

Understanding Global Higher Education

Insights from Key Global Publications

Georgiana Mihut, Philip G. Altbach
and Hans de Wit (Eds.)



Understanding Global Higher Education

GLOBAL PERSPECTIVES ON HIGHER EDUCATION

VOLUME 37

Series Editors:

Philip G. Altbach, *Center for International Higher Education,*
Boston College, USA

Hans de Wit, *Center for International Higher Education,*
Boston College, USA

Laura E. Rumbley, *Center for International Higher Education,*
Boston College, USA

Scope:

Higher education worldwide is in a period of transition, affected by globalization, the advent of mass access, changing relationships between the university and the state, and the new technologies, among others. *Global Perspectives on Higher Education* provides cogent analysis and comparative perspectives on these and other central issues affecting postsecondary education worldwide.

This series is co-published with the Center for International Higher Education at Boston College.

Understanding Global Higher Education

Insights from Key Global Publications

Edited by

Georgiana Mihut, Philip G. Altbach and Hans de Wit

Center for International Higher Education, Boston College, USA



SENSE PUBLISHERS
ROTTERDAM/BOSTON/TAIPEI

A C.I.P. record for this book is available from the Library of Congress.

ISBN: 978-94-6351-042-4 (paperback)

ISBN: 978-94-6351-043-1 (hardback)

ISBN: 978-94-6351-044-8 (e-book)

Published by: Sense Publishers,
P.O. Box 21858,
3001 AW Rotterdam,
The Netherlands
<https://www.sensepublishers.com/>

All chapters in this book have undergone peer review.

Printed on acid-free paper

All Rights Reserved © 2017 Sense Publishers

No part of this work may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, microfilming, recording or otherwise, without written permission from the Publisher, with the exception of any material supplied specifically for the purpose of being entered and executed on a computer system, for exclusive use by the purchaser of the work.

TABLE OF CONTENTS

Acknowledgements	xi
Introduction	xiii
<i>Georgiana Mihut, Philip G. Altbach and Hans de Wit</i>	
Part 1: Access and Equity in Higher Education	
Introduction	3
1. Global: What Is Wrong with Global Inequality in Higher Education?	5
<i>Elaine Unterhalter</i>	
2. Global: Affirmative Action Initiatives around the World	9
<i>Laura Dudley Jenkins and Michele S. Moses</i>	
3. Global: Does Higher Education Expansion Equalize Income Distribution?	13
<i>Martin Carnoy</i>	
4. United States: Beyond Bars—Boosting Higher Education for Prisoners	17
<i>Wagdy Sawahel</i>	
5. Europe: Roma Face Deteriorating Prospects	21
<i>William New</i>	
6. China: Massification Has Increased Inequalities	25
<i>Qiang Zha</i>	
Part 2: Diversification, Rankings, and Stratification	
Introduction	31
7. Global: A Good National System of Higher Education: The Lessons of the U21 Rankings	33
<i>Ross Williams</i>	
8. Canada: Canada’s Egalitarian Debate	37
<i>Daniel Zaretsky</i>	
9. Africa: Get Rankings Right for Africa, University Leaders Urge	41
<i>Karen MacGregor</i>	

TABLE OF CONTENTS

10. Africa: Harmonization and Tuning: Integrating Africa <i>Karola Hahn and Damtew Teferra</i>	45
11. Chile: A New Approach for Classifying Chilean Universities <i>Claudia Reyes and Pedro Rosso</i>	49
12. United States: How to Revive the California Model <i>Simon Marginson</i>	53
Part 3: Financing Higher Education	
Introduction	59
13. Africa: South Africa and the Illusion of Free Higher Education <i>Patricio Langa, Gerald Wangenge-Ouma, Jens Jungblut and Nico Cloete</i>	61
14. Europe: Different Approaches to Fees for International Students <i>Agnete Vabø and Jannecke Wiers-Jenssen</i>	67
15. Australia: Why I Support the Deregulation of Higher Education <i>Glyn Davis</i>	71
16. Chile: Chilean Universities: Not So Tuition-Free after All <i>Ariane de Gayardon and Andrés Bernasconi</i>	77
17. Croatia: Croatia's New Linear Tuition System: Students' Friend or Foe? <i>Lucia Brajkovic</i>	81
Part 4: Higher Education, the State, and the Market	
Introduction	87
18. Global: What Makes a Good Higher Education Minister? <i>Julien Jacqmin and Mathieu Lefebvre</i>	89
19. Global: The Economic and Noneconomic Benefits of Tertiary Education in Low-Income Contexts <i>Rebecca Schendel, Tristan McCowan and Moses Oketch</i>	91
20. Africa: Continent Needs Its Own Science Indicators <i>Watu Wamae</i>	95
21. Europe: HE Chief Hopes Bundling Programmes Will Pull in More Learners <i>Ard Jongsma</i>	99
22. North America: From 'Soft Power' to 'Economic Diplomacy' <i>Roopa Desai Trilokekar</i>	103

