regional level, the European Commission, the Member States and higher education institutions should focus upon the development of strategic partnerships between higher educational institutions and regional stakeholders to enhance the contribution of higher education institutions, on the one hand, in the generation of regional economic development, and, on the other hand, in the promotion of active citizenship in regional and local communities that constitute the vitality of civil society.

The Commission and the Member States should support initiatives which encourage higher education institutions to contribute, on the one hand, to economic growth and prosperity, and, on the other hand, to enhance social inclusion and the achievement of social cohesion. In recent policy documents from both the Commission and the Member States there is increasing emphasis increasingly extensive and complex tasks of European higher education institutions. While the early discourse on lifelong learning in the European Union was dominated by issues related to global competition and economic convergence, it has now been broadened with a second major strand concerned with the questions of governance and citizenship. These economic and social objectives in the current debate about lifelong learning both impact in significant ways upon the emerging discussion of higher education institutions as centres for lifelong learning in the regions.

The Commission and the Member States should systematically support initiatives which recognise that lifelong learning can be best delivered through partnerships that build upon the often solid experience of higher education institutions in regional economic development with a variety of stakeholders. At the same time they often have strong traditions of relationships with organisations in civil society among regional and local communities. As the EUA argued in its 2001 response to the Commission's Memorandum of Lifelong Learning, *'Upon this basis, they participate in or even house broadly based centres of lifelong learning meeting the needs of different learners'*. The Commission's recent R3L initiative on learning cities and regions is to be welcomed

Higher education, employability and regional economic development

The Commission, the Member States and institutions of higher education should build upon the powerful arguments for higher education institutions to play a central role in lifelong learning at the regional level. They are close to the regional and local labour market and often have extensive contact with social partners and other stakeholders. This is an area in which higher education institutions need to renew their long-standing expertise in the continuing professional development sector, where they face increasing competition from commercial providers in the education and training marketplace for post-initial higher education.

The Commission, the Member States and institutions of higher education should commit themselves to support the significant contribution that regional partnerships between higher education and stakeholders can make to the transition towards knowledge economies. Such issues were specifically recognised by the Commission and the Member States at the Lisbon conference that placed lifelong learning on the European agenda as a vital force in creating knowledge societies. The Member States now need to take the appropriate measures to the end and that they should insure that 3% of the gross national product is invested in higher

education. This will require in many member states a significant increase in expenditure on higher education.

The Commission and the Member States should support the undeniable trend in higher education throughout Europe towards an emphasis upon enhancing the employability of graduates who will be able to find a place in the European, national but above regional labour markets. Public investment, and indeed their own private investment, in higher education, are increasingly regarded in terms of their contribution to broad-based competencies, the self-management their careers, and maintenance of their employability through lifelong learning. National systems of financial support for students in the form of grant/loan systems are now being reconsidered in some countries in terms of the future income returns that students enjoy in later life.

The Commission and the Member States should take account that there is clear recognition in the Member States that different kinds of higher education institutions can have distinctive missions. In The Netherlands, for example, government policy regards the universities as having a metropolitan commitment to contribute to the development of global and national knowledge networks, while the responsibility for the development of regional knowledge networks is seen as a task for the institutions of higher professional education and regional education centres for secondary vocational and adult education. All higher education institutions in the United Kingdom, including the leading research-based universities, are regarded as having responsibilities for making a contribution to regional economic development. In Denmark and Sweden, a number of new regional universities have been established that have been specifically designed to serve the needs of their regions.

The Commission and the Member States should encourage institutions for higher education as important stakeholders in the regional community to co-operate with other stakeholders in the regional economic development. These include regional, provincial and local authorities, public institutions, development agencies, large companies together with small- and medium-sized firms, employers organisations and trade unions. Institutions of higher education should be encouraged to develop policies for developing their strategic partnerships with such groups with the aim of establishing regional 'knowledge infrastructures'. Within such strategic partnerships, higher education institutions should be supported in making their generation of knowledge and their provision of educational programmes more accessible and responsive to regional needs. Such developments should position higher education institutions as important stakeholders in the regional economic community and tend to emphasise their contribution to the promotion of the 'economic citizenship' among both public authorities and business at the regional level.

