

PLANNING FOR REFORM OF UNIVERSITY EDUCATION IN EGYPT,
WITH SPECIAL REFERENCE TO ITS ROLE IN NATIONAL
DEVELOPMENT, STUDENTS' ADMISSION
AND POLICY OF EXPANSION

by

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ABSTRACT

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IN EGYPT, WITH SPECIAL REFERENCE TO ITS
ROLE IN NATIONAL DEVELOPMENT, STUDENTS'
ADMISSION AND POLICY OF EXPANSION

University education in Egypt faces certain problems related to its role in national development, students' admission and policy of expansion such as the shortage of human and material resources, large numbers of students enrolled in the universities, lack of university autonomy, shortage of financial resources etc.

This thesis proposes tentative solutions to meet the above problems. To achieve this aim, an investigation is conducted through an examination of those areas chosen in general as well as in national context in order to suggest a plan for reforming such areas within university education in Egypt.

The role of Egyptian Universities has been examined with regard to its cultural, economic, social, educational and research functions.

The admission policy has been critically examined with regard to manpower requirements, the provision of human and material resources, university autonomy. The open door policy of admission adopted in Egypt and its consequences have been criticised.

The critical appraisal of admission procedures has dealt with the system of exemption, system of external students, the present choice' card, the General Secondary Certificate Examination as the sole criterion for admission. Students' guidance and admission of students of Science division to humanities faculties.

The policy of university expansion has been examined by investigating reasons for expansion. Attention has been focused on the regional expansion of universities which started in the late nineteen sixties and during the nineteen seventies.

Critical appraisal of the policy of expansion has been debated in the light of the requirements of manpower, the provision of financial resources, the provision of university facilities. Reasons of the over-expansion of university education are discussed. The unplanned expansion of universities has resulted in certain consequences e.g. the surplus of graduates to the requirements, lowering of standard of education given to students, production of mass university system and inequality of the provision of university facilities.

Finally, the thesis proposes a plan for reforming university education in Egypt; the universities need to be supported and equipped to enable them to respond to the needs of society though playing their assigned roles e.g. economic, social and educational development, research, development of culture.

The admission policy has to be adjusted to manpower requirements to avoid the surplus of graduates, universities autonomy should be safeguarded in setting up admission policy, The open door policy has to be reviewed, restrictions can be replaced on admission to medical and technical faculties.

Admission procedures can be reformed by the development of an external system, abolition of the system of exemption, providing guidance for students, and changing the choice' card.

The policy of university expansion has to be planned by differential application of the three main approaches, social demand, manpower demand, cost-benefit.

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With many thanks to my parents and loving memory of my mother.

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INTRODUCTION

1. Preface
2. Statement of the problem
3. Scope of the study
4. Aim of the study
5. Source of data

"during the last decade, it has become obvious that there are many problems in the field of higher education which must be solved if higher educational systems are to adapt themselves to the social and economic needs of their respective countries."

Victor Onushkin
(1971)

1. Preface

Today the universities have variety of responsibilities towards their societies, they are required to play major roles in national development as well as their essential functions; teaching and research. Furthermore, the future of mankind may depend on the orientation and effectiveness of their work.

If the universities are to achieve their assigned roles, they should no longer be ivory towers, they should have close links with their societies, they serve not only the academic interests of their students and staff, but also have unescapable responsibilities to serve their societies as well as their local communities, e.g. the contribution to economic development, life-long education, cultural, social and educational development, doing research etc.

To enable the universities to achieve these assigned roles, solutions are needed for the problems related to the following areas of university education; policies of admission and expansion, admission procedures, provision of financial resources, provision of human and material resources, relationship with governments, autonomy and academic freedom, etc.

When planning for admission policy, the following questions should be answered by planners and policy makers, should the universities be open for all students? what procedures should be done to select students? what are the requirements which should be met by students for admission to each university course? The issue of university autonomy is a very crucial one in admission policy; the universities must have the freedom to accept or reject students in the light of the requirements put by their academic boards. To achieve this autonomy, the interference of

governments should be limited. The universities should take an essential part in projecting admitted numbers of students, financial and administrative autonomy are required in order to enable the universities to manage and control their own affairs as well as conducting teaching and research activities without any undue obstacles.

When planning for the policy of university expansion, educational planners and decision-makers have to face major questions; could pressures to expand the universities be contained? How should these pressures be met? At what rate should the expansion take place? Can the existing universities absorb the increasing numbers of students who want to attend university courses? What type of university faculties is needed? The above questions have become important to be faced since the demand for university education has increased and pressure of public opinion has great effect particularly in countries which respond to social demand and make the universities open doors for all students without any restrictions.

Educational planners and decision-makers should also give considerable attention to the argument of the question of financial resources which deals with, the way the money is allocated, alternative means for the provision of resources in case that available resources are insufficient, priorities of distributing education budget among different levels, priorities of distributing universities' budget among university courses and the best way to utilize available resources in order to get high rate of return.

Statement of the problem

Egyptian Universities are facing serious problems particularly after

the expansion which started in the late nineteen sixties, such problems can be summed up as follows; the large increase in enrolments over the capacity of the universities, the need to increase the volume and sources of finance, the increasing demand for university education, shortage of human and material resources, irrelevance of the curricula to the changing social and economic needs of society, lack of university autonomy, lack of control of policies of admission and expansion.

All the above problems have resulted in dangerous results within the universities. There have been frequent cautions by educationists, some university staff and members of concerned councils, that solutions are urgently needed for the above problems to avoid any dangerous consequences which may threaten university education. It is likely to quote here the statement of The Minister of Education when he states "our universities have undoubtedly been overcrowded with students and have suffered shortage in both manpower and material facilities to such an extent that the standard of university education, especially in regional universities, has been threatened" "Helmy, M.K. Education in Egypt, Cairo 1978".

The study deals with the problems related to three areas, the role of universities, students' admission and policy of expansion, with regard to the role of universities, they are unable to play their assigned roles and respond to the needs of society because of the massive numbers enrolled, lack of human and material resources, so there is little research done, their contribution to national development is less than it might be, the split of time and effort of the staff.

With regard to admission policy, it is not adjusted to the requirements of manpower, as a result, unemployed graduates increase annually.

The lack of university autonomy and the undue interference of the government in admission policy has resulted in admitting large numbers of students beyond the capacity of the universities as well as admitting some students who are not fit for university studies. The open door policy of admission threatens the standard of university education which in turn affects the quality of graduates.

Present admission procedures do not help in selecting students who are capable for university education.

With regard to the policy of university expansion, it lacks prior planning because of the following reasons, it is not accompanied with the provision of human and material resources, regional expansion takes place by sudden political decrees, the expansion of faculties whose graduates are surplus to the requirements which add more unemployed graduates and finally, the over-expansion has resulted in lowering the standard of education given and in turn lowering the standard of graduates.

Reasons for choice of these areas:

a) The universities are required to take an essential part in the overall development of the country, the government provides funds for the universities, they have to respond to the needs of society to satisfy the money spent on them, but there are several problems which inhibit them from playing their roles e.g. excessive commitments of staff, large numbers of students, lack of teaching and research facilities etc.

b) The open door policy of admission has created many problems to the universities which have prevented them from contributing to national development.

This open door policy has threatened the quality of university education. In this respect it is likely to state what has been stated by University Education Division Group of The NCESRT in their report on planning the admission policy, the report states "over recent years, universities have followed a policy that admitted all general secondary education certificate holders. As a result the various colleges have become filled to overflowing, and consequently:

- The standard of university education has declined.
- Low standard students who are unfit for university education are admitted.
- The accumulation of a surplus of university graduates in fields of Labour where they are not needed.

"The specialised National Councils' Magazine June 1976, Vol.1."

But the writer disagrees that the universities have followed a policy that admitted large numbers of secondary school leavers, the government rather than the universities, has followed that policy and imposed the numbers on the universities without any freedom to reject them.

c) The policy of university expansion responds to social demand ignoring manpower and cost-benefit approaches which are important to be applied in the planning for university expansion. The present policy has been criticised by Dr. Helmy the Minister of Education when he states: "The emotional response to popular demands for more higher education in the region, and so far the establishment of regional faculties and universities, may, without the provision of adequate facilities, result in a calamity, not only for the regional faculties, but also for university education in Egypt."

"Helmy - Education in Egypt, Cairo 1978".

Scope of the study

1. The role of the Egyptian Universities:

In dealing with the role, the following points will be examined: Their cultural role, their contribution to economic development, the development of educational system, doing research, their role in life-long education and their role in the development of students.

2. Students' admission will deal with the following :

- a) Admission before 1952.
- b) Admission procedures since 1954.
- c) Factors influencing the admission policy, e.g. expansion of general secondary education, parents and students' attitudes, political interference, open door policy.

The study will examine the admission procedures e.g. present choice card, the system of exemption, the system of external students, students' guidance, dependence on the GSCE as the Sole Criterion for admission.

3. The policy of university expansion

The study will examine the policy of university expansion since 1952 which continued at a high rate during the nineteen sixties and the nineteen seventies. In dealing with the policy of expansion, the following points will be investigated:

- Economic background of Egypt and its impact on university education policy.
- Dominant features of university education after the 1952' Revolution.
- Reasons for regional university expansion.

- Reasons for over-expansion which has occurred since the late 1970s and its consequences.
- Major problems which resulted from mass university system (with special discussion of Cairo and Mansourah Universities' cases).

4. Aim of the study

The study aims at the examination of the above three areas in order to propose tentative solutions to meet the problems related to the role of the universities, admission policy and its procedures and the policy of expansion and suggest the required reform needed for these important areas of university education.

5. Source of data

The following sources of data are used for the examination of these three areas chosen.

- a) Statistical data on university education.
- b) Governmental and Ministerial reports on university education policy.
- c) Data collected during the writer's visits to Cairo and Mansourah Universities as well as some regional ones.
- d) Data tabulated from the questionnaire applied for Cairo University staff (140 staff members), Mansourah University (128 staff members). This questionnaire is concerned with the major problems facing them in their faculties.
- e) The writer's observations during visits to the various faculties, ministries and concerned Councils in university education policy.

CHAPTER ONE

THE ROLE OF UNIVERSITIES

IN THE MODERN WORLD

CHAPTER ONE

THE ROLE OF UNIVERSITIES

IN THE MODERN WORLD

1. The Concept of the University

It is necessary to define the concept of the term "university" to throw more light on its role in the modern age. What is a University? This question was asked by Truscot who states:

"A university is a society, not a building, or a block of buildings, or a large number of buildings scattered about a town, but it is a society composed of people who come together voluntarily for a specific purpose."¹

Another definition of the term;

"the totality, community and association of teachers, professors and students, who organise themselves for better pursuit of their common interest of study."²

The first definition lacks the clarification of the specific purpose of the university, while the second is incomplete because it does not show the purpose of the study conducted by the community of the university.

Another definition of the term;

"it is a social grouping of human beings whose activities are consciously co-ordinated and controlled in order to achieve some specific purpose."³

Onushkin defines the term when he says;

"By university we understand higher educational establishments to which access is available for people with completed secondary education, and which give a term of training of not less than three years - as a rule from four to six years."⁴

Onushkin's definition is not functional, in other words, it does not show the purposes of the university. It seems to be just a description of the university for his project.

From the above, the university seems to be a community, not a collection of individuals, in so far, it has certain purposes, which are achieved by shared activities by all the community, towards its society and the community itself.

In the Middle Ages, the university aimed only at preparing "its scholars for the professions of Medicine, Law, the church and teaching as leaders of society."⁵

No one could enter any of these professions without a formal diploma so the main concern of the universities was professional

"they gave their students a broad knowledge of the country and the world as it then existed, as well as fitting them for their desired profession."⁶

In the modern age, the role of universities has developed, and societies expect the universities to fulfil a wider number of functions than assigned to them in the past, so they are required to :-

- a) play an important role in achieving the general social objectives of society,
- b) assume a public service function, i.e. to make a contribution to the solution of major problems faced by the community surrounding the universities and to participate directly to the process of social change,
- c) play an important role in "providing men and women who have not only the professional knowledge and the skills to meet changing situations, but also the attitudes and abilities to analyse and assess problems, human as well as material",⁷

- d) provide education adapted to a great diversity of individual qualifications, motivation, expectations and career aspiration,
- e) facilitate the process of lifelong learning,
- f) play an important role in preparing important discussions in government, in industry and in other organisations,
- g) expand their functions for permanent education and for the retraining of former graduates to keep up with the rapid scientific and technological change.

It is then obvious that the interaction between the university and the society has become much greater in the modern age than in the past, and that this interaction will certainly be even greater in the future.

Through the nineteenth century and during the twentieth century, the universities have played a most valuable part in the development of nations because "the changes of the nineteenth century brought the universities in touch with much wider areas of national life."⁸ The tasks of the universities have proliferated in the modern age because of some reasons;

- a) It has become clear that "the increasing complexity of technological society has imposed new demands upon the expertise of the universities."⁹
- b) Considerable resources are transferred from society to the universities via the state to cope with the costs of the increase in the numbers of students, and to achieve their functions.
- c) The urgent need for new types of skilled manpower to cope with the need of the rapid progress of science and technology.

- d) University education has become the main source of producing high skilled manpower as considered the corner stone in any development, accordingly it has become an investment of human resources rather than offering it as a kind of social service.
- e) The universities have become no longer ivory towers but they have become closely related to the problems of local communities, national societies and the whole political and social process of mankind. Accordingly "the universities began to make an impact on spheres well outside their ivory towered walls, on the civil service, scientific research and technology, the raising of the school standard."¹⁰
- f) The universities have to create new roles and sub-organisational forms, such as offices, institutes and departments to achieve their goals.

The responsibilities of the modern university were stated by Philip Coombs when he says :-

"the universities as being the apex of the educational system are expected by tradition and common consent to provide the system with its leadership. In addition, they are intended to be the guardian of truth, the seekers of new truths, and the upsetters of old dogmas, the conservators of society's heritage, the moulders of its youth and the pathfinders of its future."¹¹

Before discussing in detail the role of the universities in the modern world, it would be pertinent to state some of the characteristic features of the modern university, they can be summed as follows :-

- a) it combines teaching and research work, as they supplement and enrich each other, and this "provides for a truly creative atmosphere at the university and inspires students to seek,

acquire and apply new knowledge."¹² This atmosphere within the university is very important to educate students in such a manner to enable them to renew their knowledge and to continue their self-education, so they can acquire new knowledge after finishing their study depending on themselves without relying on teachers,

- b) the modern university has and should have a leading role in the preparation of textbooks and other instructional material, for the whole system of higher education as well as all previous levels of the educational system,
- c) it plays an important role in the training of teachers for all levels of the national educational system,
- d) it conducts teaching with content and method on the basis of the latest results of scientific research accompanied with continuous renovation of curricula and methods of teaching,
- e) it takes an essential part in training of specialists at the graduate level for research and development, for teaching at higher educational institutions,
- f) it is supposed to have a close link with different branches of the economy, science and culture in order to improve the qualifications of specialists required for these branches so as to raise the standard of their performance,
- g) it is not only a place for educating students, but also has become a centre for public service for both students and all people surrounding it by conducting such courses such as, typing, shorthand, foreign languages. These courses can be best done during the holidays.

2. The Cultural Role of the Universities

Each generation receives its cultural heritage from the former generation. Not all its components suit the nature of life of the next generation, so it must ^{be} re-interpreted, some old views and ideas should be rejected while others should be supported and preserved as original ones. In addition each generation should increase the quantity of the cultural heritage by creating new components which will be passed on to the next generation.

The universities can make a considerable contribution to this process of reappraisal, examination and developing the cultural heritage, as universities are "places whereby reappraisal and original investigations, new additions are continuously being made to the sum of human knowledge and understanding."¹³

The cultural role of the universities was emphasized in the Report of the Seminar held in Jamaica in 1974. It stated :-

"Universities have a role both in initiating and conservation, developing new ideas and formulating new models as well as preserving and transmitting the cultural heritage."¹⁴

It is obvious that the universities can promote cultural understanding by means of such activities as exchange of students and professors, special lecturers on different subjects, the organisation of students clubs and ~~summer~~ camps. The universities can also contribute to the criticism of traditional forms of life and to the debate on values in order to improve the cultural heritage and accelerate its progress.

The universities have an obligation to carry knowledge to the people wherever they may be so as to constitute a common standard of citizenship, this should be done to bridge the gap between illiteracy and scientific culture which in turn will lead to the reconstruction of the society.

The cultural role of the universities is emphasized by Flexner when he states :-

"the conservation of knowledge and ideas is and has always been recognised as the business of university."¹⁵

Needless to say that both knowledge and idea which are stressed by Flexner could be considered as being favourable components of any cultural heritage so they deserve to be conserved as they represent the basis of human knowledge which will be increased by the present generation through its educational institutions and among them the universities.

Nevitt Sanford also emphasizes the role of the universities in improving and developing the cultural heritage when he says;

"as education depends on culture, so culture depends on education. Cultures need to be improved, and institutions of higher learning are directly involved in this work. The key role here must be played by relatively highly developed individuals - people who can appreciate and people who can create."¹⁶

This can be best done through academic activities within the university, and this place a big responsibility on academic staff so as to increase the stock of knowledge which will be added to the cultural heritage which will be passed ^{on} to the next decade. It is clear now that it is the responsibility of the universities "to raise the general cultural and intellectual level of the community."¹⁷

This task of the university can be done through research and teaching and discussions through formal adult classes in addition to non-formal means such as centres of culture, and TV and Radio programmes, galleries and libraries. This role of the universities is required in developing and less developed countries where a wide gap exists between illiterate and educated people in society. This gap results in the lack of common culture and common standard of citizenship and understanding on which a healthy society depends.

3. The role of Universities in Teaching and Research

It is generally agreed that universities have two inseparable tasks, they are teaching and research. On the one hand the universities have the task of transmission of knowledge on different subjects through teaching process.

Spencer Lyle stresses this function of the universities when he says;

"The University is the guardian and preserver of all that is best in society. It is a conduit through which culture is passed down through the ages. This function in a word is called teaching."¹⁸

He emphasizes the importance of achieving this function when he adds "if an institution does not perform this function, then it is not a university."¹⁹ On the other hand, they conduct scientific research which is considered an essential function of the university, so "it is axiomatic that there must be research carried on in the university if it is to be worthy of the name."²⁰

The universities have been the main institutional seat of scientific progress which can be achieved through research work, so the universities have to devote a considerable part of their activities to it because research together with educating students, is looked upon as the most important work of the university. Onushkin stresses this view when he says "the level and quality of research work is considered as important as basic university training."²¹

In modern times, the universities are necessarily concerned and have become among the proper places for research because they "attract the research minded, because they can offer, not only physical facilities, but also leisure in a way which professions have ceased to do."²²

The advantages of doing research within the universities are many, among them:-

1) Research improves the quality of teaching to the extent that "the researcher often finds that his personal work provides him with fresh and apt illustration which helps him to set a subject in a new light when he turns to prepare a lecture".²³ On the whole "the outputs of research might be inputs into the teaching process."²⁴

2) By means of applied research, the university establishes links with its surrounding environment e.g. educational establishments, factories, companies, firms, agricultural establishments etc. These links are necessary for the university to carry out further research and can benefit financially by carrying out such projects.

3) Research improves the teacher's understanding of his subject, and consequently his ability to enrich his teaching by adding considerable facts and information on his subject.

Furthermore, research enables university teacher to increase his students' ability to analyse problems on scientific bases and discover their solutions, so it is true that -

"research enables a lecturer to teach his subject in a stimulating and up-to-date manner and that the discipline of ordering thoughts for the purpose of teaching is invaluable in giving shape to otherwise amorphous research activities."²⁵

This advantage is also stressed by Peter Volpe when he says;

"A professor in any discipline stays alive when he is engaged in creative work, however modest. The professor is academically dead when the spark of inquiry is extinguished within him."²⁶

All what has been stated above shows that combining teaching and research is a distinctive feature of the university and are considered as inescapable functions.

4) Through conducting research, the university fulfils an important function in the preparation of research and teaching cadres not only for itself but also for other higher educational institutions.

5) Research improves the course content studied in different departments within the university faculties. This improvement is largely attributable to the constant examination of the courses in the light of the new discoveries and the advances in knowledge. And for further emphasis "a university department with little or no research is almost always a dull and uninspiring place."²⁷

6) Research can help in solving many problems of society and help the economy make progress and contribute to national development in general. This can be achieved when the results of research find their way to the people and the practical life where the results can be used.

7) Through active participation of all academic staff in conducting research, creative atmosphere will be produced which exerts a considerable influence on the training of specialists as independent workers capable of finding new openings and solving new problems. Within this creative atmosphere, "research opens up new possibilities for technical application and control of nature or of human behaviour."²⁸

Accepting all these advantages of research and to be done within the universities, there should be a provision for :-

- a) a reasonable number of staff and allowance must be made for research when deciding the teaching load;
- b) enough material and apparatus for laboratories;
- c) equipped libraries;
- d) assistants in departments to help researchers e.g. technicians, technical assistants and clerical staff;
- e) suitable university atmosphere to help in producing original ideas;
- f) offering encouragement and motives;
- g) creating such co-operation between the universities and the environment which will help in conducting applied research;
- h) planning research.

3.1 Teaching or research?

Which of the two activities is the more important? The answer is that research and teaching are important functions any university has to achieve. Any attempt to give first place to either activity

is liable to be misunderstood as giving less importance to the other. So it is important to take a firm line with those who ask the above question.

The reasonable answer must be that both are essential inspite of the possibility that either activity may dominate in a particular university.

G.L. Brook emphasizes the combination of both teaching and research when he says "to ask whether teaching or research is the more important is like asking whether the engine or the wheels are the more important in a motor car."²⁹ It is axiomatic that both the engine and the wheels are very important for a real motor car.

The combination of teaching and research should be a distinctive feature of the university if it is worthy of the name and that it fits into the context of particular country's needs.

Another statement in favour of the combination of both teaching and research is given by Edward Teller when he says "teaching and research are as inseparable as the two faces of the same coin."³⁰

In this respect it is worth mentioning the study which was done in Wayne State University in the U.S.A., to show the relationship between teaching and research.³¹ The study was based on the following hypotheses;

- 1 - A positive relationship between the two activities may be expected if it is assumed that a life of continued research maintains or is a correlate of intellectual liveliness. Such intellectual liveliness might be expected to contribute to vital and interesting teaching.

- 2 - A positive relationship between teaching and scholarly activity also may be expected if it is assumed that researchers are brighter than non researchers, and accordingly better teachers.
- 3 - A negative relationship between the two activities may be expected if, considering economy of time, one assumes that the research takes time from instruction and instruction related activity in order to pursue his research. After testing the above hypotheses by means of survey of students amounted 35,000, 26% of whom were graduate students, it was found that no support of any of the original hypothetical relationship or for the idea that involvement in scholarly activity or research leads to negative on teaching.

Whatever the results of the study are, it is true that there are good researchers who are not good teachers, and there are good teachers who are not good researchers. But those who are engaged in teaching, doing research related to their subjects is very important for enriching their background on their subjects and makes them academically alive, as well as giving their teaching more vitality and interest.

4. The Role of Universities in Economic Development

It is now well recognised that education plays a key role in economic development because it is now considered as an instrument of both economic and social progress in society. Furthermore, it is believed that investment in education gives a return to society similar to that from investment in physical plant as it provides the knowledge and training in various skills that development requires.

4.1 Development of Human Resources for Economic Development

The importance of human resources in economic development is stressed by Kenneth W. Thompson when he states;

"The economic development of any nation depends on the effective and proper utilisation of all her resources, both human and material. Material resources are useless without men and women able to employ them, and, therefore, the first priority should be the adequate development of human resources."³²

Fredrick Harbison supports the above statement when he says;

"The goals of modern societies are, political, cultural and social as well as economic, human resources development is a necessary condition for achieving all of them "³³

This point is also made by Adam Curle when he says "If a country is unable to develop its human resources, it cannot develop much else."³⁴

Then he adds "Countries are under-developed because most of their people are under-developed, having no opportunity of expanding their potential capacities in the service of society."³⁵

So the development of human resources requires educating persons and acquiring them the required skills and knowledge to build up and consolidate the development.

In our modern age, it is well known and fully accepted that there is a close link between the number of educated people and the pace of the development. Robbins in his Report states "There is a broad connection between the size of the stock of trained manpower in a community and its level of productivity per head."³⁶

Undoubtedly, the universities in the modern age have played a most important part in bringing about great technical innovations and achievement in industry, agriculture, health and other sectors of the

national economy. This means that "universities must be the forces of national life, reflecting the social, economic, cultural and political aspiration of the people."³⁷

The universities should be sensitive to the expectations of society and respond to its needs of the economy and the social system as a whole if they are to justify the large sums of money being spent on them and to be spent on them in the future. In the world today,

"the credibility of a university is judged in some measure by the relevance of its teaching courses to national objectives, and the nature of relationships between governments and university depends heavily on the degree of participation by the university in national development."³⁸

In the light of what has been stated, a pertinent question to be asked is what contribution the universities make to national economic development?

4.2 The Contribution of the Universities to Industry

The industrial revolution in the modern world has rested the responsibility on the universities to fulfil the following purposes towards the development and progress of industry.

a - Providing industry with highly qualified manpower because the industrial change is so rapid and so diverse and the development of engineering and methods of production has decreased the quality needed of semi-skilled manpower and increased the demand for high level qualified manpower to meet the requirements of the progress of industrial production resulting from the advance of science and technology.

b - Conducting research with a close link with industrial concerns aimed at the improvement of industrial production by raising the level of scientific and technological knowledge.

c - Participating in implementing indentified projects in different areas, through this participation, industry can benefit from the technical expertise of the universities and from the results of their recent research related to industry, universities also can add money to their financial resources which help doing more research. The Polytechnics in London are a clear example of such co-operation.

d - Arranging for in-service training to enrich the experience of manpower according to the progress which is and has occurred. This training can be arranged for manpower of industry, e.g. skilled and semi-skilled manpower and the heads of departments in factories to cope with the new progress of machines and acquire them the required experience and skills to use these new machines. This training results in the increase of productivity per head, which in turn will result in the increase of productivity of industrial production.

e - Providing valuable guidance to industry by providing staff members to be involved in the management of certain industrial firms. Staff can also be as consultants for factories and companies.

A clear example is the University of New South Wales,³⁹ a great deal of research is going on in a variety of departments, their policy is to co-operate with the development of industrial research which has a close link with industry's problems, the university encourages its professors and other members of the academic staff to accept consultances with the industrial firms, sometimes they are encouraged to take directorship.

f - Arranging for regular visits by students to factories and firms to acquire real and practical experience which will affect their performance during their studies and during their future career.

This kind of link helps to bridge the gap which in some cases exists between what is taught in the universities and what is actually existed in industrial firms.

4.3 The Contribution of the Universities to Agriculture

Today, the universities in DC and LDC are facing a great challenge concerning finding urgent solutions to the problem of shortage of agricultural production which can cope with the increasing population, according to the recent estimates -

"between 10-15 percent of the world's population suffer from under-nourishment, and from one-third to one-half suffers from malnutrition."⁴⁰

This situation is very evident in most less developed countries especially those of Asia and Africa as the problem of food supply is too urgent to be solved. These countries can be put into three categories:-

- 1) Countries which have rich natural resources where it is relatively easy to apply modern technology, so rapid progress can be achieved.
- 2) Countries whose natural resources are potentially good but substantial improvement is possible only if large public work programmes are carried out or profound changes take place in production patterns and land tenure systems.
- 3) Countries where natural resources are poor, so the need of massive assistance is required.

If the universities are to face this challenge, they have to play an important role in trying to solve the question of improved agricultural production. The following may be some ways of doing this :-

a) Through planned research programme, they provide guidance to governments in farming development strategies and in the implementation of agricultural extension projects, this would increase the agricultural production especially in countries which have wide areas of cultivated land.

b) Through research in laboratories of the universities, they can discover different kinds of chemicals against the pests which attack crops and cause a great loss in production. This role can be best played by universities of advanced countries where potential of laboratory work are generously provided.

c) One of the important contribution of the universities to agriculture is to provide it with well qualified manpower particularly in farm mechanisation, food technology and fisheries, and sea food technology which are considered as important courses and should be given such attention.

d) Universities of advanced countries can send missions to other low-income countries to help in establishing agricultural research centres and train staff to conduct research and to run the centres.

e) By producing new kinds of fertilisers and best kinds of seeds, the faculties of agriculture can help in increasing the productivity of the land. This can be best done in experimental university farms.

f) Helping in the increase of livestock and animal husbandry.

g) Expanding the area of cultivated land by using modern farm machinery. Universities of advanced countries can provide low-income countries with advanced facilities to expand their cultivated land by reclamation of wide areas of their uncultivated land especially in the desert.

h) Advanced scientific theories and instruments that have evolved in advanced countries must be reviewed and adopted to fit the needs of less developed ones.

By fulfilling the above duties, the universities can really contribute to the development of societies and solve one of the important world problems.

4.4 The Contribution of the Universities to Social and Political Development

Universities are part of their local communities, they possess the brain power and intellectual drive which make them able to play a major role in socio-cultural political development. They have a leading role in refining values and attitudes by which people live and work, this is a critical function of the universities. In every society there is a set of values, events, habits, attitudes and ideas which need to be criticised in the light of the new changes, so the universities must provide the intellectual base for critical examination of socio-cultural problems of the society.

Furthermore, "Universities should see themselves as an open forum of national discussion and criticism of events and values in the surrounding and supporting society, and the more society exerts pressure on universities and tries to hinder and influence these discussions of public affairs, the more universities should realise that they are

fulfilling a necessary role in a free society and should fight for the right of their citizens to participate in this."⁴¹

By doing so, the universities can be a kind of beacon of enlightenment and culture and spreading their rays over their cities and localities far outside their own walls. And they can make people aware of decisions and changes in different areas of society to create in them a preparedness to observe, evaluate and act.

The universities should be regarded as places for political education which would help in the creation of a modern political culture by equipping citizens with political information about their government and politics to increase their political awareness which helps them to make full participation in the political life.

5. The Contribution of the Universities to Health Problems

It is clear from what has been stated before that the imbalance between the agricultural production and the food supply on one hand and the rapid increase of population on the other, has resulted in malnutrition as well as other diseases and distribution problems. This situation is existed in less developed and even in some developing countries where disease is combined with poverty, hunger, ignorance and often overcrowding.

Most of tropical areas suffer from some diseases such as malaria, dysentery, hookworm, yaws, leprosy, tuberculosis and syphilis.

Some factors are important in producing the disparity in the health of people in these countries, among them :-

- a) The per capita gross national product.
- b) The rate of literacy.

- c) Food production.
- d) Calorie intake.
- e) Protein consumption.
- f) The number of doctors per unit of population.
- g) The number of educated people per unit of the population.

What efforts can the universities make to solve health problems?

1) Universities can do so by sending mission hospitals and medical societies from advanced countries e.g. The University of London has assisted in the establishment of universities in West Africa, the University of Glasgow's part in assisting in the advancement of clinical facilities in East Africa, the contribution of the French Universities to the development of doctors in the Congo, and finally, the various types of inter-university co-operative programmes that have been undertaken by a sizable group of American Universities, working under contract with governmental agencies."⁴²

These programmes include a wide range of activities in teaching, research and clinical care.

2) Universities play an important part in producing the manpower required to meet the country's medical needs, by producing the following medical professional:-

- a) Doctors specialised in different branches;
- b) Nurses trained by staff of the Medical Faculties.

