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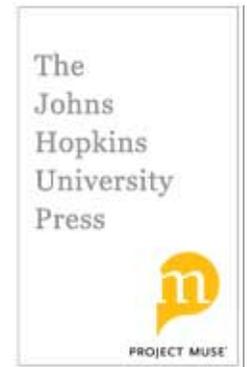
Higher Education in the Developing World: Changing Contexts
and Institutional Responses (review)

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David W. Chapman and Ann E. Austin (Eds.). *Higher Education in the Developing World: Changing Contexts and Institutional Responses*. Westport, CT: Greenwood Press, 2002. 288 pp. Cloth: \$67.95. ISBN 0-313-32016-0.

REVIEWED BY STEPHEN P. HEYNEMAN, PROFESSOR OF INTERNATIONAL EDUCATION POLICY AT THE PEABODY SCHOOL OF EDUCATION, VANDERBILT UNIVERSITY

Much has changed since the end of the Cold War. Under autocratic governments, there was little need to explain higher education policy to the public. Policy consisted of edicts of intent and orders for administrative action. Mechanisms for public debate did not exist. The performance of educational institutions was not open to public scrutiny. Data on expenditures, faculty performance, and program effectiveness were unknown. The curriculum was imposed by ministerial mandate; goals in the teaching of history, humanities and the social sciences were decided unilaterally. If problems occurred, no official could be held accountable.

New democracies have emerged in South Africa, Europe, Central Asia, Latin America, the Caribbean, and East Asia. With democracy, the exigencies of university management shift. The effectiveness of universities is increasingly open to public scrutiny, and higher education policy is the subject of heated public debate. In a democracy, policy requires public *ex ante* awareness and consensus over issues such as criteria for admission, faculty conduct, tuition and fee structures.

Higher Education in the Developing World provides an excellent overview of this arena. The authors are among the "A Team" of higher education in developing countries: Jamil Salmi, Bruce Johnstone, Olga Bain, David Plank, Robert Verhine, Darrell Lewis, Halil Dundar, Gerard Postiglione, Jairam Reddy, and John Weidman. Getting them to contribute to the same volume is a coup.

The editors and Salmi, the senior author of several World Bank policy papers on higher education, provide the general introduction. Their

overviews cover the global shifts in labor markets, changes in technology, and pressures for expansion and increased equity and efficiency.

The section devoted to the relationships between government and higher education institutions is among the best. D. Bruce Johnstone and Olga Bain's article covers the many unprecedented changes in the Russian Federation with its transition toward privatization, decentralization, and autonomy. Plank and Verhine tell the extraordinary story behind Brazilian student, faculty, and administrator resistance to institutional autonomy. In Brazil coverage and class sizes are low, unit costs are high, and the federal government cannot get universities to take more responsibility for their own affairs, evidently because students, faculty, and administrators fear that with autonomy would come the obligation to increase efficiency, which would challenge traditional privileges. In essence, the self-interest of university stakeholders overrules the public good.

Chapman provides a similarly interesting picture of Laos. The one university in Laos is required to teach in the national language but can't balance its budget. The government then allows the university to open night courses in English that become so popular they threaten to overshadow the regular university and create two unequal systems.

Lewis and Dundar argue interestingly that, when free of private cost, higher education can often be more discriminatory against the poor. This issue is important in areas of the world, including Western Europe, where policies still assume that low fees mean higher equity.

Other sections cover accountability, quality assurance, autonomy, and new roles for academic staff in the context of rapid enrollment expansion and fiscal sustainability. In general, this book provides an excellent illustration of why one must concern oneself with developing countries.

One reason is sheer size. About half of the students in higher education are enrolled in developing countries, with the number expected to grow by about one third by 2015 (World Bank, 2000). In Latin America the enrollment rate climbed from 17% to 19%; in the Arab states from 11% to 15%, and in East Asia from 5 to 10% (UNESCO, 2000, p. 116). But no country better illustrates mass higher education than China in which the enrollment rate grew from 2% in 598 institutions in 1978 to 14% in 3,111 institutions today. In terms of size, higher education in China is second only to the United States (Chen, 2002).

Another reason is the policy substance behind the higher education experience in developing countries. Moscow has more students enrolled in private higher education than all of Western

Europe. Eighty percent of the professors in China will retire in the next two years. Innovations in management, selection, quality control, financial diversification, and faculty remuneration may come from any part of the world, and higher education policy in industrialized countries can ill afford to ignore those innovations (Heyneman, 1997).

A last reason is that the experience in developing countries provides a richness of development along certain familiar themes—the balance in obligations and privileges between universities and governments, the challenges of new autonomy, and the dilemmas of managing expansion while maintaining equity.

Although the book covers a wide spectrum of issues, it also has gaps. University systems in developing countries are faced with problems more serious than efficient management. Although corruption in admissions, grading, graduation, accreditation, and licensing is increasingly common (Heyneman, 2003), no chapter covers those concerns. The book also does not discuss the role of international organizations and their extraordinary influence over national higher education policies (Heyneman, forthcoming) nor the policy dilemmas of developing countries over issues of higher education and international trade (Heyneman, 2000). Still, when supplemented by other materials, the book will make an excellent text for courses in comparative higher education.

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Nancy L. Zimpher, Stephen L. Percy, and Mary Jane Brukaradt. *A Time for Boldness: A Story of Institutional Change*. Bolton, MA: Anker Publishing, 2002. 272 pp. Paper: \$39.95. ISBN 1-882982-54-1.

REVIEWED BY BRUCE ANTHONY JONES, THE KAUFFMAN/MISSOURI ENDOWED PROFESSOR OF EDUCATION AT THE UNIVERSITY OF MISSOURI-KANSAS CITY

A recent report by Public Agenda (2002) sounds bleak for universities and colleges with traditional forms of governance, curriculum, and instructional delivery. According to the report, rapid advances in technology and distance education have resulted in an explosion of nontraditional institutions of higher education (i.e., for-profit colleges) that compete head-on with the older, traditional institutions of higher education for students, faculty, and rapidly shrinking federal and state dollars.

Changing definitions of higher education market shares exacerbate this competition. For example, traditional institutions of higher education carved out distinct market shares relative to their status as land-grant institutions, four-year liberal arts institutions, or two-year (community college) institutions. Increasingly, “market share” has come to be viewed as “the bigger the better.” Two-year institutions now compete with four-year institutions. Land-grant institutions that historically focused on state and regional matters are becoming more global and less local. Four-year liberal arts institutions are increasingly advancing research agendas that were historically more characteristic of major research universities. Therefore, competition in higher education stems not only from the rapid growth of nontraditional forms of higher education but also from within and between what are viewed as more traditional institutions.

Numerous other reports address the problems associated with these competitive trends, but *A Time for Boldness: A Story of Institutional Change* is one of few to speak about these trends and associated problems as “opportunities.” By no means a scholarly study, it relates how the newly appointed Chancellor of the University of Wisconsin-Milwaukee (UWM), Nancy L. Zimpher, worked to develop a team of faculty scholars, administrators, students, and community constituents to make the university more relevant and community focused, thus changing its negative public image. Zimpher and two colleagues are the authors of the book.

For analytical purposes, this book can be divided into two overlapping sections: (a) the groundwork-conceptual phase and (b) the operating-structure phase. The first chronicles the sig-