The Commission and the Member States should also encourage the recognition of the direct and important contribution of higher education institutions to regional and local economies. Higher education institutions make very real contributions to their regional and local economies in that they create employment for a wide variety of categories of personnel who earn their living by working for a higher education institution or benefit indirectly from the presence of such an institution. This is an aspect of the broader economy of higher education that is significantly absent in the contributions to this project but which has significant implications for the regional and local population. Institutions of higher education create jobs and incomes not only for the academic staff. They also demand support staff in the form of administrators, secretaries, accountants and financial staff, audio-visual services, ICT-support staff, restaurant and kitchen staff, porters, and cleaners. When institutions of higher education also manage conference centres, residential accommodation, science parks, etc., they may make an additional contribution to the local economy that is of great significance. Estimates from the United Kingdom, for example, suggest that higher education institutions generate no less than 3% of all jobs and an equivalent contribution to the Gross National Product. This manifests an important injection into regional and local economies and the creation of employment opportunities. When the spin-off from co-operation with local industry and the establishment of university-based companies is added to this balance, the contribution of higher education institutions to regional and local economies is significant. An additional factor is the money spent by university staff and students on all kinds of local services. Throughout Europe, the establishment of higher

education institutions seems to be recognised as making a vital contribution to local economies in terms of the creation of jobs for the local population.

The Commission and the Member States should take account of the very different developments in the ex-Socialist Accession States since the early 1990s. There the emphasis has been placed upon ensuring the quality of provision in initial higher education as part of the transformation of universities. It has to be recognised that transformation of universities in these states is characterised by the slow speed of change. In contrast with the growing autonomy of higher education institutions in many Member States, this slow speed of change results from centralist political interventions and limited institutional independence; low levels of funding that impoverish both institutions, staff and students; traditional infrastructures and weak institutional leadership; a brain-drain among the younger generation and too many older members of staff; together with rigid curricula and outdated teaching methods. It can be argued that this major problem is the crisis in the forms of public funding of higher education in the post-communist states that have not as yet discovered the importance of higher education institutions for the knowledge economy. The Commission and the Member States need to recognise that the current emphasis upon 'demand-absorbing' mass universities in the Accession States does not stroke well with the demands of the knowledge society.

The Commission and the Member States should recognise and take steps to address the decline of GNP by to 30 to 50% in some ex-socialist Accession States. This has led to a significant reduction in the public resources available for higher education – up to 90% in some cases. This has led to a struggle for survival, while the demand for participation in higher education has massively increased as a result of high unemployment and social insecurity. This remains a significant factor in the confirmation of self-protective responses by higher education institutions to social realities and constitutes a major contradiction in the expansion of higher education towards mass higher education.

The Commission and the Member States should recognise that the long-term input from TEMPUS and PHARE projects to support institutional regeneration should be rigorously evaluated as a basis for supporting future programmes for higher education reform in the Accession States. Reforms have not been driven in reality by the changing needs of societies but by aspiration of academics to restore the Humboldt ideal of *bildung* and an emphasis on academic excellence. Reforms have been based on the demands for the separation of higher education from the needs of the economically productive sectors of society and that higher education should be protected from the distorting demands of economic production that had prevailed under state socialism. The reality of TEMPUS and PHARE projects was often a confrontation process when these European Union projects emphasised the contribution of higher education to economic growth and called for managerial leadership, accountability and efficiency. University-industry partnerships and managerial efficiency were exactly the opposite of what the academic élites in accession countries actually aspired to. The Commission and the Member States should take initiatives to support higher education institutions in the Accession States to develop a greater degree of awareness of their potential contribution to regional economic development. It can be argued that more serious attention to local and regional developments could lead to more effective results than attempts to merely export recent trends in the Member States, and the United States, that are quite inappropriate to the current state of higher education in the Accession States. There is furthermore a very urgent need in the Accession States to direct much more attention to the potential role of higher education in the EU's Euro-region programme for cross-border regional co-operation.

Higher education and active citizenship in the regions

The Commission and the Member States should recognise that higher education institutions have a tradition of providing support for other organisations and groups in the political, social and cultural dimensions of life in their regions. Contributions by higher education institutions to these diffuse spheres of life have often been important in working with and providing supporting for organisations and groups involved in the development of civil society at the regional level. This is highly relevant to the central role of voluntary associations, non-government, and non-profit organisations in the development of the competencies associated

with active citizenship. The civic virtues of solidarity and mutual obligation are best learned in voluntary associations such as: families, neighbourhood associations, charities, churches, trade unions, co-operatives, environmental groups and mutual support groups, etc.

