



Contested Challenges: universities, globalisation and human migration

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Abstract

For more than a decade, scholars have been documenting the shift in global higher education towards greater emphasis on the commercial and political economy side of the academic enterprise (Slaughter and Leslie, 1997; Clark, 1998; Breton and Lambert, 2003; and Bok, 2003). Counter trends have also been described that reassert the universities historic civic missions, through new ventures in civic engagement and civic responsibility. Benson, Harkavy, and Puckett (2007) recently explored in detail the 20-year journey of the University of Pennsylvania's Center for Community Partnerships.

This session reviews an increasingly obvious and emerging set of contested challenges for institutions of higher education, especially when demands for mixed revenue streams confront the realities of what researchers are now labeling the new era of Global Migration. Others have argued that migration, at the levels we are now witnessing across the world, is simply the natural byproduct of globalization and as a

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complex phenomenon it is unlikely to end in this century and maybe ever, becoming accepted as a permanent part of human history. (See, for example, the personal essay by Morris Fahl entitled “All History is the History of Migration” in Eurozine (2007) which expounds on this argument).

If human migration is a new globalization given, it presents a multifaceted test for universities. For migration goes beyond the stranger’s face on the street:

- to identifying populations and motivations of new immigrants and refugees moving towards higher learning,
- to asking exactly what the educational implications of full and partial citizenship rights may be,
- to assist immigrants to join the local, regional and national economies,
- to developing employment opportunities and leveraging resources for shelter,
- to assisting with access to health care and social welfare systems,
- to co-creating, through participative planning and community based research and development, innovative social and educational responses to the life challenges of immigrants
- to preparing the new generation of teachers, social workers and public health workers who are skilled and sensitive to the needs and issues of migrants.

The arrival, presence and continual flow of migrants, no matter their legal or perceived status and sub-categorizations, also calls into question our deepest conceptions of citizenship, the actual practices of participation, and the future of our democracies. It also challenges who the learners actually might be, what their needs are, and how we as institutions serve and interact with new migrants and refugees.

The moment migration flows alter the demographics of regions, cities and communities, systems of education become entangled in the process. Too much of higher education has assumed itself beyond this, largely because university admission patterns and financial supports have not followed the migrant, except perhaps in the United Kingdom (which has a longer, richer history and tradition with all this). Nonetheless, higher education may find itself under-prepared to deal with the new populations, especially in countries with short timelines with migration and aging

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professorates with little or no experience with the multiple cultures represented by new learners entering the classrooms. It is in this space between the classroom and the community where civic engagement has yet to demonstrate what creative forms migration requires, both within the university community and with the larger society.

In its traditional roles as a generator of knowledge and as a research and scholarship incubator, HEIs have acted in customary fashion to respond to the societal demands presented by migration and refugees -- by offering second language programs, establishing interdisciplinary research centers, developing new specialized degree programs and curriculum options across virtually the entire social sciences. Some commentators even have stated derisively that in the process Migration has become another new growth industry for researchers and academics.

No matter, it is still not clear what the incentives and supports for higher education would be (beyond intellectual self interests) for it to become more involved – to embrace migration as a core civic responsibility. Actual campus based projects or partnerships targeted at immigration remain small and have not materialized as broad based models, yet. Even where there are examples, they tend to be in intercultural curricula, after school and/or youth programming, with universities largely providing evaluation support or student interns and/or volunteer labour.

The migration crisis, in all parts of the world, begs for more than conventional academic responses – Migration calls into question deep socio-political and cultural demands for redefining what it means to be a citizen, how often as not disenfranchised migrant populations truly participate in society and under what conditions, and the very nature of democratic societies in times of legislated restraints grounded in arguments guided by public security and the control and management of borders.

My research and practice is at the margins of these dynamics, where the university is slowly being asked to go beyond “observing and studying” migration as a global phenomena, and move towards engagement in direct problem-solving, joining in public policy debates and advocacy, and co-creating with NGOs, government and migration groups long-term applied commitments to immigrant and refugee communities through direct interventions and innovative projects.

