





The Bologna Process in a Global Context: Latin America

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Abstract

The Bologna Process and its evaluation 24 years after its beginning is the topic of this paper. Objective: Presenting the results of these case studies will be the purpose of this work. Research questions: Have there been repercussions of the Bologna Process in Latin American higher education? What are the elements of the Bologna Process that have been translated into higher education policies or practices in Latin America? The potential for reproducing Bologna in Latin America, in our criteria, should be kept within the limits of any exogenous process exhibits when it is compared to a reality that is not the one that originated it. Those limits are reduced to the recovery of some instrumental good practices. However, Latin America today more than ever seems to be ready to build its own road, and circumstances seem promising for the South to confront such a challenge.

Key words: Bologna Process, Latin America, higher education

Justification, objectives and questions. From its origins, this process had an international dimension that transcended the geographic limits of the European Union. First, because the intention of the process was to create the most important space for higher education in the world (*European Council*, Lisbon, March, 2000), and second, because the European model for Higher Education ought to be projected as one worthy of being imitated by the whole world.

The international dimension of the Bologna Process related to Latin America was the object of a case study commissioned by ORUS¹ for researchers and universities in five Latin American countries: México, Venezuela, Brazil, Argentina and Chile. This paper is a brief version of the whole research.

Objective: Presenting the results of these case studies will be the purpose of this work. The reports from the 5 countries plus MERCOSUR comprise a 200-page document. A summary of that document will be published shortly. I will try to respond to the following questions: Have there been repercussions of the Bologna Process in Latin American higher education?; What are the

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¹ ORUS: Observatorio de Reformas Universitarias. París, Francia.





elements of the Bologna Process that have been translated into higher education policies or practices in Latin America?

Presentation of the results has been organized around two axes: I.- Elements and practices that affirm reception of the Bologna Process in Latin America and II.- The future of the Bologna Process in Latin America

The first axis describes three components that affirm reception of the Bologna Process in Latin America. 1.- The configuration of a common space for Higher Education is the first aspect of the Bologna Process that has been clearly exported to Latin America. 2.- Assessment as a policy and quality as a criterion in the optimization of Higher Education.3. The mobility of students and professors.

I will refer briefly to each one of these components.

1.- Configuration of a common space for Higher Education.

The European ambition to "guarantee that the capacity for attraction of the European higher education system in the entire world is up to the level of its extraordinary cultural and scientific tradition" is integrated into a policy of setting up blocks as part of a strategic transcontinental association, which translated in Latin America into the construction of two mechanisms:

- 1.1. "ENLACES" or Latin American and Caribbean Space for Higher Education
- 1.2 The UEALC (European Union, Latin America and the Caribbean) Common Space for Higher Education
- 1.1. ENLACES or Latin American and Caribbean Space for Higher Education. The Inter-American University Organization (*IUO* / OUI) and the Union of Latin American Universities (*UOLAU* / UDUAL) committed themselves to constructing a Latin American and Caribbean Space for Higher Education (ENLACES) in their position as executors of the Fifth Guideline for the Action Plan, CRES 2008, that agreed to "Advocate for regional Latin American and Caribbean integration and the internationalization of higher education." ENLACES is an operative strategy that includes many aspects of the European experience: a change toward academic models that encourage mobility, credit transfer, teaching centered on learning and based on competences, assimilation of the best practices, strategies for quality assurance, etc. Furthermore, it includes a massive strategy to develop research with international recognition at the higher education institutions (*HEI* / IES) in Latin America so that they acquire adequate quality levels, that are the basis for ENLACES.
- 1.2. The UEALC or ALCUE Common Space for Higher Education. The UEALC or ALCUE Common Space for Higher Education is an initiative of the countries of the European Union, Latin America and the Caribbean to create an environment of bilateral and multilateral interaction and cooperation for their higher education systems, whose origin goes back to the Río de Janeiro Summit Conference, held on 29 June, 1999. The main objectives and goals of the UEALC Common Space for Higher Education were stated at the Conference of Education Ministers for countries of the European Union, Latin America and the Caribbean, held on November 2nd and 3rd, 2000, in Paris, whose declaration proclaims higher education to be a public good, essential for human, social and technological development, and affirms it as an essential factor for





overcoming inequalities among people, educational institutions and national societies, and for the balanced exercise of their interdependence.