The Commission and the Member States should support initiatives to encourage the engagement by higher education institutions in the development of civil society in their regions. As the EUA response to the Commission's Memorandum on Lifelong Learning argued, *'From this vantage point, the lifelong learning movement can be a political response to a wide range of questions'*. In defining the competencies to be acquired through lifelong learning it is important that skills are perceived to be for citizenship and the regional community and that higher education institutions can be places where the values of citizenship and participation can be enhanced.

The Commission and the Member States should recognise that the acquisition of citizenship competencies is not solely a question of learning undertaken by individuals. As the EUA report argues *'The citizen and the learner are part of a community and the collective benefits of both citizenship and learning should be stressed....'* This will lead to greater emphasis on the importance of non-formal civic and community learning in groups, neighbourhoods and communities, more scope for non-accredited programmes and the significance attached to the collective benefits of learning. This involves building bridges between formal and non-formal learning environments in order to dismantle institutional barriers and involve a broader range of providers of lifelong learning including community groups and non-governmental organisations.

The Commission and the Member States should provide more systematic support for initiatives that seek to implement Key Message 6 in the Commission's Memorandum on Lifelong Learning that stresses the provision of lifelong learning as close to learners as possible. In the EUA response to the Memorandum, it is argued that *'Citizens need learning close to them in at least two senses: close to them in the sense of "attainable" and close to them in the sense of "relevant"; people should be able to see how learning can improve their lives and the "citizenship", and have access to learning'*. This means that higher education institutions will need to be at the forefront of in this attempt to provide learning opportunities closer to learners in their communities, working with other agencies in the community to develop outreach and access pathways, and developing systems for accreditation of prior learning. This is to emphasise the importance of partnerships in the delivery of lifelong learning and the development of a learning society. Within the European context this means that it is necessary to strategically build upon the initiatives taken by different kinds of higher education institutions and their experiences with building partnerships for regional social development and social inclusion. This will demand significant investment by the institutions in the building of strategic partnerships with community groups, voluntary associations, trade unions, social movements and adult education providers.

The Commission and the Member States should more systematically provide support for initiatives intended to develop regional networks in the form of learning cities and learning regions. In 2002, the Commission called for proposals for European networks to promote the local and regional dimension of lifelong learning in its R3L initiative. This initiative is driven by the commitment to developing lifelong learning close to learners in the social, geographical and economic environments in which Europe's citizens live. As such the R3L initiative is a pilot scheme and a first step by the EC *'to support through its programmes the establishment of networks between those regions and cities with well-developed lifelong learning strategies, to facilitate the exchange of experience and good practice'*. The call for proposals defines a learning region in a broad generic sense referring to a region, city, urban or rural area, regardless of whether its identity is defined in administrative, cultural, geographical, physical or political terms. It argues that *'The learning region must, however, have sufficient size to encompass and mobilise the key players for the purpose of developing lifelong learning as an important factor in promoting regional and local development, social cohesion and the fulfilment of personal potential and aspirations of its citizens'*.

The Commission and the Member States should take specific measures to support initiatives in the Accession States with reference to the development of active citizenship in regional

and local communities. There are some indications of optimistic developments, for example in Poland, with regard to changing perceptions in Polish higher education about the regional role of higher education in the process of economic and social transformation. On the eve of membership of the Union, regional strategy documents have been developed by Polish local authorities in 2001-2002. These documents defined the role of higher educational institutions in regional regeneration and development. In September 2002, Polish universities were encouraged to submit proposals within an operational program for regional development. Social inclusion, and equal opportunities were among the strategic objectives of local development. This is indicative that the participation by the Polish higher education sector in regional development is now encouraged by both the appropriate national authorities and by local governments in programmes for regional development. It also suggests that co-operation with external stakeholders is becoming a key element of the institutional strategies of universities in Poland. It is argued that universities should play three roles in the region: education and training; research services, and the promotion of citizenship values through civic education. Ralf Dahrendorf has pointed to such examples of good practices in the transformation process, and that these indigenous self-generated models of reform could be adopted elsewhere in the Accession States.

The Commission and the Member States should establish an observatory project that would monitor the development of learning regions and the roles of higher education institutions throughout the Member States. Such a project would be concerned with questions such as: how do higher education institutions contribute to the *economic development* of their regions?; with which stakeholder do they co-operate?; what forms do regional knowledge networks take?; what is the contribution of higher education institutions to *civil society* in their regions?; with which regional and local groups do they co-operate?; what kinds of learning networks are developed?