As a Fulbright New Century Scholar, my current studies has been oriented



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toward the demographic trends associated with the new populations entering Southern Spain or Andalusia, the communities and settlements they are joining, and how, in particular, higher education as a system is responding to the challenges posed by migration (as a new labour force, neighbourhood residents, children in the schools). Spain is clearly a significant gateway point into the European Union and as a nation has experienced major shifts in policy framing and governmental action around migration statuses in just a decade. Recent demographic studies indicate Spain is now ranked second only to the United States as a destination point for new immigrants, having passed the United Kingdom, Germany and Italy in the last few years. Nonetheless, country reports on immigration and education and educational equity still indicate progress has been incredibly small in terms of teacher preparation, compensatory programs, and indicators of student success.

The primary purpose of my Fulbright New Century fellowship have been to generate deeper understanding among university faculty and academic leaders about how new immigrant populations are impacting schooling and how higher education can become more constructively involved with immigration issues. The research project also has several action elements associated with it, which were intended to draw university actors into partnership with local immigrant communities and NGOs in planning and program development inherent in the education of immigrant children. To accomplish this, regional networks are being formed to bring policy makers, educators, social workers, and NGO representatives together to examine the complexities associated with educating immigrant children in school and community contexts. In the process, several pilot projects in out-of-school education for immigrant children are being designed and a new Community-University Partnership is being formed in Granada to address student school success, literacy skill development, and civic engagement participation.

Though climate change and sustainability may hold the public's attention, on a human level it is migration that challenges our social, economic, political and economic systems – but too few institutions of higher education have recognized this or moved into more innovative and proactive modes of “social entrepreneurship” to respond as partners with other social organizations to positively address the

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consequences of migration. In this session, we will examine what is happening across Andalusia in Spain and elsewhere in Europe and the United States to meet these contested challenges. In the final analysis, there may be few issue that allow higher education to better study and work on the concepts of citizenship, participation and democracy as a community learning opportunity, as Migration does.

“...European companies and universities have made less than optimal use of each other as potential partners. This is part of a general underinvestment by Europe in knowledge creation and innovation. The universities must play their part in rectifying this position by becoming more responsive to the needs of their business, enterprise and other regional partners while at the same underlining that their main focus remains to produce highly qualified graduates. Universities will become more entrepreneurial, when and if they are given the freedom to do so. Industry, and the financial sector, must also learn to work with universities rather than simply taking their knowledge; in particular, they must pay a fair price for the expertise and ideas that they obtain.” – *A Vision and Strategy for European Universities*, European University Association (March, 2006)

“...Neoliberal universities, with little self-reflection, have been harnessed in service to the ‘new economy’ under conditions of *knowledge capitalism* that raises issues of intellectual capital, the ownership of the means of knowledge production, and depends on the encouragement of all forms of capitalization of the self. In the age of global terrorism, when traditional rights are being curtailed and eroded, the neoliberal university is content to pursue business as usual.” -- Michael A. Peters, *Knowledge Economy, Development and the Future of Higher Education* (2007)

“...Today we see a combination of drives to create border-free economic spaces and drives for renewed border control to keep immigrants and refugees out. The context in which today’s effort to stop immigration assume their distinct meaning for me is the current transnationalization of flows of capital, goods, information and culture. Governments and economic actors in highly developed countries are increasingly



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seeking to reduce the role of national borders in such flows, to create transnational spaces. Current immigration policy in developed countries is increasingly at odds with other major policy frameworks in the international system and with the growth of economic integration.” -- Saskia Sassen, *Guests and Aliens* (1999)

Preface to the Future

In the Hospital Real's upper chambers, the fifteenth century administrative headquarters of the Universidad of Granada, hidden away without visible signs or directions, is the famous Biblioteca Antigua of this historic university. In its cavernous halls, built in the great traditions of medieval architecture, rests ancient classics and slowly deteriorating Latin and Roman texts. Only those looking for a quiet study atmosphere find their way here now. Nonetheless, in these hallowed halls, one can still capture a glimpse of this proud university's distinguished past.

Beneath this attic floor, in adjoining wings, sits the current Rector and senior administrative offices for a university now enrolling nearly 60,000 students, with branch campuses all the way into North Africa. This is a university claiming its roots in rich historical past, which has formidably made its way into the modern world, with internationally acclaimed academic programs in engineering, medicine, law and the humanities. It is also a university positioning itself for the unfolding realities of a global economy, with a new unit for regional and international development, and a leadership that imagines Granada gaining a solid foothold in the economic future of not simply Andalusia and Spain but within the entire Med-European corridor.