TABLE OF CONTENTS

Part 5: Higher Education in a World of Threats

Introduction	109
23. Global: Higher Education Conflict and Postconflict Conditions: Colombia and Kenya <i>Iván F. Pacheco and Ane Turner Johnson</i>	111
24. Europe: The Syrian Refugee Crisis and Higher Education <i>Hans de Wit and Philip G. Altbach</i>	115
25. Europe: A European Qualifications Passport for Refugees <i>Terje Mørland and Stig Arne Skjerven</i>	119
26. Global: Research Drives Understanding and Disruption of Work of ISIS <i>Matthew Francis</i>	123
27. Pakistan: The Philosophical Battle for Campus Security <i>Rafia Zakaria</i>	127
28. Nigeria: Boko Haram Fear Grips Campuses, Displaces Students <i>Tunde Fatunde</i>	131
29. Japan: Where Is Japan Headed after the Earthquake? <i>Kazuko Suematsu</i>	135
30. United States: Guns Should Be Banned from Campus <i>John Woods</i>	139

Part 6: Information and Communications Technology and Distance Education

Introduction	145
31. Global: Yes, MOOC Is the Global Higher Education Game Changer <i>Simon Marginson</i>	147
32. Global: Relax – Higher Education Won’t Be Killed by MOOCs <i>Stephen H. Foerster</i>	151
33. Global: MOOCs as Neocolonialism: Who Controls Knowledge? <i>Philip G. Altbach</i>	155
34. Global: More Work Needed in Blending Online and Onsite Learning <i>Peta Lee</i>	159
35. Developing Countries: MOOCs in the Developing World: Hope Or Hype? <i>Ben Wildavsky</i>	163

TABLE OF CONTENTS

36. Global: Move Over MOOCs – Collaborative MOOC 2.0 Is Coming <i>Yojana Sharma</i>	167
37. Africa: Closing the Digital Gap in African Higher Education <i>Anna Bon</i>	171
38. Africa: Building on Digital Libraries’ Growing Momentum <i>Gracian Chimwaza, Blessing Chataira and Chipso Msengezi</i>	175
Part 7: Reflections on Higher Education and Its Mission	
Introduction	181
39. Europe: The European Medieval Universities, from the Past and Today <i>Miri Rubin</i>	183
40. Global: The Misuses of the University <i>Patti McGill Peterson</i>	187
41. Africa: Developing Civic-Minded University Graduates <i>Janice McMillan</i>	189
42. Africa: The Case for Developmental Universities <i>Eric Fredua-Kwarteng</i>	193
43. Australia: Critical Scholarship in a Hostile Climate: Academics and the Public <i>Steve Tombs and David Whyte</i>	199
Part 8: The Centrality and Crisis of the Academic Profession and the Student Experience	
Introduction	205
44. Global: Where Academics Are Hounded as ‘Enemies’ of the State <i>Brendan O’Malley</i>	207
45. Global: University Autonomy and Academic Freedom: A Historical Perspective <i>Kemal Gürüz</i>	213
46. Arab World: Academic Freedom Key to Being World Class <i>Ramez Maluf</i>	217
47. Latin America: Crisis and Homesickness: A New Opportunity for Brain Gain in Latin America? <i>Iván F. Pacheco</i>	219