Higher education and citizenship in a turbulent Europe

At a time when the EU is in the final phase of its negotiations on enlargement to embrace ten countries in Central and Eastern Europe and the Baltic countries, together with the Mediterranean states of Cyprus and Malta, the fear of 'the other' and the supposed threat to national identity seems to have resurfaced in the consciousness of the voters and politicians throughout Europe. We would argue that higher education institutions when at their best have traditionally sought to be international sites for the cross-cultural development of knowledge, the exchange of ideas, open debate and critical teaching. From the rediscovery of Greek culture by the Byzantine universities, the first European universities of the early Renaissance period, the reconstruction of continental European universities in the nineteenth century, to the entrepreneurial institutions of today's global knowledge society, higher education institutions have manifested - with greater or lesser success in different historical periods - at least the potential to be sites for rigorous reflection upon, and indeed criticism of, the societies of which they are a part. Higher education institutions are not guarantors of democracy, but they do need to be seen to continue to play their part in supporting democratic processes, constructing active citizenship, and contributing to social progress at the European, the national and the regional levels.

A Final Recommendation

The Commission and Member States should seek to develop common approaches to the development of higher education institutions as sites for the generation of active citizenship at the European, national and regional levels. This should become an integral element of the key policy objective of establishing a European Higher Education Area based upon lifelong learning in the knowledge society. The contribution of higher education institutions to the development of the competencies of active European citizens should be approached in comprehensive and inclusive strategy of development by the appropriate authorities at the European, national and regional levels.

Annex 5

DELIVERABLE N° 20

RESTRICTED

Contract nr: HPSE-CT-2001-50011

Title: Higher Education Reform Network (HERN)

Project coordinator: University of Surrey Roehampton

Reference period (see technical annex): from 1 Nov 02 to 30 Apr 03

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HERN Seminar 4

Domain 2 – GOVERNANCE

“Governance challenges for different nation institutions in managing change”

University of Sofia, Bulgaria
January 23-25, 2003

Seminar Aim

“The seminar aims to identify forms of institutional adaptation and innovation that address the need for effective and equitable policy making in HEIs through exploration and analysis of the implications of existing governance change projects on HEIs in Bulgaria and other Central and Eastern European countries.” (Ivan Kent)

The seminar will seek to answer some questions:

What can Central and Eastern European countries learn from HE governance in UK and Sweden?

What are the main common features and differences among countries in HE governance exercised at the national, institutional and student level?

What are the bridges that could link political ambition to practical reality across the future landscape of higher education in Europe?

Participants

Ilze Buligina (Continuing Education Development Foundation, Latvia)

Maya Evtimova (Sofia University, Bulgaria)

Marek Frankowicz (Jagiellonian University, Poland)

Barbara Hengstberger (University of Linz, Austria)

Atis Kapenieks (Continuing Education Development Foundation Latvia)

Ivan Kent (University of Surrey Roehampton, UK)

Vesna Kova_ (University of Rijeka, Croatia)

Agata Kozielska (Jagiellonian University, Poland)

Marinela Mihova (Veliko Turnovo University, Bulgaria)

Libor Novacek (Centre for Higher Education Studies, Czech Republic)

Nikolay Popov (Sofia University, Bulgaria)

Julia Preece (University of Botswana/ University of Surrey)

Petra Schedler (Leiden University, the Netherlands)

Helge Strömdahl (KTH Learning Lab, Royal Institute of Technology Sweden)

Rumiana Taulova (Ministry of Education and Science, Bulgaria)

Julian Whitney (British Council, Sofia University, Bulgaria)

Betty Woessner (SRHE, UK)

Programme

Registration is 16.00 - 17.00hrs on Thursday 23 January, at the meeting room of Ganesha Hotel, .

Steering Group meeting

The steering group meeting will be held at the meeting room of Ganesha hotel. on Thursday 23 January from 17.30 to 20.00hrs.

Seminar venue

The seminar sessions on Friday and Saturday will be held in conference room 213 at the Faculty of Primary Education of Sofia University

Accommodation

Rooms will be booked for participants at two hotels located within a 10-minute walking distance from the seminar venue:

RAI 90 HOTEL
13 Lidice St.
1113 Sofia, Bulgaria
tel/fax: +359 2 729690
tel/fax: +359 2 709133
tel/fax: +359 2 736223

GANESHA HOTEL
26 Alexander von Humboldt St.
1113 Sofia, Bulgaria
tel/fax: +359 2 718798
tel/fax: +359 2 9719228
tel/fax: +359 2 9713815