Barely two hours down the road, along the old Ruta de Caliph, in the once powerful and dominant Moorish capital city of Cordoba, a young woman from Morocco, not quite eleven, sits at her desk in a special after school program for immigrant students. She is learning Spanish as part of an integration and inclusion program managed by the local and provincial school districts with funds received through the regional government in Sevilla. Her interests are measured and almost casual. Languages come easy for her and the homework is not demanding. She eyes the strangers in the classroom with more amusement than anything else.



On the surface, her world, and that of her family's, seems a distant future from the one that the University of Granada is deliberately seeking to construct through public-private investments and an evolving corporate strategy. In less than five very short years -- these two worlds will collide in ways higher education, in general, and Granada, in particular, are ill prepared for.

An Era of Mission Imbalance

For more than a decade, scholars have documented the shift in global higher education towards greater emphasis on academic capitalism and commercialization in universities (Slaughter and Leslie, 1997; Clark, 1998; Breton and Lambert, 2003; Bok, 2003, and Peters, 2007). Multiple explanations have been offered for higher education's new emphasis in this particular globalization project – flat and/or declining governmental funding, translated into institutional demands for mixed funding streams to address growing costs; trends in the market place stressing accountability for the preparation of an educated and competitive labor force; resulting, at this stage, in economic agility as the new dominant ideology moving institutional positioning.

In Europe, and many other parts of the world, university entrepreneurial initiatives are now simply labeled as *Third Mission* and the collected projects lumped under this title serve as a profuse example of how the new academic ideology has grabbed hold and expanded across much of global higher education. Third Mission now refers to core beliefs and subsequent practices that firmly suggest a major contemporary purpose for universities should be to extend the traditional missions of Teaching and Research into the pursuit of the Knowledge Economy through strategic transfer of technology and new discoveries into direct and active partnerships with the corporate community. In the European Union, accompanied with the unwavering endorsement of the European Universities Association (EUA) mentioned above, the Knowledge Economy equates the *Third Mission* to mean positioning the university as a major commercial force and core capitalist catalyst in the local, regional and national, even global, economies. Few universities have failed to heed this call.

With much less public fanfare or mandates, a corollary reaction has reappeared asserting civic involvement is the universities true third mission – this movement calls



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for new and expanded ventures in civic engagement and civic responsibility. This collective effort, almost always less well-funded and heralded, is critical because Civic Engagement now represents a conscious appeal for balance in our universities in an attempt to address seemingly evermore expanding social problems – rising urban growth, persistent poverty, societal illiteracy, poor performing educational systems, health care access, job development for the unemployed and poor, the global HIV/AIDs epidemic, environmental actions for sustainability, and other complex human and socio-economic dilemmas associated with community well being, justice and equity.

The political actors urging universities to respond to this diverse agenda include international networks and associations, select university leaders, news columnists, foundations, think tanks, and public advocates who envision the universities mission as tied to strengthening democratic institutions or increasing civic participation, and developing more active learning through social problem-solving. In a recent example, the Council of Europe, in cooperation with the International Consortia for Higher Education, Civic Responsibility and Democracy, published **Higher Education and Democratic Culture: Citizenship, Human Rights and Civic Responsibility** (Huber and Harkavy, 2007) as a shared global declaration on the democratic mission for universities. This COE sponsored report, emerging from the proceedings and an earlier endorsed statement, outlines a progressive set of democratic commitments for the global university community. This proposal continues COE's earlier projects in the 1990's suggesting that the university is a primary site for the preparation for citizenship and civic responsibility.

There have been several other compelling statements in recent years. A College and University **Presidents National Wingspread Declaration** (1999) called for universities and colleges to renew their civic missions, sense of social stewardship and commitment to preparing active citizens for democratic life. Later, Tufts University convened international representatives at Tallories (2005) and crafted a broad civic mission statement for the world's universities, stressing Civic Roles and Social Responsibilities of Higher Education, which has been followed by several regional strategic meetings to further shape the Tallories global network. More recently, the Kellogg Foundation supported Forum on Higher Education for the Public Good (2006)



published a series of publications on why higher education must address a wide range of global challenges. In parts of Latin America and Africa, applied missions in public service and civic outreach have existed as logical extensions of the universities natural relationship with society and as supportive mechanisms to nation building. (See, for example, Maria Nieves Tapia, 2006, for a Latin American overview on this topic).