3) Universities must steadily be able to promote a scheme for educating people and informing them about diseases and the best way of protection against them.

4) They can help in medical projects carried out by bodies of the health system.

5) The Medical Faculties within the universities can carry out medical surveys to investigate diseases and discover drugs to counter them so as to save life.

6) Universities of advanced countries can participate in establishing medical research centres in less developed countries to be organised with co-operation of medical staff to train the required manpower and provide the facilities to conduct such medical surveys.

6. The Contribution of the Universities to the Development of Students as Individuals and Citizens

It is necessary to think about what the educational process within the universities is trying to do for students because they are considered the corner-stone of the educational process.

The universities can play an important role in shaping the intellectual, moral and spiritual life of an individual and give him the kind of education which would enable him to become a completely developed human-being.

It must be postulated that what is taught in the universities should be taught in such a way to promote the general powers of the mind. The aim should be to produce not mere specialists in different fields but rather cultivated men and women who will be able to play a constructive role in the development of society.

Professor R P Dore explains the responsibilities of the universities in the development of students where he says;

"Universities and other institutions of higher education would have a much better chance of contributing to the development of human minds and spirits if they were not in the business of

handing out tickets of entry to job competitions, but instead giving vocationally useful knowledge to those already assured of a chance to use it, or just knowledge and skills and ideas to those who wanted them for their own sake."⁴³

It is well known that the development of individuals of any society is a pre-condition to achieve the comprehensive national development because one can find that there are some countries, especially in the third world, that they have natural resources or even money, but they are underdeveloped because of the lack of the development of their people. Universities are considered the apex of the educational system that can play a very essential role in the development of their students as individuals and citizens in their societies.

What can the universities do for their students? There are certain important qualities which should be acquired by the students during their years of study in the university, they can be summed as follows :-

1) The ability to analyse situations and problems critically, objectively and logically and subsequently to postulate realistic solutions.

2) The ability to absorb new facts or hypotheses even when contrary to previously held ideas and the ability to modify them.

3) The sensitivity to the emotions, attributes and ideas of others, that means the ability to use the other man's point of view.

Society expects that universities should do this role as "these qualities are requisites to anyone who wishes to play influential role in modern society."⁴⁴ There are other objectives which the university

must achieve for its students as these objectives are essential for the development of graduates who are able to contribute effectively to the development of their societies. These objectives can be divided into, knowledge, skills and attitudes.

Knowledge:

Among the responsibilities of the universities towards students;

- (1) Re-emphasizing the basic terminology of their subjects.

This can be best done by lectures, assigned reading, practicals and demonstration lessons.

- (2) Acquiring them the principles of their subjects and understanding some of the uses to which their subjects are put and the way to apply it to practical life. This can be best done by contact with research, professionals in their own fields, experiments and projects.

Skills:

Through teaching process, the university can enable the students to :-

- (a) Write coherently and to be verbally articulate, this can be done through essays, laboratory reports, dissertations, discussion groups and papers to be given in tutorials.
- (b) Make his own independent judgements, this can be best done by using discussion to expose students's assumptions, contrasting points of views and contradictions' meetings.
- (c) Think creatively, imaginatively and in abstract terms by doing research projects, sharing and solving problems and taking part in arguments and discussions.

- (d) Co-operate with colleagues and other professionals in his future career by sharing in joint projects, playing role in group discussion and interacting with his group.

Attitudes:

One of the most important functions of the university is to foster in students:

- (a) Enthusiasm for learning and the spirit of research so as to enable the student to carry on self learning after graduation.
- (b) Awareness of moral, social, economic and scientific problems of society.

The above objectives of the universities are stressed by Helmy, M, K when he says, the universities should aim at :-

"developing the students' awareness of the national social and economic problems of their society and promoting their ability of learning, acquiring knowledge analysis and deduction, particular stress should be laid on enhancing the spiritual and moral value of the students."⁴⁵

An example can be given here to show what parents expect from the university to do for their students.⁴⁶ A group of researchers at Bradford University have tried to find the views of public opinion on the major functions of universities. Parents were invited to complete a questionnaire in which they had to rate various attributes to the ideal and the real university. Among the first seven attributes given by parents were :-

- 1) Students should be made to work hard in a limited number of specialised subjects.
- 2) The university should provide a counselling service and be concerned with preparing and guiding them for a career.

3) It should help to improve their skills at dealing with people, learning for its own sake. But the availability of free time to be used as students saw fit, received relatively little approval.

In addition to what has been stated on the role of the university in developing students' personalities, it should provide for students:-

1) Several kinds of activities which will help them to develop their talents and enrich their personalities through contacts and co-operation with other students and members of staff.

2) An advisory or tutorial plan system, so each student can find at least one member of the staff to whom he can go unofficially with any problem he may have. In order to "encourage this feeling, the adviser should become well acquainted with all of his advisees and provide social opportunities for meeting them."⁴⁷

3) Vocational guidance which provides students with all information on their future career, this can be done through appropriate staff committees, counsellors and invite leaders from government, industry, etc., to the university where they can talk to the students and have informal discussions with those interested in their field of work.

4) Providing frequent staff-students contact especially that of informal nature, this contact is important that it helps staff to develop students personalities and help to solve their personal problems which might affect their studies and obstacle their progress.

7. The Contribution of the Universities to the Development of the National Educational System

The universities should not only be research centres and nurseries of higher skills, but also necessary means of improving the quality of

previous levels of education.

The role ^{of} the universities in the development of the educational system is explained by Kenneth, W. Thompson when he says :-

"higher education must take responsibility for an overall view of systems of education; for identifying the needs of the rural classroom, for designing and producing teacher guides and student textbooks and for training primary teachers to use them, for strengthening teacher training schools, and for bringing secondary school teachers into the university for special training."⁴⁸

The contribution of the universities to the development of levels of the educational system can be done through providing the system with well trained teachers required for all levels and different subjects, the faculties of education are more involved in this task. They can also arrange for in-service training for teachers to enrich their knowledge on methods of teaching and using new techniques in the teaching process.

The universities can also conduct research into the underlying concepts and assumptions on which educational programmes are constructed in order to make any required changes. They can also play an important role in renewal and evaluation of curricula to fit the new demands of society.

The faculties of education can play an essential role in the provision of courses in educational administration for teachers, headmasters and other administrative staff of schools and local educational authorities.

The universities can participate in the construction and administration of secondary school examinations. This is a major role as secondary education leads to the university level and in some countries, secondary

school examination is the sole criterion for admission to universities.

The universities can conduct research to tackle the problems which face the educational system in order to raise the quality of education provided by the system, such research can cover areas such as, teaching methods, curricula, students guidance and assessment, educational administration and finance, results of such research should find their way to the real situations of the educational system in order to help in solving educational problems if the universities are to play that remedial part in the development of the educational system, it is essential that governments have to enable them to contribute effectively and in an enlightened and progressive way. This can only be best achieved if effective channels of communication at several levels are established between the universities and the schools and government educational authorities.

8. The Role of Universities in Life-long Education

8.1 There has been more emphasis that the universities have to play their role in life-long education. This role was stressed by UNESCO Committee of experts when it states :-

"The purpose of making life-long education a normal part of University life is to promote the cultural meaning of the world of work, and to give learning a new perspective and relevance. Furthermore, the provision of learning opportunities within the higher education system can stimulate social action and the desire to take part in decision-making in the Community and so on."⁴⁹

8.2 The need for Life-long education

The need for life-long education has emerged as a result of many changes, among them :-

a) Rapid progress in technology. This progress has been reflected in changes in the demands made on manpower in different branches of the economy and of science and culture. An example can be given, i.e. in earlier times employees in industry who successfully performed their functions might never have considered continuing the education they have received in their youth. So it is essential for all workers today, irrespective to their age, to understand the evolution of society and to keep up with developments in science and technology. This means that all employees should continually improve their educational qualifications.

b) Proliferation of knowledge. More new knowledge has been revealed within the life-time of the present adult population than existed at the time of its birth. Many other innovations will appear and will have challenged the efforts of the universities and other agencies responsible for life-long education.

c) Increasing complexity of society. Man's life is becoming progressively more complicated. So, adequate education should be provided to increase the ability to understand the issues of the progressive social, economic and political life.

d) The protection of the free society. Contemporary affairs demand informed judgement and responsible citizenship so an opportunity should be provided for people to improve and broaden their education throughout their lives.

In the light of the above changes :-

"the system of life-long education should be designed both to satisfy the requirements of society, increasing the pace of scientific and technological progress, and also to meet the individual's need for personal fulfilment and enable him to expand his knowledge in accordance with the pace scientific, technological and cultural development and to fulfil his intellectual aspirations."⁵⁰

8.3 How can the Universities Contribute to Life-long Education?

1) The universities should give graduates the opportunity for refreshing their knowledge to keep abreast with the latest progress occurred in their specialised field. This can be done by organising short courses by the faculties concerned, e.g. engineers, doctors, teachers etc.

2) Introducing further training for those who need to acquire a knowledge of other fields of science and technology as a means of carrying out their work more creatively and successfully, e.g. introducing course in computer might help those who work in population censuses or projects of development.

3) The universities can establish public service centres which offer various programmes for the people regardless of ^{their} formal educational background to help them to function effectively and successfully in their civic life and also as members of their society. Some courses which can be introduced such as languages, home economics, typing and shorthand.

4) The universities can organise professional courses for those who do not have the opportunity to attend any university course especially those of secondary school leavers who are not qualified to do any job. These courses may range from six weeks to two years.

5) The universities can arrange retraining courses designed to train people in fields different from their original field of work "in order to enable them to take up new types of work which may be a partial or complete change in specialisation."⁵¹

9. The Role of Universities in Workers' Education

The role of universities in the field of workers' education has been given more attention and review in the face of the challenge of social, economic and cultural development, modern advances in science and technology, the drive towards the democratisation of education, the human right to life-long education and contemporary developments in both universities and workers' education. Furthermore,

"recent developments in this connection has been stimulated by bodies such as the Asian Trade Union College through the implementation of workers' education projects on population in which specialised university staff advised on technical subjects and on the application of evaluation methods for effective learning purposes."⁵²

In many industrialised as well as developing countries, workers and their organisations pressed "for their maximum access to education opportunities as a necessary corollary to their increasing rights and responsibilities in modern societies."⁵³

The following are the objectives of workers' education.

1) To educate workers in such a way that they join trade union organisations and participate in their activities and form workers' organisations where they do not exist.

2) To train members of workers' organisations to participate more effectively in the running of these organisations.

3) To develop the technical capacities of trade union officers.

4) To help everyone to understand the objectives of workers' organisations and to promote the interest in the labour movement.

5) To promote the effective participation of workers' organisations in the choice of objectives and in the development process of the societies and communities to which they belong.

How can the Universities contribute to Workers' education?

1) They can offer library services to workers.

2) They can organise special courses to train social scientists specialised in labour problems.

3) They can assist in improving trade union teaching methods and techniques including audio-visual aids.

4) They can help the trade unions study in depth the history of the trade union movement. They can also provide consultations and study material on questions of trade union concern and interests.

The universities can help trade unions evaluate their methods and can make a supplementary contribution by offering facilities at all levels such as meeting rooms, weekend residential centres etc.

In some developing countries there is a need for the university to concern itself in a particular way determined by its educational mandate with the problem of illiterate workers.

In all developing countries, universities in collaboration with trade unions can help workers develop their interest in international affairs.

To achieve this role of the universities, there should be full co-operation between the universities and the trade unions through effective channels of communication.

10. Conclusion

As stated in this chapter, the universities in the modern world have many roles to play, moreover, these roles are urgently required for developing countries in particular.

In order to enable the universities to play these roles, they should be generously staffed and financed and should enjoy their autonomy which enables them to serve their students and societies without going through rigid rules and instructions. This point is emphasized by Thompson and Fogel when they state :-

"Autonomous institutes have several advantages. They can co-ordinate research and training on specific social and community problems without going through sometimes unwidely university structure and channels." 53

The question to be asked now is, to what extent do Egyptian Universities play their role in the light of what has been stated in this chapter? This question will be discussed in the following chapter.

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CHAPTER TWO

THE ROLE OF EGYPTIAN UNIVERSITIES

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THE ROLE OF UNIVERSITIES IN EGYPT

1. Introduction

Before the 1952' Revolution, the aim of university education was producing employees for the existing regimes who would serve under their Law and regulations. University education was only provided for the elite of society i.e. the privileged class who could afford paying the fees which were very high.

At that time, Education "had no policy or plans that would meet the people's demands, or render education an effective instrument in the promotion of life or the development of national resources."¹

Since the 1952 Revolution, education has become accessible to all classes from primary education up to university regardless of economic and social status and has become free to enable all classes to benefit from education at its all levels.

The revolutionary government attempted to restructure the educational system in order to bring it into harmony with the political, social and economic goals of society taking into consideration that education has become widely regarded as a powerful instrument in national development.

This new concept of education is explained by Dr. Helmy the present Minister of Education when he states :-

"if education is now to attain its real objectives, it is inevitable that it should be open to the influences of the social environment. This influence involves contributions to planning and

curriculum development as well as to the introduction of new types of education, and comes about through co-operation with production and services organisations."²

Accordingly, it was necessary to reconsider education and its programmes and courses at all levels to be adopted to the social and economic needs of society. In this respect, the president of The Republic states in The October Working Paper;

"that the time has come to begin seriously this difficult task we have postponed for so long, namely the task of revolutionising the systems and concepts of general education and culture of all sorts and standards from the eradication of illiteracy to general technical and university education, to scientific and technological research."³

In the light of what has been stated above, what are the roles which can Egyptian Universities play? The role of Egyptian Universities was defined in The National Charter "May 1961" when it states "Universities are no longer ivory towers, but rather forerunners discovering a mode of life for the people."⁴ And it adds "the responsibility of the universities and scientific research centres in shaping the future is not less important than the responsibility of the various popular authorities."⁵

Politicians and educationists on many occasions stress the vital role to be played by the universities in the development of the society and building up the modern state.

The President of The Republic states in "1971" the concept of the university and its role as follows :-

"The University is a complete unit with its professors, students and workers who seek the shortest way to the building up of the modern state. Our universities have to work out their regulations in the manner that suits them best

for the sake of the greater objective of building the state of technology and faith, so every citizen may feel his true, active and realistic participation. University men have a great trust placed in their hand for the coming generations."⁶

It seems from the speech of The President that the Universities have an important role in national comprehensive development which Egypt is trying to achieve.

To discuss the role of Egyptian Universities in the light of the roles which were discussed in chapter "one", the following questions will be asked.

1. What is the cultural role of Egyptian Universities?
2. What is their responsibility in national development?
3. How can they help in solving health problems particularly in rural areas?
4. How can they play their role as public service centres? e.g. helping to solve agricultural problems, educational problems etc.?
5. What can they do to develop the educational system?
6. What is their role in doing research?
7. What is their role in the preparation and development of students as individuals and citizens?

2. The Cultural Role

From what has been pointed out in chapter one, it has become clear that the universities play an essential role in raising the cultural and intellectual levels of the community. This role is emphasized by Nevitt Sanford when he says "Cultures need to be improved, and institutions of higher learning are directly involved in this work.

The key role here must be played by relatively developed individuals - people who can appreciate and people who can create."⁷

The universities can make an important contribution to the examination and re-interpretation of Egyptian cultural heritage by showing which of its components should be reserved and continued and why others should be discontinued because they do not fit the changing society and the rapid scientific and technological advances. The following are some examples⁸ :-

1. Neglect of the rights of women as human beings, many people in Egypt still believe that women must not take any part in public life, she is only a house-wife to help man and take care of the children. This belief is mainly found in rural areas and still persist even among some educated people.

2. Related to number "1" above, people especially in rural areas have traditions which prevent their girls from completing their education considering that as being against their traditions they acquired from former generations, accordingly they withdrew them from school after completing primary education and in some cases before.

Evidence can be given, ^{from} the study which was done by the (NCE) The National Council of Education, ^{which} revealed that among the factors responsible for drop-out of primary school, was the tradition not to complete education for girls. The study showed that 1000 girls were registered in the first form in 1966/67, the number reached 542 in the sixth form."⁹ Another evidence, The Minister's Report on Education and Training in Egypt states that "over one million primary school age children are not enrolled in schools and these are in the majority, girls and rural children."¹⁰

3. The belief that manual work is not respectable. People prefer professions which do not require any physical effort. This belief is attributed to the past generations. The clear example of this is , students do not like to be given technical education after finishing their preparatory education because it will lead to such manual work, so a great number of students apply to general secondary education.

4. Misunderstanding of the concept of democracy, people think that liberty means that everybody can do anything even it is against the interest of others. This misconception was apparent immediately after the 1952' Revolution and the Socialist Laws in 1961, and still persists among individuals from all classes of society especially among the farming and labouring classes.

5. A further misunderstanding of the concept of socialism, people misinterpret socialism as meaning absolute equality between individuals as of right. This has led to a conflict between capitalist class on the one hand and the farming and labouring classes on the other.

6. The belief in magical powers behind many phenomena and events which occur in life. This happens because many people are unable to interpret them scientifically by finding the real reasons behind them.

7. Conservatism. The majority of illiterate people believe that nothing is better than those traditions which they acquired from former generations, therefore they resist any attempt to alter or to develop their traditional values and concepts.

The above are some examples which should be discontinued. The role of the universities in changing these views and beliefs can be shared with The Ministry of Culture, State Information Service, The

Ministry of Youth and The Department of Religious Affairs in Al-Azhar.

However, the universities can play a leading role in the criticism of some of these unaccepted components of cultural heritage as they have the intellectuals who can contribute effectively to their interpretation. How can this role be done?

The Faculties of Law, Economic and Political Sciences can play a major role in explaining the concept of democracy and socialism to the public. The staff can do that through T.V. and Radio programmes, public lectures, publishing pamphlets in an easy language understood to the people.

The Faculties of Social Services and Departments of Sociology within the Faculties of Arts can arrange for summer camps and field visit to various areas in order to discuss the people on the old ideas and views which do not suit the modern age. This role can also be done through regular programmes organised by the universities in collaboration with Radio and T.V.

All the University Faculties have to conduct courses which deal with Egyptian and Arab cultural heritage which should be transmitted to students. These courses should be taught in such a way which gives students the chance to discuss and raise their views and comments.

The universities can also conduct pure research in different fields in order to increase the stock of knowledge which will be passed on to the next generation. This will lead to raising the intellectual level of the staff and students.

2.2 The role which Egyptian Universities play in emphasizing cultural influences in education is partly due to :-

1. Some University Faculties do not give attention to cultural

heritage such as the Faculties of Medicine, Pharmacy, Dentistry and so on, all attention is given to medical courses ignoring teaching courses which cover the ideology of Egyptian Society. This is one of the noticeable weaknesses of Egyptian University education which resulted in producing graduates who lack the knowledge of the ideology of their society which led to misunderstanding of many ideas and views like illiterate persons. This in turn has led to cultural lag which affects to a great extent national development.

There is also a lack of co-operation of other cultural agencies with the universities to conduct cultural programmes either outside or inside the universities. There is a lack of facilities which enable the universities to play their cultural role such as, equipped libraries, enough staff, financial resources to cope with the needs of such cultural programmes e.g. printing materials, summer camps etc.

The staff of the universities are too much engaged in teaching, so there is little time devoted to doing pure research which leads to the advancement of culture.

3. The Role of Egyptian Universities in Economic Development

Egypt has reached a very important turning point in building a modern society, so a comprehensive development plan is required more than ever before.

Egypt is facing certain problems which affect any development plan, these problems can be summed as follows :-

- a) The imbalance between economic production and the needs of people.

- b) The disability of the economic sector to absorb the quantitative output of universities and technical secondary education and other vocational centres.
- c) The decline of cultivated land in regard to the rapid increase of population.
- d) The population explosion.

Accordingly, there is an urgent need for economic development to solve the above problems. How can Egyptian Universities aid economic development?

3.1 The Contribution of the Universities to Industry:

The importance of industry in economic development was stressed by President Sadat in the October Working Paper when he says :-

"needless to say that Egypt's future depends on industrialisation. The possibilities of a horizontal agricultural expansion are limited by the available water resources and exorbitant cost of land reclamation in certain areas."¹¹

So, Egypt intends to develop its industry and to create new ones such as Engineering, Metallurgical and Chemical Industries.

The state has contributed to a most efficient drive towards increasing production of many industries, as for instance in the iron and steel industries.

There are also other kinds of industries which Egypt intends to develop e.g. ceramic and porcelain, the manufacture of railway equipment, cement, petroleum and fertilisers. The three latter industries were given attention in the President's speech in upper Egypt, petroleum industries have to be developed after the withdrawal of Israel of Sinai, cement industry is required for the implementation of the national

housing plan to solve one of the most acute problems which are facing the government. Fertilisers industry is necessary for increasing agricultural production and land reclamation. Needless to say that the future development of Egypt and its modernisation depend to a great extent on the development of its industry.

What has already been done by the universities to develop Egyptian industry?

a) They provide the industrial sector with highly qualified manpower, and establish new specialisations required for new industries e.g. engineers and technicians.

b) The Faculties of Engineering and Science have done exploratory work in the desert to discover new raw material required for industry.

c) Some university staff are consultants in some factories and new industrial projects and take part in their administration.

However, the contribution of the universities to develop Egyptian industry is still incomplete for the following reasons :-

There is a lack of a close link between the universities and the Ministry of Industry when drawing up plans for industrial projects.

Sometimes there are machines and equipment in the factories and firms which do not exist in the universities. This affects the professional preparation of graduates which results in less production when they start their careers in factories and firms because they were not familiar with these machines and equipment, during their study in their faculties.

There is also a lack of continuous in-service training programmes to enrich and refresh the knowledge of technicians to cope with the latest progress in science and technology, because of the lack of facilities within the universities.

The majority of staff of the faculties which are involved in industry are overloaded and engaged in too much teaching either in their faculties or in others, this has led to the lack of time which can be devoted to their participation in the development of industry. There is also little research done by the universities to develop existing industries and creating new ones.

3.2 The Contribution of Egyptian Universities to the Development of Agriculture

In Egypt, the agricultural sector plays a major role in the structure of national economy. Agricultural production is closely connected with the livelihood of most of the people and represent their major source of income.

Furthermore, the export of agricultural production has a prominent place in Egyptian foreign trade.

Egypt's agriculture stands out as one of the most difficult problems which is given more attention from the government. There are approximately 6 million Feddans under cultivation, and this area is expected to decline to 4 million by the year 2000¹² as a result of the expansion of building houses and factories on the account of cultivated land according to The General Manager of the F.A.O. of the Arab League Report.

Within the same period, the population which is 37 million is expected to more than double¹³. As a result there will be an imbalance between the agricultural production and the annual increasing population.

Robert Mabro states in his book "The Egyptian Economy"

"The growth of agricultural production of food is lower than the growth of demand and Egypt, a net

exporter of food before the war, is increasingly becoming a significant net importer".¹⁴

Therefore, the need for the expansion of food industry is very urgent at least to achieve self-efficiency.

Agricultural production is affected by three factors :-

- a) the decrease of productivity of the cultivated land as a result of the lack of fertility of the land after building the Hugh Dam which caused a large decrease of silt with irrigation water;
- b) the attack of different pests which destroy the crops especially cotton and maize, resulting an annual great loss of production;
- c) the lack of agricultural guidance which should be given to farmers concerning mechanisation of agriculture.

The universities in Egypt have to face the challenge and take an essential part in developing and consolidating this important sector of the national economy, and achieve the two important goals adopted by the present government i.e.

- a) The green revolution by expanding the cultivated land.
- b) Food security by expanding food industry.

What has already been done by the universities?

Some Faculties of Agriculture arrange courses in agriculture counselling for agricultural engineers (those who design the machinery for the mechanisation of the existing cultivated land and for the reclamation of new areas). These courses are conducted by the Faculties of Agriculture of Cairo, Ain Shams and Alexandria Universities.

Some Faculties of Agriculture breed and fatten steers and cattle in their own ranches and supply surrounding areas with meat and other

livestock products. This was clear during the writer's visit to the Faculties of Agriculture in Cairo and Mansourah Universities.

The Faculties of Agriculture provide the agricultural sector with the required manpower for the Ministry of Agriculture and its organs.

Few Faculties of Agriculture arrange field visits for their students to such areas to conduct research on the problems of agriculture as an essential part of their practical studies. This is clearly done by the Faculty of Agriculture of Alexandria University at the Tahrir and Nobarria strips to the west of Alexandria.

The Faculties of Veterinary Medicine take part by taking care of the cattle and steers on the ranches either on their own or of those of the faculties of agriculture.

Some staff members mainly in Cairo and Alexandria, participate in implementing such projects designed by The Ministry of Agriculture or one of its organs, Centre of Agricultural Research (CAR), The General Organisation of Agrarian Reform (GOAR).

During the last few years, The Faculty of Agriculture of Cairo University has conducted some experiments with co-operation with the Ministry of Agriculture, concerning the best way to get rid of the pests which attack crops especially cotton, and cause a great waste of sources each year which affects the general national product.

But up till now, the Faculties of Agriculture have not yet played their full role to develop the agricultural sector for the following reasons:-

- the lack of financial resources which enable the faculties of agriculture to keep their own ranches which participate in providing surrounding areas with meat and livestock products.

- the regional faculties of agriculture are still in need of equipment and facilities like those of Cairo, Ain - Shams and Alexandria. This inhibits them from playing their role in the development of agriculture in their areas;
- there is still a wide gap between the Universities and The Ministry of Agriculture and its affiliated organs. The existing link is not used enough;
- the staff of the faculties are overloaded and engaged in too much teaching either in their faculties or others in addition to other commitments.

The rigidity of curricula of the faculties of agriculture, they do not take into account the nature of the existing problems in the field and the type of manpower ^{that} is required. An evidence can be given for this important aspect, during the writer's attendance of the seminar of The International Association of Universities held in Alexandria (Egypt) February 1977; During the participants' visit to North Tahrir strip, the supervisors of agricultural projects claimed that they need graduates specialised in foresting , but the ministry appoints graduates of the general section. And during a discussion between the staff of projects and the Dean of Alexandria Faculty of Agriculture, the staff stressed that the courses studied within the faculties of agriculture should be developed to fit the requirements of the agricultural sector, they strongly recommended that there should be a close and frequent link between agricultural firms and the universities.

4. The Role of Egyptian Universities in Solving Health Problems

The most important health problems which face Egypt are as follows :-

a) as a result of the shortfall in agricultural production and food sources, many people especially in rural areas, suffer from malnutrition which causes some diseases.

b) because of the lack of care given to health problems in rural areas and because of the lack of health counselling, the majority of the population in these areas are suffering from tropical diseases such as Bilharzia Malaria, Ascaris and Ancylostoma, and needless to say that these diseases affect to a great extent the productivity of people and in turn the national production.

c) some people in old places of cities and in some places in villages are living in unhealthy accommodation which cause many diseases.

What efforts have been already done by Egyptian Universities to solve health problems and raise health standard of people?

Such medical surveys are made by some of the Faculties of Medicine e.g. Asyot - Cairo - Alexandria -Ain Shams. The staff and students especially those of the final academic year, take part in these surveys to discover the common diseases among people and give them treatment, and advise them on the best way for protection, and as announced by the President of Asyot University, The Faculty of Dental Medicine conducted a wide range surveys which covered most of Asyot Governorate and helped in treatment of dental diseases of large number of people. These surveys were done during the mid-year and summer holidays. They cover small areas and are done in a limited period which does not allow them to be completed, there is a lack of facilities required, and the staff are engaged in too much teaching in different faculties beside their external commitments in their private clinics.

With regard to the new regional Faculties of Medicine, very few of them do short surveys in their surrounding environment, for example, The Faculty of Medicine of Mansourah University did a medical survey in some villages near to the university, such advices were given to people on ways of protection against common diseases, and the female staff and students played an important role in convincing families in birth control and how to do it.

However, all new faculties of medicine have not yet had the facilities to cover the requirements of doing such medical surveys, medical research and treatment.

Today, there are eight Faculties of Medicine in Egypt, three in Cairo, four in lower Egypt and one in Upper Egypt, they should be generously staffed, well equipped and well financed to conduct extensive medical research and surveys to solve the wide-spread problems of health all over the country.

In this respect, it is important to mention a comment made by Dr Badran, The Minister of Health during delivering a lecture in the A.R.E. Cultural Bureau on the 26th of April 1978.¹⁵ He emphasized that the Faculties of Medicine should be equipped to take their part in solving the national health problems which affect the contribution of people to national development particularly in rural areas. He added that in each governorate there should be a faculty of medicine to provide health care for every citizen by reducing the ratio of doctor/person. The writer agrees with the Minister that the number of doctors should be increased in rural areas to provide health care for the people. But the writer disagrees with regard to the way by which the expansion of the Faculties of Medicine is taking place,

some reasons can be given by the writer for his disagreement;

1) It is the responsibility of the Faculties of Medicine to produce well qualified doctors for The Ministry of Health, but establishing new faculties without providing such facilities e.g. enough staff, equipped laboratories and libraries, enough financial resources, will result in producing doctors who themselves will have been dangerous to the health of the people and they might be the cause of death rather than saving lives.

2) The expansion of the faculties should be stopped till the existing ones are adequately equipped.

3) It would be difficult that these faculties can contribute to solve health problems.

4) When establishing new Faculties of Medicine, there should be prior planning for the provision of human and material resources which are necessary for well preparation and training of doctors. The regional faculties of medicine give clear example for the lack of such human and material resources which may result in lowering the standard of graduates (see chapter 8 for more details).

Furthermore, these faculties are unable to serve their surrounding areas.

These reasons were strongly stressed by the chairman of Medical Syndicate in his speech to post graduate medical students in London in The A.R.E. Cultural Bureau on 18.7.79, and strongly criticised the policy of university expansion in general and the Faculties of Medicine in particular, furthermore, he strongly emphasized that university education policy should be reviewed and reformed.¹⁶

5. The Role of the Universities as Public Service

If Egyptian Universities are to perform their functions adequately in the field of training and research, they have to integrate genuinely with their environments and respond to their needs. Therefore, such interaction between the universities and their local communities is required. Accordingly,

"the community's leaders have to accept the idea that there is a wide range of problems on which the university can and should do research and offer solutions irrespective to any policy option."¹⁷

This acceptance by the local community will help the results of research done within the walls of the university to find their way to the public life, furthermore, this will encourage the university to do more applied research concerning the environment's problems and break-down the isolation which might exist between the university and its community.

Such examples can be given for the contribution of the universities to the development of local community; The Faculty of Engineering of Monfia Governorate has developed the water-wheels system to work by electricity. Mansourah University arranged a programme for "public service", it was carried out in a number of surrounding villages in the summer of 1973, the programme was organised as follows :-

a) The University Council specified the area in which the programme would be carried out and devoted an amount of money to cover the expenses of the programme.

b) Each faculty then chose one or two of its staff to lead students chosen by the faculty.

c) Each group's programme was defined and discussed in detail; what is its purpose? and how should it be done?

The following are examples of these programmes.¹⁸

The groups who were interested in agricultural programmes were led by the staff of the Faculty of Agriculture, and arranged meetings with farmers in their usual meeting places and advised them on the best way to protect their crops against the pests which cause a great loss of their agricultural production, furthermore the groups accompanied farmers to their fields to give them practical advice on their problems.

Other groups arranged for evening classes for illiterate persons to teach them reading and writing.