TABLE OF CONTENTS

48. Global: Student Activism Remains a Potent Force Worldwide <i>Philip G. Altbach and Manja Klemenčič</i>	223
49. Global: How to Develop a Sense of Belonging <i>Manja Klemenčič</i>	227
50. South Korea: Student Stress Fuels Suicides as Standards Rise <i>Karryn Miller</i>	231
Part 9: Unethical Behavior in Higher Education	
Introduction	237
51. Global: The Corruption of Ethics in Higher Education <i>Stephen P. Heyneman</i>	239
52. Global: Combating Unethical Behavior in Higher Education <i>Robin Matross Helms</i>	243
53. Global: Addicted to Success <i>Irene Ogrizek</i>	247
54. Africa: What Can Be Done to Tackle Corruption? <i>Goolam Mohamedbhai</i>	253
55. East Asia: Corruption Undermines Rise of East Asian Universities <i>Rui Yang</i>	257
56. Russia: The Unified State Exam in Russia: Problems and Perspectives <i>Elena Denisova-Schmidt and Elvira Leontyeva</i>	261
About the Contributors	265

ACKNOWLEDGEMENTS

This book emerged from the collaboration between *International Higher Education*, the quarterly publication of the Boston College Center for International Higher Education and *University World News*, the weekly on-line publication. Both publications provide news and analysis to the higher education community worldwide. We have selected for this book some of the most relevant articles over the past five years on topics of lasting interest. A second book will focus on news and analysis on internationalization in higher education.

We are indebted to our colleagues at *UWN* for their continuing collaboration. Brendan O'Malley, Mandy Garner, and Karen MacGregor have been especially helpful. At the CIHE, we thank Salina Kopellas for her continuing staff support and Lisa Unangst for editorial assistance. We thank Peter de Liefde of Sense Publishers for his ongoing support to the Book Series on Global Perspectives in Higher Education, in which this book is published as number 36.

Georgiana Mihut has taken the main responsibility for selecting and organizing the articles included here and for drafting the introductions to the sections.

GEORGIANA MIHUT, PHILIP G. ALTBACH AND HANS DE WIT

INTRODUCTION

This volume brings together selected articles published in *University World News* (UWN) and *International Higher Education* (IHE). The articles are logically organized by key themes that reflect the most central issues facing global higher education. While both publications are freely available online, this book provides a thematically coherent selection of articles, offering an accessible and analytic perspective on the pressing concerns of contemporary higher education.

Researchers, policy makers, and practitioners alike further the development of higher education as a field of study through public and ongoing conversations. It is news, analysis, and commentary publications like UWN and IHE that facilitate this dialogue and keep pace with the most up-to-date developments in the field. On 8th of July 2012, Jordi Curell, then the head of the higher education division in the European Commission's (EC) education and training directorate DG-EAC, was interviewed by *University World News*. The interview focused on the recent EC proposal to bundle its many distinct programs focused on education and training into a single streamlined program (Jongsma, 2012). That proposal became what is currently known as Erasmus +, an initiative allocating a record 14.7 billion Euro to support international mobility. In the last five years, among many other developments, UWN covered the harmonization deal reached by Kenya, Uganda, and Rwanda in 2014 (Nganga, 2014), continuously monitored the evolving higher education landscape in Myanmar following internal conflicts, and analyzed policy shifts in Chile after dramatic student protests. At the same time, *International Higher Education* offered sharp, comprehensive, and accessible analysis on both highly visible and less known trends and activities in the world of higher education. The publication produced myriad articles discussing and debating the phenomena of university rankings, the internationalization of higher education, and access and equity issues.

Understanding Global Higher Education: Insights from Key Global Publications draws on the contributions of both IHE and UWN to highlight major trends in higher education in the last five years, and may be best understood as an exercise in curation. With few exceptions, articles published between the 1st of January 2011 and 31st of May 2016 were considered for inclusion. Our philosophy in selecting articles was to prioritize breadth of content and perspective. As editors, we tried to select works that are insightful, clear, and representative—we have not necessarily attempted to select the best published articles in the respective publications. We have grouped the articles across themes that are recurrent in both publications—and that we feel have a continued relevance and importance to higher education worldwide.