These statements, as idealistic and visionary as they often are, have rarely translated into either concrete policy options or strategic public-private investments, except in the United States, where a growing number of colleges and universities, often with philanthropic involvement, have launched civic engagement centers to pursue these social responsibility ideas. However, a surface review of the current state of civic engagement internationally suggest there is a need now at all levels – international, national, state and local government – to propose well designed and integrated public policies to advance the civic mission of universities, in philosophical and applied terms. There are many reasons for action but one obvious and necessary justification is the balance has shifted so far towards the new economic Third Mission order that we need a new “global compact” on what the civic mission means and how these activities could be supported in actual policy framing, program and partnership development goals, tied to specific funding incentives and desired outcomes.

Without these supportive rationales and subsequent structures, civic responsibility is likely to remains indefinitely on the margins of the universities current economic magnet.

Public Service in the Policy Framing Process

In the majority of institutions worldwide, including North America, the civic-minded mission continues to be a nominal set of rhetorical statements supported with a limited or simply a symbolic set of resource commitments. The standard mission triad of universities in Western societies – Teaching, Research/Scholarship, and Service has dramatically shifted, often without public dialogue or debate, toward increased revenue generation through economic partnerships with the corporate community.

If Civic missions are to exist, they must represent more than rhetorical statements. At their best, these social responsibility declarations should be more than



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well-crafted calls for building more democratic or just institutions. In order for this to occur, college and universities need guiding public policies, combined with solid public-private investments. This formula fueled the Third Mission engines; a similar investment in public policy and public-private investment needs to be in place for civic matters to become more institutionalized.

In the United States, as one illustration, there does exist long-stated educational traditions on the public responsibility of universities, as well as supportive legislation and authorization, from the formation of the American land grant colleges, to the Pre-Depression “Wisconsin Idea” onto the creation of the federal Corporation for National and Community Service. These policies and structures reinforce and shape how universities choose to pursue essential purposes toward public service.

Of course, public service as an institutional ideal and/or public policy directive always ebbed and flowed as a major mission orientation over much of the past hundred-fifty years in American higher education. Until recently, service has tended to be the least attended to of the core mission triad – Teaching, Research and Service. Even now, especially among the top fifty research-oriented universities, with all but a few institutional exceptions, public service is frequently the wobbliest leg on this three-legged stool.

However, during the past two decades (mid-1980’s to the present), a quiet resurgence in civic engagement developed in North and South America, combined with “service-learning” as a complementary pedagogical approach, to produce major best practice and model-building agents (Campus Compact, the Bonner Foundation, the Center for Community Health Partnerships, and so on). These entities function as interlocking national and international networks encouraging new campus and system level program development, calling for infrastructure formation through specialized units dedicated solely to community partnerships, resulting in programming, community based research and curriculum options to some level at more than a thousand American college and university campuses.

In the present international and national public policy context, we need more concrete examples for how civic responsibility can be translated into policy agendas tied directly to university funding formulas, including financial assistance systems, loan



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repayment options, and other funding streams. In fact, what is required across the globe are proto-type Omnibus Civic Engagement Bills that shape, through actual legislation and integrated public policy, an incentive system for universities to engage in strategic planning and program development in key organizational and programmatic civic-minded categories.

An Omnibus Civic Engagement Bill would encompass:

- Broad principles outlining what civic responsibility would mean in actual institutional practice, followed with clear accountability mechanisms for reporting and documenting progress;
- Infrastructure and staff to coordinate civic engagement activities;
- Faculty incentives for course and professional development, community research and partnership formations (including articulation of new reward and promotion systems);
- Student financial assistance for semester, summer, year-long and degree program length involvement in community learning projects;
- Seed funds for planning and implementation of centers for community-based research and community partnerships;
- Community Partnership monies for program design, pilot projects and general operation;
- Special initiative investments for key programmatic categories – Health, Housing, Regional and Local Social and Human Development, Poverty-Reduction, Educational Improvement, Literacy, Youth and Family Projects, Community and Regional Sustainability, Social Inclusion, Migration Initiatives and so on
- Funds to support research on community-university impact and student learning.