Principal Contact

Nikolay Popov: tel: (+359 2) 73 54 240 fax: (+359 2) 72 23 21
e-mail: npopov@fnpp.uni-sofia.bg

Seminar programme

Thursday, 23 January 2003

Arrival & Taking rooms at the hotels (RAI 90 HOTEL and GANESHA HOTEL)	
16.00 – 17.00	Registration for the seminar - GANESHA HOTEL, Meeting room
17.00 – 17.30	Welcome cocktail - GANESHA HOTEL, Café
17.30 – 20.00	Steering group meeting - GANESHA HOTEL, Meeting room
20.00	Dinner at restaurant

Friday, 24 January 2003

9.00 – 10.00	Seminar session 1 – Introduction, setting the scene for the seminar – a Bulgarian overview. (Seminar chair: Nikolay Popov)
10.00 – 10.30	Coffee break
10.30 – 12.00	Seminar session 2 – The key HE governance issues in East and Central Europe: 5 x 10 minute presentations of key issues (key issues drawn from and substantiated by written papers) given by Bulgarian, Czech, Latvian, Croatian and Polish partners and followed by short plenary discussion to capture key points.
12.00 – 13.00	Lunch at the faculty student/staff dining room
13.00 – 13.45	Seminar session 3 – Developments within the EC – Swedish and UK perspectives: 2 x 10 minute presentations of key issues followed by plenary discussion.
13.45 – 15.30	Small group discussions (coffee break included in timings) aimed at exploring and analyzing the issues and working towards some draft conclusions. Working groups will focus on HE governance at the national, institutional and student level.
15.30– 16.00	Plenary review of progress and look forward to next session.

Saturday, 25 January 2003

10.00 – 11.00	Seminar session 4 – Working groups gather to revise their conclusions from previous day and focus on producing firm guidance and advice based on analysis of the situation in East and Central Europe and the developing direction of EC policy.
11.00 – 11.30	Coffee break
11.30 – 12.30	Closing the seminar – Where next for this discussion? – Plenary session

Some useful information

Bulgarian currency

The Bulgarian currency is Lev (BGL). USD 1 = BGL 2 (roughly). Although there are possibilities of payment by credit cards, payment in Bulgaria in most cases is still done in cash. **DO NOT CHANGE OUTSIDE CHANGE BUREAUS OR BANKS !!!** You can use your Visa card at any ATM in Sofia, the charge is about \$1 per withdrawal.

How to reach the hotels

After arriving at Sofia Airport you can take:

Bus 84. This is the cheapest way. The price of the bus ticket is BGL 0,4 (USD 0,2). You must get off at the Pliska Hotel bus stop. The walking distance from that bus stop and both hotels is 5 minutes. You should buy 2 tickets (one for you and one for your baggage) and perforate them in the small perforate machines immediately after getting on the bus.

Minibus 30. The price of the ticket is BGL 1 to 2 (USD 0,5 to 1). If you take a minibus **DO NOT FORGET TO TELL THE DRIVER** to stop at the Pliska Hotel bus stop. (Minibuses stop only on passengers' wish).

Taxi. The price is up to BGL 20 (USD 10). This is without a doubt the most comfortable way. **DO NOT ACCEPT** any offers by taxi drivers who may meet you in the airport hall. **TAKE A TAXI FROM THE TAXI STATION** located in front of the Sofia Airport building. "OK Taxi" is a good company (their phone 973 21 21 is written on their cars).

Annex 6

DELIVERABLE N° 21

RESTRICTED

Contract nr: HPSE-CT-2001-50011

Title: Higher Education Reform Network (HERN)

Project coordinator: University of Surrey Roehampton

Reference period (see technical annex): from 1 Nov 02 to 30 Apr 03

Date of issue of this report: 30 April 2003

Workpackage 7

“Governance challenges for different nation institutions in managing change”

eForum Report

Seminar 4 was run successfully in late January 2003 and the eForum, delayed by small technical hitches, was run in March and early April 2003. The partner is presently (end of April) drawing together the materials from the seminar and discussions and analysing the outcomes.

Consequently the report from the eForum was not available for inclusion at the end of this reporting period and will be submitted in the next period.

