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# Evaluation of the EU Development Co-operation Support to Higher Education in Partner Countries (2007-2014)

**Final Report  
Volume IV – Field phase analysis**

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The opinions expressed in this document represent the authors' points of view which are not necessarily shared by the European Commission or by the authorities of the concerned countries.





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reflect the views of the Commission.



# Evaluation of the EU development co-operation support to higher education in partner countries (2007-2014)

## Final Report

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## Synthesis Note

In the following main findings of the country notes for Cameroon, Dominican Republic, Egypt, Guatemala, Kenya, Mexico, Moldova and South Africa are summarised by EQ.

### 1 EQ 1: To what extent has EU support to HE promoted the overall development policy objectives of the EU?

#### **Cameroon:**

Within the still limited scope of EU-financed regional and national support to HE in Cameroon, HEIs projects submitted to EM, the Intra-ACP Academic Mobility Scheme and Edulink programmes have been accepted because they were designed according to the development policy objectives of the EU and mainly to support country development priorities.

#### **Dominican Republic:**

EU support to the Dominican Republic was channelled exclusively through the major EU programmes Edulink, Intra-ACP Academic Mobility Scheme and Erasmus Mundus Action 2, and in principle aligned with the overall development policy objectives of the EU. The focus of the projects in which Dominican HEIs participated, was clearly linked to the overarching development objectives mentioned.

#### **Egypt:**

Many Tempus and EM projects with Egyptian HEI participation (particularly those coordinated by Egyptian universities), had a strong focus on areas (mostly in sciences and engineering) which are also one of the main priorities of the EU's development agenda.

In the absence of significant country-specific support, the EU could not directly address and adapt to Egypt's development context. However, Tempus national and regional priorities were established in agreement with local Ministries and in line with the country's development policies and goals.

#### **Guatemala:**

Interviews and findings revealed that EU support to HE in Guatemala was in line with the overall EU commitments and development policies, despite the fact that HE was not part of the bilateral co-operation which would have been agreed with the Guatemalan government. A positive example was a regional master's course which was established as a "joint venture" of Central American HEIs and the Council of Central American Universities CSUCA on the one hand and a bilateral project EU-Central America (including Guatemala) on Food and Nutritional security for vulnerable groups in border regions on the other.

The interviews at HEIs provided evidence that the ALFA III and EM projects contributed – though often in a very concrete way, sometimes at the grass root level – to the overall objectives of the EU's development policies, inter alia, socio-economic development, social inclusion and intercultural understanding.

Several examples of good practices were found regarding linkages between EU support to HE and EU's general development goals, like a positive impact on employability through academic mobility (EM programme projects) and through curricula reforms, internationalisation, and Quality Assurance (ALFA programme projects). Nevertheless, it remains difficult to explain how exactly EU support to HE contributes to a broader socio-economic development.

It seems that during the evaluation period there has been no evolution of the EU approach to the EU support to HE, except for minor adaptations on a more individual basis.

**Kenya:**

The EU has identified HE as a driver of social and economic development in countries like Kenya, particularly through the training of personnel such as doctors and teachers. The regional HE programmes in Africa funded by the EU have this as their principal objective.

**Mexico:**

EU support for HE in Mexico has been channelled through ALFA III and Erasmus Mundus Action 2. The programme's guidelines, particularly in ALFA III, established priorities linked to development goals. Although both programmes allowed the participating HEIs a significant degree of autonomy in choosing the topics of the intended co-operation, most of the selected projects aimed at achieving objectives linked to the overall development policy objectives of the EU.

Additionally, the Erasmus Mundus External Co-operation Window Mexico aimed at contributing also to the overarching goals of the general EU development policy, among others, poverty reduction and social inclusion, priorities which were aligned with the long term HE development policies of the Mexican government.

The guidelines of the EMA2 regional lots (targeting Central American and Latin American HEIs) also established requisites in line with the general development policy, aiming at fostering social inclusion and participation of students coming from vulnerable or disadvantaged groups (particularly, but not exclusively, of indigenous origin).

**Moldova:**

EU support for HE has addressed one of Moldova's key development agendas after independence. The changes in the economic, social and political life of Moldova demanded development of a new educational policy and legislative framework. Harmonisation of Moldovan HE with EU HE represented one of the main reform principles. In May 2005, Moldova joined the Bologna Process. During the entire evaluation period, EU support has addressed and contributed to- mainly through Tempus - the GoM's reform strategy in HE.

While there was no explicit general strategy towards strengthening intercultural understanding, stakeholder interviews provided ample evidence that Tempus and EMA2 projects greatly increased intercultural understanding in Moldova's relations with EU countries.

**South Africa:**

Insofar as the EU's development policy objectives are principally to support country development priorities, most support to HE has been designed and to a large extent executed in pursuit of these priorities.

## **2 EQ 2: To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?**

**Cameroon:**

In addition to the completion of the above condition which ensures a respect by the EU-approved projects of Cameroon's development priorities, EU support to HE has been aligned with the national HE priorities such as set in the Strategy document for the Education and Training Sector and, in particular the 4 programmes it has set for HE.

**Dominican Republic**

At the project and at the country level, EU support has been responsive (and also aligned) to the partner country's priorities.

Regarding the coherence with, and alignment to, the country's regional priorities, it is difficult to answer. The Dominican Republic joined the Central American Integration System SICA several years ago, and the large public Universidad Autónoma de Santo Domingo (UASD)

entered in the Central American University Council CSUCA as a full member. As a Caribbean, but also a Latin American country, the Dominican Republic (and its most important university, the UASD, which enrolls about 40 % of all Dominican HE students) decided to participate in the Central American integration process. In HE, the UASD is engaged in the harmonisation process of the Central American HE system led by CSUCA. A process supported by the EU, but until the end of 2015 EU guidelines did not allow the Dominican Republic to apply under the CfPs offered to Latin and Central America.

### **Egypt:**

Tempus projects clearly and directly responded to the needs of Egyptian HEI with regard to improving the quality of learning & teaching (including monitoring), internationalisation (including the establishment of international offices) and building research infrastructures (e.g. laboratories and research centres)

### **Guatemala:**

Despite the fact that an explicit HE policy does not exist in Guatemala (and neither do HE priorities or strategies, due to the absence of a governmental entity responsible for the area), the interviews provided some evidence for an alignment of the individual ALFA III and EM projects in which the interviewees participated, with Guatemala's and regional priorities.

Erasmus Mundus mobility supported students and staff from regional university centres in Guatemala located in rural areas (usually with a high percentage of disadvantaged indigenous population). EM contributed to social inclusion of vulnerable groups, which is a priority in Guatemala's and the region's development goals.

### **Kenya:**

All the support to HE in Kenya is channelled through regional programmes. These programmes were designed with the region's development priorities in mind. Insofar as Kenya shares priorities with the region as a whole, the programmes can be said to be responsive to some at least of these priorities.

### **Mexico:**

Due to the fact that the EU support for HE in Mexico was channelled through the ALFA III programme and the regional lots of the Erasmus Mundus Action 2 programme, design and implementation were not beforehand linked to the specific Mexican priorities, although many of the projects (be it the ALFA III or the EM programme) in which Mexican HEIs participated, showed a marked coincidence between Mexico's government development strategies and the issues to be addressed in the respective project networks.

The Erasmus Mundus External Co-operation Window Mexico was a bilateral action, designed and implemented after consultation with the Mexican government; it is therefore not surprising that it was particularly coherent with, and aligned to, Mexico's priorities in HE.

However, both ALFA III and the regional lots of EMA2 were also, though in a more general manner, aligned to Mexico's regional priorities, which are particularly (but not exclusively) linked to Central America. Mexico has a longstanding cooperation with the Central American countries

### **Moldova:**

While there was no direct country-level support for Moldova, Tempus IV and EMA2 projects clearly and directly responded to the needs of the Moldovan HE sector with regard to the implementation of Bologna reforms, monitoring and accreditation/quality assurance of degree programmes etc.), curricula development and internationalisation. Interviewed stakeholders almost unanimously stated that few if any reforms would have been implemented without EU support.

**South Africa:**

This question has been answered in the response to EQ 1. This came about largely through the efforts of the EU in country to establish a constructive, close and regular dialogue with the sector, particularly through the DHET.

### **3 EQ 3: To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching, learning and research?**

**Cameroon:**

EU support to HE has certainly helped Cameroon to be progressively compliant since 2007 with the main Bologna process tools and modalities (with the exception still of a widely disseminated Quality Assurance System and of a National Qualifications Framework). As a consequence, teaching/learning processes, related management instruments and academic staff capacity have been definitely enhanced by the support provided by EU under the DEVCO-financed support to EM, the Intra-ACP Academic Mobility Scheme and Edulink participating HEIs.

**Dominican Republic**

Although to a modest extent (during the evaluation period, HEIs of the Dominican Republic participated in about a dozen EU funded projects: 2 Intra-ACP Academic Mobility Scheme, 6 Edulink and 6 EM Action 2), EU support to HE contributed to enhancing particularly teaching and learning and a research friendly environment. The projects contributed to enhancing university management approaches as well, although to a lesser extent.

**Egypt:**

Tempus projects have played a major role in introducing QA and monitoring mechanisms. New rules and practices were first introduced for the management of projects but then spilled over to other departments and faculties. EU support also resulted in the establishment of extensive research networks and a strong focus on e-learning.