The reality is the formula outlined here is nothing more than what occurred with the Third Mission articulations in Europe. Broad reports and statements stating needs and problems were issued on what European Universities must do to connect with the economic futures of the Knowledge Economy, with national and regional economies and the coming globalization. These proposals called for the creation of special campus and university system coordinating bodies, with incentives for faculty and



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partnerships. Seed monies were also made available on an unprecedented level. Partnerships were encouraged and incentive funds were made available to insure that experiments happened. Only the funding for student participation has been outside this major initiative and even there some funds have been made available for graduate and post-graduate research oriented toward business development and new technology transfers.

Spain and Europe as Local Contexts

In the context of the Global University Network for Innovation (GUNI), civic engagement as a higher education mission area is largely invisible in Spain and throughout much of Europe, except in applied disciplines like social work, urban planning, civil engineering, public health or social education. If research is not involved, civic activities are often dismissed as too applied or simply social service oriented. When the civic mission does appear, the scale is far more diminutive and fragile than the significant public-private financial investments occurring through university-private joint entrepreneurialism. Recent efforts in Spain, for example, to reshape the promotion criteria for full professors in fairly minimal practical ways were vigorously resisted by many academic leaders and disciplinary associations as being too applied and not research oriented enough.

Why is this? Is this simply a matter of tradition? Is it because the economic demands possess a more practical “transnational economies” logic for universities, corporations and governments? Is it because the European social responsibility movement has failed to encapsulate “universities” within its orbit? In terms of the immediate future, are there no policy options that might clarify or balance the scale a bit? Are there policy dialogues that could be undertaken to create a clearer set of multiple missions? If so, what might those be?

In any policy agenda setting process, there are always challenges associated with ascertaining and securing Public Will. It is evident that at this moment in history there is not the apparent will to move the universities in a more civic-minded direction. The motivations lay elsewhere. But even if there were such a process, there is always a need for well-positioned advocates and champions. Several years ago, we could not



have imagined a former American politician would make an environmental film that outlined the dangers posed by climate change and then win the Nobel Peace Prize and an Academy Award for his labors. Or that a combination of events would spark a worldwide debate on the challenges of climate change. Many other global problems are just as deserving of public attention but have not had the spokesperson(s) or media consideration that resulted in a worldwide response.

In order for civic engagement and civic responsibility to move beyond mere declarations, it is necessary to clarify what the problems actually are, what must be addressed, how universities should be mobilized, and with what benefits to society, the world at large, and to students and institutions. More importantly, just as in the climate change example, civic engagement must have significant champions to articulate the vision for what must happen. Then advocates and champions must push enabling policies toward legislation and funding support. Such efforts have to define compelling problems as proposed areas requiring considerable long-term focus. These proposals have to enter the political process and have key participants and networks advance the causes and policy agendas. This means appealing to the third sector and society's communities of interest, including applying the power of the media in this process. On a global scale, the universities and their conventional leadership systems have not felt pressured, called upon, compelled or even faintly motivated to do this.

What are the potential consequences, if the universities fail to mobilize the academic community's knowledge resources and inherent talent to address critical social problems within national, regional and global environments with the same fervor, commitment and investment as the Knowledge Economy mission received?

The challenge posed by an over-emphasis on the Third Mission, and the Knowledge Economy per se, is a classic one. As a counter-balance, these questions remain constant: Knowledge and Economy, for what purpose? For whose benefit and to what ends?

Globalization and Human Migration

"Migration is one of the defining issues of the twenty-first century. It is now an essential, inevitable and potentially beneficial component of the economic and social



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life of every country and region...The question is no longer whether to have migration, but rather how to manage migration effectively so as to enhance its positive and reduce its negative impacts. Well-informed choices by migrants, governments, home and host communities, civil society, and the private sector can help realize the positive potential of migration in social, economic and political terms.” – **Brunson McKinley, Director General, International Organization for Migration -- IOM (2007)**

The history associated with the Knowledge Economy and its Third Mission reiterations have been well documented elsewhere (see Peters, 2007; Laredo, 2007). The essential lesson transcends how these ideas originated, were endorsed as official doctrine and then translated into policy and actions, but rather is instructive for how to set the policy agenda for universities to become more civically engaged. Kingdon (1995) explained that actors in the policy process learn from their experiences and shape future directions from this experiential learning process. For example, global leaders chose rather recently to define a set of problems as relevant for universities attention, in terms of millennium development goals. However, we must remember what has been articulated must be followed by supportive policy, network mobilization, and/or funding at the national, state and/or local level.

