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University Development Co-operation Models of Good Practice

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University Development Co-operation

Models of Good Practice

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Some ideas about University Development Co-operation

Pablo Beneitone

> Nature hath made men so equal in the faculties of the body and mind, as that, though there be found one man sometimes manifestly stronger in body or of quicker mind than another, yet when all is reckoned together the difference between man and man is not so considerable as that one man can thereupon claim to himself any benefit to which another may not pretend as well as he.
>
> Thomas Hobbes: Leviathan. Chapter XIII: Of the Natural Condition of Mankind as Concerning Their Felicity and Misery.

What is understood by International Co-operation and Development Co-operation?

It is difficult to find a definition of international co-operation. The extent and ambiguity of the term means that it can be everything and nothing at the same time. It is a concept that is used for many, very diverse relations. We thus find definitions that link international co-operation with mutual interest, and others that relate it with relations based on force and the geostrategic hegemonies practiced by some countries in certain regions.

The Development Aid Committee of the Organisation for Economic Co-operation and Development (OECD) defines international co-operation as a broad concept that encompasses all kinds of activities carried out jointly and in coordination by two or more sovereign States and/or by these and international organisations, whatever their area or aim.

According to this definition, and within it, we should then consider development co-operation as the type of co-operation that is carried out in the international area to accelerate the development of poor countries. Development co-operation can then be defined as a form of international co-operation which, seeking mutual benefit, makes contact between countries with different levels of development.

In general, we are accustomed to speaking indiscriminately about development co-operation or aid. I believe it is appropriate to make a

distinction here, and that in the present context it is more pertinent and exact to speak about development co-operation rather than aid.

> To co-operate implies sharing work or a task, doing something with others in a coordinated way, in conformity with a plan, and to a certain degree, voluntarily, encouraged by some type of mutual interest or benefit, which may be established as well between unequal partners, as between equals.
>
> Aid is something different from co-operation. It still has a social content, since it presupposes a relation between partners, but it does not imply sharing. It presupposes inequality and it is sufficient that the part that aids takes the initiative in favour of the other, with a certain degree of liberality, of disinterestedness, of concession. In principle, one can help someone who is passive or even someone who refuses to be helped.[1]

In this respect, we should reflect that we have as much to receive from the less developed countries as to offer. We need their resources, their markets and also their people and cultural values as much as they do us and of ours.

It is more precise to speak about co-operation than about aid, since the problem of underdevelopment demands a coordinated international effort, via common policies tending to stimulate the economic and social progress of the less developed countries.

In order to clarify the terminology to be used, we can speak about four modes that international co-operation can assume: financial co-operation[2], food aid[3], humanitarian aid[4] and technical co-operation[5].

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[1] MARTÍNEZ GONZALEZ-TABLAS, A. (1995)*: Visión Global de la Cooperación para el Desarrollo*. Icaria Editorial. Barcelona.

[2] Financial co-operation fits within the mode of refundable co-operation and is linked to aid in kind, of basic non-food products, and subsidies and financial loans to pay for imports of basic products. Its also includes the resources assigned to the cancellation of national debt.

[3] The FAO defines food aid as food provision for human consumption with the aim of development, including subsidies and loans to buy food. Related costs, such as transport, storage, distribution, etc., are also included in this category, as well as supplies related to food and provided by the donors, such as animal feed and agricultural inputs related to cultivation, which form part of a programme of food aid.

[4] Humanitarian aid constitutes a response by the international community to emergencies, which stem from natural disasters (earthquakes, droughts, floods, hurricanes, volcanic eruptions ...), epidemics, or armed conflicts.

[5] The OECD defines technical co-operation as the activities whose primary aim is to increase the level of knowledge, technologies, practical know-how or productive attitudes of the population of developing countries, that is to say, to increase their

A context in transformation

The struggle against poverty by co-operative means is an indispensable instrument to promote global peace and security, democracy and human rights, as well as development that is sustainable from economic, social and environmental points of view. In the long term, the mission of development co-operation is that of abolishing the root causes of conflicts in the international system.

Development co-operation arose in the context of the Cold War and the process of decolonisation, and its current characteristics are the result of the history of the last fifty years. Throughout this period, the countries of the North have committed themselves to the cause of development and through co-operation they have shown themselves to be the defenders of the peoples of the South. This is exemplified by the goal of 0.7 %[6], which implies rich countries undertaking to allocate that percentage of their GDP to development co-operation actions. Lamentably, to date only 5 countries[7] have been able to keep this promise made more than 30 years ago.

At present, development co-operation is in a period of great transformation in which an important review of its foundations, aims

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reserve of human intellectual capital or their ability to use their current resources with greater efficiency. Technical co-operation has as its basic aim that countries or institutions with a more advanced level of development in certain areas, contribute to the solution of specific problems of less developed countries or institutions, through the transference and interchange of scientific and technological capacity, human and material resources. This mode of co-operation considers education as the engine of transformation of expanding economies.

Technical co-operation between developed and less-developed countries has an essentially educational character in the form of expert services, scholarships, transference of equipment and supplies, sending of bibliographical material and interchange of information and experience

[6] The first time it was recommended that rich countries should dedicate 0.7% of their GNP to development was at the United Nations Conference on Trade and Development in New Delhi (II UNCTAD, 1968). A commonly accepted reference is Resolution 2626 of the General Assembly (XXV) of October 24, 1970 which adopts an "International Strategy of Development for the Second Decade of the United Nations for Development" in which it is stated that "… every economically advanced country will progressively increase its official development aid to developing countries and will make the greatest efforts to reach by the middle of the decade a clear minimum amount equivalent to 0.7% of its gross national product (GNP) at market prices…"

[7] According to the information from the DAC on Official Development Aid (ODA) in 2001, Denmark (1.03%), Norway (0.83%), the Netherlands (0.82%), Luxembourg (0.82%) and Sweden (0.81%) have exceeded the barrier of 0.7% of GDP for development co-operation. The average for all 22 member countries of the DAC has been 0.22%.

and tools is taking place. This process of reform is the result of the information produced by different international organisations on the efficiency of co-operation in recent years.

At the International Conference on Finance for Development, which took place in Monterrey (Mexico) (18-22 March, 2002), recent statistics on underdevelopment were presented. 75 % of the world population is in a situation of underdevelopment, while extreme poverty affects 1,200 million people. The difference in income between the richest and poorest countries was 37 times in 1960; today it is 74 times. The three richest individuals in the world possess assets equivalent to the combined GDP of the poorest 48 countries. In 2001 there were 826 million people suffering from physical hunger; 854 million illiterate adults; 325 million children who did not go to school. Two billion people lack access to essential low-cost medicines; two thousand four hundred million lack basic sanitation. No less than eleven million children under 5 die annually from preventable causes, and 500 thousand remain definitively blind for lack of vitamin A. The inhabitants of the developed world live 30 years longer than those of Sub-Saharan Africa[8]...

With the situation of the world as it is, the system of development co-operation implemented in recent years is now being exposed to great criticism. At the centre of this system are the policies of donor countries and international organisations that carry out co-operation actions. Criticism has been aimed at both co-operation actors per se, and the policies and instruments used by them in recent years. In this respect, it is interesting to analyse the role of the university as an agent of development co-operation.

Co-operation and University: a recent relationship

In the current international context of increasing globalisation, the conditions of knowledge production, scientific and technological capacity, and the volume of information flows, are factors that can determine the economic and social development of countries. For this reason, universities cannot be absent from discussion of development issues; in fact, they have become fundamental actors in development co-operation.

In recent years, universities have incorporated international relations and international co-operation as integral parts of their

[8] *El País,* March 18, 2002.

missions and functions. In this way, the university has assumed the responsibility of "co-operating" with other institutions, of working together with others for the same ends.

Although the topic of international co-operation has long been on the agendas of governmental and institutional bodies, it was not until a few years ago that it began to be considered an important aspect of the processes of education and research. Therefore, the "co-operation-university" combination has been prominent in institutional discourse for some time, although only recently has it become a significant part of the real activities of universities.

The evolution of international co-operation in university life has often been a slow process. A co-operation policy is developed into a set of organisational strategies; a central administrative entity is established to coordinate, plan, manage, evaluate and follow up co-operation efforts; and finally, international programmes and activities are generated within an international framework of education, co-operation and interchange.

The most concrete actions derived from the incorporation of international co-operation in the university arena have consisted of incorporating material for language learning and international elements in curricula; offering broad opportunities for student, administrative and academic mobility; having a percentage of foreign students at each university; carrying out joint research activities, and creating areas of specialisation in international matters and education. Mobility is the area par excellence in which universities have incorporated international co-operation into their activities.

Initially, the management of international affairs was of variable quality. Management structures were improvised and there was little interest on the part of institutional authorities. All these weaknesses in the management of a new university dimension were progressively overcome.

Maybe one of the tasks remaining for international co-operation in universities is the transverse articulation of the activities of the whole institution. "International" is not often perceived as an axis that joins together all the institution's activities. More often it is considered as one more area of action of the university, which does not link directly and visibly the processes of improvement of quality.

Neither, in the end, does there seem to be a clear definition of what are the desirable levels of investment based on the characteristics of institution-building projects, nor of the benefits expected from international co-operation. In this respect, international co-operation policy, perceived either as the object of unnecessary expense, as an obligation or as a prestige activity, is also considered as one of the most unnecessary in times of budget cut-backs.

The experiences previously mentioned indicate that international co-operation has been successfully incorporated into the institutional structure of universities. Most European universities now have an office in charge of international co-operation, with a definite plan of action, and carry out a series of international activities. But is it possible to say that they carry out development co-operation?

Actions of development co-operation or Development of co-operation actions?

In recent years, rising expectations have been generated with regard to the need to face new perspectives in actions of international university co-operation directed towards less developed countries. Provided that universities have managed to incorporate international co-operation as an integral part of their missions and functions, they now face the same challenge with respect to the development co-operation.

On this point, it is again important not to confuse the fact of carrying out international activities with having a real policy of development co-operation. It must be stressed that having a significant number of foreign students or some courses on international topics does not necessarily mean being an institution that "does" development co-operation.

Development co-operation, for the majority of institutions, is still incipient, narrow in scope and fragmented in form. Perhaps development co-operation is arising in universities in the same way as international co-operation did, by means of isolated and spontaneous actions which generate the institutional need to follow them up and frame them.

The importance of international co-operation undoubtedly led the university authorities to promote the incorporation of an area of international co-operation in their institutions. Maybe it is now becoming necessary to incorporate development co-operation in the same way. Perhaps the mission of the university in this new century should be commit itself to the joint task of co-operation with less developed countries.

But at this point it would be appropriate to stop and think about the reasons why universities have on the whole been absent from the system of development co-operation. What has happened? Did universities did not have anything to say on the subject? Was their role occupied by some other actor? Universities are well-placed to be orientated to co-operation and technical assistance, with everything

that this implies (research, education for development, formation of human capital, etc.) But they need to win a more important space in the arena of international co-operation, albeit with a more altruistic spirit than that which many NGOs have apparently shown in the last twenty years. Perhaps the universities should leave aside their budgetary ambitions and assume the role with which they were entrusted: nourishing universal thought and cultivating human beings with conscience and moral and scientific prowess.

In this new century, the universities are called to generate a different space and new alternatives of development for the most underdeveloped peoples. To date, however, the actions of universities have not, apparently, had an important impact in this respect.

The university need to analyse their relative lack of contribution to the task of development co-operation. A "mea culpa" is not sufficient: an integrated plan is necessary to promote successful actions of development co-operation, and who better than the university to move forward the process? There should be a multiplicity of opinions, an integral vision of reality and highly qualified human resources in a great diversity of disciplines to move forward an effort of such magnitude. It seems that we are entering the decade of the university as the agent par excellence of development co-operation.

Development is not an Olympic sport. We are trying to achieve a sustained improvement in the quality of life of human beings. It is most important to take advantage in the best possible way of the resources available for actions of co-operation, not to squander them on bureaucracy, expert fees, kick-backs or favours. We need to refloat one of the missions of the university: to favour the development of the whole human being and put knowledge at the disposal of all. The university must assume this responsibility: it must not be a stranger to the problems of development, nor steal the crusts of this discipline. It must grow and put its wisdom and tools to work.

The ideas expressed so far represent the context of development co-operation, the starting point for this book and for the work of universities in this field. The book's aim is to gather different ideas from the North on university development cooperation with the South in order to think about what we can consider examples of good practice.

Firstly we have analysed where each country's development co-operation has been directed, in terms of both recipient countries and sectors. Secondly, each author has described the general framework of university development co-operation, identifying the role played by universities in this aspect within the different European countries.

In this way, we try to offer a comprehensive view of university development co-operation practices in each of the ten countries analysed. We have tried to identify the most important aspects of these practices and to evaluate the extent to which they have met with the objectives established prior to their implementation. Likewise, we have tried to measure to what extent the tools and instruments used were appropriate to the aims.

Other questions that have been addressed include the importance and degree of presence of university development co-operation in each of the countries analysed, what universities have done in this area, and to what extent they have followed official or governmental policy in their choice of target countries for development co-operation.

We have also considered important the need to identify the most important activities that are carried out in the name of development co-operation by European universities. All these questions are synthesized in an analysis of the most satisfactory forms of university development co-operation, in other words, what are the examples of good practice and why.

Each author, within their context and from their experience, has tried to answer these questions, and to provide clarity on the existing models, their advantages and disadvantages, as well as specific examples that can clarify the successful presence of activities of development co-operation in European universities.

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Models of Good Practice of International Co-operation - Austria

Margit Franz

Introduction

Europe has always been at the center of Austrian foreign policy. The Austro-Hungarian Empire concentrated on the expansion of European territories and never ruled an overseas colony with the lone exception of the Nicobar Islands in the Gulf of Bengal, and only from 1778 to 1783. The streets of Austrian towns are not as colorful and multi-cultural as those of London or Amsterdam, which attracted many immigrants from former colonies after their independence. This may be one of the reasons why, in comparison with former colonial powers like Great Britain or the Netherlands, Austria lacks a broad public awareness of international development issues on a global scale. On the other hand, Austria can approach developing countries openly without a colonial syndrome.

During the Cold War Austria bordered the Iron Curtain. Since 1989 it has been supporting the democratic, economical and social development of the Central and Eastern European Countries (CEECs) as well as their integration into global political and economic structures. Austria became a mediating country bridging Eastern and Western Europe by "rediscovering" its common historical roots with some of these countries within the former Austro-Hungarian Empire. Emotional affinity is leading the co-operation process and efforts of support for the CEECs, which is summarized at the university level in the last section of this chapter.

Austrian Official Development Assistance (ODA)

Even though Bruno Kreisky was one of the promoters of the Cancun process, Austria's ODA budget has never been particularly

large by European standards. In the 1970s Austria, as well as the other industrial countries, committed itself within the context of the United Nations to dedicating 0.7 % of its gross national product (GNP) to ODA. Until now only a few countries have achieved this goal. With 0.26 % of GNP in 1999 dedicated to ODA (: 0.22 % in 1998, 0.26 % in 1997, 0.24 % in 1996, and 0.33 % in 1995), Austria's ODA corresponds to the OECD average, but is below the EU average of 0.31 %.

The main objective of Austrian development co-operation is to promote sustainable economic development. The principles of respect for human rights, promotion of democratic structures and good governance, gender equality and environmental protection are taken into account in all programs and projects. In addition special emphasis is placed on the fields of education and training.

The aim of Austrian development policy is to increase production in agriculture, trade and industry by means of economic diversification. This is done by strengthening the informal sector, small industry, and new export-oriented activities, and supporting the private sector with a special emphasis on the role of women in the development process. Maintaining and supporting natural environments as well as securing and supporting democracy and peace are taken into account. The goal of educational co-operation is to support the efforts of the partner countries to train local experts and technical personnel and to further develop the educational system as well as knowledge and expertise. All these measures and projects should have an immediate repercussion on the fight against poverty.

In combating poverty the main focus has been placed on the least developed countries of Africa, Asia and Latin America as well as on the poorest populations in other countries. Geographically the focus is on Ethiopia, Burkina Faso, Cape Verde, Mozambique, Uganda, Nicaragua, Rwanda and Bhutan as the selected priority countries and on 12 co-operation countries: Burundi, Costa Rica, El Salvador, Guatemala, Kenya, Namibia, Nepal, Pakistan, Senegal, Zimbabwe, Republic of South Africa and Tanzania. This practice has been in place for a few years; in 1999 almost 70 percent of bilateral programme and project aid were used in these key countries.

The Development Co-operation Act of 1974 established the basis for all initiatives of international development assistance in Austria until this year. The federal government adopted a new Development Co-operation Act in February 2002, which replaced its predecessor. There has never been a ministry for international development assistance; at present the Federal Ministry for Foreign Affairs is in charge of international development co-operation.

Since 1995 Austria has shared a common development assistance policy with other Member States of the EU, and its aid is divided into bi- and multilateral assistance, within the UN system. Bilateral development co-operation consists of grants, co-financing projects of Non-Governmental Organizations (NGOs) and companies within the goals of the development policy, and sending development aid volunteers to several countries (Kenya, Uganda, Mozambique, Zimbabwe, Brazil, Ecuador, El Salvador, Guatemala, Nicaragua and Papua New Guinea) within specific projects via the development aid organization "Horizont 3000". Regional offices of the Austrian Development Co-operation have been established in the seven priority countries - in Addis Ababa (Ethiopia), Kampala (Uganda), Managua (Nicaragua), Ouagadougou (Burkina Faso), Praia (Cape Verde), Thimpu (Bhutan) and Beira (Mozambique).

Private Development Assistance in Austria is very strong in both size and breath of initiatives. It is dominated by ecclesiastical organizations as well as NGOs with humanitarian, social and environmental goals. Some emphasis is also placed on raising public awareness of international development problems and understanding of global interdependence in an increasingly interconnecting world.

International Development Co-operation and Universities

Systematic development co-operation at the university level was hardly noticeable until the 1980s, although some educational and training projects for students from developing countries were carried out. However, these were dependent on individual applications, and contacts with universities in developing countries were rather sparse. When they did occur, this was due to individual initiatives without any formal framework. The costs were mainly covered by the regular budgets of the individual universities, as the authorities in charge of development co-operation essentially covered only the cost of subsistence and travel, and only for students holding a government grant, who comprise the minority of students from Third World countries.

In the 1980s an intensification of development co-operation on university level became noticeable. The Austrian Rectors' Conference reacted to this trend by setting up a committee for development issues, which worked out guidelines for the university development co-operation. The Austrian Academy of Sciences also set up a committee for development issues which has already evaluated and

sponsored some projects. Both authorities are linked with universities on a consulting level but there is no central coordination either for co-operation with developing countries nor for agreements with those countries on a university level.

One major problem in Austria is the division of competence for international development co-operation at university level between two different ministries. The Ministry of Science holds the brief for universities, including their research and co-operation activities; the Ministry of Foreign Affairs is in charge of development co-operation initiatives. Therefore all partnership activities are exclusively financed from the budget of the Ministry of Science, with the exception of the scholarship programs offered by the development co-operation department of the Ministry of Foreign Affairs, which can be utilized for some co-operation activities. On the other hand scholarships for outgoing researchers or students are paid by the Ministry of Science. Therefore several kinds of financial instruments are required for UDC in Austria. The lack of one organization that is in charge of UDC and its promotion may also be responsible for the low number of researchers on development assistance or international development studies. There is just one university institute that focuses mainly on these areas, the IEZ ("Interdisziplinäres Forschungsinstitut für Entwicklungszusammenarbeit"; Interdisciplinary Research Institute for Development Co-operation; University of Linz), but it does not share the university budget, infra-structure and the framework of approval of the grading system. There are academic institutes like ethnology or African Studies whose tasks are primarily education and research. Other institutions such as the European Peace University (EPU) are linked with a university, but do not have university status (no credits, no finances, no infrastructure, no networks for scholarship applications or guest researchers).

By mid-2002, "Horizont 3000" will put into place a programme to close the gap between development assistance and the university by offering practical training from one to six months to students for fieldwork overseas. This will be the first organizational attempt on a broader scale to allow students to gain experience in development aid projects supported with grants and time from their universities. Until now this opportunity was given only to a very few students who had built personal contacts with project coordinators or consultants, who are sometimes university teachers as well.

This reveals the existence of one more problem, namely that there is neither an agency nor a consultancy to build formal contacts between universities and development co-operation initiatives on a formal level, in order to promote research at the university, to open a

field for experience of conducted research, and to integrate approaches from the South and NGOs into the research of academic institutions. This kind of intermediary structure in which government and universities can meet does not exist on a national level, as there is no structure that intermediates between universities in the north and universities in the south. Existing contacts arose out of individual contacts. It depends on the willingness of staff members who are already consultants (mostly in the natural and technical sciences) to open up their networks to younger students and/or researchers. As money is limited and competition high due to the small budget of Austrian ODA, these circles are kept small and often "hidden". Nevertheless some staff members do share their experiences in developing countries with their students.

The former university structure and the recent deregulation process combined with financial shortages do not leave a lot of hope for an enlargement of contacts with developing countries. Every university manages its contacts by itself within its Office of International Relations. Annual meetings of these offices are held to exchange information and experience, but there is no executive board or committee for all Austria which would decide on strategies and regional policies. Partnership agreements are signed by the individual universities with a focus on working in co-operation to enhance international prestige and offering their students access to elitist networks. In comparison with the numbers of university partnerships from the "North", those from the "South" are small in number. Mostly they depend on an individual; without institutionalization and a widening of activities, the contacts remain on a personal level and mostly disappear when the person responsible retires or leaves the university.

Instruments for Promoting Co-operation

As there is no ODA budget dedicated to UCD, committed people have to find their own ways of financing and promoting UDC within the university instruments of promoting international relations and co-operation, which are usually the following:

—University partnerships
—Collaboration at the level of institutes, faculties, universities or working groups
—Joint Study Programmes

—Agreement on technical and scientific co-operation (China)
—Cultural Agreements (including a scholarship programme with Egypt, Tunisia and Mexico)

The first partnership agreement between an Austrian university and a university in a developing country was signed in 1984. At present there are several partnership agreements of this kind, including a partnership network of European and Asian universities called ASEAN-UNINET. There is no connection between the priority countries for development assistance and the countries with which Austrian universities have build connections.

Within these instruments co-operation activities may include:

—exchange of students
—exchange of academic personnel for teaching and research
—joint meetings and workshops
—common summer courses and seminars
—jointly conducted research or fieldwork
—exchange of literature and data
—support in building competence
—active technical support

Some extraordinary approaches include also:

—joint PhD and Masters theses around a concrete issue with problem-solving perspectives
—implementation of research activities to solve development problems (e.g. designing, constructing and building of earth-quake-resistant houses in India as a result of common classes between two schools of Architecture in India and Austria)

"Brain drain" and "one-way traffic" are dangerous traps of these models, as is the hegemonic approach of Western-conducted science as a universal tool to solve all problems.

Instruments for Promoting Co-operation on an Individual Level: Scholarships

Present measures concerning the tertiary educational sector by the Federal Department of Development Co-operation are essentially restricted to scholarships and the financial support of some institutions slightly linked to universities regarding development issues. The "Österreichischer Akademischer Austauschdienst (ÖAD)", or Austrian

Academic Exchange Service, is in charge of the scholarships and bilateral research agreements, which do not include any of the priority or co-operation countries of the ODA. In addition to China there are agreements with CEECs and Western countries.

ÖAD has also established a separate Department of Development Co-operation. The Austrian Ministry of Foreign Affairs has mandated this department with the execution of scholarship programs for applicants from developing countries, especially on the post-graduate level. Furthermore it provides advice and information concerning living and studying in Austria for incoming students and support for outgoing students.

The most important scholarship programs are:

- North-South Dialogue Scholarship Programme for post-graduate studies and special training in Austria
- Programme for students from Priority Countries of Austrian Development Co-operation and Least Developed Countries (LDC), studying for a Masters Degree (contrary to Austrian ODA, no new application has been accepted since 1991.)
- One World Scholarship Programme for nationals from developing countries, already resident in Austria, for a Masters or PhD degree.
- Special Training for students and scientists from developing countries that are project partners of the Austrian Ministry of Foreign Affairs
- Travel grants
- Accommodation for Scholars from Developing Countries
- Scholarship for Short Term Practical Training and Research Projects for Medical Doctors from Developing Countries

Examples of Good Practice

As Austria is a small country, its ODA budget less than the European average, and special instruments of financing UCD non-existent, the author will try to highlight some initiatives within the regular university system that bring the so-called "Third World" into reflection and action. According to Austrian development co-operation policy, the education sector plays a pivotal role in the development process. But as the policy emphasis is on combating poverty, Austrian development education primarily focuses on vocational, scientific and technical training, on the specialisation of technical and management personnel,

and on "science and technology in the service of development co-operation". There is just one project to build "real" (material) university infrastructure (creation of a College for the Arts in the "Casa de le los tres Mundos" in Granada, Nicaragua). On the other hand, the educational co-operation programs and projects should support the other sectors, in accordance with the overall policy of Austrian development co-operation, and should therefore complement other Austrian activities.

Therefore some approaches emphasize competence building regarding universities in some areas (e.g. South Africa, sub-Saharan Africa, and the University of Makere in Uganda) by offering personnel and institutional co-operation with the means of post-graduate studies in development-related areas such as health or water resources management.

Sandwich Programs

Studies in the late 1980s and early 1990s showed that many students from developing countries could not return to their home countries after finishing their studies in Austria, due to different reasons (political insecurities, lack of financial and professional prospects, lack of tools necessary for performing their professions at home, personal reasons such as marriage with Austrians or growing cultural gaps towards the own culture after years of living abroad, etc.). Austrian development co-operation policy took these results very much into account and changed dramatically in the 1990s. Today a big shift towards scholarships for part-time studies, so called "sandwich programs", is noticeable. They offer a short-term, concrete and practical education for promoting development in the home country of the student.

International development-orientated scholarships for post-graduate studies in Austria are found in the following fields:

Limnology:

The Institute for Limnology of the Austrian Academy of Sciences performs ecological research on inland waters. The overall research and teaching goal is to understand the structure, function and dynamics of freshwater ecosystems.

Peace Studies:

The European Peace University (EPU) in Schlaining is an international NGO with UNESCO status and collaborates with the University of

Vienna. It was founded in 1988 with the support of the European UNESCO Commission. EPU offers Master of Advanced Studies (MAS; Certificate) in the "International Advanced Study Program in Peace and Conflict Transformation".

The EPU program has been designed to provide students with the intellectual skills to analyse conflicts and their underlying causes, together with practical skills in peace building and related fields. It consists of two taught terms of three months each, a research period in between these, two terms plus a final research period for completion of the MAS thesis.

The program focuses on peace issues in Europe, ranging from questions of international relations in regional case studies, to culture and the arts.

Groundwater Tracing Techniques:

In 2-years terms the Institute of Hydrogeology and Geothermics of Joanneum Research in co-operation with the University of Technology Graz offers a 6 weeks-course on "Groundwater Tracing Techniques" for students from developing countries. The seminar program includes lectures and practical exercises, and emphasizes work under field conditions in developing countries.

International Hotel Management:

Besides shorter internships the Salzburg Tourism School of Klessheim offers three academic programs to graduate with an academic degree for management positions in tourism: Specialised School of Higher Education (FH), Bachelor of Arts in Tourism (BA Hons), Master of Business Administration (MBA)

Community Health:

The Department of Social Medicine of the University of Innsbruck offers a post-graduate education in public and community health care and a coordination pool for developing countries.

The Austrian Development Co-operation offers these training and educational programs with the intention that the support of the participation in post-graduate studies serves to build scientific capacity in developing countries and complements other programs carried out by their development policy.

The University of Agricultural Sciences (BOKU) - A university as a network:

As a small country without a multicultural society or well-known international development institutions, new alliances to strengthen awareness and widen perspectives of action regarding development co-operation at the university level have to be found. Networking —putting small amounts of resources into action if needed at the optimal time and place— is one way out of the lack of institutional framework.

The "Alma Mater Viridis", the University of Living, is an excellent example of a university structure which functions as a living network to promote interest, awareness and critical approach for co-operation with countries from non-Western cultures. Due to its history and purpose, the university tries to present education, research and co-operation "to secure the basics of life for future generations, to ensure a sustainable and environmentally compatible use of renewable natural resources through an alliance of nature and technology, and to conserve and maintain the beauty of the land." This dedicates the university perfectly to items of development co-operation.

Since the turn of the century BOKU scientists have been involved in global issues. In terms of teaching they have offered courses on agricultural and forestry topics with regard to Africa since 1963. At the same time "Bodenkulturwissenschaften in Entwicklungsländern", a lecture jointly organized and presented by two professors with different approaches, plays a pivotal role in interdisciplinary teaching for development purposes which is complemented —and sometimes contrasted— by an active student group which gathers around alternative thoughts on agricultural sciences and sustainability.

The lecture schedule shows a broad supply of international development issues concerning Life Sciences, concrete working methods in developing countries or topics concerning development co-operation. All the lecturers have long experience in development co-operation; most of them are still consultants. Therefore the list of co-operation projects with universities and individuals in developing countries is long and diverse. The projects very often offer space for research and practical training for Masters and PhD-students, whose research results are immediately put back into the field as most of the projects are orientated to problem-solving than rather just analysis. Students get the opportunity to work in the field and collect experiences in ODA projects and business projects, which especially qualifies students from developing countries to work with international NGOs and organizations right from the start of their career in responsible

positions in their home countries. The transparency of information via the web and by the Office for International Relations offers the opportunity to get in touch easily with people and projects in different countries.

There are several examples of Joint Master's theses at the university. E.g. a student from Mexico and a student from Austria do research on one topic related to a practical field in the two countries; they work in their own country and in the country of the other, they meet to exchange and do some work together; the evaluation is done by a professor from Austria and one from Mexico. Although they each have to write a thesis, this is a perfect example of intercultural learning and understanding that is the most important framework in international co-operation. The University of Agriculture is a good example for a vital composition of instruction, research, practical and field work on international development issues, applied to development co-operation initiatives - within a framework of intercultural understanding and learning supported by an international atmosphere.

ASEA-UNINET - A network linking Asia and Europe

ASEA UNINET was founded in 1994 by Austrian, Indonesian, Thai and Vietnamese universities as an association of European and South-East Asian universities with the following aims (from its mission statement):

> "— to encourage and facilitate co-operation between academic institutions in staff/student exchange, teaching and research activities,
> — to promote scientific, cultural and human relationships and personal contacts,
> — to encourage and initiate projects of mutual interest and benefit for faculties, staff and students,
> — to assist in forming coalitions of resources for academic activities between member institutions,
> — to facilitate contacts between universities, governmental and non-governmental organisations and economic operators engaged in projects related to education, science, technology and art in countries with member universities,
> — to act as a forum of continuous discussions on the progress of these projects, and serving as a network of excellence providing expertise and initiatives for entities seeking European-Southeast Asian relations in the fields mentioned above."

It began with a number of informal contacts that professor Bernd Rhode, from the Department of Inorganic and Theoretical Chemistry at the University of Innsbruck, established with some Thai universities around 1980. Still in the early eighties these contacts evolved into a partnership between the University of Innsbruck and the Bangkok-based Chulangkorn and Mahidol University. Additional Austrian-Thai partnerships followed, with the University of Vienna and the University of Agriculture in Vienna as participants on the Austrian side. In 1990, the first Indonesian partner, the Gadjah Mada University of Yogyakarta, was included. Simultaneously, an academic relationship was built with Vietnam. Thus the idea of a network between Austria and Southeast Asia was born. In 1994, Ho Chi Mingh City hosted the first meeting of the "Austrian-South East Asian University Network" (ASEA-UNINET).

In the year of its foundation the network already comprised 24 partners in four partner countries. In 1997, a decisive expansion took place: universities from seven European countries joined in (Denmark, the Czech Republic, Greece, Italy, the Netherlands, Spain and the UK) as well as the Philippines on the Asian side. Currently the network is made up of 44 universities from twelve countries, with a very balanced ratio between the continents: 22 from Asia, 22 from Europe. As more of than half of the European universities are Austrian, the country still plays a leading role on the European side. The already well-established abbreviation ASEA-UNINET was maintained, but now stands for "ASEAN-European University Network". Each Member University has an ASEA-UNINET Coordinator, each country a National Coordinator and each continent a Regional Coordinator. The Chairman is elected at the Plenary Meeting for a 1 $^{1}/_{2}$ year period.

The coordination committee formulates the policy and decides upon priorities and projects. It is made up of the coordinators from the individual universities as well as of the two Regional coordinators. Between plenary meetings (every 18 months) there are contacts between the national coordinators. A virtual notice board provides ongoing communication over time and space; information of general interest can be dispersed easily.

With the increase of memberships the areas of co-operation also expanded. While in the initial phase the emphasis was very much on science, technology, medicine, and economics, there are now co-operation projects in the Arts and Humanities (philosophy, music, performing arts, visual arts), The three Austrian universities for Music and Performing Arts in Vienna, Salzburg and Graz are part of the network as well.

General Main Objectives:

—Joint research projects in the focus areas

—Staff and student exchange (short-term)
—Graduate programs and post-graduate education (mainly Ph.D. studies)
—Specialized training courses

Focus Areas of Co-operation within ASEA-UNINET:

1. Agriculture and Biotechnology
2. Sciences and Technology
3. Economics, Business, Social Sciences and Tourism
4. Medicine & Biomedical Sciences
5. Humanities, Arts and Fine Arts
6. Asian Study Programmes

The number of Southeast Asian students who have done their PhD at an Austrian University is said to be already several hundred. At the same time a growing number of Austrian students work on their dissertations at Asian universities. Every year about 50 to 60 young physicians take the opportunity to do their clinical training in Asia, which is then recognised in Austria (!). Moreover Asian Study Programs (there are three such country programs for Thailand, Indonesia and the Philippines) provide a one-month "crash course" for students from Austria enabling them to get acquainted with the culture, economy and politics of their host countries. Funding is provided by ministries and universities, and further funding is sought within the programs of the EU. Then there are the universities' own sources of funding. Some special projects are financed from these sources, with growing participation by private companies.

ASEA-UNINET is a successful model of networking to make up for a lack of institutional structure for international co-operation in Austria, but also an international example for coordination programmes with non-Western cultures.

Programs like Socrates or Leonardo have had a big impact at the European continent, which is growing together emotionally. Co-operation in higher education has been one of the most significant and visual successes of the European Community's drive to create a "People's Europe"; networking over continents may support the building of a "People's Globe".

Austria and CEEC (Central and Eastern European Countries)

Our conclusions about the Austrian situation might be false, if we did not take a short look at initiatives supporting the Eastern European

countries, as the Department of Development Assistance in the Ministry of Foreign Affairs was also extended by a section on "CEEC Aid". Common historical roots, geographical proximity, and emotional connections on a personal scale might be the reasons for the multiple Austrian efforts at the university level to support the reorganisation of the CEECs. Strategic economic considerations are another driving force.