The themes themselves were chosen after a qualitative analysis of 1,897 published pieces in UWN and IHE. At the end of the exercise, we decided to publish the selected articles in two distinct books. This volume centers around general topics of interest in higher education around the world. The second book focuses specifically on issues relevant to the field of internationalization of higher education. Most themes included in this book will be familiar to higher education readers, but some will seem less obvious. In order to help the reader make sense of our selected articles, each section of the book will start with a brief introduction that aims to tie together the articles included.

WHAT PROMPTED THIS BOOK?

An established tradition in the field of higher education seeks to map activity and important developments within the field as a whole, often reflected in published surveys of higher education publications and websites. It is likely the disparate views and approaches to higher education as a field that draw researchers to review and analyze the products of their own discipline.

Indeed, higher education, by most standards, is a new field of inquiry. The field itself is very diverse, prompting Macfarlane and Grant (2012) to describe it as a “multiple series of intersecting cognate fields” (p. 1). Philip Altbach considered the emergence of the field and provided a sense of its history and current status (Altbach, 2014). Tight (2012) defines the field of higher education in relation to the very themes it approaches, the methods it uses, the theories it employs, and the levels of analysis at which research is conducted. To support his definition, which resulted from a similar mapping exercise as the one on which this book is based, Tight (2012) engaged in an analysis of the academic articles and books published in the field of higher education. Similarly, Horta and Jung (2014) engage in an indexing exercise of internationally published higher education articles for the purpose of mapping the research approaches employed and the common themes. At the end of the process, the authors were able to illustrate that publications by Asian higher education researchers cluster around one of two themes: policy or teaching and learning. Later, Jung (2015) replicated this methodology to analyze the research output of South Korean higher education researchers, identifying a predominant theme of national-centrism. Using a similar thematic and longitudinal approach, Kehm (2015) mapped the research activity of the Consortium of Higher Education Researchers members, one of the largest communities of higher education researchers. The results of this research illustrate an increased focus on governance, management, and organizational issues in the field of higher education. Other attempts at defining the field focus on mapping the curriculum taught to PhD students in higher education, specifically in the United States. This analysis reveals that while the focus on administration, leadership, and organization seems common across all reviewed programs, topics such as community colleges and multiculturalism receive less representation across PhD studies curricula (Card, Chambers, & Freeman, 2016).

However, similar exercises have not been conducted on news and editorial publications relevant to the field of higher education. Importantly, these publications often include broad scope and up to date analysis, which more formal academic literature does not offer. The Boston College Center for International Higher Education has a strong tradition of mapping the field of higher education and is well positioned to fill this gap. Its most prominent mapping exercise to date is the *Worldwide Higher Education Inventory of research centers, academic programs, and journals and publications*. The most up to date edition of the inventory was published in 2014 (Rumbley et al., 2014), and an interactive online version is available on the center's website.

ABOUT INTERNATIONAL HIGHER EDUCATION AND UNIVERSITY WORLD NEWS

International Higher Education (IHE) is a quarterly publication published by the Center for International Higher Education which offers contributions from authors worldwide who address local, regional, and global issues in the field of higher education. It is currently translated into 6 languages (French, Spanish, Portuguese, Russian, Chinese, and Vietnamese). In addition, IHE is also published in English as a supplement to the *Deutsche Universitätszeitung*, the main magazine focusing on higher education in German-speaking countries.

University World News (UWN) is the oldest and most comprehensive global news outlet for the field of higher education. The publication provides reporting, and commentary on developments in higher education and related issues of concern. It also reports on international conferences of higher education and holds webinars with a view to provoking debate and sharing opinion and expertise globally. UWN distributes its e-newspaper weekly to higher education professionals worldwide, most of them senior academics, university leaders, higher education managers, and policy-makers. UWN is read in 150 countries and enjoys a strong readership base in all regions, particularly in Europe, North America, and Africa. The e-newspaper has gained a reputation as a high-quality publication, was the sole media partner of the UNESCO World Conference on Higher Education (2009), and has had media partnerships with OECD, the Talloires Network, British Council, CHEA and the MasterCard Foundation, among others. Launched in 2007, *University World News* has nearly 50,000 readers who receive its weekly global edition newsletter, and nearly 27,000 subscribers to its Africa edition weekly newsletter; its website has 1.5 million hits a month and the publication has 14,000 twitter followers as well as 16,000 Facebook "likes."