There are few issues which better illustrate this point more poignantly than Human Migration – an issue the European University Association referenced in passing through earlier statements on the new opportunities for education presented by migration and aging populations. One astute social commentator has stated it more directly, “Migration is the human face of globalization.” Human migration illustrates, in dramatic fashion that the standard approaches to research and investigation fall short of the complexity represented by migration – to the overall limitations inherent in conventional definitions of an economic dominated view of the Third Mission. Furthermore, economic pursuits fail, even indirectly, to address too many critical social matters. It is this social mission of universities, especially public universities, which must be ever renewed with sanctions and funded mandates as a counterbalance to the current resource driven definitions of purpose.

In this regard, immigration is but one global problem among many social concerns that could be posed (poverty, public health, development, literacy, housing,



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youth employment, rising crime, drug and human trafficking, HIV/AIDs, water, and so on) which all fit this critique. Furthermore, at the very time the world faces one socio-political and environmental crisis after another, too many of its universities are rushing forward unquestioningly towards economic leveraging, not attending to the application of university knowledge and competences to address other critical global socio-political matters.

The challenge for international oriented associations and consortia, such as the Global University Network for Innovations (GUNI), is whether as a network it can truly utilize its convening authority and dialogic capacities to create a global movement for public policy to support and enhance civic responsibility. This would mean transforming conferences into agenda setting and organizing gatherings. It would mean moving away (even slightly) from the academic pretense associated with such gatherings. Few issues make a better test for how that dynamic might shift in dialogic and design terms than Human Migration.

Migration as A Civic Responsibility Framing Instrument

“Inequality is clearly a major driver of migration. Indeed, international migration, whether in terms of wages, labour market opportunities, or lifestyles. Millions of workers and their families move each year across borders and continents, seeking to reduce what they see as the gap between their own position and that of people in other, wealthier, places. According to the UN there were 191 million international migrants in 2005, increasingly concentrated in the more developed regions of the world...” -- Briefing, **Migration, Globalisation & Poverty** (2006)

Others have argued that migration, at the levels we are now witnessing, is simply the natural byproduct of globalization and unlikely to end in this century and maybe ever, becoming a permanent part of human history. There is no country or region in the world not impacted by these realities, as either a sending or receiving destination point. Beyond the forced migration caused by war and natural disasters, the realities are people have always sought to better their circumstances in life through migration and will continue to do so. The pressures to escape poverty, political



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oppression, environmental disaster and change, and move to other regions for labor and life purposes, are simply a part of modern life.

If human migration is a potential never-ending global reality, it presents a multifaceted test for universities, especially to those who face demographic downturns in the normal university attendance populations. In the late 1960's and early 1970's in the United States, under a call for greater access and equity in higher education, universities developed special programs to diversify their student enrollments, reaching out to minorities, women, older adults, and other groups. Much of these innovations were justified not on economic realities but on the basis of education for a democratic nation with a diverse people.

European universities that face a downturn in traditional age students will either have to do the same or begin to close down programs and consolidate campuses. Those who do not see immigrants and new citizens as potential future students (or citizens) to be served through access to higher education may face similar circumstances in the next decade.

Migration requires higher education to go well beyond the stranger's face on the street to address these categories of issues:

- Identify the diverse groups and educational challenges and motivations of new immigrants and refugees,
- Determine whether these new immigrants are actually moving towards higher learning and, if not, why not (questions of access and equity),
- Analyze exactly what the educational implications of full and partial citizenship rights may be for immigrants,
- Study how higher education might assist immigrants to join the local, regional and national economies,
- Develop employment opportunities and leverage institutional and societal resources for shelter and other services,
- Monitor access to health care and social welfare systems,
- Co-create, through participative planning and community based research and development, innovative social and educational responses to the life challenges confronting immigrants;



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- Prepare the next generation of teachers, social workers, legal and public health workers who are skilled and sensitive to the needs and issues of migrants.

The arrival, presence and continual flow of migrants, no matter the legal or perceived status and sub-categorizations, also calls into question our deepest conceptions of citizenship, the actual practices of participation, and the future of our democracies. The global figures indicate nearly 200 million people fall within the migrant and refugee statuses (about 3 percent of the world's total population), and that figure is projected to expand exponentially in the decades ahead, due in part to increased globalization, population decline in the developed economies, climate change, economic and war-related turmoil. If this is even partially true, then the magnitude of this phenomena is limitless. Human Migration, at its most fundamental level represents for educators and social policy makers, challenges to who the learners actually may be, what the individual and collective needs are, and how we as academics and higher education institutions serve and teach new migrants and refugees.