There are a lot of bilateral agreements between universities in Austria and in the CEECs. Every Austrian university has signed partnerships with universities in those countries. In the years after 1989 the main objective was to offer support to restructure and rebuild university infrastructure, and to (re)organise academic life materially (books, computers, construction help, tools, cables and internet connections...) and by means of competence building. The Austrian universities offered scholarships for students, internships for young researchers and sent their own professors for short periods to the partner universities.

Besides TEMPUS (Trans-European Mobility Scheme for University Students) and ERASMUS Programs for the Associated Countries within the EU framework, Austria set up some special programs to promote academic life in the CEECs.

Special Programs: CEEPUS - Central European Exchange Program for University Studies

After the first years of co-operation an exchange of students and teachers between "East" and "West" had noticeably increased, but an exchange within the CEECs was missing. Unilateral Aid for the East had to be transferred to multilateral co-operation schemes like the ERASMUS program of the European Union.

The CEEPUS program attempts to support this kind of networking within these countries by replacing financial grants with "scholarship months" to overcome obstacles of co-operation such as differences in economic development. The idea is that every participating country allocates a number of months during which it covers the total cost of living, housing and insurance of the scholars. CEEPUS works on the basis of networks, which generally spring up from the grassroots; each network consists of at least three institutions from at least two countries.

Overhead costs are kept low by lean management structure. The committee of ministers, which meets annually, decides upon the

guidelines. The Central Office in Vienna is responsible for supervision and overall co-operation. The National Offices disburse the grants, process applications and advise incoming participants.

The results show that the concept of co-operation between equal partners has indeed worked out. Austria, as the only Western country, does not hold a dominant position. Of the 418 institutes and departments involved in CEEPUS networks as either coordinators or participants in the academic year of 2000/2001, only 45 are in Austria. Hungary, with 70, was top numerically, followed by Slovakia. The relationship is thought to be equally balanced with regard to the scholarship months.

Neighbourly Actions

"Neighbourly Actions" are a model of extended bilateral co-operation. The legal format is a foundation with the Ministries of Science or Education of both countries as partners.

So far three programs exist:

—Action Austria-Hungary
—Action Austria-Chechenya
—Action Austria-Slovakia

Support is given to:

—the exchange of students and academic personnel, but also school-teachers (for language and culture instruction in the other country),
—other forms of mobility, such as mutual preparatory visits, research scholarships and student excursions,
—joint meetings (workshops etc.),
—summer language schools and summer courses,
—preparation and publishing of teaching material,
—scientific work and publication of results.

Some other instruments for co-operation between and CEECs and Austria are:

—Lectureships in Central and Eastern Europe (university, pedagogical colleges, business and technological institutes),
—Summer schools,
—"Summerkollegs" (summer colleges),
—special scholarships,
—JOSZEF (Young Central and Eastern European Students as Future Successful Executive Managers)

JOSZEF is a one-year study program developed by the University of Economics in Vienna in co-operation with partner universities in Prague, Budapest, Bratislava, Maribor, Krakow, Ljubljana, Kiev, Bucharest, Sofia, Moscow and Zagreb, and Austrian economic enterprises. It is a program that offers students from the "emerging market economies" of the CEECs an opportunity to complete a practice-oriented study at the Vienna University of Economics and to work in one of the partner companies. At the same time it gives Austrian students the chance to get to know the specific situation in Central and Eastern Europe by studying and working there.

Conclusions

The author has tried to highlight some outstanding initiatives within the regular university system. Behind every initiative and action there is a group of committed staff members or individuals. The hours of voluntary work are uncountable, their personal commitment unassessable. But as has been mentioned, Austrian ODA is less that the European average and is often said to be business-oriented, without any formal commitment to UDC; also, economic considerations are often guiding the little development co-operation on the university level. Due to a lack of administration and coordination of international co-operation on a national level, financial limits of the donors and the ongoing financial cuts of university budgets, little institutionalized co-operation with countries from non-Western cultures is noticeable and or even possible.

Nevertheless the most common approach to UDC at Austrian universities is to use the tool science to combat poverty mainly by competence building for people from marginalized countries and regions, by offering short-term scholarships or post-graduate education in fields related to Austrian development assistance policy (health, water management, peace). Other —more individual— approaches to co-operation show some interesting networking instruments, which are organized by regional groups and financed by diverse means and sources. Common historical roots with various countries in Central Europe supported the existence of several networks to promote and encourage knowledge transfer and co-operation activities, as a new kind of UDC after the fall of the Iron-Curtain.

The non-existence of an office to promote international development studies and co-operation does have a big impact on the low number of development co-operation projects which are involved with an Austrian

university. The lack of a university-financed research centre on international development studies leads to a very low number of academics who can consider development research and co-operation their core business; most have to do it as a "side dish" alongside their general activities. As even the responsibilities for international development research are hold by two different ministries (Science and Foreign Affairs), financing of projects gets even more difficult as there is no one fund dedicated to international development research in Austria. The lack of a mediation instrument between development co-operation and universities results in high variation in university co-operation, within the small amount overall in comparison to ODA. As a result the priority countries of Austrian ODA do not correspond with the countries with which Austrian universities have signed co-operation agreements. ODA and university do collaborate, but mostly on an individual level. On the other hand this "freedom" offers chances to start co-operation with new partners in other countries outside the core of Austrian ODA policy.

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This paper is based on a study on "International Development Education at Austrian Universities" including co-operation and international comparisons with European countries (1994-1997) by the author. Actual data collection was conducted in March 2002.

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Institutional University Co-operation in Flanders Northern principles versus Southern Realities

Nadia Molenaers and Robrecht Renard

Introduction

In the mid-1990s the Belgian federal government reorganised its funding modalities for university development co-operation. The federal aid agency stopped dealing on a case-by-case basis with the funding requests from individual Belgian university departments, and instead concluded a general convention with the two umbrella organisations of the Dutch speaking universities (VLIR) and the French speaking universities (CIUF) and granted these intermediate institutions a large measure of autonomy in setting policies, supervising implementation and monitoring results. As also convened with the federal aid agency, the CIUF and especially the VLIR started to put emphasis on institutional co-operation links with universities from the South. Initiated in 1997, the Institutional University Co-operation (IUC) responded to different principles to the more traditional project approach. First of all, IUC was supposed to be demand-driven, which implies that co-operation starts on the recipient side. Secondly, in the institutional co-operation modality, funding was granted on the basis of annual programmes, rather than ad hoc projects. Thirdly, emphasis was placed on the institutional strengthening of the partner institution.

This policy shift toward institutional co-operation was in part a sign of the times. During the nineties, the general tendency in development co-operation favoured more long-term, programmatic, demand-driven, institutional development approaches. The policy shift was, however, also provoked by internal dynamics. Critical voices were being raised in the academic community, invoking the negative experiences with the traditional project approach. The federal government also hoped that the new conventions concluded with VLIR and CIUF would lead to less dispersion and a more cohesive university co-operation policy. An over-

arching idea in the thinking of most of the actors involved was what one could call the paradigm of partnership. More and more, development co-operation is framed in terms of longstanding partnerships, in which donors and recipients join together in strengthening institutions, with the initiative firmly with the recipient partner of whom it is expected that he/she is able and willing to articulate the most pressing needs and the corresponding requests for support in a transparent, open and participatory manner. It is assumed that this way of approaching development co-operation will have a positive effect on development and even on political institutions. In the case of university co-operation, it is expected that universities from the South will be better able to play their role as centres of independent critical analysis, but also to directly support development activities.

Although from a normative perspective, one cannot but agree with the foregoing line of reasoning and the subsequent expectations, there are practical constraints to this approach. Interviews conducted by the authors with important stakeholders in Flemish universities and in partner universities in three continents in the course of the year 2000 revealed that the demand-driven, programme approach did not yield, at least in the initial years, the intended effects. It seemed that the weak points of the project approach were only partially tackled by IUC set-up. And the new IUC approach created its own set of problems. In response, the VLIR tried to by fine-tune its approach. This chapter will give an overview of how the UDC is structured in Flanders (with some side comments on the parallel but less outspoken evolution in the French speaking part of Belgium), which problems the different co-operation modalities (particularly the project and the institutional approaches) encounter, and how the VLIR tries to tackle these problems. The main point the chapter tries to make is that general principles and goals like demand-drivenness or institutional strengthening are problematic when translated into procedures, because they fail to take context specific elements into account.

Official Development Co-operation

The Law on International Development of 1999 stipulates that five sectors —public health, education and training, agriculture and food security, basic infrastructure, and conflict control and reconstruction— and three crosscutting issues —environment, gender and "social economy"— would constitute the core of official Belgian aid efforts. Geographically, twenty-five countries are eligible for a full bilateral aid

programme[1]. This is a high number, given the small size of the donor economy and its aid effort (less than one billion Euros a year), and consequently Belgium is a relatively small donor even in the so-called programme countries. Up until the end of the 1980s, Belgian aid policies had an acceptable track record on poverty orientation in part due to the emphasis on health and agricultural projects and the concentration on the former colonies in Central Africa, but in more recent years some lower middle-income countries such as Bolivia and some of the Maghreb countries rank high among the recipients.

Belgium offers the usual panoply of aid instruments, from technical assistance through project aid to debt relief. The emphasis is however on project aid, and there is some reluctance to engage in the new modalities of aid such as budget support. As far as the overall aid effort is concerned, official development assistance (ODA) has shown a declining trend as a percentage of Gross National Income (GNI) since the early 1980s, and stood at 0.37 % in 2001. The government decided in 2002 that by 2010 the 0.7 % target would be reached.

The vast majority of aid is administered by the federal government in Brussels, although the three major regions (Flanders, Wallonia, Brussels) and the Flemish and French linguistic communities have over the years been granted considerable executive autonomy, including in the realm of foreign policy. In 2000 the federal government, as part of a complex deal involving a large number of political parties, decided that eventually an unspecified but considerable part of development co-operation would become the exclusive responsibility of the regions and communities. At the end of the legislature, in the spring of 2003, no concrete plans had been agreed, due in part to considerable difference of opinion among the coalition parties and widespread criticism by NGOs and independent experts. If the plans would go ahead, the responsibility for university development co-operation would in all likelihood be handed down from the federal to a lower level of government.

University Development Co-operation (UDC): The Framework

Education and training are one of the five sectors identified in the Law of International Development. This is not surprising in a historical

[1] Algeria, Bangladesh, Benin, Bolivia, Burkina Faso, Burundi, Cambodia, Congo, Ecuador, Ethiopia, Ivory Coast, Laos, Mali, Morocco, Mozambique, Niger, Palestine, Peru, Rwanda, SADC, Senegal, Tanzania, Uganda, Vietnam, and South Africa (2002).

context. There has always been a strong emphasis on formal training in Belgian development co-operation, ranging from basic to higher education. University education was originally completely planned and implemented by the federal aid agency. Projects were negotiated during high-level meetings with recipient countries, and implemented under the responsibility of the aid agency. Belgian academic experts were hired by the aid agency without involving Belgian universities in any systematic fashion, and they often made a career as researchers and lecturers wholly outside the Belgian university system.

Over the years, the involvement of the Belgian universities gradually increased. Belgian university departments sometimes acted as subcontractors for the official university co-operation programme. More importantly a budget line was set up where academics from Belgian universities could introduce funding requests for collaboration projects with universities in developing countries. These projects (also referred to as Own Initiatives) remained the main modality until 1997. The umbrella organisations of the Belgian universities —one for the Flemish (VLIR), one for the French speaking universities (CIUF)— also became involved, initially to advise the government on the academic quality of the proposals by Belgian academics.

During the early 1990s the idea was being debated to grant the universities, through the VLIR and CIUF, programme funding. In 1997 this idea came to fruition: a Specific Agreement was signed by the Belgian State Secretary for Development Co-operation and the VLIR. At around the same time an identical agreement was signed with CIUF. The agreement foresaw that the Belgian government provides each year financing for the implementation of annual programmes —forming part of two five-year programmes (1998-2002)— submitted separately by the VLIR and CIUF. In practice this meant that the aid agency transferred most of the responsibility for planning, implementing and monitoring university co-operation —paid by the budget of development co-operation— to the umbrella organisations of the universities. Another major innovation was that this transfer of responsibility would have to be accompanied by a major effort to bring more coherence to the many dispersed projects that were being funded up to that point. The major vehicle for this new approach was Institutional University Co-operation (IUC).

Flanders has four universities (in decreasing order of importance: Leuven, Ghent, Antwerp and Brussels) and a few smaller campuses, for a population of some 5.5 million people. Compared to most other European countries (or even regions within countries) Flanders is of

course small. During the first five-year programme (1998-2002), VLIR selected eleven partner universities as IUC partners: Sokoine University of Agriculture (Tanzania), University of Dar es Salaam (Tanzania), University of Zambia (Zambia), University of Nairobi (Kenya), University of Zimbabwe (Zimbabwe), Universidad Mayor de San Simon (Bolivia), Escuela Superior Politécnica del Litoral (Ecuador), Can Tho University (Vietnam), Hanoi University of Technology (Vietnam), and the network of the Saint Louis University and Benguet State University (the Philippines). In 2002, a budget of €7.475 million was foreseen to finance the programmes with these universities. Recently, three more institutional partners were added to the list: Universidad Central Marta Abreu de Las Villas (Cuba), University of Western Cape (South Africa), and Mekelle University (Ethiopia) (VLIR 2002c:9).

Regarding the management of these IUC programmes, it is important to mention that it is the responsibility of the VLIR to implement the programme (VLIR, 2002a:7). In practice however, the implementation of the partnership programmes is delegated to a Flemish University, while the VLIR oversees the selection of the partner universities, the programming, monitoring and evaluation of the programme. The Flemish universities in charge of co-ordinating the implementation designate a professor as the overall Flemish co-ordinator of the programme. Hence, the day-to-day management is carried out by this Flemish co-ordinator. The partner university in turn also appoints a local co-ordinator who is the counterpart of the Flemish co-ordinator.

IUC modality of co-operation exists alongside other programmes that are equally financed by the federal government and co-ordinated by VLIR and CIUF. As already indicated, the Own Initiatives Programme, mainly composed of relatively small and self-contained research and teaching projects in the South, was the dominant mode of co-operation before IUC was introduced. Other instruments of university co-operation are the Scholarship Programmes for third world students, and the North Actions Programme, which involves the funding of policy research projects, international conferences, travel grants for students of Flemish or Walloon universities, international courses and training programmes (www.vlir.be).

Regarding the weight of these different programmes, the VLIR chose to invest the major part of its budget (about 60 %) in activities in the South. In 2002, about 80 % of the VLIR development spending abroad is taken up by IUC. The project approach takes up the

remaining 20 %, and thus continues, but on a substantially reduced budgetary scale[2].

The co-ordination, screening, monitoring and evaluation of University Development Co-operation is taken up by the VLIR. The VLIR is also the co-ordinating and mediating body between the universities and the government, and, between universities themselves. The VLIR has received a mandate from the government to form a coherent overall policy of university development co-operation. It is important to mention, however, that the VLIR was formed by the universities, and that its composition is thus a representation of the Flemish universities. In particular, VLIR is not an aid agency. Development considerations are being weighted against the other interests of the academic community. It would be naïve to think that no trade-offs are being made, or that development always emerges victorious.

Academics and their respective universities can get access to funding opportunities after a competitive procedure in which the administrative secretariat of the VLIR, a representation of the Flemish universities and external experts jointly discuss the academic quality, the development relevance and the sustainability of the introduced proposals[3]. The selected proposals are subsequently financed, monitored and evaluated according to a set of established administrative procedures, co-ordinated by the secretariat of the VLIR.

The different modalities regarding university development co-operation aim at contributing to development and the reduction of poverty in the South. Although research and education might not have an immediate visible effect on development, and even less on poverty reduction, it is expected that the medium- and long-term effects will be beneficial. Investing in human capital is therefore key (VLIR 2002a). Furthermore, VLIR intends to contribute more actively to general debate in society, through providing a forum for open discussion on all

[2] The total budget UDC for 2003 was €20.2 million. Added to that is the scholarship programme which for 2003 is estimated at €6.5 million. The coming years the budget for UDC will increase. Regarding the different programmes, the budget allocation for the period 2003-2007 is projected as follows: Own Initiatives: about 19%, Institutional Co-operation: 40-41%, North Actions Programme: 22-24%; Training: 15-17%. Clearly, the Institutional Co-operation modality receives most of the resources.

[3] Academics can propose for example Own Initiatives, while also competing for the funding of other kinds of projects (like policy research projects or conferences or training programmes). All modalities thus function independently from each other, while access to one or more funding opportunities is open. Academics thus can accumulate projects and other VLIR-financed programmes.

issues of relevance to society, but with special attention to topics dealing with international solidarity (VLIR 2002b:2).

The problems and pitfalls of the project approach

The project mode of academic co-operation is based on establishing a "linkage"[4] between similar university departments, research labs, or individual researchers with related interests in the North and the South. Generally the objectives and activities related to the project are limited in number and in scope. Usually academic staff takes the initiative to identify and formulate the project. The Northern academic becomes the promoter of the project and presents it to the funding or intermediary institution.

During the nineties, however, the project model of university co-operation has been increasingly criticised. A broad charge is that projects have very limited impact. They tend to be isolated from a broader dynamic, and are insufficiently embedded in a long-term development programme or strategic plan. These characteristics limit the sustainability of the project, especially when financial support ends and/or the donor withdraws. More important however is the criticism that isolated projects seldom contribute to institution building. A scattering of small projects over a considerable number of Southern countries and universities characterises much of academic development co-operation. Although this diversity corresponds well with the basic value of "academic liberty", sustainable development requires coherence and a strategic vision regarding the role and function of external interventions in development co-operation.

Secondly, the project approach to inter-university co-operation is criticised for being too supply-driven. The initiative to identify and formulate the project is mostly taken by a Northern academic, who has the advantage of privileged access to donor sources of finance. The label attached to this type of project, namely "Own Initiatives", is revealing in this regard. Sometimes a local university is involved, but in many more cases Belgian staff already working in the recipient country

[4] The term linkage is used to indicate co-operation between a Northern and a Southern institution. This linkage can consist of one or a number of projects or define the actual relation between two co-operating institutions. The content of projects or programmes varies considerably, involving the exchange of students, joint research projects or support for the administration or library, and development at the departmental, faculty and institutional level.

act as the "local" counterpart. The preferences and interests of the local university are not often taken into account. As such, the preferences and interests of the Northern academic tend to weigh heavily and constitute the determining factor in the process. This often reduces local ownership of the project, which in turn compromises the implementation and the long-term sustainability of its results.

Thirdly and closely related to the foregoing point, the inclination toward the supply side can also compromise the development relevance of the intervention. The individual projects often respond to a specific research need of an individual academic and although this need sometimes coincides with wider development goals, it does not guarantee the development relevance as such. Imagine a research project in the course of which plant genetic material is collected and sent to Europe for scientific testing, without there being a practical spin-off for developing countries. There are many such cases where the academic interests of the Northern scholar do not fit with the development priorities of the developing country. The Southern partner may go along with the project, because there are some limited and personalised advantages in terms of post-graduate training, international travel, or laboratory equipment. But overall the advantages are disproportionately for the Northern academic institution.

In short, the shortcomings identified with the project approach within Flemish University Co-operation were very closely related to the concern of sustainable development and the related features of ownership and effectiveness. The lack of participation by a local partner seemed to be one of the most disturbing elements in the project approach, fundamentally hampering a developmental impact.

Institutional University Co-operation (IUC), in which a long-term commitment (10 years in the case of VLIR) is made to a limited number of partners, was meant to provide an answer to these pitfalls.

IUC is characterised by three important features, or rather, ambitions: demand-drivenness, a programme approach, and institution-building. A fundamental principle for achieving ownership and commitment is demand-drivenness. In the case of University Development Co-operation, it means co-operation that starts on the recipient side. A set of explicit procedures ensures that the partner institution plays a crucial and formally acknowledged role in identification, formulation, implementation and evaluation of a project or programme. In the case of IUC, the demand driven procedure starts more specifically with the strategic plan of the partner institution. The strategic plan of a university spells out the mission and future role of the university in its society and presents a diagnostic of institutional and societal problems

to which it wants to respond. The quality of that plan has been one of the criteria used by the Northern donor in the selection of the Southern partner. In practice, demand-drivenness means that the university authorities (vice-chancellor, rector) in the Southern university are asked to articulate the needs and translate them into specific requests to the Northern partner. Implicit in this approach is the idea that those authorities do effectively represent the interest of the academic community they officially represent, and that they manage their universities effectively and are honest brokers of the sometimes conflicting interests of their own staff, faculties and departments.

The programme approach explicitly aims to overcome the lack of sustainable impact of scattered projects. It is more broadly structured and aims at the achievement of multiple objectives. A great variety of activities is covered and implemented at faculty or institutional level. A programme approach implies that with the same partner institution several projects (also called components) are ongoing that fit into a medium term collaboration. It is assumed that long-term partnerships promote effectiveness. In the case of the VLIR, the partnerships established between a Flemish and a Southern university stretches over a period of ten years. This, together with the size of the programmes, undoubtedly creates advantages of scale in managing university co-operation. A Flemish co-ordinator is overseeing the whole programme, and the administration is centralized in one place (a lead Flemish university), facilitating external and internal monitoring.

The programme approach is explicitly linked to the ideas of institution building. Since the early nineties, the development co-operation paradigm is swayed by the ideas of institution building, participation, Southern ownership, partnership, and consensus. This paradigm assumes that a minimal institutional framework is a pre-condition for sustainable development and for the implementation of development co-operation. Only by supporting or creating efficient institutions can communities identify their own development policies. Participation is central in this paradigm because it will increase ownership and commitment. Institution building is mostly associated with the development of human resources, the strengthening of educational institutions and the development of an efficient infrastructure to support the entire educational system (Van Audenhove 1999:97). In the case of IUC, institutional support often takes the form of strengthening libraries and computer centres, assistance to central management, upgrading of academic staff, curriculum reform, and South-South exchanges.

Persisting Practices and Unattainable Principles: the Stakeholder's Visions

In March and April 2000, as part of the critical reflection organized by the VLIR, several field trips were organized to Kenya, Tanzania, Vietnam, Ecuador and Bolivia, in which the authors of this study participated as external experts. The goal of these missions was to make an inventory of the advantages and disadvantages with regard to the practices related to IUC as experienced by the actors involved. Interviews with the local partners and stakeholders revealed several problematic features and limitations to IUC co-operation structure and principles that were then being tested. First we will illustrate the problems and shortcomings as experienced by the stakeholders. Next, we will highlight how the VLIR tries to tackle these problems.

1. *Demand-driven approach*

Regarding the demand-driven approach, the partners expressed divergent preferences. Some questioned the effectiveness of a demand-driven approach in the context of university co-operation with a relatively small region in the North, i.e. Flanders. It was apparent that the demand-driven approach often stumbled on supply-side constraints: with the emphasis being placed on the demand side, the response capacity of the supply side was being overestimated. According to a report published in 2002 (Van Haegendoren et. al 2002), there are about 2500 senior academic staff (professors) in Flanders, active in 29 disciplines. This makes the academic pool relatively small and fragmented. In order to successfully implement a demand-driven approach, the academic landscape on the supply-side must be sufficiently varied and dense so as to be able to generate enough responses to the demands formulated by the demand side. Being a small region, with a limited pool of academics, Flanders did not have the capacity to respond fully to the very varied requests emanating from the institutional partners. Added to the need for a large pool, it is important that there are sufficient incentives in the system for Northern academics to effectively respond to a given request emanating from the South. In the Flemish case, however, there are only very limited financial incentives, and often even fewer academic incentives for Flemish academics to engage in developing work. The VLIR-system of university development co-operation is based on the financial compensation of the Northern university for the extra costs, essentially those related to travel. In other words, promoters are not paid for their

work. The time devoted to the project (by the administrative and academic staff of the promoter in Belgium) was also not compensated.

Incentives are however extremely important. Time spent on university development co-operation does not lead to the same amount of academic output, or as prestigious an output, as research. Especially for the promoters who take on projects as an activity besides their regular teaching and research load, the pay-off may become particularly meagre: the workload increases substantially, without guarantees that academic output will be produced, and with the knowledge that in quite a lot of universities in the North, development related research does not receive much esteem. Somewhat different is the situation of those promoters who are active in specialised departments or institutes where development topics are considered the core-business of the research and teaching agenda (e.g. departments specialised in tropical medicine, tropical agriculture, or development economics). Development co-operation has become an important part of the job of a third group of promoters: IUC coordinators. Although the university is compensated financially for the time these academics spend in taking up the job of institutional promoter (co-ordinating the programmatic institutional linkage between their university and a university in the South), the individual financial and academic recognition for these activities remains very limited, especially when compared to the pay-off extracted from traditional academic pursuits.

In short, the combination of demand-drivenness with a limited supply side and lack of incentives is frustrating to both sides.

On the Flemish side, the VLIR may have to press-gang academics to implement research and teaching packages in the South they have had no hand in designing. Especially the latter stands in sharp contradiction with the principle of "academic freedom", still the benchmark of scientific activities and an implicit condition for achieving high standard research quality.

On the side of the Southern partners, the identification of the demand could be time-consuming or require painful internal battles. If these efforts do not result in a response from the Flemish side, this is quite frustrating. In this context, some Southern partners suggested that consultation with the supply side be started at a rather early stage so as to eliminate fields and topics that are unlikely to meet expertise and/or enthusiasm on the other side.

Some partners in the South have also noted the lukewarm "personal commitment" of some Flemish promoters who got involved in project components that were identified by the Southern partners without any active involvement on their part. Although these

promoters may well deliver a very adequate professional support, they are not committed "heart and soul" to "their project". The partners in the South however seem to expect that promoters feel for, think with and believe in the department, laboratory or faculty. Partners in the South expressed the need for inputs that go beyond the academic requirements: advice regarding the vision and mission of the department, strategic thinking, decision-making processes and institutional issues. In this sense, the general knowledge and experiences of the promoter are as highly valued as his/her academic qualities. These kind of extra inputs however suppose motivation and personal commitment, which is not easily reached if pure demand-drivenness procedures are followed.

Another delicate question related to the issue of demand-driven co-operation is who really formulates the demand. Southern universities may lack the research culture to give young dynamic staff the opportunity to manifest themselves. Other universities may be insufficiently shielded from external political interference, or they may be the scene of internal political lobbying (as is the case of state universities in Bolivia and other Latin American countries). In those circumstances, the control over projects, the control over the linkages with Northern donors, with their attached material and immaterial advantages, may become the subject of considerable infighting within academia. Interviews with researchers in the partner institutions in the South, revealed that IUC may, unintentionally, have led to the centralization of development co-operation. Mainly rectors and deans are involved in the planning, negotiations and signing of agreements, while at the level of faculties, research centres are hardly involved or consulted. Researchers therefore felt that the new co-operation modality substantially decreased their influence over the identification, formulation and implementation of projects. In this sense, demand-drivenness may simply mean hierarchy-driven, top-down, or politicised. This has of course immediate effects on ownership, effectiveness and possibly even development relevance. Although ownership might be achieved at the executive level of the university, the "implementing" echelons might not be committed to the components that were planned for them. This can in turn have a negative impact on the effectiveness of the components and maybe even the programme at large. These dynamics give raise to an important question and dilemma: at which level should co-operation and the partnership ideally take place: at the level of the research centres that ultimately will have to implement the programmes, or at the level of deans and rectors? The trade-off between large-scale programmes and small-scale

projects seems to be one of a widening scale of impact versus deep commitment.

The VLIR has introduced some changes so as to respond to at least some of the shortcomings of the system described above.

First of all, the VLIR now more openly acknowledges the importance of "mutual interest" in the institutional co-operation. It is of vital importance that both Southern and Northern academics have something to gain in the process. This is why VLIR decided to adapt the demand-driven approach and turn it into what may be described as a demand-driven but supply-sensitive procedure. Concretely, early "exploration talks" must take place between Southern and Northern partners in order to streamline demand and supply, without falling into mismatches. This will hopefully avoid frustration on both sides, and, might also elicit more commitment from the Northern promoter. More specifically: "A match is to be made between the Southern demand on the one hand and the expertise and interest of the Flemish universities on the other: a transparent negotiation process is to start in which all stakeholders involved participate and of which the outcome should be a programme of mutual interest with a strong developmental focus, based on a consensus between all parties involved. The aim is to end up with a joint programme which allows more co-operation (instead of one-way support/aid) and real partnership" (VLIR 2002b:4)

Secondly, the VLIR is aware of the fact that incentives should be put into place so as to stimulate more academics to engage in UDC. Although the VLIR has some clues on how this will be done (see later), it remains unclear how effective this new approach will be. It must be stressed that the financial incentives remain limited, and although there is now some funding for costs engaged by Flemish universities, the underlying idea remains that Flemish universities must shoulder part of the cost, and thus contribute some development aid from their own resources. Furthermore, and as explained before, most universities place high emphasis on high quality scientific research and international academic publications. Engaging in university development co-operation does not necessarily produce either. UDC is viewed in some academic circles with mistrust and even disdain. As long as the universities themselves do not fully recognize and reward (in career promotion) the involvement of their staff in development co-operation, development co-operation may be equated with a "sucker's payoff". Regarding incentive systems, other scenarios have been put into place in other European countries. In the Netherlands for instance, the Joint Financing Programme for Co-operation in Higher Education, administered by NUFFIC (Dutch universities development organisation)

(www.nuffic.nl), and in many ways similar to the institutional university co-operation by VLIR, hires or subcontracts professors (at personnel cost) from the universities for delivering academic services to Southern universities. Although the participating Dutch partner institutions do provide a financial contribution, the majority of the cost is covered by the aid budget[5].

2. *The programme approach and institution building*

Closely related to the former points, IUC does not guarantee coherent development actions. It was noticed that the strategic plans of most of the partner universities were very general, lacking coherence and strategic vision. Departments most often did not know how their activities fitted in the strategic plan of their university. Is it possible to formulate and implement coherent programmes on such a shaky foundation? Without a clear strategic vision, programmes will most probably become the sum of individual projects that do not achieve any synergy, nor work toward a common set of objectives. Interviews revealed that indeed quite a lot of the programmes are a collection of projects. The question of course is if programmes should be more than just the sum of the different projects or components? If the programme approach is expected to achieve goals that are institutional and thus go beyond the project level, this seems to indicate the need for more robust programmes. More importantly, the above draws the attention to the fact that demand-drivenness, programme orientation and the focus on institutional building do not necessarily guarantee development relevance. Certain conditions have to be fulfilled and certain criteria have to be spelled out, both on the donor and the recipient side.

To start with, when it comes to choosing the institutions with which one wants to form longstanding partnerships it seems important to spell out the criteria to which potential candidates should respond. The criteria are ideally embedded in a vision regarding development and development relevance. Within the VLIR considerable friction arose when institutional partners had to be selected for the first time (1997). Some Northern stakeholders explicitly wished to support poorer countries, with weaker universities, while others preferred strong partners, often established in the middle-income developing countries.

[5] At the level of development co-operation budget this of course implies that a large part of the co-operation budget is spent in the North, rather than in the South.

In the end, priority was given to strong partners, e.g. relatively better-off universities that already had some research capacity, where a concentration of projects may be selected with reasonable spin-offs for the Northern partner. It is interesting to note that the French-speaking Belgian universities united in CIUF, under an identical General Agreement with the Belgian Government, came up with what amounts to a different philosophy for IUC. Rather than having to choose between weaker or stronger partners, CIUF separated the institutional support component (libraries, computer networks, etc.) from the research component. Or at least, it did not everywhere link up IUC with strong project components, and thus used IUC funds to support relatively weak universities which would never be considered as possible partners by VLIR. The CIUF approach illustrates that infrastructural and logistical support can be disconnected from ambitious research and educational programmes. As such, both weaker and stronger institutions can be taken into account.

Secondly, although institutional co-operation, as mentioned above, is defined as the strengthening of logistical, administrative and technical capacities at the central level, the principle of institution building remains a difficult and delicate issue. Although there is considerable agreement regarding the goal, there seems to be less agreement on the content of the term and how it is achieved. Is it, for example, the task of university co-operation to address the flaws in university-wide human resources management, or the flaws in decision-making processes? What about corruption and clientilism instead of transparency and merit-based recruitments and promotions? All these issues can become serious bottlenecks for the successful implementation of faculty-level projects. Maybe institution-building implies tackling these issues, but this is not a simple task. Not only does identifying the most important bottlenecks require considerable familiarity with the university concerned, but more importantly, it implies the exercise of far-stretching influence in re-designing and changing procedures that have been in place for a long time. Institutional design often implies changing deeply rooted forms of social interaction, which is bound to provoke resistance. Furthermore, installing new procedures is also highly political, since it involves making normative choices regarding processes and desired outcomes. It therefore remains a highly controversial area of intervention. Added to that, intervening in procedures also implies control, audits and eventually the use of sanctions. At this point it becomes clear that the concepts of "partnership" and "equality" are flawed concepts, contradictory to the practices of control and sanction. It is therefore important that, control,

audit and sanctioning should be done by a third party and not by one of the partners involved. In the case of the VLIR however, this separation of roles is not planned.

Third, although the programme approach seems to increase the impact on the recipient institution because of the financial implications for the institution, the long term relation with a given donor, the intensified contact with a Flemish university, it is important to acknowledge the limitations of the intervention. Even with increased concentration and large programmes, Belgium remains a very small donor. In the case of university co-operation, the budget is evenly split between two actors, VLIR and CIUF, who operate independently, with only limited mutual co-operation. Compared to the US, France, the UK, and even the Netherlands or some Scandinavian countries, VLIR and CIUF are relatively "unimportant" for most of the countries in which institutional university co-operation is taking place. As such, it seems important to engage in far reaching donor-coordination, but this is not at present the case.

The VLIR, aware of most of the above problems, starting from the Joint IUC Policy Meeting in 2001, began to distinguish between academic co-operation, which is scientific and educational in nature, and institutional co-operation, which involves the strengthening of logistical, administrative and technical capacities at the central level of the recipient university. Two elements are important regarding this diversification.

First, for the latter form of co-operation, non-academic professional support can be hired, so as to ensure that academics can invest their time as much as possible in scientific and educational work in and with the Southern partner country. In other words, the intended diversification of the co-operation will allow the VLIR to broaden the co-operation to all university groups (senior and junior academic staff, research collaborators, students, technicians managers, registrars, human resource managers, librarians, etc…) (VLIR 2002b:2). Moreover, in the long run, VLIR also wants to involve the Flemish non-university institutions of higher learning, aiming at more integrated programmes (VLIR 2002b:2). As such, the pool of "experts" might slowly start to grow since more and more diverse areas of intervention ask for a more diversified pool of human resources.

Secondly, the diversification of programmes allows weaker universities to become institutional partners of the VLIR, as is already the case for CIUF. However, the documents do not take a clear stand on this. VLIR formulated the criteria as follows: "the programme is not oriented towards institutionally strong universities, but towards

universities with proven development dynamics" (2002b:3) and "the university should be characterised by a (relatively) good overall management and policy-making, sound financial management, dynamic policy-making, sufficient and adequate basic infrastructure, sufficient qualified personnel, and a minimum degree of research culture and expertise" (2002b:3). One could argue that universities that respond to the latter criteria are already quite strong.