Groups of the Faculties of Medicine and Pharmacy made a medical survey to discover common diseases among people and give them advice on the best way for protection against diseases such as malaria, Bilharzia etc.

Female students of the Faculties of Medicine gave women advice on the safe way to control birth rate.

These programmes had some shortcomings:

- Lack of adequate money to cope with the expenses of programmes which led to limitation of their periods.

- Lack of full co-operation of local community that most people believed that the university is established to be a place for teaching.

The limited period of these programmes did not enable some groups to complete their projects, e.g. medical surveys and illiteracy lessons.

Lack of incentives for the staff, this has led to leaving students without supervision.

These programmes are not regular pattern of university courses. However, Ain - Shams University organised courses in typing, shorthand, foreign languages, home economics for the public irrespective to their qualifications. In Mansourah, The Faculty of Education started these courses in the 1978/79 academic year.

6. The Contribution of the Universities to the Development of the Educational System

As stated by Thompson, in chapter "1" the universities must take responsibility for an overall view of systems of education; for identifying the needs in the rural classroom, for designing and producing teacher guides and students textbooks etc.

Moreover, as the universities are at the apex of the national educational system and have those who possess the highest professional experience, they have a prime responsibility towards the development of the previous levels of the educational system. They have to undertake fundamental research into the underlying concepts and assumptions on which educational policies and programmes are constructed. Such research would contribute to reforming the system so as to meet the actual needs of the society.

The Egyptian educational system; primary, preparatory and secondary, need a provision of a sound system of management which can help schools to do their work effectively, this requires bringing those who run the schools into the university for special training.

The universities can play an important role in raising the quality of education provided by the system through conducting courses in educational management, students guidance and assessment, methods of

teaching and the use of media and educational technology.

The above responsibilities of the universities were strongly stressed by the President of The Republic in his speech for Alexandria University staff on the 26th Anniversary of the 1952's Revolution, he said "that the present educational system does not achieve the national goals and needs to be developed. He added that all the university faculties have to take their part in examining the educational system and studying its present problems."¹⁹

The National Council of Education (NCE) and the National Council for Educational Research (NCER) started examining secondary school curricula so as to make this level more professional rather than academic which would at least contribute to reducing the number of secondary school leavers who seek for university education, no results have come out yet.

In connection ^{with} the study, an experiment was started to apply the comprehensive school system in three chosen schools in both upper and lower Egypt. The Faculties of Education are involved more than others in the development of the educational system, their role can be done through the following:

Staff members can participate in conferences, seminars and committees on curriculum development at levels of the system which are organised by the government. The Ministry of Education and the other Councils concerned e.g. N.C.E. & N.C.E.R.

The Faculties of Education bear the responsibility for providing preparatory and secondary schools with well trained teachers. This requires a close link between these faculties and the department of planning in The Ministry of Education.

Staff members and post-graduate students can conduct research on primary, preparatory, secondary and teacher training problems with the assistance of various Ministry of Education personnel. Such research projects are often funded by the University but occasionally by The Ministry of Education or a foreign foundation.

The Faculties of Education can assist the Ministry of Education in organising in-service training courses for teachers and technicians to refresh their knowledge in their respective fields as well as giving them the latest results of research done in their fields. These courses can be run during the long vacation when the university facilities are not in regular use. Courses can also be run during the academic sessions for those who get leave of absence for a period which ranges between two weeks and a month. The problems of the educational system can be the core of theses (M.A. and Ph.D) which are done by demonstrators and assistant lecturers. They can help in solving many problems if the results of these theses find their way to the real situation of the educational system and if there is an interest and encouragement from The Ministry of Education and local educational authorities.

The present examination systems, primary school, preparatory and secondary are criticised either by educationists or by the public, therefore, there is a need for examining the present system in order to improve it.

Although university staff are sharing in designing the General Secondary Certificate Examination "GSCE", they can be more involved in the structure of general academic secondary school curricula to bring them in a close link with university courses.

The involvement of university staff in the GSCE is important because it is the only method of admission to universities, and it has become known that the admission process should be shared by both secondary education and the universities.

All these responsibilities of universities towards the educational system will be properly done if there are effective channels of communication established between the universities and The Ministry of Education, Educational Research Centres and Local Education Authorities.

The Faculties of Education of Ain-Shams and Mansourah organise in-service training for teachers, this is most prominent in Ain-Shams, but these courses need to be more well organised and done all over the academic year as well as summer vacation.

The problems of the educational system have received much attention from the Faculties of Education in Ain-Shams - Mansourah - Asyot - El-Menya - Tanta, Alexandria and Al-Azhar. A lot of theses done in these faculties by Demonstrators and Assistant Lecturers as well as outside post-graduate students, such as drop-outs in primary ^{areas} education, low standard of achievement of children in primary education and its factors, school administration, curricula and methods of teaching etc., but these theses were shelved in the libraries and their results never found their way to the educational system.

However, there are some obstacles which prevent the universities from contributing to the development of the educational system, among these obstacles :-

There is still rigid views that the universities should not be involved in previous levels of education. This view has resulted in a

wide gap between the universities and The Ministry of Education which in turn resulted in the lack of effective channels of communication between the Ministry of Education, and Local Educational Authorities and the Universities when planning for the educational system or when discussing any of its problems. Those who run the system consider any involvement of the universities in such aspect of secondary, preparatory or primary education, as an interference in their own affairs.

There is also lack of full co-operation of educational authorities and schools during field work or conducting research by the Faculties of Education concerning the problems of the educational system.

There has been^a frequent claim from staff and post-graduate students that they face many obstacles when they go to schools, they are asked to go through many channels to get the permission to do their work.

Research which is done by the Faculties of Education is still too little, particularly in the regional ones which suffer from the shortage of staff as well as research facilities, in others the staff are engaged in too much teaching in their faculties as well as other faculties. The concern of the staff has become how to get extra money through teaching extra hours, as a result, little time can be devoted to conducting such research.

7. The Role of the Universities in doing Research

From what has been stated in chapter "1" research should be given more attention as an important function of the modern university, and unless it conducts research, it will not be worthy of the name.

7.1 Types of research:

In Egyptian Universities, the following types of research are done:-

a) Personal research done by each staff member which is necessary for promotion from one post to another.

b) Research done by demonstrators and assistant lecturers to get their M.A. and Ph.D degrees to be qualified for membership of the staff.

c) Research done by post-graduate students from outside the university to get higher degrees such as Diploma, M.A. and Ph.D. These degrees might enable them to be university staff members.

d) Research done by ^a team of the staff of a faculty or university, this is often funded by the corresponding ministry and directed to solve one problem or problems of society e.g. team from the Faculties of Science, Engineering and Agriculture have started few years ago to study the problem of the lack of silt after building the High Dam and its effects on cultivated land and the rivers.

Teams from the department of Geology in the Faculties of Science started a general survey of the desert to discover potential raw material required for industry. Team from the Faculties of Medicine have done an investigation into one of the dangerous diseases which appeared in Sharkia Governorate which is called "Ding" a kind of fever.

The above researches are applied, but there are other kinds of pure research in each department within the universities done by the staff.

e) Research projects which are done by undergraduates specially by those of the final year in science faculties such as engineering. Their topics are chosen by students and the staff on the basis that they should tackle problems of society.

7.2 Importance of conducting research:

Research increases the stock of knowledge in various fields of study in order to keep abreast with the rapid progress in science and technology.

Research also improves teaching by refreshing staff's knowledge on their fields and makes their teaching vital and interesting.

By disseminating the results of research, the universities can contribute to raising the intellectual level of society and consequently to the advancement of Egyptian culture.

Through applied research, the universities can help to solve many of the national problems as will be stated later on. This is considered an important task to be done by the universities if they are going to satisfy the money spent on them.

7.3 The role of research in solving problems of society:

Egypt is facing numerous social and economic problems which need great efforts to be solved. The universities have to respond to society's needs and take part in solving these problems through research taking into consideration "that research should be geared wherever possible to development issues and directed at solving basic needs."²⁰

This condition should be given consideration because research is an often expensive enterprise and its return should be equal to its expenses.

The following are some of the problems and how can universities contribute to solving them through research:-

1) The problem of illiteracy which is considered one of the dangerous national problems and represent a great challenge to the Ministry of Education as well as the government. It was described by The Minister of Education when he says :-

"Illiteracy is one of the major problems facing developing nations. It is an inevitable consequence of imperialism, social injustice and suppression, which have been the cause of depriving broad masses of these nations of their right to education."²¹

The problem of illiteracy seems to be dangerous as the rate of illiteracy was 66% in 1974, and only 74% of the relevant age group find places in primary school. Furthermore, over one million primary school age children are not enrolled in schools."²²

The Faculties of Education have a prime responsibility in solving this problem, so they can :-

- a) train teachers to teach adults, particularly primary school teachers who can undertake organising classes in rural areas. They can also set up courses designed by staff of curricula department and experts in methods of teaching. They can organise training courses for some people in factories and companies to teach illiterate workers.
- b) co-operate with other bodies who are involved with adult education e.g. NCER, Basic Education Centre in Sirs El-Layan.

2) Health problems should receive more attention from the Faculties of Medicine, Dental Medicine and Pharmacy. As stated earlier in this chapter, health problems represent a great challenge for the government. So research and medical surveys should be done extensively which should result in discovering diseases and curing sick people.

This was done by few medical faculties (see the role of universities in solving health problems in this chapter).

3) Social problems could be studied by departments of Sociology and The Faculties of Social Service. Such research was done both by staff and post-graduate students e.g. The Impact of Industry on Workers' Behaviour, Ph.D Thesis Cairo University, Family Relationships and their Effect on children in primary school M.A. Thesis and The Attitude of people in Rural Areas Towards Birth Rate Control, Ph.D Thesis.

However, the research' function of Egyptian University is not yet complete for the following reasons :-

There is a lack of financial resources which cover the expenses of research, during personal communication with some staff members during the writer's visit to some faculties, they stated that because of the lack of adequate, money, many research would have not been completed.

Most of the research done in different subjects, basic and applied is kept in libraries or stores without making any benefits from it. In this case, time and money spent are a waste This has led to the absence of other staff's enthusiasm to do further research. During personal communication with The Minister of Education, (1978) he recognised this problem and suggested that all research done by the universities and research centres should be classified and kept in a private library to be ready for use. There is no allowance given to staff to be devoted to research as a result staff are discouraged to conduct any research. Some university staff are engaged in too many external commitments outside their faculties e.g. members in Ministerial bodies, Consultants to some factories or companies and supervision of departments of other faculties.

Today most of the staff, especially new members, are engaged in teaching in other faculties for financial reasons to cope with their daily needs. Some of these staff members, during visits to their faculties, stated that the university can give staff allowances as motives so they can spend more time in their faculties to do research instead of commuting between universities which results in wasting their effort and time.

There is a lack of well equipped libraries on which both pure and applied research depend especially in the new faculties in the regions.

There is also a shortage of laboratories equipment particularly in science faculties whose studies and research depend to a great extent on laboratory work.

There is also a lack of frequent contact with universities in advanced countries e.g. U.K., France, Germany, U.S.A. etc. in order to exchange new views and ideas which may contribute to the promotion of both teaching and research.

There is a lack of understanding of the role of the university in the modern age, that research has become unescapable function of the universities.

Finally, there is not enough contact and co-operation between the universities and other research centres e.g. Academy of Scientific Research, (ASR) National Centre for Scientific Research (NCSR).

8. The role of the Universities in preparing students as individuals and citizens

The universities have a prime function to achieve in preparing

students in order to play their role in the society, as they are considered their prime outputs. So the universities have to face the question, what does society expect from graduates and what do graduates expect from their universities.

It is well accepted that the development of society depends to a great extent on highly qualified manpower produced by the universities and other higher institutes who can contribute constructively to national development accordingly :-

"The universities must respond to the demands for graduates with the specialised skills needs to meet the increasingly sophisticated requirements of government, industry and agriculture."²³

To achieve this obligation, Egyptian Universities have to give attention to students' professional preparation during their years of study taking into consideration that the quality and quantity of national development are affected to a great extent by the quality of university graduates.

Further stress on the role of Egyptian Universities was stated by The President of The Republic in his speech to the staff of Asyot and El-Menya Universities on 14.4.1979 after the riot of students when he says "Universities should aim at providing the country with graduates highly trained to meet the requirements of future development of society after achieving peace, developing students' political awareness to a great extent, and developing their social awareness in order that they can be able to adjust themselves with their society, the universities can take an essential role in discussing with students the important issues of society.

And he added "the universities should not only be places for filling students' minds with a stock of knowledge but also they should develop their personalities."²⁴

Furthermore, this responsibility of the universities was stressed by Dr M.K. Helmy The Minister of Education when he says that one of the important functions of the universities is:

"developing the students awareness of the national, social and economic problems of their country, and promoting their ability of learning, acquiring knowledge, analysis and deduction. Particular stress should be laid on enhancing the spiritual and moral values of the students. The intellectual abilities and national awareness of graduates should also be promoted for the orientation of persons who are capable of assuming their social responsibilities and initiating effective action to realise the objectives of the community."²⁵

To achieve these responsibilities, the universities should no longer be institutions for just giving lectures to students, but there should be provision for :-

"several kinds of activities within the universities which will help students to develop their talents and enrich their personalities through contacts and co-operation with other students and members of staff."²⁶

What can Egyptian Universities do to develop students?

1) They can re-emphasize the basic terminology of their subjects so they can understand the uses to which they are put. This will help them to participate effectively in the progress of society.

2) The universities can give their students such mental skills irrespective of the subject matter of their study e.g. power of self-expression, imagination, the reasoning power, making their own independent judgement etc.

3) They can instil in students certain abilities e.g. the ability to analyse situations and problems and can find solutions, the ability

to absorb new facts or ideas even when contrary to previous ones, and the ability to co-operate with other colleagues in their future career. All these abilities help students to live effectively in their society.

4) The universities can foster in their students' social, moral, economic and political awareness of the problems of their society so as to enable them get better understanding of these problems which might face them in their future career and stimulate them to take active part in solving these problems.

The universities can play an effective role in discussing national issues and hearing their views on these problems as some of those students might hold leadership positions in the future.

How can the universities fulfil the above responsibilities :-

They can provide^a tutorial system, so each student can find at least one staff member to whom he goes when he faces any problems concerning his study or his personal life.

They can also provide several kinds of activities, social, cultural, scientific and physical which are necessary for the development of students' talents and hobbies. The universities have to ensure frequent contact between the staff and students inside lectures by reducing the number of students and outside lectures by allowing students to meet the staff in their offices, common rooms, this contact can also be best provided through families' system.

Students must not be spoon-fed, they have to be positive in the teaching process. This can be done by preparing papers and dissertations to be discussed in seminars and discussion groups, this can help to develop their abilities such as the analysis of situations and

problems, the ability to criticise views and ideas.

The universities can provide appropriate supervision for students during their practical lessons and activities. Such provision helps students to overcome any problems which might affect their progress in their studies.

The universities can create close links with the outside society by arranging field visits for students to the relevant firms, agencies and communities, so through informal discussions with their leaders students can get true professional guidance related to their studies. This contact can also be provided by inviting leaders and specialists to the universities to talk to students about their fields.

However, the role of the universities in the development of their students as individuals and citizens is not yet completely done for the following reasons :-

Because of the very large numbers of students enrolled in the universities beyond their ^{designed} capacities, it would be difficult to teach students in small groups which enable them to discuss and express their views. It is also difficult to provide tutorials which have become very important in modern universities, this lack of tutorial system is attributed to the severe shortage of staff and enough rooms.

In large numbers ^{of} faculties, close links between the staff and students are not frequent in some departments and non-existent in others. In some faculties such as those of Commerce, Law and Arts, many students may finish their years of study and could not be recognised by their teachers. In regional universities, students do not enjoy their university life because there is a severe lack of staff and the seconded staff leave the faculties immediately after finishing their lessons.

The family system which was adopted in the universities some years ago, which provided the chance for valuable contact between family members and their tutor, but this system was abolished for unforeseen reasons. But after students' riot in Asyut and El-Menya Universities last April, the Universities' authorities decided to review this system and apply it from the 1979/80 academic year.

At the present, enough supervision is not provided for students during their laboratory work, demonstration lessons, social activities, conducting their dissertations and writing their occasional papers.

Within mass university system which has resulted from the over expansion of university education, there is an increasing concentration on students' achievement rather than on the other aspects of their personalities, this in turn has resulted in the spread of individual lessons within some faculties because the students' main concern has become how to pass the examination and get an entry ticket for jobs.

In addition to what has been stated above, no attention is given to teaching courses which include, social, cultural, economic and political issues of Egyptian society. Ignoring conducting these courses has resulted in social, cultural, economic and political illiteracy among university graduates as was claimed by The President of The Republic in his speech to Alexandria University staff on the 26th anniversary of the 1952, Revolution²⁷ and asked The Ministry of Education in co-operation with The Higher Council of Universities to organise such courses to be taught at all university faculties, they should include the ideology of Egyptian society which can help in creating such harmony among people.

Even the National Courses "Al-Mawad Al Qawmia" need to be evaluated

and reviewed. These courses are taught to students in the first two years of university study, they include only some economic and political issues, and there is indifference in teaching these courses because of the following reasons :-

There is no specialised staff, so each faculty chooses one of its staff member to teach these courses regardless of his or her specialisation.

Students do not bother to attend their lectures because they can be promoted to the following year even though they do not pass them.

Their teaching is useless because they are taught to a very large group of students in one side lecture, so they have no chance to discuss, to ask or to comment although these courses can contribute to the development of national awareness of students.

9. Conclusion

From what has been stated in this chapter, Egyptian universities' contribution to national development is still too little. They have more responsibilities in advancing Egyptian cultural heritage, solving health problems, developing the educational system, doing research both pure and applied, developing their surrounding areas through public service and preparing students to be good citizens. But their role is limited because of certain reasons which were discussed in this chapter.

The question to be asked here, how can this role be best played? This question will be discussed in the last chapter of this thesis.

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CHAPTER THREE

PLANNING FOR UNIVERSITY EDUCATION
WITH SPECIAL REFERENCE TO EGYPT

CHAPTER THREEPLANNING FOR UNIVERSITY EDUCATIONWITH SPECIAL REFERENCE TO EGYPT

This chapter aims at giving general background on educational planning in general and university planning in particular. In the course of this chapter, the following questions will be answered;

What is educational planning? and what are its main elements?

Why educational planning is needed?

What are the main characteristics of educational planning process?

Why university education should be planned, and particularly in Egypt?

1. Educational Planning

1.1 The definition of the term "planning"

It would be useful to define the term "planning" in order to throw some light on the planning process in general. It is explained by Mary McLean as it is:-

"a series of related steps organised and moving towards the accomplishment of an objective."¹

Elsewhere, planning is defined by Y. Dror as:-

"the process of preparing a set of decisions for action in the future directed at achieving goals by optimal means."²

The first definition concentrates on achieving an objective as an end for the related steps of the planning process, while the second adds an important element to the definition i.e. the objectives of planning process should be decided in the light of optimal means so they can be operationally achieved.

1.2 The definition of educational planning

Educational planning is defined by Arnold Anderson and Jean Bowman as:-

"The process of preparing a set of decisions, for future action pertaining to education."³

Elsewhere it is defined by Philip Coombs when he says that:-

"Educational planning, in its broadest generic sense, is the application of rational systematic analysis to the process of educational development with the aim of making education more effective and efficient in responding to the needs and goals of its students and society."⁴

These definitions cover the main essential elements of planning in general and of educational planning in particular, so :-

- a) planning is concerned with the future and with development. It proceeds from an understanding based on systematic analysis of the present to consideration of probable and possible future states.
- b) planning is closely related with policy-making and decisions because these decisions come into action through planning.

The following definition of educational planning by McMeekin, W. Robert, shows the above two elements when he says that educational planning:-

"is the continuous process of providing information to decision-makers on how well the education system is accomplishing its goals and how the cost effectiveness of such accomplishment can be improved."⁵

The definition adds to the above elements its attention to cost-benefit analysis.

Gareth Williams in his essay under the title "What Educational Planning is About" defines the term when he says that :-

"planning in education as in anything else, consists essentially of deciding in advance what you want to do and how you are going to do it."⁶

In the light of the above definitions, educational planning as a continuous process consists of the following inter-related steps.

a) The definition of educational objectives for the educational system, because without a clear idea of these objectives "an educational system is as a ship at sea with no destination."⁷ These educational objectives should be decided in the light of the overall national development plan and there should be harmony between the two.

b) The diagnosis of present conditions of the educational system and what factors in the recent past are likely to affect its future. To do such a diagnosis, educational planners must use the best facts and analytical instruments at their disposal.

c) Deciding means of allocation of financial resources required for implementing the plan including alternative means.

d) The definition of the range of the plan, if it is a short-term or long-term plan.

e) Deciding those who will be involved in planning for education, are they the educationists, economists or politicians?

f) The definitions of alternatives. There are certain constraints which limit the future of the educational system such as physical, economic sociological and political factors, so planners should be aware of any effects of these constraints on their plans, then alternatives are not to be neglected because "The planner who neglects to take the main constraints into account, is inviting disappointments and frustration."⁸

Accordingly, it is necessary to identify the major alternative courses of action that may be available.

g) The translation of the plan into action. An educational plan is no more than draft papers until it is broken into well-conceived specific programmes, fitting specific and geographic areas, and until the programmes are in turn translated into specific well-organised projects consistent with the general plan.

h) Evaluation and adjustment of the plan. In every plan there will be unforeseen problems and difficulties because no planner can read the future precisely. Some error and failure arise during the implementation of the plan beyond the planner's control, which need to be corrected and redirected. Therefore the educational plan must be subject to continuous adjustment and checking of its performance along the way.

1.3 The emergence of educational planning

Educational planning is not a new activity, "it is as old as education systems themselves for any attempt to design and develop an education system in a rational manner involves planning."⁹

But while educational planning as an activity is old, it is relatively new as a specialised profession and discipline with a growing

body of theory and literature of its own. More emphasis is put upon the planning of education to be accompanied with economic development plans, because education has become an effective instrument in the development of nations and not merely desirable social service as it was in the past.

During the sixties, most of the world participated in a spectacular educational explosion. In many countries - rich and poor - enrolments doubled and in others more than doubled, educational expenditures rose sharply, financial aid from advanced countries played a substantial role in support of educational projects; the supply of classrooms, laboratories, books and other modern educational media grew considerably. Such remarks show that attention has been given to educational planning, In 1963, the International Institute for Educational Planning (IIEP) was founded in Paris, most countries established educational planning units e.g. Regional Centre for Educational Planning and Administration in The Arab Countries, South Asian Regional Centre. Furthermore, Universities in many countries offer courses in educational planning. So, "it can be truthfully said that in the past ten years educational planning has arrived."¹⁰

1.4 The need for educational planning

The need for educational planning emerged with the intensified complexities of modern technological society and problems such as population explosion, manpower needs and the increase in natural resources, all place demands on educational institutions for solution so "if educational organisations are to meet these problems, then planning becomes a necessity and planning competence becomes mandatory."¹¹

the need of

The following are the reasons for educational planning and the surge
of interest in it.

- 1 - Educational planning achieves the integration of studying the problems of education and their potential solutions. Educational problems are integrated and interlocked as well as their solutions. So through educational planning all the elements of such problem are collected in a unique framework so as to define the role of each element in the existence of the problem. e.g. No planner can deny that he or she, cannot make an investigation into the problems of university admission without investigating the problems of admission to pre-university levels. Moreover, educational planning achieves the integration between educational problems and the social economic and political systems as they affect to a great extent the educational system. For instance, studying the problems of university education in a given country requires studying the effect of economic, social, cultural and political factors if such solutions for these problems are to be effective and realistic.
- 2 - Economics and educational planning. There has been an increasing feeling among economists in the late 1950's and early 1960's that economics would not achieve its aims without being accompanied by planning for education. The economists introduced the ideas of productivity and efficiency to the planning of education and a concern for measuring its economic costs and benefits.

Furthermore, accompanying educational planning with economic planning leads to a balanced life, thus most of the governments always plan for economic development side by side with their educational systems, and as has been stated by Philip Coombs that there is

"stress of public policy almost everywhere on educational development as a precondition for overall national development."¹²

- 3 - The view of education as an investment. This view is now widespread all over the world, and has become in the focus of the importance of both economists and educationist. In the past, education aimed at training individuals for professional jobs. e.g. Lawyers, Administrators, Physicians etc. In this respect Murray G. Ross states;

"The early universities were indeed vocationally oriented, created to provide leaders for the state and the church and practitioners in Law and Medicine."¹³

But now it has become an investment of every form of human capital whose output contributes to the growth of the economy.

This view of education has urged the necessity for educational planning, and as stated by Abd-Allah Abd El Dayem, this view was :-

"among the reasons which convinced the economists - who themselves believe in nothing except figures and material results - of the importance of educational planning."¹⁴

- 4 - Educational planning contributes to the achievement of the goals of society by giving attention to the development of human resources required for the progress of the society. This aim of educational planning was strongly emphasized by F. Harbison and Charles Mayers when they say:-

"The goals of modern society such as political, cultural and social as well as economic human resources development is a necessary pre-condition for achieving all of them."¹⁵

Adam Curle also stresses the importance of the development of human resources in the national development when he says:-

"Countries are underdeveloped because most of their people are underdeveloped, having had no opportunity for expanding their potential capacities in the service of society."¹⁶

- 5 - Educational planning contributes to solving the problem of the shortage of financial resources; everywhere social demand is increasing for education at all levels, at the same time there is a shortage of financial resources to cope with the needs of the expenses of the educational process, so educational planning is required to estimate the cost per student, how to allocate financial resources, how to distribute the budget among the different levels of education and how to make the best use of expenditures according to the educational priorities particularly in the countries which have scarce financial resources. Here educational planning, as stated by Philip Coombs:-

"can help attain larger and better aggregate results within the limits of available resources."¹⁷

Cost benefit analysis plays an important role in achieving this aim of planning educational systems as it helps planners to decide the priorities in distributing resources among courses and levels of education particularly in countries which have scarce financial resources, and the best use of these resources to get high rate of return.

6 - Educational planning attempts to achieve the balance between quantitative and qualitative aspects of education. In many countries, particularly the developing ones, there is an increased demand for education which results in a rapid expansion of enrolments of all levels of education and in order to attain better quality of education, this quantitative expansion should be accompanied with the required facilities to ensure better quality of education offered to individuals.

For example, in order to keep balance between quantity and quality of university education, planners have to deal with the following aspects; how many students can be admitted to each faculty in the light of the available facilities, how much money is required for the provision of these facilities. So the planner's concern is not only how many students are annually admitted and how many are graduated, but also how those students are prepared and educated for their future career and what are the qualities which should be acquired to them in order to meet the requirements of their fields after graduation because concentrating only on the quantity of graduates rather than quality, might affect their productivity in their future jobs because of their ill-training and their expenditures will become wastage.

The importance of quality of education was also strongly stressed by The Third Conference of Ministers of Education and The Responsible Ministers for Economic Planning in Arab countries held in Morocco in 1970, when it drew the attention to:-

"the danger of the expansion of education in Arab countries without taking into account its quality,

and emphasized that without giving attention to quality, equal educational opportunities become less in value, and expenditures on education become wastage rather than investment."¹⁸

- 7 - The trend towards overall development planning including the planning of education has been powerfully reinforced in the case of developing countries by the policies of aid agencies both national and international. These countries are asked before receiving their aid to draw up development plans including those on educational planning so as to co-operate with the international bodies in carrying out their educational projects such as UNESCO, IIEP and The World Bank.
- 8 - The uneven distribution of educational services among districts of the country especially in urban and rural areas. Educational planning contributes to achieving the equality of distribution of educational services because only to concentrate on the big cities or the capital without any consideration for the other regions, is counter to equal educational opportunities, in addition to the emergence of the social, economic and cultural gaps between urban and rural areas as a result of the inequality of the provision of educational services.
- 9 - Educational planning is needed to achieve the balance between the levels of the educational system with regard to the number of enrolments in each level. For example, in some developing countries there is an increase in enrolments in academic secondary education which results in increasing the demand for university education, while these countries

need to expand technical secondary education and intermediate training centres which produce technicians for their development plans, instead of producing academic secondary school graduates who are not very much needed.

- 10 - Educational planning is urgently needed in the case of mass educational systems to avert crisis situations. At the same time the provision of adequate physical facilities and teachers is a vital consideration in the periods of rapid expansion, these human and material resources required for the expansion can be best provided through educational planning. For example, if the birth rate increases rapidly in such a country, provision of schools and teachers as well as financial resources should be made when children reach the primary school age, otherwise, the present schools could not absorb all children, this situation will result in increasing the rate of illiteracy in society.

1.5 Characteristics of Educational Planning

If the educational planning process is to be effective and meaningful, it should have the following characteristics:-

- 1) Educational planning should be comprehensive, this means as stated by Philip Coombs that :-

"It should embrace the whole educational system in a single vision to ensure the harmonious evolution of its various parts. Moreover, it should try to extend its vision to important types of non-formal education and training to ensure their effective integration with formal education and with the priority needs and goals of society."¹⁹

An example can be given to comprehensiveness; planning for university education requires investigating the previous levels, primary and secondary, to have an overall view of the present situation in these levels. Furthermore, planning the admission policy to the universities requires planning the admission of secondary level which affects to a great extent the admission process to the universities.

Moreover, it is pointless planning for university education without taking into consideration the previous levels with regard to the number of enrolments at each level, rate of success, rate of drop-out and the various courses.

2) It should have levels of range; short-range, middle-range and long-range. Short-range planning is required for solving the urgent problems [one or two years] long-range planning is required if there is a tendency to increase educational capacity or to alter educational output. For instance, to increase the production of primary, preparatory or secondary school teachers, it is required to plan years ahead. Long-range planning is also required if there is a trend towards the increase in the production of doctors and engineers etc.

3) Educational planning should be realistic in the sense that it should be integrated with the requirements of the development of the country in its administrative, economic, social, geographical and ideological aspects. Thus in order for an educational plan to be considered integrated, it should be in harmony with the regional, economic, social and manpower requirement and fitted to the available resources. Furthermore, to attain this level of integration, the educational planning process ought to be integrated with the policy-making and administrative system as a whole. With regard to its

integration with the administrative and political aspect, there should be teamwork between the educational planning organisations and other involved departments especially in the general development bodies and the programming units.

With regard to the economic and financial aspect of integration, the educational plan should be financially a part of the general development plan and based on the available resources.

With regard to the manpower aspect, the educational plan should be geared to the manpower demand of the country qualitatively and quantitatively. Qualitatively by producing the types of manpower required with the skills, knowledge and training which enable them to do their job sufficiently, and quantitatively by producing only the numbers required for the labour market in order to avoid both the unemployment and disguised unemployment among the educated.

To achieve this essential link, there should be combination of the development of both the economic and educational systems, in other words, there should be consistency between economic and educational development, moreover, any reform in one, should be accompanied with reforming the other.

With regard of the integration of educational planning with social and regional aspects, educational planning can help to democratise education by equal distribution of educational services among the regions of the country and eliminate class barriers which may affect equal educational opportunities.

4) Educational planning should be an integral part of educational management. To make the educational plan more effective, it must be closely tied to the processes of decision-making and operations, and

it
if is isolated -

"it becomes a purely academic exercise whose chief effect is to frustrate those involved."²⁰

Sometimes planners draw up a sound theoretical plan, but when they start its implementation they find themselves facing the conflict with those who manage the educational system or with the ruling political party which has a great effect on any plan whatever its object is, so ignoring the integration with the educational authorities or the political trend will result in the frustration of those planners.