The principle UEALC objectives are:

- To promote reciprocal knowledge of national higher education systems.
- To carry on debates and thematic talks and share experiences relative to improving the quality of higher education, especially when these are related to qualifications and the valuation of institutions, courses and programs.
- Stimulate and facilitate the exchange of students, teachers, researchers, technicians and management personnel for higher education systems of the countries.
- Promote the formation of groups of observers for the monitoring and analysis of discussions, documents, proposals, projects and experiences.
- Create a heritage of documents relative to the thematic interests, making access to them possible and encouraging their divulgence.

Among the strategies that have been carried out to develop the UEALC Common Space for Higher Education, it is important to highlight at least four, which obviously reflect the reception of Bologna in Latin America. I refer to:

1.2.1. – The Tuning Project –Latin America

The original Tuning Project is an essential part of the Bologna Process and is directed toward several of its lines of action: comprehensible and comparable degrees, adoption of a credit system, and quality assurance. During the IVth Follow-up Meeting of the Common Space for Higher Education of the European Union, Latin America and the Caribbean (UEALC) in Cordoba (Spain), October, 2002, the Latin American representatives that participated in the encounter, after hearing the presentation of the results of the first phase of the Tuning, expressed interest in proposing a similar project with Latin America to satisfy the needs for compatibility, comparability and competitiveness of higher education in the region.18 Latin American countries participated in the Tuning-Latin America project: the location of those countries as well as the thematic areas worked on can be seen in the projection. In each country, a Tuning Center works as a national coordinating entity for that initiative. The project intended to bring together those who are responsible for university policy in the 18 Latin American countries to dialogue, to interchange, to discuss the potentials for thinking beyond national borders, observing how agreements reached by academics in the project's working groups can favor the coming together of peoples in the region, and these, in turn, can better explain the regional system to others. Making the Tuning-Latin America Project operative generated in Chile a program whose attunement with the Bologna process is remarkable.

Program for Improving the Quality of Higher Education in Chile (MECESUP) This program dates from a time before 2005, the year that Chile joined Tuning-Latin America; however, Tuning was taken on by the Chilean Government as an opportunity to complement the process already begun and achieve results in a shorter time.MECESUP was conceived as a program for curricular renovation that is similar to Tuning on the 4 working lines proposed in the project: 1) Generic and specific competences; 2) Approaches to teaching, learning and assessment; 3) Academic credits and, 4) Quality of the programs.

1.2.2. Project 6x4 (Six-by-Four) UEALC Begun in 2005, Project 6x4 (six-by-four) UEALC is a collaborative effort among some institutions of Latin America and the European Union interested in analyzing the differences and similarities in university practices, especially





those relative to teaching for professional practice and research and those associated with the organization and evaluation of study programs. Its name derives from the 6 professions and the 4 axes of analysis involved in the project, which can be read in the projection. The countries that have participated most are: Mexico, Argentina, Colombia, Bolivia and Costa Rica. Among its principle results are proposals for tools for interinstitutional mobility – the system of academic credits (SICA) and the Degree Complement (CAT) -, a model for describing and evaluating competences (MECO), common referents for evaluation and accreditation and training strategies for research and innovation.

- 1.2.3. CUMex or the Consortium of Mexican Universities. The CUMex, created in May, 2005, is a common Mexican space for Higher Education, fully visible abroad due to its quality, pertinence and innovation. It affiliates 9 universities that obtained recognition from the Public Secretary for Education because at least 75% of their undergraduate students studied programs recognized for their quality. The comparability program of the Consortium is based on Tuning methodology. It is important to add that the CUMex as part of Mexico's efforts to incorporate itself in the Bologna process has been severely criticized for becoming a mechanism to make Institutions for Higher Education elite, resulting in "higher education at two speeds: higher education institutions that are excellent, globalized, internationalized and all the rest, the immense majority, those that without quality will remain on the sidelines of the institutional globalization process taking place."
- 1.2.4. The National Training Programs (NTP / PNF) decreed by the Bolivarian Government of Venezuela in 2008 to be applied to higher learning institutions that are directly dependent on the Ministry of Popular Power for Higher Education and that take in 60% of the students registered for higher education; these are joint programs, with flexible study plans and credit systems based on contextualized learning. The curricular models for these NTP follow a competence-based approach, a characteristic that influences the conception, professional training and the organizational structure of institutions that apply said programs.