While IHE includes standardized articles in terms of length and structure, UWN is more flexible in the type of pieces published. However, both publications encourage a diversity of authors, topics and perspectives and frequently include short pieces about relevant research published in the field, as well as book reviews, analysis of policy initiatives and debates on different topics. The two publications also closely

collaborate: UWN publishes IHE articles on a regular basis. In addition, as of 2017 the two publications are working together as partners. Thus, through an analysis of these publications we may derive insights about higher education research and practice.

STRUCTURE OF THE BOOK

Before introducing the sections of this book, we offer a few observations about the reproduction of the articles from IHE and UWN in book format. First, we note that the UWN articles included were retrieved from the UWN website. Online articles traditionally have different layout standards than printed materials, particularly with respect to paragraph structure, which tends to be shorter, sometimes comprised of one sentence alone. Being cognizant of the reader's experience, articles included here have been re-formatted to stop at a logical point. Another distinct feature of online news articles is the use of hyperlinks as opposed to traditional referencing systems; in this book, hyperlinks representing relevant content references were transformed into in-text citations following the American Psychological Association referencing system. Hyperlinks that linked the name of an organization to the corresponding website were excluded during this process. Lastly, while UWN is published in British English, IHE uses American English, and reproductions in this volume match the original language versions of each publication.

This book is structured in nine distinct sections, each of them addressing a major theme resulting from a coding process including all articles reviewed for this publication. These themes are by no means exhaustive, but do capture the main areas of focus in both IHE and UWN. Each section includes a different numbers of articles. Generally, a section begins with a global focus, followed by articles addressing regions and then country-specific pieces. Each section of the book is accompanied by a brief introduction that aims at bringing the selected articles together. The titles of the articles include a note pertaining to the geographical unit of focus of the article. If an article has a global focus, "Global" appears at the beginning of the title. The country or region of focus is similarly labeled.

The first section of the book includes articles centered on issues of access and equity, gathering articles that look at different groups experiencing marginalization on a global, regional, and national scale. Related phenomena, such as massification and affirmative action, are also represented. The second section of the book groups articles that discuss diversification, rankings, and stratification in higher education. This topic has gained substantial attention in the field of international higher education in recent decades and is expected to shape future dialogue. Issues of finance in higher education are highlighted in section three. We include regional and country based perspectives on the challenges higher education systems and stakeholders have faced in increasingly constrained resource environments. Section four discusses the classic triangle in higher education formed by universities, the state, and the market (Clark, 1983). Articles that discuss broader policy issues and economic implications

of higher education are grouped in this section. Perhaps one of the least expected (yet exceedingly important) topics facing higher education today is discussed in section five, which addresses external threats to higher education such as war, terrorism, violence, and natural disasters. Section six highlights distance education and information & communication technology as well as the perennial debates on the roles and implications of distance education for higher education. Section seven provides a more reflective discussion on the mission(s) of higher education and its institutions. Section eight introduces facets of the academic profession and student experience, including issues such as academic freedom, faculty mobility, and student activism. The book concludes with a selection of articles on unethical behavior in the education sector, reminding readers of the potential pitfalls of higher education, and what various stakeholders need to guard against.

This book brings together not only articles written by authors located in different geographic regions, but also from diverse professional backgrounds. Contributions from journalists, doctoral students, higher education researchers, and higher education practitioners are included. Together, the articles included in this volume—alongside the section introductions—offer a rich and relevant picture of the dynamic state of higher education globally.