5) Educational planning should be flexible, as educational planning is a dynamic and continuous rather than static, it should be flexible and adapted to new changes and problems of society. Sometimes it happens that unforeseen circumstances or events interrupt the plan, so educational plan should be flexible in the sense that there should be the ability to change its direction when forced to do so by unexpected events without undue cost. In this respect Harold Koonts states that

"The more that flexibility can be built into plans, the less danger of losses incurred by unexpected events, but the cost of flexibility should be weighed against the risks involved in future commitments made."²¹

Such unforeseen circumstances which might affect the plan are; sudden shortage in financial resources, sudden increase or decrease in birth rates, changing of political attitude, stop of foreign aid in some countries and sudden increase in social demand for particular type of education, ignoring any of these circumstances might jeopardise the plan.

6) Educational planning should be concerned with the qualitative aspects of any development of the educational system. In periods of rapid expansion of educational systems, there is a risk of threatening

the quality of education. But through educational planning this quality can be kept in the required standard. This importance given to quality of education by educational planners is derived from the changing role of education and the modern view to education as a key factor in national development. Furthermore, the productivity of economic development in any nation depends to a great extent on the quality of education given to students at all levels.

2. Main Approaches to Educational Planning

Before discussing the issue of planning for university education, it would be pertinent to explain the main approaches to educational planning:

- a) The social demand approach.
- b) The manpower demand approach.
- c) The cost-benefit approach.

2.1 The Social demand approach:

It is sometimes called the cultural approach. Education is regarded as consumption that enhances culture, this is considered to be the main benefit. In order to enlarge this benefit, the consumption demand for education must be properly satisfied.

The objectives of this approach are based on demand trends starting from the natural increase in population which in turn results in the flow to primary level and so on.

This approach is explained by Philip Coombs when he says that social demand :-

"is most commonly used to mean the aggregate popular demand for education, that is the sum total of individual demands for education at a given place and time under prevailing cultural, political and economic circumstances."²²

The expression "social demand" for education was defined by An OECD Conference on Policies For Educational Growth as "the demand for places in the education system coming from individuals or family units."²³

Here the responsiveness of planners and decision-makers to social demand for education is to seek to provide educational opportunities as they are wanted by the public in addition to that, they should respond to the current demand caused by demographic trends and the extra demand caused by new consumers from social classes who were previously underprivileged.

In this approach, consumer choice is given wide scope because it is too difficult to force young people to study courses in which they are not interested. Furthermore, it is difficult to forecast five or ten years in advance what kind of education will be needed by consumer because of the rapid change of all spheres of society.

Nathan Kravetz criticises this approach when he says that:-

"This approach to planning is traditional; it tends to be more responsive to political and ideological concepts than to economic ones, furthermore, with limited resources, the social demand approach results in attempts to plan for more and more students with a tendency toward reduction in educational quality and effectiveness."²⁴

However, this approach is accepted by those who favour a permissive social climate, who are attached to traditional cultural values and who are in societies where public opinion has great influence.

The Robbins Report is a splendid example of planning for education on projecting social demand.²⁵ The following are the various stages in the calculation of the demand for places in higher education; to sum up :-

- 1) Determining the size of the age groups corresponding to higher education.
- 2) Estimating the proportion of these age groups leaving secondary education with the necessary qualifications for admission to higher education.
- 3) Forecasting the proportion of those entitled who will apply for admission.
- 4) Deciding what proportion will actually be admitted.
- 5) Converting the projected number of entrants into the projected number of places by making additional estimates concerning the length of studies and the number of foreign students.

The main criticisms of this approach are as follows:-

- a) It ignores the pattern of manpower needed by the economy and can result in producing too many of some types and shortage of others.
- b) Its own concern is to provide education for consumers regardless of the provision of financial resources.
- c) Coombs criticises this approach as :-

"it tends to over-stimulate popular demand, to underestimate costs, and lead to a thin spreading of resources over too many students, thereby reducing quality and effectiveness to the point where education becomes a dubious investment."²⁶

Such an example can be given to support Coombs' view, in Egypt, where financial resources are scarce, at the same time there is an

annual increase in enrolments at all levels, so the cost per student is declined because education's budget cannot afford providing the required facilities for all students.

2.2 The manpower demand approach

The main idea of this approach is that the educational system should satisfy the needs of the economic system as the needs of qualified manpower for the economy are being considered one of the objectives of education.

This approach is based on the explicit recognition of the link between education and a nation's economy through the existence of a labour market.

Mark Blaug explains this approach when he says:-

"the concept of forecasting manpower requirements' is today the leading method throughout the world for integrating educational and economic planning. Even the training programmes that international organisations nowadays run for educational administrators from underdeveloped countries are completely dominated by the manpower requirements approach."²⁷

To achieve this harmony, manpower planning process can be programmed along the following lines:-

- a) Setting the GDP to be attained at a fixed interval of years, five - ten - fifteen and breaking it down into the major sectors, i.e. agriculture - industry - transport - services.
- b) Analysis of the contribution of these sectors to the GDP.
- c) Establishing of manpower requirements by appropriate forms of analysis.
- d) The manpower requirements are categorised in the appropriately mutual categories.

e) The occupational analysis reached is converted into educational requirements necessary to obtain the skills required for each occupation.

f) Estimates are made of the losses of skilled manpower by retirement, migration, death, resignation etc.

It seems from the above steps that the manpower demand requires the combination of any change or improvement of the labour market with the change of the educational system.

With reference to Egypt, when planning for university education it is found that this approach is almost ignored although it is written down in the Charter of The Higher Council of Universities (HCU) that the admission policy should be geared to manpower required for the country, but the real situation shows the opposite, social demand is given consideration at the time Egypt cannot afford the provision of such facilities required for expanding its educational system on the basis of that approach.

There are some difficulties facing this approach, among them,

a) The impossibility of making reliable forecasts of manpower demand far enough to be of real value to educational planning, because of the technological progress which requires new types of manpower.

b) In some cases it is too difficult to obtain valid data on the present situation of labour market specially in some underdeveloped countries, and its requirements.

c) Occupational categories and the level of education required for each have not yet been firmly established, because of many uncertainties which may happen.

2.3 The cost benefit approach

This approach stresses the relationship between the costs of more education and the earnings that may reasonably be expected as a result of the additional education.

The main idea in this approach is to work out the costs of various types of education and compare them with the returns for both individuals and society.

The importance of this approach is explained by Sateshwdri Saxena when she says:-

"education is an industry requiring certain inputs of teachers, administrators, students, equipments and so on, preparation of students is the output of the process. But resources are limited and have alternative uses, and if the resources are diverted to education, the system must have some input - output relationship to justify its claim."²⁹

This approach relies on the basis that education should be provided only if there will be returns equal to money spent on them. In this respect Vera Morris states:-

"choices have to be made, for example between expenditure on different levels of education, such as graduate and post-graduate provision, between expenditure on different types of courses such as full-time and part-time graduate and non-graduate courses, between expenditure on provision of places in different subjects, science, arts and medicine - and different institutions such as universities or polytechnics, and between different types of educational provision for men and women."³⁰

These choices are required to be made in such countries which have scarce resources so as to make the full use of available resources and decide which types of education should be given priorities when allocating resources.

2.4 Critical appraisal of the approaches

It is important to realise that they are different in character and there is no logical priority of one over the others and none of them provides an adequate basis by itself for educational planning, they are guides to the formulation of educational policy and each approach has its value and each merits exploration therefore "the chief danger to be avoided is to think of any one of the three as being in a sense absolute."³¹

So, a new synthesis of the three approaches is needed. For further explanation, the manpower demand approach provides the planners with the required data on how many persons with particular skills should be produced by the educational system by the fixed data, but nothing is said about the costs of producing them and the best way of utilising available resources.

This approach has been the most widely discussed and criticised on the one hand, it helps economic planners to achieve the goals of their plans by providing them with the required types of manpower, for example, the creation of a new steel industry is meaningless unless provision is made for the scientists, engineers, managers, technicians, skilled workers, clerical staff etc. which are provided with the abilities and skills which contribute to the increase of industrial production.

On the other hand it is difficult in some cases to obtain reliable forecasts of manpower demand far enough to be of real value to educational planning because of the technological progress which requires new types of manpower.

The second criticism has come from economists, instead of estimating

how many members of the labour force should be produced with particular qualification, efforts should be made to calculate the economic rate to different types of education in order to evaluate cost benefit relationships. The third criticism of manpower demand approach, is that in some cases it is too difficult to obtain valid data on the present situation of labour market particularly in some under-developed countries.

With regard to social demand approach, it helps planners how many persons will be forthcoming to different levels of the educational system at an appointed date, but it will not provide any information about whether these numbers will be absorbed into the labour market.

With regard to the cost benefit approach, it shows how the demand and the supply of educated manpower is currently matched, but it does not forecast what will happen in the future if social demand tends to increase. From this critical appraisal of the three main approaches of educational planning, it seems that each has value and each merits exploration, in this respect Mark Blaug states:-

"each is only an index, a guide certainly not an exclusive guide to the formulation of educational policy in one sense, they are not even indicies of the same thing but rather different views of the nature of education."³²

The question to be asked here, is education a consumer good or to be valued for the contribution that it makes to economic growth or both? Clearly, the answer to this question will depend on time and place.

3. Planning For University Education

Planning for university education is a reflection of the new

fashion for planning which included many spheres of life e.g. economy, education, politics and social welfare. Furthermore, new techniques for planning have invaded the universities, not only because planning was fashionable but because the universities themselves faced unprecedented problems. During the sixties and throughout the world the problems facing higher education have received a great deal of attention. In this period, there has been population explosion after the Second World War which has resulted in education explosion which created many problems concerned with admission policies, the expansion of new higher institutions including the universities as well as expanding the existing ones, and the problem of the provision of financial resources which are required for this expensive kind of education. All these problems and others were given attention by educational planners and policy-makers in order to adapt the universities to the social and economic needs of their respective countries.

3.1 The need for university planning

The surge of attention given to planning for university education can be attributed to the following:-

- 1) University planning helps to secure an optimal distribution of resources and shows the best way to make the best use of available resources particularly in countries which have limited sources of finance.
- 2) It aims at increasing the effectiveness of the universities as teaching bodies to meet national and individual needs, here effectiveness can be achieved on the assumption that such facilities should be generously provided, e.g. staff, libraries, laboratories and classrooms.

3) University planning is required to conduct adequate research into the whole university life which is tending to make valuable contribution to the improvement of the quality of university education. This aim of university planning was explained by Victor Onushkin when he says that in the past decade:-

"The Universities were pre-occupied with dealing with problems of quantitative growth, but there is a general feeling and belief among the heads of universities that in the future decade the focus of their activities will be on the development of qualitative aspects."³³

Nowadays, it has become accepted, specially in developing countries, that the public interest and social demand for university education graduates must be produced in the quantity and the quality and types required for national development. In countries which increasingly respond to social demand, without optimal resources, there is always sacrifice of quality to quantity, so through university planning quality can be kept on an equal footing with quantity.

4) Planning for university education is necessary because of the relatively long lead times involved in most areas of university activity and because the effects of their work often have maximum impact decades later. For instance, a decision to introduce a degree in a particular field of study or a new grouping of courses requires an assessment of the students demand for some years ahead and the decisions concerning its contents should be affected by an assessment of the needs of the individual in society decades ahead. Although it is too difficult to forecast individuals' choices on attending particular courses, ^{consider} but as has been stated earlier in this chapter that the planning process should be flexible and should be adjusted to any changes.

5) University planning is needed because university education is an expensive kind of education and absorbs a considerable proportion of the budget devoted to an educational system, and countries expect an output equal to the money spent on it, so planning attempts to decrease the wastage rate of resources and increase the internal efficiency of the system by providing better opportunities for learning during years of study, which will undoubtedly improve the quality of graduates.

6) University planning helps to achieve the balance between the different courses of study within the universities by showing which of these courses is needed more than the others e.g. if the country needs engineers, teachers and technicians, so the expansion of university education should be directed towards providing courses which produce needed manpower rather than expanding courses which produce unwanted graduates.

7) Universities should plan programmes in order to achieve their roles and should plan the specific objectives for each of these programmes in order to meet the country's demands. Furthermore, universities should plan their curricula and research projects to meet relevant social or economic needs as well as planning their relationships with the local community, e.g. with industry, agriculture and so on. It is now clear that planning within individual universities will be increasingly extended because planning will increase in the national systems within which universities operate, thus :-

"if a university wishes to maximise its own influence on its future development, it will increasingly be necessary for that university to plan, to chart a path which takes advantage of national opportunities and changes."³⁴

3.2 Approaches to university planning

"with reference to the case of Egypt"

1) Social demand approach:

According to this approach, university education should be available for all those who want to attend it. So in countries which adopt this approach they should respond to the increasing demand for university studies by young men and women. [See earlier for details on this approach].

Two examples can be given to show this approach, First, Robbins Report when it planned higher education in the U.K. according to the number of those who want it and further planned for the expansion on the basis of need of places.

Second, in France³⁵ with regard to university admission the rule in France is that each student can automatically enter the university if he passes the Baccalaureate at the end of the lycee [Secondary School]. In Italy the universities are open to all those who want to attend them. This approach is adopted in countries where public opinion has great power and influence.

With regard to Egypt, social demand plays an important role in the policy of university education, and affects in particular the admission policy. Social demand has been affected by the efforts made by the government to democratise university education. General secondary education produce each year numbers of students beyond the capacity of the universities [See the chapter on University expansion in Egypt] so the government, under the pressure of public opinion, tries to find places for all those who seek for admission to the universities regardless

of either the provision of such facilities or the demand for those who are admitted in some faculties such as those of Arts, Law and Commerce and even in some Scientific Faculties such as that of Agriculture.

The question to be asked here, to what extent can university education policy be based on the social demand approach? The answer can be summed in the following way :-

a) It ignores the problem of allocation of financial resources which would cope with this increasing demand for places, as it is known that the government cannot give the universities the budget they ask for.

b) It ignores the pattern and the character of manpower demand for the economy, and can result in producing graduates surplus to requirements [see the chapter on "Critical appraisal of the policy of University expansion"]. This can also result in a shortage of other kinds of graduates e.g. teachers, technicians.

c) Adopting this approach in Egypt has resulted in over-stimulating popular demand and encouraging more people to admit their children to general secondary education as the doors of the universities have become widely open.

d) Responding to the increased social demand for university education with limited financial resources results in a thin spreading of resources over too many students. And undoubtedly, the low cost per student affects considerably the quality of undergraduates because large numbers of students use limited facilities.

e) The choices of secondary school leavers vary from one year to another, so it is too difficult if impossible to plan for university education, on the basis of social demand which it is too difficult to be measured.

Manpower demand approach:

The main idea of this approach is that university education should be planned in the light of manpower demand and should satisfy the needs of the economic system . Woodhall states in favour of this approach when he says:-

"more recently, manpower forecasting has been suggested as a means of avoiding a surplus of qualified manpower, or any type of "mismatch" between demand and supply."³⁶

This approach is widely applied in countries which have planned economic system e.g. The USSR so they plan for university education according to their economic plan.

Planning for university education on the basis of manpower demand does not only produce the number of graduates required for the development plan, but also produce the required manpower with particular qualities and skills ^{needed} for performing their jobs.

Although adopting this approach to plan university education helps to avoid the over-production of graduates who are not needed, which is considered a dangerous problem that faces developing countries in particular, but the prediction of the demand for highly qualified manpower, is very uncertain and therefore cannot provide the foundation for a planning policy.

With reference to the case of Egypt, it is found that this approach is ignored although there is an urgent need to plan for university admission according to the manpower demand to avoid the annual surplus of graduates of some faculties such as those of Arts, Law and Commerce.

Although it is written down in the charter of The Higher Council of Universities (HUC) that the admission of students to the universities should be geared to the over-all national plan of the country, the real

situation appears to be the opposite. The writer has observed on a recent visit to Egypt that the Ministry of Planning and the planning section of The Ministry of Education, had no manpower plan for admission and expansion. Even the study which was done by the Ministerial Committee of Manpower in 1965 concerning the numbers who should be admitted to each faculty, has been completely ignored.

The following are the consequences resulted from ignoring the manpower demand in planning university education policy.

a) An annual surplus of graduates to requirements especially those of theoretical faculties; Arts, Law, Commerce and even in the faculties of Agriculture See the chapter dealing with Critical appraisal of the policy of expansion of universities.

b) As a result of this surplus, graduates have to wait a long time after graduation, this leads to the feeling of frustration of graduates.

c) Some of them accept some jobs which require less qualification, and others hold jobs for which they have not been prepared during their study, accordingly they will be less productive in their professions, this presents a heavy drain on the economy because they are being paid for doing nothing.

d) The emergence of unemployment problem among graduates creates a great challenge to the government and causes such anxiety and instability to the government.

Cost benefit approach:

The main idea of this approach is that when planning for university education, it is necessary to work out the costs required to cope with

its needs and compare them with its returns. Moreover, it is necessary that money is fairly distributed among different branches of the universities and is well spent. This view is strongly supported by economists who consider education as an investment which should have an output for both individual and society equal to the money spent on it.

Cost benefit approach requires that decisions should be made on how to allocate the expenditures of the universities and how they should be distributed among different types of courses, such as science, arts, education, engineering or medicine.

There are some reasons for the interest in the application of cost benefit approach to planning university education:-

a) In countries where resources are scarce, and demands arise from other social welfare areas such as health service, housing provision and industry, so cost benefit analysis can help to determine the total resources needed to university education in the light of the resources needed to other sectors so as to balance the distribution of the budget of the state.

b) Where resources allocated to the entire educational system are scarce, therefore cost benefit analysis is seen as a way of indicating optimum distributions for spending allocations between various levels of the educational system and to which of these levels more resources should be allocated, primary, secondary or university.

c) A further reason in favour of cost benefit analysis, ^{is that} it helps to decide which type of university studies should be given priority in allocating financial resources, if it is scientific faculties, then what type of science study in particular is more important, or humanities

faculties and more specifically what type is more needed.

With regard to Egypt, ^{The} cost benefit approach should be applied when planning for university education for the following reasons.

a) Financial resources are scarce because of economic hardship and the budget of the state cannot satisfy all financial requirements of the educational system including the universities. At the same time the government has to respond to the needs of other activities' requirements for financial resources.

b) As a result of "a" choice has to be made on whether or not to provide more university education and what type of university courses should be given priority of finance.

c) University education absorbs a high proportion of the budget of education. So it is useful to decide which is better, to direct more resources to university education or to give priority to primary education which is compulsory and should be provided to every child from the age of six and is considered the minimum level of education as a basic right. For further explanation, instead of spending money on expanding of theoretical faculties which produce graduates surplus to requirements, this money should be directed to primary education which has not yet absorbed all children in the compulsory age because of the shortage of school buildings, teachers or other teaching facilities. This situation results in depriving some children from this basic education.

d) Egyptian government should give consideration to the rate of output of the money spent on the universities, this requires spending money on courses which produce manpower with certain qualities which generously contribute to the over-all national development.

3.3 Ranges of university planning:

Short-range planning

This type of planning is required to solve urgent problems which seriously affect the educational process within the universities such as shortage of staff, shortage of such faculties. The range of short-range planning is between 1 - 2 years or from 2 - 5 years.

With regard to Egypt, short-range planning is required to solve the problems which are facing Egyptian Universities which could not be delayed to be solved on the long run e.g. the provision of staff, importing new equipment, reorganising libraries and laboratories.

Long-range planning

This type of planning takes between 10 - 15 years and sometimes takes 20 years. This range of planning is required to increase educational capacity or to alter educational output as stated by Philip Coombs "to enlarge for example; the production of doctors or engineers, or even of elementary school teachers, it is necessary to plan years ahead."³⁷

This kind of planning has some advantages.

a) It allows the planners of university education to see any potential bad performance in the future and makes it possible to correct its direction before it causes serious problems.

b) "It makes people stretch their thinking and then their action in order to attain the goals they thought about."³⁸

So people can raise comments, seek ambitions and realize expectations, this contributes to the achievement of its goals easily and prevents any waste of both time and money.

c) Through the controls built in the plan, long-range planning

"tells early when things are not going according to the schedule"³⁹

This provides the opportunity to change the direction or to work out a new plan to attain the desired aims.

d) Long-range planning gives a better chance to alter their plans, particularly when they face unforeseen troubles or, obstacles or sudden changes in society which affect the policy of education e.g. change of government, sudden economic crisis.

4. Planning for University Education in Egypt

Since the 1952 Revolution, there has been a steady expansion in university education, as a result of certain steps and efforts done by the government to make the universities accessible to all classes regardless of social status, sex, religion or economic standard, in addition, it has become free, now nominal fees are payable by all classes [see chapter policy of expansion].

With the increase in numbers of students who want to attend university education, some problems concerning the admission process and the expansion of new universities have emerged. Accordingly, The National Planning Committee was founded in 1956 as an advisory body to The President of the Republic. The Higher Council of Universities had to co-operate with it with regard to the policy of university education.

The National Planning Committee had certain aims:-

a) The study and preparation of national, comprehensive plans for economic and social development with a follow-up and evaluation.

b) Studying the general economic and social course of development in the years before 1960, using the statistical and recorded information available.

c) Translating the directives of national planning, as formulated by the political authorities into action at the national and regional level.

Later on, The National Planning Committee became The Ministry of National Planning which is divided into 12 main divisions composed of experts and researchers with the task of keeping the Ministry informed of the situation of their specific fields. A division for university education is included in the divisions of the Ministry, its main duty is to collect all data and information on university education.

In 1974, according to a presidential decree number 615, the specialised National Councils were established to assist in formulating a stable general policy in all fields of national activity. They include National Council for Education and Scientific Research and Technology which includes a division of university education whose aim is to study and discuss the general policy of university education and some of the problems facing the universities and presents its reports and recommendations to the chairman of The Council who in turn presents them to the chairman of The Specialised National Councils who presents the final reports and recommendations to The President of The Republic.

4.1 The need for planning university education in Egypt

There are certain reasons for this need, they can be summed up as follows:-

a) The universities are facing unprecedented problems particularly after the start of regional expansion in the late sixties and early seventies. These existing problems need a plan for solving them

e.g. shortage of staff, and equipment.

b) There should be prior planning for university expansion,

This expansion needs to be based on the following basis; Is the expansion required in terms of manpower? is it required to satisfy the demands of the people in the regions? to what extent will human and material resources be available? considering these questions is required to avert crisis situations which may affect the general policy of university education.

c) Egypt is always in need of foreign aid to improve its university system particularly from UNESCO, The World Bank and Foreign Foundations and Universities, in order to get these aids and to make effective use of them, there is a need for university plans to be drawn up beforehand concerning the development of the system.

d) National development should be accompanied with planning for university education in particular that it produces highly trained graduates required for the development plan. Moreover, such attention should be given to the qualities to be acquired by those graduates who are going to participate in the development of their country.

e) University education absorbs a high proportion of the budget devoted to education as it is an expensive type of education [see chapter of Financial Aspects of Universities]. Accordingly, there is a need for a plan to distribute the available resources, and the choice has to be made on what kind of specialisations deserves spending money on them, and there is a need of planning for the best use of allocated resources.

f) University education needs to be planned to avoid the unemployment problem among university graduates which has become very

serious national problem. This requires co-ordination between the admission policy and economic development.

g) University planning is urgently required to improve its quality which has been sacrificed to quantity which was given priority during the waves of university expansion during the sixties and seventies which represents a threat to the standard of undergraduates and in turn a threat to the quality of graduates on which the development of society depends.

In the course of discussing the need for planning university education in Egypt, there are three aspects which need to be planned because they affect to a great extent the whole system they are:-

- a) The admission policy.
- b) The role of universities in national development.
- c) The policy of university expansion.

4.2 Planning the admission policy

When planning for the admission policy, the following points have to be considered:-

a) As Egypt adopts the policy of "planned economy," the admission policy should be based on the requirements of the over-all national development plan. The admission of large numbers to the universities over the demand of national development and then employing all of them will affect the achievement of the objectives of any economic plan. Moreover, relating the admission policy with the requirements of development plan is urgently needed to overcome the problem of unemployment among university graduates [see chapter eight for more details].

b) There should be a close link between the policy of admission

to the universities and that of the admission to pre-university education because the former is affected to a great extent by the latter. because admission to the universities as Frank Bowles states:

"is not a single administrative act performed when a student moves from secondary to higher education, but a process which extends over a period of years during which a series of selections determines those students who continue toward the goal of ultimate entry to higher education. The first in the series of selections takes place when students complete primary school and enter program of studies which specifically offers the opportunity of preparing for higher education."⁴⁰

c) The response to social demand for university education which is adopted by the government should be done in the light of manpower demand because at the present Egypt cannot afford ^{to} respond to the social demand absolutely because of the economic problems facing the country.

d) When planning admission policies, the universities should be autonomy which enables them to take an essential part in deciding the numbers who can be annually admitted to the universities and in deciding the requirements for admission to each faculty.

e) The admission policy needs to be carried out in the light of the capacity of the universities and the availability of human and material resources.

f) A system of guidance and counselling is needed for students in pre-university level to give them information on the requirements for admission to each university course and on the opportunities of employment after graduation.

g) When planning the admission policy, factors as social demand, students and parents attitudes toward university education have to be

taken into consideration as they influence carrying out the policy.

h) Admission to the universities should be carried out on the basis of merit, this requires conducting such entrance examinations and abilities' tests to all university faculties.

4.3 Planning the role of the universities

As Egyptian universities are required to play an important role in national development, the following questions should be considered when planning the role of the universities.

a) What are the roles which can be played by each faculty within the universities?

b) What are the facilities which should be provided to enable the universities to play their role as expected by the government and society to satisfy the money spent on them.

c) To what extent financial resources are available in order to cope with the expenses of conducting research and carrying out projects both inside and outside the universities?

d) What are the channels which should be established between the universities and the other government bodies involved as well as their surrounding environments?

e) Do the universities have the autonomy to choose their research topics and projects and carry them out without undue outside interference?

f) What incentives can be given to university staff; academic administrative, technicians and ancillary in charge of conducting research and carrying out such projects?

g) Is there any national plan for research and projects? and to

what extent do the universities take part in setting up this national plan?

4.4 Planning the regional expansion of universities

The unplanned expansion of universities in Egypt which took place during the sixties and is still taking place up till now, has resulted in serious consequences and problems. For details, see chapter "Critical appraisal for the policy of the expansion of universities and chapter on "Problems of Egyptian Universities."

Moreover, unless the expansion is planned and its future direction controlled, more serious problems will emerge which will certainly affect the system and the development of the country.

When planning for the expansion, it is likely to answer the questions which were asked by Lord Fulton concerning the establishment of new universities;

- a) How big should they be?
- b) Where should they be?
- c) What should they teach?
- d) How should they teach it?⁴²

a) With regard to Egypt, there should be such arguments on how many students are likely to be admitted to the new universities. Furthermore, on what basis the decision of establishing the new universities is taken? Are they established to produce the needed manpower or to absorb a proportion of secondary school leavers?

b) Where should the new universities be established? Are they established according to the number of the population in each district? or are they established in areas which need development? or in areas where material and practical training will be available?

c) What should the new universities teach? Will the bias of study be to technical or theoretical subjects? Are these subjects traditional as these are studied in the old universities or are they new ones which are created to produce specific types of graduates needed for the development plan?

d) How should the new universities teach? More arguments should be devoted to his question as follows - what are the required facilities for teaching, are lecture theatres and classrooms available and equipped with educational media? Are laboratories equipped for practical work, and will they be enough for the number of students in terms of space, apparatus and material? Then the important issue comes, who will teach in these new universities, are there positions for appointed staff? If there is no staff to be appointed, will the staff be seconded from other universities? If so, will they accept teaching in these faculties? Are transport services available in the cities where the new universities are situated? Is there accommodation for the appointed staff and halls of residence for students? and finally, will there be a provision for libraries? and how it should be organised?

The above questions are considered vital issues which should be given great importance with regard to the policy of expanding the universities especially in the regions which is still taking place up to now. The question to be asked here, to what extent does the Egyptian government give attention to the discussion of these questions when planning for the expansion of university education? The answer will be discussed in detail in the chapter dealing with "Critical appraisal of the policy of university expansion".

It is likely here to explain briefly how should the provision of facilities for universities be planned? when planning for university education and its future direction of expansion, it would be useful to take into consideration the view of Donald Verry and Bleddyn Davies to the universities when they state:-

"Universities can be usefully regarded for many purposes as producing units and, as such, knowledge of the technical relations between their inputs and outputs, is of paramount importance for planning the higher education system".⁴³

Considering this view to the universities, they should be generously provided with adequate facilities. In this respect The Minister of Education states in his book on "Education in Egypt".

"The emotional response to popular demands for more higher education in the regions, and so for the establishment of regional faculties and universities, may without the provision of adequate facilities, result in a calamity, not only for the regional faculties, but also for university education in Egypt."⁴⁴

Accordingly, the following facilities should be provided when setting up the plan for university expansion:-

- 1 - adequate number of staff - academic and administrative
- 2 - teaching and research facilities which include
 - a) lecture theatres - lessons rooms - b) laboratories equipped with adequate material and apparatus - c) equipped libraries - d) ancillary staff to cope with the different kinds of services such as "typing, printing, duplicating, postal services - e) different kinds of activities which contribute to the development of students, socially, physically and culturally.

Provision of teaching staff:-

The universities should be generously staffed to cope with the commitments of teaching and research. The importance of the staff is stressed by Victor Onushkin when he says:-

"teaching staff is the most important components determining the quality of a university" performance and to a great extent, the amount and quality of the university contribution to the social and economic development of the country.⁴⁵

This importance which is given to teaching staff is deriving from their commitments within their universities which can be summed as follows:-

a) Doing research work in order to preserve and advance their knowledge and to serve the intellectual needs of the nation. This is considered a very important function of the universities to be achieved by the staff, therefore,

"allowance must be made for it in arriving at the teaching load that they can normally be expected to shoulder. This research function needs to be kept in mind when calculating staffing ratios and must be carefully safeguarded in the course of any exercise aimed at increasing the student load."⁴⁶

b) To do research properly, staff have to keep abreast of new developments in their subjects by keeping in touch with their colleagues in universities of advanced countries e.g. U.K., U.S.A., France, Germany, etc.

c) When calculating staffing ratios, it should be borne in mind that the staff have to offer tutorials in addition to giving lectures. Through tutorial system the staff can;

- instil the habits of research into the students and develop in them scientific modes of thought.

- make personal contact with students which enables the staff to offer effective and useful help for students.

Such personal contact between the staff and students is not however, only useful from the intellectual point of view, it is

"the only really effective way of ensuring that when students run into difficulties of whatever kind some teacher knows about it immediately and is placed in a position in which he is encouraged and enabled to give help"⁴⁷

Lord Robbins states in favour of that contact in his Report when he says:-

"inadequate Communication between teacher and student is also a factor in the failure of some students to obtain the qualifications for which they are studying."⁴⁸

d) Supervision of students activities. If it is true that the universities have to develop the students' personalities, it is also true that providing different kinds of activities is a pre-condition for that development. Furthermore, these activities will be less in value if they are not supervised by the staff. Needless to say that through students activities, the staff can be able to know their students more than in lectures or classrooms and consequently they become able to offer useful help to them.