Annex 7

DELIVERABLE N° 22

RESTRICTED

Contract nr: HPSE-CT-2001-50011

Title: Higher Education Reform Network (HERN)

Project coordinator: University of Surrey Roehampton

Reference period (see technical annex): from 1 Nov 02 to 30 Apr 03

Date of issue of this report: 30 April 2003

HERN Seminar 5
Domain 2 – GOVERNANCE

“Addressing inequalities of gender participation in institutional decision-making”

Learning Laboratory, Royal Institute of Technology, Stockholm, Sweden

March 13-15, 2003

Seminar Aim

The seminar aims to enhance policy formulations in relation to gender participation in institutional decision making systems through seminar and website discussions that will:

Explore some of the tensions between institutional change, the position of women in HE and impact of this on the development of women's roles in the wider society

Exchange and integrate different theoretical frameworks in relation to gender and institutional change in different national contexts

Explore the implications of different institutional behaviours on staff development for women in HE

Produce a conference paper on "The position of women in HE and implications for wider society".

Contribute to a briefing paper for the influence of future policies for HE governance and internal management

Participants

Katerina Argyropoulou (University of Athens, Greece)

Eva Engström (Royal Institute of Technology, Sweden)

Marek Frankowicz (Jagiellonian University, Poland)

Myszka Guzkowska (University of Surrey Roehampton, UK)

Mats Hanson (Royal Institute of Technology, Sweden)

Ivan Kent (University of Surrey Roehampton, UK)

Agata Kozielska (Jagiellonian University, Poland)

Louise Morley (Institute of Education, UK)

Libor Nováček (Centre for Higher Education Studies, Czech Republic)

Nikolay Popov (University of Sofia, Bulgaria)

Malgorzata Radkiewicz (Jagiellonian University, Poland)

Despina Sidiropoulou-Dimakakou (University of Athens, Greece)

Maria Slowey (University of Glasgow, Scotland)

Helge Stromdahl (Royal Institute of Technology, Sweden)

Hanna Westberg (Institute of Working Life, University of Stockholm, Sweden)

IBetty Woessner (SRHE, UK)

Programme

Thursday 13 March

13.00 Onwards: arrival at reception Hotel ARCADIA, Körsbärsvägen 1, Stockholm

16.00 Business meeting of Hern-project partners

Chair Ivan Kent, Hern-Project co-ordinator

Location: KTH Learning Lab at KTH

18.00 Welcome reception

Friday 14 March

08.30 Welcome

08.30 ***Objectives of obstacles for the practical efforts towards gender***

10.00 Coffe break

12.00 Lunch

13.00 ***Should gender sensitivity be an integral part of Leadership in HE***

14.30 Coffe break

16.00 Closure

Saturday 15 March

09.00 ***The impact of the fundamental goals for HE on the roles of women in wider society***

11.30 Closure

Annex 8

DELIVERABLE N° 23

RESTRICTED

Contract nr: HPSE-CT-2001-50011

Title: Higher Education Reform Network (HERN)

Project coordinator: University of Surrey Roehampton

Reference period (see technical annex): from 1 Nov 02 to 30 Apr 03

Date of issue of this report: 30 April 2003

HERN

Disability Research Group

Brief guide to policy on strategies for supporting print disabled students in HE

Note: this is the proposed structure for the disability policy guide. Since the research is in progress it is too early to provide any substantive content that is likely to be meaningful in respect of the overall workpackage objectives. This will only be available towards the end of the workpackage.

Introduction

Background

What is the scope of the subject matter?

Why are we concerned?

How does it effect HE now and in the future?

Demographic Data

Basic demographic data (e.g. EUSTAT) and general information on the demographic structure of the target group.

Legal definitions of Disability

Higher Education

Overview

HE - System in general (Steps, Systems...)

Numbers of blind and visually handicapped people in these different steps of HE –

Regulations for blind and visually handicapped people in HE

HE for blind and visually handicapped people in Austria

Models

Models of preparation for HE

model description: Method, financing, specialties, ...

Addresses & experts – Database

Evaluation

Models for access to study and teaching materials and taking part in lectures for blind and visually handicapped people

model description: Method, financing, specialties, ...

Addresses & experts – Database

Evaluation

Models for social integration for blind and visually handicapped people in HE

Model description: Method, financing, specialties, ...

Addresses & experts – Database

Evaluation

Models or the vocational integration or blind and visually handicapped people in HE

model description: Method, financing, specialties, ...

Addresses & experts – Database

Evaluation

Analysis and Discussion

External environment

Analysis of the external environment in which HE operates at national/regional level considering especially:

Political factors

Economic factors

Social factors

Technological factors

Local HE system

An analysis at institutional/system level of:

Strength

Weaknesses

Opportunities

Threats

Possible futures

Recommendations