Conclusions

The policy shift from the small-scale project approach to the larger-scale programme approach is, in theoretical and paradigmatic terms, a positive evolution. Long-term strategic thinking, institution building and development relevance became overarching goals linked to a new procedural approach that emphasizes partnership and ownership. In practical terms, however, the programme approach does not necessarily overcome the problems related to the project approach, and in addition it creates its own set of problems.

Where the project approach was criticized for its limited impact, its coherence and its development relevance, the programme approach does not necessarily solve these problems. Moving toward an institutional approach, moving from supply-driven procedures to demand-driven ones and from projects to programmes, does not automatically produce more coherence, effectiveness, ownership and increased development relevance.

First of all, it seems that demand-drivenness in and by itself is no guarantee for success. A pure demand-driven process can lead to mismatches between demand and supply. In the Flemish case, the size of the donor matters and heavily constrains the attainability of demand-driven effectiveness. Furthermore, the quality and strength of the partner in the South can vary substantially. Strong partners tend to have better strategic plans and programmes, they are better equipped and qualified to negotiate with a donor. Since contexts matter (large versus small donor, strong versus weak partners) procedures should be adapted so as to reach their goals. In the Flemish case, a demand-driven-but-supply-sensitive approach is needed, and the VLIR recently started to implement this new approach. This will hopefully avoid frustration on both sides, and, might also elicit more commitment from the Northern promoter.

Added to the mixed procedure, an incentive and compensation policy should be considered, since within the academic world,

considerable attention is given to high quality academic output (i.e. international publications). If being involved in development co-operation does not produce these academic outputs, and universities themselves are not offering alternative incentives for academics which make it worthwhile to engage in projects and programmes, then it will become very difficult to find Northern academics who are willing to offer their expertise.

At the same time, universities in the North must define more clearly their own interests and the underlying objectives of their actions. Development relevance and academic, scientific relevance do not always coincide. It seems that over time, they must make an effort to clearly separate the underlying and sometimes conflicting objectives of present programmes - on the one hand support for weaker institutions and institution building in higher education in the South, and, on the other hand support for academic research on development issues that are considered relevant in the North. Although the first steps toward this separation are being considered, it is unclear if this will have an effect on the choice of partners and their strength.

Lastly, it is unclear who formulates the demand within the Southern institutions and to what extent non-academic issues influence demand formulation. It seems plausible that institutional strengthening through university partnerships will push the demand formulation toward the central levels within the university. As such the approach can produce or strengthen centralization tendencies rather than decentralization and ownership at the level of the implementing units, departments and labs. This raises the question at which level partnerships should be situated: at the level of universities, or rather at the level of research centres. In the same vein, one might consider that institution building can be situated at different levels: is it about strengthening the existing facilities in a given university (libraries, computer facilities, curricula, etc.) or about tackling the bottlenecks that hamper the effective implementation of projects and programmes? In the case of the latter, one might argue that sometimes, in order to strengthen institutions that stimulate development and democracy, this implies breaking down of mechanisms (like clientelism and patronage) that hamper development and democracy.

By way of conclusion it seems important to stress the role of monitoring and evaluation. The recent changes and shifts in VLIR policies indicate not only a genuine interest to learn from mistakes, but also the subsequent existence of serious monitoring and evaluation mechanisms. Together these mechanisms create feedback, giving the necessary information and incentives to adapt, correct and improve existing structures, procedures and mechanisms.

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Finland

Reijo Keurulainen

Introduction

For Finland, development co-operation plays a significant role in foreign policy. The reduction of poverty, the prevention and mitigation of environmental problems, and the promotion of equality, democracy and human rights are basic development policy objectives, aimed at furthering global peace and security.

In 2000 the Ministry for Foreign Affairs conducted an assessment of Finland's policy on relations with developing countries and development organisations (Decision-in-principle: Operationalisation of Development Policy Objectives in Finland's International Development Cooperation; February 2001[1]). The purpose was to ensure that policy guidelines are translated into concrete action in Finland's bilateral and multilateral development co-operation. Several measures were identified to further enhance the practices of development co-operation, including:

—introduction of clearer criteria for selecting partner countries and instruments of co-operation,
—elaboration of Finland's objectives and strategic tools in multilateral development organisations,
—consolidation of the economic and administrative resources available for international development co-operation.

Finland's development co-operation is guided by two documents in particular: Finland's Policy on Relations with Developing Countries (1998)[2], and the Decision-in-Principle on Finland's Development Co-operation (1996)[3]. The latter identifies the following goals of Finnish development co-operation:

—alleviation of widespread poverty

—prevention of global environmental threats
—promotion of equality, democracy and human rights.

Finland's Policy on Relations with Developing Countries addresses the challenges of globalisation. It aims to reconcile the objectives of Finland's foreign and security policy, trade policy and international development co-operation. The policy paper identifies a wide range of possible tools: political and economic dialogue focusing, inter alia, on open and good governance and on economic growth grounded on the principles of market economy; development co-operation; commercial and economic tools; cultural co-operation; capacity building; and influencing public opinion. In addition to the goals laid down in the Decision-in-Principle, the 1998 policy document draws attention to the following two objectives in relations between Finland and developing countries:

—increasing global security
—increasing economic interaction.

An important aim in Finland's development co-operation policy is to strengthen preparedness in developing countries, so as to prevent conflicts and improve security and well-being. The Finnish government is committed to a comprehensive policy of reducing poverty, combating global threats to the environment and promoting equality, democracy and human rights in the developing world. The government intends to increase its appropriations for development co-operation and aims to reach the level recommended by the United Nations,0.7 % of GDP by the end of this decade from the current level of 0.34 %.

Bilateral Development Co-operation

In its bilateral development co-operation, Finland concentrates on fewer partner countries and larger country programmes. Most bilateral grant assistance is channelled to long-term partner countries. The main objective of the co-operation is to reduce poverty. It is recognised that, in order to attain this objective, the promotion of gender equality must be accorded a central role in all co-operation.

Partner countries for bilateral development co-operation fall into two categories: (i) long-term partner countries; and (ii) other partnerships. Some of the partner countries may be in the process of transition from one category to the other.

The characteristics of the two partnership categories are as follows:

(i) Long-term Partner Countries
Duration: Sustained partnership
Nature of co-operation:

—reduction of poverty
—active and continuing participation in dialogue with the partner country at various levels
—provision of resources for the implementation of government programmes

(ii) Other Partnerships
Duration: Determined on a case-by-case basis
Nature of co-operation:

—co-operation is targeted thematically, e.g. environment, good governance, equality, human rights, conflict prevention and mitigation, transition to democracy, HIV/AIDS, international trade issues
—support is channelled to the development of personnel and other resources in public administration, in private and in civil society.

Currently, Finland's long-term partner countries are Egypt, Ethiopia, Kenya, Mozambique, Namibia, Nepal, Nicaragua, Peru, Tanzania, Vietnam and Zambia. Co-operation programmes can be significantly expanded in countries like Mozambique and Vietnam, which show increasing commitment to development and where the prerequisites for effective development co-operation are improving. In the course of the next three to seven years, long-term bilateral grant assistance in the form of projects will be phased out in middle-income countries such as Egypt, Namibia and Peru, to be replaced mainly by other instruments of co-operation. In the cases of Kenya, Nicaragua and Zambia, compliance with the criteria of co-operation based on bilateral grant assistance will be actively monitored. Finland has now launched pilot projects and programmes with Burkina Faso and Honduras: if these prove to be successful, the countries may become partners of long-term co-operation.

With other partner countries, Finland will focus on thematic programmes to reinforce the capacities needed for successful national and internationally supported developmental activities. This co-operation will also be guided by the goals set for Finland's international development policy, but, as a rule, other instruments than government-to-government co-operation projects and programmes will be used.

Regional co-operation will be used to support development processes in which several partner countries participate simultaneously. This co-operation is to be carried out in collaboration with regional co-operating institutions, which are responsible for the planning and implementation of the development processes. Such regional co-operation is intended to address problems that cannot be solved by means of national development programmes alone. Special attention is given to support for regional integration and security. Finland supports regional co-operation in the South African Development Community (SADC) area, Central America, the Mekong area and Central Asia.

Finnish universities in development

Generally speaking international development co-operation has not characterised Finnish universities in any special way, with the exception of some universities during recent years. Universities in Finland have performed a development-co-operation role in organising short thematic courses in development affairs, receiving students from developing countries in small numbers and granting leave of absence to staff in cases when such persons are recruited to development projects by implementing consulting companies. It has never been question of comprehensive organisational involvement by universities, let alone a strategic approach —again, with a few exceptions.

The Institute of Development Studies (IDS) was formed in 1970, on the initiative of students and academics of the University of Helsinki who were concerned about Third World problems. Since then, the Institute has served as the main centre in Finland for social science based research and education about international development issues and problems. Alongside teaching, academic staff and researchers of the Institute engage in research and consultancy work on development.

Since its formation, IDS has undergone several institutional changes within the University of Helsinki. From 1 January 1997, IDS has become a normal academic department within the Faculty of Social Sciences. Since development studies are interdisciplinary in orientation, most social science disciplines are represented at the Institute. Among other themes, main teaching and research interests of IDS lie in development theory and history; the work of development co-operation; political organisation and institutions in Africa and the Middle East; social organisation in Latin America and South Asia; globalisation and the environment.

All students of the University of Helsinki can study Development Studies as a minor subject. Credits awarded as part of the IDS teaching

programme can be included in degree programmes of most faculties of the University. The IDS also offers a Bachelor's Degree programme in Development Studies. However, participation in the B.Soc.Sc. degree programmes is confined to students who are enrolled in Master's degree programmes of the Faculty of Social Sciences. In 1999, in collaboration with other departments and universities in Helsinki, IDS started a PhD programme in Development Studies.

Other Finnish universities with longer-term involvement in development co-operation include the University of Kuopio (ICT applications in health administration in Nigeria; support of dentists' education at Dar es Salaam University; MSc Programme in Fisheries for SADCC countries); University of Joensuu (special education in Ethiopia; historical research in Namibia; land use and forestry training and research); University of Tampere (local governance in Namibia); Tampere Technical University (education of hydro-engineers for various African countries); and University of Jyväskylä (Special Education Training Programme for teachers in SADCC countries; Education Sector Support Programmes in Mozambique and Zambia).

Strategic approach to development

The University of Jyväskylä

On the basis of experience gained in international development co-operation, and to support its visions for the future, in 1997 the University of Jyväskylä established a company, UniServices Ltd, as its instrument for international development activities. The company works in close collaboration with academic faculties and departments but is flexible in decision-making and consortium building with other institutes and consulting companies.

The next strategic step taken by the University was elaborate to a special, comprehensive strategy for its contribution to international development work. This document from 2002 covers both co-operation with developing countries and countries in transition.

The general starting point and objective for the University's strategy is to build sustainable, interactive institutional relationships through joint research, education and development activities.

In the strategy document the University of Jyväskylä

—defines its own areas of strength relevant for international co-operation based on ongoing assessment;

—determines the priority countries and cultural areas to work in and with;
—defines international organisations and agencies for long-term, programme-based co-operation;
—decides what kind of education/training will be offered to students to enable them to work in a development context;
—identifies the training needs of its own expert staff.

In defining the areas of strength it must be borne in mind that activity can be either direct or indirect in terms of its influence on development. The first category involves direct activity in development projects in fields such as education, environment, infrastructure and technology. The latter category involves the creation of preconditions for successful project and development activities (for example project administration, language and communication skills). Under this heading should be included knowledge of target areas and of countries gained through scholarly research, which is a natural strength of universities.

Areas of strength for international development work, University of Jyväskylä

	A strong international development demand for the know-how	Local / case-specific development demand for the know-how
University has strong know-how as well as significant international references/experience	A	B
University has strong know-how, but not yet significant international references/experience	C	D

The internationalisation of the operational environment of the university sets challenges to research, especially to research on developing countries, developing areas, international development work, and generally research on cultures and interaction between cultures, and to research in the areas of basic and applied research. In areas A and B in the matrix above, multidisciplinary, problem-centred research is needed, focusing for example on research questions of a

specific geographical areas. It is important to link the knowledge obtained to teaching. Equally important is increasing the amount of research related to special questions of international development work and spreading the results of this research work. To do this one should promote multicultural and multinational research groups as a central form of international university co-operation.

Training programmes for students

Since students are the main purpose for the functioning of a university it has been decided, based on implementation of the Strategy, to establish at the University of Jyväskylä a special Masters' Programme for International Development Cooperation supported by the Chair to be launched in 2004. The programme will be partly implemented in partnership with universities in developing countries and will operate in collaboration with other university programmes in the same field, e.g.

- —MA Programme in Intercultural Communication and International Relations
- —Environmental Studies
- —Intercultural Studies
- —Towards International Professionalism
- —Multicultural Education - basic studies
- —UNESCO Chair

Partnerships as a form of university co-operation

The Johannesburg Summit for Sustainable Development (WSSD) confirmed "institutional partnership" as a new concept for development co-operation. This may create a new, target-oriented working environment between South and North also for universities and other institute of higher education. This represents a new mandate for academic society.

So far business life and local governance have been most active in adopting of this collaboration concept. They were also actively present in Johannesburg. Although academia is known for its traditional reluctance to be a front-runner in social trends, this is not the case here. All actors in the new partnership concept are committed and willing to offer their own excellent know-how resource base for e.g.

the development of technological solutions and applications to serve sustainable development.

The Political Statement and the Action Plan of Johannesburg Summit gives a clear mandate for the planning and implementation of partnerships for industrialised and developing countries, including networking.

Case of CETISA

At a practical level, one of the partnership projects registered at the Johannesburg Summit was CETISA (Centres of Excellence for Technological Innovation for Sustainability in Africa). The document has been initiated and drafted by British Royal Institute of International Affairs (RIIA) very much in collaboration with Finnish universities. It offers a remarkable example of a new working method involving sharing of ownership created by true partnership, building of long-term institutional structures and technological capacity and sharing and delivering of scientific knowledge assets —all with a cross-sectoral / interdisciplinary approach. This was one of the few partnership initiatives in which the Finnish government already showed interest before the Summit, with a reservation that scientific co-operation should not be limited only to the field of technology.

The CETISA partnership initiative aims to link universities, governments, civil society, multinational consortia and the business sector in southern Africa with relevant counterparts in industrialised countries. The goal is to create, in existing African universities, technological centres of excellence that can serve sustainable development. The work will be based on national technological needs-analyses, in turn closely connected with regional and national plans and strategies for sustainable development.

Technological capacity has a crucial role to play in the enhancement of economic growth. It also contributes to the eradication of poverty, and to environmental protection. Technological capacity includes the development of technologies themselves as well as the know-how of utilisation of technologies. It is a key element in globalisation, with clear linkages between technological know-how and the education sector.

The CETISA partnership project is to concentrate on building of institutional structures and identification of human and fiscal resources. It is not planned to include basic scientific research as such. The core mission of the centres of excellence is to build strong links between

academic society, private sector, civil society and governance. Centres of excellence will concentrate their efforts in a few main core areas, probably including renewable energy sources, water and sanitation, information technology and its application (e.g. "new pedagogy") and biotechnology. Naturally enough, NEPAD (New Partnership for Africa's Development) will be a kind of umbrella for CETISA activities. In addition to governments and academic society, NEPAD has an important role in terms of regional and sectoral network building in Africa. Another most relevant "umbrella organisation" for collaboration in SADC. In the Consultative Meeting of SADC vice-chancellors in Windhoek in November 200 represented African universities expressed their full support in attempts to strengthen universities' role in national and international development, university partnership as one form of cooperation.

The primary goal for CETISA networking is to increase the regional, cross-border capacity through institutional co-operation. This will be supported by an active North–South dimension. In the long run, CETISA networking is expected to lead to the growth of scientific/technological capacity in African countries. Africa-awareness and know-how among industrialised countries are also expected to increase, and the "learning to live togethe" way of thinking will see concrete implementation.

Finnish Universities in Building of Partnership Concept

Based on implementation of CETISA initiative representatives of eleven Finnish universities met at the University of Jyväskylä in December 2002 and expressed their readiness and willingness to contribute to international development by promoting knowledge-based sustainable development. At this seminar, the universities expressed their interest in a more institutional involvement along the lines of a partnership approach. Such institutional involvement would require a strategic approach from the universities, in turn meaning that international development should become a part of the universities' international strategies. The universities also supported proposals for closer co-operation between Finnish and African academic societies and the establishment of a university partnership network for the purpose.

Dr. John Mugabe, Director of Science and Technology for NEPAD, was a keynote speaker at the seminar. He expressed NEPAD`s willingness to continue developing practical forms for long-term academic co-operation with Sub-Saharan African and the Finnish/European university

community. The co-operation will cover all scientific fields of mutual interest, and is intended to benefit NEPAD's research and scientific priorities.

Sustainability, multidisciplinary, ethical concerns, institutional approach, capacity-building and policy issues were identified as main challenges of the partnership network. The network would serve as a discussion forum and a common framework for projects.

As the next step in this process, the University of Jyväskylä, in co-operation with the University of Helsinki and Helsinki Technical University, will prepare a proposal for submission to the Finnish Ministry for Foreign Affairs for initial funding for the establishment of a University Partnership Network for International Development (UniPID). The application will cover the years 2003–05. The proposal will be based on the principle that all Finnish universities and research institutes with an interest in and commitment to partnership co-operation in international development will be invited to join the network.

Justification for the funding application to the Ministry for Foreign Affairs and the use of funds will focus on

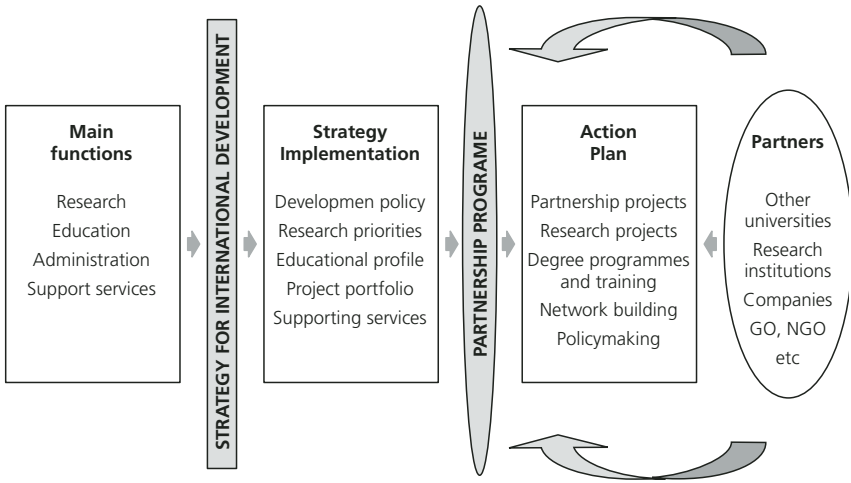
- —establishing and formulating a collaborative University forum for Finnish and NEPAD and SADC universities and other centres of excellence;
- —identification of research, education and development activities of joint interest e.g. though thematic seminars and workshops
- —identification of national and international funding possibilities for joint activities to be established;
- —co-ordinating and supporting of activities started.

At the same seminar, the University of Jyväskylä also presented its new organisational set-up for Partnership Programmes to be continuously supported by the strategy for international co-operation. The organisational diagram is given below.

Concluding words

In the world of human and social development it is essential that all parties involved in joint development processes share the same values, goals and working methods based on commitment. Also the time resource and actual approach has to support a longer lasting and more holistic way of learning to work together. These factors also form preconditions for sustainable development. They also emphasize

cooperation in policy and sector levels, instead of short-term projects only. Both Rio and Johannesburg processes have highlighted participation of "major groups" in development. Academia is one essential major group. The importance of the role of science and education in development is increasing, partly due to internationalisation and governance of globalisation. Educational institutes all over the world are expected to provide their students with awareness, knowledge and skills which enable them to work analytically in the globalising, and ever more multicultural, working environment. One academic instrument to support this is an innovative and strategic co-operation partnership between universities and centres of excellence in North and South, East and West. Also traditional development cooperation should be seen in this wider partnership context, not as a separate, more or less isolated operation in the society. The motto in common for education and development cooperation is "learning to live together".



University partnership programme

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International Co-operation in the French University System

Bernard Guesnier

Introduction

In France, since the era of decolonization in the early 60s, co-operation with developing countries has been the responsibility of the Department of Foreign Affairs and the Department of Co-operation.

This has meant that development policies were first applied in francophone sub-Saharan Africa before spreading to other countries. Economic and financial aid has been contributed in the framework of co-operation, materialized through bilateral as well as multilateral agreements. The aims pursued by this policy, apart from human solidarity, were chiefly economic and cultural development and the transmission of knowledge and know-how. From this perspective, co-operation has been particularly aimed at assistance to government organizations, and has focused on planning tools to promote economic development.

France's aid system has undergone an extensive reform in 1998. The system has been reshaped around two pillars, the Ministry of Foreign Affairs (MFA) and the Ministry of Economic Affairs, Finance and Industry (MEFI), where the design, management and supervision of French co-operation are now centred. The French Development Agency (AFD) has been designated the central operator, the Interministerial Committee for International Co-operation and Development (CICID) has been set up and the High Council for International Co-operation (HCCI) has been created. A number of other ministries also participate in France's aid effort in fields related to their specific area of expertise. These other ministries include National Education, Research, Agriculture and Public Works.

The first step in the reform was to dismantle the Ministry of Co-operation, which had been handling relations with France's former

colonies ever since their independence. The latter, along with other countries, mostly African, which had been added over the years, formed what was known as "le champ" (or "ambit"). The ministry was absorbed by the MFA and development co-operation functions were concentrated within a single unit, the Directorate-General for International Co-operation and Development (DGCID).

Bilateral French aid is now concentrated in a "priority zone of solidarity" (ZSP) consisting of African, francophone and other ACP countries. The ZSP has been created with the intention of making bilateral aid more selective and focused on the poorest, low-income countries without access to capital markets and where aid can be expected to have a significant impact. The countries initially selected at the first meeting of the CICID in 1999 were the former "ambit" countries, to which were added most of the other Sub-Saharan African countries (chiefly English-speaking countries in eastern and southern Africa) for reasons of regional coherence, the Maghreb countries, Lebanon and the Palestinian-administered territories, the Indo-Chinese Peninsula and the Caribbean. The ZSP is flexible, because the 61 countries in it are only potentially eligible for aid, and also because the list is not definitive: the CICID can alter it each year. From an operational standpoint, the ZSP is covered by the French Development Agency and the Priority Fund for Solidarity (FSP). The FSP, which is managed by the MFA, finances programmes of institutional co-operation in the "sovereign" spheres (justice, economic administration, rule of law, defence, police) and in the social development sectors. Co-operation with countries not in the ZSP (all Latin America and all Asia except the Indo-Chinese Peninsula) covers cultural, scientific and technical fields and is of a general nature.

France ranks fifth among the 22 Member countries of the Development Assistance Committee (DAC) in terms of the absolute amount of its official development assistance (ODA), which totalled US$4.198 million in 2001[1]. France's ODA comprises 0.32 % of gross national product (GNP).

Educational and cultural development

The Directorate General for International Co-operation and Development is the heart of the French government apparatus for

[1] OCDE. Les dossiers du CAD: Coopération pour le Développement - Rapport 2002 Efforts et politiques des Membres du Comité d'aide au développement. 2003

co-operation. It seeks to reinforce the coherence and efficiency of its actions in association with a vast network of experts, including the universities and their laboratories, the CNRS (Centre National de la Recherche Scientifique) and EDU France, to mention those that concern the university world.

In the DGCID actions are carried out in the following areas:

—Aid for development and technical co-operation,
—Scientific, university and research co-operation
—Exterior audio-visual and new information and communication technologies,
—Cultural co-operation and promotion of the French language,
—Promotion of non-governmental co-operation.

In particular, within the area of university co-operation, the development of new co-operation agreements and reception of foreign students were given high priority. As for the area of scientific co-operation, the focus was placed on the support given to French organizations of scientific investigation in international competition. Aid can also serve as a tool of cultural outreach policy. France carries with it a great history, which explains the world presence of French language and culture. Part of French aid is therefore related to cultural outreach. This is particularly apparent in the countries that were not in the former co-operation ministry's "ambit" but are now in the ZSP. In these countries the international co-operation activities conducted by the embassies are essentially cultural, scientific and technical. This type of assistance is not related to poverty reduction. Educational co-operation, notably through the French education system abroad, focuses primarily on the high achievers in the countries concerned. The MFA has a culture of international co-operation. Its absorption of the former co-operation ministry has given it the opportunity to acquire an aid culture also. Activities to develop local cultures in assisted countries should also be mentioned.

France has always made a singular contribution to intellectual debates, a participation that constitutes a strong element of its image abroad. For this reason the mobilization of intellectuals, researchers and scientists in the great debates of society is fundamental.

The rising trend of foreign students coming to France has had a strong boost in recent years. The new procedures to grant student visas, the harmonization of degrees, the creation of the EduFrance agency, the effort of the universities and grandes écoles, and the mobilization of French embassies throughout the whole world, have permitted more and more foreign students to be welcomed in recent years. The Department of Foreign Affairs finances scholarship programmes

and creates foundations to help the mobility of students in a joint action with the private sector. It has also funded more than 200 francophone university courses abroad in the last ten years. For example, in this framework new universities were opened in Cairo and in Singapore, agreements were signed that institute common degrees between the National University of Singapore and French grandes écoles, including the Politechnique, Mînes, Ponts el Chaussées, and Central; while in India, three Franco-Indian laboratories were established specializing in the scientific research on surface and underground waters, and modeling of companies.

Mobility represents a fundamental part of French university co-operation. In this respect, the Department of Foreign Affairs grants three categories of scholarships:

—the study scholarship, in general for longer than one year, with the aim of obtaining a degree;
—the scholarship for practice periods, of some months, to undergo complementary training, a development visit or to update knowledge;
—the "high level scientific visit" scholarship, from 1 to 3 months, for programmes of scientific research and high level cultural and scientific interchange.

The total budget of the scholarship programmes is approximately €94.2 million, and study scholarships represent 42 % of the scholarships awarded. The major scholarship programmes were designed to meet the following main aims: to take part in the education of future generations and to increase the number of foreign students in France.

Based on programmes of excellence, France has again found its place in the first rank of countries that welcome and educate foreign elites. Several specific programmes, including the Eiffel and Major programmes, support French higher education institutions in their actions of international co-operation and the training they offer to foreign students.

The scholarships, which are set within the framework of the programmes of bilateral co-operation resulting from the negotiation between French embassies and foreign governments, have made it possible to support projects of co-operation including specific priority themes that are jointly defined and, mostly, jointly financed. More than 80 % of French government scholarships were awarded within this framework.

The scholarship programmes include all the regions of the world, combining the two main principles of the French co-operation,

solidarity and influence. North Africa received the most scholarships (28 %). Central and Eastern Europe, thanks to a policy aimed at training managers, supporting the market economy and constructing the constitutional state, received 17.6 %. Sub-Saharan Africa received 18.7 % of the scholarships awarded, South and Southeast Asia 8.3 %. The Far East/Pacific continues to progress since 1998 thanks to the efforts targeted at China (5.7 % of which 3.2 % is for China exclusively). Central and South America reached 6.5 % and the Near and Middle East 9 %.

Among the major training programmes that represented in themselves a real co-operation project, together with important co-financing on the part of the associated countries, we could highlight the Franco-Algerian scholarship programme, the training programme for Syrian university students, and the training programmes for Malaysian and Brazilian engineers.

The support for the creation of scientific communities in the South was one of the priorities of co-operation in 2001. The Priority Solidarity Fund was applied preferentially here. Two principal programmes contributed to this task:

- —The programme of autonomy for teams of scientific research in the South, led by the scientific interest group (GIS) Area of Development together with eight French scientific research organizations, gave its financial support (€46,000 per project) to 18 research teams in the South selected in 2001.
- —The CORUS programme (Co-operation for University and Scientific Research), extension of the former CAMPUS programme, with an area of application that extends to the countries of the priority solidarity zone. The Priority Solidarity Fund gave 4 million Euros in the three years to September 2001. CORUS finances, in agreement with solid criteria of scientific selection, approximately fifty new projects favoring the joint collaboration of different institutions of scientific research in both France and the South.

University Co-operation - The experience of the University of Poitiers

The relations between African and French universities have begun with the flows of African students who worked on their doctoral theses in France (especially in law and economics), who returned to their countries of origin, developed into teachers and supported the

relationship with the French universities where they were trained. An example of this is the co-operation carried out by the University of Poitiers.

The University of Poitiers (Faculty of Economics) has increased since the 1970s, missions in universities of sub-Saharan Africa (Lomé, Dakar,) and since the 1980s, in universities of North Africa (interventions in the Study and Research Centre in Informatics in Alger).

Co-operation initiated in the framework of a limited period programme is often extended, if successful, as a follow-up programme or within the framework of different programmes that take over. Or, in case of a change in the general policy, co-operation can still be extended by resorting to new sources of assistance.

In any case, co-operation is consolidated through the participation in permanent groups, and through the signing of bilateral co-operation conventions, or still through agreement protocols for exchange and co-operation of which the ultimate aim and objectives increase and intensify in time perspective. For example, the creation in partnership with country parties to the agreements of new trainings (degrees), study and research laboratories, memberships of local agreements focused on expertise and consultancy in development or in management.

The development of interpersonal loyalty during the first years of co-operation helps generate a snowball effect, increasing actions that thus long last in many ways:

—Gradual extension of the network to partners belonging to other European universities;
—Extension of the partners' network to different local, regional institutions in France, as well as in countries participating in co-operation;
—Proposals by local actors for participation in responses to international invitations to tender, thereby studying their expertise capacity;
—Intervention of new financing partners who take over programmes for which funding has run out.

Consolidation through the creation in situ of autonomous, various local "units" —individuals, groups, institutions— able to use transferred knowledge for the establishment of teaching programmes (training of trainers, development of courses adapted to the dissemination of competences), or more directly in the implementation of concrete applications, for example through the training of managers in the field of administration and territory management.

These observations and statements can undoubtedly be made about different French universities. They are direct results of operations: actions of co-operation carried out for more than 10 years by the Faculty of Economics, University of Poitiers, and as such, have perhaps an exemplary character worth reporting.

The Faculty of Economics has put in place and developed co-operation relations particularly with three countries: Rumania, Slovakia, and Guatemala. Actions of co-operation realised through this framework have common elements. Yet, in order to clarify the processes followed by each country, cases are presented successively.

Co-operation with University "Al.I.Cuza" - Rumania

Co-operation developed between the University of Poitiers and the University "Al.I.Cuza" of Iasi in Rumania since 1991 in the framework of the TEMPUS programmes. A first programme has had as aim the reconversion of the University of Iasi. The main actions have been the reception, from 1991 to 1994, students, teachers, researchers and staff members.

It is important to emphasize that co-operation can and must include individuals with different levels of responsibility in the hierarchy of university institutions or territorial groups, to reinforce the effects and the impacts of the operations carried out in the framework of co-operation.

The experiences in this framework reveal the modalities that can or should serve as examples:

- —Incrementation of student exchanges
- —Incrementation of teacher exchanges
- —Expansion in the different disciplines associated with the different teaching units (law, economics, etc.)
- —Association of researchers in the exchanges
- —Signing up for doctoral studies of meritorious students who wish to pursue their research for the enrichment of human capital

At the same time, teachers and researchers of the University of Poitiers have carried out missions to the University of Iasi and run workshops for the students of this university.

Up to the end of 1998, the final result of the two programmes has been clearly positive: Poitiers has received 100 interns. Reciprocally, many missions have been carried out in Rumania by teachers and researchers of the Faculty of Economics of Poitiers.

At the end of the second TEMPUS programme, co-operation has evolved to the satisfaction of the two parties and has served as a model for other projects, due to the non-renewal of the programme. It has been extended and diversified thanks to relay financing from the World Bank (aid to Rumania), by the ERASMUS/SOCRATES programme, by the City Council of Poitiers (given that the City of Poitiers has been twinned with the City of Iasi for 30 years now), and by the Faculty of Economics of Poitiers.

Co-operation has been diversified in the sense that it has been extended to scientific fields involving for example the Higher School of Engineering of Poitiers (ESIP), and to exchanges of teachers of Iaşi who carry out mobility periods, or even to the admission of students into various units of the University of Poitiers: the UFR of Applied and Core Sciences (SFA-Chemistry), the Institute of Firm Management (IAE), the Audio-visual Office of the University of Poitiers (OAVUP) and, obviously, the Faculty of Economics.

In 2001, teachers of the Faculty of Economics of the University of Poitiers carried out two missions. The missions allowed to ensure teaching in partner universities: the Bacau university (which participates in student exchanges) and that of Iasi. Courses given to groups of 40 to 80 students have been extended to the definition of common courses in Statistics and Econometrics and to the production of booklets for students. The Faculty of "Al.I.Cuza", upon a proposal of the Faculty of Economics of Poitiers, participates in the "Erasmus intensive programme on the European integration". It is worth adding that a doctoral thesis has just been presented, that another is still under preparation and three students of Iasi are registered on the postgraduate degree DEA "Economic and Financial Integration".

Co-operation has thus been developed and diversified thanks to the Erasmus/Socrates and Leonardo programmes; but it has also been strengthened within the framework of contractual bilateral relations. The latter have materialised under the bilateral convention signed between the University of Poitiers and the University of Iasi.

This diversification is important because it shows the capacity of co-operation:

- —To extend its field of application from a multidisciplinary perspective of treatment of the problems
- —To involve teachers in some disciplines which are often ignored on the local level
- —To carry out operations of collaboration with actors who do not initially feel involved in co-operation

That convention has had many objectives: firstly, the continuation of the admission of teachers and researchers and students on training in the Faculty of Economics of Poitiers; secondly, the follow-up participation of teachers of Poitiers in the organisation and running of workshops and courses in the University of "Al.I.Cuza", and finally, mainly in the creation of the department of Statistics, Econometrics and Forecasting in Iasi (with the support of the Academy of Economics of Bucarest).

Co-operation with Slovakia

Co-operation between the University of Poitiers and Slovakia has developed with three universities: Bratislava, Zilina and Banska Bystrica.

Co-operation with Bratislava began in 1996 with the first TEMPUS programme on the theme of the "Management of quality in the services for the public". In three years, 25 interns have been received. These students have, in addition to a training in French language (specialisation in economy), elaborated or restructured courses in the field of quality of services, the creation and/or respect of norms and of the European legislation on public and private services, financial and banking services, commercial and transport services. Interveners from Poitiers have run, in Slovakia, training "workshops" on different methodological and practical aspects.

Within the extension of this programme on the "quality of services", a second TEMPUS programme, the so called Institutional Building programme, on the theme of the "quality of territories" has been organised in continuing education for local and territory administrators with a view to preparing the adhesion to the European Union. That programme has gathered many university partners (UFR Economics, Institute of Firms Administration, Institute of Preparation of General Administration, Centre of French Foreign Language, Central Services) and non-university partners (Region Poitou-Charentes). More than 500 managers and regional elected representatives from Slovakia have undertaken training sessions organised in 1999 and 2000 and two workshops have been organised in June and September 2000 in Slovakia.