2.- Assessment as a policy and quality as key criterion to improve higher education

Quality assessment in university education constitutes one of the key themes on the Latin American higher education agenda. Although the introduction of this theme on our agenda was not a consequence of receiving Bologna, its recovery and positioning among the central themes in every reflection regarding higher education and its reform on that continent was a direct consequence.

As a consequence of adopting assessment as policy and quality as a criterion in optimizing higher education in Latin America, important processes have been advanced, such as: 2.1. Certification and 2.2. Credit Transfer

2.1. Certification. In matters of Certification, MECOSUR, since 1998, the year that the Sorbonne Declaration was signed, antecedent to that of Bologna in 1999, designed an Experimental Certification Mechanism for Careers to Recognize University Undergraduate Degrees in the MERCOSUR countries, called MEXA.

In June, 2008, in the city of Tucumán, the "Memorandum of understanding regarding the creation and execution of a certification system for university studies to regionally recognize academic quality of the respective careers at MERCOSUR and associated states" was signed, which





constitutes the regulatory framework for implementing the permanent MERCOSUR certification system called "ARCU-SUR" (MERCOSUR Regional Permanent Certification System for University Careers in the South). The certification process is carried out by intra-continental networks and public or private assessment agencies whose general objectives are to assure and improve the quality of university education.

Among such networks and agencies it is worthwhile mentioning two, one public and the other, private:

a) The Network of National Certification Agencies of MERCOSUR (RANA),

The network was implemented as the operator for the Regional Permanent Certification System for University Careers in the South (ARCU-SUR). This mechanism defined a calendar for the accreditation process in its first cycle, which will include the professions of Nursing, Veterinary Medicine, Architecture and Dentistry, and at the same time, take up those previously accredited by the MEXA: Medicine, Engineering and Agronomy.

In Argentina, the National Accreditation Agency is CONEAU or the National Commission for University Evaluation and Certification; in Venezuela, CEAPIES or the Commission for the Evaluation and Certification of Programs in Higher Education Institutions is in charge.

b) The Iberoamerican Network for Certification and Quality in Higher Education (RIACES). The Iberoamerican Network for Certification and Quality in Higher Education (RIACES), formally constituted in Buenos Aires, May, 2003, is an association of agencies and organisms of evaluation and certification for quality in higher education. The Network is independent of any State and its members must have competences recognized by their respective governments or States in this subject. The purposes of the Network are to promote cooperation and exchange among Iberoamerican countries in matters of evaluation and accreditation for the quality of higher education, and contribute thereby, to quaranteeing the quality of higher education in these countries.

2.2. - Credit Transfer

One of the crucial working axes of the Bologna process is the ECTS (European Credit Transfer System). In Chile, reception of the ECTS assumed the form of the System for Transferable Credits (SCT-Chile). In effect, it was considered a priority to establish a credit system of general application for the different higher education institutions that was understandable, easily applicable and that would take into account the institutional diversity existing in that country. The result was the SCT-Chile, which has contributed to understanding the diverse programs of study, to making the demand for academic work that the study plans require from the students more accurate, as well as promoting student mobility within the country and abroad. At the Bolivarian University in Venezuela (UBV) and in the National Training Programs (PNF), credit is established corresponding to learning results and to the student's work load, which coincides with the ECTS.

3. The mobility of students and professors.

This goal, expressly foreseen in the Declarations and Documents of the Bologna Process, is translated for Latin America into a framework initiative known as the "MERCOSUR Program for Mobility" (*MPM*/PMM); which aims at impelling academic mobility and exchange among students, teachers, researchers and directors of the professions involved in the Experimental Certification Mechanism for Careers to Recognize University Undergraduate Degrees in MERCOSUR







countries (MEXA), previously mentioned under the sub-title "Certification." The MPM permits students who are regularly enrolled in a university (university of origin) to study courses at a University in another participating country (university of destination), with the purpose of completing the credits/subjects required by the university of origin.