Interviewed stakeholders claimed that EU-supported projects improved the quality of teaching and learning. However, it was not possible to gather robust documented evidence to sustain this claim.

Approximately 60% of all 120 Tempus projects in Egypt were able to introduce Bologna criteria. Most importantly, Tempus was the catalyst for the introduction of the Diploma Supplement.

**Kenya:**

The principal contributions from the EU programmes have been enhancements in teaching and learning. Edulink has been the main contributor with seventeen projects involving eleven Kenyan HEIs. Edulink projects were designed to enhance teaching and learning either through the development of new courses or through staff development. Contributions to research capacity have been ad hoc either through personal development or networking. The administration of mobility programmes in the four participating HEIs has benefited from the EU exposure.

**Mexico:**

EU support for HE in Mexico contributed only to a little extent to enhancing management, inter alia through some ALFA III projects strengthening university's International Offices and also Offices of Technology Transfer. Obviously, all ALFA III and EMA2 projects fostered the management capacity of the participating HEIs through the project itself. This was particularly important for the three co-coordinating Mexican HEIs in EMA2 projects.

A great number of ALFA III and EMA 2 projects contributed to enhancing teaching and learning. Particularly the ALFA III project Tuning AL (but also smaller projects like Innova Cesal) ignited an extensive inter and intra-regional dialogue and produced concrete outcomes. However, it is too early to assess whether these results will ultimately result in institutional reforms at the level of individual HEIs or at the level of the HE system of a given country.

Several ALFA III and EMA2 projects contributed to enhancing the research capacity of the participating network universities, although mostly in an indirect way, creating a “research friendly environment”, rather than fostering concrete research work.

As 40% of the EMA2 mobility funding was devoted to PhD candidates, postdocs and staff, research capacity on the individual level was strengthened. Additionally, when the EM Alumni returned to their home

### **Moldova:**

Since 1994 Tempus has funded more than 80 projects, involving all Moldovan state universities, worth more than EUR 16 million. Project reports, EU and national assessments and other documents as well as stakeholder interviews provide ample evidence that Tempus has been the most decisive factor in the reform of management practices at HEIs.

Although there are no evaluation reports, surveys or other material available which would allow for an assessment of quality of teaching at Moldovan universities, there can be no doubt that Tempus and EMA2 helped create framework conditions conducive to improvement of teaching and learning.

Tempus projects strongly contributed to the establishment of a QA system and its institutional structures.

EU support through Tempus (especially the projects QUAEM, EUmiAM and ATHENA) contributed to key national policies and strategies: the Education Code (2014), the National Education Strategy of 2020 (2012), establishment of the national QA Agency ANACIP (2013), implementation of the autonomy of universities (in terms of governance, structure and functioning, teaching and scientific research activities, administration and financing) as established by the Education Code), and the National Qualifications Framework.

No new HEIs were established during the evaluation period. The government strategy is directed towards reducing the number of HEIs and not increasing them. During the evaluation period the implementation of the Bologna process was the driver for reforms at existing HEIs.

### **South Africa:**

HE management has been strengthened substantially in three specific areas: services to address HIV and AIDS and career development through bilateral projects; and international offices through EM. Teaching and learning has been enhanced institutionally through Edulink projects in a small number of specific areas, and through the Foundation Years teacher training project. It has been enhanced to a limited extent on an individual basis through the mobility programmes

## **4 EQ 4: To what extent has EU support contributed to HE reform processes in partner countries and regions?**

### **Cameroon:**

From the official publications and interviewees’ opinions EU support to HEIs has contributed in a very limited way to the key HE reforms launched under the Growth and Employment Strategy Paper (DSCE) within the *Vision 2035* strategy. The students and staff exchanges promoted through the EM programme have certainly contributed to enhancing reflexions and dialogues about HE reforms; at both HEIs and national levels (in particular on recognition of foreign degrees, quality assurance in the teaching/learning processes). Nevertheless, the



impact of such an incipient and limited support process cannot yet be assessed as significant over the evaluation period.

#### **Dominican Republic:**

The Dominican Republic started a comprehensive reform process of its HE system more than 8 years ago and it is still ongoing. The EU support to HE contributed to this process, though to a limited extent. It was well aligned to the national reform priorities. An answer at the regional level is more difficult, because until 2015 there was no EU support to the Dominican Republic for its harmonisation and integration efforts with Central American HEIs, through the CSUCA. Nevertheless, EU supported reform processes and HE harmonisation efforts in the Caribbean, although these efforts were not very strong.

#### **Egypt:**

There was no direct impact of EU-supported projects on national reforms but outcomes particularly of Tempus projects stimulated and informed national reform debates and strategy development, especially via HEREs

#### **Kenya:**

As there is no bilateral programme, or any other form of involvement other than with HEIs, the EU has not influenced HE reform in Kenya. One Edulink project did however have an influence on policy development for quality assurance.

#### **Mexico:**

In Mexico, the EU support to HE explicitly included EU-Mexico policy dialogue, but it seems that the different policy dialogue meetings hardly went further than doing a “state of the art” exercise. They did not lead to any new initiatives or concrete follow-up actions.

On the other hand, many of the concrete ALFA III and EMA2 projects addressed important HE reform issues and contributed to reinforcing national reform processes initiated by the Mexican government.

At the regional level, addressed by both programmes, the EU support contributed to the HE reform processes. In Central America, where the CSUCA ignited reforms at the regional level, Mexican HEIs as well as ANUIES and the Research Council CONACyT also collaborated with Central American partner universities.

#### **Moldova:**

EU support through Tempus (especially the projects QUAEM, EUmiAM and ATHENA) contributed to key national policies and strategies: the Education Code (2014), the National Education Strategy of 2020 (2012), establishment of the national QA Agency ANACIP (2013), implementation of the autonomy of universities (in terms of governance, structure and functioning, teaching and scientific research activities, administration and financing) as established by the Education Code), and the National Qualifications Framework.

No new HEIs were established during the evaluation period. The government strategy is directed towards reducing the number of HEIs and not increasing them. During the evaluation period the implementation of the Bologna process was the driver for reforms at the existing HEIs.

#### **South Africa:**

The EU has sponsored policy dialogue which is reported to have contributed to policy thinking, although, as yet, no concrete changes. Bilateral support and EM have helped the country to implement policy reforms, notably in the area of transformation, HIV and AIDS and career development.



## 5 EQ 5: To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?

### Cameroon:

From the interviews and visits to HEIs, evidence of limited direct (or indirect) impact of the EU support programmes on inclusiveness enhancement in the HEIs could be found. No data on % of beneficiaries of EU mobility programs who are coming from disadvantaged groups could be collected. Besides inclusive access to HE is not formally expressed as a priority in the HE sub-Sector strategy, which does not provide any definition of disadvantaged groups in Cameroon<sup>1</sup>.

### Dominican Republic:

Several of the EU funded projects (particularly 3 of the 4 Edulink projects, but also the mobility programmes EM Action 2 and Intra-ACP Academic Mobility Scheme) in the Dominican Republic aimed at including vulnerable and marginalised groups (i.e. from remote rural areas). The mobility programmes also addressed the issue through the guidelines for the selection of candidates for a mobility scholarship.

### Egypt:

Interviewed stakeholders did not consider access to HE a problem in Egypt. However, a recent study concludes that the persistence of inequalities (related to gender and social status) regarding access to HE remains one of the biggest concerns in Egypt. EU-supported projects in Egypt did not have any strong and explicit focus on HE access.

Smaller and new universities do not have the same access to resources as the old, prestigious large universities which were also those which predominantly benefitted from EU support.

### Kenya:

The Intra-ACP Academic Mobility Scheme and EM partnerships in Kenya did not achieve gender balance, particularly at PhD level, and there was no evidence of vulnerable and/or other under-represented groups having increased access to HE through EU support to HE. EU mobility programmes have been concentrated in the four longest-established HEIs, thereby widening the gap between those institutions and the other HEIs in terms of benefits generated by those programmes.

### Mexico:

The EM External Co-operation Window Mexico was intended to fill the gap between the global EM programme and the country specific development needs, particularly by referring to inclusiveness (inclusion of vulnerable and/or marginalised groups). It seems that the EMECW action plan was less successful as expected and after one CfP this specific bilateral programme ended.

On the other hand, several ALFA III as well as EMA2 projects were quite successful in contributing to enhancing the inclusion of students coming from less developed countries like the Central American ones, and from vulnerable groups (TG3): These projects can be mentioned as examples of good practices and most of their networks continued to be active after the EU funding period.

### Moldova:

Moldova's admission policy has an explicit emphasis on "disadvantaged candidates". The EU support for HE has not directly focussed on enhanced equitable access but contributed to an

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<sup>1</sup> The situation is different in basic and secondary education for which the respective Ministries (MINEDUB and MINESEC) have adopted a typology of disadvantaged groups (gender, with learning difficulties, coming from economically disadvantaged groups, etc.)

improvement and strengthening of small and regional universities which mainly admit students from poorer and disadvantaged backgrounds.

All Moldovan state universities have participated in Tempus and EMA2 projects which has increased their access to resources. Equally important, in most cases Tempus and EMA2 projects brought together stronger with weaker Moldovan universities and significantly contributed to broadening and deepening of HEI networks within the country. This has resulted in exchanges of best practices, model transfers, mutual learning, and thus an empowerment of smaller/weaker HEIs

#### **South Africa:**

The government used the single cooperation window for EM to target formerly disadvantaged individuals and institutions. This has not been as successful as expected. The Foundation Years project enhanced inclusiveness in teacher training at this level.