In April 2001, a colloquium was organised in Zilina, with the participation of partners from the University of Dublin, University of Poitiers, Region Poitou-Charentes (administrators and managers), and Slovakian regions (public service officers and elected representatives). The symposium marked the launching of the "ExceTerr" (Territorial

Excellence) programme coordinated by the University of Zilina. The bilateral co-operation agreement was signed between the University of Poitiers and Zilina in February 2000. It has been completed by a Socrates/Erasmus agreement, which has set in motion the mobility of students of Zilina. The University "Matej Bel" of Banska-Bystricta is also party to an agreement with the University of Poitiers.

In fact, the introduction of non-university partners usefully completes what has been put in place in terms of training:

- Continuing education of regional staff, administrators, managers and elected representatives;
- Initial training and creation of degrees for young students aiming at specialising in territorial management, local development, sustainable economic development, (lasting) improvement of the tourist dimension of the patrimony (thermal stations, etc.). The creation of a third cycle degree equivalent to the DESS "Territorial Management and Local Economic Development" is envisaged, depending upon the authorisation by Slovak authorities.

The creation of this degree will allow to concretise lessons learnt by the teachers who have undertaken courses in the following fields: law of public institutions, territory management, system analysis, project methods (impact measurement), structural funds, contractual policies and partnerships, transport and telecommunication networks, quality of environment (norms ISO 14001 and EEC 1836/93), management and tourist services (improvement of the patrimony), procedure and quality assurance in public services.

This non-exhaustive listing shows that the impact of co-operation is worth disseminating in many fields. Co-operation with Slovakia is undoubtedly a good example of empowerment by national leaders.

Co-operation with University Rafael Landivar - Guatemala

Co-operation with Guatemala has consisted of creating a 3rd cycle training programme (Maestria) in the University Rafael Landivar and, in order to ensure effective running of the programme, in providing a solid pedagogical support acquired through the experience of the University of Poitiers in the area of territorial management and local economic development during 25 years of work. Co-operation with Guatemala has also materialised through the creation of a DESS and the presence of young graduates on co-operation missions for the national service.

While Guatemala was preparing for the signing of peace accords in 1996 that would put an end to many years of war, a representative of France's embassy had the idea of proposing the creation of a training programme in territorial management, local and tourist economic development with a view to soliciting and using international assistance and European aid for a sustainable development: The training of territorial managers in planning methods, management, local development became indispensable.

A first mission organised in November 1996 allowed to meet most of partners who were interested in the creation of a Maestria named "Maestria in Acondicionamiento Territorial y Turismo". The University Rafael Landivar was chosen for the creation of that Maestria and decided to centralise the training in Quetzaltenango, where it has a major campus. Quetzaltenango is one of the most important cities after the capital, Guatemala City.

A partnership protocol for assistance and exchange of experiences has been signed between the Director General of the Faculties of the University Rafael Landivar and the President of the University of Poitiers. The protocol is renewable by tacit agreement. It provides a framework for the continuation of actions of training and exchange of experiences, a framework that both the French embassy and the University Rafael Landivar can use.

Co-operation has begun with a relationship between the University of Poitiers and the University Rafael Landivar that has allowed teacher exchanges to train human resources to promote the resources of the country.

The establishment of a Master's in the University Rafael Landivar in the framework of an agreement with the University of Poitiers has reinforced the co-operation.

In this way, we believe that the development of the interchanges of experience in a multinational framework can not only reinforce the permanence of individual operations, but also work for peace by insisting that territorial governments managers meet, cooperate and share the high costs of certain measures.

It appears that Masters work realised by interns have a direct socio-economic value and, fortunately, underscore the contribution of the training delivered in the framework of the Maestria. Moreover, it is remarkable that a convention has been just signed between GESTOR and the Public Company for Community Interest (EPIC). Its objectives are the economic development of the Quetzaltenango region and the Maestria training with a view to organising and structuring interventions and contributions of interns in the field

of management and sustainable local development that the City much needs.

This convention probably constitutes the necessary if not sufficient basis for ensuring the continuity of the training programme "Maestria in Acondicionamento Territorial y Turismo". This course title could soon include local development terms, thus avoiding the too reductive aspect of the term "acondicionamiento", which means "management". A proof of continuity is the fact that a DESS intern of the Faculty of Economics of Poitiers has stayed 3 months in 2002 as provided in the partnership convention between the University Rafael Landivar, GESTOR, MUNITURQ (a sort of SIVU with a civic vocation), five municipalities neighbouring Quetzaltenango, and ASSODESPT, an association structure for the tourist development project.

It is evident that the training put in place meets the basic needs of those countries of Central America. The damage caused by Hurricane Mitch underlie the pressing necessity to deal seriously with the problems of management and local economic development, including tourism, in the framework of partnership and inter-community co-operation.

Conclusions

France has already a long history of co-operation. In recent years important modifications have taken place in the organization and policies of development co-operation in France. In parallel with national co-operation, it is decentralised co-operation that has strongly mobilised many institutions, territorial organisations and associations. The same holds for universities, which have, since 1970, used the autonomy they have been granted in this field.

In fact, the multiplication of agreements in the framework of decentralized co-operation on one hand, and the progression of inter-university interchanges on the other, combined in a position of synergy in favour of the regional contacts of university scientific and technical co-operation, presented via the embassies, have opened up an immense field of co-operation.

The development of decentralised co-operation activities is like a set of supplies of services for training and research assistance, the inventory of which remains to be made. In fact, due to the fact that we have supervised students working on the inventory of actions of decentralised co-operation in the framework of the Poitou-Charentes Region, we have found out the difficulty of making a stock list of all

actions which are indeed diverse and carried out differently by various organisations.

Actions of co-operation are obviously decided jointly by partners, although they are assessed systematically. Thus, it is difficult to discern, in the process of discussion and elaboration of actions of co-operation, which actions relate to the demand for co-operation and which to the supply. It is evident that each university tends to give priority to its own competences.

The University of Poitiers has assigned itself the objective of developing student mobility, that is, the admission of students and teaching staff from partner countries. On the other hand, it will pursue the development of its own knowledge transfer supply including technical aspects, namely in the field of environment.

In this sense, it appears that university leaders of Poitiers have borne in mind the pursuit of actions of co-operation beyond programme periods, and for this, by mobilising joint or shared financings, thus proving the will to diversify, intensify and increase actions of co-operation.

The examples given above between the University of Poitiers on one hand, and the University Rafael Landivar of Guatemala and Slovakia's universities on the other, show that the interest in multiplying the number of partners, both university and non-university (administrators, élus locaux, etc.) is what makes it possible to set to work and to make real the contributions of education and of exchanges of experience.

This clearly demonstrates that interuniversity co-operation has provoked a positive chain reaction, strongly underlining the role of the universities as the driver of the transmission of know-how and knowledge that can help actors in developing countries resolve their problems of technical or economic development.

University Development Co-operation in Germany

Wilhelm Löewenstein

1. Introduction: Germany's Official Development Co-operation

Germany's official development assistance is granted as bilateral aid (approximately 60 % of total ODA) and through multilateral organizations (including the EU, approximately 40 % of total ODA). The total amount of ODA in 2002 was €5 billion, placing Germany third on the list of donor countries. With respect to bilateral aid, Germany cooperates with a total of 140 countries.[1]

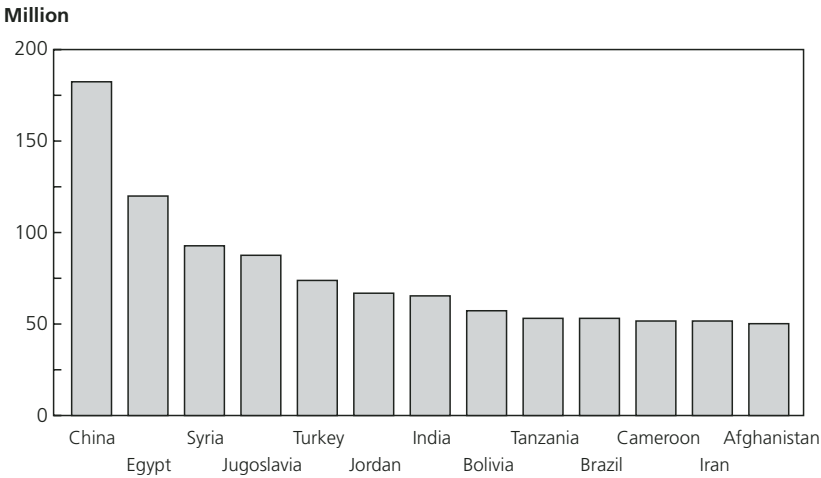

Fig. 1
Top recipient countries of German bilateral ODA

[1] Number of cooperating countries as of 2001.

However, only 13 countries (shown in Fig. 1) receive annual net German ODA of €49 million or more. Together these countries account for one third of Germany's total net bilateral ODA.[2]

In the ongoing parliamentary session Germany's development policy focuses on contributing to five development goals:[3]

1. halving the proportion of people living in extreme poverty and reducing the growing inequality;
2. creating a world economic order which is socially more just and implementing it in the partner countries to allow for a social and ecological steering of globalization;
3. strengthening political stability by improved prevention of crises and violence and by supporting democracy, the rule of law, and open societies;
4. realizing progress with respect to global environmental goals such as the reduction of CO_2 emissions or the protection of global natural wealth;
5. improving the financial base of sustainable development and of funding global public goods through a steady provision of sufficient public and private means and through appropriate debt-relief schemes.

These national priorities coincide with the Millennium Development Goals (MDG) of the United Nations where poverty reduction (MDG 1) trade and debt-relief (components of MDG 8) are concerned. The other German development goals are more political, hence, more controversial than those mentioned in the MDG list. Nevertheless, the other MDG goals can also be found in the focal area list of the German Ministry of Economic Cooperation and Development.[4]

In contrast with the postulated development goals of the German government, figure 2 indicates the importance of the role played by education in German development cooperation. Education is by far the most important sectoral activity, but the lion's share of this educational ODA is earmarked for the support of vocational training in partner countries, for training courses organised in Germany and for basic education. The cooperation between German universities and developing country partners in research and education is only to a small extent supported by ODA, but it is heavily subsidized by the

[2] See http://www.bmz.de/infothek/hintergrundmaterial/statistiken/stat-03c1.pdf

[3] See BMZ (2002): Entwicklungspolitik in der 15. Legislaturperiode. http://www.bmz.de//themen/imfokus/ausgangslage/ausgangslage4.html

[4] http://www.bmz.de/themen/imfokus/index.html

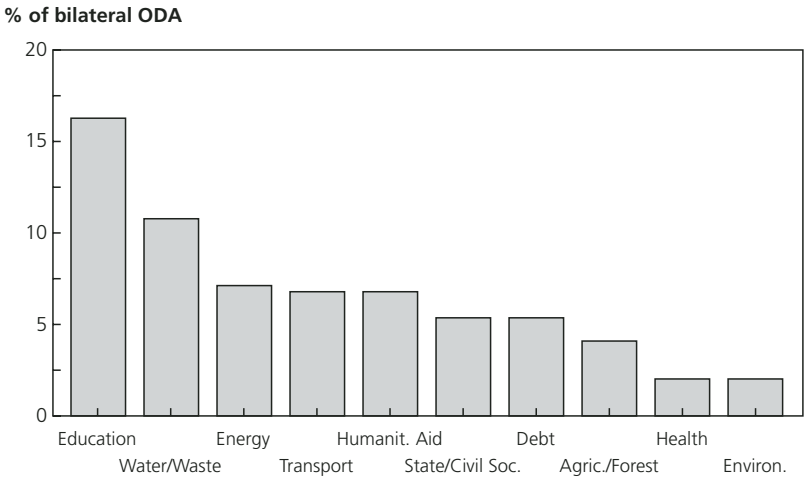

Fig. 2
Sectoral Distribution of German bilateral ODA in 2001[5]

German Foreign Office, as academic cooperation is seen as part of the government's foreign cultural policy.

2. **University Development Co-operation (UDC): the Framework**

UDC in Germany is now somewhat virtual. In the past, the German Society for Technical Cooperation (GTZ) substantially supported bilateral agreements between partner-faculties in Germany and in developing countries with ODA funds. These long-lasting bilateral agreements, focusing on capacity-building, infrastructural support and cooperation in research and teaching in a wide variety of disciplines, expired in recent years and were not extended.

By far the most important German actor in academic cooperation between the country and the rest of the world is the German Academic Exchange Service (DAAD)[6], which is organized into four departments:

[5] http://www.bmz.de/infothek/hintergrundmaterial/statistiken/stat-03a1.pdf

[6] Other actors include the Alexander-von-Humboldt-Foundation, the Volkswagen-Foundation, the political foundations, the German Research Association and a variety of other organizations involved in international academic cooperation.

—a central department (administration, DAAD-offices abroad),
—a department for national and international programmes (internationalization of German universities, German as foreign language, DAAD-lecturers abroad. alumni, information),
—a "Northern hemisphere" programme department (Western Europe, North America, Eastern Europe, CIS, EU)
—a "Southern hemisphere" programme department (Africa, Latin America, Asia, Australia and Oceania).

Apart from the central department, all others deal with academic cooperation with all country groups —developing, transitional and high-income— in the one way or another but, indeed, cooperation with developing countries is concentrated in the Southern programme department.[7]

In 2001, DAAD had a total budget of roughly €240 million of which 83 % came from the federal government.[8]

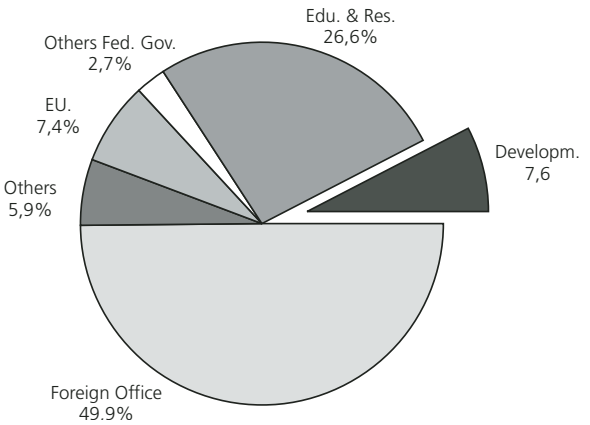

Fig. 3
Sources of Funding of DAAD, the German Academic Exchange Service (2001)

[7] To avoid misunderstandings: The Southern programme department is not the development department of DAAD. It is not only responsible for the developing countries in Africa, Asia and Latin America but also for the Republic of South Africa, for Japan, South Korea, Singapore and other high- or middle-income countries. See http://www.daad.de/portrait/en/1.3.3.html.

[8] See http://www.daad.de/portrait/de/1.8.html.

As academic cooperation with other countries, be it with industrial or development countries or with countries in transition, is a matter of German foreign cultural policy, the Foreign Office is DAAD's biggest donor, followed by the Ministry of Education and Research. The Ministry of Economic Cooperation and Development and the European Union follow —some way back— third and fourth on the list of donors.

In general, DAAD allocates a high percentage of the funds provided by the Foreign Office for the support of foreigners during their study and research periods spent in Germany, for academic cooperation projects and programmes, including the placement of German academics and scientists abroad and for supporting DAAD Lecturers on higher education teaching assignments abroad.

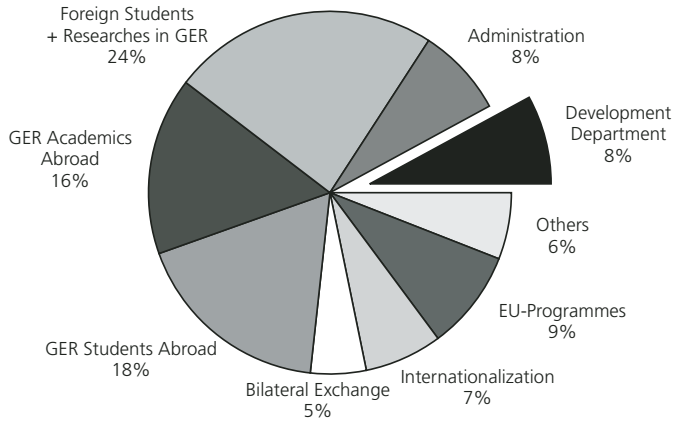

Fig. 4

Use of funds by the German Academic Exchange Service (2001)

Funds provided by the Federal Ministry of Education and Research are primarily used for supporting the studies of German undergraduates and postgraduates, for bilateral professorial and academic exchange and for programmes that promote the project-related exchange of academics. Over and above this, there are special allocations to promote the internationalization of German universities. The resources provided by the Federal Ministry for Economic Cooperation and Development serve to promote young academics and scientists and to provide continuing education and training for experts and

executives from developing countries. Focuses include the "Sur-place" and third-country scholarship programmes, postgraduate degree courses with relevance to developing countries which are offered at Germany's universities and colleges, support for university partnerships in specific disciplines, the alumni programme and the alumni-summer school programme offered by Germany's higher education institutions for their graduates from developing countries, as well as the country-related support for young academics and scientists jointly run with advanced developing countries.[9]

From the description of the activities of DAAD —Germany's most important actor in academic cooperation with the rest of the world— and from DAAD's sources of funding, it can be seen that the German government does not see an explicit role for universities in development cooperation. International academic cooperation in general is seen as an instrument of foreign cultural policy and is widely supported, irrespectively of whether the cooperation partner is located in the industrialized or the developing world. The aims of German foreign cultural policy with respect to academic cooperation are:[10]

1. to strengthen the exchange with academics from the rest of the world,
2. to improve, through exchange, the intercultural competences of the cooperation partners,
3. to demonstrate the attractiveness of Germany as a place of high-quality research and education,
4. to keep in touch with alumni from abroad who studied in Germany or with the support of Germany.

These are the goals for any academic cooperation, no matter where the partner is located. Nevertheless, there are some specific programme lines that are exclusively on offer for developing-country partners. These programmes will be described in the next section.

3. **Universities and development co-operation**

All the purely developing-country-related programmes of DAAD are designed to contribute to the aforementioned aims of foreign cultural

[9] See: http://www.daad.de/portrait/en/1.8.html.

[10] See: http://www.auswaertigesamt.de/www/de/infoservice/download/pdf/publikationen/forum_zukunft_kupol.pdf.

policy, and towards the support of capacity building in the partner countries. The latter can be interpreted as a specific developmental goal.

Quite important instruments to contribute to the development of human capital are the divers scholarship-programmes of DAAD. Within the "Sur-place" programme, scholarships are granted to support postgraduate students from a developing country within their Master- or PhD-studies in their home-country, whereas the third-country-programme provides scholarships to support Masters or PhD students from a developing country in their studies either in a neighbouring country or elsewhere in the world outside Germany.[11] The scholarships provided by these two programmes are directly allocated to partner-universities in developing countries that are able to make use of them in those faculties where they identified the biggest needs for staff development. Regional focuses of these programme-lines are to be found in Africa, in Brazil and Argentina and in India.

Quite a number of the 117 universities and the 157 universities of applied science in Germany offer international postgraduate-programmes. From these international programmes 29 are of relevance for developing countries and get support from DAAD. Each of these programmes is internationally advertised and furnished by DAAD with 3 to 10 scholarships per intake for students from developing countries.[12] The programmes, ranging from Agricultural Economics to Water Management in Tropical and Subtropical Regions, are not exclusive offers for students from the South but are open to and used by Germans as well as by international students from the rest of the industrialized world, countries in transition or developing countries.

The University-partnership programme is an additional instrument of DAAD for supporting cooperation between universities in Germany and in developing countries. These partnerships are not university-wide but based on specific agreements between single faculties, departments or institutes and limited to a well defined set of activities in education and research. DAAD supports them for a period of 2 to 4 years with a maximum of €15,500 per annum. In 2000 a total of 95 such thematic partnerships were supported.

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[11] In 2000 DAAD granted 891 scholarships under these to programme-lines. See http://www.daad.de/de/download/Entwicklungslaender/powerpoint_2001.zip.

[12] DAAD supported in the year 2000 a total of 771 students from developing countries to enrol with one of the aforementioned international degree programmes with relevance for developing countries.

In recent years, German universities have made more efforts in establishing or strengthening contacts with their alumni. DAAD supports these efforts with respect to alumni from developing countries with alumni-related activities such as the funding of summer schools, re-invitations and other measures. In 2000, 48 German universities were involved in these activities.

A view on these developing-countries-related programme-lines makes clear that academic cooperation with the South is not dominated by the governments strategic approaches with respect to reach specified development goals or to support certain regions or countries in the South. German UDC is an area where individual university members either in developing countries or in Germany take the initiative and apply for scholarships or for a co-operation project which fits the individual needs. They do so in applying for funds from the general DAAD-programmes as well as from the development-related programme lines.

A coherent sectoral or regional UDC strategy —apart from the political will of contributing to capacity development in developing countries— does not exist in Germany. As one result, German donors do not support university cooperation through institutional funding, as can frequently be observed within the UDC of other European countries, Japan and the US. Nevertheless, academic cooperation between Germany and the developing countries does what it is aiming to do: it contributes largely to Germany's foreign cultural policy and supports capacity-building in the partner countries.

It might also be due to the non-existence of governmental UDC-strategies that among 274 German institutions of higher education only 15 institutes, centres or departments can be found which concentrate their academic work on research and teaching with respect to developing countries. Another 26 institutions are listed in the institutional database of the German Foundation for International Development which are dealing with research and education in development-related issues alongside with activities which are directed towards other fields of academic research or other regions of the world,[13] but there is no doubt that a lot of other university institutions do so on an occasional basis without being listed in the database.

[13] See the search result of the online-institutional database of Inwent/DSE [http://star-www.dse.de:8080/cgi-bin/starfinder/0?path=dse8.txt&id=web&pass=&OK=OK] searching for the German keywords "Universität" (university) and "Fachhochschule" (university of applied science).

The research and teaching activities of these institutions are quite diverse and free from governmental influence. It would not be an oversimplification to assume that the majority of these activities result from the specific scientific interests of university members in specific sectors or countries in the developing world. As a consequence, there is no individual university or university of applied science in Germany that focuses its work on the developing world. What can be found are universities with more or less active institutes, centres or departments dealing with literally all developing countries of the globe. The activities undertaken cover the whole range of academic cooperation[14] from hosting researchers and students from the developing world over undertaking research in the region and together with colleagues from developing countries to offering German degree programmes in the South.[15]

4. **Conclusion**

Germany, the world's third biggest donor of official development assistance, allocates 15 % of its development cooperation budget to the support of education in the developing world. Nevertheless, the role of universities in the German development cooperation is a marginal one, as the lion's share of this educational budget is allocated to projects focusing on vocational training and on primary education.

The academic cooperation between Germany and the rest of the world is substantially supported by the Foreign Ministry and is seen as a tool of foreign cultural policy. This holds true for academic cooperation with other high-income countries as well as with countries in transition and with developing countries. In consequence, the programme lines available to apply for funds to support academic cooperation are designed to contribute to the aims of foreign cultural policy and not to add primarily to national or international developmental goals.

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[14] This diversity of countries and activities can be illustrated by looking to only one of the 274 German institutions of higher education, the Ruhr-Universität Bochum: at present, this university alone reports 242 bilateral agreements, MoU or notes of cooperation with universities in 12 developing countries, in 8 countries of transition and in 19 countries of the industrialized world. See the agreements of the Ruhr-Universität Bochum as listed at http://www.hochschulkompass.de/internationale_kooperationen.html.

[15] The latter activity was indeed initiated by the German Federal Ministry of Education and Research through DAAD supporting offshore programmes all over the world. The supported programmes can be found at http://www.daad.de/hochschulen/de/5.2.2.2.html.

In this perspective, academic cooperation of German universities with developing-country partners does what it should do: it contributes to exchange between Germany and the partner-countries, improves mutual understanding, demonstrates the attractiveness of Germany as a place for study and research and strengthen the ties to alumni who return to their home countries.

As a consequence of placing academic cooperation in the framework of foreign cultural policy, there is no well-defined role for German universities in development cooperation. In turn, the academic cooperation activities between Germany and the developing world are, in most cases, initiated by individual university members with a special interest on a region or a sector of the developing countries. These activities do not follow any developmental priority-list of countries or sectors defined by the German government. As a result of the lack of a strategic approach in UDC, only a small number of institutes, centres or departments of Germany's universities see research and education in the context of the developing world as their core business. Others are doing it as sideline business. But even within the group of specialized institutions, the activities in cooperation with developing countries are rather divers and uncoordinated: They range from hosting partners from the developing world in Germany and undertaking research in the developing world to offering German degree courses abroad.

It goes without saying that this scattered picture of academic cooperation between Germany and the developing world cannot serve as a model of UDC. Apart from the programme lines exclusively designed for the cooperation with developing countries, it lacks regional and sectoral focus and, as a result, developmental impact and visibility. But this quite critical comment needs to be revised if one recalls the function that German universities play in academic cooperation with the universities of the South: they act largely on behalf of foreign cultural policy rather than development policy.

The great diversity of countries with which German universities are cooperating and the broad range of activities in research and education undertaken together with colleagues from the South are to be valued differently in the light of foreign cultural policy goals. In this policy field diversity is an asset, so that German academic cooperation with developing countries might be seen as a model of cooperation in foreign cultural policy.

Italy

Gianni Vaggi[1], Costanza Ventura[2] and Maura Viezzoli[3]

Genesis and evolution

Italy's development co-operation with Third World countries began in the 1950s and '60s, following the de-colonisation process. Italian civil society started to develop a range of solidarity activities aimed, on the one hand, at helping people in need, and, on the other hand, at supporting the newly independent countries as well as liberation movements in the remaining colonies.

Significant steps in the process of institutionalising development activities in Italy were made with legislation passed in 1971, 1979 and 1987. With Law No. 38/79, the link between development co-operation and foreign policy was strengthened, while Article 1 of Law No. 49/87 affirms: "Development co-operation is an integral part of the Italian foreign policy and pursues the ideals of solidarity among peoples, seeking the fulfilment of fundamental human rights, in accordance with the principles sanctioned by the UN and European Commission-African, Caribbean and Pacific States (EC-ACP) conventions."

The tools of Italian development co-operation are outlined in the Guidelines of the CIPE (International Committee for Economic Planning)[4]. They include ordinary co-operation in the form of grants, direct management, multi/bilateral contributions, voluntary contributions, soft loans, mixed credits, funding of joint venture risk capital, NGOs and volunteers.

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[1] Professor of development economics at the University of Pavia
[2] Researcher and consultant in development cooperation
[3] Head of "Innovation and resources" area, CISP
[4] CIPE Guidelines, June 1995, published in *DAC Peer Review* of Italy, OECD, 1996

Sectoral priorities include emergency aid; food aid; integrated human development; measures to support private companies, human rights and democracy; institution building; vocational training and technical assistance; cultural heritage; the environment; balance of payments support; debt reduction and support of social infrastructure or infrastructure for the development of a market economy.

By the late 1980s, Italian technical and financial assistance to developing countries had reached the levels of other industrialised countries in terms of organisational and financial effort. Italy's Official Development Assistance (ODA) as a percentage of Gross National Product (GNP) rose, from 0.15 % in 1980 to 0.41 % by 1989.[5] This increase of financial resources earmarked for development assistance was accompanied by an institutional and organisational definition of development policy.

Implementation of law No. 49/87 was characterised by a small increase in aid flows (ODA/GNP: 0.35 % in 1985-87, 0.37 % in 1988-90, 0.36 % in 1991–93)[6] that continued until Italy's so-called ODA crisis of 1993 (ODA/GNP: 0.25 % in 1990; 0.15 % in 1999).[7] Between 1990 and 1999 Italy's ODA/GNP average was 0.16 %, compared with the EU average of 0.36 %.[8] By 2001 Italy's ODA/GDP rate reached 0.13 %, its lowest level since 1980.

The crisis in Italian development co-operation in the early 1990s was characterised by lack of funds and inadequate political framework. Various causes have been cited. It is evident that aid management tools were inadequate to ensure the integrity and effectiveness of Italy's aid programme, which had mushroomed during the 1980s. The crisis dramatically affected Italian bilateral co-operation with developing countries, including co-operation with NGOs and civil society bodies.

In 1996 a development co-operation reform process began. The reform, not yet finalised, included plans to launch a US$120 million programme for poverty reduction; develop specific guidelines in several areas and sectors; place poverty reduction, gender and environmental issues in the mainstream of development policy; apply project-cycle management; and develop programmes in partnership with actors

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[5] A. Raimondi, G. Antonelli, *Manuale di cooperazione allo sviluppo. Linee evolutive, spunti problematici, prospettive*, SEI, Torino, 2001.

[6] J.L. Rhi-Sausi, *La Crisi della cooperazione italiana. Rapporto CeSPI sull'aiuto pubblico allo sviluppo*, Edizioni Associate, Palermo 1993, p. 10.

[7] Social Watch, *La qualità della vita nel mondo*, Rapporto 2001, Editrice Missionaria Italiana, Bologna, 2001, p. 55.

[8] *Ibid.*

such as NGOs, universities, local authorities and multilateral institutions. A very high percentage of Italian ODA is channelled through multilateral channels. In 1998, the share of Italy's multilateral contributions of its ODA was 65 % - the highest among DAC[9] members, and far above the DAC average of 29 %.[10]

According to the 2002 DAC peer review, strengthening the administrative and managerial structure is vital in making the Italian co-operation policy effective. One useful step would be a new development co-operation law, giving a renewed legal framework which could provide for more adequate staffing structures, decentralised management and additional NGO programmes. However, also within the present legal framework there is the possibility to make the system function better through changes in the implementing regulations. Additional staff, further decentralisation of decision-making, improved feedback and evaluation would be important measures.[11]

Current policies

The 1999 DAC Scoping Study of Donor Poverty Reduction Policies and Practices[12] listed Italy as a DAC Member having no specific guidelines on poverty reduction. However, this gap was filled when the General Directorate for Development Co-operation adopted guidelines in late 1999 for the design and implementation of poverty reduction programmes. The MFA (Ministry of Foreign Affairs) Prospective and programmatic report on development co-operation activities for the year 2002 (Prospective 2002)[13], stresses eight programmatic guidelines:

—Poverty reduction: The MFA reaffirms poverty alleviation as the main priority of Italy's ODA programme, in accordance with "Millennium Declaration" approved by UN State and Government leaders in September 2000. The programme will incorporate an integrated approach, paying specific attention to the empowerment of women as well as the protection of minors.

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[9] Development Assistance Committee

[10] DAC, *Peer Review of Italy,* OECD, 2000

[11] *Ibidem,* p. 14.

[12] DAC*, Scoping Study of Donor Poverty Reduction Policies and Practices* , OECD, 1999 (http://www.oecd.org/EN/document/0,,EN-document-68-2-no-22-2117-0,00.html)

[13] Italian Minister of Foreign Affairs, *Relazione annuale sulle attività di cooperazione allo sviluppo nell'anno 2002,* MFA, 2002 (http://www.esteri.it/polestera/cooperaz/index.htm)

—Geneva plan for Africa: Italy has set sub-Saharan Africa as the centre of its co-operation action. Through its co-operation programmes, Italy supports the aims of the "New African Initiative" promoted by the Organisation of African Unity at its summit in Lusaka.
—Global fund to combat AIDS, malaria and tuberculosis: The Italian government decided to contribute 200 million dollars to the fund, the same level of contribution as the USA, the UK and Japan.
—Education: Considered as one of the main components in poverty alleviation and occupational growth.
—Debt relief: Italy accords high priority to relieving the debts of Heavily-Indebted Poor Countries (HIPC), as per Law No. 209/2000. Although the Italian debt relief programme is based on an international initiative, the strong use of this tool exemplifies Italy's bilateral co-operation: in 1998, 11 % of bilateral aid was assigned to debt relief, the third highest among DAC members.[14] However, this led to concern in some NGOs, who underline the danger of inappropriate use of debt relief as a de facto substitute for long-range international development co-operation.
—Foreign investments: Creation of an attractive environment for investment in developing countries.
—Trade: Participation of least developed countries (LDCs) in world trade: Italy uses the Integrated Framework" in order to ensure technical assistance to commercial activities in developing countries.
—Empowerment: Empowerment and protection of women, minors and disabled people.

The MFA Perspective 2002 underlines that the synergy between development co-operation and the Italian system should take into account four main dimensions: 1) support for NGOs; 2) increase of decentralised co-operation; 3) collaboration with SMEs[15]; 4) development of inter-university co-operation and educational programmes in LDCs.

In the past, Italy's development aid was spread across too many projects and programmes. For that reason, specific, delimited geographical areas have been singled out for attention. In 2001, 80 % of the ODA budget went to the Balkans (Albania and Former Yugoslavia), the

[14] DAC, *op.cit.*, 2000, p. 28
[15] Small and Medium Enterprises

Middle East (Palestine, Jordan, Syria, Morocco, Lebanon), the Horn of Africa (Somalia, Ethiopia and Eritrea), and Southern Africa (Southern African Development Association [SADC] countries).[16]

Inter-university development co-operation

As indicated, the development of inter-university co-operation and educational programmes is one of the four priorities of Italian aid policy for the year 2002.

It is difficult to provide an exhaustive description of the whole of Italian inter-university development collaboration activities, due to their dynamism and heterogeneity. A wide range of activities is being carried out by Italian universities in partnership with universities in developing countries, from teacher/student exchange to more complex networking initiatives. Seven main types of activities can be identified:

1. Conferences, seminars and workshops
2. Teacher exchanges for pedagogical activities
3. Student exchanges and scholarships
4. Research
5. Establishment of university local offices in recipient countries
6. Training and research activities designed to supply services to the local population
7. Networking

These activities are implemented within the framework of various types of agreements: inter-university agreements, bilateral and multilateral agreements, cultural and scientific agreements:

—Inter-university agreements between Italian and foreign universities may be classified on the basis of content (pedagogical activities, scientific activities, recognition of qualifications, mobility, scholarships, etc.), type (multilateral or bilateral agreement, agreement on specific issues, etc.), and funding (University, Ministry of Universities, Ministry of Foreign Affairs, the European Union, other public or private institutions).

—As to bilateral agreements at the university level, Italy has signed agreements with several developing countries for the recognition of formal qualifications; agreements with Argentina, Ecuador,

[16] Social Watch, *op.cit,* 2001.

Mexico, Jordan, and parts of the Former Yugoslavia are still in place. Moreover, Italy is a member of the multilateral agreement for the recognition of formal qualifications with Arab and Mediterranean coastal countries under the UNESCO Convention.

—Cultural and scientific accords have been agreed upon by Italy and several developing countries (Argentina, Brazil, Mexico, Colombia, Panama, Paraguay, Uruguay, Costa Rica, Poland, Romania, Russia, Syria, Iran, China, Mongolia, Vietnam, South Africa). To become fully effective, however, these agreements need protocols or implementation programmes.

In the Italian university development co-operation system, the role played by NGOs and research centres is particularly important. NGOs often participate as implementing agencies or as partners in university development co-operation projects, supported by the Italian Ministry of Foreign Affairs.

Development co-operation activities also include formal and informal contacts between professors and researchers from Italy and from developing countries. Particular attention is given to certain geographical areas, for instance the Mediterranean, the Adriatic-Ionian and the Balkans.