It has become clear that when a plan is set up for university education especially when establishing new universities, the above duties of the staff should be taken into consideration. The question of university staff in Egypt should be given more attention, so The Ministry of Education, The Higher Council of Universities "HUC" and all other universities authorities who are involved in drawing up the general policy of university education, should take into consideration the following conditions:-

- a) the universities should be generously staffed.
- b) selection of the staff should be on the basis of merit of doing the previous commitments.
- c) staff/student ratio should be calculated according to the total number of students as well as their expected duties.
- d) their teaching load should be calculated in such a way which allows them to cope with doing research, giving tutorials, supervision of theses and students activities. With reference to Egyptian Universities, some of the above conditions are completely ignored, and in some new universities in the regions they are entirely neglected that serious problems have emerged which will be discussed in detail in the chapter which deals with the problems of shortage of human and material resources within the Egyptian Universities.

Planning the provision of administrative staff:-

The functions of the university are shared between its academic and administrative staff, so it is necessary to provide the universities with enough and well trained staff in university affairs. In other words, they should understand the regulations of the universities and deal with staff and students affairs without going through unwieldy channels.

The provision of enough administrative staff would save the time of academic staff as it is unlikely to engage them in too much administrative work which undoubtedly absorb a disproportionate amount of their time and effort which should be devoted to their essential academic duties, so when planning for university expansion, the provision of administrative staff should be calculated according to the number of students and their commitments as well as training them on dealing with university affairs.

With reference to the case of Egypt, during recent visits by the writer it was found that in new regional universities academic staff were too much engaged in administrative work on the account of their professional duties although there were few members [see regional expansion of the universities in chapter "8"]].

Planning the provision of libraries:-

It should be borne in the mind of university education planners that it is impossible to imagine a university without books, so without the provision of libraries there can be little teaching and research in any subject. The provision of an equipped library is considered a vital need of a university.

Dennis Cox emphasizes the importance of the library when he says:-

"The character and efficiency of a university may be gauged by its treatment of its central organ - the library."⁴⁹

This importance is further stressed by Champ Tickoo when he states that the library is:-

"the heart of all university's work, directly so as regards its research work and indirectly as regards its educational work which derives its life from research work."⁵⁰

In addition to what has been stated, the demands made on university libraries are greater now than they have ever been because of the immense increase in the number of books and periodicals published that no scholar can afford buying them for his own library.

In the light of the above brief statement of the importance of university libraries, how should they be organised with regard to the case of Egypt?

1) There should be flexibility in designing the buildings of libraries so as to meet the future expansion of the universities.

This condition is very important that :-

"a new library building which is perfectly adapted to its needs on the day of its open can be a dismal failure a decade later if it has not made for expansion and change."⁵¹

2) For more proper functioning of the building of the library, it should include a place for staff and post-graduate students who would like to work in a very quiet atmosphere.

3) It is also important to keep in mind that matters such as noise level, visual distraction, draughts and physical discomfort deserve to be considered as fundamental problems when designing the libraries.

4) The library should include number of books, references, and periodicals enough to cope with the needs of the increasing number of students; demonstrators and assistant/lecturers who prepare for their M.A. and Ph.D theses. Further point which should be taken into consideration that the majority of students cannot afford keeping their own copies of all the books and references recommended by their staff, accordingly, there should be an increase in allocated resources for the library.

5) Needless to say that opening the library for limited hours of the day may not fit all students and even the staff and postgraduate students particularly those who work somewhere else, accordingly, the library must be opened for a longer period during the day than any other department within the university. But in the regional universities which have libraries, they only work for few hours of the day, e.g. this situation was existing in Mansourah University' faculties, where the writer worked for three years.

6) For effective functioning of the library, easy and flexible rules as well as guidance of using the library are considerable points because sometimes the frustration of getting the required books or of using catalogues makes students lose their enthusiasm for attending the library.

7) As a university library is an expensive piece of equipment, this requires well qualified staff who can provide students with adequate information to ease the use of the library.

Students on their first coming to the university usually judge the quality of the university's library by a simple test; can they easily get the books they want or those they have been asked to read. Accordingly,

"the librarian must experimentally solve the problem of many students choosing the same title at the same time."⁵²

Planning the provision of laboratories:-

The provision of laboratories for universities which serve empirical studies is considered an important task to be achieved by university planners.

To achieve the functions of laboratory work, the following conditions should be considered:

1) It is important that each student should have an opportunity to see and use an apparatus ranging from the very simple to the very complex, and to see and use the latest instrument.

2) The opportunity should be given to students to ask and discuss any problems arising during their experiments.

3) There should be enough technicians who prepare for experiments and do maintenance for equipment.

4) Each student needs enough space to move in during his work, and enough light should be provided.

5) Supervision should be provided for each student, so a demonstrator or assistant lecturer should be assigned to a small group which is composed of between 8 - 10 students, in addition to that, each student should have at least one senior member of staff assigned to him once a week to check his work and discuss his progress and give him encouragement to go on. This importance of the assignment is explained by K.J. Ivin when he says:-

"unless such an assignment is made, a poor practical worker can easily flounder and give up when things go wrong."⁵²

All the above conditions are required and fully provided in order to achieve the functions of laboratory courses which can be summed as follows:-

a) They allow the student to become familiar with the factual material of his subject and they give the student direct experience of relating observations to theories.

b) They develop his knowledge of experimental techniques.

c) Through laboratory courses, student' initiative can be developed.

Planning the provision of university buildings:-

The provision of buildings for the universities in Egypt should be given more attention so as to meet the annual increased number of students admitted to the existing universities, and there should be a plan for the provision of buildings before opening new regional universities putting into consideration that the provision of buildings

affects to a great extent the achievement of the universities for their functions particularly with regard to teaching and research.

When planning the provision of university buildings, the following conditions should be given consideration:-

a) The buildings should fit the requirement of university level, in other words, primary school building does not suit secondary or university level and so on.

b) The functions of each building within the university should be taken into consideration when designing the buildings e.g. library building is different from classroom or Lecture theatre buildings and laboratory building is different from that of administrative staff section,

c) They should be well lit and ventilated. With reference to Egypt, all regional universities were situated in buildings which were built for other reasons e.g. primary, preparatory or secondary school buildings etc. This in fact affected the different activities inside the universities.

The provision of university accommodation:-

The importance of the provision of accommodation is emphasized by Tony Birks when he says:

"Without accommodation for university staff of all kinds as well as for students, there can be no university."⁵⁴

With reference to Egypt, there is an urgent need for the provision of accommodation for both students and staff particularly in the new regional universities for the following reasons:-

a) Transport services are very difficult between the cities where the universities are situated and homes of the majority of students as well as the staff.

b) As a result of "a" staff and students sometimes miss their lectures and lessons.

c) The long distance that staff and students have to travel every day affects their performance as well as the achievement of students.

d) The provision of accommodation enables the students to share in the different activities in their faculties under the supervision of their staff.

e) Some of the appointed staff in regional universities commute everyday between their universities and other towns, for instance, the majority of the staff of Tanta and Mansourah Universities commute daily between Tanta and Mansourah and Cairo and Alexandria. This situation does not allow the staff to share students or in their activities, and to have the chance to make close links with them. Another consequence of that situation, the staff sometimes arrive very late to their cities because of the transport difficulties, this was obvious during the writer's work in Mansourah University, that the staff missed some of their lectures and lessons as well as to the wastage of staff time and effort during travelling which can be devoted to academic activities.

The situation in universities ^{of} upper Egypt is worse, the staff who [^] travel daily between Cairo which is situated hundreds of miles from their universities in some cases they could not arrive to the cities where their universities are situated because of transport difficulties.

It should be borne in mind when planning for new universities that the provision of accommodation for students provides a real university atmosphere which enables them to study well and to co-operate with their colleagues.

The conditions of university accommodation are stated by H.W. Hannah when he says that:-

"Students should have sufficient space for sleeping, studying and keeping their books, clothes and properties."⁵⁵

In addition to the above conditions, students' sleeping rooms should be sanitary, warm when needed and well ventilated, there should be sufficient bathrooms and washing facilities to meet some acceptable standard in terms of numbers, and there should be maintenance programme for students housing and the university should plan in advance for the placement of students and for the necessary staff of supervision.

The provision of ancillary services:-

There are certain kinds of ancillary services which should be provided for the universities because they are essential for the achievement of their functions.

The most important ancillary services can be named as follows:-

1) Typing and duplicating services, each faculty should be provided with typing and duplicating staff quiet enough to cope with the commitments of each department because the provision of these services would save the time of the academic staff which can be devoted to their professional work by providing all departments with secretarial services.

2) Postal services which would ease the communication between departments, faculties and other universities as well as any other government bodies.

3) Dining facilities to serve both the staff and students which should be provided in places near from classes, Lecture theatres, libraries and laboratories in order to save time.

5. Conclusion

As pointed out in this chapter, that the new planning techniques have invaded the universities, not only because planning was fashionable, but because the universities themselves faced unprecedented problems, furthermore universities planning is needed as it aims at increasing the effectiveness of the university as a teaching body in meeting national and individual needs and shows how the best use can be made by scarce resources and allows for conducting adequate research.

It is also clear now that university education in Egypt is in an urgent need to be planned.

The question to be asked here to what extent does ^{the} planning of university education ^{help it} achieve ^{its} aims?

These aims have not been yet achieved because of the following reasons:-

1) University planning units which were established by the government remained understaffed. This was clear during the writer's visit to University Education Division in The Ministry of Planning - University Education Division in The National Council for Education and The Higher Council of Universities.

2) The lack of a close link between University Planning units and the various government bodies which are concerned with planning for national development.

3) The lack of translating plans into action, a clear example is the project which was done by The Ministerial Committee of Manpower in 1965 concerning the numbers of students which should be admitted to the universities according to manpower demand till 1980, This project has been completely ignored.

4) No co-ordination exists between the Higher Council of Universities and The Ministry of Education on the one hand and the other Ministries which should be involved in university education policy on the other. An example can be given here, there is no co-ordination when deciding the numbers admitted to the university faculties between the two sides. In this respect, the Under-Secretary of The Ministry of Agriculture for Planning stated during personal communication with the writer, that the planning division of The Ministry had no role or participation in deciding the numbers who are admitted to The Faculties of Agriculture according to the needs of agricultural sectors. He added furthermore the numbers are imposed on the universities through the co-ordination office of admission and the numbers of graduates are imposed on the Ministry to employ them and most of them are not needed.⁵⁶

5) The discontinuity of leadership of education affects to a great extent the implementation of university plans. The policy of university education changes with the change of the Minister, this results in the fluctuation of basic and stable policy and abandonment of plans which have been already approved.

6) There is a shortage of well qualified personnel who can use the techniques and methodologies for university planning.

7) The interference of government affects carrying out any university plans. For instance, the universities fixed the number of students who will be admitted to the universities in 1979/80 by 55,000, but the government, through the Higher Council of Universities, increased the number to 80,000.⁵⁷ Furthermore, the interference of the government is responsible for ignoring the project done by the

Manpower Committee in 1965 concerning the admission policy and for ignoring any plans which aim at reforming the admission policy.

All these reasons urge the necessity for a new policy for university education which can be done through planning.

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CHAPTER FOUR

FINANCIAL AND ADMINISTRATIVE ASPECTS

OF UNIVERSITY EDUCATION IN EGYPT

CHAPTER FOURFINANCIAL AND ADMINISTRATIVE ASPECTSOF UNIVERSITY EDUCATION IN EGYPT1. Introduction

Expenditure on university education has been rising rapidly to cope with the cost of university expansion which has been taking place in many parts of the world. The provision of enough financial resources for the universities is based on the view that the success of the universities in fulfilling their responsibilities in social and economic development in society depends to a great extent on the availability of financial resources.

Furthermore, it is well recognised among both economists and educationist that universities like other productive units or projects cannot fulfil any functions which are beyond the capacity of their available financial resources and the rate of cost per student affects the ability of the universities to prepare properly their students, so there is a pre-condition for the response of the universities to the needs of society, that is the availability of financial resources.

Philip H Coombs emphasizes the importance of financial resources for the universities when he states:-

"Economic analysis and economic resources are important only as they enable these institutions to carry out their mission of advancing the frontiers of human knowledge, enriching culture and developing the intellectual powers, skills and moral strength of individual young people each in its own particular way."¹

And he further adds:-

"The money is only important as it gives the colleges and universities effective command over manpower, facilities, equipment and other factors required to produce education."²

This importance of the provision of financial resources is stated by Dr Mohamed El-Ohannam when he says:-

"it is commonplace that money (or its substitute) is an absolutely crucial input of any enterprise, if sufficiently secured and effeciently used, it provides the enterprise with a powerful driving force for development and progress."³

This view applies to education as it has become a major enterprise in almost every country in the world since the second half of the 20th century and even earlier than that date.

As a result of that view, the expenditure on university education has been increased in most countries e.g. in the U.S.A., the expenditures on higher education increased from \$ 1,1 Billion in 1958, to \$ 4,6 billion in 1970. In the U.K., the current expenditures on British Universities increased from £40 million at the end of the fifties to £200 million at the end of the sixties. In France, current expenditures have increased from 23 million Francs in 1959 to 264 million Francs in 1969.⁴ This means that they increased eleven times in ten years. This high proportion of increase in the expenditures on higher education in general and university education in particular, in these countries is attributed to the large expansion of admission to the universities and the increase of the cost of the teaching process and research facilities as well as the increase of the level of prices. This increase of prices has resulted in the increase of the cost per student which reached \$ 4000 dollars in advanced countries,

while it is in Arab countries increased from \$ 350 to \$ 1500.⁵

Therefore, the progress which has been achieved by the universities in fulfilling their responsibilities in advanced countries like U.S.A., U.K. and Europe, is a natural result of the generous availability of financial resources, so they have advanced facilities which are required for teaching and research, such as well equipped buildings with advanced teaching media, well equipped libraries and laboratories and all other research facilities.

2. Methods of financing the universities

The trend in our modern age that the governments are the main source of finance of the universities in many countries apart from their political, economic and social systems.

George Psacharopoulos explains the trend of finance when he says:-

"Provision free education at all levels is one of the most cherished political goals in modern society. In practically every country in the world, education - even not absolutely free - is heavily subsidised by the state on grounds of equality of access for all citizens to this merit good."⁶

The role of governments in the provision of educational finance has grown considerably because it is believed that university education provides benefits for society beyond those obtained by the individual.

In this respect Olav Magnussen states:-

"if the financing of education were left to individuals they would not take these extra benefits into account and there would be consequently be an under investment in education from the point of view of society."⁷

So government' subsidies help to provide the type of university education which provides benefits for both students and society.

Today's university needs large capital current expenditures to cope with the expenses of its activities of the large number of students. Without the support of the government, the universities would not be unable to achieve their expected roles.

The problem of finance of the universities has become crucial problem, since most countries have expanded their systems, some of these countries made education free up to the university level, some lowered fees to a nominal level, in other words, fees paid by students are too little e.g. in Egypt where students in humanities faculties pay LE 3.75, in science faculties pay LE 6.75. per academic year. (see Table 4.2), while in other countries students still pay fees. So the responsibility of the governments is to finance the universities, even in the countries where students pay fees, they offer grants to students with high achievement, e.g. U.K.

This increase of the governments' subsidies has been accompanied with asking the universities to respond to the needs of society.

Geoffrey Lockwood explains this problem of finance when he says:-

"the consumption by the universities of an increasing percentage of national income has had many effects which have presented planning and management problems to individual universities. One set of problems relates to cost efficiency and the need to demonstrate that efficiency to the public and its representatives; space utilisation, instructional costs, student attention and achievement, building costs, and other aspects of university finance have all begun to be analysed much more closely."⁸

There are some ways by which the universities can allocate their resources:-

a) Some universities allocate private resources by sharing in the implementation of some projects [see chapter one] or by letting their premises such as halls, labs and ranches. These additional resources add considerable amount of money to their budget.

b) Some governments give priority to spending money on university education as it is considered the most important sort of long-range investment which produces valuable return to society which contribute to its development. Usually, the governments study the needs of the universities through one of the specialised organs or government bodies, such as The Planning Committee as in the USSR, The National Council for Education as in France, or by The University Grants Committee (UGC) in the U.K. In the light of the study carried out by those committees or institutions, the government provides the universities with their budgets, and they have the freedom to spend them according to their circumstances, in this case, as the government gives the universities that financial autonomy, they will be responsible to conduct their programmes so as to achieve their functions.

c) In some countries, governments collect tax on housing letting, rent value of cultivated land or industrial and agricultural production to be devoted to universities particularly those in the regions. Other governments devote some of their income resources such as railway revenue.

Some governments go further and give the universities the authority to collect these resources and add them to the budget of the universities on the condition of spending them according to the regulations put by the university council. Jordan follows this method of finance.⁹

Although this method of finance gives the universities their autonomy

to collect their financial resources and to spend them according to their circumstances, one criticism^{is} that these resources vary from one year to another and from one area to another so this causes instability in the policy of the universities and the interruption of programmes.

d) There is a trend in some Arab countries towards involving production enterprises in educational activities and sharing in the responsibility for the finance of educational projects, e.g. in Egypt "financial institutions, such as banks send their employees to university or abroad for further training and contributing financially to the university."¹⁰

It is now clear that the responsibility of financing the universities or subsidising them, is put upon the governments.

3. Financing the universities in Egypt

Universities in Egypt are now entirely financed by the government. University education has become free and accessible to all students regardless to their social and economic status. Before the 1952 Revolution, university education was only available for a minority of students whose families could afford paying the fees, moreover, the universities were closed for students of the farming and working classes even if they had the required fees. Now, university fees can be afforded by all families. Since 1962 when fees were lowered to a nominal level they were as follows:-

- a) students in humanities faculties pay LE 3.75.
- b) students in science faculties pay LE 6.75 and they are still at this level.

Meantime, annual expenditure rates per student are as follows:

LE 100 for colleges with literacy students and

LE 225 for colleges with applied studies.¹¹

These rates only represent "one-third or one-quarter of what is spent on the student in other Arab Countries or in developing countries in general."¹²

In recent years, the rapid expansion of university education has resulted in the problem of finance as the rate of increase of students has not been accompanied by equal increase of financial resources because of the disability of the Ministry of Finance to satisfy the needs of the universities. Nevertheless, considerable efforts have been made since the 1952 Revolution to provide the required resources as possible for education so the total expenditure went up from LE 73 million to LE 132 million in 1968, of which about 20 percent was being allocated to higher education.¹³

The budget of the universities compared with the budget of the state is shown in the following table.

Table 4-1 The budget of the universities compared with the budget of the state in different years.

Year	Budget of the State	Budget of the Universities
1953-54	197,516,000	3,518,000
1954-55	227,850,000	3,701,000
1955-56	238,300,000	6,579,318
1956-57	280,500,000	6,163,502
1957-58	281,770,000	7,837,566
1958-59	357,615,000	7,224,900
1959-60	318,270,000	8,640,000
1960-61	370,880,000	13,214,000
1962-63	471,767,000	13,342,100
1963-64	490,103,500	13,944,000
1966-67	545,270,300	24,319,800
1967-68	489,284,474	25,310,800

Source: A.R.E. Ministry of Education Comparative
 Statistics on Education, Ministry of Education
 Public Relation Office 1967, p. 7.

It seems from the above table that:-

- a) There is an annual increase in the budget of the universities.
- b) The year 1960/61 shows a large increase in the budget because of abolishing the fees which were paid by students. The following are the fees which were paid by students in 1939 and 1956 before making university education free.

Table 4-2 University tuition fees in 1939 and 1956

Faculty	1939 Fees	1956 Fees	Faculty	1939 Fees	1956 Fees
	L E	L E		L E	L E
Arts	20	15	Dentistry	30	20
Law	30	15	Pharmacy	20	20
Economic & Political Sciences	-	15	Engineering	40	20
Commerce	25	15	Agriculture	40	20
Science	30	15	Veterinary Med.	25	20
Medicine	45	20	Dar Al-Ubum	-	15
			Women' College	-	15

Source: El Said, M. The Egyptian Educational System in Access to Higher Education, Vol.11, Paris IAU 1965, p. 448

The abolition of university tuition fees has increased the burden on the government to increase the budget of the universities which reached LE 32,257,000 in 1973, 40,201,000 in 1974 and 54,224,400 in 1975.¹⁴

Because of the steady increase in students admitted to the universities, their budgets absorb a high proportion of the education budget.

Table 4-3 Education budget including the universities in 1977/1978 in million

Type of Education	1977	1978
Education	228,568,500	271,554,870
Higher & University Education	103,122,390	134,198,300
Total	331,690,890	405,753,170

Source: A.R.E. Ministry of Education, Statement on The Total Budget of Education Comparative Statistics of the Year 1977/78

3.1 Principles of financing the universities

There are certain principles which should be taken into consideration the following are some:-

a) University education should be generously financed as it is the most important kind of investment in human resources which are considered as the most valuable factor of production in the world of scientific technological change, Moreover, the future of the development of Egypt depends on highly qualified university graduates. In order to enable the universities to achieve this important task, they should have enough financial resources in order to get enough teaching facilities which might help to raise the quality of graduates.

b) The expansion of university education which is still taking place particularly in the regions, should be accompanied with the increase in the budget devoted to universities so as to cope with the needed facilities for that expansion taking into consideration the statement of Maureen Woodhall when she says:-

"Cost per student in higher education tends to be very much higher than costs per pupil at any other level of education. Accordingly, the annual cost per student should be the base of deciding the budget."15

c) The universities should have more freedom to manage their affairs and to spend their budget according to their specific needs and changeable circumstances. In other words, they should enjoy their autonomy. To translate this autonomy into action, they should be involved in the preparation of the project of their budget and in spending their resources with more flexibility, this does not mean the ignorance of the control and supervision of the government, but on the contrary, if the government pays for the universities, it must have the right to control and supervise the budget given to the universities.

d) When deciding the budget, it should be borne in mind the rising costs of equipment and buildings, the increase of salaries and the annual maintenance required for the buildings and equipment.

e) It should be taken into consideration that society and students expect from the universities the achievement of certain purposes, so the success of the universities in achieving these purposes depends upon the extent of availability of financial resources. The universities cannot respond to the society's demands unless they are generously financed in order to conduct applied research and carrying various projects in different areas.

f) When distributing the budget among university activities, a considerable amount of money should be devoted to research. In Egypt, up till now priority has been given to teaching at the expense of research facilities. Most of the budget is spent on teaching process and its facilities, while too little money is devoted to research facilities. yet, teaching and research are inescapable functions of the modern university. Moreover, the contribution of the universities to national development can be done through research (for more explanation see chapter 1).

g) Establishing general centre for the development of university education to conduct studies which are concerned with all aspects of the progress of university education and offer advice and consultations to all faculties particularly those new ones in the regions which suffer from the lack of experienced staff. Consultation on financial affairs ^{could} be introduced to achieve the best utilisation of available resources.

h) Costs and priorities. University education is over-expanded and it absorbs a high proportion of the general budget of education because it is too expensive, so this expansion should be limited and resources ought to be diverted to primary level which is still in need of more financial resources to absorb all children in the compulsory age.

3.2 Methods of subsidising students

a) The universities give aid to unprivileged students in the form of repayable loans without interest to cover fees and living expenses. These loans are widely given by "Students Bank" which is financed by the government.

b) Grants are given to secondary school leavers who get 90% and above, they are granted LE 10 a month during their first year in the university, these grants continue if the students gain a grade of "very good" in the promotion examination.

c) Students who obtain "very good" in their promotion from one year to another, get LE 8 monthly.

3.3 Budgetary process in the Universities

Budgeting is one of the major functions of the financial administrative process. The following are the steps of the budgetary process.

1) In terms of items, the budget of the universities as part of the budget of the state, is divided into three or more votes. The first deals with salaries and wages, and related allowances and increments. The second deals with other current expenditure /buildings - textbooks, rents etc.) The other two votes are devoted mainly to capital expenditure and are usually related to development plans.

2) The preparation of the draft or the projected budget is the responsibility of The Ministry of Education [The section which is concerned with higher education]. This responsibility is entrusted to it by The Ministry of Finance. The Ministry of Education has to prepare the projected budget three months at least before the fiscal year ends. It has also to prepare it according to the regulations set out by The Ministry of Finance.

3) In order to prepare the draft of the budget, the section of higher education within The Ministry of Education, requests ^{forward} the universities to study their situation and requirements for development, particularly in votes one and two of the budget, then the draft is checked by The University Council.

4) The drafts of universities budgets are pooled in the department of budget in The Ministry of Education, and after a discussion, a comprehensive draft budget for the universities is prepared.

5) Then follows a discussion of the comprehensive draft of the budget between The Ministry of Education and The Ministry of Finance, this discussion sometimes happens in the presence of other ministries such as that of planning. This discussion is usually followed by some amendments.

6) In all the previous steps, allocations for the current fiscal year and actual expenditures for the previous one or two years are used as guidelines for the new estimates. If extra money is requested, the purposes have to be explained.

7) The Ministry of Finance integrates the draft for education including that of the universities, in the overall draft of the other

levels of education and the draft of the budget of the state which is presented to the Council of the Ministers for further discussion.

8) When the budget is approved by The Council of The Ministers and the Public Assembly, it becomes authorised for execution at the beginning of the fiscal year.

9) After authorisation of the budget, The Ministry of Education allocates to each university its share, then the University distributes its budget among its faculties accompanied with the instructions concerning with the different votes, and the faculties in turn, distribute their budget in the light of the amount of money given to them in each vote. Operating the budget is , supervised by The Ministry of Finance and other relevant bodies.

10) The final shape of the budget appears with comparison with previous year or years to show the increase or decrease in expenditures and with comparisons between revenues and expenditures to show the balance between the budget of the education including that of the universities and the general budget of the state.

The Ministry of Education usually keeps a detailed budget which has already been prepared in consultation with the universities.

The above steps show that the budget of the universities is of a traditional type which is mainly a mathematical exercise that does not go far beyond the figures and the balance between them.

However, some improvements have occurred during the last few years. These improvements can be summed up in three trends.

a) The shift from the organisation unit classification in the state budget to functional classification. In the latter, education is looked upon as part of a major division of the total organised

effort of the government rather than as a separate activity. This division includes related activities of other ministries, such as The Ministry of Youth, and The Ministry of Scientific Research etc.

Such a classification :-

"provides helpful information on purposes served by governmental expenditure. It is most useful for the formulation, review and implementation of broad policy objectives, and therefore of primary interest for top level legislative and executive review."¹⁶

b) Criteria are used in estimating additional expenditures for more equipment and plants . In other words, if the universities ask for more resources they have to accompany their claim with the purposes for these additional resources.

c) "Programme or performance budgeting"¹⁷ this principle has been used since 1970. This is considered a new development in the budgeting process. This means that expenditures on universities should be related to meaningful programmes and activities, in other words, they should enable the universities to fulfil their responsibilities.

3.4 Control and supervision of the universities budgets

The supervision and control of spending the budgets of the universities are important so as to make the full use of the available resources. In this respect it is useful to state what has been said by Dr. El Ghannam when he says:-

"To recount how much money is secured, allocated and spent on education in a country, or region, is only half the truth, the other half is how this money is secured, allocated and spent, or in other words, how it is administered or managed."¹⁸

The control and supervision of the universities budgets are done through the following forms:

a) The division of the financial affairs in each faculty controls spending the budget devoted to it e.g. how much money should be spent on equipment, building, salaries, extra wages and so on.

b) The division of financial affairs in each university follows what is going on in each university and makes sure that the faculties spend their resources in the light of the regulations agreed by the university.

c) The Ministry of Finance with the co-operation of the division of financial affairs in The Ministry of Education, define the amount of money which should be devoted to each vote and the regulations which organise spending the budget, and send them to the universities.

d) The Central Organisation for Accountancy visits the universities and the faculties regularly to make sure that the money is spent according to the regulations of the Ministry of Finance.

This supervision and that control is necessary to avoid any financial difficulties because of the misuse of the available resources. In this respect, Dr El Ghannam states:-

"it is known from recent experience in many developing countries that national financial difficulties, if they arise, are mainly because of maladministration as well as the lack of finance."19

For that reason, it is important in dealing with the finance of the universities to establish a section which deals with their problems of finance.

3.5 Problems of financing Egyptian Universities

It was clear from the writer's discussion with The Minister of Education, the chairman of the National Council for Education, some university Presidents, Deans of the Faculties of Cairo and Mansoura Universities and the staff who completed the writer's questionnaire, that the budget devoted to the universities ^{has} never coped with their needs. Moreover, most of the universities authorities and staff referred most of the problems which are facing the universities and are affecting their performance, to the lack of enough financial resources.

There is always tension between The Ministry of Education and The Ministry of Finance when projecting the budget for education in general. The universities ask for their financial resources which cope with the expenses of equipment and facilities, but they never get the budget they want, they have to accept what is decided by The Ministry of Finance in the light of the availability of the national resources, the universities ^{can} find no other alternative.

• As a result many problems arise concerning human and material resources which may prevent the universities from fulfilling their responsibilities.

In addition to what has been stated, there is no clear policy adopted by the universities in deciding their required financial resources, ^{eg} the cost per student is not considered, ~~What~~ is done, is that each faculty estimates its future development and its needs of equipment and staff (academic, administrative and ancillary) and the costs needed ^{to} cope with all of them, then sends its financial projections to the university which ^{is} in turn sent on to The Ministry of Education.

The cost per student is ignored in estimating the budget of the universities simply because no faculty knows how many students will be admitted to it and consequently what equipment and facilities are required. So, allocated financial resources are distributed among large number of students but do not meet the expenses of the faculties, e.g. in many cases the staff who teach extra hours wait a long time till they get their money because there is no allowance in the vote specified for additional expenses. It is worthy to state here the cost per student in humanities faculties amounts only to LE 100 and in science faculties LE 225, these rates do not exceed one-third or one-quarter of what is spent on the student in the Arab countries or in the developing countries in general.²⁰

3.6 Problems of financing regional universities

The problem of financing Egyptian Universities has become serious since the start of the regional expansion in the late sixties and early seventies and which is still taking place up to now, the budget of the universities is allocated without taking into consideration the financial requirements of regional universities because they are often opened after the allocation of the universities budget, so they share the budget of the nearest university or certain amount of money is devoted to them and of course it is not enough to equip a new faculty or to cope with its current expenditures.

Is there a dilemma?

It seems that the government is in a dilemma; there is a shortage

of government financial resources, Besides the education there are other public services which need to be financed by the government. At the same time university expansion is continuing.

Accordingly, the government finds itself in a situation that it has to choose between ^{two} undesirable things, either to provide the universities with enough financial resources to cope with the expenses of the existing universities and with equipping the new ones, or to reduce the number of students admitted to the universities and stop or slow the rate of regional expansion.

The first side of the dilemma is too difficult, because of the financial difficulties which are facing the country, the government cannot provide the universities with all their financial resources.

On the other side of the dilemma, the government is unable to close the door of the universities for the government responded to social demand by making university education accessible to all students from all classes. For political reasons the government is continuing the expansion so as to solve the annual problem of the secondary school leavers to avoid any public reaction against the ruling party.

The following are alternative solutions to this dilemma.

a) Long-term loans from banks and companies help the government to provide financial resources for the universities.

b) Foreign aid can contribute effectively to solving the shortage of financial resources, this aid can be obtained from The World Bank, UNESCO, advanced countries etc.

c) Local communities can participate in subsidising their regional universities.

d) University expansion has to be controlled and should be planned in the light of available resources.

e) Admission to general secondary education needs to be planned in order to avoid any public reaction resulting from the problem of secondary school leavers.

f) University education should only be free for those with good achievement, others should pay fees as they are consumers of university education, they are going to benefit after getting their degrees.