## **6 EQ 6: To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?**

#### **Cameroon:**

Internationalisation is a priority of Cameroon for its HE policies and strategy and the HEIs in Cameroon have understood that this was a key vehicle for better focusing their educational offer on the needs of the labour market. The cooperation with European HEIs (achieved through EM and Edulink projects) but also the Intra-ACP Academic Mobility Scheme cooperation between ACP HEIs, have provided Cameroon's HEIs (and their key stakeholders on the labour market) with opportunities and means to launch a systematic trend towards this objective.

Nevertheless, this trend towards achieving the desirable match between the academic offer of HEIs and the needs of the labour market, should be (and hopefully will be) eventually better structured by a systematic policy of MINESUP and its labour market stakeholders.

#### **Dominican Republic:**

The EU support to Dominican HEIs strengthened the universities' responsiveness to the labour market (new master's courses linked to labour market needs, fostering entrepreneurship, creating knowledge in new or scarcely developed areas as, for example, aquaculture-based small business). The EU-funded mobility programmes contributed, as interviews with Alumni of EU programmes confirmed, to better their job opportunities (including job opportunities linked to international experience). Several alumni considered applying again for a PhD course at an EU university. Thus, EU support contributed to promoting brain circulation.

#### **Egypt:**

A large number of Tempus projects have bridged the gap between HEIs and the labour market through, for example, the establishment of standards of competitiveness as the result of curricula modernisation and increased university-industry collaboration. According to the national Erasmus+ office, some 80% all Tempus projects were in sciences and engineering and strongly focussed on areas relevant for the labour market.

The country's HEIs see internationalisation as a key vehicle for development. EU-supported projects have institutionalised the cooperation with European HEIs - instead of being an activity undertaken by individuals, as was the case in the past.

#### **Kenya:**

Most Edulink projects and the PAU were designed to ensure the labour market relevance of study programmes which were developed or improved under their auspices. Employers were

involved in the design and execution of several programmes. Opinions point to positive effects of the mobility programmes on their participants' employability. HEIs did not believe the programmes had a significant brain drain effect.

#### **Mexico:**

Many of the ALFA III and several EM projects contributed to reform processes within the participating HEIs which led to better employability of graduates, since the professional competences acquired by students fostered a better responding to the labour market needs. Mobility projects within university consortia enhanced the competences of the beneficiaries in intercultural understanding. In addition, the international experience acquired often let grow the idea of a postgraduate study (Master or PhD) abroad, thus fostering brain circulation.

#### **Moldova:**

Several Tempus projects have developed concrete structures, such as career centres, technology transfer offices and entrepreneurship hubs, which have strengthened strategic and sustainable links with the labour market. A large number of Tempus projects have bridged the gap between HEIs and the labour market.

There is no data available to assess whether EU support has resulted in an increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries.

The support of the EU and EU Member States has substantially contributed to internationalisation of Moldovan HEIs as well as individual students and scholars.

#### **South Africa:**

EduLink projects have directly addressed labour market needs in sustainable energy and food security. A Tracer Study suggests that EM alumni have fared relatively well in finding employment. The Career Development services project is contributing to better matching. Most students and staff return from their mobile periods in other countries; brain drain is not seen a significant problem by HEIs.

## **7 EQ7: To what extent has EU support to HE strengthened intra- and inter-regional integration in HE?**

#### **Cameroon:**

In the absence of real and sustained intra-regional integration in Africa, the EU support programmes to HE in Cameroon have not contributed to creating it. Through the cooperation between Cameroon and European HEIs, which has taken place in almost all EM and EduLink projects, the evidence could be found of only one case having led to mutual recognition/joint degrees.

#### **Dominican Republic:**

On the one hand, the EU-funded projects contributed to strengthening intra-regional (with some Caribbean countries) and inter-regional integration in HE (with EU HEs). As the projects were mostly successful, it is probable that the inter-institutional links will continue beyond the end of the EU-funding, namely on the basis of mutual interests and mutual understanding. On the other hand, until October 2015 there was no EU support to the country's integration efforts into the Central American integration process.

#### **Egypt:**

While the EU has made a strong contribution to South-South cooperation in HE, it would be too far-fetched to suggest that that this collaboration among universities has resulted in efforts towards regional harmonisation within the MENA region beyond the mutual recognition of degrees and degree components within project networks.

The number and scope of partnerships among HEIs has increased significantly. Before the introduction of Tempus and EM hardly any Egyptian HEI had institutionalised links with European HEIs. The introduction of a culture of projects and the adoption of a National Qualifications Framework have enabled Egyptian HEIs to set out on a path of international recognition and to participate in various forms of cross-border cooperation.

**Kenya:**

Regional cooperation on harmonisation in Africa is weak. EU support has not had any significant impact on the ground. The Tuning Africa pilot project has not yet achieved traction in harmonisation. Cooperation towards mutual recognition of study programmes involving Kenya has been sporadic and only found in a minority of the Intra-ACP Academic Mobility Scheme and Edulink partnerships.

**Mexico:**

There is sound evidence that the ALFA III programme strengthened intra- and inter-regional dialogue, and some evidence that in doing so, ALFA III fostered intra- and inter-regional integration in HE. Although the intra-regional dialogue between network universities thanks to ALFA III increased markedly, steps to more integration or harmonisation were taken slowly and cautiously.

The design of the ALFA III programme fostered successfully intra-regional dialogue as a means to strengthening HE in partner countries. The design of the EMA2 mobility programmes has not focused on intra-regional co-operation (as ALFA III did); it only fostered mobility between Latin American and European HEIs. This hindered joint or collaborative degree programmes between Latin American universities, favouring a more euro-centred approach.

**Moldova:**

Thanks to the EU support Moldova is fully integrated into the Bologna process and has implemented all Bologna Principles.

Networks between Moldovan and EU HEIs have been strengthened substantially but Tempus and EMA2 projects also had a strong emphasis on regional cooperation within the Eastern Neighbourhood countries.

**South Africa:**

Intra-regional integration is weak in Africa and the EU programmes in South Africa have not contributed significantly to ameliorating this. Although cooperation between South Africa and European HEIs has been strong, it has not led to many examples of joint degrees or mutual recognition.

**8 EQ8: To what extent have the various instruments, aid and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?**

**Cameroon:**

The very limited scale of implementation of instruments, aid and policy dialogue employed by the EU to support HE in Cameroon (and the absence of bilateral EU-Cameroon cooperation) have not resulted in any evidence of having strengthened HE in Cameroon.

**Dominican Republic**

EU support to HE in the Dominican Republic was channelled only through the major EU HE programmes: the selected university consortia received the funding through the co-ordinating institution, which discussed and agreed the action plans and disbursements with its partner HEIs. This procedure was in principle efficient, fostered the perceived ownership of the

project and strengthened the participating HEIs in the partner countries – as administrative procedures also may induce a learning process and international experience, in co-operation as well as in project management.

**Egypt:**

The project approach under Tempus and EMA2 was appropriate and has efficiently strengthened HEIs and indirectly the HE sector in general.

Coordinators of EU-funded projects found it sometimes difficult to fully comply with EU rules on the financial administration of projects as rules and regulations at Egyptian HEIs differ in several instances.

**Kenya:**

The benefits of Edulink projects were considerable although confined mostly to departmental rather than institution-wide interests. The Intra-ACP Academic Mobility Scheme and EM operated at institution level and were said by the four participating HEIs to be a good match with their needs for development.

**Mexico:**

The regular EU-LAC – and more recently EU-CELAC – summits explicitly mentioned HE as a priority area of co-operation, laying the ground for the EU support in HE in the region, although in a very general way.

The policy dialogue in HE between EU and Mexico seems to have had only little impact. However, EU support through the ALFA III and EM Action 2 has been an appropriate co-operation instrument because it gave the university consortia a significant grade of autonomy, firstly in deciding the topics the network was interested to tackle, and secondly in the administration of the allocated resources (once the project had been awarded the grant). This grade of autonomy within the consortia contributed to strengthening the project ownership of the participating HEIs.

The few Latin American co-ordinators of ALFA III expressed some complaints about an EU specific heavy administrative burden and certain difficulties to make compatible the EU procedures with the legal framework of Mexico.

**Moldova:**

Moldovan HEIs have participated in dozens of Tempus and EMA2 projects, but none has yet acted as consortium/project leader. The delivery of EU support has therefore not been an issue as the leader receives the funds which are then distributed within the network.

**South Africa:**

Partly because of the constructive dialogue between the EU in South Africa and the DHET, EM and bilateral support have generally been used effectively and efficiently for strengthening HE in important areas. Policy dialogue is well received but has yet to lead to concrete changes. Edulink has been leveraged to good effect in targeted areas. The Intra-ACP Academic Mobility Scheme has generally not fulfilled its potential.

## **9 EQ 9: To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?**

**Cameroon:**

EU support to HE in Cameroon has been coherent insofar as accepted interventions under DEVCO-financed programmes responded to both EU and Cameroon's state policies with respect to HE.



For coherence with and added value to EU MS interventions, local joint initiatives have been taken in order to work out an aid coordination framework between EUD and EU MS cooperation programmes.