In a document dated 23 April 2001, the Italian Ministry of Education and Scientific and Technological Research set out the expense forecast for the year 2001 for state-run universities and their international co-operation activities. Out of a total of 2.16 billion lire (€1.115 million), 260 million lire (€134 thousand) were spent in Tunisia, Ukraine and the Russian Federation, following the ratification of cultural agreements with these countries.[17] The remaining 1.9 billion lire (€981 thousand) were divided among the Adriatic-Ionian and Balkan countries (70 %) and the signatories of the Bologna Convention[18] on the internationalisation of the university system (30 %).

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[17] Italian Minister of University and Scientific Research (Ministero dell'Università e della Ricerca Scientifica), Servizio per Autonomia Universitaria e gli Studenti, Ufficio V, Nota del 23 Aprile 2001 (www.murst.it/atti/2001/no010423.htm)

[18] The Bologna declaration: "A European space for higher education" was signed on the 19 of June 1999, by the following countries: Austria, Belgium, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Island, Ireland, Italy, Latvia, Lithuania, Luxemburg, Malta, Holland, Norway, Poland, Portugal, Romania, Slovakian Republic, Slovenia, Spain, Sweden, Switzerland, United Kingdom.

Among the framework agreements signed by the Italian government, the Bologna Declaration, signed in 1999 by 29 European countries, is noteworthy. The goal of the Bologna Conference was to create a European space for higher education in order to enhance the employability and mobility of citizens and to increase the competitiveness of European higher education.

Inter-university co-operation is promoted not only through cultural collaboration but also by funding training programmes, masters degrees and specialisation courses in developing countries. University umbrella organizations, such as the Conference of Rectors and the Inter-university Consortium for Development Co-operation (CONICS) play a significant role in promoting and supporting the initiatives of the universities. Also the Ministry of Foreign Affairs is engaged in collaborative activities with some centres of expertise for the implementation of training programmes.[19]

Networking activities are important in strengthening the role of universities in international co-operation, enabling them to play an active role in international initiatives. Scientific research and the training of human resources are embedded in wider strategies that pursue the objectives of international co-operation.

In the following, examples of university co-operation projects are presented, chosen on the basis of their effectiveness and innovative role. The academic institutions involved have agreed to link with each other in networks, in order to enhance their actions and international role. The projects presented are characterised by a multi-institutional approach that ensures effectiveness. A further factor that promote effectiveness is that these projects involve various levels: strong institutional frameworks agreed with local partners; networking; development of specific projects inside the main programme; being thought of as open processes; and, in some cases, inter-institutional partnership with NGOs.

University development co-operation: Case of Best Practices in Italy

University of Pavia: development co-operation activities

The University of Pavia is one of Italy's most active academic institutions in inter-university co-operation. Its international relations

[19] E.g., The Agronomic Institute of Bari for the agrarian and water sector and the Health Institute of Rome for the health management sector.

sector is dynamic and well structured. Its numerous initiatives follow a clear vision along two main lines:

Line A. Researcher mobility and scholarships for students from developing countries

In November 1996 the CICOPS (Interdepartmental Centre for Co-operation with Developing Countries) Technical-Scientific Committee approved an important scholarship project for researchers from developing countries. As part of its co-operation initiative, each year Pavia University offers ten visiting scholarships for a period of residence from 4 to 10 weeks. Each scholar receives €250 per week plus travel, board and lodging expenses. During their stay, the scholars hold seminars in faculties and departments at Pavia University and undertake research jointly with Pavia University teachers. During its seven years of activity CICOPS has awarded 71 scholarships to professors and researches from 24 different countries. In the past years CICOPS has had scholars from Algeria, Argentina, Brazil, Chile, China, Cuba, the Czech Republic, Ecuador, Georgia, Guatemala, India, Iraq, Kenya, Libya, Palestine, Poland, Tunisia, Vietnam and Zimbabwe. For the academic year 2002/2003 some new countries have been added; there will be scholars from Bosnia, Bulgaria, Eritrea, Pakistan and Macedonia. The initiative is extremely cost-effective (annual budget is less than 45,000 Euro) and it is entirely supported by university funds. The university college system is extremely important in securing success to the initiative. There are 19 university colleges, 9 of which are private institutions, while 10 are members of the Institute for the Right to University Studies of the Region of Lombardia. This system is a peculiarity of Pavia University, similar to the Oxford-Cambridge system in the UK. The colleges play an important role in enhancing international co-operation because of the accommodation facilities and in particular the community life in each college. These factors greatly improve the quality of life the guests and their ability to take part in university life. Some colleges dedicate their own resources to host students from developing countries.

In detail CICOPS does the followng:

—collaborates in preparing and managing co-operation plans and projects;
—promotes cultural, scientific and technical professional training of officials and intermediate cadres;
—encourage student exchange between Pavia University and universities in developing countries

—is involved in informing, training and orienting Italian personnel and "civil service" volunteers;
—organises international co-operation courses and public seminars;
—co-operates with several NGOs.

On 19 February 1997 an agreement was signed between the Italian Ministry of Higher Education and the University of Pavia with the purpose of introducing advanced programmes at the undergraduate and graduate levels. A Consortium was founded, called the University Institute of Advanced Studies, (IUSS), which promotes, among other things, the European School of Advanced Studies (ESAS). The ESAS offers specialised post-graduate courses, following criteria of flexibility and responding to societal demands for specific skills, within the context of European co-operation. The ESAS system provides a broad framework for training students from developing countries.

The European School of Advanced Studies in Co-operation and Development (ESAS-CD) is a joint initiative of the IUSS (University Institute for Advanced Studies of Pavia), CICOPS and three Italian NGOS - CISP (International Committee for the Development of People); COOPI (Cooperazione Internazionale) and VIS (International Voluntary Service for Development). It is supported by the Ministry of Foreign Affairs (General Directorate, Co-operation and Development) and the Ministry of Education and of Scientific and Technological Research, with some funding also provided by the Cariplo Foundation. Since the academic year 1997/98 the ESAS-CD has organised an International University Masters Degree Course in Co-operation and Development.

The school has an interdisciplinary approach to the theme of development. Topics dealt with include economic, historical, sociological aspects; as well as project planning and management. It provides a thorough presentation of the international co-operation system and allows students to participate in meetings, workshops, conferences and lectures offered by well-known experts in international co-operation, some from developing countries. The Masters Course consists of 600 hours of lessons, 180 hours of workshops, and internships. During their internship, students gain working experience with either an NGO or an International Organisation; this work may involve participation in an ongoing project in a developing country.

Over a five-year period more than 160 Masters students have been trained: an average of 32 a year. All of them are employed in development and humanitarian institutions. The trainees come from both developed and developing countries, and are selected not only on the basis of their academic achievement but also on the basis of their

motivation and previous relevant experience. The Masters aims at preparing highly motivated high-profile experts, and moreover promotes South–South development co-operation, by providing students from developing countries with the opportunity to work in projects implemented in other developing countries.

The partnership between the university of Pavia and NGOs, and the inter-institutional and multidisciplinary approach that characterises the ESAS-CD as well as the Masters in Development Co-operation, provide an innovative and successful model[20]. Because of the proven effectiveness of this example of good practice, the experience is to be replicated in Palestine and in Cartagena, Colombia.

Line B: To support to universities in developing countries in establishing new curricula

The development of new academic curricula in developing countries is among the objectives of the co-operation activities of the University of Pavia at the postgraduate level. The strategy is to learn from successful experiences and to create similar results in target countries, developing Masters and PhD Programmes.

- The ESAS in Media Science and Technology has opened a school in Tunisia at the University of Tunis, to begin in spring 2003. The same ESAS has an agreement with the University of San Jose, Costa Rica, to run a joint masters degree programme in media science, based on the one in Pavia but organised according to local needs.
- Another significant programme is starting in Cartagena, Colombia, based on the ESAS in Development Co-operation. It will be financed by University of Pavia, the Italian Ministry of Foreign Affairs and three NGOs (CISP, COOPI, VIS). A similar project will be initiated in Palestine (the ICDA project).

In all these cases these general guidelines have been followed:

1. Full participation of local partners
2. Training of the future trainers in Pavia for at least one year; costs generally borne by the University of Pavia
3. Multi-institutional approach: involvement of other organisations, institutions, NGOs

[20] Cfr. Viezzoli M. "La formazione superiore per lo sviluppo e la cooperazione in Europa: il caso della ESAS-CS di Pavia, lezioni apprese", 2003; Cisp, Roma

4. Involvement of other European universities
5. Links between different initiatives: working together, synergies and self-reinforcement whenever possible. The Colombian and Costa Rican initiatives will co-operate mutually to reinforce each other.
6. Handover of the initiatives to local partners.

The University of Pavia is also developing programmes of distance learning (DL). The aim is to offer to students not resident in Pavia access to teaching materials not available in their home countries. The development of DL techniques is an important objective in order to build lasting relationships between Northern and Southern institutions and to cut the costs of transferring know-how to partner countries.

Creation and reinforcement of the Latin-American School of Specialisation in Development Co-operation at the University of San Buenaventura in Cartagena, Colombia

In 2003, the ESAS-CD, in partnership with the University of San Bonaventura, and with the collaboration of the University Externado of Bogotà, the University of Valle di Cali, some local NGOs (in particular the consortium Viva la Ciudadania), and international agencies working in Colombia (UNDP, UNICEF, ACNUR, ECHO, etc.), will create a School of Specialisation in Co-operation and Development in Cartagena, Colombia. A training programme will also be initiated, located in the University of San Bonaventura. The aim is to train 25 experts a year in the field of planning and management of development initiatives. The project also foresees a training programme for teachers aimed at upgrading and updating the skills of the school's teaching staff.

The project, co-financed by the Italian Ministry of Foreign Affairs, follows the model of partnership experimented in Pavia. The aim is to address the lack of trained professionals in the South, a problem that has been identified by the ESAS-CD in collaboration with its local partners. The creation of an educational institution, aimed at training professional development specialists —in other words, investment in human resources— is seen as an important step towards improving the socio-political conditions for development.

Masters Course in International Co-operation, Development and Innovation in Palestine (ICDI Programme)

The ICDI training programme aims to develop the academic curriculum of Palestinian universities. This programme represents an example of good practice in university co-operation, thanks to its multi-

institutional approach and its positive attitude to pursuing the peace process in the Middle East by establishing a basis for social and economic development in the region.

In order to encourage socio-economic growth, the setting up of new academic curricula is considered a priority for university co-operation. The training of graduate specialists is a key element for meeting the demands of the labour market of developing countries, where more and more skilled professionals are required.

With the signing of the Oslo Peace Agreement in September 1993, the signing of the Israeli-Palestinian Declaration of Principles on interim self-government, and the establishment of the Palestinian National Authority (PNA) in 1994, a new optimism and set of opportunities emerged to encourage a sustainable process of social and economic development and international co-operation (both governmental and non-governmental), especially with the European Union and European states. Since 1993, the Ministries of the PNA, in collaboration with several donor countries and development agencies, have implemented various projects and delivered a myriad of training courses to meet the immediate needs of the departments and agencies of these Ministries. The aim has been to strengthen responsive and effective systems of government, particularly at the level of local government.

Unfortunately recent dramatic events that have brought Palestine into the international spotlight continue to prevent the implementation of the training programme. Under these conditions it is impossible to assess the sustainability of an education project. On the other hand, the institutional impact of previous experiences is clearly visible, and shows that multi-institutional partnership is an important step in capacity-building. Therefore, when security conditions permit development activities to take place, the whole country will benefit from the implementation and development of relationships between local and foreign universities, NGOs and other institutional actors.

The Universities of An-Najah, Bir Zeit and Bethlehem, in co-operation with the Palestinian Ministry of Higher Education, the Universities of Pavia and Siena and some international donors, have used their institutional resources in order to prepare and implement a strategy to build a training programme in ICDI in Palestine, targeting people in the national government and local institutions, and in both the private and the public sectors. The training of new professionals is particularly relevant to the on-going process of institution- and capacity-building for the Palestinian nation. National government and local institutions alike will benefit from the availability of well-trained people.

The co-operating universities were identified by the promoters of this programme, as institutional actors that could significantly contribute to the peace process. At the same time, the training of Palestinian human resources was pointed out as one of the key elements facilitating the stabilisation and the development of the region. In organising several conferences, seminars and joint research activities.

The idea of the ICDI training programme follows several initiatives promoted by the University of Pavia in collaboration with Italian and Palestinian NGOs aimed at sustaining the peace process in Palestine: the Peace Programme, CICOPS, etc. All these initiatives were characterised by a multi-institutional approach, respecting the principle of partnership between universities and NGOs, or enterprises working in the private or public sectors, and involving the Italian and Palestinian Ministries of Higher Education.

The objective of the training programme has been to replicate the model of multi-institutional partnership to prepare the trained professionals required by the labour market. The synergy between universities, NGOs and other institutions has already shown successful results elsewhere —for example, with the Masters Course in Development Co-operation in Pavia that prepares international co-operation experts who have been immediately employed at every level of the international co-operation system (international organisation, NGOs, national and local institutions, private sector). The replication of this model constitutes a promising and innovative element in international co-operation.

In order to guarantee that both the national government and local institutions (private sector and non-profit institutions), will be able to draw on properly qualified professionals and experts to carry out their duties in connection with international co-operation and development, the programme includes training in basic and complementary skills in three major areas:

1. economic integration and international co-operation
2. operating non-profit organisations
3. applied technology transfer and innovation.

Accordingly, it is expected that graduates of the ICDI training programme will be able to acquire expertise in one of the following professional specialisations:

1. Masters in International Co-operation and Economic Development (MICED)

2. Masters in Management of Non-Governmental Organisations (MMNGO)
3. Masters in Applied Technology Transfer and Innovation (MATTI)

Universities of Ancona and Bologna: the UNIADRION project institutional framework

The importance of co-operation in the university system as major tool for regional collaboration was confirmed during the 2000 Conference for the Development and Safety of the Adriatic and Ionian Seas.[21] The Ancona Conference was part of the Adriatic-Ionian Initiative at presented by the Italian government within the framework of the "Stability and Safety Pact in the Balkans" at the 1999 Tampere Summit in Finland. The conference, aimed to support the social and economic integration process among the countries of Europe and the Balkans, was given a strong encouragement by the European Union. The Adriatic-Ionian Initiative was inspired by the idea that crises are not resolved through the use of violence but rather by means of the consensual understanding of peoples, to uncover and define common goals in all sectors. The Ancona Conference resulted in a Declaration[22] covering two different aspects: the fight against crime, and the development of the area.

The Ancona Conference featured a roundtable on inter-university co-operation. The Declaration, in fact, underlines the leading role of the universities in the European integration process. The efforts of the roundtable are evident, as shown for instance by the Ravenna Conference of December 2000, with its focus on the foundation of the Inter-university Community and the establishment of the UniAdrion Network of Adriatic and Ionian universities. The Ravenna Conference organised by the Universities of Bologna and Ancona took place on 15-16 December 2000, with wide participation from all the countries concerned, including Serbia and Montenegro. Participants agreed on a number of implementation measures regarding the entire spectrum of development activities, including the UniAdrion Network.

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[21] Conference for the Development and the Security of the Adriatic and Ionian Seas, held in Ancona, Italy, on 19 and 20 May 2000 and attended by representatives of the coastal countries Albania, Bosnia and Herzegovina, Croatia, Greece, Yugoslavia, Macedonia and Slovenia) and of the European Union.

[22] The "Ancona Declaration", adopted at the "Conference on Development and Security in the Adriatic and Ionian Seas", Ancona, 19-20 may 2000, (http://www.esteri.it/eng/archives/archpress/miscpaper/do220500e.htm)

The UniAdrion Network was founded to serve as a permanent link between the universities and the research and development centres of the Adriatic and Ionian area, thereby also strengthening inter-university collaboration. Such co-operation is multidisciplinary and mainly concerns the following sectors: protection, cataloguing and promotion of cultural heritage; environment and sustainable development; cultural tourism and development; economy, communication, harbours and trade relations; structure and organisation of the UniAdrion Network itself. A further purpose of the Network is to contribute to the enlargement of the European Union and to respect for human rights worldwide.

At the national level, the programme is funded by the Italian Ministry of Foreign Affairs and by the Ministry for Universities and Research. At the international level, funding comes from Greek government, UNESCO and the European Union (within the framework of the Stability Pact), on the basis of the contributions its activities can make to European integration through the promotion of human rights and democracy in countries where those issues are considered to be prerequisites for a development process.

The Ravenna Conference is the first operational step towards the organisation of a cultural integration process for the Adriatic and Ionian basin. The final goal is to create a "Virtual University" for the exchange of thoughts and knowledge. As main culture and innovation producers, universities can play an essential role in regional co-operation and in the establishment of a dialogue for peace and for the peaceful enlargement of Europe. The countries involved in the project can benefit from a Virtual University in terms of promotion of cultural heritage, environmental protection, growth of cultural tourism, and enhancement of communication and trade networks.

The Interfaculty Centre for Advanced Technologies in Education of the University of Bologna (CITAM) has created an Internet site to complete and expand the work begun in Ravenna.[23] The site presents a concrete network project: a distance-learning programme entitled "Towards a Model for a European Judge" which addresses the need for reform of different sectors of the public administration in Albania, Bosnia-Herzegovina and Macedonia.[24]

In these countries, which are among the least developed nations of Europe, a process of transition to democracy is underway. In this

[23] See the web site: www.uniadrion.unibo.it

[24] In fact, the reform of the judicial and juridical systems is one the main objectives of the governments of Albania, Bosnia-Herzegovina and Macedonia.

transition, the role of the judiciary is particularly important, which points up the necessity of providing the best possible training for judges. The three countries themselves have identified the training of judges as one of the most urgent priorities for the allocation of European Union resources. The objective of this programme is the creation among the Eastern Europe countries of the first "Model European Judge". Training activities have a trans-national character because they are based on the experiences of judges coming from various Eastern European countries as well as from EU member-countries. They are addressed to already practising judges and recently trained judges.

In brief, the aims are as follows:

1. to supply the judges with the necessary instruments of knowledge.
2. to facilitate the exchange of information, experiences and opinions between judges operating in both the European Union and the partner countries;
3. to co-ordinate a continuing discussion among judges from different European countries in order to improve the professional growth of the judges themselves. This activity has to be seen as the premise of future international co-operation among European judges during the implementation of their judiciary functions;
4. to provide the judges involved in the project with high-quality training tools;
5. to provide training modules to the Law Faculties of the partner universities, as well as to the Ministries of Justice involved.

The project will be implemented over a two-year period. Participants are approximately ten judges from each country, i.e. a total of some thirty trainees, selected by the Ministries of Justice of the Republic of Albania, of the Federation of Bosnia-Herzegovina and of the Republic of Macedonia, together with the national judicial training institutions. The duration of the "distance learning" training course is six months.

An ad hoc Internet site has been created, allowing access to discussion fora and training material. An important feature is the Legal Archives, which contain a comprehensive legal corpus extracted from the legislation of several participating countries. The system enables all participants to be in on-going contact through the use of the on-line discussion fora.

The "Model European Judge" project can be replicated in different geographical areas, for example, by using the CD-ROM containing the training modules.

University of Rome "La Sapienza": The Mediterranean Universities Union (UNIMED)

The Mediterranean Universities Union (UNIMED) is a network of 60 universities from countries bordering the Mediterranean basin: Algeria, Cyprus, Croatia, Egypt, France, Greece, Israel, Italy, Jordan, Lebanon, Malta, Morocco, Palestine, Portugal, Syria Spain, Tunisia, and Turkey. This network, founded in October 1991 under the auspices of the University of Rome "La Sapienza", aims to promote inter-university research and education in a multidisciplinary perspective, thereby contributing to the integration process among Mediterranean countries[25]. Areas covered include the enhancement and conservation of cultural heritage, health, and economy as well as new technology.

The structure of UNIMED is based on the mobility and exchange of human and cultural resources. The circulation of knowledge, primarily through educational activities, represents the best guarantee for the realisation of an effective Euro-Mediterranean integration process, which should not be read in mere economic terms. The integration pursued by UNIMED is both a process of social and cultural growth and a political tool for better and more profitable collaboration around the Mediterranean. Universities can play a crucial role within this scenario for the development of human resources in the economic, political and cultural sectors of the Euro-Mediterranean region. The university represents one of the major actors in the integration process in the region: it is the institution that can best contribute to an awareness of social processes, it forms the future images of countries and contributes, through its activities, to the economic, political and social development of the entire Euro-Mediterranean community.

The activities undertaken by UNIMED, since the first operational phases, have aimed at promoting scholarly exchanges on the basis of a multi-institutional and multidisciplinary approach. Projects implemented have concerned such diverse fields as the environment, anthropology, ethnology, archaeology, musicology, theatre, dance and performance, handicrafts, education and training, new technologies, tourism. Several non-academic institutions have also been involved. The multi-institutional approach allows the creation of a link between academic institutions and non-academic ones such as museums, cultural centres, and the bodies of public administration.

[25] See the web site: www.uni-med.net

In the ten years of UNIMED activity, many projects have been carried out, including:

—Training programs: 33 training projects on cultural, economic and environmental sectors carried out in the framework of MED-Campus European program (1992–95); a post-graduate course on management of cultural heritage (1998–99); training on "Water management and technology transfer" in partnership with the Acquedotto Pugliese and Jordanian Ministry of Water and Irrigation.

—Fora and Conferences: Forum on "Peace in the Mediterranean Sea", attended by high-level Italian and European representatives, Nobel Peace Prize laureates, heads of Italian and Palestinian universities (April 1994); "The Role of Youth Exchanges between the European Union and the Mediterranean Countries" Conference (1-6 June 1996); the "UNIMED Symposium" Conference on non-material culture promoted by the Algerian Government (28-29 May 1999);

The UNIMED-AUDIT project exemplifies how the network seeks to provide, through its projects, useful tools to support the Euro-Mediterranean cultural integration process. UNIMED-AUDIT, started in July 1998, aims to create an Observation Body for monitoring and intervention on policies concerning the conservation and enhancement of Cultural Heritage promoted by the public administrations of nine countries of the Mediterranean basin (Algeria, Egypt, Italy, Lebanon, Jordan, Palestine, Portugal, Syria and Tunisia). The project aims to organise data about existing laws, training programmes, and institutions related to the preservation and enrichment of Cultural Heritage. The creation of a Cultural Heritage Network —the long-term objective of the project— will provide a virtual space where it will be easier to locate resources for the development of projects devoted to the growth and improvement of government policies on Cultural Heritage. In this sense the network constitutes a useful instrument for supporting a Euro-Mediterranean cultural integration process that can respect and maintain the specificity of each country's culture and reinforce general awareness of its wealth.

UNIMED has developed an on-line database, creating a network of public administrations. This enables them to access information useful for the development of regional and national policies concerning Cultural Heritage. The Observation Body also provides other services, such as the identification of human resources for employing experts needed for specific purposes by the public administrations, and the

organisation of specific training courses on such professional competencies as restoring, conservation, museology and cultural marketing.

Project activities started with the collection of data for incorporation into the database. Such data concerned the following three aspects:

—Legislation regulating the Cultural Heritage policies in each participating country. The database collects the texts of the laws concerning Cultural Heritage, together with an analysis of them This is the first step towards a comparative analysis that can point out any weaknesses in the legislation and indicate how to improve it through the comparison; individuation of the rules (competencies, powers, vincula, etc.) concerning Cultural Heritage policies within each administration, giving a detailed description of them;

—University curricula (proposed by universities and training centres) related to the conservation and enhancement of Cultural Heritage. Through this tool each country will have the possibility to find references for the training of its experts. The completion of these sections and their transfer on-line, making them readily available and comparable, is only the first step in the process towards the long-term aim of the project: the construction of a comprehensive database on the Cultural Heritage of the Mediterranean.

—Web sites concerning the Mediterranean Cultural Heritage. The UNIMED central group of research in Rome is collecting the URL of scientific organisations, universities, national and international institutions concerned with museums, archaeological sites, architectural structures, cultural marketing, libraries, archives etc. in the Mediterranean Basin.

The main objective of this project is to create, through the technological tools provided by today's information society, an agorà —a telematic place— where an ever-growing amount of information related to Cultural Heritage policies will be immediately accessible for the public administrations as well as the interested general public.

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Models of good practice of international co-operation The case of Norway

Odd Inge Steen

Introduction

The aim of this chapter is to explore and analyse the main initiatives and programmes of development cooperation between Norway and countries in the South and Eastern European. The focus will be on the ongoing change from a funding-oriented aid perspective to a more dynamic sectored cooperation between institutions involved in higher education and research in the South and in the North. This model of cooperation can be defined as functional associations. These functional associations of spatially separate elements are best revealed by the exchanges which take place between them. The exchanges may often be measured by the flows of people and communications. In this case, this means that focus is on horizontal networking between institutions and organisations instead of hierarchic linear models of cooperation and activity. This implies networking between cooperating institutions on comparable levels and with common areas of interest. This process of increasing exchange and communication between institutions and organisations separated by major geographical distance has recently been accelerated by the increasing accessibility of information by means of computer-based communications and flow of information (the Internet).

Norwegian Official Development Assistance

The overriding goal of Norwegian development cooperation is to contribute towards lasting improvements in the economic, social and political situation of the populations of developing countries, with particular emphasis on ensuring that assistance benefits the poor.

Consequently, poverty reduction is a pivotal goal of all Norwegian development cooperation, and a significant proportion of Norwegian development assistance can be expected to be channelled to the least developed countries and other low-income countries. This principle affects the choice of priority partner countries for long-term development cooperation, is reflected in dialogue on the organization and focus of cooperation with these countries, and sets the parameters for following up poverty issues in multilateral organizations and international processes.

In 2001 Norwegian development assistance amounted to approximately NOK[1] 12.1 billion. This was almost NOK 450 million (4 per cent) more than in 1999. According to the ACED Development Assistance Committee's calculations, however, Norwegian ODE dropped from 0.91 per cent of GDP in 1999 to 0.83 per cent in 2001. This is mainly because Norway's total GDP in 2001 was considerably higher than anticipated due to high oil prices and a rise in the value of the dollar in the course of the year. According to the ACED/ DACE guidelines, expenditure relating to refugees' first year of residence in Norway is approved as official development assistance and debited to the aid budget. In 2000, expenditure on refugees in Norway amounted to NOK 864 million. Approximately NOK 2.7 billion is channelled through non-governmental organisations.

Research and higher education

Universities and university colleges play an important role in the economic, social and cultural development of developing countries. Most developing countries have tight budgets and find it difficult to give priority to investments in long-term research. On the other hand, research expertise is, perhaps, more important than ever before for countries that wish to keep up with ever more knowledge-based development. This is one of the reasons for the increased focus on this area in Norwegian development policy in recent years. The Strategy for Strengthening Research and Higher Education in the Context of Norway's Relations with Developing Countries (1999) was followed up in 2000 and in 2001. Steps were initiated to improve coordination between the many Norwegian players, including the Norwegian Council for Higher Education, the Research Council of Norway, Norwegian

[1] 7.5 million NOK (Norwegian Kroner) = 1 million EURO.

Agency for Development Cooperation (NORAD), the Ministry of Education, Research and Church Affairs, and the Ministry of Foreign Affairs. Consolidating responsibility for assistance for research and human resource development at NORAD helped to improve coordination, not least between programmes under the auspices of the Norwegian Council for Higher Education's NUFU programme and research activities under the country programmes. Norway's cooperation with the Makerere University in Uganda was one example.

NORAD also administers a fellowship programme for candidates from developing countries and direct research assistance for a limited number of institutions in the South, and also contributes towards South-South research cooperation. Another form of assistance comprises writing off study loans when students from developing countries return to their home countries after completing their education in Norway. This assistance is linked to the quota scheme, which is a support scheme run by the State Education Loan Fund for students from developing countries and Central and Eastern Europe. The Ministry of Education, Research and Church Affairs initiated an evaluation of the quota scheme in 2000, partly in order to define the possibilities for improving coordination between the quota scheme and NORAD's fellowship programme. The report was published in spring 2001.

Assistance for research and higher education in developing countries has increased in recent years. In previous years, Norway has reported on consumption under the earmarked allocation. This type of assistance amounted to approximately NOK 175 million in 2000. However, substantial funding for research and higher education is also provided under other sections of the aid budget. Assistance for research and higher education in developing countries totalled NOK 712 million in 2000.

Cooperation through The Norwegian Agency for International Development (NORAD)

The Norwegian Council for Higher Education cooperates with NORAD in two different Educational programmes.

The NORAD Fellowship Programme is based on a vision that educational opportunities at universities and university colleges in Norway can contribute to competence-building and institutional development in the South. The programme provides scholarships for students from developing countries to study at Master level in Norway.

The fellowship programme is regulated by an agreement between NORAD and the Norwegian Council for Higher Education.

From 2001 on, the fellowship programme also includes four courses held by universities outside Norway: in Mozambique, South Africa and Zambia. In 2002, 104 out of 1711 applicants will begin their study as NORAD fellows.

The courses are offered in fields where Norwegian institutions have an international standing, and hold a high academic quality. The degree courses are geared towards an international public and seek a high relevance to the fellows' home occupations. The courses demanding a thesis give the fellows the opportunity to choose a theme relevant to their home professions and carry out research in their own country.

The Fellowship Programme targets personnel employed or formally linked up to public institutions, non-governmental institutions, private sector enterprises, universities and research who in the future will benefit from further education in order to strengthen the performance of their respective institutions.

The courses in question must be relevant from the perspective of the institution's strategic human resource planning to improve its capacity and management. The applicant's employer must confirm that the education in question is relevant to the institution's aims and business. The applicant must obtain leave of absence from her/his position during the stipend period. Fellows are scheduled to return to their respective institutions after termination of the fellowship. Applicants must fully satisfy the academic qualifications and other admission requirements according to the specific criteria set by the university or college in question. Relevant professional experience of 2-3 years is required. Further specification is given under each course description in the course catalogue. Qualified women are especially invited to apply.

The NORAD Fellows Network (NFN) is a communication network between the NORAD graduates and their former host institutions in Norway, and aims to be a tool for obtaining and sharing knowledge. In the NFN network there is a directory that helps participants to find former classmates and access to news from the former places of study, the NFN Newsletter, grants and scholarships. The NFN Network also has a directory of theses written by NORAD Fellows, links to host institution's web pages and information about relevant universities, international organisations, development networks, etc.

The NORAD Programme in Arts and Cultural Education (ACE) aims to contribute towards the professionalisation of artists and art forms in

the South, and to contribute towards reciprocal learning between institutions and professional environments in Norway and in the South. The programme offers support to co-operation projects between higher education institutions in Norway and the South and is regulated by an agreement between NORAD and the Norwegian Council for Higher Education. The programme is limited to projects within the performing and creative arts at university/university college and professional training levels, and within cultural heritage at university/university college level.

Cooperation through the The Norwegian Council for Higher Education's programme for Development Research and Education (NUFU)

The NUFU-Programme promotes mutually beneficial cooperation between academic institutions in the South and in Norway. Cooperation activities eligible for support are joint research, training of researchers for Master and Ph.D. degrees, development of new graduate programmes, and training of technical and administrative staff based on the reasoned needs and priorities of the institutions in the South. An agreement between the NORAD and the Norwegian Council for Higher Education (UHR) provides funding to the NUFU programme.

The overriding goal of the NUFU programme is to contribute to building competence in research and higher education in developing countries based on the principle of equal partnerships for mutual benefits.

NUFU has developed a concept of cooperation based on partnerships between institutions with activities and projects initiated by individual researchers. Equality between the partners in planning, implementation, monitoring and management are keywords in NUFU. The institutions carry out assessments, reviews, quality assurance and reporting, while NUFU takes the responsibility for external evaluations.

The NUFU programme gives priority to institutions in sub-Saharan Africa, but also deals with institutions in Southeast Asia, Central America and the Palestinian areas. Cooperation in the NUFU programme is based on the priorities of the institutions in the South.

NUFU was set up in 1988 with representatives from all Norwegian universities and university colleges. The NUFU Committee advocates the case for development research and education serves as a forum for such debates and coordinates university commitment in the field. In 1991 the Norwegian Council of Universities entered a 5-year agreement

with the Royal Norwegian Ministry of Foreign Affairs to finance institutional cooperation between universities and university colleges in Norway and in developing countries. The parties signed a second 5-year agreement in October 1995, now also including participation from Norwegian research institutes.

In 2000 the Norwegian Council of Universities merged with the Norwegian Council of State Colleges forming the Norwegian Council for Higher Education.

The uniqueness of NUFU lies in the support of long-term academic cooperation based upon reciprocal and equal partmerships between universities, partnership colleges and research institutions in Norway and in developing countries. Due to the decentralised model of NUFU in which work, responsibility and ownership of the projects are anchored in the partner institutions, NUFU is often referred to as "a programme owned by the researchers".

NUFU´s achievements in terms of academic cooperation has been impressive, both in terms of academic output as well as in terms of impact on civil society.

Some of the highlights are:

—the number of graduates and doctorates from developing countries
—improved staff competence
—the creation of viable research environments
—the high number of individual publications by researchers from developing countries and joint publications with their Norwegian counterparts
—the commitment to the cooperation which cements long-lasting institutional partnerships
—the development of institutional cooperation through international networking and South-South cooperation
—the promotion of the relationship between the institutions and their surroundings.

In 2000 the Dutch agency NUFFIC on commission from the Royal Norwegian Ministry of Foreign Affairs evaluated the NUFU programme. The evaluation turned out positive for NUFU and the partner institutions. In the report NUFU is referred to as successful, as playing a significant role and as an important and strategic tool for academic development cooperation. NUFU is a small but important contribution to global development based upon South-North cooperation between institutions and academics working together on joint projects, thus building long-term partnerships.

An agreement between the Norwegian Council for Higher Education and the Norwegian Agency for Development Cooperation (NORAD) provides the necessary funds for the NUFU programme. The third 5-year agreement for the period 2001 - 2006 provides a total of NOK 300 million for cooperation activities. In addition, the partner institutions contribute to the cooperation programmes from their own budgets. The overall responsibility for the NUFU programme lies with the Norwegian Council for Higher Education, while the NUFU Programme Board carries out implementation of the programme. The Board of the Centre appoints members of the Board for International University Cooperation (SIU). The SIU administration acts as the secretariat of NUFU.

NUFU's Programme Strategy and Guidelines developed by the NUFU-Programme Board form the basis for the partnerships and the individual activities supported by NUFU. The goals of the programme are in accordance with the national development policies of Norway.

Institutions with research as a core activity are eligible applicants, i.e. universities, university colleges and research institutes may apply for support of cooperation activities and projects.

Cooperation activities eligible for support from NUFU are research projects, education and training of researchers, development of new graduate degree programmes and training of technical and administrative staff. It is a precondition that the participating institutions provide basic salaries for academic, technical and administrative staff, basic infra-structure and basic services. NUFU supports the cooperation by funding additional costs necessary for running the cooperation projects. A certain percentage is calculated on project activities in order to cover project- related and institutional administrative costs.