4. ADMINISTRATIVE ASPECTS OF THE UNIVERSITIES

4.1 Organisation of the Universities

The organisation of the universities is controlled by Law No.49 of 1972 and subsequent adjustments made annually. This Law covers hundreds of items and sub-items concerned with the affairs of members of the teaching staff, teaching, examinations, students affairs, higher studies, research, degrees and diplomas granted by the universities, students services.

All the universities are state universities and controlled by The Ministry of Education [√]The Ministry of Higher Education before March 1976⁷.

Under the general administration of The Higher Council of Universities (HCU), each university is internally governed by a University Council with a President at the head, a Vice-President for educational affairs and students, a Vice-President for postgraduate studies and research, and a Secretary General who is responsible for carrying out the Laws and regulations of the University. Faculties are administered by a

Council chaired by The Dean with a Vice Dean and Heads of departments. (For more details on the organisation of Egyptian Universities, see Appendix 1).

The following diagram shows the administrative structure of the universities, (See Figure "1").

5. University autonomy

The problem of university autonomy attracts much attention and has an important place in any discussion about university planning and management.

Today, autonomy is considered one of the instruments ensuring the fulfilment of a university's educational and socio-economic functions.

Hector Hertberington emphasizes the importance of university autonomy when he says:-

"each university requires a degree of independence to do its work for the community justly and properly."²¹

Further support for the importance of autonomy for the universities to achieve their roles is given by Kenneth Thompson and B.R. Fogel when they state:-

"autonomous institutes have several advantages. They can co-ordinate research and training on specific social and community problems without going through sometimes unwieldy university structure and channels."²²

To translate these concepts of autonomy into action, the universities should have the right to:-

- a) accept or reject students;

Figure 1

STRUCTURE OF THE ADMINISTRATION OF THE UNIVERSITIES

(see Appendix "4")

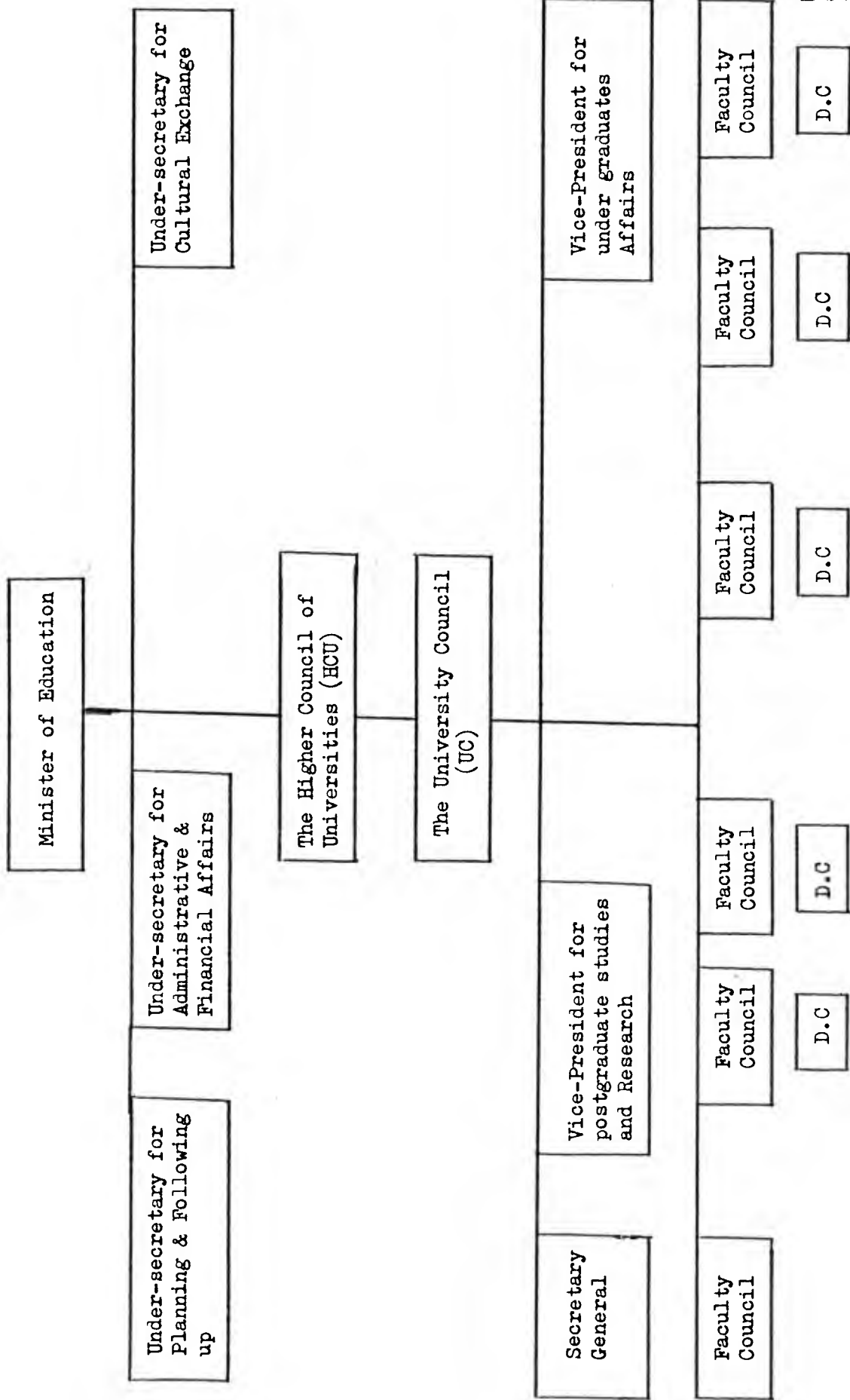


Diagram adopted by the writer
D.C. = Department Council

- b) select their own staff whatever the formalities of appointment may be;
- c) formulate the curricula for each degree and set up their academic standard;
- d) have the responsibility within wider limits for the allocation among their various activities of the available financial resources i.e. space and equipment capital funds etc.;
- e) set up their research programmes carried out both inside and outside their walls;

Accordingly, the true autonomy of the university implies that the whole university structure should effectively participate in its functioning.

Brian Holmes supports the university autonomy when he says:

"The autonomy of the university protects the individual within its walls. It safeguards academic freedom which implies that individual professors ought to be free to accept or reject students, to teach whatever they like in a manner they think fit and through examination to admit students or deny them entry to full membership of the community."²³

It seems now from this statement by Holmes that:-

- a) University autonomy and academic freedom are interrelated, so the existence of real autonomy will result in academic freedom, and they may coexist.
- b) Both autonomy and academic freedom help to protect scholars and enable them to perform such critical tasks of the society.

It should be borne in mind that "if the governments succeed in limiting university autonomy unduly, they may find themselves without that independent source of counsel and training which is so advantageous

to them."²⁴ Furthermore, the universities can best serve the cause of national development if they retain sufficient autonomy to enable them to act as the conscience of the nation as well as the source of high level manpower.

6. Academic freedom

Academic freedom is interrelated with autonomy as stated before. It is considered fundamental to university life to enable faculties members and students to carry on their roles.

6.1 Definition of academic freedom

Soren Egerod defines the term when he says:-

"Traditionally, academic freedom has been primarily the right of the teacher to present his views without interference or fear of persecution from inside or outside the university."²⁵

He adds that academic freedom should include;

"the right of the scholar to control his research and publish his results, as well as freedom for scholarly bodies or the institution as such to publish opinions and criticism even of state, and even if the state is sponsor."²⁶

By the provision of this atmosphere, academic community can contribute to the achievement of the university' purposes with regard to teaching and research. Murray Ross also explains the meaning of the term academic freedom when he says:-

"The professor as a professional person, must be free to pursue his or her studies, publish and teach consistent with the best knowledge available."²⁷

This definition also emphasizes the freedom of pursuit of studies which contribute to the increase of knowledge, which can be done by teaching and research.

Another definition of academic freedom by Sidney Hook when he says:-

"It is the freedom of professionally qualified persons to inquire, discover, publish and teach the truth as they see it in the field of competence."²⁸

He further adds that:-

"the availability of academic freedom rests on only on its supports by the community of scholars but even more on the support of the general community, which ultimately is the source of the material means of its operation."²⁹

After stating these definition of the term "academic freedom", the following areas are covered by it:-

- a) The freedom of any university faculty to function without undue control or influence by external forces or agencies.
- b) The freedom of university members to pursue their studies and teach without any restraints or inhibition.
- c) The freedom of academics to criticise any aspects of society so as to contribute to socio-economic and political reform.

It is important here to mention that there should be firm rules of tenure, otherwise the principles of academic freedom can easily be abused e.g. the teacher who is a member in a political group or party should not give any instructions concerning his party during his lectures, if he does so, he will be like a Lawyer who agrees to throw his client's case because of political bias and will be guilty at least of unprofessional conduct.

- d) The academic freedom implies social and political responsibility in the sense that this responsibility may sometimes produce comment on the performance of the government which will not always be flattering or favourable.

7. Autonomy and academic freedom in Egyptian Universities.

Ideals and realities.

Before discussing to what extent autonomy and academic freedom are ensured in Egyptian Universities, the writer would like to state that the two concepts will be treated as being interrelated, moreover, the existence of academic freedom depends upon university autonomy and the degree of its existence.

7.1 Autonomy of Egyptian Universities

The issue of university autonomy has been given attention recently by educationists, universities' authorities, The Ministry of Education, The National Council of Education and even by political leadership.

Admittedly, university autonomy does not mean isolation from society because the university is an integral part of society and is affected by its circumstances.

Egyptian universities should have the right to self-autonomy and should manage their own affairs in whichever way they see fit within the over-all system adopted by the state and in accordance with its laws.

Autonomy is necessary for the universities to achieve the following functions which are stated by The Minister of Education

(Dr. Mostafa Kamal Helmy when he says:-

"The Universities represent the light of thought in society. With them lies the responsibility for training the manpower needed for social and economic development plans, conducting scientific research in order to solve national problems, preparing cadres of teaching staff, and giving expert advice in all that interests society as they are centres of ideological and cultural illumination."³⁰

In order to enable the universities to fulfil the above responsibilities, the Higher Council of Universities approved in September 1977, the following:³¹

a) University autonomy is an admitted principle stipulated for Egypt's Constitutions. It also stipulated for the the University rules and regulations and emphasized by the political leadership.

b) University autonomy does not mean alienation from society, because the university is part and parcel of society and they reciprocally affect each other.

c) The universities enjoy academic freedom and autonomy, they exercise self-management within the framework of the regime and Laws of the nation, with a view to enhancing academic freedom and freedom of thought in University circles.

d) The universities are also autonomous in determining criteria for the evaluation of standards of performance.

They also have the right to exercise their responsibilities concerning education and scientific research, which are their basic functions. Thus they are responsible through their leadership and their faculty and departmental councils, for establishing courses and examinations, and granting academic degrees.

e) Although it is necessary that the universities should enjoy autonomy and self management, university education should be planned on a nation-wide basis in the light of social and economic development plans. This task should be undertaken by The Higher Council of Universities which should deal with the planning of university education, proper general supervision of university degrees and performance rates, and general follow-up of the results of this planning.

Consequently, it has been approved that the appointment and loaning of the faculty members are within the university's competency. Moreover, The Higher Council of Universities has approved a revision of the financial and administrative regulations, giving further powers to the universities to manage their affairs. The blue-print revising university rules and all related regulations will be submitted to the Peoples' Assembly for approval.

7.2 Financial and administrative autonomy of the universities

The strengthening and upholding of the financial and administrative autonomy of the universities should be maintained and should be relieved of the financial rules applicable to the state's departments and institutions, while a kind of supervision by the Central Organisation for Accountancy should be maintained. Thus the universities are granted the freedom in managing their budgets and exempted from all the regulations that may impede their performance. In order to illustrate such impeding regulations, the following examples are given:- Money that concerns university budgets are allocated in budgets of other government establishments e.g.

a) Ministry of Higher Education in matters pertaining to missions, visiting professors, cultural exchange and students activities.

b) Ministry of Foreign Affairs in matters relating to scientific conferences.

c) The Higher Council of Youth (now Ministry of Youth) in matters pertaining to physical, social and cultural activities for university students.

d) Governorates in money allocated to the care of university students.

The above regulations were impeding the performance of the universities;

Now, all the above matters are under the supervision of the universities.

Although the universities are now responsible for carrying out their financial and administrative affairs, nevertheless, there are still some complex and routine regulations the universities have to go through in dealing with their financial and administrative affairs

[See administrative structure of Egyptian Universities in Appendix I].

7.3 University autonomy and admission policy

University autonomy implies that the universities should have the right to accept or reject the students according to the requirements laid down by their academic boards and according to their available human and material resources even if the state is the solely sponsorship.

But this right does not apply to Egyptian Universities because they have no freedom in the admission of students. Students' are imposed on the universities regardless of the existing facilities and ignoring the opinion of the academics with regards to the requirements to each course. [see chapter on Admission Policy]. It is true that the government is the sole source of finance, but at the same time there should be no undue interference in the universities' affairs so as to enable them to achieve the purposes for which the government and society are waiting to satisfy the money spent on them.

The concept of university autonomy in Egypt is still misunderstood;

it is believed that university autonomy only means devoting a certain amount of money to the university to be spent according to its circumstances, but also it does mean that the universities should be given the full autonomy in managing their own affairs including the admission procedures.

If the government wants to keep the Central Co-ordination Office to achieve the equality of admission opportunities, meantime, the universities must be involved in deciding the numbers according to the existing facilities. In the case of drawing up a manpower plan by the Manpower Committee concerning the numbers who will be admitted to each faculty, academic boards of each course should be set up to decide to what extent those students are fit for these courses and are meeting the requirement of the study. But the whole admission procedures are in the hands of the government, students are annually imposed on the universities through the Co-ordination Office. Even after the beginning of the academic year, more students' papers are sent to the faculties in addition to the students who are exempted from the regulations of admission, meantime the universities have no power to reject those students. Moreover, large numbers of students are admitted to the faculties of Law, Arts and Commerce beyond the capacity of these faculties. This interference by the government limits the autonomy which should be given to the universities and ^{has} created more problems for them which are [^] ignored by the government itself.

7.4 Academic freedom within Egyptian Universities

Academic freedom should be guaranteed for the universities because

it is considered fundamental to university life to enable faculty members and students to carry on their roles. In the light of the definition of academic freedom as has been stated earlier, it would be necessary to examine it by raising the following questions;

a) Do staff have the right to present their views without interference or fear of persecution from outside or inside the university?

b) Do staff have the right to teach by the way they see fit and suitable for their courses?

c) Can they publish any books, reports and essays?

d) Do they have the right to criticise the social, economic and political aspects of society?

e) Do they have the freedom to inquire and discover and pursue such studies in their fields?

f) Do students, as a part of the community of the university, enjoy academic freedom?

With regard to the right of the staff to present their views without interference or fear of persecution from outside or inside the university, staff can present their views on the problems and issues of their specialised fields during seminars and conferences both inside and outside the university.

With regard to the right of the staff to teach by the method they see fit and suitable for their fields, staff have the freedom to teach in such ways which are suitable for their courses without any interference from inside or outside the university.

With regard to the right of the staff to publish any books, reports and essays, staff have the freedom to publish their books,

articles, reports and essays on their specialised areas or any areas in society on the basis that all these publications should be revised by The Security Office.

With regard to the right of the staff to criticise social, economic and political aspects of society, the university staff have the freedom to criticise such situations related to social, economic and political issues of society, but there are some conditions, i.e. criticism should aim at reforming these aspects of life, in other words it should be "positive criticism", and should not stimulate public opinion against political leadership or the ruling party. They have also the freedom to speak in the classroom and inside the campus on controversial issues not included in their specialisations, but they should be directed to solving the problems which affect people's life. Staff also are given the freedom to speak and share in discussions arranged by Radio and T.V., and deliver lectures outside the university on various aspects of the society. The government encourages them to take an active part in these controversial issues which should be directed to the development of the society.

It should be borne in mind that the Egyptian Government should realise that the social responsibility inherent in the academic freedom of the universities includes also elements of political responsibility which may in many cases produce comments on the performance of their governments which will not always be favourable but these comments may be useful for political leadership so as to guide them.

With regard to the freedom of the staff to discover, inquire and pursue such studies in their fields the university staff have the freedom to pursue their studies and conduct research in their depart-

ments but after the agreement of the Department Council so as not to avoid repetition of such researches.

With regard to the students' academic freedom, the freedom of the students is very limited although they are members of the university community. In this respect Holmes states :-

"By the same token academic freedom implies that the students should be free to come and go as they please and to choose freely from a wide range of subjects."³²

In the light of that definition, students are free to choose their subjects of interest. But there are some restrictions on choices of some courses where there is heavy pressure so they are obliged to choose others.

For example; because of the lack of Arabic Language teachers some faculties of education established departments to produce teachers of Arabic language, but few students are interested in it, but some students are obliged to study in that department in spite of their opposition. The Higher Council of Universities issued a decree concerning giving monthly grants to those who accept studying in that department. This example shows the lack of students academic freedom in terms of choosing their favoured course.

Leslie Brook explains the right of the students for academic freedom when he says:-

"Academic freedom is not merely the privilege of the university teachers; students also have the right that needs to be safeguarded. An examiner has no right to penalise a candidate for reaching a conclusion different from that which he has reached himself, provided that the candidate gives sensible reasons in support of his view."³³

With regard to the Egyptian Universities, some staff members are

open-minded, they encourage students' personal thinking so they do not penalise them if they disagree with their views if they give support for their disagreement. But there are few who penalise students if they reach conclusions different from those reached by the staff, this is clear during marking examination papers of students.

However, after discussing the terms of university autonomy and academic freedom, it can be said that both autonomy and academic freedom still need to be safeguarded. e.g. The universities should be given more freedom in the admission process with regard to their role, they need to be given more freedom in conducting research and carrying projects without going through rigid rules and complicated channels.

Academic freedom should be safeguarded for staff in order to enable them to do their duties which in turn will enable the universities to respond to the needs of the society and respond to its problems by participating in their solutions.

7.5 Participation of students in the administration of the universities

Students should be involved in most decisions which concern their affairs either educationally or socially. They should be consulted about a wide range of the problems which affect them and their institutions.

As the universities prepare students for the future, they should be given the chance to play an essential role in the administration of the university during their years of study so that they may be able

to experiment with new forms of social organisation if they are granted real freedom and mobility during their study.

Participation of students in the administration of the universities is done through:-

The
a) Students' Union which is an important focal centre in any university. Apart from the provision of a group of common rooms, the chief educational value of the union is that students run it themselves with a minimum of interference from the university authorities.

the
Through [^]students' union, students can share in organising their activities and can raise their comment and views which are concerned with the administration of their faculties, teaching methods, timetable and students problems. Accordingly, the universities can make such reforms in the light of students' comments and views.

b) Joint Committees of staff and students to undertake such tasks as the control of refectory etc.

c) Faculty Conference. Students are ^{re-}_^presented in terms of 20% of the number of staff. Students are allowed to discuss their problems and present their opinions and views which cover all university activities.

d) Students Welfare committee. One of the best students is chosen by the Dean in addition to the president of students' union. This committee is concerned with providing social care for the students and giving financial help to unprivileged students to enable them to complete their studies.

e) Department Conference. Two excellent students are represented in this conference. They can discuss their common problems which concern their studies and their personal life. This provides them with guidance given by the department staff.

8. Conclusion

From what has been stated in this chapter, the problem of financing the universities has become crucial since most countries have expanded their systems and made their educational level accessible and free for all, in other countries students pay nominal fees. In all these cases the government bears the responsibility to subsidise the universities.

With regard to Egypt, The Universities are totally financed by the state. Such steps were taken after the 1952' Revolution, education from primary up to university level has become free and accessible to all classes. This increases the burden on the state to provide the required financial resources which have become beyond the ability of the government. This lack of resources of course affects the quality of education provided. As a result the government has two choices, either to find alternative means of means to cope with the needs of university expansion or to control the rate of expansion and should only take place in the light of optimal resources.

With regard to university autonomy, this is urgently required for the universities particularly in the admission policy and in dealing with their financial and administrative affairs within the frame of the regulations approved by the universities, the Higher Council of Universities and The Ministry of Education. Academic freedom has to be safeguarded for all staff members and students.

With regard to the academic freedom of the staff; they should have the right to present their views without undue interference or fear of persecution from outside or inside the university.

They should also be given the right to teach by the method they see fit and suitable for their fields. But this right does not mean that the staff do not need training courses including psychology studies, methods of teaching in general, relationship between staff and the students etc.

The staff must have the right to publish any books, reports and essays, and finally they should be given the right to criticise the social, economic and political aspects of the society even if it is the performance of the government without any threat of dismiss or persecution.

With regard to students's academic freedom, it is still not completely achieved. Although they are represented in the faculties and departments' councils, but their participation is still not effective.

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CHAPTER FIVE

ADMISSION TO EGYPTIAN UNIVERSITIES

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The problems of admission to university education are today one of the major concerns of those responsible for educational policy in general and planning for university education in particular.

The main questions raised by the study of the problems of admission to university education are;

- a) Who should be studying at the university level?
- b) What is the effect of the principle of equal educational opportunities on admission policy?
- c) Does democratisation of university education mean that it should be accessible for all? or should it be accessible only for students who have the required abilities and aptitudes to benefit from it?

The above questions should be given attention so as to plan for a sound admission system.

1. Factors which influence the admission policy

1.1 Social demand for university education

The system of admission to universities has been made more complex by the increasing demand for university places; this increased demand is due to;

- a) personal wishes by young people who want to go on to the university because they see in further education "the chance to develop

their individual interests in a way that will not be open to them if they start work."¹

b) the majority of secondary school leavers want to secure a university degree as it is a guarantee for professional status and provides an attractive income.

c) university degrees may imply a rise in the social scale and acquisition of personal status.

d) the growing expectations and aspirations among families to send their children to the university, especially those who never saw the inside of the university.

e) the demand for university places is considerably increased in countries where secondary school leavers find more difficulty in finding jobs, so they find studying in the university as better alternative instead of staying at home.

f) free access to university education has resulted in a considerable number of students wanting to attend the university in this respect Torsten, Husén states that :-

"The rapidly increasing demand for higher education has to be viewed in the context of two important social forces; it has been part of the liberal conception of equality, everyone should be given equal formal opportunity to go ahead in education."²

He also associated with equal opportunity another factor i.e. the increased standard of living.

1.2 Democratisation of university education through admission policies

This has been achieved through:-

a) Wide opportunity is given to unprivileged students, opportunities

given to them increased noticeably during the sixties.

"For example between 1960-1970, their chances of access by comparison with young people from more privileged social background rose from an average ratio of 1:58 to 1:12 in Germany, from 1:84 to 1:28 in France, from 1:8 to 1:5 in the U.K. and from 1:9 to 1:5 in Sweden."³

b) University education has become free in some countries, tuition have been declined in others, and even in countries like U.K. which charge students, grants are given to students with good achievement in their examination.

c) Financial aids are widely distributed among needy students so as to prevent any financial barriers which may inhibit students from completing their studies. This point was stressed in World Survey of Education published by UNESCO when it states:-

"Even when admission procedures are made completely democratic, the value of these measures may be offset if good students are prevented from accepting admission for financial reasons."⁴

So, repayment loans are widely given to students e.g. these aids are widely given to unprivileged students in Egypt through the so-called, "students' Bank".

d) Abolishing all social and economic barriers which in the past prevented students from low social and economic status from attending the universities. Such an example can be given on Egypt, before the 1952's Revolution where students from the labouring and farming classes were not allowed to attend university education and even secondary education. In the United States in 1960's, "the Congress authorised progress to improve the access to higher education of new classes of students whose educational aspirations were soaring the children of the poor, blue collar workers, and minorities."⁵

e) Creating new routes to university education for young adults who have not enjoyed regular academic secondary education which is required for admission to higher education including universities.

The following are examples for these new routes;

- Conducting examinations outside the secondary school system but considered equivalent to regular secondary school leaving examination. This system exists in Belgium, France and Israel.
- Evening classes for young workers which lead to universities, as e.g. in The Federal Republic of Germany.
- Opportunities given to technical secondary school leavers. This system is existed in Italy - Poland and Egypt.

2. Admission Systems

Looking at admission policies, one can find three main systems:-

a) Selective admission system. Where there is a selection or filter process between secondary and university, here some students are rejected. This system is adopted in countries such as U.K., India, Spain, Brazil etc. where the general qualifications are not automatically accepted, each student must apply to a specific faculty, and has to pass a special entrance examination like in Japan.

b) Open admission system. Where there is right of entry for all those with the appropriate secondary education certificates, in other words the universities are open doors without any restrictions. Italy is a good example for this system as "access to all Schools of the University is open to all graduates for five-year high schools."⁶

c) Mixed admission system. Where admission to some faculties is restricted while admission to others is open. An example can be given i.e. "The Swedish higher education system is comprised of both open access and numerus clausus faculties."⁷

2.1 Selective admission system:

In this system access to the universities is limited. This limitation of access is supported by the following :-

a) "The scarcely questionable lowering of secondary school standards is provoking complaints in all most all countries. A large number of these countries have taken this as a justification establishing selective university entrance."⁸

So through the selection process, ^{only} high standard secondary school leavers can be admitted to the universities on the basis of merit.

b) Countries which are in favour of ^a selective system feel that access to the universities should be limited because a considerable number of students have neither the motivation nor the ability to finish their university study e.g. in the U.S.A. "only 20%, 25% or 30% of all young persons have both the ability and interest to handle the rigorous work of higher education."⁹

Furthermore, Thomas Jefferson, a supreme democrat supported this notion when he said :-

"at many public colleges almost half of all students who are admitted drop out before completing their degree requirements"¹⁰

c) Supporters of selective admission see that access should be limited due to the state's disability to build the buildings and to pay the costs for educating every person who would like to go on to university.

d) Another support for the selective system is that where there are not enough jobs for highly educated people or that the economy has no need for so many university graduates, accordingly, the number of students admitted should be adjusted with manpower demand. This process of adjustment can only be done through selective admission system. This also helps to avoid the unemployment problem among university graduates. This selective system is applied in the U.S.S.R. where competitive entrance examinations are necessary to attend the universities, then they have to pass the entrance examination, in addition, they have to demonstrate their knowledge and abilities to learn at a higher level. This system of access is existed because The Ministry of Higher and Specialised Secondary Education plans the number of specialists which the national economy or other branches of social activities will need in several years. This system is called today "numerus clausus" which ensures the equilibrium between the number of applicants admitted to higher education institutions and the manpower needs of society.

Victor Onushkin comments on that system of admission and its purpose in the U.S.S.R. when he says :-

"every year higher educational institutions have a definite number of places in order to create better conditions for the learning process, because if one has an unlimited number of students one cannot supply all of them with adequate conditions for learning."¹¹

The selective system is also adopted in other countries such as Brazil - Chile - India and the U.K. where the general qualification is not automatically accepted, each student must apply to a specific faculty for admission and may be required to pass entrance examinations.¹²

Another example of selective admission systems is Spain where a university entrance examination is added to the secondary school leaving examination; "In Japan, access which is limited in all universities, is dependent on a special examination and on a favourable report from the head of the secondary school."¹³

2.2 Open admission systems

Open admission to the universities means that they should be accessible for all without any restrictions. In this system access is unlimited. In this respect Sidney Hook stresses the availability of university education for all when he says :-

"Those denied admission because of race, class, ethnic origin, sex or economic deprivation should be given the opportunity to enter."¹⁴

According to the open door policy, all secondary school leavers or their equivalents are allowed to attend the universities without any restrictions, the universities under this policy are as John Holt states "like a library or movie theatre, and everyone should be allowed to enter."¹⁵

Countries which follow this policy of admission respond to the increased social demand. Such an example can be given, in France, the rule is that any student who passes the baccalaureate at the end of the lycee (secondary school) can automatically enter the university. Consequently, "competition for success in the baccalaureate itself has therefore not abated, and the numbers of bachelors have continued to grow as shown in the following table."¹⁶

Table 5-1 Comparison of numbers passing the baccalaureate in France from 1957 to 1970. 000'S

Year	Number of students passing		Year	Number of students passing	
1957	48	982	1964	86	729
1958	47	678	1965	96	924
1959	49	101	1966	105	839
1960	59	287	1967	133	257
1961	61	281	1968	169	422
1962	66	225	1969	122	129
1963	75	474	1970	130	591

Source: Hearuden, A. Paths & University preparation Assessment, selection London, Macmillan 1973, p. 13.

In 1968, the annually high figure resulted in "Events of May"

that shocked most French Universities because the government could not respond to the increased demand for university places.

Some further questions concerning the open door policy of admission are;

a) Does it mean that every secondary school leaver should be admitted to the university and should it be open to all students without excluding those who do not have the abilities and aptitudes required for this higher level of education?

b) Does it mean admitting more students to the faculties whose graduates are surplus to requirements?

In this respect Sidney Hook raises the following questions which deserve to be carefully discussed by those who adopt open door policy of admission he states :-

"Should everyone go to to an institution of higher education" should everyone be admitted to a university or college of his choice?¹⁷
Would it be undemocratic to exclude some?

These questions should be considered by countries which adopt social demand approach in planning for admission to the universities while they have scarce financial resources or surplus of university graduates. Egypt is among those countries, in order to reform its admission system.

2.3 Mixed system of admission

Under this system, some university faculties are open for all students who have the required qualification, while there are restrictions on the admission to certain faculties.

Two examples of this system can be given; In France, where the universities are opened to all baccalaureate holders, restrictions have been placed on access to medical courses and their extension to other branches of study is being discussed.

The second example, Sweden where there are two types of admissions

"For the open faculties of arts and science, law and theology, admission was contingent only on completion of three-year line of study in the gymnasialskola. But in medicine, engineering and the natural sciences a long-standing numerus clausus policy sets specific limits on the number of student places."¹⁸

The restrictions which are put on the admission to certain faculties while others are open, may be due to the following reasons :-

- a) The lack of enough staff and premises in the faculties as in Sweden.
- b) The desire to raise the quality of the graduates of these faculties.
- c) The surplus graduates of these faculties.

- d) The shortage of enough equipment to cope with large numbers of students as well as the shortage of financial resources.