#### **Dominican Republic:**

Several EU Member States co-operate with the Dominican Republic in the area of HE, although in general to a very limited extent, as it is also the case at the EU level. No formal information or co-ordination meetings MS-EUD existed, and there was no need for them. The EU co-operation through thematic inter-regional university networks and multilateral mobility scheme projects is unique and therefore generates added value with regard to the EU Member States' interventions.

With the objective of improving its HE System, for more than ten years already, the Dominican Government offers a high number (between 1,000 and 2,000 a year) of international scholarships to do postgraduate studies or research abroad. EU Member States' universities (particularly the Spanish ones) profited from this programme, as a significant number of scholarship holders chose Europe as study destination. However, neither the Member States nor the EU itself have explored the possibilities of co-operation rising out of this Dominican scholarship programme.

Several years ago, the German DAAD included the Caribbean countries Dominican Republic and Belize into its regional scholarship programme for Central America, which started as a CSUCA-DAAD-co-operation programme decades ago.

#### **Egypt:**

Especially the large universities have actively taken advantage to use EU and MS funding to sustain international networks or to build on the outcomes of completed projects.

Regular information-sharing meetings between the EUD and Member States Embassies take place but there is no cooperation in a systematic way.

No systematic efforts were made to create synergies between EU and MS interventions, with the partial exception of EU-DAAD cooperation.

#### **Kenya:**

A degree of coherence has been achieved within three HEIs through close coordination in the administration of EM and the Intra-ACP Academic Mobility Scheme. The EUD has not had a substantive involvement in HE in Kenya, and therefore has not made systematic efforts to create synergies between EU and MS interventions. Liaison between the Member State organisations and with the EU is at best ad hoc.

#### **Mexico:**

In general, EU support for HE has been coherent in its approach and its implementation, except for some inconsistencies between ALFA III and EMA2 related to the exclusion of intra-regional mobility in EMA2 mobility projects (mentioned already in EQ 7).

In Mexico, a dialogue between EUD and Member States' embassies or MS' agencies happened, but in a more informal way. However, in general, EU support to HE and the co-operation programmes of Member States have had a good grade of coherence, despite the fact that no real co-ordination existed. Examples of good practices where HEIs were funded initially by a Member State and later through the ALFA III programme have been found.

EU support to HE through its regional approach (ALFA III and EMA2 regional lots) give added value to the mostly bilateral interventions of the MS. The ALFA III project d-PoLiTaTE is an example which shows a complete cycle of an initiative that emerged from a relative small Mexican HEI, the UAEH. It started with a Member State funded project. After its successful conclusion funding continued through the ALFA project d-PoLiTaTE and finally, the Mexican Government through CONACyT has been financing a dissemination project of good practices, organised by the UAEH for other Mexican HEIs.



Some Member States signed agreements with the Mexican Government to run co-funded bi-national scholarship programmes. Mexican Government stakeholders suggested exploring the possibility of signing also a multilateral co-funded agreement EU-Mexico which would widen the opportunities for Mexican graduate students of pursuing master's and PhD studies in the EU.

**Moldova:**

Several EU member states have supported HE in Moldova. The most common approach was support to language centres at selected HEI. Informal contacts between EU MS and the EUD in Chisinau exist (for example between the EUD and the DAAD) and there are common interests. However, there have been no attempts at institutionalised cooperation.

**South Africa:**

A relatively high degree of coherence across EU interventions has been created through the above-mentioned relationship. Coherence with MS' interventions is a work in progress, assisted by the revival of the donors' forum, through the EU's efforts.





# **Evaluation of the EU development co-operation support for higher education in partner countries (2007-2014)**

**Country Note Cameroon  
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## **Evaluation of the EU Development Cooperation Support to Higher Education in Partner Countries 2007-2014**

**This evaluation was commissioned by the Evaluation Unit of the  
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*The opinions expressed in this document represent the authors' points of view  
which are not necessarily shared by the European Commission  
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## List of Acronyms

ACP	African, Caribbean, Pacific Group of States
AFD	French Agency for Development
BTC	Belgian Technical Cooperation
CEMAC	Communauté Economique et Monétaire de l'Afrique Centrale
DAAD	German Academic Exchanges Service
DFID	Department for International Development
DG DEVCO	Directorate General International Cooperation and Development
DS	Diploma Supplement
DSCE	Strategy Document for Growth and Employment
DSRP	Strategy Document for Poverty Reduction
DSSEF	Strategic Document for the Education and Training Sector (2013-2020)
EACEA	Educational, Audio-Visual and Culture Executive Agency
ECTS	European Credit Transfer System
EHEA	European Higher Education Area
EUD	European Union Delegation
EM	Erasmus Mundus
EMCCW	Erasmus Mundus External Cooperation Window
EQ	Evaluation Question
FCAS	Fragile and Conflict-Affected State
GSE	Sectorial Group on Education
HE	Higher Education
HEI	Higher Education Institution
HND	Higher National Diploma
IPES	Private Institute of Higher Education
IUT	University Institute of Technology
JC	Judgement Criterion
LLL	Life Long Learning
LMD	Bachelor Master PhD degree system of the Bologna process ( <i>Licence, Maîtrise, Doctorat</i> )
MINEPAT	Ministry of Economy, Planning and Regional Planning
MINESRI	Ministry of Scientific Research and Innovation
MINEDUP	Ministry of Basic Education
MINESEC	Ministry of Secondary Education
MINESUP	Ministry of Higher Education
MTBF	Medium Term Budget Framework
MS	Member State (of EU)
NGU	New University Governance
PETU	Pole of University Excellence
PME	Small and Medium Size enterprise
PPP	Public Private Partnership
PRO-ACTP	Programme d'Appui à la Composante Technologique et Professionnelle de l'Enseignement Supérieur
QA	Quality Assurance
QF	Qualification Framework
SCAC	Service de Coopération et d'Action Culturelle
SMEs	Small and Medium Enterprises
TA	Technical Assistance
TIC /ICT	Information and Communication Technology
UNESCO	United Nations Educational, Scientific and Cultural Organization
VC	Vice-Chancellor
VR	Vice-Rector
Y1	University of Yaounde 1
Y2	University of Yaounde 2

## 1 Introduction

### 1.1 Purpose of the note

This note is framed within the field phase of the evaluation. Prior to this phase, an inception phase, aiming at developing the evaluation framework (reconstruction of the EU's intended intervention logic of its support to HE in partner countries and definition of the Evaluation questions (EQs)), and a desk phase, aiming at giving a preliminary answer to the EQs and at proposing the list of countries to be visited, were developed. From a long list of 45 countries selected in the inception phase for a desk analysis, 13 were further selected for a more detailed analysis. Out of these, 8 countries were selected for the field phase.

The field visits have the following objectives:

- To complete the data collection in order to answer the agreed evaluation questions;
- To validate or revise the preliminary findings and hypotheses formulated in the desk report;
- To assess whether there is need for further research and interviews to prepare the final note, and in particular the conclusions and recommendation chapter.

Therefore, the present country note cannot be considered a country evaluation but rather one of the inputs for the elaboration of the final report. It is aimed at providing country specific examples on a set of issues that are relevant for the worldwide exercise.

The field visit to Cameroon was undertaken from 27 June to 1 July 2016 with Jean François Bernede as the leader of the mission and Pierre Paul Tchoupon Megui as the country-based expert.

### 1.2 Reasons for selecting Cameroon for the field phase

Table 1 Criteria for selection of the country

Country	Criteria for selection	Major HE programme	Remark
<b>Cameroon</b>	<ul style="list-style-type: none"> <li>Cameroon has not been covered by any other recent major evaluation. It receives support from one thematic programme (Erasmus Mundus), two regional programmes (Edulink and the Intra-ACP Academic Mobility Scheme) and bilateral support.</li> <li>It presents the peculiar characteristic of coexistence of 2 HE systems, one of British/Anglophone tradition, the other one of French/Francophone tradition.</li> <li>Since the early 2000s, HE system has substantially developed academic pathways oriented towards labour market needs.</li> <li>There are gaps in the comprehensive picture of the HE system and important inequalities between HEIs quality levels.</li> </ul>	Edulink, Intra-ACP Academic Mobility Scheme, Erasmus Mundus	<ul style="list-style-type: none"> <li>HE has not been covered by any other recent major evaluation of EU support to Cameroon.</li> <li>The Cameroon case allows assessing the relative effectiveness of four EU support modalities.</li> <li>It allows comparisons between Francophone and Anglophone HEIs with respect to the application of Bologna principles.</li> <li>It is a good opportunity to evaluate HE in the West African context.</li> </ul>

### 1.3 Data collection methods used (including limits and constraints)

The country mission started with a review of all available desk based information. A long list of stakeholder institutions was drawn up, bearing in mind the relevant evaluation questions, judgment criteria, hypotheses to be tested and information gaps. This was then matched to the feasible logistics of a one week visit. A draft programme was constructed with the assistance of the country-based expert and the EUD consulted on it. Introductions to officials in the targeted HEIs and the Cameroonian Ministry of Higher Education were made and sent by the EUD. Based on

these introductions, the country-based expert organised by phone a series of interviews, which resulted in the one-week visit schedule. A summary of the evaluation background and questions was produced and sent by email to the target institutions and individuals, along with confirmation of phone requests for interviews.