Cooperation in research and education between the South and the North is important for both parties. The partners of many successful NUFU projects have experienced that all parties benefit from the cooperation. Universities in the South act both as a driving force and as a critical and independent voice in the development of society, something that should be supported in a global context. Enabling universities in the South to establish a unique and critical competence is important, not only for the development of these countries as independent, democratic and sustainable societies, but also as a contribution to global issues like human rights, peace, health and poverty reduction. Small countries such as Norway are more dependent than ever on belonging to, contributing towards and receiving information from the international stream of knowledge. Cooperation with partners from other parts of the world widens the professional

discussions. Through close cooperation with the South, Norwegian universities and university colleges will be in a better position to improve the quality and relevance of their own study and research programmes. With the importance of various global fields of study, such as peace and democracy, global economic markets, global health issues, food safety and food control, and pollution, the need for cooperation in research and education increases. Such subjects are not limited by national or political borders and must therefore be dealt with in a global context.

Cooperation undertaken by the Norwegian Research Council

In addition to Government Scholarships, the International Scholarship Section offers a variety of other support programmes. Some of these are for Norwegian applicants only. Other programmes are meant to support and further collaboration between Norwegian and non-Norwegian researchers and research institutions.

Scholarship programme for collaboration between Norway and North-Western Russia

The Norwegian Ministry of Foreign Affairs, the Norwegian Council of Higher Education and the Research Council of Norway have established a Programme for the period 2002–2006 to support collaboration within higher education and research between Norway and Russia. The purpose of the Programme is to fund collaboration within higher education and research between universities, university colleges and research institutions in North-Western Russia and corresponding Norwegian institutions. Industry, private institutions and organizations can also participate in the projects together with institutions of higher education and research. The Scholarship Programme is devoted to the exchange of individual scholars and scientists between Norway and the North-Western Russia. The budget of the Scholarship Programme for 2002/03 will be NOK 1 million.

The 2002/03 Scholarship Programme concentrates on North-Western Russia, including St. Petersburg. Special attention will be accorded to the Barents Region. When requirements of academic priorities are met, Moscow may be included. These areas will hereafter be referred to as North-Western Russia. Collaboration under the Programme is based on equality between the partners. Consideration will, however, be given

to applications which may contribute to a economic and democratic sustainable development in North-Western Russia in fields such as:

—Environmental protection and technology
—Medicine and health
—Marine technology
—Social sciences, including economy, law and subjects connected to democratic development (languages and other humanities)

Financial Support for Cooperation within Higher Education and Research between Norway and South Eastern Europe 2000-2004

The Norwegian Ministry of Foreign Affairs, The Norwegian Council for Higher Education and The Research Council of Norway have established a Cooperation Programme for the period 2000–2004 to support collaboration within higher education and research between Norway and countries in South Eastern Europe. The objective of the Programme is to initiate, develop and fund collaboration within higher education and research between universities, university colleges and research institutions in South Eastern Europe and corresponding Norwegian institutions. The Fellowship Programme is a part of the Cooperation Programme devoted to the exchange of individual scholars and scientists between Norway and the countries mentioned below. The budget of the Fellowship Programme for 2002/03 will be approx. NOK 1.5 million.

The Fellowship Programme will have geographical priorities for 2002/03 in Bosnia-Herzegovina, Montenegro, The Former Yugoslav Republic of Macedonia (FYROM), Albania, Croatia, Serbia. These countries are hereafter referred to as South Eastern Europe. The programme is not open for collaboration with Romania and Bulgaria. Priority will be accorded to the following areas within higher education and research:

—Economics and management (business administration)
—Law and human rights
—Social sciences and humanities

In the area of economic development the focus will be on public sector economy and management, organisation and management, contributions to developing a regular financial system, and development of smaller enterprises and business administration. Project proposals from subject areas that can be indirectly connected to

democratic and economically sustainable development will be accepted. Possible fields of research could include areas such as agriculture, fisheries, marine biology and areas where the Norwegian scientific community can contribute to developing the scientific skills of participating countries within certain interest areas. Environmental considerations are important.

The Nordic Grant Scheme for Network Cooperation with the Baltic Countries and North-Western Russia

The aim of the scheme is to develop long-term collaboration projects in the fields of higher education and research, and in the voluntary sector between the Nordic countries and the neighbouring states. This collaboration is designed to promote development throughout the region, the strengthening of democratic processes within the area, and the reinforcement and consolidation of collaboration between the neighbouring states themselves.

Funding is granted to collaboration projects, via network building between academic departments or voluntary organisations, in the Nordic countries and the neighbouring states.

"Academic departments" in this case refers to universities, university or state colleges, museums, research institutes and so forth. "Voluntary organisations" are non-governmental organisations (NGO), or non-profit making organisations. Support is given to collaborations which are considered to strengthen the voluntary sector in the neighbouring states, and which involve adult education. The term "academic network" refers to a long-term departmental collaboration within the fields of higher education and research, involving researchers, teachers and students. "Network between voluntary organisations" refers to long-term collaboration between non-governmental or non-profit making organisations. Collaboration can also include relevant seminars, conferences, and network meetings. A network must involve the participation of at least two Nordic departments or organisations, representing different countries, and at least one from a neighbouring state. The "Nordic countries" are Denmark, Finland, Iceland, Norway and Sweden while the "neighbouring states" are Estonia, Latvia, Lithuania, and the Northwest region of Russia (the St. Petersburg and Kaliningrad areas, and the Barents Region).

The scheme's 2003 budget is approximately 13 million DKK, and preliminary indications are that 85 % of it will be allocated to the academic sector, and 15 % to the voluntary sector. The maximum grant

obtainable is 250 000 DKK per year. Support can be given for a maximum of two years. Grants are awarded to cover the cost of travel and board and lodging for persons participating in a particular exchange. The scheme does not cover salary, overhead or equipment costs.

Higher education and research

Grants are available for new and established interdepartmental networks in the Nordic countries and neighbouring states and can be available for network projects in all subject fields, though priority will be given to the following areas:

—Nordic languages (those traditionally spoken in the Nordic countries)
—Culture and society (studies which promote democracy and EU-related subjects)
—Environmental technology (all subject areas addressing environment-related issues)

Grants are paid as a lump sum, to the department coordinating the network. All matters relating to practical issues, such as accommodation and insurance, are to be dealt with by the appropriate network department. Applications are to be submitted by the department serving as network coordinator. Documentation from each department participating in the collaboration project showing their interest in the project is to be submitted in written form in each instance.

The Programme for Cooperation with Eastern Europe

The Norwegian Programmes for Cooperation with Eastern Europe aims to contribute to the restructuring of these societies with the aim of securing democratic and economically sustainable development. The Research Council of Norway and The Norwegian Council for Higher Education have signed three contracts with the Ministry of Foreign Affairs about cooperation with countries in Eastern Europe within higher education and research. There is one programme for each of the following three regions:

—Southeast Europe
—EU Candidate Countries
—Russia

A separate strategy is established, in accordance with the agreement for each of the three programmes. These strategies are written down in the programmes working documents, which includes the geographically priority areas, and the thematic priorities given in each programme.

The strategy for the Cooperation Programme with the European Union (EU) Candidate Countries is based on the guidelines for the Governments action plan Norway and the EU Candidate Countries. The programme run for the period 2002-2005 and has a total budget of NOK 35 million.

The strategy for the Cooperation Programme with Russia is based on the agreement with the Ministry of Foreign Affairs and on the recommendations from the evaluation panel for the Central and Eastern European programme which was finalised in 2001. This programme is established for the period 2002-2006 and has a total budget of NOK 55 million.

The strategy of the Cooperation Programme with South Eastern Europe is based on White paper Nº 13 of the Norwegian Storting (Parliament). The programme is established for the period 2000-2004 and has a total budget of NOK 75 million. The programme funds 18 projects. The Research Council of Norway and the Council for Higher Education have jointly appointed one Programme Committee for all the three programmes.

Cooperation through bilateral agreements

In addition to the national programmes and agreements there are a great many bilateral cooperation agreements between Norwegian institutions offering higher educations and their counterparts in the South and in Eastern European countries. Here are three examples of this kind of cooperation:

The Chr. Michelsen Institute (CMI) is a private social science research foundation working on issues of development and human rights; primarily in sub-Saharan Africa, Asia and the Middle East. CMI has a formalised co-operation with the School of Government (SoG) at the University of the Western Cape. It provides for exchange of staff, support to joint research projects and funding for institutional development. The Norwegian Ministry of Foreign Affairs has funded the co-operation since 1995. A new 3-year programme was signed in 1998, to run until the end of the year 2000. In addition, NUFU provides funding for CMI inputs to SoG teaching programme and for a Ph.D. scholarship.

The University of Oslo is engaged in extensive international activity within research, teaching, and student mobility. The university maintains relations with institutions all over the world through participation in international organisations and networks and through more than 70 bilateral agreements.

Agreements vary in scope and content, from relatively open "Memoranda of Intent" to highly specific agreements covering substantial activities, but are generally initiated through contacts at University departmental level. They play an especially important part in efforts to expand student mobility. Many students from the University of Oslo are able to earn part of their degree in distant countries such as Singapore or Chile thanks to University partnerships. In turn, exchange students from all over the world come to study at the University of Oslo, where the international student community is considered an academically enriching, as well as colourful element of university life.

There is also a substantial amount of cooperation at faculty level. One example is the UZ-UiO MediaWeb cooperation project, which presents information, resources and publications on media research and teaching. The web is an outcome of co-operation between the Department of Media and Communication, University of Oslo, and the Media Programme at the University of Zimbabwe. This co-operation is funded by NUFU. The UiO-UZ MediaWeb will be of use to media researchers, students and teachers, and to those interested in media issues in the two.

The University of Bergen is Norway's International University. Every year it welcomes large numbers of foreign students and researchers, sponsored by European exchange programmes. The main areas of international co-operation at the University of Bergen involve collaboration in the areas of:

—Health
—Social Sciences
—Water and resource management

The overall aim is to initiate, facilitate and conduct relevant research, to encourage local competence building and to support the development of research facilities in these countries.

Students from all over the world, and, in particular, developing countries are offered master-level and doctoral training at the University of Bergen.

One of the bilateral agreements that the University of Bergen has is with the University of Makerere in Kampala, Uganda. The co-operation between the two institutions is in the form of Joint research and

teaching in existing projects, through mutual assistance in the establishment of new joint programmes, and joint organisation of conferences and workshops, The cooperation includes exchange of staff, exchange of graduate students, exchange of information and publications. The agreement also focuses on institutional development and competence building that is to be integrated into all collaboration activities.

Conclusions

This article has shown that there is a close relationship between the overriding goal of Norwegian development cooperation and the programmes of cooperation undertaken by Norwegian institutions and organisations in countries of the South and Eastern Europe. Although a small country, Norway is relatively speaking a major actor in terms of development cooperation. The reviewed programmes show an increasing emphasis on horizontal networking between institutions instead of hierarchic linear models of cooperation and activity. This underlines that there is an ongoing change of cooperation between institutions on comparable levels and with common areas of interest.

Especially the cooperation through the NUFU programme has proved to promote beneficial cooperation between institutions in the South, in Eastern European countries and in Norway. The focus and emphasis on mutual beneficial cooperation as well as joint research and training in this programme is a good example showing the importance of horizontal networking and functional associations. The NUFU programme has proved that cooperation widens the professional discussions on a more general level as well as it promotes collaboration on a more personal and individual basis. Although receiving its financial basis from NORAD and Ministry of Foreign Affairs (MFA) the NUFU programme has established an independent profile. The NUFU programme (of course) also has its shortcomings but has proved to an efficient programme that can be further developed to become a programme with an aim to increase the actual influence of its participants and more or less to become a programme "owned by the researchers and tutors" involved.

The more direct support offered through NORAD and through the Ministry of Foreign Affairs (MFA) follows almost the same principles as the NUFU programme. The support through NORAD and MFA appears to be more general and less focused on horizontal networking than the NUFU programme. The focus on strategic human resource planning

and the focus on the obtaining and sharing of knowledge, however, is definitely in line with the idea of functional collaboration.

The bilateral agreements between Norwegian universities/university colleges and partners in the South and in Eastern Europe is an import contribution in strengthening functional horizontal networking between both institutions and individuals. Exchange of students and research information as well as joint study programmes and research widens the professional discussions and can contribute to the improvement of both study programmes and research.

Lastly, the support offered to strengthen the collaboration between Norwegian NGOs and the voluntary sector in the South and in Eastern Europe must not be underestimated. This collaboration has proved to be an efficient way of increasing horizontal networking between the involved partners. The voluntary organisations provide an important supplement both to the collaboration undertaken by the reviewed programmes for cooperation as well as to the bilateral initiatives undertaken by the universities and the university colleges.

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The Role of Higher Education in North-South Co-operation: Portuguese Models of Co-operation

Alexandra Lages Miguel

Portuguese Co-operation: Historical Background

The history of Portuguese co-operation began in 1974-75, with the decolonization process of its former African colonies, but it was only in the late 1970s and early '80s that these co-operation relations were institutionalised, through the creation of the first institutions related to co-operation activities. Due to the lack of either a general co-operation policy or an appropriate institutional framework capable of co-ordinating it, co-operation activities were initially developed in a very decentralised and uncoordinated way. In fact, many Portuguese ministries and other institutions independently developed co-operation relations with the former colonies, based mainly on institutional and personal relationships.

It was only in the beginning of the '90s that the need to adjust Portuguese co-operation to international patterns was felt. In 1994, the Portuguese Ministry of Foreign Affairs revealed interest in leading co-operation policy, as well as in reinforcing the co-ordination of co-operation activities through the creation of the Portuguese Institute for Co-operation (ICP), which absorbed the former co-operation institutions. During that decade several other co-operation organs were also created, within specific policy areas in which co-operation has a strong strategic importance.

Present Portuguese Co-operation Policy

Since 1999, Portuguese co-operation with its main partner countries has been organized in annual Integrated Co-operation Programmes and triennial Indicative Co-operation Programmes, developed in the annual

programmes. These programmes indicate the priority areas of co-operation policy and the strategic development options of each of the main partner countries, the financial resources available, the entities responsible for the execution of that policy and the methodologies to be used.

The appearance of these programmes brought a certain political control over decentralised initiatives, introducing co-ordination, coherence and rationality to the field, and improving the use of resources. The creation of a single political command that defines goals, priorities and mechanisms has greatly improved the global coherence of co-operation policy.

These efforts were complemented by the establishment of inter-ministerial organs. Besides this, ICP started to use a database system with all budgets of development co-operation projects from the ministries and other entities, and one or two named officials for each of the main partner countries, whose main task is to co-ordinate co-operation activities in the field. Several evaluations of concrete projects have also been made.

Concerning the institutional framework, Portuguese co-operation is presently undergoing profound change. ICP (the institution responsible for co-ordinating the entire aid programme and co-operation activities) has recently been merged with the Portuguese Development Agency, giving a single entity, whose structure is now in the process of implementation. The Portuguese Development Agency was created in 2000, and has been responsible for financing the whole co-operation system and for promoting Portuguese investment, whilst supporting the social and economic infrastructure and fostering the private sector in beneficiary countries.

Mainly for historical reasons, Portuguese co-operation concentrates mainly on the five Portuguese-speaking Countries in Africa (PALOP) —Angola, Mozambique, Guinea-Bissau, Cabo Verde and Sao Tomé e Príncipe— and since 1999, East Timor. However, since the end of the 90's, there have been some efforts to diversify this co-operation, by enlarging it to other African and Latin America countries, in some cases through NGO's.

In terms of priorities, the new model of Portuguese co-operation tries to rationalise the areas in which it operates, maximising available resources, through the identification of priority sectors according to two fundamental criteria: the development priorities of the partner countries and the specific advantages resulting from Portuguese co-operation. The common language with the PALOP, as well as long-standing knowledge of those countries, gives Portuguese co-operation a unique

potential. The language factor, for instance, leads to special emphasis on the fields of education and training, while the historical experience and the common legacy in some areas explain the support of the institution-building process.

Favouring a sector-based approach, Portuguese co-operation focuses primarily on the following four areas of strategic intervention: Education (support of basic, secondary and higher education, infrastructure and equipment, institutional support and support of Portuguese Schools); Poverty Eradication (social welfare, support of productive activities, vocational training and creation of employment or self-employment); Institution-Building (enforcement of democratic values, good governance and civil society empowerment); and Support of Business Activities (fostering market development, by direct support either to private enterprises or to the public sector; development of partnerships with the Portuguese private sector).

In recent years, Portuguese co-operation has also increased its support and financing of NGOs in Portugal and recipient countries, as well as contributions to Emergency Aid operations.

In the multilateral field, Portugal has participated increasingly in the activities of several International Organisations and Specialised Agencies, as well as in various international fora that deal with co-operation with Africa, Latin America and Asia.

Higher education co-operation projects: Examples of good practice

Education is considered to be a top priority for Portuguese co-operation, in its efforts to promote the economic and social development of recipient countries. This is particularly due to the privileged means of communication —the Portuguese language— with the main beneficiaries, which gives Portugal an essential advantage and a key responsibility in this area of co-operation, as was recognised by DAC.

One of the main features of the Portuguese co-operation programme for education is supporting higher education, an area that has registered increasing intervention and financial effort in recent years, and where there is a selective sponsorship policy under two modalities. First, different legal instruments (agreements, conventions and protocols) which Portuguese universities and other higher education institutions have celebrated with their counterparts in the PALOP. Second, projects promoted by the Portuguese Ministry of Education and by the Portuguese Institute for Co-operation. Their objective is to create and consolidate higher education courses in strategic areas for

the target countries, as well as to promote pilot mobility and exchange projects for lecturers and students.

The programme defined for the higher education area by Portuguese co-operation assumes three main intervention vectors as priorities: a) training of senior management staff; b) institutional capacity building, through supporting the creation and maintenance of higher education institutions; c) reorientation of scholarship policy in Portugal, shifting from scholarships to attend undergraduate courses in Portugal to scholarships for post-graduate, master's and doctoral programs in Portugal.

In order to improve the quality of the education provided within this programme, it also includes supporting education systems and strengthening institutional capacities in the recipient countries. In this area, the most relevant programmes and actions include the creation and improvement of physical infrastructures, supply of bibliographic and didactic materials, training and payment of teachers and financial support to seminars, among others.

We have selected three examples of co-operation projects between Portuguese and African higher education institutions that we consider examples of good practice for its positive and sustainable institutional and social impacts in the beneficiary countries.

1. *Support for Law graduate studies of the University Agostinho Neto, in Angola*

This project has been developed through a partnership between the Faculty of Law of the University of Coimbra (FDUC) and the Faculty of Law of the University Agostinho Neto (FDUAN), in Luanda (Angola), having as its main goal the promotion of progressive development in law teaching and training in Angola. The collaboration between these two higher education institutions began to be designed in the late 1970s and the first co-operation actions took place during the '80s, when the first FDUC teachers went to Angola to teach law disciplines at FDUAN. This co-operation relationship, based primarily on political trust, has only been developed in a structured way since 1991, when both higher education institutions signed a convention.

The importance of this project lay mainly in the extraordinary lack of law graduates in Angola at the time. In fact, most of the judicial staff in the country had no adequate law qualifications. The immediate goal was, then, the creation and development of a graduate scheme in Law, non-existent at the time, in order to produce law graduates to run the judicial machine and other state structures.

The specific goals of this project are, mainly, the support of FDUAN as regards teaching and research in Angola, the training of Angolan teaching staff in Portugal, support for bibliographic and computing material, and joint participation in investigation projects. It is important to mention that the principle that rules this co-operation relationship from the start, and that constitutes one of the bases for its success, besides mutual confidence and respect, is the acknowledgement of both institutions' autonomy. Everything that FDUC does and proposes to the financing entities always has the previous approval of FDUAN, and all the actions carried out are based on the need of the latter Faculty.

Following this philosophy, and in order to pursue the goals abovementioned, several actions have been developed to support the graduation in law at FDUAN. FDUC's teachers have been sent to Angola to teach and manage key disciplines, and short-time internships for Angolan teaching-staff at FDUC have been provided. Besides, FDUC has supported the curricular development of the disciplines lectured at FDUAN, and teachers from both institutions have organised professional training actions addressing the Angolan public and private staff administration.

Also, Angolan graduates have been trained at FDUC to Master and Specialisation levels, bibliographic and didactic material has been sent to FDUAN, and the edition of didactic work has been supported.

Presently, beyond support at undergraduate level, this project is about to move forward to the creation of masters studies in law at FDUAN, aligned with Angolan reality, with the support of foundations and banking institutions.

This project has been financed by the Portuguese co-operation institutions since 1992. From the academic year 1993/94, this project began to be financed on a systematic way, through the annual presentation, by FDUC and FDUAN, of the activities that would be executed in each academic year, as well as the respective financing expected from the Portuguese co-operation institutions. Since 2000, this project has received established funding of €150,000 from the Portuguese Institute for Co-operation, which allows a certain continuity in its actions.

It is worth mentioning that, from 1996 to 2001, this project received an important impulse with co-financing received from the European Union, which allowed qualitative and quantitative improvement in the actions carried out. Namely, FDUAN's library received considerable support, and a significant number of Angolan graduates that now belong to FDUAN's teaching-staff were enabled to attend Master courses at FDUC.

This project is considered to be of great importance to higher education in Angola and its institutional reinforcement, as well as to the staff training of senior management (one of the top priorities of the Portuguese co-operation agenda), and it has received many complements from the Angolan authorities due to the way it has been developed and its positive results.

FDUAN has now around 2250 students (1780 in Luanda and 470 in the distance-learning system), accepting nearly 350 students each year (plus 150 in evening courses), and graduating about 50 students per year.

In terms of teaching, it should be underlined that a quite demanding policy has been followed, which means that FDUAN's graduates have a good law training and preparation. On the other hand, the close connection between FDUAN and the Angolan judiciary and state structures, alongside the demand for law graduates in the country, have provided FDUAN's graduates 100 % employment. In fact, around 90 % of the Angolan jurists graduated from FDUAN and, nowadays, the majority of Angolan courts and other state bodies have FDUAN graduates on their staff, as well as private institutions (especially enterprises).

In terms of equipment, FDUAN's library has now very good bibliography and technical resources, and good computer resources.

An interesting point to be highlighted is the fact that, over the last years, FDUAN has begun to receive students from other African countries, namely from Guinea Bissau and from Sao Tomé e Príncipe.

Nowadays, FDUAN has the ability to sustain itself. Besides the financing of the Portuguese Co-operation, FDUAN receives funding from the Angolan Ministry of Education and has now resources that allow regular functioning. FDUAN is also autonomous in terms of curricular development, and now has a proper teaching-staff and connections with other higher education institutions.

This means that FDUAN is presently able to continue functioning without FDUC's collaboration, being perfectly able to provide a good education in law for Angolan students. However, the close connection and the real involvement of both Portuguese and Angolan scholars in this project, and the relevant capacity-building effects that its activities have generated, has motivated the continuation of the co-operation relation and its evolution into greater quality patterns.

2. *Development of the ISECMAR - Higher Institute of Engineering and Ocean Sciences, in Cabo Verde*

This project has been developed, since the early 90's, by the Naval School Infante D. Henrique (ENIDH), in Lisbon, and is the continuation

of a previous one —the development of the Centre of Naval Training (CFN), in Cabo Verde— which had as initial goal the transformation of this Centre into a higher education institution, mainly through the implementation of bachelor's courses in marine biology, electricity and electronics and computer science.

The CFN was initially supported by the United Nations Intergovernmental Maritime Organisation, through the intervention of one or two technicians who performed several tasks, but this model soon became exhausted. Furthermore, the Centre only trained ship's crew, which began to be insufficient in a country with ten islands and, therefore, with a potential maritime activity that can have an obvious importance for the country's development.

In 1992, teachers from ENIDH elaborated an action plan with the aim of developing co-operation relations with CFN. The Centre's teaching body was trained in ENIDH ten years before, in all its departmental areas, namely, Pilotage, Maritime Machine Engineering, Radio Techniques and Electronics. Here lies the main reason for this project's success: all the work developed is based on the training that the Cabo Verdean teachers received in the previous decade from the ENIDH teachers, which allowed the development of a relationship characterised by mutual knowledge, horizontality, respect and personal friendship.

ENIDH's strategic goal was to enlarge the scope of training given at the CFN, namely at the level of maritime and harbour management (training people to work in port enterprises, dockyards and navigation agencies), electronics, telecommunications, logistics, fishing and all the areas related with to shipping services.

In order to fulfil these goals, ENIDH and CFN began to jointly develop a harmonisation of their curricula. Teaching and technical assistance missions were funded by ENIDH. This scientific dynamics, together with the financial support of the Portuguese Institute for Co-operation, have made possible that the Centre of Naval Training became a higher education institution, through the creation of the Higher Institute of Engineering and Ocean Sciences - ISECMAR.

With this initial goal accomplished, the project was reformulated in 2001. Collaboration between ENIDH and ISECMAR continues very intensely and includes several actions, which are always jointly planned and reported to the two governments. ENIDH's teachers continue to support ISECMAR's courses, teaching several disciplines, collaborating in the disciplines curricula's reformulation and training ISECMAR's teachers. ENIDH also supports ISECMAR's students working in final course projects and provides bibliographic and didactic support.

ISECMAR's teachers are also encouraged to go to ENIDH for identification and gathering of bibliographic elements and exchange of technical, pedagogic and scientific experiences. ENIDH also provides internships in Portugal, due to the relationship established between this Naval School and the national enterprises and harbours.

Besides the collaboration in terms of education, ENIDH also co-operates at another important level: providing certificates to the officials trained at ISECMAR. In fact, there is a close connection between ENIDH and the Naval Harbour Agency, the Portuguese organism responsible for passing those certificates after the approval from the nominated jury, a task that ENIDH's teachers are allowed to perform with ISECMAR's graduates, and which translates into an international certificate that allows them to work overseas.

ENIDH's teachers also support the training of determined specific modules, and are elaborating post-graduation courses in strategic areas. Support to seminars and conferences, involving all the agents related to maritime transportation in Cabo Verde, is also provided.

It is worth mentioning that, in the meantime, other Portuguese higher education institutions began to co-operate with ISECMAR, namely the University of Algarve, specifically in curricula areas that are not covered by ENIDH.

This co-operation project, to which the Government of Cabo Verde gives crucial importance, had several impacts and brought important advantages to this country, now totally independent as regards the training of ship's crew at all levels. ISECMAR is the only institution of its kind in this country, and it has graduated and trained thousands of Cabo Verdean nationals. Among these, around 10.000 are presently spread around the world, most of them working in the merchant navy in northern Europe.

Additionally, this co-operation —developed in a future-oriented perspective and with the goal of training high quality crew— made several relevant contributions, not only to trade, but also to fishing and infrastructures (namely harbours).

ENIDH's actions in Cabo Verde have also promoted a participation of Portuguese enterprises in the development of that country's maritime sector and, in terms of employment, it is worth mentioning that ISECMAR's policy of organising training courses according to the needs of the employment market, both national and overseas, have facilitated the employment of Cabo Verde's officials.

It can be said, without any doubt, that this project has a high level of sustainability. Nowadays, ISECMAR, with a structure identical to that of ENIDH, is autonomous in terms of resources and curricula development.

It has a teaching body with ability to teach all disciplines and, in what concerns financing, receives funding from the Cabo Verde Government, combined with the private funds it receives from the courses.

In other words, if ENIDH was to put an end to its collaboration with ISECMAR, this Institute would have all the conditions to keep functioning. Nevertheless, ISECMAR has been upgrading its performance level and scope, and the continuation of ENIDH's collaboration is seen as essential for that purpose.

It should be underlined that this project was always, and will continue to be, the promotion of ISECMAR's autonomy and total independence at all levels. This goal was successfully attained, turning this project into an example of good practice to be considered, for its solid, structured and well defined co-operation programmes, through a partnership mutually recognised as positive.

3. *Research Project on Justice Systems in Mozambique*

This project was developed between 1996 and 2000, through a partnership between the Centre of African Studies (CEA) of the University Eduardo Mondlane (Maputo, Mozambique) and the Centre of Social Studies (CES) of the University of Coimbra. The project, formulated in 1996 by a joint team of investigators from the two Centres, had as its main goal the research on justice administration in Mozambique, namely the performance of the courts, the alternative ways of dispute resolution system, and the knowledge and opinion of the citizens about the Law and the courts.

This project was initially funded by the Portuguese Institute for Co-operation and has afterwards been reinforced by the support of DANIDA (Danish Agency for International Development). It also had the support of the two Universities involved and of the Supreme Court of Mozambique.

This study has been considered of strategic importance for Mozambique, mainly for its impact on the functioning of the judiciary system and on the reinforcement of citizenship and human rights. The broad scope of the research object —including not only formal but also informal institutions— has given this project a wide policy-oriented philosophy.

From an organisational point of view, this project is considered quite innovative. All the work was conceived and executed by a joint and multi-disciplinary research team, with Portuguese and Mozambican co-ordinators and researchers from both Centres. The project co-ordination was given to one co-ordinator from CES and another from CEA, and

the research team was composed of three part-time Portuguese researchers, and four full-time Mozambican researchers hired specially for this project. There was also an involvement of several researchers from the CEA and the CES, on an occasional contribution perspective. The Supreme Court of Mozambique was also associated with this project from the beginning: a judge assured the collaboration of the Mozambican judicial system with the research, and has been the link between the project and the needs and priorities of the judicial system itself.

The project is divided into two sub-projects. Several methodologies are used for each. The first is the study of the courts' effective performance. Analyses of processes, of statistical data and interviews of privileged informers (judges, lawyers, state officials, etc) have been made. The second is the study of alternative means of dispute resolution, within which several case studies have been made on a participant-observation basis, in both rural and urban areas.

The conclusions of the research were presented in a public session, with all the local authorities related to the judicial system and media coverage, in August 2000. A 2400-page Report (5 volumes) based on the conclusions of the two Centres' investigators has been published. The Report identifies and analyses several kinds of justices and non-official mechanisms of dispute resolution that exist and will continue to coexist in Mozambique, and their performances, organising an important amount of information and presenting several proposals for a judicial reform in Mozambique.

It should be emphasised that, since its beginning, the research was developed simultaneously in both Centres, with a permanent mutual knowledge exchange. Several missions of the Portuguese researchers in Mozambique, and of the Mozambican researchers in Portugal have been organised, and the team defines these four years of collaboration as democratic, describing the relationship as an equal-to-equal partnership from the definition of the methods to the priorities and contents.

This project, and its conclusions, had several practical and important impacts. In institutional terms, the major product of the Report was the new dynamics given to the Legal and Judicial Training Centre (CFJJ), a Mozambican institution for the professional training of judges, prosecutors and other professionals working in the fields of law and justice. This Centre was created in 1997 but it only began its work effectively after the Report was published. This is a strong evidence that the research project brought not only the perception of the need to "re-create" the Centre, but also the instruments for its functioning.

In fact, many of the personnel and much of the know-how used in the project have been involved in the training of the human resources that are running CFJJ.

Another important impact of this project was local capacity-building. Having used Mozambican researchers, CES left people in Mozambique with a deep knowledge of justice in the territory, able to continue developing research projects in the justice area by themselves, which is being made by CFJJ.

After having funded this project, DANIDA increased the support for justice reforms and work in Mozambique. As a result, the so-called communitarian courts underlined in the Report as a kind of court with potentialities for a more suitable justice functioning in Mozambique started to be given greater importance.

The Report also had a good reception from the Mozambican judicial authorities. It became an important reference in the discussions on the judicial system's reform, and has influenced Mozambican state and diplomatic spheres.

The Portuguese Ministry of Justice also took the Report into consideration in its co-operation activities and, more recently, a work of the European Union on the reinforcement of the judicial system in Mozambique used the Report as a reference document.

The Report is about to be published in a smaller Portuguese version (the English version may come out later) in order to use this work in the regional networks where Mozambique and people related to the Mozambican judicial system are located.

Conclusion

Over recent decades a strong international consensus has been developed around the relevance of education for poverty reduction and sustainable development, and the need to increase and improve higher education systems in developing countries.

In fact, good qualifications at a higher education level are decisive for the performance of other levels of education in the country, and to enable the development and consolidation of the country's institutions. Additionally, higher education contributes to the increase of work productivity, enterprise energy and quality of life, allows social mobility, encourages political participation, reinforces civil society, promotes democratic governance and is important for national competition in the world economy. Also, it assures a qualified population, development of research and the grasping of new technologies, which are powerful

motors of development essential for the solution of problems that are the basis of poverty.

Higher education is, thus, no longer seen as a luxury, but as essential to economic and social development. For that reason, co-operation programmes in this field are very important, due to the need to build quality and sustainable education systems, with universal access and adjusted to the country's characteristics and needs.

Donor countries have applied several successful intervention policies in order to promote the development of higher education systems in developing countries. The goals of such policies are, mainly, the development of teaching systems, through the elaboration of strategic plans with defined goals, deadlines and methods, and the improvement of teaching quality, through more and better teaching training and better pedagogic support. The promotion of institutional capacity-building is also very important, as a way to assure the sustainability of these higher education systems.

As regards successful instruments and policies, the three Portuguese co-operation projects presented in this paper can be considered good examples of donor countries' practices towards the improvement of higher education systems in developing countries. In fact, methods like the training of senior-management staff in necessary fields for the beneficiary countries, bibliographic, logistics and technologic support, curricular support, permanent and well-managed financing systems and the involvement of local communities, have given to these projects a high grade of sustainability and autonomy, contrasting with the usual disappointing results of co-operation projects in the higher education field.

There is still much to do in the development of the higher educations systems in developing countries. Mainly, improvements are necessary in education infrastructure (especially in new technologies, access to equipment and logistical conditions), the conception and implementation of new curricula and academic programmes, the recruitment and motivation of well-trained teaching staff, access for economically and socially disadvantaged populations and scientific education and research.

Donor countries and development agencies must give more attention to higher education systems in developing countries, increasing the resources for co-operation programmes in this area and improving their efficiency, bearing in mind that, as H.G. Wells said in "The End of History": human history is becoming ever more a race between education and catastrophe.

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Spanish Universities and Development Co-operation

Pablo Beneitone

Spain and its Experience in Development Co-operation

The end of the Second World War led to a new international system in which development co-operation was to become important —but it was not always focused on assistance to the Third World. In the post-war period, development co-operation was linked to efforts aimed at European economic reconstruction. The Marshall Plan, perhaps the first experience of a closed project of international aid, had as its ultimate aims the political stabilisation of Germany, reducing the attraction of democratic socialism in Great Britain and other countries, and preventing the spread of communism in France and Italy. It was only later that development co-operation became a complementary mechanism of the processes of decolonisation of Africa and Asia, linking nations that were becoming independent with the former colonising powers.

Spain has gone from being a recipient to a donor of development aid in a very short time. In the early 1980s, Spain stopped receiving assistance, became a donor and started developing a co-operation policy of its own. In 1985 the Secretariat of State for International Co-operation and Latin America (SECIPI) was created within the Ministry of Foreign Affairs, from which later arose the Spanish International Co-operation Agency (AECI). The ministry was responsible for the execution of non-refundable bilateral co-operation, and particularly for programmes of technical assistance. Under the auspices of the AECI an extensive network of Technical Offices of Co-operation (OTC) has been extended within the target countries of Spanish co-operation.