REFERENCES

- Altbach, P. G. (2014). The emergence of a field: Research and training in higher education. *Studies in Higher Education*, 39(8), 1306–1320.
- Card, K., Chambers, C. R., & Freeman Jr., S. (2016). Is there a core curriculum across higher education doctoral programs? *International Journal of Doctoral Studies*, 11127–11146.
- Clark, B. R. (1983). *The higher education system: Academic organization in cross-national perspective*. Berkeley, CA: University of California Press.
- Horta, H., & Jung, J. (2014). Higher education research in Asia: An archipelago, two continents or merely atomization? *Higher Education*, 68(1), 117–134.
- Jongsma, A. (2012, July 8). HE chief hopes bundling programmes will pull in more learners. *University World News*. Retrieved from <http://www.universityworldnews.com/article.php?story=20120705140012153>
- Jung, J. (2015). Higher education research as a field of study in Korea: Inward but starting to look outward. *Higher Education Policy*, 28(4), 495–515.
- Kehm, B. M. (2015). Higher education as a field of study and research in Europe. *European Journal of Education*, 50(1), 60–74.
- Macfarlane, B., & Grant, B. (2012). The growth of higher education studies: From forerunners to pathtakers. *Higher Education Research & Development*, 31(5), 621–624. doi:10.1080/07294360.2012.719283
- Nganga, G. (2014, March 14). Kenya, Uganda, Rwanda strike HE harmonisation fee deal. *University World News*. Retrieved from <http://www.universityworldnews.com/article.php?story=20140312012021574>
- Rumley, L. E., Altbach, P. G., Stanfield, D. A., Shimmi, Y., de Gayardon, A., & Chan, R. Y. (2014). *Higher education: A worldwide inventory of research centers, academic programs, and journals and publications* (3rd ed.). New York, NY: Lemmens.
- Tight, M. (2008). Higher education research as tribe, territory and/or community: A co-citation analysis. *Higher Education*, 55(5), 593–605.

PART 1

ACCESS AND EQUITY IN HIGHER EDUCATION

INTRODUCTION

This first section discusses one of the most crucial aspects of education worldwide: access and equity. If education is meant to ensure social mobility, then it must pay attention to those that have systematically been marginalized. However, increasing access to education is not a simple feat. The articles selected discuss some of the important aspects of this ongoing conversation and the related policy challenges.

Elaine Unterhalter engages critically with the normalization of global inequalities in higher education, as a stepping stone in what should become a collective effort to address it. The article written by Laura Dudley Jenkins and Michele Moses presents an overview of the state of affirmative action across the world. Their piece illustrates the diverse use of affirmative action as a limited, yet important remedy to address inequalities between social groups based on criteria beyond race. In an article that offers a nuanced understanding of the role of higher education expansion on social mobility broadly and income distribution specifically, Martin Carnoy shows that massification may have perverse effects, different than what higher education professionals expect. Carnoy shows that in BRIC countries, income distribution became increasingly striated concurrent with more students accessing higher education through the massification process. The next two articles highlight some of the access challenges faced by groups that are less discussed in the broad literature on higher education access. Wagdy Sawahel discusses how higher education can and should be made accessible to prison populations. William New brings attention to a particularly timely and essential conversation regarding access in the European context, addressing the needs and dire prospects of Roma students. The section concludes with an article focused on the negative effects of massification on inequality in the Chinese context, written by Qiang Zha.

Together, the articles highlight the need to further address barriers to access, the diverse needs of the populations higher education should best serve, and also urge caution with respect to the possible limitations of current approaches to improving access and equity.

ELAINE UNTERHALTER

1. GLOBAL: WHAT IS WRONG WITH GLOBAL INEQUALITY IN HIGHER EDUCATION?

University World News, 22 January 2012, Issue 205

Virtually all the discussion of collective good associated with the debate about the increase in university tuition fees in England has been framed by national concerns to ensure Britain's universities remain 'world-class'. The term 'world-class' denotes intrinsic achievement. But it also implies rank order and attendant inequalities. What forms does global inequality in higher education take and what's wrong with it?

Global inequality in higher education is enmeshed with wider dimensions of global inequality, particularly poverty and vast discrepancies in income. Common measures of poverty indicate that nearly two billion people live in conditions of grave inequality. Responses to this range from the minimal humanitarian to the maximal egalitarian. Maximal egalitarians argue for a substantial provision of public goods by national and international agencies in relation to education, health and social development to establish the conditions for decent life.