The criteria adopted for choosing HEIs to visit were to pick universities which would be relatively near to the metropolitan centre of the capital, Yaounde. Finally, the mission limited itself to a total of 6 universities, mainly for logistical reasons. Nevertheless, the mission had to cover approximately 900 km and stay overnight in Douala and Dschang in order to visit the 6 selected HEIs in 2 days, leaving the remaining 3 days for visits to the Ministries of Higher Education and Scientific Research in the capital as well as EUD (for briefing/debriefing) and the other donors. In addition, it was the objective to balance between Francophone and Anglophone HEIs as well as between public and private universities.

Finally, the six selected institutions were visited and all contacted interviewees could attend the meetings. Interviews were semi-structured, each conducted around a set of evaluation questions, judgment criteria, and hypotheses. To facilitate the conduction of interviews the list of 9 EQs and their indicators was distributed beforehand to the interviewees or on the spot when it was not possible. In addition, the Anglophone University of Buea could organise a focus group with participation of 10 academics, teachers and researchers

The interviews resulted in different sets of information according to the type of institution. HEI interviews for example centred mainly on their experience with Erasmus Mundus, Edulink and Intra-ACP Academic Mobility Scheme. Interviews with government officials featured policy dialogue, mainly about intra-African co-operation and respective impacts of EU support and bilateral Member States co-operation programmes.

#### 1.4 HE context in Cameroon

After the launch of an endogenous primary and secondary education system at the independence in 1960, the birth of HE in Cameroon dates back to the Decree N°62/DF/289 of 26/07/1962 with the creation of the Federal University of Cameroon, with a first intake of 213 students. Its initial mission was to train an administrative and professional “elite” to replace French and British cadres who, in spite of the independence of the country, were still in charge of numerous executive positions.

Progressively and through the integration of national teachers (trained abroad) to replace the expatriate teaching staff, Higher Education (HE) appeared more and more as a key actor of the educational system in Cameroon. This evolution is confirmed by the Decree N°84/158 dated 18 April 1984, which separates completely HE from National Education, creating a Ministry of Higher Education and Scientific Research by the Decree N°92/264 dated 29 December 1992.

The year 1993 marked a turning point in the development of Universities in Cameroon with the Decree N°93/026 dated 19 January 1993 (often called “the University Reform”) transforming the Higher Education Centres created in 1977 into fully fledged Universities with six state universities: Universities of Buea, Douala, Dschang, Ngaoundéré, Yaoundé I and Yaoundé II. Such dynamics of HE development triggered also the opening of Higher Education Institutes of Technology - or “*Instituts Universitaires de Technologie*” (IUT) in the French terminology - within at least three of the six newly created public universities.

Throughout these changes, private HE was not left aside: Decree n°93/033 dated 19 January 1993 is enacted in a context of economic crisis, limiting strongly the capacity of Cameroon - then under the “Structural Adjustment” regime - to take care alone of the financing of HE. This was a starting point of reforms in the governance of HE, encompassing high participation of social stakeholders, i.e. in particular parents and private sponsors. This resulted also in drastic cuts in the scholarship programme which students in state universities could benefit from, and in the introduction in the HE landscape of a new component: the Private Institutes of HE or *Instituts Privés d’Enseignement Supérieur (IPES)* leading to national diplomas, the Brevet de Technicien Supérieur (BTS) and the Higher National Diploma (HND).

Law N°005 dated 16 April 2001 was enacted to set the guidelines of HE, in particular the principle of the autonomy of the HEIs, and the Decree N°2001/832 PM dated 19 September 2001 defined the common rules applicable to state universities and to IPES<sup>1</sup>.

Although enrolment had not been increasing substantially since the birth of the Federal University of Cameroon in 1962 and the enactment of 1993 Decree (with even a decline of 11% between 1993 and 1997), the real take-off of higher education in Cameroon can be dated from these two key legal acts of 2001. Since then Cameroon has adopted a series of policies, modalities, legal acts and educational measures which have shaped a modern HE system. The most important milestones are:

In 2005 the adoption of the LMD system and ECTS, first in the framework of the Economic and Monetary Community of Central Africa (CEMAC), then in September 2007 driven by the Head of State of the New University Governance (NGU), driving force of the LMD reform.

In 2013, adoption of the *Strategy of the Education and Training Sector 2013-2020* (DSSEF) – prepared under the leadership of the Ministry of Economy, Planning and Regional Development (MINEPAT) by the “Steering Committee for the coordination and monitoring of the Education sector wide approach implementation” and finalised in August 2013. It organises HE around 8 guidelines, among which several are to be highlighted: enhancement of **equitable access**, diversification of HE streams to enhance **equity**, promotion of **knowledge economy** through the support for applied research and dissemination of its results and reinforcement of **co-operation with the world of work**, while taking into account the **needs of students**. It contains also a triennial Medium Term Budget Framework (MTBF) for the period 2014-2016 organised as a programme estimate around 4 programmes which set the present framework for HE development in the following 5 years:

- Diversify educational offer to meet needs of the country by increasing the number of Higher Education Technology Institutes (Instituts Universitaires de Technologie – IUT),
- Diversify the educational offer by opening/developing new streams responding to economic needs,
- Create conditions for triggering and developing Public Private Partnerships (PPP),
- Promote innovative training streams (research-based) and modalities (E-learning).

Overall, this vision reflects a strong drive towards reinforcing mutual support between HE training and employment. This orientation had already been given by the “Partnership charter between universities and the industry” signed in December 2010 between the MINESUP and the Employers association of Cameroon.

To efficiently accomplish this mission in line with the specific objectives assigned to it in the guidelines of application of the Vision 2035, i.e., the Growth and Employment Strategy Paper (DSCE), the Ministry of Higher Education (MINESUP) was assigned four programmes to showcase its contributions. The first of these programmes concerns the development of the technological and professional component of higher education; the second involves the modernisation and professionalization of learning at university faculties; the third covers structuring, amelioration and valorisation of university research and innovation and the internationalisation of higher education; and the fourth deals with the enhancement of university governance and management.

As of 2014, HE in Cameroon is delivered through eight state universities (all of them offering LMD programmes with doctoral schools), three HEIs under direct supervision of the MINESUP, six specialised HEIs with international vocation (such as the Cameroon branch of the Pan-African University or the sub regional Virtual University hosted by Yaoundé I University) and 163 private Higher Education Institutions (IPES). In its present organisation, the Republic of Cameroon has two HE education systems, the British system (in the southwestern and north-western provinces, the University of Buea being the most important English-speaking HEI) and the French system (in the former French provinces), and the languages of instruction are accordingly English and

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<sup>1</sup> Thus leading to the opening (and accreditation) of a growing number of IPES

French<sup>2</sup>. Nevertheless both types of HEIs are under the supervision of MINESUP, so that the present report does not always distinguish between one category of HEIs and the other<sup>3</sup>.

As a result of this growing offer, the enrolment in HE has steadily and exponentially been increasing, from 63,000 in 2001 to reach 357,000 students in 2014, out of which 53,000 (i.e. approx. 15%) were enrolled in private HEIs.

In terms of governance, since 1992 the HE subsector in Cameroon has been separated between the Ministry of Higher Education (MINESUP), in charge of supervising and regulating HEIs and the Ministry of Research and Innovation (MINESRI) supervising 8 research institutes in various fields such as agronomy, radioprotection geological and mining research and even education. Research in Cameroon is thus divided between two regulating State Ministries.

International co-operation in HE is an important dimension of the HE development policy of the Cameroonian Government. This was already clearly mentioned in the organic laws of 2001 which shaped the current HE system and enabled Cameroon to be one of the pioneering African states in adopting the Bologna process. Nevertheless, as far as EU-financed international co-operation and exchanges are concerned, they are followed and implemented exclusively by the individual HEIs themselves (with the University of Yaounde I being leader and the Universities of Buea and Yaounde II good followers) rather than by the MINESUP which, in terms of mobility opportunities is clearly more interested by the scholarships and TA offered by the bilateral co-operation, i.e. EU Member States with France, Germany, Belgium, UK and Netherlands in particular but also Japan, China and Russia (which has been quite present for several decades). Intra-African exchanges are also favoured by Cameroon with a growing interest for Edulink and Intra ACP programmes, in particular on topics linked to food security, agricultural productivity, environment protection and water conservation on one side and IC technologies on the other side.

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<sup>2</sup> Article 38 of the "Instruction générale No 0042 of June 4 1998" dealing with the organization of the Government work, promotes bilingualism in all state institutions (among which HEIs)

<sup>3</sup> In practice, in the HEIs the students are taught in French or in English according to the language, which their teacher masters more. The minority of students who master both languages are advantaged and tend to provide support to the students who master only one language. In general, French remains the predominant language in most of the universities, institutes and "Grandes Ecoles" in technological fields, Source: Aménagements linguistiques dans le monde - <http://www.axl.cefam.ulaval.ca/afrique/cameroun.htm>



## 2 Field mission findings

### 2.1 EQ 1 on relevance and strategic orientation

#### 2.1.1 Findings

<i>To what extent has EU support to HE promoted the overall development policy objectives of the EU?</i>	
<b>JC 11</b> Support to HE has been linked to EU commitments and development policies	In the quasi absence of EU bilateral support to Cameroon in HE <sup>4</sup> the support to HE has been geared towards EU development policies through the funding of 3 thematic programmes, Erasmus Mundus (EM), Edulink and Intra-ACP Academic Mobility Scheme.
<b>JC 12</b> EU support has addressed, and adapted to, development contexts in partner countries and regions	EU support through its thematic programmes has been responding to the development context needs of Cameroon and the Central African sub-region, e.g. Edulink programmes CAPACITY4FOOD at Dschang University and LIVE at Yaoundé 1 University. They organised staff and students exchanges with European University respectively in Spain and Italy for building capacity in these two fields which responded to the development of SMEs in rural areas.