In particular, the following stand out:

- The Regional Academic Mobility Program for Courses Accredited by the Experimental Certification Mechanism for Undergraduate Careers in MERCOSUR ("MARCA") (2007)
- The Short-Term Mobility Program for Undergraduate Professors in MERCOSUR and,
- The Iberoamerican mobility initiative for master's and doctoral students Pablo Neruda

The MARCA Program is the first mobility program for undergraduate students promoted by governments from the Educational Sector of MERCOSUR, and participants include both member and associated countries from that block. Mobility occurs among the MERCOSUR countries and is developed through regular terms in an academic semester. One of the most important characteristics of the MARCA Program is that it was designed related to careers accredited by the regional certification mechanisms for undergraduate majors (or careers) (MEXA and ARCU SUR). This implies that only those careers that have been certificated by the aforementioned mechanisms can participate in the exchange. The purpose is to guarantee recognition of the courses of studies already made based on quality that is defined under the same standards, criteria and procedures. One of the obligatory requirements for participation in the Program is full recognition of the courses that have been studied. Up to now, national students of medicine, agronomy and engineering from Argentina, Bolivia, Brasil, Chile, Paraguay and Uruguay have participated.

The Short-term Mobility Program for Undergraduate Professors in MERCOSUR contemplated in the Strategic Plan 2006-2010 of the MERCOSUR Educational Sector, is destined for scholars from different institutions and areas of study in the countries that make up MERCOSUR. Its general objective is to contribute to strengthening teaching capacity, scientific research, technological innovation and cultural exchange. Principally, it is a program that aims at promoting joint actions of inter-institutional cooperation, fostering the exchange of experiences, academic research and interdisciplinary actions in the universities and establishing bases for the creation of permanent teacher mobility programs. The exchanges are carried out through short stays of between 10 and 15 days. Argentina, Brazil, Paraguay, Uruguay, Bolivia, Chile and Venezuela participate in this Program.

The Iberoamerican Initiative for mobility of master's and doctoral students - Pablo Neruda

The XVIIth Iberoamerican Summit of Heads of State and Government (Chile, 8, 9 and 10 November, 2007) approved, among its action Programs, the new Iberoamerican initiative for the mobility of masters and doctoral students, that favors training the young researchers and technicians the region needs, which will bear the name "Pablo Neruda" within the framework of the Iberoamerican space for knowledge. This is an initiative about academic mobility, in a subregional and regional area, and is of a multilateral nature. It will be structured in thematic networks made up of higher education institutions from at least three countries participating in the program. Each country will define its priority scientific areas and will make public the list of graduate programs that will be able to participate in the program's framework. In order to





participate in this initiative, the aforementioned programs must meet the condition of having quality certification from their respective national agencies.

II.- The future of Bologna in Latin America.

In this second space, I will try to answer the question:

What potential does the Bologna process have for reproducing itself in Latin America?

The Bologna process is a European political agenda that arose from the process of European integration; it cannot be conceived as a process isolated from its context. The Declaration of 1999, the cornerstone of what we know as the Bologna Process, is not an academic document; it is a document of university policy, performed through a process of a voluntary intergovernmental nature, whose first intention is to create the European Space for Higher Education (ESHE / EEES) before the year 2010.

It is important to remember that the initial impulse for the process is located in the political context of the formation of the European Union in 1992, when the importance that the Europe of knowledge has for driving a European economy capable of responding rapidly to technological changes and keeping itself competitive in the international market was recognized.

This was stated as a genuine urgency by the "Roundtable of European Businessmen," a lobby that groups together transnationals such as Nestlé, British Telecom, Renault and Siemens, who issued the document "Education for Europeans. Toward a society that learns" (1995), in which they warned about the seriousness of what the weakness of the educational system in European countries for confronting the social and economic problems that the continent was going through meant for them.

The posture of these industrialists generated a matrix of opinion, based on which the Sorbonne Declaration (1998) and, fundamentally, the Bologna Declaration (1999) were constituted into the departure point for what is known today as the "Bologna Process."

Part of the critical vision regarding the Bologna plan is founded on the idea that European economic power, represented by these powerful lobbies of business conglomerates, has established the bases for a university reform that, despite including changes that are judged positive for developing a common space for education in Europe, camouflages others that convert university education into a quarry for large private enterprises and a type of elitist club, into which someone who does not hold significant acquisitive power could enter only with great difficulty.

The objective of the Bologna Process is to carry out a profound reform of the university system in Europe through construction of the so-called European Space for Higher Education (ESHE / EEES), designed based on the Anglo-Saxon model and organized, according to its own treaty, taking into account the principles of quality, mobility, diversity and competitiveness.