INEQUALITIES IN HIGHER EDUCATION

Higher education is an important component of this, but inequalities in income are compounded by inequalities in higher education systems. These include inequalities of distribution. Although the numbers of students have increased worldwide, they have proportionally grown least in low-income countries. Sub-Saharan Africa has the lowest participation rate for higher education in the world (6%). But for some of the countries with the lowest levels of human development this is even lower.

Generally, students come from families that have historically had access to higher education. Thus, while there has been some expansion of opportunities for lower socio-economic groups to participate in higher education in richer countries, these chances are virtually non-existent in the poorest countries in the world, where arguably the expansions of higher education might make an enormous difference.

There are also inequalities in resources. Nearly half of those teaching in higher education worldwide possess only a bachelor degree. In many countries class sizes have increased and students receive little personal guidance. Academic salaries have deteriorated and many academics hold more than one job and have few opportunities to undertake research. In addition, there are inequalities in status and esteem,

exemplified by league tables in which universities in developing countries barely feature.

The fourth kind of inequality is that between higher education institutions that have some orientation to global inequalities and those that ignore them. This ignoring can take many forms, ranging from an almost exclusive focus in curriculum and pedagogy on economic, social and political processes that heighten inequality and lack of dignity for the poorest, to casual treatment of their concerns.

There are some inequalities that appear neutral. For example, in our society it does not make much difference what colour one's eyes are, but a great deal of research suggests it still does make a difference what colour one's skin is. This, often in association with socio-economic conditions, affects whether or not one gets good school-leaving results, which university one attends and whether one will become a professor. Thus some inequalities are neutral and some, through no fault of the individual or her family, carry harsh penalties. These penalties within a particular wealthy country like the UK are amplified enormously if one happens to be born in a poor country.

Some inequalities are historical and these matter in different ways because they mean there is no level playing field. This is tied in with histories of colonialism, the uneven development of capitalism since the 1970s and the pervasiveness of discriminations associated with gender, race, and particular ethnicities over centuries.

Inequalities in one space, for example the level of esteem given pure mathematics in different well-funded higher education communities, may not be the same as inequalities in another, for example the numbers of well-taught primary health care workers who are able to work with the poorest. But the inequalities in the different spaces have different consequences.

The global inequalities in higher education I am concerned with are those that limit capabilities, the ways in which unequal higher education institutions may contribute through omission or commission to limiting the chance of lives with dignity for the poorest and might foreclose on the building of what Professor Darrel Moellendorf, director of the Institute for Ethics and Public Affairs at San Diego State University, has called the principle of associational justice, a concept which emphasises the interdependence of national and global realms of justice.

JUSTIFICATIONS FOR GLOBAL INEQUALITIES

Three kinds of justifications for global inequalities between universities are generally offered. Firstly, the competition argument is made. By this analysis there is nothing morally problematic about opening up higher education to a range of providers, a range of fee structures, and a range of delivery mechanisms, and encouraging every kind of exchange. Secondly, a diversity argument acknowledges students and higher education institutions are different. Here the notion is that as long as we respect different cultures of learning, teaching and research in higher education, inequality

GLOBAL: WHAT IS WRONG WITH GLOBAL INEQUALITY IN HIGHER EDUCATION?

is not in itself problematic. A third justification is a version of national or community or family 'desert' [merit].

I rebut these three arguments regarding why global inequality in higher education is not problematic since they rest on a number of presuppositions, notably that competition, difference and desert are neutral. I show that competition, diversity in this banal form and desert cannot build Moellendorf's associational justice, or even the conditions that might allow this principle to be reviewed. Arguments for competition have merit, because they emphasise freedom. Arguments for difference must be acknowledged, because they recognise diversity. Arguments for desert cannot be completely ignored, because they do give credit to hard work, enterprise and risk. But making these arguments only in relation to these abstracts and failing to contextualise them undermines their salience.

Inequality in higher education capabilities for institutions and individuals tends to undermine investigation into global public goods. That such questions of global public good are ignored has something to do with the way global inequalities in higher education are taken for granted. Naming these inequalities and questioning their foundations is an important project.