#### 2.1.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC11	
EU support to HE is strongly linked to the overall objectives of the EU's development policies	Given the quasi absence of EU bilateral support programmes to HE policies and programmes, EU support has been limited to the participation of 5 Cameroon State Universities to EU thematic programmes, mostly EM Action 2). From this perspective, the hypothesis is only partially confirmed insofar as the use of EU thematic programmes responds to EU's development policies
The support lacks a clear conventional approach outlining and explaining how exactly HE contributes to socio-economic development	Given that the support is provided through individual participations of Cameroon HEIs in the 3 thematic programmes, it does not fit directly the "conventional approach" described in the hypothesis. Nevertheless, most of the interviewees in the HEIs (particularly at Vice-Rector level) stressed that they had taken advantage of the EU-funded mobility programmes. Example of evidence is the following, quoted from the VR of Yaounde 1: "...they contribute to enhancing staff and students' understanding of their role as actors and products of HE in the development of Cameroon society by looking at similar challenges in the outside world." Consequently, the hypothesis is only partially confirmed.
The EU support to HE has not developed a clear strategy towards the strengthening of intercultural understanding	The Cameroon case demonstrates that EU support to HEIs of this country is not the product of a strategy but of a practical approach towards responding to the needs of HEIs through intercultural exchanges triggering intercultural understanding. The hypothesis is thus not fully confirmed.
The linkages between support to HE and the strengthening of political and economic co-operation are weak	Evidence from the interviews in Cameroon confirms the hypothesis.

<sup>4</sup> Only the Master II d'ingénieur in « sciences environnementales option gestion intégrée des ressources en eau et assainissement des villes africaines» t2011/2016 - 1mil EUR could be categorized as "bilateral project", although the beneficiary is the Università Degli Studi Di Padova (Italy) and Ecole Nationale Supérieure des Travaux Publics (ENSTP) in Cameroon and Università di Venezia are only partners.

JC12	
The EU has generally explicitly linked its support for HE to the specific development needs and challenges of partner countries and regions but the comprehensiveness of this approach differs markedly across the sample of countries and regions	The 22 interventions of EU support to HE in Cameroon were approved by EU, although HEIs did not make, in the rationale of their proposals, any explicit references to national development issues. The hypothesis is thus confirmed with Cameroon belonging to the category of countries with less comprehensiveness of EU approach.
There has been no evolution of the EU approach to the support of HE during the evaluation period. Lessons-learned have been taken into account for individual programmes but not in a systematic and comprehensive manner for support to HE in general terms	In reference to the above mentioned evidence, the hypothesis is confirmed.
EU support to HE lacks a specific and explicit approach to the design and implementation of HE programmes and projects in FCAS	N/A

## 2.2 EQ 2 on alignment

### 2.2.1 Findings

<i>To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?</i>	
<b>JC 21</b> Responsiveness of EU support to HE, in its design and implementation, to the partner country's and regional priorities	EM Action 2 EU support to Cameroon HEIs responded to one of Cameroon's national priority, such as "staff and students mobility for enhancing their experience of HE role and practices in other countries", as quoted by the Director of Research and University co-operation in MINESUP. Cameroon gives indeed a high priority to "internationalisation" of HE, in particular since 2009, when the MINEPAT enacted the Strategy Paper for Growth and Employment 2010-2020 (DSCE) in the framework of its "Vision 2035". Internationalisation has since been considered a key factor in enhancing employment of the HEIs graduates. It was also the case in Edulink interventions (although to a minor extent), for which proposals were assessed by the ACP Secretariat <sup>5</sup> ; as they represent the ACP Group of States indeed they do tend to take into account the ACP specific priorities (and geographical balance) during the evaluation process, not just the quality and the internal consistency. In the case of Intra-ACP interventions, they were also assessed with respect to their relevance to regional and national priorities. In addition to the quality and internal consistency of the proposed projects.
<b>JC 22</b> EU support to HE is based on partner countries' national development strategies, institutions and procedures	EU-supported interventions were all based on the interests/strategies of national HEIs and in agreement with national HE co-operation procedures such as enforced by MINESUP and by MINEPAT. They are also based in general on national development policies as explained above, in particular 2009 DSCE and 2013 DSSE. Nevertheless, evidence gathered from both visited HEIs and the supervisory Ministry (MINESUP) indicated that EU support is in general based on the development strategies of Cameroon ("Vision 2035"). But, in the details, it relies more on the priorities of the partner HEIs (and procedures when space is left by the procedures requirements of the EU thematic programmes). In the national HE policy documents and in HEIs academic programmes the only (indirect) reference to EU support was the reference to the Bologna process tools and modalities adopted by Cameroon (formally since 2007).

<sup>5</sup> It is an evaluation process observed by DEVCO in the framework of decentralised management

## 2.2.2 Hypothesis

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC21	
The specific nature of the regional approach of some of the major HE programmes has limited the potential to directly respond to needs and priorities of individual partner countries	According to the interviewees in the 5 consulted HEIs, EM and Intra-ACP interventions did not suffer from these limitations. Moreover they were in line with Cameroon's policy of co-operation with other African countries. Thus, no evidence found to confirm this hypothesis.
Specific implementation modalities (such as the single co-operation windows for Erasmus Mundus) are successful means for addressing partner country priorities in a regional or global programme	N/A since there is no EMECW in Cameroon. Nevertheless, all HEI interviewees complained about the lack of information (or delays in receiving it) about calls for proposals in all of the 3 thematic programmes.
The level of country ownership for bilateral interventions is higher compared to interventions under HE programmes	N/A
JC22	
Due to the nature of support (i.e. most support being channelled via major HE programmes), the use of partner country procurement systems only played a minor role	This hypothesis is confirmed; although interviewees mentioned (University of Buea in particular and MINESUP) that the use of national procurement system might be more efficient. Although the mission cannot present evidence to support this hypothesis, this judgment is based on the fact that, in their description of EU supported interventions, staff in charge of procurement in the partner HEIs appeared more at ease with their own system which they have practiced frequently than with the EU procurement system which they considered as "more bureaucratic and a bit cumbersome..."
In the cases where bilateral support was provided, the interventions were mostly complementary to those implemented by the government	N/A

## 2.3 EQ 3 on management, teaching, learning and research

### 2.3.1 Findings

<i>To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching and learning and research?</i>	
<b>JC 31</b> Improved management practices	<p>Two universities (Yaounde 1 and Yaounde 2) noted that their staff clearly benefitted from the management capacity enhancement which resulted from their collaboration with other HEIs: primarily with EU Universities (University of Porto in Portugal and University of Aix-Marseille in France) in the framework of EM interventions (respectively ANGLE, STETTIN, DREAM and KITE) and with other African HEIs (in particular University of Antananarivo in Madagascar) in the framework of Intra-ACP interventions (PAFROID)</p> <p>However, when asked to specify the management skills their staff had acquired, they mentioned "...network management skills" (Y1) or degree curriculum design, in particular "sandwich Masters" as was the case with the University of Lille (France) in the KITE intervention (according to reports since University of Ngaoundere could not be met due to lack of time).</p> <p>The improved management practices did thus not directly refer to the management practices of their respective HEIs, although some interviewees complained about the lack of opportunities in capacity building offered by EU-funded interventions to administrative and management staff of their respective HEIs. In the framework of the EM and, with clearer evidence, of Intra-ACP and Edulink projects, opportunities to enhance their capacity in management practices</p>

	<p>were mostly offered by the visits of senior staff of EU HEIs (Universities of Porto, Lille, Alicante, Udine and Groningen as leading or associate partners). This was in particular the case of Yaounde 1 and Yaounde 2 as well as with the University of Buea, where administrative and academic staff benefitted a lot from the visiting senior academics from these EU HEIs with responsibilities and experience in the management of a Faculty or a Higher Institute ("Grande Ecole"). The academics met in Yaounde 1, 2 and Buea highlighted the fact that the Intra-ACP mobility projects (AFIMEGQ, ERMIT and PAFROID) to which they participated brought interesting exchanges about the 'african style' of HEI management as compared to the EU HEIs style. Their key point was that management practices developed between African universities (including Maghreb ones) were probably more appropriate to the cultural parameters on stage in the African HEIs, even if the <i>efficiency</i> parameter were a bit less developed than through their exchanges with EU HEIs.</p>
<p><b>JC 32</b> Improved quality of teaching and learning</p>	<p>Not enough concrete evidence was found in relation to this JC. The JC indeed could only have been assessed through comparative studies and surveys among academic staff and students. Nevertheless, the overall opinion of all the interviewed academic staff (Deans, VRs and VCs) was that exchanges with HEIs either in Africa, ACP or Europe had provided opportunities of assessment ("revisiting") of the existing teaching/learning streams in their respective participating universities, in particular in terms of academic management (cf. JC31). Moreover, from interviews, evidence was found from that this "revisit" of their teaching programmes resulted in noticeable enhancement of the quality of the teaching/learning process.</p> <p>This was particularly evident for Edulink projects according to the opinions expressed by the officials of Yaounde 1 (LIVE project with the University of Udine and support of University of Paris Sud – Orsay for MS &amp; PhD in applied statistics) and Yaounde 2 (International Relations Institute of Cameroon-IRIC with the College of Europe/UNU-CRIS in Belgium) and the academic staff of Dschang University (AFOLM project with the University of Alicante – Spain and ESPRIT project with the Rijksuniversiteit Groningen Rug - Netherlands)</p>
<p><b>JC 33</b> Enhanced institutional and human capacity and conditions for academic research</p>	<p>Although "Capacity building in research and technology" was an important focus area under the Edulink projects from the first phase<sup>6</sup>, no strong evidence was found (or even mentioned by the interviewees) for the strengthening of research capacity in Cameroon as a direct result of EU-funded interventions. This is partly due to the fact that the government approach to research in Cameroon is split between two Ministries (MINESUP and MINESRI) which leave a high degree of autonomy to HEIs to define and conduct their own programmes. Nevertheless, some interventions have provided opportunity for individual initiatives of doctoral students. For example, one academic associate professor (and doctoral student) of Dschang University took advantage of his internship in Kenya University to launch a joint research with Kenyan colleagues linked to his PhD thesis.</p>