The aims defined include reaching a budget of 0.7 % of GDP for development —an as yet unmet target[1]— and priority sectors and geographical areas for Spanish co-operation are identified. In relation to the average for members of the OECD's Development Aid Committee, Spanish co-operation sends more resources to Latin America and less to Africa and Asia. Since Latin American countries have relatively higher GDPs, the proportion of Official Development Aid (ODA) that Spain has directed to the poorest countries has also remained comparatively low. This special relationship that Spain has had with Latin America can be understood as the result of a shared language and history, and compensates for the somewhat more limited attention that the European Union has given to this region.

An interesting feature of Spain's development co-operation is its actors. To the centralised activities headed by the AECI we must add the very significant decentralised co-operation, led by local and regional public bodies (town halls, provincial governments, autonomous communities), business associations, co-operatives and all kinds of civil organisations. This phenomenon of de-centralised co-operation activity arose during the 1980s and by the 1990s had become a hallmark of Spanish development co-operation work.

In the 1990s some insufficiencies and many critiques of Spain's development co-operation policy led to major public mobilisation that began to produce a consensus on the need to increase the quantity and quality of aid. Thus, the social movement for 0.7 % as a target figure became the spokesman of Spanish civil society on demands for solidarity with the peoples of the South. On the basis of this movement, direct participation in Spanish civil society crystallised through the expanding activities of Development Non-Governmental Organisations (DNGOs). The progressive participation of Spain in the system of development co-operation soon necessitated a regulatory framework that could provide legal safeguards to the various actors and society as a whole. In July 1998, the Law on International Development Co-operation was approved.

[1] Spain's Official Development Assistance (ODA) amounted to USD 1.2 billion in 2000. Spain's ODA in relation to its GDP peaked at 0.28% in the mid-nineties, but decreased to 0.22% in 2000, ranking it 19th out of the 22 DAC countries. *See DAC, Peer Review of Spain, 2002*.

Educational, Cultural and Scientific Co-operation in Spain

Latin America has been the main geographical area for Spain's involvement in educational and cultural co-operation. Article 7 of the 1998 Law on International Development Co-operation[2] stipulates that Spain's development will be specifically oriented to the following sectoral priorities:

- —basic social services, especially in health, sanitation, education, obtaining food supply and formation of human resources
- —culture, especially those aspects which define cultural identity, promoting endogenous development, and which favour cultural promotion and the free access to cultural resources and services of all sectors of the population
- —development of scientific and technological research, and its application to projects of development co-operation.

In quantitative terms, the attention given to this area of assistance is still limited. Estimates for the past three years indicate an average percentage equivalent to 12.8 % of non-refundable bilateral ODA: 8.5 % of all bilateral ODA. Though the figures vary from year to year, there is no appreciable trend over time. About 60 % of the total expense in this area, dedicated to investment in human beings, goes to education. Next in importance are the activities of research and technological development (some 20 % of the whole), whereas around 10 % is directed towards the promotion and preservation of cultural heritage. (See Alonso, 1999.)

As the principal organisation managing the various educational and cultural and, to a lesser extent, scientific, programmes and projects within Spain's development co-operation, the AECI has created a wide range of programmes, activities, courses, scholarships and seminars in educational material. The Inter-university Co-operation Programme (formerly Intercampus) deserves particular mention here, as it handles the most significant flow of interchange of students and academic staff between Spain and Latin America.

Scholarships offered annually by the AECI have been as follows: general scholarships for foreigners to study in Spain; scholarships for foreign diplomats; IBERCOMET scholarships for company placements; a programme of scholarships for audio-visual training; a programme

[2] Official bulletin of the State. Law of International Cooperation to the Development. 7/1998.

of scholarships for Spanish students abroad; programmes of MUTIS scholarships, exclusively for Latin American students; and programmes for Spanish lecturers. The geographical areas most benefited by this mode of co-operation have been Latin America and, secondly, North Africa.

Training courses have been developed for Latin American professionals and civil servants. For specialised training, short courses, seminars and meetings have been organised, supported by Spanish and multilateral organisations.

As regards scientific co-operation, mention should be made of the Latin American Programme of Science and Technology for Development (CYTED). (See also Sebastian, 2000.) The aim was to create an instrument able to facilitate technological development and innovation between universities, centres of investigation and companies in Latin America and Spain. Within the CYTED framework there have been created thematic networks between groups working in similar areas; research projects; and projects of innovation between companies in different disciplines in the areas of science and technology. Overall, the programme has achieved positive results, its principal weakness being the unequal level of participation between the countries involved, with a bias against the relatively less developed countries.

Spanish Universities and Development Co-operation

As we have seen, the AECI has been the main protagonist of bilateral development co-operation in education. What has been the role of the Spanish universities?

To answer this question, we need to examine the wording of the 1998 Law on Development Co-operation. Four legal instruments are identified for Spanish international development co-operation: economic and financial co-operation, technical co-operation, humanitarian aid, and education for development and social sensitisation.

Article 10 specifically defines technical co-operation for development, as that which includes any form of assistance directed towards the formation of human resources of the recipient country, improving its levels of instruction, training, qualification and technical and productive capacities in the institutional, administrative, economic, sanitary, social, cultural, educational, scientific or technological areas. Technical co-operation is articulated by means of programmes and projects of reinforcement of education and training at all sectors and levels, by means of programmes and projects of technical guidance

with the assistance of Spanish experts, social agents, NGOs, or companies, contribution of studies or transfer of technologies.

Analysing Article 10, we note the absence of the universities, and this within a form of co-operation in which they can make a crucial contribution. NGOs and companies are mentioned, even though the university is normally conceived of as an institution that brings together a large group of teachers, researchers and experts from a wide range of disciplines, capable of providing technical assistance in diverse matters.

In Article 13, the scope of education for development and social sensitisation is specified. By education for development and social sensitisation is understood the actions carried out by public administrations, directly or in collaboration with development NGOs, to promote activities which favour a better perception of society towards the problems affecting developing countries, and which stimulate active solidarity and co-operation with the same, via publicity campaigns, information services, training programmes, supporting initiatives in favour of fair trade and responsible consumption with respect to the products of developing countries.

Here it would appear that education for development is explicitly linked to NGOs. Lamentably, the universities seem to have been ignored within the regulative framework of development co-operation, although closer analysis of the missions defined in both articles would immediately suggest them as relevant actors. It cannot be denied that Spanish universities have participated in very much in the shadow of schemes managed by governmental alternatives.

Programmes of academic mobility may have constituted the start of the development co-operation activities of Spanish universities. The former Intercampus programme has served as the most visible instance of academic mobility and has enabled relations between Spanish and Latin American universities. Despite the various criticisms provoked by the doubtful contribution of this experience of interchange, at the institutional level it has meant the development of international co-operation offices at universities in Latin America. This component of institutional strengthening is no doubt the most concrete and successful result of the aforementioned Programme.

Mention should be made of the Committee of International Relations (CEURI) of the Rectors' conference of the Spanish Universities (CRUE), which has prepared and discussed a framework document titled "University Strategy for Development Co-operation".

Experiences from the Management of Development Co-operation in Spanish Universities

The Spanish university system is composed of 66 universities, only a few of which have a defined policy of development co-operation. Only 20 % carry out activities directly linked with development co-operation, although many universities think that they do carry out actions of co-operation, and their employees can confuse participation in certain international programmes with effective collaboration related to development.

Among the universities that really do carry out actions of development co-operation, differences exist with respect to the specific type of activities involved as well as the organisational structure to manage this work. As regards the organisational structure, it may take the following forms at Spanish universities:

—an independent office of development co-operation
—actions of development co-operation included in the mission and functions of the university's office of international relations
—an independent NGO-style organisation in charge of development co-operation

In their role as actors in development co-operation, the universities have four main areas of action:

—training activities
—technical assistance and participation in projects
—activities of sensitisation and education for development
—production of investigations and studies.

Some universities tend to concentrate on one of these areas, whereas others have chosen to act simultaneously in training, technical assistance, development projects, sensitisation and research in order to take advantage of the advantages that stem from an integrated performance.

Universities contribute to the training of appropriate human resources for the execution of policies and actions of development and international co-operation. Through specialised courses at Bachelor's level and doctoral courses, the university can contribute to the creation of a body of experts.

As for technical assistance, universities can help to improve the educational and research capacities of similar centres in developing countries. Thus, through inter-university co-operation, the capacity to meet the social demand for experts, technical personnel and agents in these countries can be improved.

Development in the South can also be promoted through project execution. Such projects aim to act against the structural reasons for poverty, giving priority to the most vulnerable groups. They touch on practically all areas of development, including health, education, housing, and the strengthening of the institutional framework. Spanish universities have focused especially on sending equipment and teams to implement project activities; on institutional strengthening to facilitate the improvement of the individual and collective capacities of target individuals and groups; and training and updating skills in specific areas of development.

The raison d'être for work in sensitisation and education is rooted in the importance of education and training in society for active commitment and not merely for occasional mobilisation in disaster situations.

Such activities ought to constitute an important area of activity for universities, but often they exist solely on paper, in the institution's statement of aims. Though most universities involved in development co-operation continue to give priority to project execution in the South, recently some have come to the viewpoint that activities aimed at sensitisation and education for development should be the basic axis of their work.

The aim of education for development is to stimulate a commitment to modify the situations and structures that lead to and perpetuate poverty, inequality and exclusion. Likewise, it is necessary to promote values and attitudes that can promote social change, based on criteria of justice, peace, equity, equal rights and opportunities between women and men, democracy, participation, solidarity and care for the environment.

As for sensitisation, it is necessary to keep the community informed about the reality of poverty in the world and the reasons and structures that perpetuate it, and to facilitate a better comprehension of the interdependence between countries, the reasons for international inequality —and possible solutions. Finally, this must be accompanied by an environment of comprehension, tolerance and respect towards the customs and lifestyles of other cultures.

To bring these aims to fruition, universities develop informative activities on specific topics. They design and carry out information campaigns, and produce educational material to support training activities, videos, and computer programmes.

Through studies and research, universities can contribute useful information for those in charge of aid and for public bodies, providing them with materials of reflection and analysis that can assist them in designing and improving their policies.

In the case of those universities which complement this activity with fieldwork, their actions can be enriched with continued reflection on the experience gained, with analysis of methodologies and techniques of action and with investigation applied to the areas of direct intervention. Also, the study and following-up of change in the international context can permit better design and application of specific strategies and actions. Research, understood as global action, an ongoing effort to understand development co-operation, broadly considered, can allow universities both to anticipate and to understand the underlying relationships of causality and interdependence.

Technical University of Catalunya

The Technical University of Catalunya (UPC), created in 1971, has been doing important work in development co-operation since the early 1990s. Its activities are channelled through the Centre for Development Co-operation (CCD), a non-profit body created in 1993 at the initiative of the Social Council of the Technical University of Catalunya.

The CCD stimulates and supports initiatives of co-operation on the part of all members of the university community. Its solidarity is mainly directed towards the countries in which inequality is most severe. The load of scientific, technical and social knowledge is shared in order to stimulate balanced and sustainable progress.

The aims of the Centre of Development Co-operation are:

—to sensitise the university community towards the social, technical and economic problems of developing countries, through organising specific activities and giving support to initiatives initiated by members of the UPC
—to educate members of the university community in development problems and to stimulate their participation in projects of technical co-operation with developing countries
—to collaborate with NGOs, companies and institutions that share the criteria and the aims of the CCD, and to share experiences with other university and non-profit organisations active in the field of development co-operation
—to co-operate and to advise by means of programmes of technological assistance in developing countries for which members of the UPC are responsible, with the support of the CCD; in programmes of relation, training and interchange with leading personnel, graduates and technical personnel of these countries;

and during limited periods of residence in Spain and, under UPC supervision, to provide training for personnel of such countries

—to undertake reporting and documentation activity, by collecting information and material relevant to the implementation of developmental aims and programmes; also to spread the initiatives and activities offered by the NGO and other institutions in the UPC.

Finance is a central aspect of the management of development co-operation in the university. The work of the Centre for Development Co-operation is financed from the following sources:

—0.7 % of the income of the UPC itself, namely:

- 0.7 % of income from agreements and contracts
- 0.7 % of matriculation fees contributed voluntarily by the students
- 0.7 % of the salaries of participating academic, clerical and service staff

—contributions from the UPC and the Social Council for administrative expenses and for the functioning of the CCD

—external end-use income, for specific projects

—contributions from organisations and companies.

In recent years more than 1.2 million Euros have been spent on these actions, thanks to contributions from the whole university community. These contributions have permitted the accomplishment of many actions in support for development in various countries of the South. Of the achievements we may note:

Projects of co-operation, activities of sensitisation and awareness-raising, training actions, calls for aid, collaboration with NGOs, advice, donations of equipment and material, etc.

—422 actions of co-operation in developing countries and activities of sensitisation in the UPC, presented by students, academic, clerical and service staff of the University.

—More than 1,535 members of the UPC community have taken part directly in the preparation, organisation and execution of actions stimulated by the CCD.

—More than 10,242 students have contributed 0.7 % of their matriculation fees.

—To date the university has had activities in: Albania, Algeria, Angola, Argentina, Benin, Bolivia, Bosnia-Herzegovina, Brazil, Burkina Faso, Cameroon, Chile, China, Colombia, The Congo,

Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Ghana, Guatemala, Equatorial Guinea, Haiti, India, Kenya, Kosovo, Morocco, Mauritania, Mexico, Nepal, Nicaragua, Palestine, Panama, Paraguay, Peru, Senegal, Tunisia, Uruguay and Venezuela.

The UPC looks forward to continuing its work in the area of development co-operation. It intends to focus on projects that aim to construct schools and housing, to improve local industries, to promote alternative energy, to help war refugees, to facilitate access to safe drinking water, to give access to new technologies, to give training courses, etc.

The UPC aims to continue improving, qualitatively and quantitatively, the solidarity dimension of the university, seeking a greater commitment from all disciplines, and placing education and technology at the service of this aim. Here is meant not just any education or any technology, but those that can respond directly to the needs of developing countries, and that can be adapted to use in very different socio-cultural conditions and environments. Also important are advancing the production of knowledge and study applied to development, not least with regard to problems with global effects, from the perspective of the application of technology. As regards education for development, the UPC plans to continue introducing it into curricula, looking for cross-cutting approaches and teaching material that can help to change attitudes in society and to promote the adoption of active positions on development issues.

University of Alicante

The University of Alicante, Valencia, was established in 1979. Responding to the wishes expressed by its own lecturers, administration personnel and students, in 1997 it decided to give budgetary support to activities to promote sustainable development and the social, cultural and institutional progress of developing countries.

In March, 1997 the 0.7 % Commission threw open the first call to promote diverse programmes of development co-operation. In view of the positive reception of this initiative on the part of the university community, it was decided to create an office to manage and control the use of these funds. Initially called the Office of 0.7 %, it is now the Office of International Development Co-operation (OCID). This novel initiative in the Valencian university world has subsequently seen

continued growth and consolidation, both in the number of projects carried out, and in the quantity of funds allocated.

The OCID is based organisationally and functionally within the Vice-rectorate of Institutional and International Relations, but its management and control are organised under the Commission for Development Co-operation. The OCID aims to:

—sensitise the Alicante university community towards the social, technical and economic problems of developing countries, organising specific activities and supporting the initiatives of members of the University of Alicante.
—educate members of the university community in the problematique of development, and to facilitate their participation in projects of development co-operation.
—act as a link in collaboration with NGOs that share the aims and criteria of the University of Alicante, as well as establishing relations with other fora, associations and non-profit organisations active in the field of development co-operation.
—finance, co-operate and advise, by means of its own or shared programmes, in the accomplishment of programmes of development co-operation for which the members of the university community are responsible, with the advice of the Office of 0.7 %.
—promote university exchange, via programmes of limited residence in Spain, to train qualified personnel, establishing an interrelation with aims linked to development and co-operation.
—control the execution and evaluation of programmes of development co-operation in which the University of Alicante is participating.
—report to the Commission of 0.7 % the necessary facts for effective evaluation of the fulfilment of the intended aims and programmes.

The Report of Activities for 1997-99 emphasises that there is an ever-increasing number of offers of programmes of collaboration, and an increasing number of staff and departments involved in the programmes. In these three years, more than 600,000 Euros have been invested by the University, allowing than 60 projects of co-operation to be created.

The University of Alicante also notes the creation within the university community of various associations linked with co-operation themes: Social Workers of the World, Forum of Nursing for Development, E.U. Look and Learn Association of Optics, CASITAS in Architecture, Technical School, with which they have had close relations. All these associations

have arisen or developed during the period 1997–99 and constitute yet a further proof of the interest and dynamism of the University of Alicante to participate in the world of co-operation.

Development co-operation activities of the University of Alicante can be categorised as follows:

—Projects of development co-operation, including: "Programme of aid for control of HIV/AIDS in Havana, Cuba" (1997); "Construction of co-operative housing in poor areas of Buenos Aires, Argentina" (1998); "Donation of transceiver equipment for the Amazonian region of north-east Ecuador" (1999).
—Projects of co-operation in higher education: "Bibliographical and material support for the Cochabamba Nursing School, Bolivia" (1997); "Doctoral course on Methodology in Legal Sources and Institutions at the University of Chiclayo, Peru" (1998); "Educational interchange between the University of Alicante and the University of Bio Bio, Chile" (1999).
—Scholarships: "Aid for international development co-operation in the educational sector in Latin-American countries" (1999).
—Campaign of Humanitarian Assistance: "Campaign for those harmed by Hurricane Mitch".

The OCID is also in charge of the co-ordination and management of the Interuniversity Co-operation Programme of the Spanish Agency for International Co-operation for students, teachers and managers.

University of Deusto

The University of Deusto in northern Spain has formulated a policy of contributing to the development of countries in most need of support. Development co-operation constitutes an important obligation that Deusto accepts, working to meet the most pressing needs of the South. The University assumes the ethical duty of solidarity with the most disadvantaged countries as a basic and fundamental principle underlying and inspiring all activities carried out in this field.

Actions in the area of development co-operation are directed by the International Relations Service, in existence since 1989. The 2001 Strategic Plan identifies as key factor number 1: "Academic structure and educational and research activities that are adapted to the current and future needs of society and that […] participate in cultural debate, contribute ethical reflection to European reality, stimulate human rights and promote co-operation with the Third World "

We should note that the University of Deusto contributes an impressive 1.45 % of its annual budget to development co-operation activity. This significant effort contrasts with the "unattainable" 0.7 % often proclaimed by central and local government. The University of Deusto focuses its development co-operation work on two areas: the building of human capital, and sensitisation and education for development.

As regards the building of human capital, there is the mobility of Latin American students promoted by the UNESCO Chair. The traditional role of the University has been to promote the displacement of the borders of knowledge and the critical transmission of tools for the construction of the social fabric.

These two fundamental aspects of the University come together in the experience of the UNESCO Chair at Deusto. The first aspect to underline is the "teaching of teachers": future PhD-holders who will be capable of generating a critical mass in their societies of origin. Secondly, the flow of doctoral candidates mobilised by the UNESCO Chair has promoted mutual awareness and the possibility of generating networks of contacts as a platform for future joint projects. This sharing of experiences with the South brings our societies closer together and invites them to an on-going dialogue. A third factor to emphasise is institutionality, which has permitted the training of PhD candidates to be related with strong links between Deusto and the students' institutions of origin. The training of doctoral candidates is not seen as an isolated activity: instead, it is framed by the policy of dialogue with the societies of the South. In this respect, we should note that the establishment of the UNESCO Chair was the result of repeated requests by the universities of the South for top-quality doctoral training at Deusto.

These aspects crystallise in the success of the UNESCO Chair at Deusto and the demonstrated contribution of the new PhD-holders to their institutions of origin. Closing the circle of co-operation, the links created during the years of study at Deusto continue to exist, in many cases becoming even stronger, after the students return to their countries.

Another action towards building human capital and mobility framed in Deusto's objectives of development co-operation is the MAVS (Academic Mobility and Social Volunteering) Programme, which has marked the awakening of the academic community to the reality of Latin America. So intense has been the experience of UD students who took part in the interchange that, on their return to Deusto, they have been immersed in the problems of development by collaborating

actively with NGOs working in the area. This demonstrates the power of the MAVS Programme to sensitise and educate students, incorporating the importance of thinking as individuals committed to solidarity with the development of other peoples. Being able to bring the importance of the "other" into education, not merely informing students about its existence, is the best result that the MAVS Programme can have. Moreover, the training of Latin American students in Deusto, incorporating new educational experiences and extending their horizons of knowledge, represents a contribution of indisputable value to an education of excellence.

This component of approach to other academic, cultural and social realities implies promoting the education of individuals who are much more open and sensitive to the existing problems. The university must serve the area par excellence in which the values of solidarity are promoted. The role of the university in this new century must be that of a bridge between cultures, a contemporiser of experiences and a generator of new areas of knowledge.

Finally, and to highlight the importance of development issues in Deusto, we must mention HumanitarianNet (http://www.humanitariannet.deusto.es/) This network, co-ordinated by the University of Deusto, brings together many European centres of higher education, governmental and non-governmental organisations and international associations, to co-operate in improving the quality of knowledge and education in matters related with the field of humanitarian development. Since its creation in 1996, more than 100 European institutions have worked together to create and consolidate this network. HumanitarianNet's work has been developed in five thematic areas:

—Migration, multi-culturality and diversity
—Poverty and development
—Human rights
—Peace studies
—Humanitarian assistance

Given the multidisciplinary and cross-cutting nature of the knowledge involved and the diversity of regions affected, co-operation in the area of humanitarian development involves many challenges, HumanitarianNet provides both academic and administrative support to the members of the different European universities that work together in this field, and develops fora of interchange and consciousness-raising for European citizens.

Conclusions

Spanish universities do not have a long history of work in the area of development co-operation. Since the 1990s, some disjointed experiences have gradually been transformed into more coherent and permanent actions of development co-operation. Perhaps this lack was intimately linked with the lack of active participation by the Spanish state which has affected the universities. On the other hand, the leading role taken by development NGOs can place the awakening of development co-operation in the university area somewhat in the shade. The NGOs, naturally better prepared than any other actors to intervene in emergency situations and humanitarian assistance, also monopolised the actions of technical co-operation. In many cases, they initiated a spiral of professionalisation and bureaucracy that ended up damaging the disinterested image that they were presenting. The sale of services, professionalisation and the fierce competition in which many NGOs were seen to be immersed placed them in a logic far removed from altruistic ends. The maintenance of bureaucratic structures led to fund-raising being the ultimate end of the organisation.

These circumstances meant that the university was not assuming an active role compared to that of the NGOs which brought with it the support of the media and the blind eye of the government. The fashion for solidarity became the flag of the nineties, and nobody dared to deny the benefits of aid managed by the Third Sector. The success of the NGOs' interventions was very variable, and criticism of their actions began to appear. At this point a much more committed way of thinking began to come from the universities.

Spain's institutions of higher education have begun to listen to their conscience. The academic community is increasingly aware of the importance of solidarity with the peoples of the South. Several Spanish universities are now giving priority to development co-operation through specific projects and the follow-up of programmes focused on mobility and education for development.

All these instruments are valid ways of committing oneself to the problems of the "other" and working together to solve them. It is important to evaluate not only the results of development co-operation activities, but also the motivation and the degree of commitment of the institutions involved, on both sides. Working in the field of the development co-operation does not necessarily imply an ethical commitment, nor the provision of sufficient economic resources. Often it is merely a way of justifying personnel or attracting governmental funds. However, the Spanish universities feel committed, and they

make an effort in the administration of their budgets, the collaboration of their staff and the solidarity of their students. Perhaps a bit more experience is needed in the area of management of development co-operation, testing the efficiency and effectiveness of certain tools compared with others. But the important first step has been made: the universities of Spain are indeed committed to development co-operation.

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UK Higher Education in International Co-operation

Ann Muir

International Co-operation Policy

UK government policy on international development is set out in two white papers, the 1997 White Paper[1] and the December 2000 White Paper[2]. In a marked departure from previous governments' policies, the 1997 White Paper focused on working with international agencies towards the achievement of the International Development Targets (IDTs). It also represented a shift from a basic-needs approach to a rights-based approach to development[3]. These became central mechanisms to reduce poverty, and together represent a shift from project funding (which easily results in disparate interventions) to more of a programme approach (of joined-up interventions), which includes budgetary support for poor countries. How DFID can contribute to the achievements of the IDTs, which have been succeeded by the

[1] DFID, 1997. *Eliminating World Poverty: A Challenge for the 21st Century*. London: DFID.

[2] DFID, 2000. *Eliminating World Poverty: Making Globalisation Work for the Poor.* London: DFID.

[3] The basic-needs approach was based on the premise that people deserved help, and that while governments ought to do something, they are not legally obliged to. The rights-based approach is based on the premise that people have basic human rights as set out in international conventions on human rights, and that governments are legally and morally bound to fulfil their obligations under the conventions. A common starting point for a rights-based approach in development programmes is working towards the achievement of entitlements as set out in domestic law, with the longer-term aim of working towards governments fulfilling their obligations under the covenants.

Millennium Development Goals (MDGs[4]), is set out in various Target Strategy Papers[5].

The 2000 White Paper committed the UK government to the achievement of the MDGs and to working with others in managing globalisation[6] to ensure it works more effectively for the world's poorest people. Key features in this integrated approach to policy-making include reducing inequality between countries, and promoting sustainable development (for example environmentally and in terms of livelihoods and the fulfilment of obligations by governments). In looking forward and engaging positively with globalisation, the White Paper also draws attention to the need to understand better how poverty reduction works, not simply at livelihood level, but how international development systems can best support poor countries. International cooperation —common systems and policies between bi-lateral and multi-lateral donors supporting a developing country and at international level— is key to this. At country level examples of this are the Comprehensive Development Framework (for budgetary and sector support) and the Poverty Reduction Strategy Process, both of which are led by the World Bank. An example at international level is agreement on the MDGs. Working for a multilateral approach on strategies and activities, which are transformational, for example supporting the development of an enabling environment, supports developing country governments to effectively reduce poverty, and is also a more cost-effective use of limited resources.

Geographical Areas

Official development assistance is available for the majority of developing countries, and additional official aid is available for Eastern European countries. There are a few exceptions, usually for political or conflict-related reasons, where official development assistance is not available, but where humanitarian assistance is.

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[4] The eight MDGs include halving the proportion of people whose income is less than $1 a day; achieving universal primary education; eliminating gender disparity in education; various health and environmental targets and the development of a global partnership for development. See http://www.developmentgoals.org/About_the_goals.htm

[5] For example on halving world poverty, poverty and the empowerment of women, human rights, environmental sustainability, health, universal primary education, water, making government work for poor people and urban poverty.

[6] Globalisation is defined by DFID as "the growing interdependent and inter-connectedness of the modern world" (DFID, 2000: 15).

In 2000–01 the top ten recipient countries (in terms of total budget) were India, Uganda, Ghana, Bangladesh, Tanzania, Malawi, Zambia. Kenya, Mozambique and Sierra Leone[7].

International Development Priorities

The 2000 White Paper addresses the need to support:

- Effective systems of government in developing countries and action against corruption, and the fulfilment by governments of their human rights obligations.
- The capacity of poor countries to succeed in the global economy through improved health, education and access to knowledge, ideas and new information.
- Strategies to increase financial flows to poor countries and corporate social responsibility.
- Reductions in barriers to trade.
- Sustainable use of the environment.
- Better use of aid resources and debt relief linked to strategies of poverty reduction.
- Accountable and effective global institutions which are open to poor countries, and in which they play an equal role.

Each bullet point above is the focus of a chapter in the 2000 White Paper, and the organisation of the document demonstrates a move from a sector-based to an inter-sector approach. Good governance, improvements in health and education and so on, are not simply linked to achieving the MDGs and fulfilling human rights, but are prerequisites for making globalisation work for the world's poor. Commensurably, there is a demand for a more integrated approach to policy discussion, analysis and decision-making. This makes specific demands on higher education institutions involved in critical research for international development.

Administration of Development Assistance

The main mechanism of development assistance to reduce poverty is "through co-ordinated donor contributions, made within the

[7] http://www.dfid.gov.uk/sid/Summary6.htm

framework of agreed, country-led poverty reduction strategies, and fully integrated with national poverty reduction strategies. Where this is possible, DFID assistance will move towards budget support, sector programmes, and debt relief". This includes "supporting the movement towards simplifying common disbursement systems and procedures, untying aid, and the "common pool" approach to development"[8].

Other mechanisms of development assistance include:

—Project support, but only where budget support or sector support is not feasible.
—Funding schemes for non-government organisation (NGO) projects and programmes.
—Funding schemes for development-oriented research and information dissemination, including building research and knowledge dissemination capacity in developing countries.

Encouraging pro-poor research is a feature of the 2000 White Paper[9] and DFID spends over €159 million annually on development-oriented research and capacity building. This importance placed on the role of knowledge in development is directed at correcting the current imbalance whereby most research and development capacity is in developed countries, by funding research and capacity building links between institutions in developed and developing countries. Funding mechanisms and examples of good practice are presented below in the case study section of this chapter.

Bilateral Agreements

As noted above, where possible in its bilateral programmes DFID works in a common approach with other donors and international development organisations (including NGOs) in budget support, sector support or debt relief. Country Strategy Papers (CSPs) have been developed for most countries where DFID works, and these set out priority areas for development assistance. NGO and research proposals are expected to support the relevant CSPs, and add value to DFID policy, as set out in the TSPs. "Added value" and "application" are key terms —all research is required to add value to existing practice and knowledge, and to feed into policy debate. Another key term is

[8] http://www.dfid.gov.uk/ About DFID/ files/ achieving_main.htm
[9] DFID, 2000: 43

"partnership" between institutions in developing and developed countries. To date most research is still commissioned from UK and European institutions, but there is a strong institutional desire to directly commission institutions in developing and Eastern European countries.

UK higher education or research institutions commissioned by DFID are expected to strengthen research, and research capacity, where needed in developing country partner institutions. More specifically this means strengthening "the capability of developing countries to produce, adapt and use knowledge, whether produced locally or internationally"[10]. Specific mention is made of partnerships with the scientific community in the UK and internationally, and of making "intellectual property regimes work better for poor people"[11]. The importance of structures of mechanisms for knowledge sharing and dissemination also applies to work commissioned from consultants and practitioners.

The case study examples below present examples of programmes and research undertaken by UK institutions of higher education, and demonstrate extensive partnerships in developing and Eastern European countries.

UK Higher Education Institutions in International Co-operation

The higher education (HE) sector in the UK is extraordinarily diverse with a reputation for multi-disciplinary work. As well as development studies, departments with international development interests in their curricula, research and consultancy activities are found in the medical sciences, social sciences and natural sciences. In addition, increasingly science and technology disciplines are including aspects of international development to at least introduce students, who may not have an immediate interest, to key issues of international development. Many HE institutions have extensive international contacts with HE and research institutions in developing countries, especially in Commonwealth countries. Britain's imperial legacy and the interests of colonialism are key factors responsible for the tradition of multi-disciplinary research.

Some HE institutions, in particular those offering social or cultural anthropology, included theoretical and applied studies of development as

[10] http://www.dfid.gov.uk/PolicieAndPrioies/knowledge/studies_content.htm
[11] *Op. cit.*

far back as the 1940's. But the biggest expansion of HE into international development took place in the 1960's and 1970's when a number of universities established specific centres for development studies. The Institute of Development Studies, at the University of Sussex, was created with DFID funding and others, for example the London School of Hygiene and Tropical Medicine, were supported by DFID funding.

Most centres grew out of university departments funded by teaching and academic research income and consultancy and applied research income. The Centre for Development Studies at the University of Bath, the Centre for Development Studies at the University of Glasgow and Queen Elizabeth House at the University of Oxford are examples of centres with a focus on teaching and academic research. Some centres combine the academic focus with consultancy and applied work, for example the Centre for Development Studies at the University of Wales, the Overseas Development Group at the University of East Anglia and the Agrarian Development Unit at Wye College. Other centres are situated in HE institutions but focus on consultancy and applied research for development practice, and are expected to be self-financing. These include the Institute for Development Policy and Management at the University of Manchester, the Oxford Policy Management group at the University of Oxford, and the Edinburgh Resource Centre at the University of Edinburgh. The Institute of Development Studies also falls into this group.

The extent of the HE sector's involvement in international co-operation is so extensive, that isolating a few models of good practice in international co-operation risks ignoring the broader experience and some of the challenges facing the HE sector in contributing to international development. Therefore the discussion on contribution and relevance, institutional impact and sustainability also draws from a review of DFID's development research policy[12] and a review of the development studies sector commissioned by DFID[13].

Significant changes in the HE sector and in DFID in the 1980's and 1990's —in particular the decision by Higher Education Funding Councils (HEFCs) to link about one-third of funding to research quality, and the discontinuation of core funding grants for "centres of excellence"— have been instrumental in shaping the current operational environment.

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[12] Surr, Martin, Andrew Barnett, Alex Duncan and Melanie Speight, 2002. *Research for Poverty Reduction: DFID Research Policy Paper*. Second Draft September 2002. London: DFID.

[13] Grindle, Merliee, S and Mary E Hilderbrand, 1999. *The Development Studies Sector in the United Kingdom: Challenges for the New Millennium*. London: DFID.

HEFC changes have increased pressure for traditional academic research outputs, and undermined the value of applied and multi-disciplinary to HE institutions. At the same time when DFID shifted from funding "centres of excellence" to competitive schemes, new international development research opportunities opened up for other institutions[14], which had not received core-funding from DFID before. DFID also reduced support for training programmes carried out in various centres of HE institutions, forcing centres to undertake short course training to meet specific training needs in a highly competitive market. Many of these centres find it increasingly difficult to break even financially.[15]

Current Situation

Key features of the current situation include:

—A large number of HE institutions are involved in teaching and research for international development. The report by Grindle et al. for DFID looked at about 30 institutions with an interest in social and economic approaches, excluding natural science or engineering programmes.[16] It is estimated that about 40 HE institutions organise courses and/or undertake research in international development issues.

—Competition —all sources of funding, HEFC, DFID and other funding grants, are only available through competition.

—Inter-institutional co-operation— working in consortia is an increasing requirement for HE institutions, and others, if they are to be successful in winning contracts.

—Tension between the disciplinary demands of research assessment by HEFCs, and the demands of research for international development, which emphasis a multi-disciplinary approach to addressing problems and requires a process that engages with, and outcomes that meet, the needs of research users.

—The untying of research funds, although this is too recent to have led to significant changes.

[14] For example independent research institutes, NGOs and the private sector.
[15] Grindle, Merilee et al, *op. cit.*: 16-17.
[16] Grindle, Merliee et al, *op. cit.*: 15.

DFID remains the biggest source of funding for international development research[17] and consultancy income, although other bilateral and multi-lateral donors commission consultancy activities and research. Development Studies degree courses and post-graduate research are largely funded by the HEFCs and to a limited extent by overseas student sponsors (government, British Council and private). Herein lies the first, and foremost, contribution by institutions of higher education to international co-operation —education and training of students who go onto work in international development.