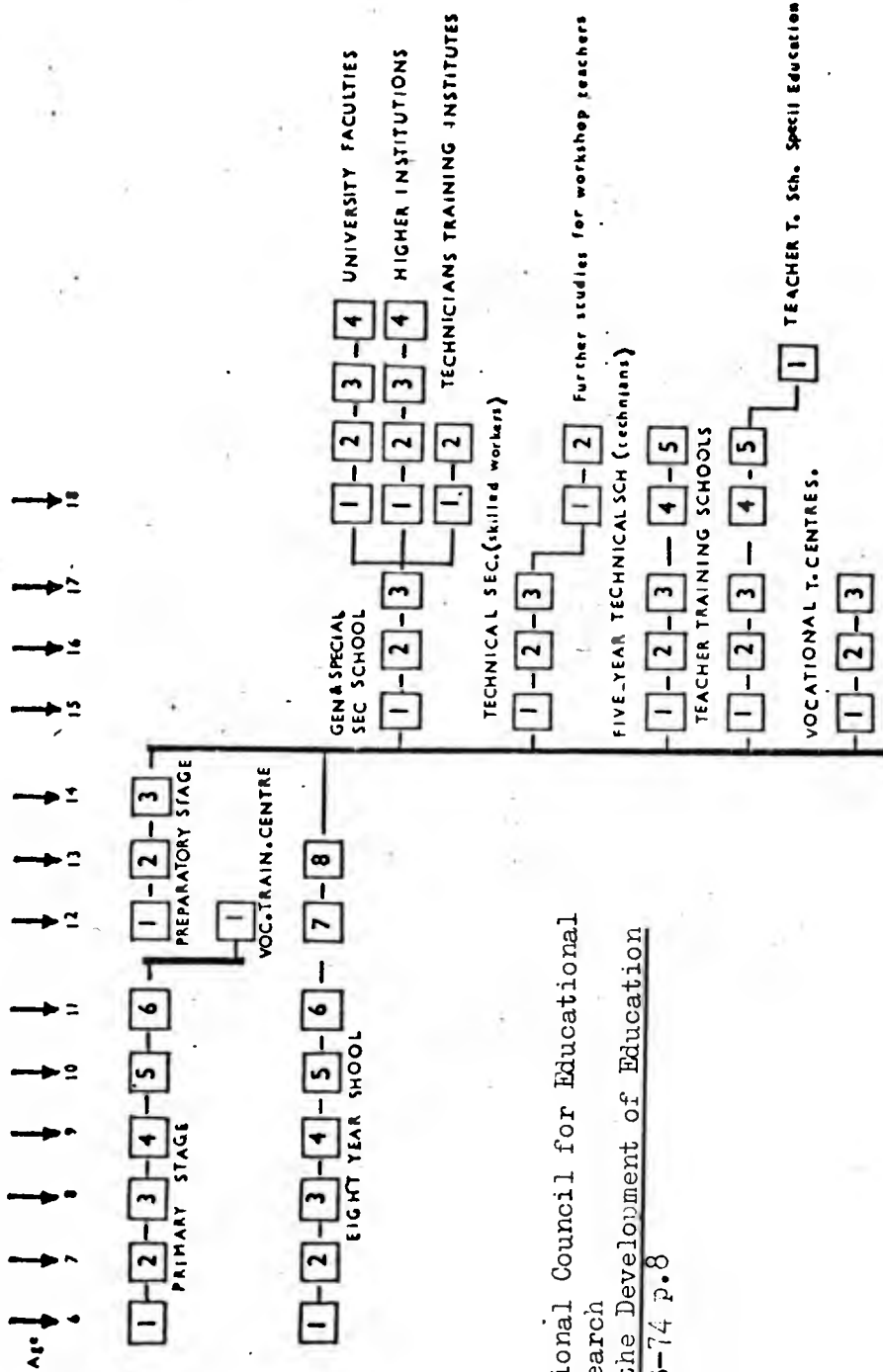
3. Admission Policy in Egypt

3.1 Admission to pre-university levels (See Figure 2)

It would be useful to explain first the previous levels of Egyptian educational system and the admission process to each level to throw more light on the close relation between the selection for these levels and the problems of admission to university education particularly the general secondary education which has direct effect on the policy of university admission.

- i) Admission to primary level: primary education covers a period of six years of free schooling. It is compulsory from 6 - 12 ages, but only 74% in 1973, of the relevant age group can find places.¹⁹
 The Ministry of Education ^{has} tried to increase the number of children who are admitted to primary schools so as to meet the annual increase in population, accordingly the percent of the relevant age group increased to 83% in 1977.²⁰ The following table shows the number of enrolments and graduates in primary education.

FIGURE 2
The Educational Ladder in the Arab Republic of Egypt



Source

A.R.E. National Council for Educational Research

Report on the Development of Education
Cairo, 1973-74 p.8

Table 5-2 Numbers of enrolments and primary school leavers in Egypt and those entering preparatory education from 1963-64 - 1974-75.

Year	Total enrolment	Primary school leavers	Number entering preparatory
1963-64	3,122,922	166,754	-
1964-65	3,214,472	158,023	-
1965-66	3,417,750	205,978	-
1966-67	3,313,980	212,241	-
1967-68	3,471,810	220,615	-
1968-69	3,520,492	247,475	-
1969-70	3,618,952	287,381	241,654
1970-71	3,740,353	308,652	278,477
1971-72	3,813,640	328,646	294,461
1972-73	3,987,398	368,155	312,948
1973-74	3,918,196	399,653	345,634
1974-75	4,074,893	500,000	379,000

Source:- Helmy, M.K. op.cit. p. 10.

At the end of that level in the sixth grade, children have to pass the Primary Certificate Examination as a pre-condition for the admission to preparatory education.

It was noticed that the drop-out and wastage percentage among primary stage pupils averages almost 12-15 but in some governorates it reaches 30% which represents a real waste of human resources and of investments.²¹

As a result a second session examination was introduced in the 1976 academic year which has led to a rise in the percentage of successful leavers from 64% to about 74%.²²

ii) Admission to Preparatory level: Preparatory education follows primary and covers a period of three years. It is not compulsory. It is open to pupils who have passed the Primary Certificate Examination.

In 1977, preparatory schools assimilate 93% of the total number of primary school leavers, about 80% are assimilated by government schools and 20% by private schools and services classes.²³

But because the preparatory level can be a terminal stage, pupils who do not obtain the marks required for admission repeat the Primary Certificate Examination and try a second time and those who fail again attend service classes which are supervised by the Arab Socialist Union organisations assisted by local educational authorities. These classes were mainly opened for those who cannot pay the fees of private schools; they pay nominal fee of LE 6 - LE 14 according to the class and the stage. In addition 25% of these pupils could be exempted from such fees according to certain rules.²⁴ The performance of these classes is not satisfactory because :- a) they are operating after the school day, so the time allocated is too short and late; b) teachers are tired after teaching in their morning classes, this doubtless affects their performance in these evening classes, c) lack of proper provision of primary school leavers to preparatory level is clear when comparing the total number of primary school leavers with those who enter preparatory education (see Table 5-2).

There is still an annual increase ⁱⁿ demand for places to admit large numbers of primary school leavers.

Table 5-3 Total enrolments in preparatory education, preparatory school leavers and those who enter secondary level from 1964-65 to 1974-75

Year	Total enrolments	Preparatory Leavers	Numbers entering secondary					Total
			General	Industrial	Commercial	Agricultural	Teacher Training	
1964-65	478,568	110,546	61,557	10,450	13,969	5,933	8,499	100,408
1965-66	573,780	128,175	66,827	12,317	15,802	6,069	7,160	108,109
1966-67	663,321	157,119	68,260	16,630	20,597	8,065	1,992	115,544
1967-68	736,888	190,470	70,694	20,850	31,646	9,426	2,165	134,781
1968-69	775,511	214,464	74,084	22,825	41,551	11,445	2,210	152,216
1969-70	793,891	201,185	88,121	26,044	54,063	7,503	4,311	180,047
1970-71	848,587	201,142	86,678	25,858	44,706	10,634	9,399	182,785
1971-72	925,261	201,443	90,293	25,429	50,366	10,299	7,607	183,184
1972-73	1,018,715	247,312	91,073	25,836	48,070	10,525	4,147	179,652
1973-74	1,099,291	274,117	97,777	27,189	67,496	10,684	6,009	209,703
1974-75	1,199,554	-	108,661	29,165	73,269	11,896	6,143	232,136

Source: Helmy, M.K. op.cit. pp. 10 & 11

From the above table it seems that :-

a) There is a steady increase in preparatory enrolment as it will lead to secondary level.

b) There is a great demand for general secondary compared with other types.

c) From the comparison ^{of} the numbers of preparatory school leavers with the numbers of those who attend secondary education of all types, it seems that a considerable number of preparatory school leavers try the final examination for a second time and in some cases more than twice as external pupils, all that is just to secure a place in the secondary level.

Moreover, according to the projections done by The Ministry of Education, the total enrolment in the preparatory level in the 1976-80 plan is shown in the following table.

Table 5-4 Enrolment in preparatory level according to the 1976-80 plan

Year	Total enrolment
1975-76	1,275,000
1976-77	1,355,000
1977-78	1,391,000
1978-79	1,426,000
1979-80	1,394,000
1980-81	1,450,000

Source: Helmy, M.K. op.cit. p. 10.

This increase in enrolment ^{will} undoubtedly result in an increase in the numbers admitted to secondary level.

iii) Admission to Secondary Level: Secondary education covers three years of study and consists of three types: general, technical (industrial, commercial and agricultural) and teacher training schools.

Pupils who have passed the General Preparatory Certificate Examination apply to the Co-ordination Office which is established in each governorate to place them in one of the three types of secondary education according to the conditions which are prescribed by the Office:-

- a) the total marks gained by pupils in the final examination.
- b) the number of places available in schools.
- c) each pupil should not exceed the age of 16, preference is given to the younger ones.

The majority of pupils apply for general secondary education as it will lead them to go on to university education.

Many of those who do not find places, repeat the final examination. Others attend private schools which charge them about LE 30 per year, or attend Educational Services classes (see before).

All these attempts are made by pupils and their parents so as to attend allow them secondary education and in turn university education.

Preparatory school leavers who are admitted to general secondary education study in their first year general subjects such as, Arabic Language, English Language, History, Geography, Chemistry, Physics and Mathematics.

At the beginning of the second year, pupils have to choose among two divisions either arts or science. And from the beginning of the 1976-77, students of science division have to choose at the beginning of the third year either science or mathematics.

At the end of the third year, pupils have to pass the General

Secondary Certificate Examination (GSCE). Those who are admitted to Technical Secondary Education which covers a period of three years, are distributed among three types of schools, industrial, commercial or agricultural. At the end of their course, pupils have to pass The General Technical Secondary Examination (GTSE). Those who pass get a diploma which enables them to work as semi-skilled technicians in different sectors of the economy e.g. those who complete industrial secondary school course work as technicians in factories, those from agricultural schools work as technicians on farms and ranches and those from commercial schools work as clerks in banks and companies.

Under certain conditions, only a few can be enrolled in certain university faculties according to their specialisations e.g. Commercial secondary school leavers can be admitted to the faculties of Commerce, those of agriculture can be admitted to the faculties of agriculture and those of industrial can be admitted to the faculties of engineering or the higher technical institutes.

Those who are admitted to Teacher Training schools study for a period of five years. Those who pass the final examination are appointed as primary school teachers. Under certain conditions, only a few of them can be admitted to the faculties of education.

The conditions under which technical secondary and teacher training school leavers can be admitted to such faculties will be further discussed in the section dealing with the admission procedures.

3.2 Admission procedures to Egyptian Universities

As a rule, attainment of the General Secondary Certificate Examination (GSCE) or its equivalent is required for admission to one of the

university faculties. In dealing with the admission procedures it is useful to divide it into two periods.

- a) Period before 1953-54 academic year.
- b) Period after 1954-55 academic year.

(1) Before 1953-54 academic year, no serious problem existed about admission to universities. The vacancies were greater than the actual number of students applying for them, as a result merely to pass the GSCE was in itself enough to allow any student to enrol in the university on the basis of paying the fees. Students were applying directly for the faculties to which they wished to be admitted, as soon as the results of the GSCE "Tawghia" at that time, were announced. Their admission or rejection was not decided until the results of the second session examination were announced [this system is no longer in operation] whose aim was to give pupils another chance to pass the examination to allow them to attend the university level. Then the faculties announced the decisions that they had reached on the basis of the results of both examinations.

Admission was decided according to the overall averages obtained in both examinations.

This method of selection was criticised by Aly Abd-El-Rasik (Former Minister of Education) in his study on the admission system to the universities when he says :-

"Under this system, large number of students could not gain admission because their marks were lower than those who were admitted to the faculties they have chosen. In this case, students were obliged to withdraw their papers and apply to other faculties."²⁶

Students often managed to find places, but sometimes they did not manage because admission was carried out on the basis of first preference to the faculties, e.g. if some students applied for the faculty of science while others applied for the faculty of agriculture. Those who were not admitted to the faculty of science could again apply for the faculty of agriculture, but preference in admission was given to those applied first. If they could not gain admission they would have withdrawn their papers and applied to another faculty and so on.

In some cases students could not be admitted to any university faculty because of the following reasons :-

- a) expiry of the application period,
- b) applying to faculties for which their examination averages were too low,
- c) applying to a faculty that gave preferential consideration in admission to those students who had made it their first choice.

To avoid these difficulties, students would sometimes submit their application papers to the faculty of their first choice and get from that faculty a statement showing their marks in the final exam in order to submit it to another faculty but that statement was refused by some faculties. As a result, the problem of gaining admission became more difficult each year; "students were not admitted to any faculty, yet they had higher averages than those who had been admitted."²⁷

This situation has resulted in an unequal opportunity, at the same time, some faculties would have large numbers of students while others of the same kind in another university would not have enough.

(ii) Admission procedures after 1954-55

To solve the above problems and to guarantee equality of opportunity for all students, an Admission Co-ordination Office was set up in 1955 to be affiliated to the Higher Council of Universities whose object was to draw up the general policy of university admission.

In 1955, admission to the Humanities Faculties e.g. the Faculties of Law, Arts, Commerce, Dar-Al-Ulum e.g. was according to the total marks gained by students, while admission to Science Faculties was according to the total marks of Science subjects, then in 1956, it changed to be according to the total marks in addition to total marks in science subjects.

The present admission procedures :-

Students who pass the General Secondary Certificate Examination and wish to enter a university apply to the main Co-ordination Office in Cairo or to one of the other five branches in the regions in Alexandria - Asyot - Tanta - Mansourahand Zagazig.

Each student has to submit his application attached with the following papers:

- a) A statement of his marks.
- b) His birth Certificate.
- c) Statement to prove that he is not working.
- d) Choices' card.

Each student has to name his choices in order of preferences for the faculties he wishes to attend. The students have to fill all the choices given in the card which amount to 32 choices, they were 8 choices in 1955, 10 in 1956 and 12 in 1957."²⁸

Each student gets 32 stamps, each stamp carries one of his choices of faculties or higher institutes and technical institutes, the stamps should be put in a rank of order for his preferences.

There are now three stages for applying to the Co-ordination Office and the minimum marks required for each stage is announced in the light of the results of the examination and the average of grades gained by students.

At the end of the application period, all applications are collected in the main office in Cairo where the staff analyse and categorise them according to the students preferences and the agreed system of priorities.

Each faculty is given a maximum admission number fixed by the Higher Council of Universities whose function is to draw up the general policy of university education, to co-ordinate operation among its various levels and to lay down the various methods to implement and follow up this policy.

Students are admitted to the university faculties according to the overall average gained in the General Secondary Certificate Examination. Each student is informed on the faculties to which he can be admitted according to the courses he studied in secondary education. These information are included in the guide given to students with application forms. e.g. Art division can be admitted to the faculties of Arts, Law, Commerce, Education to departments of Languages, History, Arabic languages etc.

In the Science division, students who studied mathematics can only be admitted to the Faculties of Engineering, pure mathematics in the Faculties of Science, department of mathematics in the Faculties of

Education, statistical department in the Faculty of Economic and political science, The Faculties of Commerce.

Students of science division can be admitted to the Faculties of Medicine - Pharmacy, Veterinary Medicine, Science, Commerce, Dental Medicine and departments of Chemistry, Physics and Biology in the Faculties of Education.

The number of students who will be admitted to any faculty is fixed by The Higher Council of Universities. e.g. of the number to be admitted to a Faculty of Medicine is 500 students, The Admission Office accepts the first 500 students among those who chose it as their first preference, priority is also given to those with higher marks. Then the Office enrolls the rest of the students according to the second preference comparing them with the other applicants who also choose this faculty as their first choice. The student usually gives as his first choice a particular faculty at one university then names as his subsequent choices the same type in other universities e.g. if the student wishes to be admitted to the Faculty of Medicine in Cairo University, his subsequent choices will be the Faculties of Medicine in Alexandria - Asyot, Tanta, Mansoura and so on. This is as can be expected, but sometimes the student is tied to his family and cannot apply for a faculty in another town, so he applies for all the faculties of the university which is situated in his own town regardless of his interest in one of these faculties.

After the students have been allocated to the faculties in all the universities, lists showing allocation are signed by The Minister of Education who is the president of the Higher Council of Universities, then sent to the universities. At the same time, each student is

informed of the faculty to which he has been admitted, but he is not registered until he pays the fees and passes the medical examination which is necessary for all new students.

It is sometimes difficult, even impossible to satisfy the students' choices because they name particular faculties into which their marks do not allow them to be admitted, accordingly, their papers are returned to them immediately by the Office and they are informed that they may not apply directly for admission to any university faculty.

Those students can repeat the GSCE as external students or as regular students at secondary school under certain conditions.

- a) priorities being given to younger students;
- b) paying LE 10 as repetition fees;
- c) repeating only once;
- d) student's age should not exceed 19.

Students can also attend educational services classes held in the afternoon at secondary schools. They pay LE 14 tuition fees. Most of those who attend these classes do not meet the above conditions.

3.3 Admission requirements to the universities

(i) GSCE - Literacy division.

This certificate is required for admission to the faculties of, arts - law - Dar Al-Ulum [The House of Sciences], commerce, literacy departments in the faculties of education, faculties of social services and the university college for women.

(ii) GSCE Science division [Mathematics]

This certificate is required for admission to the faculties of science (pure mathematics department) engineering, mathematics departments

in the faculties of education and statistical department in the faculty of economic and political sciences.

(iii) GSCE Science division - (Sciences)

This certificate is required for admission to the following faculties, Medicine, Dental Medicine, Pharmacy, Agriculture, Science, Veterinary Medicine, Commerce, Science departments of the Faculties of Education, Economic Political Sciences, the University College for Women.

The aim of this new system is to create a close link between secondary education courses and university study.

(iv) Admission of students holding Technical Secondary Certificate

Until 1955, The Technical Secondary School Certificate was not considered sufficient for admission to any university faculty. In that year a new regulation was provided to allow Technical Secondary School leavers who would satisfy admission requirements under the condition that the student should gain general average of at least 70% in the final examination and should pass an examination equivalent to the GSCE covering subjects specified by the Higher Council of Universities for each faculty as follows:-

a) Commercial secondary school leavers who wish to be admitted to the Faculties of Commerce should pass the following subjects [English - French - Mathematics and Geography].

b) Industrial secondary school leavers who wish to to be admitted to the Faculty of Engineering, should pass English, Mathematics including mechanics and physics.

c) Agricultural secondary school leavers who wish to attend the Faculty of Agriculture should pass; English, Mathematics, Chemistry and Physics.

The number of students admitted to each Faculty should not exceed 5% of the total number of students admitted to the faculty in a given year.

Students of all these three types can be admitted to Helwan University which has technical bias

(v) Admission of students holding a Teacher Training Diploma

Students who have finished teacher training school can be admitted to one of the Faculties of Education if they have gained 70% of the total marks in the final examination. Their number must not exceed 5% of those students who are admitted to each faculty and should pass the tests and show fitness for the teaching profession held by all other students admitted to the faculty.

3.4 Special examinations for some university faculties

At the present, holding separate competitive examinations for admission is impossible because of the very large number of applicants which increases annually and because of the lack of time so there are two months between the announcement of the results of the GSCE and the beginning of the academic year.

But the following university faculties hold such examinations on interviews:-

a) For admission to the Faculties of Education and the University College for Girls, students should pass an interview to show fitness against disability as well as pass the psychological tests.

b) Ability tests are important for admission to the Faculties of Physical training and Musical training. Then after passing these tests, students are admitted according to their marks in the GSCE.

c) In Helwan University "the recent Technological University to be established in Egypt" some Faculties such as Fine Arts - Applied Arts - Hotel Management and Tourism, students should pass tests and interviews which prove their fitness for the nature of the study and the future career.

d) GSCE includes voluntary tests in Architecture and Fine and applied arts. Those who pass these tests can be admitted to one of the Faculties of Arts according to the subject they have passed. Admission to these faculties is according to the total marks gained in the GSCE after passing these additional tests.

e) ^{The} Department of simultaneous translation of the Girls College in Al Azhar University conducts tests as a pre-condition for admission.

3.5 Exemption from admission procedures

Within these exemptions students must meet the subject requirements for the faculties for which they wish to apply, but they are admitted regardless of any minimum averages required for students generally. These exemptions include:-²⁹

a) No more than five places in every faculty to be occupied by the sons of present staff members of that faculty, or the sons of its former staff members who have spent at least ten years teaching in the university. This exemption aims at recognising the services of university staff members. Al Azhar University is not included.

b) A limited number of places to be given to :-

1. - Sons or wives of those who died in the war or during the performance of their national duties.
2. - Sons of those who are still in military service since June the fifth 1967.
3. - Sons of civil workers with military forces from the beginning of 5 June 1967 and work in the areas of military battles.
who
^
4. - Soldiers who were wounded in the war.

c) No more than ten places in each faculty to be occupied by students who have been awarded an athletics championship or who have distinguished themselves in the field of social service. Their number must not exceed 5% of the total number of students who are admitted to each faculty.

d) A limited number of students of far areas of the country are admitted to the faculties regardless to the condition of minimum marks required for admission. These areas are the New Valley - Red Sea - Matrouh - Sinai - New Valley. They commit themselves to work in these areas. All those students are admitted to the faculties through the Co-ordination Office.

Faculties and Institutes for which students apply directly:-

- 1 - Faculty of Girls - Al-Azhar University, department of languages and translation. It only accepts female students of both literary and science divisions. Students should pass an interview held by the faculty.
- 2 - Faculty of Tourism and Hotel Management, Helwan University.
- 3 - Technical Institute for Hotels. It includes :-
 - a) Service department for male students only;
 - b) Cooking department for male students only;
 - c) House keeping department, for female students only.

With regard to 2 & 3, all students should pass the examinations and interviews which demonstrate student's fitness for the nature of the study and their future career.

4. Factors influencing admission to Egyptian Universities

A. The expansion of secondary education

As a result of the democratisation of education at all levels, there has been an increase in the number of preparatory school leavers who attend secondary education and in turn in secondary school leavers.

Table 5-5 The expansion of secondary education
from 1970-71 to 1974-75

Year	Intake	Total enrolments	Secondary school leavers	Annual Number admitted to the Universities
1970-71	86,678	290,117	78,861	33,896
1971-72	90,293	312,489	93,988	38,607
1972-73	91,073	321,603	107,657	47,667
1973-74	97,777	323,603	124,258	58,402
1974-75	108,661	340,326	124,536	67,263

- Source: a) Helmy, M.K. op.cit. p. 11.
 b) U.A.R. Report on Higher Education, Ministry of Higher Education, Cairo, 1971, p. 18.
 c) Statistical Data of Higher Council of The Universities Years, 1973-1975.

This table reveals that there is an annual increase in the numbers of those who attend secondary education which in turn has led to the

increase in secondary school leavers who seek university education. This annual increase in secondary school leavers represents a great challenge for the government which is met by increasing the number of students who are admitted to the universities regardless of considerations concerning the policy of university education and regardless of the numbers which are first decided to be admitted by the Higher Council of the Universities.

B. Parental attitudes; play an important role in the admission process. Their effect may take the following formula:-

a) Parents who never saw the inside of the university insist in attending their children the universities. This is noticeable in rural areas which were deprived in the past from the right to learn till the higher level.

b) Some parents interfere in choosing the faculties for their children of which they have good impression, or the faculties which they themselves had never been to.

c) Some parents advise their children not to choose the faculties whose graduates are surplus to requirements to avoid their unemployment period.

As a result of parental attitudes, some students are admitted to faculties which are not their real choice, parents arrange individual lessons for their children to get better grades in the General Secondary Certificate Examination in order to attend the faculties they themselves prefer - then in some cases students leave these faculties because they discover that the courses they study do not fit their abilities and aptitudes.

This is considered to be ^{one of} the reasons for drop-out ^{from} universities particularly after the first year, because students choose the faculties in the light of their parents' attitudes which are not real choices.

This problem is stated by Professor Yousif Salah El-Din Kotb when he says:-

"quite a number of such students fail to continue their higher education despite their higher grades in the final General Secondary Certificate Examination."³⁰

Accordingly, depending only on the results of the GSCE may result in the admission of some students to the unsuitable courses.

c. Students attitudes play a major factor in the admission process and are among the reasons which are responsible for the overcrowding of certain faculties and the neglect of others. The foremost attitudes are :-

Some students give preference for the faculties which lead to high status in society regardless of their abilities and interests in these faculties. This has been noticed recently in the pressure on certain faculties such as those of Medicine, Engineering and Pharmacy. And there has also been an increase in numbers who wish to attend the Faculties of Education because the teaching profession would enable them to work in Arab and African countries for financial benefits and after the spread of coaching all over the country at all educational levels.

Some students avoid choosing the faculties which lead to the possibility of eventual employment in isolated areas because of the

hardship conditions of living there. So students think seriously before completing their choices' card about avoiding choosing the faculties which may lead to employment in Upper Egypt, The New Valley, Western desert or Red Sea, these faculties are, Agriculture, Veterinary Medicine, Mining and Petroleum, Department of Geology in the Faculty of Science.

Sometimes, students are tied to a specific city because they cannot live far away from their families. In this case, students make all their choices among the different faculties in their city or the nearest city to them ignoring their real choices, an example can be given, students might first choose the Faculty of Engineering at Cairo University, then their subsequent choices are those of Medicine, Pharmacy, Science Agriculture and so on, all these faculties being in Cairo University. The same situation happens with students who live with their families in Tanta - Mansoura - Assyot, Alexandria and so on.

Sometimes students do not put on their choices the faculties in which the rate of failure and drop-out have been very high in former academic years, ^{for} ^{has} ^a this given them a bad impression on these faculties.

Students who are not admitted to the faculties they put as their first choices, and those with low grades, accept to be admitted to any faculty or higher technical institute whatever their studies are, rather than staying at home without any jobs because general secondary education does not qualify them to such kinds of jobs. Most of those who are admitted to intermediate technical institute (2 years) try again the GSCE, just to attend a university faculty.

D. The imbalance between arts and science secondary school leavers creates more problems for the admission process. The number of enrolments in ^{the} science division ^{is} more than art division, this in turn has resulted in an imbalance in secondary school leavers as shown in the following table.

Table 5-6 Numbers of Arts and Science Secondary School Leavers in Egypt from 1966-67 to 1971-72

Year	Secondary Science	Secondary School Leavers Arts
1966-67	52,316	16,030
1967-68	51,325	23,772
1968-69	62,411	24,526
1969-70	64,225	28,388
1970-71	56,485	22,376
1971-72	64,544	29,444

Source: A.R.E. A Statistical Abstract, Cairo Central Agency for Public Mobilisation and Statistics 1973, p. 136.

It is seen from the above table that there is an imbalance in secondary school leavers between science and arts divisions. This large number of science division has led to the pressure on science faculties within the universities such as Medicine, Engineering, Pharmacy, Agriculture etc. These faculties cannot absorb all science secondary school leavers. To solve these problems, some of those students are admitted to the faculties of Arts and Law for which they have not been prepared during their secondary education, in other words there is

no link between courses they are going to study and the courses they studied in secondary level.

E. Political interference in the admission process by forcing the universities to admit numbers of students over their capacities, this happens to solve the annual increase in secondary leavers which represents an annual problem for the government (see Table 5-5).

F. Lack of unified policy in projecting the annual admitted numbers of students to the universities. An example can be given of Cairo University, The decision of the numbers admitted goes through three stages, these numbers vary from one stage to another as shown in the following table.

Table 5-7 Numbers of students admitted to Cairo University in 1976-1977

Faculty	Nos projected by the UC			Nos projected by the HCU			Actual members admitted		
	Science	Arts	Total	Science	Arts	Total	Science	Arts	Total
Arts	100	1400	1500	100	1500	1600	108	1536	1644
Law	300	1200	1500	300	1500	1800	327	1538	1865
Commerce	1300	700	2000	1300	700	2000	1275	707	1982
Economics	300	100	400	300	200	500	296	200	496
Archaeology	150	150	300	100	200	300	94	187	281
Mass Communi- - cation	100	150	250	100	150	250	117	161	278
Dar-Al-Ulum	480	600	1080	480	600	1080	521	646	1167
Science	500	-	500	500	-	500	510	-	510
Medicine	600	-	600	800	-	800	814	-	814
Pharmacy	150	-	150	200	-	200	205	-	205
Dentistry	100	-	100	150	-	150	161	-	161
Agriculture	600	-	600	800	-	800	806	-	806
Veterinary	350	-	350	350	-	350	372	-	372
Engineering	800	-	800	100	-	1000	1004	-	1004
Education	200	100	350	200	150	350	197	150	347
"Fayoum"									

Source: Cairo University Statistical Administration 1977.

It seems from the above table that there is no fixed policy for projecting the numbers who are annually admitted to the universities, so each University Council with the agreement of the faculties, project certain numbers to be admitted to the university faculties then the Higher Council of the Universities increases the numbers in some faculties and decreases them in others, then finally the actual numbers admitted are different from what has been decided by the University Council (UC) or The Higher Council of the Universities (HCU). The question which must be asked here is, according to what measures the numbers decided in each stage, and what are the reasons behind the discrepancies of the actual number in the table 2. This question will be discussed in the following chapter.

G. The increased social demand for university education among all classes, this demand has been reinforced by the following:-

- a) The high social prestige attached to university degrees particularly by the lower and middle classes who were before the 1952' Revolution unable to join their children to the universities.
- b) Raising the standard of living among the working and farming classes which makes them able to afford the expenses of educating their children till the university level.
- c) Policy of guaranteeing full employment for all university graduates. This policy which has been adopted by the government since 1961 has resulted in the annual increase in students who seek university education as it has become a means of securing jobs for graduates.
- d) Pricing of qualifications; giving wages according to the certificates reinforced the demand among young people to go to the university as holders of university degrees are ^{more} highly paid than those with

secondary level certificates. This policy of wages was strongly criticised by The University Division in the National Council for Education, in a report on the admission policy, it says :-

"prevalent wage policy which combines the qualifications, i.e. the university degree and not performance at the work, with the wage, a thing which we, alone, of all the countries of the world, socialist or capitalist, do."³¹

e) The increased demand for university education has also been reinforced by the social imitation by which families look to each other, and young people want not to be less than their somewhat better neighbours or relatives. Moreover, the university degree has a great influence in social life to the extent that a young man may find it difficult to marry a middle-class girl because he is not a university graduate.

All these driving forces of the social demand for university education have put more pressures on the government to satisfy the wishes of the people. Furthermore, under the increased pressure of public opinion, the universities have become an open door for all secondary school leavers.

H. The General Secondary Certificate Examination itself is an important factor in the admission policy as it has become competitive among students to get high grades which allow them to attend the universities. This competition among students had led to the spread of coaching in different subjects. This has put a financial burden on parents, ^{and} as a result high marks are gained by students each year, which in turn ^{has} resulted in an increased pressure on the Faculties of [^]Medicine, Pharmacy and Engineering. Moreover, the average of grades

gained by secondary school leavers vary from one year to another so it is sometimes too difficult to satisfy the wishes of those who choose the above faculties. This situation has emerged because the admission to the universities is mainly based on the results of the GSCE. Dependence only on that examination is criticised in the following chapter.

I. The imbalance between the expansion of secondary and university education particularly in the regions. Now, in Egypt, the direction of the policy of university expansion has established new universities in the regions in order to relieve Cairo and Alexandria Universities and to relieve parents financially, but

the expansion of secondary education in the capital and the big cities is larger than that of other districts. This imbalance creates more problems to the COA in the distribution of students according to the demographical admission policy which has been approved by The Higher Council of the Universities. This imbalance is shown in the following table.