### 2.3.2 Hypothesis

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC31	

<sup>6</sup> During Edulink Phase 1, 7 projects took place in Cameroon, although this changed with Edulink II and the creation of the S&T programme- source: comments from WATERSCHOOT Wieke DEVCO B4

<p>EU support to HE has made a decisive contribution to the rapid expansion of the Bologna Process as the leading global standard in the management of HE</p>	<p>Cameroon adhered quite early to the Bologna Process (2005) and the LMD degree system, which became a standard for all Cameroonian HEIs. For at least this modality, EU support interventions did not contribute to its expansion. As for ECTS, EM interventions contributed to creating an academic management paradigm which helped a rapid expansion of ECTS tool to a growing number of public and private HEIs. However, for other tools and modalities of the process though (qualifications framework, LLL, diploma supplement, etc.) no real contribution could be observed. The hypothesis is thus only partially confirmed.</p>
<p>EU support to HE has markedly strengthen Quality Assurance mechanisms at HEIs in partner countries and regions</p>	<p>According to the testimonies gathered from interviewees particularly at VR level, quality assurance systems are becoming part of the best practices which Deans of Faculties and Heads of specialised departments are responsible of implementing QA; in doing so, they are more and more accompanied by selected lecturers (mostly in Doctoral schools). Nevertheless, these growing “best practices” were tailor-made and adapted to areas of specialisation at the individual initiative of lecturers and doctoral students, supported by their deans. At the Universities of Y1, Y2 and Buea it was mentioned that the QA concern was progressively shifting focus to topics such as internationalisation and entrepreneurship, without of course leaving on the side internal teaching/learning quality. The growing relevance of these topics in particular at Master’s level was considered by 2 out of the 5 visited State HEIs (Y1 and Buea) as a direct result of the relationship established by these universities with partner European and African HEIs. In conclusion, the hypothesis is thus partially confirmed insofar as:  A growing concern for QA in HE was assessed;  Growing adoption of QA systems in HEIs was not stemming so directly from EU interventions;  An endogenous adaptation of QA to national HE policies</p>
<p>At the same time EU-funded programmes and projects did not make a direct contribution to the improvement and strengthening of management approaches; rather this has been an indirect result of learning from the experiences in the governance of Tempus IV, Erasmus Mundus, and ALFA III etc. projects and, to a lesser extent, Intra-ACP and Edulink projects</p>	<p>The findings under JC 311 above confirm this hypothesis insofar as academic and administrative management at the concerned HEIs were the results of lessons learnt from the consortium leaders (or partners) in the EM interventions.</p>
<p>JC32</p>	
<p>The rapid and systemic adoption of the Bologna Process guidelines in the EU-supported projects has greatly contributed to enhancing the quality of teaching and learning</p>	<p>Degree system (LMD) and ECTS tool were adopted very early by the MINESUP (2005) and thus applied quickly (2007-09) in the 8 State Universities by 2010. Most of the other modalities adopted by Bologna process in 2009 (Leuven Communiqué) are rather absent from EU supported interventions (even EM) with the limited exception of QA (see above Indicator JC 312). Consequently the absence so far in Cameroon HEIs of other key modalities formally adopted by the Bologna process in 2009, (DS, Recognition and QF, LLL) prevented EU interventions to greatly contribute to the improvement of the quality of teaching and learning. Thus this hypothesis is only partially confirmed.</p>

<p>Virtually all projects established M&amp;E tools for the purpose of monitoring the implementation of project activities but did not contribute to the establishment of such tools for the quality assurance of teaching and learning at HEIs in general terms.</p>	<p>This hypothesis has been confirmed by all the academic authorities (VR, VC and Deans) interviewed. Moreover, there is, among the VR/VCs of the 5 visited State universities, a growing “feeling” at this respect. As VC for Research, Cooperation &amp; Relations with the Business World of Buea University expressed it: “...instruments developed and applied for M&amp;E of the EU-funded projects implementation (EM, Edulink, Intra-ACP) are not systemic enough for extension to the improvement of teaching learning process at academic and research levels.”</p>
<p>JC33</p>	
<p>Improving the physical research infrastructure at HEIs has not been a priority of EU support to HE</p>	<p>EU-supported interventions have delivered in some cases research equipment; but in one case (DREAM EM project) the lack of after sales TA for maintenance of the infrastructure was deplored. Such evidence seems to indicate that the designers of the concerned EM projects did not anticipate this requirement, thus confirming the hypothesis.</p>
<p>While direct research-related support was not a priority of most projects across all programmes, participating HEIs and a large number of individual academics have nevertheless greatly benefitted from the access to international research networks and were thus able to strengthen their research capacities</p>	<p>In the concerned EM and Intra-ACP projects the strengthening of research capacity has been more the result of personal initiative and/or networking of “built-in” mechanisms (although Intra-ACP interventions, in particular PAFROID project in which Y1 was involved, had a strong component for research).. According to interviewees, individual academics who benefitted from the access to international research networks were all doctoral students who searched and found international opportunities to strengthen their research capacities. The hypothesis is thus confirmed.</p>
<p>A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established at this stage</p>	<p>This hypothesis has been confirmed through the interviews of VRs, VCs and academics in the visited HEIs and from MINESUP officials. As far as the MINESRI is concerned, the hypothesis is not applicable since none of the 9 Research Institute under the supervision of this Ministry benefitted from any EU-funded projects.</p>

## 2.4 EQ 4 on reform of higher education policy

### 2.4.1 Findings

<p><i>To what extent has EU support contributed to HE reform processes in partner countries and regions?</i></p>	
<p><b>JC 41</b> HE policies and strategies reflect national priorities</p>	<p>The Law N°005 dated 16/04/2001 sets the strategic orientations of HE in Cameroon with the Prime Minister Decree No 2001/832 dated 19/09/2001 setting common rules for public and private HEIs. This strategic orientation of HE is organised around the 4 programmes enacted in the guidelines of application of the Vision 2035 developed throughout the Growth and Employment Strategy Paper. Any existing or newly created HEI will have to obey these 4 programmes and thus reflect the national priorities for development.</p>
<p><b>JC 42</b> HE policies and strategies reflect international consensus on good practice</p>	<p>Since 2005, when Cameroon launched its process of accessing the Bologna process, HE of Cameroon has adhered to the good practices set within (EHEA) with progressive implementation of Bologna process modalities and tools in public and private HEIs. From this early start, Cameroon HE policy-makers have also adopted, thus accompanying HEIs at their own pace, a wider set of good practices encompassing not only EU Bologna principles but also British/American practices - resulting from the bilingual nature of Cameroon State and society.</p>



<p><b>JC 43</b> National HE institutional framework is equipped to implement national policies and strategies</p>	<p>In accordance with the 2001 Law, Cameroon HE strategy has been fine-tuned through the 4 programmes set by the DSCE in the framework of Vision 2035 Strategy. According to the MINESUP and other stakeholders, the development framework of HE in Cameroon is organised around these programme; in particular internationalisation, the technological components (ICT in particular) and professionalization (employability of graduates). To meet these objectives, the HE development framework has opened the door to the development of private universities responding to MINESUP quality standards and the drive towards international exchanges, confirming this orientation towards the implementation of national policies and strategies through the adoption in 2013 by MINEPAT of the “Strategy of Education and Vocational Training Document” organizing HE around 8 guidelines.</p>
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## 2.4.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC41	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	Confirmed (reforms put in place in 2009 and 2013) - see above JC 43
At least some of these reforms and strategies reflect national priorities	Confirmed – see above JC 41
These outcomes were influenced to some extent by one or more EU programmes	<p>2013 “Strategy of Education and Vocational Training Document” makes concrete references to the Bologna process which Cameroon adopted in 2005 at a regional level (through a joint declaration in the opportunity of a CEMAC meeting). Adoption became a formal commitment of Cameroon State in September 2007 when MINESUP instructed State HEIs to begin implementing LMD reform. However, “implementation proved to be premature with universities ill-prepared; for example, there were no transitory measures for students who received their Licence under the former system and wanted to do their Masters”. Consequently, the hypothesis is only partially confirmed.</p>
JC42	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	Confirmed. See Indicator JC 411 above
Some at least of these reforms and strategies reflect international consensus on good practice	Confirmed. See JC 42 above
Outcomes were influenced to some extent by one or more EU programme	Partially confirmed. See Indicator JC 413 above
JC43	
New HE institutions at the national level were established, and/or existing institutions were reformed and improved – or these changes were at an advanced point in the pipeline – in the evaluation period	<p>All 8 public universities existed prior to the evaluation period (since 1993); only private HEIs (ISEP) were continuously created during this period. The fact that all public HEIs and a majority of private HEIs progressively adopted the Bologna process was a driver for reforms – See indicator JC 413 above</p>
These outcomes were influenced to some extent by one or more EU programme	Confirmed – see above indicator JC431