Two problems are encountered when trying to identify models of good practice in the contribution of HE institutions to international co-operation. Firstly, there is a lack of objective information on the impact of the contribution of development studies and research on development issues, including empowerment and transformation in civil society, and on impact on partner institutions. Although a number of studies[18] have been undertaken in recent years to assess the impact of UK development research, the Surr report found that

> "so far the information available on the type and scale of impact and uptake of the DFID research programme is very thin. This is NOT to say that it has little impact, but that there is insufficient systematic information to make a judgement one way or the other. ... these reports lack the credibility of independent assessments using comparative analyses"[19]

Contributions which have been particularly influential and therefore effective at some level outside research are easier to identify. Secondly, although key influential concepts can be attributed to their source, many actors may have been involved in evolving the original ideas. The models of good practice below, present examples of

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[17] DFID has several arrangements whereby institutions are funded centrally to provide a programme of research and capacity building. In the Social Sciences these are referred to as "Development Research Centres". Six were established in 2000 and another round of bidding in 2002 will increase this. In Renewable Natural Resources there are ten research programmes, although six of the managing institutions do not undertake research themselves, but commission research. "Work programmes" of the "Knowledge Programme" of the Health and Population Department integrate DFID staff and researchers and other specialist expertise on research and policy analysis. Other research programmes are characterised by large numbers of small research projects. Surr, Martin et al, *op. cit.*: 37-38.

[18] See Alan Rew in Surr, Martin et al, *op. cit.*, Annex 7: 42

[19] Surr, Martin et al, *op. cit.*: 17.

influential and widely accepted effective contributions where the contribution of the HE institution/s is clear.

Co-operation in Education: Academic and Skills Training Courses

Figures are not available on the number of students who have completed academic and skills training courses at the estimated 40 HE institutions in the UK offering courses and/ or research in international development. But a study by Bennell and Pearce of the number of overseas students in UK universities and the growth of overseas validated courses[20], draws some preliminary conclusions about the role and contribution of HE institutions to the tertiary education of students from, and in, developing and transitional economies[21].

Bennell and Pearce found that between 1985 and 1996 the number of overseas students in HE increased by 238 % and accounted for almost 20 % of the total number of students. This increase was far greater than the worldwide increase of 62 %. Students from Asia accounted for the largest geographical group, followed by Europe. Numbers from Africa had actually declined and numbers from North and South America remained low[22]. Bennell and Pearce also estimated from their survey of 84 UK universities that the number of overseas students on overseas-validated courses (not necessarily in the UK) in 1996-97 was in the region of 135,000-140,000. New universities, formed in the 1990's from polytechnics, accounted for 65 % of students enrolled, and the University of London, through its external degrees, accounted for almost 13 %[23]. Ten out of 63 colleges which responded to the survey had overseas-validated courses, but the total number of students was only 734. This is probably because the colleges lacked an international profile to attract students to these qualifications[24]. But in an interesting twist, the survey found that some of the UK's most internationally renowned universities —including Oxford, Cambridge, Durham and Edinburgh— did not offer overseas-

[20] The franchising to overseas HE institutions of courses and qualification offered by UK HE institutions.

[21] Bennell, Paul and Terry Pearce, 1998, "The Internationalisation of Higher Education: Exporting Education to Developing and Transitional Economies". IDS Working Paper No. 75, Institute of Development Studies, University of Sussex.

[22] Bennell and Pearce, *op. cit.*: 5.

[23] Bennell and Pearce, *op. cit.*: 8- 9.

[24] Bennell and Pearce, *op. cit.*: 17.

validated courses. This was attributed to these universities wishing to maintain their own international status and the exclusiveness of their qualifications.[25]

Most of these overseas validated course arrangements are concentrated in Hong Kong, Malaysia and Singapore —not in developing or Eastern European countries— although they are rapidly spreading to other regions of world. Growth is attributed, amongst other things, to an absence of mandatory codes of conduct for quality and standards and to a massive demand in many countries for foreign qualifications. Demand is particularly high in developing counties where HE has been under-resourced, and national degree qualifications have become devalued[26].

Bennell and Pearce found that HE institutions in the UK, along with HE institutions in Australia, are market leaders in the internationalisation of tertiary education. But HE institutions in developing countries do not appear to have significantly gained from the growth. The study concludes with a cautionary note about possible implications for the status and survival of national HE institutions unable to compete with foreign providers, and the absence of quality control in the overseas validated course arrangements and qualifications.[27]

Partnership Links between HE Institutions

The University of London does not have formal partnership links with HE institutions overseas, but "informal relations" with private training centres[28]. Examples of other partnership links between UK HE institutions and HE institutions in developing and Eastern European countries working collaboratively on teaching and research programmes are presented below. Not all the partners of each UK HE institution are listed below; the examples are intended to be representative of the type and variety of partnership links. A few trends emerge when reviewing HE institutions' partnerships:

—Centres working in international development in UK HE institutions have partnership links with a wide variety of organisations, in particular NGOs, research centres which exist independently of national HE institutions, and national government departments.

[25] Bennell and Pearce, *op. cit.*: 9.
[26] Bennell and Pearce *op. cit.*: 21-23.
[27] Bennell and Pearce *op. cit.*: 24.
[28] Bennell and Pearce *op. cit.*: 8.

These partnership links have developed over time out of collaborative applied research, particularly in health, water, infrastructure, and education.

— Concurrent with the policy changes in DFID described at the start of this chapter, HE institutions are increasingly looking to work collaboratively with developing or Eastern European country partners working in cross cutting research, for example with a focus on poverty, governance, regulation and markets.

— Opportunities for post-graduate courses and research exist in most partnership links.

London School of Hygiene and Tropical Medicine (LSHTM)

Health Economics and Financing Programme for DFID[29]

— Centre for Health Policy, University of the Witwatersrand
— Health Economics Unit, University of Cape Town
— University of Zambia
— Health Systems Research Institute, Thailand

DFID Knowledge Programme on HIV/ AIDS and STI[30]

— National Institute for Medical Research, Tanzania
— African Medical and Research Foundation, Tanzania
— Department of State for Health, The Gambia
— University of Zimbabwe
— Uganda Virus Research Institute and Medical Research Council HIV/ AIDS Unit, Uganda
— Population Council, India
— Ministry of Health, China
— Centre National de Reference des MST et du SIDA, Central African Republic

Water, Engineering and Development Centre, University of Loughborough (WEDC)

DFID Knowledge Programme: Optimised Management of Watsan Services in Small Towns[31]

— Administrative Staff College of India
— Directorate of Water Development, Uganda
— Community Water and Sanitation Agency, Ghana

[29] http://www.lshtm.ac.uk/php/hpu/hefp
[30] http://www.lshtm.ac.uk/research/dfid/aids
[31] http://www.lboro.ac.uk/departments/cv/wedc/projects/omwsst/

DFID Knowledge Programme: Pricing and Service Differentiation of Utility Water and Sanitation Services for the Poor[32]

— Administrative Staff College of India
— National Water and Sewerage Corporation, Uganda

LSHTM, WEDC and IRC International Water and Sanitation Centre, The Netherlands

WELL: DFID Resource Centre Network for Water, Sanitation and Environmental Health[33]

— African Medical and Research Foundation, Kenya
— Institute of Water and Sanitation Development, Zimbabwe
— NETWAS International: network for Water and Sanitation, Africa
— TREND: Training, Research and Networking for Development, Africa
— Centre for Health and Population Research, Bangladesh
— Social and Economic Unit Foundation, India
— EHC, Russia
— CINARA, Colombia

Institute of Development Studies, University of Sussex (IDS)

Development Research Centre of DFID: Citizenship, Participation and Accountability[34]

— Bangladesh Institute of Development Studies
— Centro Brasieiro de Análise e Planejamento, Brazil
— Society for Participatory Research in Asia, India
— Instituto de Investigaciones Sociales, Universidad Nacional Autónoma de México
— Theatre for Development Centre, Ahmadu Bello University, Nigeria
— Centre for Southern Africa Studies, University of the Western Cape, South Africa

Development Research Centre of DFID: Centre for the Future State[35]

— Programme on International Economic Institutions, Argentina
— Centre for Policy Research and Engineering, Ghana
— Madras Institute of Development Studies, India
— Centre for Policy Studies, South Africa
— Centre for Policy Alternatives, Sri Lanka

[32] http://www.lboro.ac.uk/ departments/cv/wedc/projects/psd/
[33] http/www.lboro.ac.uk/well/
[34] http://www.ids.ac.uk/ids/drc-citizen/
[35] http://www.ids.ac.uk/gdr/cfs/

Institute for Development Policy and Management, University of Manchester (IDPM)

Development Research Centre for DFID: Centre on Regulation and Competition[36]

- Institute of Statistical, Social and Economic Research, Ghana
- National College of public Administration and Governance, University of the Philippines
- School of Economics, University of the Philippines
- Institute of Policy Studies, Sri Lanka
- School of Public Management and Planning, University of Stellenbosch, South Africa
- Department of Applied Economics, University of Malaya, Malaysia
- Pakistan Institute of Development Economics

Development Research Centre for DFID: Chronic Poverty Research Centre[37]

- Bangladesh Institute of Development Studies
- Development Research and Training, Uganda
- Economic Policy Research Centre, Makerere University, Uganda
- Institute of Policy Studies, Sri Lanka
- Sechaba Consultants, Lesotho
- University of the Western Cape Programme for Land and Agrarian Studies, South Africa

Example of the Contribution of HE to International Development: Participatory Approaches and Sustainable Livelihoods Approaches

Chambers' 1983 book[38] had a singular impact in shifting standards in development practice: it argued that good projects are designed, planned and implemented with poor people's involvement. From the 1970's NGOs, particularly in developing countries, had been promoting beneficiary involvement and participatory approaches, and it is difficult to separate out this original NGO momentum from the contribution of academics and researchers. But arguably the 1983 book and subsequent books of Chambers[39] played a pivotal role in articulating what became a

[36] http://www.idpm.man.ac.uk/crc/
[37] http://www.chronicpoverty.org/
[38] Chambers, Robert. 1983. Rural Development: *Putting the Last First*. London: Longmans.
[39] See

new orthodoxy[40], and a central interest of UK academics working in international development, as well as development practitioners. The contribution of participatory approaches to development through teaching, research and practice/consultancy work played a massive role in the mainstreaming of participatory development. HE and research institutions in the UK which were at the forefront of this included IDS, the Overseas Development Institute (ODI) and the International Institute of Environmental Development (IIED). However it must be stressed that participatory development quickly became an element of all HE courses in international development.

Given that it is estimated that there are about 40 HE institutions offering courses in international development, this means a significant number of graduates working in international development have been trained in, or at least introduced to, participatory approaches. It is beyond the scope of this report to estimate numbers, but the vast majority of people working in international development are graduates. Here lies a core contribution of UK HE to international development.

Sustainable livelihood approaches are a more recent theoretical approach, which has only entered course curricula in the past few years. Its origins do not lie in any single organisation[41], but Chambers and Conway's 1992 paper[42] sets out a definition that has been adapted and promoted by DFID as a methodological tool. Academic institutions at the forefront of theory and practice include IDS, ODI and the Natural Resources Institute (NRI) at the University of Greenwich. Theory and practice have been informed by multi-disciplinary approaches to poverty analysis, environmental sustainability, and by participatory approaches. Sustainable livelihoods approaches are used to varying extents by many development organisations and across all sectors. DFID has played an instrumental role in the promotion of a sustainable livelihoods approach, through its widely accepted definition and its analytical framework[43]. Therefore this is an example of HE institution-DFID collaboration in the development of theoretical and practical approaches to reducing poverty.

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[40] The term "new orthodoxy" is borrowed by Bob Stirrat.

[41] Ashley, Caroline and Diane Carney. 1999. *Sustainable livelihoods: Lessons from Early Experience*. London: DFID.

[42] Chambers, Robert and Gordon Conway. 1992. *Sustainable Rural Livelihoods: Practical Concepts for the 21st Century*. IDS DP296. Brighton: IDS.

[43] Carney, Diane (ed.). 1998. *Sustainable livelihoods: What Contribution Can We make?*. London: DFID.

No comprehensive assessment has been made of the contribution of participatory or sustainable livelihoods approaches to improving the lives of the poor or reducing poverty. Consequently as noted above, the impact of HE teaching, research and practice/ consultancy in terms of the MDGs is unclear. Although the contribution of HE institutions in terms of influencing policy makers and implementers has not been comprehensively tracked and assessed, primarily because of the close link between teaching, research and practice/ consultancy, it is substantial.

Conclusion

From this brief overview of the role of UK HE institutions in international cooperation it can be seen that good practice in university development cooperation (UDC) is characterised by:

- —Consortia, in which the majority of partners are from HE institutions and other research institutions in developing countries.
- —A close link between teaching, research and consultancy, whereby they add value to each other.
- —A strong contribution to the development of theoretical and practical approaches to reducing poverty.
- —A strong focus on supporting international agencies to achieve the MDGs.

In the view of the author the two most important contributions of UK HE institutions to international development are a) in the development of theoretical and practical approaches to reducing poverty, and b) in supporting the development of research and consultancy capacity of partner institutions in poor countries. Consortium membership is one way of strengthening capacity. However, strengthening teaching and research capacity in HE institutions in poor countries is a far larger task, and beyond the scope of development-funded research and consultancy. But only when HE institutions in poorer countries are in a position to compete effectively for research funding and consultancy tenders, will cooperation between HE institutions in the north and the south be more a partnership of equals.

University Development Co-operation and Good Practices: Discussion

Robrecht Renard and Nadia Molenaers

1. Development Co-operation and Universities: the broad picture

The development co-operation rhetoric has undergone a remarkable shift the last couple of years. Poverty reduction has been brought to the center stage, and it is expected that all aid efforts converge around this central theme. The UN Millennium Declaration call for halving world poverty by 2015. Education is one of the eight Millenium Development Goals (MDGs) retained[1].

> "Education is a powerful instrument for reducing poverty and inequality, improving health and social well-being, and laying the basis for sustained economic growth. It is essential for building democratic societies and dynamic, globally competitive economies."
>
> (source: http://www.developmentgoals.org/Education.htm)

But the signatories of the Millenium Declaration were very specific concerning what kind of education is to be promoted. In 2015, all children everywhere should be able to complete a full course of primary schooling. Primary rather than secondary or tertiary schooling is to receive attention.

However, it would seem that the bilateral donors, who have enthusiastically underwritten the MDGs, invest more heavily in higher levels of education, as the following table testifies.

[1] Education is the second on the list of Millenium Development Goals, after income poverty. The remaining six are: gender equality, child mortality, maternal health, HIV/Aids and other diseases, environment, and global partnership.

Table 1

Share of Education in Bilateral Official Development Assistance (ODA), year 2001 (commitments)

	Education	Of which: basic education
Austria	12.9	0.1
Belgium	12.6	1.4
Finland	8.7	1.9
France	24.0	5.8
Germany	16.4	1.2
Italy	9.5	0.0
Norway	7.0	1.4
Portugal	17.0	2.0
United Kingdom	7.1	2.5
United States	3.3	2.1
DAC average	8.6	2.1

Source: DAC (2002), table 19.

This table reveals that the member countries of the OECD Development Assistance Committee (DAC) spend much more on secondary and tertiary education combined than on primary education. No further breakdown is available, but it seems a safe prediction that many donors target more aid resources towards university education than basic education. This can be criticized on both efficiency and equity grounds, as the following table makes clear.

Table 2

Rates of Return to Education

	Social			Private		
	Primary	Secon.	Higher	Primary	Secon.	Higher
Asia*	16.2	11.1	11.0	20.0	15.8	18.2
Latin America/Caribbean	17.4	12.9	12.3	26.6	17.0	19.5
Sub-Saharan Africa	25.4	18.4	11.3	37.6	24.6	27.8
OECD	8.5	9.4	8.5	13.4	11.3	11.6
World	18.9	13.1	10.8	26.6	17.0	19.0

* Non-OECD

Source: Psacharopoulos and Patrinos (2002: 13)

The data contained in table 2 indicate that higher education on average has a lower social rate of return than secondary education, which in turn has a lower rate of return than primary education. Given that in most low-income countries many children do not get any formal education at all, it would seem that efficiency considerations alone dictate that more be spent on primary education, even if it would be at the expense of some higher education. Moreover, the discrepancy between private and social returns to education caused by public subsidies is by far the highest at the level of higher education. Given that university students are mostly drawn from the higher middle classes or higher, the conclusion seems to follow that spending more on higher rather than primary education does not promote equity.

A possible justification for state intervention and for donor presence in higher education, resides in the strong knowledge transfer component. Maybe donors expect the recipient country to correct any imbalance following from their support by spending more on primary education from the national budget[2]. Yet this may be naïve, as public spending on education in developing countries is known to be frequently regressive (World Bank 2000a:80). Therefore, the question is how university development co-operation programmes fit into the above mentioned MDG framework?

At best indirectly, one could argue. There is no way in which large public spending on university development programmes can be justified through arguing that higher education and research have a direct and immediate effect on reducing poverty or increasing mass literacy.

Investing in universities in the south, whether in education or research, is an indirect, long-term investment, with expected results on a wide variety of issues and dimensions within society at large. Ultimately, development co-operation with and through universities is about investing in knowledge, and development is increasingly linked to a nation's ability to acquire and apply knowledge (www.worldbank.org).

According to the World Bank, the ability to create, access and use knowledge is becoming an important factor for economic development and a fundamental determinant of global competitiveness. It is asserted that greater value added now comes from investment in intangibles (R & D, education, software, branding, marketing, distribution, information

[2] To the extent that some donors now support primary education through HIPC debt relief and budget support table 1 may actually overstate the bias against primary education among donors.

management). Secondly, increases in innovation and productivity are more important in competitiveness and economic growth. Thirdly, globalization and international competition have markedly increased, resulting in an upward shift in the trade/GDP ratio from 38 % in 1990 to 52 % in 1999. Higher levels of education do not only seem to have a positive relation with economic variables. Democratic values and attitudes, levels of participation, civicness and active citizenship seem to increase with levels of education. In its most recent strategy document on tertiary education the World Bank rather grandly claims that tertiary education "promotes nation-building through greater social cohesion, trust in social institutions, democratic participation and open debate, and appreciation of diversity (gender, ethnicity, religion or social differences). (…) Tertiary education may contribute to reduced crime rates and corruption, and to increased community service orientation (philanthropic donations, NGO and charity work)." (World Bank 2002b: 45)

Another argument is that higher education is the top of the pyramid, and that the lower layers to some extent depend on it for the development of curricula, for the training of teachers, etcetera. In other words, considerable investment in higher education may be necessary to make possible high quality primary and secondary education.

From this perspective, investing in university co-operation seems important and relevant, but care must be taken that donor efforts directed at the tertiary education level are not to the detriment of sufficient investment in the primary and secondary, and tertiary non-university education levels in developing countries. If not, university education will only widen the gap between a small yet highly educated elite and a widely illiterate mass.

It is important not to conflate broader category of "tertiary education" with the narrower one of university education. The last two decades, the tertiary education sector has become quite diversified. New institutions like short duration technical institutes and community colleges, polytechnics, distance education centers are now offering new educational opportunities. Many of these are not universities, and an intriguing question is to what extent northern donors are supporting this diversification trend. A claim that they should do so could be made out of the observation that such non-university institutions are more capable to respond rapidly to changing labor market needs (World Bank 2002b:30). At issue is whether the university cooperation models discussed in this book, characterized by an arrangement between the government and a northern university whereby the former act as

providers of funds and the latter acts as aid deliverers, can be adapted to serve this broader set of tertiary education needs that is emerging in the south.

2. **Northern University Right of Initiative combined with Cost Sharing**

European universities, whether public or private, enjoy a large degree of autonomy vis-à-vis the state that regulates and subsidizes them to varying degrees. In particular, universities decide freely whether and how to participate in development co-operation efforts initiated by their national government. Governments use financial incentives to coax universities into such collaborative efforts. Typically the aid agency, or occasionally the ministry of education, earmarks some funds for university cooperation, and then seeks collaboration with Northern universities for delivering the aid.

Two distinctions can be made between the modes of funding university development cooperation in different cases.

On the one hand, one can differentiate according to the degree of freedom the Northern university has in aid delivery. From less to more freedom, one may distinguish:

- —subcontracting: the aid agency (in consultation with the recipient university and the recipient government) identifies and formulates the cooperation project/programme, and the Northern university bids for its implementation
- —project funding with right of initiative: the Northern university has the right to introduce project proposals to a certain budget line, the government screens and selects on the basis of pre-established criteria
- —programme funding with right of initiative: the Northern university introduces a proposal, in which it spells out the broad intentions and procedures without having to submit the individual projects, scholarships and other activities to prior approval; the government screens and selects on the basis of the programme proposal
- —core funding: the Northern university, presumably on the basis of its track record in the area of university cooperation, receives funds under the sole proviso that it uses them for development cooperation.

The second distinction refers to the degree of cost sharing.

—The public aid agency may foot the whole bill, including all administrative costs and the full cost of staff time of the Northern university,
—There may be a financial contribution by the Northern university, for instance making available research and teaching staff.

The two distinctions referred to here are independent from one another, although in practice they tend to come in fixed combinations. For instance, subcontracting is typically on the basis of full funding by the aid agency, whereas project financing with right of initiative is typically on the basis of some cost sharing.

The models discussed in this book are mainly of the variety in which some right of initiative exists with some degree of cost sharing. To the extent that the case studies discussed in this book are representative, it seems that European governments leave universities much room for initiative, while at the same time paying most of the bill for university development co-operation from the public purse. Apart from such obligatory cost sharing, universities themselves do not tend to allocate significant parts of their own, freely disposable budgets for the promotion of development-related activities; at least, we did not find much evidence for this in the different chapters.

A third dimension that could be added to the "right of initiative" and "funding" distinctions is the nature of the structures that regulate contacts between Northern governments and universities. Once again, this dimension is treated independently from the two previous ones, although there is a close relationship between them.

—Mainly government: in this case government itself provides what we would call a UDC unit: an agency that sets outs the goals and specific framework of UDC, and which screens, follows up, monitors and evaluates projects, while the role of the Northern universities is limited to the implementation of the policies defined by the donor government (presumably after consultation with universities in the South).
—government plus universities: in this case a separate structure may exist under the supervision of the government but where universities have a say. For example in the Dutch case (not covered in this book), the Netherlands Organization for International Co-operation in Higher Education (NUFFIC; www.nuffic.nl) was set up as an independent, non-profit organization whose activities are based on administrative agreements between the Ministry of Education, Culture and Science and the Ministry of Foreign Affairs. Although the umbrella organizations that represent the higher

education community are consulted regularly, NUFFIC is responsible for the agreements made with government.

— mainly academic: in some countries a mechanism of programme funding with the right of initiative exists between the government and not individual universities but some association of universities. In this case government may set out the general objectives of UDC, but it is the association of universities itself that is responsible for screening proposals by its members, allocation of the funds, and monitoring.

In the European countries surveyed in the previous chapters, the unit that co-ordinates UDC is closely related to government and more or less independent from universities in the UK and Norway. In Belgium the universities themselves constitute this institution. However the UDC unit is organized, it seems important that this agency builds in checks and balances so as to avoid the dominance of the academic interests of Northern universities over development relevance, pro-poor orientation, and coherence with overall donor policies. As such, the development of an appropriate UDC framework with guiding principles and a long-term perspective seems to be of considerable importance to the quality of UDC. Where such an institution does not exist, as in Austria, this is perceived to be a link that is sorely lacking.

The most common funding model emerging from the pages of this book, characterized by limited cost-sharing by the universities yet considerable right of initiative on their part, may well be typically European. The contrast with the US is at any rate revealing. Most aid to developing countries emanating from American universities is private aid, not money from USAID or other public grants channelled through the universities. The amount of private money involved is huge. In 2000 U.S. universities and colleges gave more to developing countries in foreign scholarships than Australia, Belgium, Norway, Spain, and Switzerland each gave in official development assistance (USAID 2002:27). In the US, both the initiative and the bills thus accrue to the universities themselves. Some universities limit their development-related activities to the extension of scholarships, others go as far as maintaining long-term bilateral partnership relations with some universities in the South, fully paid and financed by the US university.

Whether university development co-operation should be financed with public or private resources is an interesting discussion, and some of the arguments on why the state should be involved in tertiary education have already been touched upon. There is one more point

that may need closer scrutiny. When universities themselves are investing part of their budget in development related activities, this indicates a commitment regarding development issues, and to a certain extent a sense of responsibility regarding the universities' role in wider issues. On the other hand, American-style private university co-operation runs the risk of becoming very supply-driven: in the absence of a critical external reviewing body for screening, monitoring, and evaluation, the aspect of development relevance might become less of an important issue when compared to the university's own academic interests.

When government fully finances, one might remain in the dark regarding the genuine interest universities have in development issues, and added to that, the danger of supply drivenness does not fully disappear. The Dutch system goes to great lengths to avoid being supply-driven. Based on demand formulated in the South, the Dutch government agency, NUFFIC, subcontracts academics as consultants to deliver the services requested by the Southern partner. This is an extreme form of demand-drivenness, with the concomitant disadvantage that there is only limited cost-sharing and that a larger part of the money thus stays in Europe.

When government the source of finance, another issue is which department holds responsibility for university development co-operation. Is it situated within Development Cooperation? Foreign Affairs? Education? To what extent is the department in charge committed to a development agenda? In some countries, it is the Ministry of Foreign Affairs that is in charge of development co-operation. The lack of a development co-operation unit as such within the Ministry of Foreign Affairs increases the risk that geo-political and economic interests may affect the development agenda. If more than one department is involved, there is a risk of lack of co-ordination and possibly lack of overall coherence[3]. The most striking example here is Austria, where partnership activities are financed by the Ministry of Science, whereas scholarship programmes are managed by Ministry of Foreign Affairs. One might ask how the division of wallets affects the development relevance of the projects/programmes and ultimately the relationship with the partner in the South.

[3] See Hyun-sik et al. (1999) for an overview of how in OECD countries development cooperation is integrated in one or several ministerial departments.

3. **The way ahead: some considerations for constructing viable partnerships**

One of the things we learned from the different contributions in this volume is the sheer diversity of co-operation models and practices. There seem to be as many instruments and models as there are countries. Partly this reflects national idiosyncrasies, themselves the expression of the huge political and institutional diversity of Europe, which defy easy comparisons. Partly, however, the diversity reflects different policy options. We were struck by a few emerging trends:

- —The general tendency to move from projects to programmes and from short-term perspectives to long-term partnerships. In this respect UDC seems to be following the general tendency in development co-operation, a growing awareness that long-term efforts rather than specific interventions are needed to allow change to take place, and that the efforts should be a joint-venture between actors in the North and in the South
- —Institution building as a priority: Forging a change toward development is not only an issue of injecting resources into poorer areas, it is also about building solid, stable, transparent and performing institutions capable of delivering goods and services to the citizens.
- —The general tendency to grant more weight than in the past to the Southern partners. Ownership in the South can only be achieved if the partner in the recipient country has a large say in the identification and formulation of the interventions.

As long-term partnerships are emerging as the most persistent trend in university development cooperation, it may be appropriate to draw attention to some of the pitfalls associated with this modality. The foremost obstacle is the choice of an appropriate university in an appropriate country. Which considerations should decision-makers have on their minds? There are several external factors that can seriously influence the effectiveness and the efficiency of the co-operation programme. Institutional University Cooperation should consider these issues, even when these are beyond the control of individual universities in developing countries or their partners in the North.

Many third world countries have a multitude of public and private institutions. The quickly changing landscape of tertiary education in the developing world leaves us with a less than perfect and unpredictable situation regarding the place, position and role of each specific

institution. A question that should then be posed is: should Northern universities pick poor countries? Or should they ignore the country level, and focus only on the selection of partner universities with a suitable profile, wherever they may be found? Or should they strive for some combination of the two? If we look at universities (or tertiary education in general) should the point of reference be the "national" development perspectives in the South and how the institution is to contribute to this, Or is the institution itself the unit of analysis? How sustainable should the potential partner be? How much quality do we expect beforehand? Is it merely a case of finding a partner that matches the needs, interests of a Northern partner? The concept of development relevance then becomes a challenge, not only to define, but also to apply throughout the screening and selection process.

Having a good overview of the existing donors already on the scene and the programmes they are funding seems vital in identifying prospective new partners, if only to avoid overcrowding and wasteful duplication. Who wants to finance a research programme that is already financed by others? This may seem a rhetorical question, but anyone who has some experience with successful Southern universities will know that there is a huge problem of donor overlap. There are certain universities in the South that act like magnets in attracting development co-operation. Donor co-ordination thus becomes an issue of increasing importance. But where should this donor co-ordination take place? Ideally in the recipient country, but this becomes very difficult if Northern universities have a right of initiative and negotiate their projects and programmes in Bonn, Vienna, Paris, or Helsinki, with the official aid agency or one or another ministry, rather than with recipient governments or local university co-ordination bodies. Should donor co-ordination then take place in the North? It is doubtful whether the EU has a large role to play, at least in the sense of co-ordination organized in Brussels. Maybe the EU delegations could play a role, but then it is well known that delegations do not have much of a mandate in the area of co-ordination and are often very weakly staffed. There seems to exist an inherent tension between the need to co-ordinate and the locus of initiative.

There is the further issue of university education in developing countries being marred by problems of limited institutional autonomy. Especially public universities tend to be affected by party politics, which seriously hampers their autonomy in decision-making. At the same time, a lot of public universities have to maintain structures of open access and comply with the political promise that all who demand it can get a university education. Often this results in poor quality

education and little or no research capacity. Most of the chapters in this book do not dwell at length on the distinction between public or private university partners, although this distinction might be relevant in understanding the performance of institutional co-operation. It is certainly a relevant factor to consider when choosing a partner. It seems be relevant to consider whether public universities in the South need another approach (more educational and infrastructural support rather than extended research programmes), and whether they tend to be "weaker partners" and how that will affect the partnership relation with the Northern partner.

Northern partners must be attentive to these issues when selecting partnerships, and in identifying areas of collaboration and modalities of aid (e.g. scholarships in Europe versus sandwich programmes). Maybe public donors in the North ought to "guide" or "steer" Northern universities in this respect.

The factors just listed with respect to institutional autonomy are issues that are not under the complete control of the Northern partner. There are however a number of issues that can be controlled when selecting partnerships. Some of them have been discussed in the previous sections, but others have not. As a way of summing up, we list the most important issues.

First, does IUC contribute to educational bias? Ideally, all efforts should be directed at avoiding the following biases:

- —avoid a country bias: is it desirable that more advanced countries tend to receive more university cooperation?
- —share of tertiary education in the cooperation budget: is development cooperation a separate budget in donor countries, "protected" by the involvement of the Education department, or part of the overall development budget, and is there flexibility to adapt its share as a function of the developmental relevance of this type of spending?
- —university bias within tertiary education: are there similar schemes for supporting through the aid budget institutions of higher learning that are not universities?
- —elite university bias: how are universities in the South selected? Only on the basis of matching with Northern universities? Or also on basis of some criteria of need or equity?

Secondly, how competent are Northern universities as development actors? It would be imprudent to assume that universities are *a priori* competent in these matters. The core business of universities is research and education, and, as such, development co-operation will

—with the exception of some departments like tropical medicine or development economics that have development as their main research interest— most probably be a sideline. Engaging in institutional partnerships with universities in the South, however, is a demanding, long-term commitment, with the needs and priorities of the Southern partner listed first. Having the academic skills to engage in joint research and educational efforts is one thing, but having the required skills to engage in these long-term partnerships and to adapt knowledge and methods to a developing-world context is another. It is therefore extremely important that universities, academics and/or departments are selected on criteria of competence that combine academic skills and development relevant knowledge. This selection should preferably take place in the form of a competitive procedure. It would not be a good idea to allocate money on a "first come, first served" basis. In the same sense, universities that engage in institutional partnerships should be constantly followed up, monitored and evaluated so as to stimulate feedback and learning processes.

Thirdly, the problem of supply-drivenness, i.e. the Northern university alone being in the driving seat and dictating the priorities, must be kept in check. All of the chapters in this volume mention research and education projects, both in the South and in the North. The biggest pitfall in "joint research and education programmes" is obviously the "supply-drivenness". The Northern academic world responds to some very specific dynamics. It is about reaching excellence in research, in publishing, in offering high quality education. The academic freedom of Northern academics, however, may stand in contrast with demand-drivenness. In purely demand-driven scenarios, Northern academics may lose interest, because it becomes a "sacrifice", not something that can produce extra academic outputs. As a result, long-term partnerships will become "unsustainable" from a Northern point of view. It is thus important to try and find a healthy balance between supply and demand, between academic interests and development relevance. And it should not be assumed too readily that all demand emanating from Southern academic institutions is relevant either. It is as important to critically screen the "demand" on development relevance. Are there institutions, agencies, structures that can check the natural tendency of the balance of power in university-to-university negotiations to tip in favour of the Northern universities and at the same time guarantee appropriate and relevant requests from the Southern universities? On the basis of our reading of the chapters of this book we are inclined to believe that such an equilibrium has more chance of being achieved where there is an

institutional intermediary, such as NUFU in Norway, or to a lesser extent, VLIR and CIUF in Belgium, that provides for checks and balances and corrects for the possible mismatches between demand and supply, yet maintains sufficient incentives for Northern academics to engage in development related activities.

All of the countries in this volume have scholarship programmes for education and research. There are scholarships to finance European students/scholars to go abroad to study or do research and there are scholarships that finance students from developing countries to come to Europe for an MA or a PhD. Regarding the latter type of scholarships, probably nobody would question the importance of the instrument as a means of investment in human capital. However, it must be born in mind that scholarships do not necessarily imply that the country of origin will benefit from the "improved human capital" of these students. The brain drain is a recurring phenomenon. Western countries are recruiting, on a daily basis, highly qualified professionals from the third world. European Union members, as well as the USA, Australia and Canada, compete for their share of well-trained people in the global marketplace. Visas and green cards are selectively issued to attract foreign professionals, scientists, engineers, etc. (World Bank 2002b:12). It seems therefore important to invest in follow-up instruments so as to evaluate whether scholarships are finally contributing to development related issues. Are study loans converted into grants if the student returns to his/her country, as in Norway? Are equipment grants offered to returning researchers?

The chapters in this book illustrate in many ways how enthusiastically European universities react to the opportunities for internationalization and exposure to the reality of the developing world that is offered by UDC. The chapters also highlight some of the problems and pitfalls of this cooperation. In this concluding chapter, we have chosen to highlight the importance of appropriate regulatory frameworks and institutions. Ideally, university cooperation finds a solid basis in some White Paper of Strategy Document of the Aid Ministry. The enlightened donor government is aware of the major opportunities offered by involving Northern universities in development cooperation. They are also sensitive to the possible biases that university-to-university cooperation may cause and will undertake the necessary steps to mediate the negative effects of these biases. Often, they will wish to create an intermediary body between themselves and the Northern and Southern universities, such as NUFU in Norway, that has a development mandate and can assist and where necessary correct the sometimes excessive academic zeal of the Northern universities.

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