Table 53 Rate of increase in secondary education enrolments in Egypt. From 1968-69 to 1980-81

Governorate	% increase from 68-69 to 74-75	% increase from 74-75 to 80-81	Governorate	% increase from 68-69 to 74-75	% increase from 74-75 to 80-81
Cairo	24	37	Domietta	119	29
Alexandria	37	42	Sharkia	38	29
Behera	66	40	Giza	31	38
Gharbia	36	28	Fayoum	91	44
Kafr El-Sheikh	65	32	Menya	56	20
Monofia	31	19	Assuit	39	59
Kaloubia	45	34	Sohag	71	48
Dakohlia	43	35	Kena	83	57
Motrouh	71	68	Asswan	89	80
New Valley	67	126	Red Sea	46	106

Source: Hozien, Soliman: A New Map for the Distribution of University Education in A.R.E till 1981. A project presented to the NCE, Cairo, December 1975 p. 14. (Arabic text).

The above table shows an increase in enrolments in Cairo, Alexandria, New Valley, Giza and Asyot, at the same time there is a decrease in the other governorates. The direction of university expansion is to establish new universities in the regions to cover all over the country, and admitting students to the faculties which are situated in their area, but the universities in the big cities such as Cairo and Alexandria cannot admit all secondary school leavers because of their high rate of increase, consequently students in these cities choose faculties in other areas and after the first year they move again to their home cities. At the same time it seems from the table that there is a decrease in the rate of enrolments in secondary education in Kafr El-Sheikh - Monofia - Kaloubia and Fayoum. Nevertheless, new faculties have ^{been} established in these cities as ^a start to new independent universities.

The implications of these discrepancies shown in the table are as follows;

- a) the expansion of regional universities should take place according to the rate of expansion of secondary education in each region.
- b) There is a need for controlling the expansion of secondary education in the big cities.
- c) admission of students to regional universities should be done in the light of the actual need for university graduates, not just to absorb secondary school leavers in each region.

5. Conclusion

As pointed out in this chapter, the issue of admission to university education is today one of the major concerns of those responsible for educational policies in general and planning for university education in particular. Furthermore, the factors which influence admission policies have received more attention from educational planners such as the increased social demand for university education, democratisation of education up to university level etc. Admission systems vary from one country to another, in countries which follow selective admission system, there is a filter process between secondary education and the university. In other words, not all secondary school leavers are accepted for certain reasons which were discussed in the course of discussing admission policies. Some countries follow this system e.g. U.K., Spain, Brazil etc.

In countries which follow ^{the} open admission system, all those with the appropriate secondary education certificates have the right to attend the universities without any restrictions. So there is a response to the increased social demand for more university places. Among countries which follow this system, ^{are} Italy, France, Egypt.

In some countries, there is a mixture of the above two systems where there are some restrictions on the admission to some faculties while others are open as in e.g. Sweden and Netherland.

With regard to Egypt, admission to the universities is open to all secondary school leavers who get the required marks in the General Secondary Certificate Examination (GSCE).

The admission policy is influenced by certain factors which

can be summed up as follows:

a) The increase in enrolments in general secondary education has resulted in an annual increase in secondary school leavers who all wish to attend university education. This annual increase in secondary school leavers has become an annual national problem which faces the Government and The Ministry of Education. So through the Higher Council of Universities (HCU), the government increases the numbers of students admitted to the universities as much as possible regardless of any consideration of the capacity of the faculties, the availability of human and material resources e.g. teaching staff, buildings, laboratories etc.

b) As social demand for university education has increased as a result of some changes in the society as well as some steps which were taken by the government to democratise education at all levels, the admission process is carried out in the light of the numbers who want to go on to the universities, it ignores the requirements of manpower of each course.

Furthermore, the government responds to the people's demand to establish regional universities or faculties regardless of the bases of the planning process. This political response has resulted in a severe situation in these regional universities which represents a threat to the standard of university graduates. It seems from what has been stated in this chapter that there is no manpower plan upon which admission can be based, there is an over response to the social demand for university places as well as the lack of unified policy in deciding the numbers admitted to the universities. Moreover, the universities lack their autonomy so they have NO freedom to

accept or reject any students according to such measures put by their academic boards as well as deciding the numbers in the light of their available facilities.

It seems now that the present system of admission has certain shortcomings which will be discussed in detail in the next chapter.

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CHAPTER SIX

CRITICAL APPRAISAL OF THE PRESENT

ADMISSION SYSTEM

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After explaining the admission procedures to Egyptian Universities and the factors which influence the admission policy, it is important to examine the present admission system in order to find out its shortcomings and to suggest the necessary reforms.

The argument in this chapter is focused on two major issues, first : admission policy, second : admission procedures.

The critical appraisal of admission policy covers the following:

1. Admission policy and manpower demand
2. The availability of human and material resources
3. Universities' autonomy
4. Projecting numbers of students
5. The open door policy

The critical appraisal of admission procedures covers the following:

1. System of exemptions
2. Students' guidance
3. External system
4. The present choice card
5. Admission of science division students to some humanities faculties e.g. Arts, Law, Dar Al-Ulum (House of Sciences)
6. GSCE as a criterion for admission

1. Admission Policy

1.1 Admission policy and manpower demand

There is no clear plan to gear the admission policy to the requirement of manpower needed for the national development plan, as a result of the lack of ^a manpower plan, the number of students admitted to the universities is over increased regardless of the actual need for graduates, as the policy of the government to make university education available for all secondary school leavers.

This point was strongly emphasized by some Presidents of the universities, Deans of The Faculties in Cairo and Mansourah Universities, and even the staff of The Higher Council of Universities, all of whom stated that there is no manpower policy which should be related to the admission policy, the numbers of secondary school leavers are imposed on the universities and they have no choice so they have to accept them as the government is the only sources of finance.

Evidence can be given to show the lack of such co-ordination between manpower demand and the admission policy. The planning division of the Ministry of Agriculture fixed the number of agriculture graduates required for all sectors of the Ministry for some years ahead, at the time that there is a steady increase in the number of enrolments in the Faculties of Agriculture in all Egyptian Universities as shown in the following table.

Table 6 - 1 Enrolments in The Faculties of Agriculture and Nos. of graduates required from 1977-80

Year	No. of Enrolments	Nos of graduates required for the plan
1977-78	10 620	3010
1978-79	10 702	3617
1979-80	11 411	4350

Source: a) A.R.E. Ministry of Education. op.cit. N.D. Table
 b) Ministry of Agricultural, Nos. of graduates required for the plan till 1980. Division of Planning, Cairo November 1977.

It is seen from the table that the number of enrolments far exceeds the number of graduates required for the Ministry's sectors.

The question to be asked here is, if the number of graduates is fixed by the Ministry of Agriculture according to its sectors' demand, why the Ministry's plan is not considered by The Ministry of Education and the Higher Council of Universities?

During a personal communication with the under-Secretary of The Ministry of Agriculture for Planning, he answered this question by stating "The Ministry has no link with either the Higher Council of Universities or the Faculties of Agriculture". He added "The Ministry does take part in projecting the numbers who are annually admitted to the Faculties of Agriculture, at the same time the numbers of graduates are imposed on the Ministry to employ them regardless to the availability of jobs for the majority of them."¹ It seems that even the plans of manpower which are projected by the ministries are entirely ignored when planning for the admission policy.

It is well known that in socialist countries, e.g. U.S.S.R., Hungary, the numerus clausus system is adopted. This system ensures the equilibrium between the number of applicants admitted to the universities and the manpower needs of society, i.e. the relation between input and output of universities. In this respect Gyorgy Adam states:-

"The abolition of numerus clausus rules would be a shamegalitarian measure, resulting in a high level of student wastage, a rising number of frustrated young people and an increasing mass of poorly trained graduates who are unable to find employment."²

If there is no relation between the number of graduates and the number of available jobs, there will be a waste of money, shortage of such resources for teaching the more capable students and a considerable difficulty for graduates in finding employment to match their degrees.

With regard to the case of Egypt, the lack of such manpower plan has resulted in the flow of graduates who are surplus to those required. This problem of unemployment among university graduates was clear in 1961, accordingly, a Republican decree was issued concerning an employment guarantee for all university graduates in 1962.

In 1965, The Ministerial Committee For Manpower (MCM) set up a long-range plan for admission to the universities till 1980 to avoid unemployment among universities graduates. For instance, the Committee recommended that the number of students admitted to the Faculties of Arts should be decreased because of the surplus of their graduates which reached, 12,000 in 1965,³ nevertheless the number of students enrolled in all the Faculties of Arts increased from 15,899 in 1971-72 to 19,703 in 1972-73 and reached 43,624 in 1976-77.⁴

More evidence for the lack of manpower plan, although the Ministerial Committee recommended that the number of students admitted to the Faculties of Law should not exceed 200 each year, nevertheless, the number of students enrolled in all the Faculties of Law increased from 21,323 in 1972 to 26,018 in 1973-74 and reached 41,226 in 1976-77.⁵ Moreover, the projected numbers amounted to 36,515.⁶

The surplus of graduates is also existed among agriculture graduates, according to the report of the Ministry of Agriculture in December 1976,

there were 11,000 graduates surplus to those required. They were imposed upon the Ministry to distribute them among its sectors most of them being paid for doing nothing.⁷

It has been noticed during the last few years that unemployment has increased among the graduates of the Faculties of Arts, Law and Commerce, so they have to wait from 2 - 3 years till they are appointed. When they are appointed most of them hold jobs which are not related to their specialisations. In other words there is disguised unemployment among those graduates.

This problem was given more attention in the Speech of The President of the Republic on 17.8.79 in Alexandria when he states:

"It is impossible to admit 80,000 students to the universities each year, at the same time it would be impossible to employ 20,000 graduates annually, most of them are paid for doing nothing. And he strongly emphasized that if this policy continues, it will lead to the ruin of the country."⁸

In spite of this worse situation, the projected numbers of students to be admitted to the Faculties of Arts, Law and Commerce is steadily increasing as shown in the following table.

Table 6 - 2 Projected Numbers to be admitted to The Faculties of Arts, Law and Commerce according to the Five Year Plan 1975-76 - 1979-80

Year Faculty	1975-76	1976-77	1977-78	1978-79	1979-80
Arts	9,576	10,332	12,290	13,357	14,796
Law	9,637	10,505	11,683	11,684	13,148
Commerce	17,616	19,030	21,433	22,787	24,553

Source: A.R.E. Ministry of Education. op.cit.

The question to be asked here is, if there is an annual surplus among those graduates ^{has} why the annual number admitted increased? Are these faculties used as an outlet to solve the annual problem of secondary school leavers?

If the policy of admission continues to give priority to the social demand rather than considering manpower requirements, this will lead to the following consequences:

- a) Further increase in the numbers of unemployed graduates which in the long run will have become a serious problem to be solved.
- b) Waste of financial resources of the country, so the money is spent on educating those students for doing nothing after graduation.
- c) Lowering the quality of graduates because the limited resources are distributed among large numbers of students.

Here again, an important question should be asked of those who plan for admission to the universities; does the democracy of university education mean that these large numbers of students should have the chance for admission to the universities beyond their capacities.?

In the writer's view, the most important element of the principle of democracy in education is to ensure for students a better atmosphere for learning and to train them so as to be productive in their society. In this respect it would be useful to quote what has been said by Prokofiev, Federal Minister of Higher Education in the U.S.S.R. when he was replying to those who criticised the numerus clausus system of admission adopted by his country, he states:-

"Some colleagues from capitalist countries are anxious whether under this system the rights of man to an education are not infringed? Is it right they usually ask, if 15,000 young people say, want to study Law while you accept only 8,000? We shall

reply to this question by another question;
Do you think it right if the higher school
graduates - several thousands Lawyers -
are not able to find work in their line"?⁹

The U.S.S.R' Minister here explains that the "numerus clausus" helps to avoid unemployment among universities graduates. Then he adds:-

"Is it more democratic to tell a young man to think of another speciality rather than to train him to be a superfluous specialist."¹⁰

This passage of the Minister makes it clear that the "numerus clausus" established in accordance with the needs of the plan, is a basic principle of educational policy and not a result of restricted means.

With regard to Egypt, this "numerus clausus" system is required to be applied to produce an equilibrium between the numbers admitted to the universities and the manpower demand. The following are some reasons in favour of applying this system in Egypt.

a) Egypt cannot afford providing the required financial resources to cover the expenses of the large numbers of students who are annually admitted to the universities.

b) The government guarantees a job for each university graduate, so there should be equilibrium between available jobs and the number of graduates because both unemployment and disguised unemployment are dangerous to the national economy.

c) Egypt cannot afford wasting its limited resources by spending money on unwanted courses particularly in some humanities courses, and then graduates have to stay at home without jobs for several years, this long period of waiting doubtless affects their ability to do their jobs properly.

d) As Egypt adopts "planned economy" policy, so there is an urgent need for adjusting the admission policy to the requirements of the economic plan.

1-2 Admission policy and the availability of human and material resources

The present admission policy does not take into consideration the availability of human and material resources within the universities. Large number of students are admitted annually, as a result lecture theatre and classrooms have become overcrowded. This is obvious in the Faculties of Commerce, Law and some departments of the Faculties of Arts. It seems that the Ministry of Education wants to accommodate as many secondary school leavers as possible. Even in the science faculties such as those of Medicine, Pharmacy, Agriculture and Engineering, etc. large numbers of students are admitted regardless of the provision of such facilities e.g. staff buildings and equipment.

In this respect it is important to state what has been said by Hamdy El-Sayed the chairman of the Medical profession syndicate in Egypt during ^a personal communication on 22.7.79, he said that ^{if} more students are admitted to the Faculties of Medicine beyond the capacity of the existing facilities, this will affect the quality of doctors, and he strongly opposed the direction of the expansion which is taking place before equipping the existing faculties. He added that in order to improve the quality of Medical graduates, restrictions should be placed on admitting students to the Faculties of Medicine.

The writer supports Dr. El-Sayed's view as many countries have

placed restrictions on access to medical faculties e.g. France, Germany, Sweden and Netherland.

1-3 Admission policy and universities' autonomy

Egyptian Universities do not enjoy their autonomy in terms of having the right to decide the numbers who can be admitted in the light of their available facilities, or having the right to accept or reject students according to the academic standard required to each university course.

The autonomy of the universities is limited by the interference of the government in the admission policy for political reasons, so it opens the universities to large numbers of secondary school leavers under the pressure of public opinion ignoring any decisions taken by the Universities' Councils and the Higher Council of the Universities.

The dangerous result which could happen if the universities refuse to admit these large numbers, is that the state could threaten to cut down their financial resources, so the universities are obliged to accept all those students imposed upon them through the co-ordination office.

The lack of autonomy of the universities was strongly criticised by The Deans of Cairo and Mansourah Universities as well as the staff who completed the questionnaire (see Table 17 in Appendices 3 & 4) e.g. during personal communication with The Dean of Mansourah Faculty of Education he stated that the universities have become overcrowded with students because of the lack of freedom which should be given to the universities to decide the numbers in the light of their available facilities. He further emphasized that the undue political inter-

ference in university admission policy is behind many problems which are facing the faculties.

This overdue government interference has resulted in the following consequences:

- a) Admitting large numbers of students beyond the capacity of the faculties.
- b) Admitting students with low marks in the GSCE who are not fit for university study.
- c) Lowering the quality of university graduates. This consequence was emphasized by The Minister of Education when he called the attention to decreasing the numbers admitted to the universities in order to keep for Egyptian Universities their international standing.
- d) An increased flow of university graduates who are surplus to those required.

1.4 Projecting numbers of students

There is no clear or unified policy when projecting the numbers of students who are annually admitted to all the universities' faculties. The Higher Council of Universities asks all the faculties to estimate the number of students who can be admitted to them according to the available facilities, e.g. number of staff, classrooms, lecture-theatres, laboratories etc. Each university collects its faculties' estimates and sends them to The Higher Council of Universities. It is worth mentioning that the University Council may alter the projected numbers by the faculties before sending them to the HCU.

Then after the announcement of the GSCE' results, the Higher Council of Universities decides other numbers in the light of the

numbers of secondary school leavers. It seems that the Council's main concern is to absorb as many students as possible. For example after the announcement of the 1979 GSCE' results, the numbers projected to be admitted were 65,000 students, later on The Higher Council of Universities increased the numbers to 88,000.¹¹

Moreover, the actual numbers admitted are different from those that have been decided by both the Universities and The Higher Council of Universities. An example for Cairo University has been given in chapter 5 Table 5 - 7.

More evidence can be given to show the instability of the policy of deciding the numbers of students who are annually admitted to the universities, as shown in the following table.

Table 6 - 3 Projected Nos and actual Nos of students admitted to Egyptian Universities in different years

Year	Nos. projected	Nos. actually admitted	Year	Nos. projected	Nos. actually admitted
1960-61	11 750	15 202	1966-67	16 955	15 360
1961-62	11 460	15 198	1967-68	19 910	16 800
1962-63	11 250	15 692	1968-69	-	23 696
1963-64	14 775	26 621	1969-70	28 369	28 369
1964-65	-	24 202	1970-71	20 165	30 765
1965-66	18 400	18 063	1974-75	40 000	66 000

Source: Ministry of Education. The Higher Council of Universities, Cairo 1974.

It is seen from the table that there is no stable policy when projecting the numbers admitted, so in the years 1966-67 and 1967-68 the numbers actually admitted are less than those actually projected, in the

meantime there is an annual increase in secondary school leavers.

In the other years, actual numbers are higher than those projected by The Higher Council of Universities.

The question to be asked here is, how the numbers are projected by The Higher Council of Universities? and why the actual numbers are different from those projected?

During personal communication with the Head of Planning Division of The Higher Council of Universities he answered the above question when he said "There is no clear policy, The Higher Council of Universities decides the numbers in the light of the numbers of secondary school leavers. He added "there is no manpower plan which can be considered when deciding the numbers." He gave an example for his answer, when he stated that one of the faculties fixed the number which can be admitted at 250 students, the Co-ordination Office raised it to 750 students, and this is clear in the Faculties of Law, Arts and Commerce where the numbers of students admitted have been increased by thousands more than those decided by these faculties.

1.5 Admission and open door policy

The open door policy of admission has resulted in large numbers of applicants for university courses every year, ^{for} the government has made university education accessible and an absolute right to all secondary school leavers by abolishing all financial, social and economic barriers which prevented the majority in the past from attending the university, this policy has resulted in the following consequences.

- a) Increased social demand for university education among all

classes especially among the working and farming classes who have become able to afford sending their children to the universities.

b) Burdening the faculties with duties far exceeding their capacities, this doubtless would affect the performance within these faculties.

c) Admission of students with low marks in the General Secondary Certificate Examination. Most of those students are not fit for university studies. This lowering of admission standards is a result of giving priority to quantity rather than quality of university education, so The Ministry of Education, through the Co-ordination Office, decreases the minimum marks required for admission particularly to humanities faculties in order to allow more students to be admitted to the universities regardless of their abilities to carry on and finish their studies successfully.

This point is emphasized by Frank Bowles when he says:

"Universities are almost everywhere faced not only with growing numbers of qualified candidates, but also with growing numbers of candidates who are not adequately equipped for the existing requirements of higher education."¹²

d) Raising the aspiration among those who are admitted to technical intermediate institutes, and those secondary school leavers who do not get admission to the university, to try the GSCE in order that they may be admitted to one of the university faculties.

e) The open door policy of admission to the universities has encouraged preparatory school leavers to attend general secondary education as it leads to the university (see Table 5 - 3).

2. Admission Procedures

2.1 Admission and system of exemptions

With regard to the system of exemptions, (see chapter 5) the following are the shortcomings of this system.

a) It undermines the principle of equality of educational opportunities adopted by the government.

b) It allows students with low grades in the General Secondary School Examination (GSCE) to attend such faculties which cannot be attended by other students because of two or three marks. For example, under the system of exemptions some students with 50% of the total marks can attend the Faculties of Medicine, meantime students with 85% or 90% in some cases cannot find places in these faculties. The same situation can be applied to the Faculties of Engineering, Pharmacy, Dentistry and so on.

c) Those students show poor performance during the first year of their studies and show no progress. In this respect, it is necessary to describe a study which supports the above statement.

A follow up study for these students who are admitted to the universities according to their athletics championship or who have distinguished themselves in the field of social services, showed that

"most of those students failed with "very weak" in their first year and in turn dismissed, because most of them were admitted to the faculties of Medicine and Engineering according to their championship apart from considering their academic standard."¹³

Furthermore, although the number of places given to exempted students is fixed (see chapter 5), but the actual situation shows the opposite, so in some faculties the number of exempted students is approaching the number of students who are admitted according to the

regulations of the admission procedures, in others the number is higher. Evidence can be given in Tanta University.

Table 6 - 4 Nos of students admitted and Nos. of students exempted in Tanta University in 1977-78

Faculty	No. of exempted students	Nos admitted according to the regulations	Total	% *
Medicine	39	427	466	8
Dentistry	35	51	86	59
Pharmacy	36	55	91	60
Science	29	318	347	8
Education Kafr-El-Sheikh	30	125	155	24
Education	31	410	441	7
Agriculture Kafr-El-Sheikh	31	513	544	6

* % of those exempted to the total number admitted.

Source: Tanta University. Department of Statistics 1977-78 academic year. Tanta, T.U.P. 1977.

It is seen from the table that the number of exempted students who were admitted to The Faculties of Pharmacy and Dentistry is near to the number of those who were admitted through the Co-ordination Office, and the number of exempted students admitted to the other faculties exceeds the number of places fixed by The Higher Council of Universities.

2.2 Admission and students' guidance

There is a lack of guidance given to students early enough before admission to the universities students at secondary level, lack of information on the nature of each university course and the future

career. Such a lack of guidance results in making unrealistic choices and loss in motivation.

In this respect Sanyal explains the importance of career guidance before attending the university when he says:

"in order to channel the students to fields of study needed for economic development, career guidance is an important mechanism. The degree of availability of such guidance, the methods and their usefulness should therefore be known if the planning of higher education has to incorporate the planning of career guidance."¹⁴

This lack of guidance which should be given to students, is due to the lack of close link between the universities and secondary education in spite of its importance in the admission process. In this respect Gyorgy Adam states:

"experts in education policies underline that access to higher education cannot be separated from secondary school, because very important selection processes occur already there."¹⁵

Furthermore, university staff should be involved in secondary school policy because "changes in secondary education and their influence on admission to the universities merit more attention and careful analysis."¹⁶

The lack of guidance provided for students at the secondary level results in many cases in the wrong choice made by secondary school leavers and in turn they become dissatisfied and uninterested in their studies.

In this respect it would be useful to state what is done by The Universities Central Council on Admission (UCCA) in the U.K. it provides secondary schools with enough information on the requirements for each university course and its future career opportunities. This

information is sent to school quite early before applying for the UCCA,

, Similar guidance is needed in Egypt, The universities should announce in advance the subjects enabling students to be admitted to them, so that students may make choices in accordance with such announcements at the very outset when they first get enrolled in the general secondary school and particularly in the last two years.

2.3 External system of admission

As the pressure for admission was and ^{is} still so great that some secondary school leavers could not be admitted to the universities as regular students, accordingly, in 1953, the system of external students was introduced. According to this system students are not allowed to attend lectures and lessons. They study at home and have to enter the same examination with regular students.

This system has certain shortcomings:

a) These students are admitted to the Faculties of Law, Arts and Commerce which ^{have} absorbed large numbers of regular students, As a result these faculties have become overcrowded with students beyond their capacities and more duties and responsibilities have been put upon the staff, particularly when preparing for the examination, and marking thousands of papers.

b) The students are admitted to the faculties whose graduates are surplus to those required.

c) This system adds more graduates who are not properly qualified because they were never in continuous contact with their teachers "their generally low abilities can be seen in the results of the university examinations, on which they have a very much larger failure

rate than the regular students. Similarly, their rate of withdrawal before completing their studies is high."¹⁷

d) Most of the external students cannot attend the classes of lectures or even to contact with the staff because they are engaged in work, so they depend entirely upon themselves without supervision or advice from the staff. So this system is described by Szyliowicz as "an extreme form of the 'do it yourself' approach to higher education."¹⁸

As a result most of them are frustrated because of their poor performance and in turn leave their studies.

c) Large numbers of external students who are admitted to the Faculties of Arts and Law, are from Science secondary section who are not well prepared for studying in these faculties.

2.4 The present choice card of admission

According to the present procedures of admission, applicants who apply in the first stage of admission have to complete 20 choices, those who apply in the following stages have to complete 32 choices. This system certainly has shortcomings.

a) Students find it difficult to fill the Card of Choices. They put down their favoured choices but the card has not been completed yet. They hesitate to complete the card lest they should be admitted to one of the faculties, or intermediate institutes which are against their interest. But they have to complete it.

b) In many cases students are admitted to such faculties or intermediate institutes in which they are not interested.

c) Some of those students accept the offer and try the GSCE again in order to get better grades which may enable them to attend their

favourite faculties. Others refuse the offer and try the GSCE as regular or irregular students in order to get the grades required for admission to their preferred faculties.

This system of choice is criticised by A. Abd El-Razik (former Minister of Education) who supervised, at the same time, the Co-ordination Office of Admission for several years. He states:

"It is unhuman matter to oblige students to fill in 32 choices among 150 faculties and higher institutes."¹⁹

2.5 Admission of students of Science Division to some Humanities Faculties e.g. Arts, Law, Dar Al-Ulum.

As a result of the imbalance between arts and science secondary school leavers (see Table 5 - 6). The number of science division leavers far exceeds the available places in science faculties, so large numbers of secondary school leavers in the science division, are admitted to the faculties of Arts, Law and Dar Al-Ulu, (house of Sciences) for which they are not well prepared during their secondary studies or in which they are not really interested because these faculties may not be their real choices. It seems that these faculties are used as an outlet for the problem of the annual increase in ~~students~~ the of science division who are surplus to the need of Scientific Faculties.

2.6 The General Secondary School Examination as a criterion for admission

Dependence on the total marks gained by students in the GSCE is not enough to show that they are fit for university education and have

the required abilities and aptitudes.

Considering the GSCE as the sole criterion for entry in university education has bad effects and influences, the following are some;

a) The examination has become an objective in itself, therefore, the whole educational process has been affected by this view.

b) The examination is mainly an achievement test. In this respect KOTB describes this examination when he says:

"It does not measure any attitudes, ways of thinking, interests and skills which are actually of equal importance in the educational process. This encourages students to neglect all these aspects and to exert all their efforts towards memorisation."²⁰

c) Coaching in most subjects has become prevalent since each student aims at gaining better grades which may enable them to attend the universities. This has put ^a financial burden on families, but only those who can afford payment for these lessons can make use of ^{choaching} and this in itself undermines the principle of equality of educational opportunities because underprivileged students do not have an equal chance to get better grades, and in turn they do not have an equal chance when attending the universities.

d) Because of the importance given to the examination, most students show worry or anxiety and major neurotic symptoms in addition to the increasing tension of the families prior to the examination. This atmosphere of worries affects in some cases the students' performance in the examination.

e) Since the GSCE has become a competitive way to attend particular faculties such as, Medicine, Engineering, Pharmacy, Dentistry because of their financial and social prestige, students who gain

the highest grades chose these faculties as their first choices regardless of their actual capacities and interests,

Here again KOTB comments on the result of that aspect when he says:

"Consequently quite a number of such students fail to continue their higher education despite their higher grades in the final secondary school examination."²¹

Evidence can be given to support that view by showing the number of students who were dismissed from their faculties after the first year. The case of Tanta University is shown in the following table.

Table 6 - 5 Nos. of students dismissed from their Faculties in Tanta University after the first year, from 1973-74 to 1976-77

Year Faculty	1973-74		1974-75		1975-76		1976-77	
	Nos. admit- ted	Nos. dis- missed	Nos. admit- ted	Nos. dis- missed	Nos. admit- ted	Nos. dis- missed	Nos. admit- ted	Nos. dis- missed
Medicine	500	6	475	21	400	10	356	22
Dentistry	-	-	-	-	50	5	50	6
Pharmacy	-	-	50	1	50	4	50	6
Science	250	9	275	8	275	13	250	23
Education	-	-	-	-	575	45	650	61
Commerce	1000	17	1000	4	1100	52	1000	41

Source: A.R.E. Tanta University, Statistical Administration 1977.

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It is seen from the table that the phenomenon of dismissed students is clear in the faculties of Medicine, Pharmacy and Dentistry although they gained the highest grades in the GSCE. While the number is steadily increasing in the Faculties of Science and Education.

More evidence for drop out of students, ^{is that} in Ain-Shams University, the rate of wastage is 20% annually.²²

f) Some students who pass the GSCE with low grades usually go through the whole process more than once in order to get better grades.

In this respect KOTB states:

"This phenomenon creates many problems such as a greater class density, inequality in entering higher education and repetitive failure."²³

Because of all these shortcomings of the GSCE, it would be important to conduct such entrance examinations beside the GSCE. If this seems to be difficult at the present because of the large numbers of students, the admission process should take place during the admission of preparatory school leavers to general secondary school.

3. Conclusion

After the critical appraisal of the present admission system, it seems that the admission policy does not take into consideration the actual need of graduates, this has resulted in a continuous flow of graduates who are surplus to those required.

The policy of admission does not consider the availability of human and material resources within the universities; every year large numbers of students are admitted to the faculties regardless of

the provision of such facilities, this has resulted in poor performance of the universities, e.g. poor teaching, very little research, little contribution to the development of the society etc.

The universities do not enjoy autonomy in the admission policy in the sense that they have no right to accept or reject any students according to the academic requirements set up by their academic boards, or even to their capacities.

There is also no unified policy when projecting the numbers of students who are annually admitted to the universities. It seems that the results of the GSCE play an important role in projecting the admitted numbers. The universities have become open doors for all secondary school leavers without any restrictions. This open door policy has resulted in the steady increase in social demand for university education among all classes. This open policy encouraged preparatory school leavers to attend the general secondary school as it may lead to the university. (see Table 5 - 3).

It seems from the critical appraisal of admission procedures that the system of exemption undermines the principle of equality of opportunities as it allows some students with low grades to attend such faculties which could not be attended by other students who may get better grades. There is a lack of guidance given to students early enough before admission to the universities in order to enable them to make up their realistic choices.

More external students are admitted to the Faculties of Arts, Law and Commerce which have already become overcrowded with their regular students as well as the surplus of their graduates. Moreover, most of

those students get the lowest grades in the GSCE. The results of their first year examination show their poor performance as the majority study at home without frequent contact with their faculties.

With regard to the present choice card, students have to complete 32 choices, students are obliged to name some faculties or intermediate institutes in which they are not interested, and in some cases they are admitted to them.

Large numbers of secondary school leavers of science division are admitted to humanities faculties e.g. the Faculties of Arts, Law, Dar Al-Ulum. Those students are not prepared during secondary school to study in these faculties. It seems that they are an outlet to absorb large numbers of science division students who are over the capacity of science faculties.

Dependence on the GSCE results is not adequate criterion to choose students who can succeed in university education. Evidence is given in Table 6 - 5 for those students who get the highest grades in the GSCE and are admitted to the Faculties of Medicine, Pharmacy, Science and Dentistry, Nevertheless they were dismissed after their first year because of their very weak grades.

From all that has been stated above, there is an urgent need for reforming the policy of admission and its procedures. Suggestions for reform are cited in chapter 10.

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CHAPTER SEVEN

UNIVERSITY EXPANSION

WITH REFERENCE TO EGYPT