The moment migration flows alter the demographics of regions, cities and communities, systems of education become entangled in the process. Too much of higher education has assumed itself beyond this, largely because university admission patterns and financial supports have not followed the migrant, except in the United Kingdom (which has a longer, richer history and tradition with all this). Nonetheless, higher education now finds itself under-prepared to deal with the new populations, especially in countries with short timelines with migration and aging professorates with little or no experience with the multiple cultures represented by new learners entering the classrooms. It is in this space between the classroom and the community where civic engagement has yet to demonstrate what creative forms migration requires, both within the university community and with the larger society.

Migration as Civic Responsibility

In its traditional roles as a generator of knowledge, and as a research and scholarship incubator, IHEs have acted in customary fashion to respond to the societal demands



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presented by migration and refugees -- offering second language programs, establishing interdisciplinary research centers, developing new specialized degree programs and curriculum options across virtually the entire social sciences. Some commentators even have stated derisively that in the process Migration has become a new growth industry for researchers and academics.

No matter, it is clear that higher education requires incentives and supports (beyond intellectual self interests) for it to become more involved – to embrace migration as a core civic responsibility. Actual campus based projects or partnerships targeted at immigration remain small and have not materialized as broad based models, yet. This is true in the Americas, Europe, Asia and Africa. Even where there are micro or networked civic engagement examples, they tend to be in intercultural curricula, after school and/or youth programming, with universities largely providing evaluation support, curriculum connectios, or student interns and/or volunteer labor. (Bonner Foundation Special Survey, 2008)

The global migration and refugee crisis – now estimated to encompass more than 200 million people (not including the Iraqi refugees or the Palestinians) – begs for more than these conventional academic responses. Migration calls into question deep socio-political and cultural demands for redefining what it means to be a citizen, how often as not disenfranchised migrant populations truly participate in society and under what conditions, and the very nature of democratic societies in times of legislated restraints grounded in arguments guided by public security and the control and management of borders.

My research and practice continues to be at the margins of these dynamics, where the university is slowly being asked to go beyond “observing and studying” migration as a global phenomena, and move towards engagement in direct problem-solving, joining in public policy debates and advocacy, and co-creating with NGOs, government and migration groups long-term applied commitments to immigrant and refugee communities through direct interventions and innovative projects. This has included current investigations around the demographic trends associated with the new populations entering Southern Spain or Andalusia, the communities and settlements they are joining, and how, in particular, higher education as a system is or is **not**



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responding to the challenges posed by migration (as a new labor force, neighborhood residents, children in the schools).

Spain is clearly a significant gateway point into the European Union and as a nation has experienced major shifts in policy-making and governmental action around migration statuses in just a decade. Recent national statistics reports immigrants to Spain at nearly 4.1 million (this is important because the undocumented may be more than a million, further compounding these estimates), all occurring in the last decade alone, with the bulk of these new residents (legal or not) coming from North Africa, Latin America, and Eastern Europe, mostly in the last six years. The major concentrated populations reside in Madrid, Barcelona, Valencia, and Andalusia and have joined Spain's burgeoning but tenuous economy. More importantly, country reports on immigration and educational equity clearly indicate progress has been incredibly small in terms of teacher preparation, compensatory programs, and indicators of student success.

Clark Kerr, the former president of University of California system, once foresaw the need for multi-universities with multiple purposes. That moment has materialized on a global stage, and in nations like Spain, where the new mission hierarchy, which privileges the economic side of the equation, has to be more aggressively questioned. As a global practice, the Knowledge Economy model has pushed other societal concerns to the side, with the third primary mission now being generally interpreted around the world as active academic partnership with capitalism. Now it is time for the pendulum to swing back toward more balance in university missions.

Though climate change and sustainability may hold the public's current consideration, on a human level it is migration that challenges our social, economic, political and economic systems – but too few institutions of higher education have recognized this or moved into more innovative and proactive modes of “social entrepreneurship” to respond as partners with other Non-governmental organizations to positively address the consequences of migration. In the final analysis, there may be few contemporary and global-local problems that could better engage higher education to investigate and work on in terms of concepts of citizenship, participation and



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democracy as a community-learning project, as Migration offers as a field of study and action.



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