LAURA DUDLEY JENKINS AND MICHELE S. MOSES

2. GLOBAL: AFFIRMATIVE ACTION INITIATIVES AROUND THE WORLD

International Higher Education, Fall 2014, Number 77

Is affirmative action in higher education on its way out? If you take a global perspective, the answer is “no.” In April 2014, the US Supreme Court’s decision in *Schuette v. Coalition to defend Affirmative Action* reinforced a common perception that affirmative action will not be around for much longer. *Schuette* makes it even more difficult for some American colleges and universities to engage in affirmative action by affirming the constitutionality of state ballot initiatives that ban affirmative action programs. Yet about one quarter of the countries of the world have some form of affirmative action in student admissions into higher education, and many of these programs have emerged over the last 25 years.

This is just one of the findings drawn from a new country-by-country database on affirmative action for students in higher education worldwide. Three significant patterns emerge from these data. First, as noted above, affirmative action policies have expanded globally in the last quarter century. A second finding is the salience of gender. Gender is the most prominent demographic category used for eligibility for affirmative action, rivaling race, ethnicity, and class/income. A third trend is that institutions of higher education and governments have been experimenting with race-neutral affirmative action policies or multifaceted notions of disadvantage, in response to legislative threats, legal challenges, or social criticism.

COUNTRIES THAT HAVE AFFIRMATIVE ACTION

About one quarter of nations across the world use some form of affirmative action for student admissions into higher education. Although these policies go by many names—affirmative action, reservations, alternative access, positive discrimination—all are efforts to increase the numbers of underrepresented students in higher education. Various institutions or governments on six continents (Africa, Asia, Australia/Oceania, Europe, North America, and South America) have programs to expand admissions of nondominant groups on the basis of race, gender, ethnicity, class, geography, or type of high school.

Several combine these categories. These combinations show that policies to offset racism or other forms of xenophobia can complement policies to fight economic

disadvantages. Although some nations—such as India, Tanzania, and the United States—have had affirmative action policies and programs for a longer time period, most programs for students in higher education started in the 1990s or 2000s.

GENDER A POPULAR POLICY TARGET

Another finding is the popularity of policies targeting women. These policies may get less attention in some cases than those targeting underrepresented racial or ethnic groups, but they increasingly dominate the affirmative action landscape. Programs that started more recently are more likely to include women. Even more countries have programs to advance schooling for girls. More countries have gender-conscious affirmative action than any other type of policy target. When women are overrepresented in colleges and universities, some of these affirmative action policies are specific to certain fields in which women remain underrepresented.

The next most popular foci for affirmative action efforts are ethnicity (including policies organized by ethno-regions) and class (which is also sometimes conceptualized by residence, namely areas determined to be underprivileged). Less prevalent are policies based on race or disability, and rarest of all are caste-based policies, although their implementation in India means that the population of students eligible for caste-based affirmative action is substantial.

BEYOND RACE

Programs in several countries target multiple forms of social inequality and avoid solely race-conscious policies. Brazilian affirmative action is race-conscious but also includes other students considered to be disadvantaged, such as graduates of government secondary schools or students with low-family income. Even South Africa, only free from apartheid for two decades, has some alternate access programs that have begun admitting disadvantaged white students, and other admissions programs consider a range of socioeconomic indicators related to housing, schooling, and family circumstances.

Some policies attempt to combine poverty with other indicators of disadvantage to select students, such as French policies prioritizing and recruiting from low-income neighborhoods or schools, based in ZEPs (Zones d'Education Prioritaire, or priority education areas). An inverse strategy to achieve similar ends excludes the wealthy, as in India's policy of skimming the economic "creamy layer" of more prosperous individuals from eligibility for reserved seats for the groups officially designated as "Other Backward Classes"—a category that already combines both caste- and class-conscious criteria. Israel has successfully integrated ethnicity/nationality and socioeconomic status as targets of affirmative action programs aimed at diversifying selective higher education institutions. Admissions categories focus on the structural challenges students face based on living in disadvantaged neighborhoods and attending low-quality secondary schools.