What is sacrificed to achieve this reform?







- 1) The less technical or "practical" careers, since the careers that the universities teach are based on criteria of pure profitability, established by the respective Agencies of National Evaluation of Quality and Certification.
- 2) The interests of the educational community, which have not been or have been hardly consulted.
- 3) The role of the university as a place for human education and development, not only for careers justified by their profitability in the labor market.

The unique and exclusive goal of university education is going to be the acquisition of "abilities, skills and competences" by the students in order to adapt themselves to the labor market, emptying out totally the reflective, critical and formative content of the study plans.

- 4) The possibility of working and studying at the same time because the study plans increase the hours of classes. Therefore, people with fewer economic resources will gain access to university studies with greater difficulty.
- 5) Public control over study plans, because another consequence of the Bologna process is the liberalization of study plans, which could be directly promoted by private enterprises.
- 6) The possibility of having integral education only in undergraduate studies, because the obtaining of quick degrees is promoted, adapted to the economic and labor needs of the moment. And, starting from there, each student will have to complement his/her studies with very costly masters and post-graduate degrees.
- 7) Public financing for the universities, because it is assumed that the universities will increasingly depend on private financing.

Currently, it is unanimously accepted that universities should be transformed. In this aspiration, there is coincidence between Europe and Latin America.

University reform is the common denominator between our continents. Nevertheless, we should state clearly that our realities and our problems are not the same as those of Europe.

The simple adoption of a model for university transformation such as that of Bologna can result in colonialism in a twenty-first century code. There are marked asymmetries between the two regions; the circumstances in which the processes of change in higher education occur are very different. Thus, for example, a crucial consideration to imagine new university models for the South of the planet have to include the transformation of higher education into the most powerful engine for a "great leap" toward endogenous, human, sustainable and endurable development.

Such a consideration is trivial for the industrialized North; the notions of development in play can even be excluding.

A reading of the Bologna process involves two dimensions: One refers to the underlying intentionality or philosophy in the texts of the Declarations, and the other relates to the instrumentalization or realization of the process.









The results presented in the first part of my intervention pointed out exclusively which of the instrumentalizing effects of Bologna have had some echo in university practices and dynamics in Latin America; but in this second space, I invite you to perceive the intentionality, because this kind of "leitmotiv" cannot remain unstated in the analyses.

The intentionality of the Bologna process leads to affirming that the principle obstacle to reception of this process in Latin America (and in Europe itself) seems to be the tendency to admit higher education as merchandise. The Latin American countries, in several spaces and opportunities (CRES Cartagena 2008, UNESCO Paris 2009), have proclaimed the principle according to which higher education is a public, social good and, from this viewpoint, Bologna does not seem to be precisely a road to be followed.

The transformation of higher education from the South is proposed more as a process that above all pays attention to the quality and social pertinence of higher education in the name of saving the existing asymmetries among its members through actions of solidarity and cooperation, to thereby take care of development with a human face, development that is, sustainable and endurable.

On the other hand, Bologna is an agenda of reforms, not an agenda for transformations. The epistemic model of producing or reproducing knowledge remains untouched. The Process does not discuss whether the Western university, whose first recognized institution is precisely the University of Bologna, is the model that is capable of leading university education that belongs to a crisis of civilization affecting all areas of human thought, action and affectivity.

A university transformation that affects the epistemic model ought to include minimally, aspects such as: the recovery, recognition and certification of daily knowings produced by extra-university actors; the direct and immediate solution of problems close to the lives of communities, and, especially, the incorporation of academic practices and processes that allow those new forms to generate knowledge and to teach.

How shall we combine this with conventional certification systems, science and technology indicators consonant with international quality standards that recognize only competences to satisfy labor market needs? The combination does not seem easy to me at all. I believe that we should think about the transformation of our universities in the South starting from alternative models that give us "an adequate and not at all easy...balance on the inside between long-term commitments to knowledge production and immediate involvement with society" (Arocena, Bortagaray and Sutz, 2008). The potential for reproducing Bologna in Latin America, in our criteria, should be kept within the limits than any exogenous process exhibits when it is compared to a reality that is not the one that originated it. Those limits are reduced to the recovery of some instrumental good practices. However, Latin America today more than ever seems to be ready to build its own road, and circumstances seem promising for the South to confront such a challenge.

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