## 2.5 EQ 5 on inclusiveness

### 2.5.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?</i>	
<p><b>JC 51</b> Enhanced equitable access to HE for all groups of society</p>	<p>An eligibility and selection criteria for Intra-ACP and EM projects was the inclusion in the project of disadvantaged groups or individual students, particularly at the postgraduate level (with a specific EM objective to target Group 3 vulnerable students). However, according to the interviewees in the 5 visited public HEIs, not sufficient effort has been made in that direction outside of the EU-funded interventions, i.e. no structural spill-over has taken place. This is unfortunately due to the fact that HE policy of the Government does not have an inclusiveness component (as opposed to basic and secondary education policies) Among these interventions, only the STETTIN project was highlighted by the interviewees as “having facilitated access of disadvantaged students, in particular at Doctorate level” (Y1).</p> <p>This relative “non-compliance” of Cameroon HEIs with this built-in requirement of inclusiveness EM and Intra-ACP projects is due probably to the central role that the coordinating institution plays in enforcement of EM requirements. In the case of STETTIN, University of Aix-Marseille seems to have insisted on this point with its partner HEIs. In the other EM and Intra-ACP projects the leading institutions were not so keen to enforce this point (particularly “old hands” of EM like the University of Porto...). Moreover HE in Cameroon remains, more than ever since the “university reform” of 1993, a privilege of higher income social categories.</p>
<p><b>JC 52</b> Equitable access to resources for HEIs, especially those suffering from former disadvantage</p>	<p>No significant evidence on this topic was collected from the interviewees.</p>

### 2.5.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC51	
Steps have been taken either by HEIs or government – preferably both – to increase access to HE for vulnerable and/or under-represented groups	Not confirmed – See JC 51 above
These outcomes were influenced to some extent by EU-funded programmes	N/A as a consequence of above
JC52	
Where it is possible to identify HEIs suffering from former disadvantage, reforms have been made to support them; and/or that these HEIs have improved their access to resources	Partly confirmed since the largest public University (Yaoundé 1) and the English-speaking University of Buea were for some time (2007-11) the only HEIs in Cameroon receiving EM Action 1 calls for proposals. Since 2012, other HEIs have received information about and access to the EM Action 2, Intra-ACP and Edulink calls for proposals. Nevertheless, private Universities are still lacking access to such information.
These outcomes were influenced to some extent by one or more EU programme	Partially confirmed – See above



## 2.6 EQ 6 on responsiveness to labour market need and brain circulation

### 2.6.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?</i>	
<p><b>JC 61</b> Strengthened institutional set-up in the HEIs to respond to labour market needs in specific professional qualifications</p>	<p>Most of EU-funded interventions in Cameroon HEIs have not been directed towards responses to labour market needs. As the VR of Dschang University (relayed by officials of Douala University) put it "our programmes are not focusing in priority on the labour market but on high level intellectual capacity and skills". Nevertheless, over the evaluation period, several EU-funded projects were aiming at responding to the national and/or regional labour market needs<sup>7</sup></p> <p>As one of the few noticeable evidence found by the mission, the Intra-ACP ERMIT project is worth mentioning: with its network indeed of 10 African HEIs led by UY1, this project sponsors exchanges with scholarships for a wide variety of Master and PhD studies in other African HEIs. Subjects are selected among innovative technologies of interest, either for employability of the graduates in existing enterprises (in Africa and Europe) or for creating their own company. This project was designed as a follow-up application of the Partnership Charter between Universities and the Industry signed in December 2010 between the MINESUP and the Cameroon Inter-CEOs Group (Groupement Inter-patronal du Cameroun).</p>
<p><b>JC 62</b> Increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries</p>	<p>No figures about employment achievement of the beneficiaries of the EM projects could be found in the visited Universities. Only the EM L10 project led by the University of Buea tentatively traced beneficiary students of the EM Action 1 L10 project (2008-11). From the collected evidence, it resulted that more than 80% of the beneficiary students had found a job less than 6 months after returning to Cameroon. This is well above the Cameroon average post-graduate students ability to find a job less than a year after graduating, i.e. approx. 60%</p>
<p><b>JC 63</b> Enhanced internationalisation of HEIs and individuals in partner countries</p>	<p>All visited universities have expanded their international networks with balanced interest between African and European HEIs in the international destination of their exchange programmes (funded either by EU or by EU member states or by non-EU states). None of the interviewees, among either HEI academic staff or MINESUP officials, expressed any concern about the "brain drain" risk. For EU-funded interventions (EM in particular), in the case of University of Yaoundé 1, the largest EM beneficiary HEI (partner in 5 out of 8 EM projects), only one student chose to remain (in France) after completing his Doctorate. All the others (59 out of 60 graduated Doctors) returned to their homeland after graduating). For Intra-ACP, interviewees could not yet provide relevant data on this subject since the majority of projects started in 2013</p>

### 2.6.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC61	
Steps have been taken by HEIs to increase their ability to respond to labour market needs in their study programmes at the professional level	Public and, to a lesser extent, private HEIs are not yet fully equipped, at the institutional level, to assess labour market needs and reorient subsequently academic programmes. In rare cases this was achieved, it was more the result of individual initiatives of VRs or faculty deans. The Intra-ACP AFIMEGQ programme can illustrate such behaviour and endeavours; its coordinator indeed, and the VR of the University of Yaounde 1 (Y1) has been advising its 9 partner HEIs in Africa for guiding mobility Master and PhD candidates towards potential labour market niches in the region; he has done

<sup>7</sup> For example, under **EduLink Phase 1** "European-African Network to improve HEIs in Agriculture and Forestry based on new labour market needs" coordinated by the University of Alicante (Spain) with University of Dschang as partner in Cameroon and, under **Intra-ACP**, the "Entrepreneuriat, Ressources, Management, Innovation et Technologies (ERMIT)" project coordinated by Yaounde 1 (UY1) with Yaounde 2 (UY2) as partner in Cameroon

	<p>so taking also advantage of his position of coordinator of the Virtual Universities, a Y1-based Pan-African University network of e-learning HE classes.</p> <p>This lack of drive towards matching better HE offer and labour market demand is less understandable since some interviewees (at VRs and lecturers level) referred to the guidelines provided by MINESUP, in particular through the DSCE and the 2013 “Strategy of Education and Vocational Training” Document, both emphasising the need to “reinforce co-operation with the world of work” and that 3 VRs and VCs of State universities are in charge also of “relations with the Business world.”</p> <p>Consequently, the mission considers that this hypothesis is only partially confirmed (and still at a very incipient stage).</p>
Outcomes were influenced to some extent by one or more EU programme	Confirmed – See Findings under JC61 above
JC62	
HE graduates, both from the EU-supported programmes and from institutions strengthened by the programmes, have been helped to find professional positions corresponding to their qualifications	<p>In the absence of tracer studies at the universities, no objective evidence to confirm this hypothesis could be gathered. Nevertheless, the general opinion expressed by the authorities of 4 out of the 5 visited public HEIs is that more than 80% of the beneficiary students had found a job less than 6 months after returning to Cameroon (see above Findings under JC 62).</p> <p>Consequently, the hypothesis is confirmed.</p>
JC63	
HEIs have become more internationalised in the sense of acquiring the ability to establish links and participate in networks whose continuation is not dependent on the EU-supported programme that fostered them	<p>According to interviewed officials and academic staff of the 5 visited HEIs, internationalisation is becoming the most important scenario for their academic development and for quality assurance. All of them have consequently joined externally based networks or created their own international network. As an example the University of Buea has participation/membership in more than 20 African networks (most of them English-speaking), being host/headquarters of 5 African (regional/sub-regional) networks in the areas of health, drugs, intellectual property and management.</p> <p>Consequently, the hypothesis is confirmed.</p>
Students and academics taking part in the mobility programmes have moved on from the country where the programme took them	Confirmed – See JC63 finding above

## 2.7 EQ 7 on intra-regional harmonisation

### 2.7.1 Findings

#### *To what extent has EU support to HE strengthened intra- and inter-regional integration in HE?*

<p><b>JC 71</b> Strengthened inclusive regional co-operation on harmonisation</p>	<p>Regional co-operation on harmonisation in Central Africa has been developing in the past 10 years in Cameroon HEIs for two main reasons: The dynamics of EU-funded interventions which contributed to mobility in the region; Guidelines of MINESUP to the HEIs for sparking and developing in their academic management the recognition of degrees delivered by HEIs of the African region. These guidelines were certainly enhanced, if not triggered, by the influence of Cameroon’s adhesion to the Bologna process. Unfortunately, this national policy and strategy has not been accompanied by a relevant dialogue at the sub-regional level (and less at the African regional level) for mutual recognition of postgraduate degrees. Besides, according to the interviewed VRs, VCs and academic staff in the visited HEIs, EU has not contributed significantly, through its thematic programmes (or EUD interventions) to sub-regional or regional inter-governmental dialogues in HE, including about mutual recognition of post-graduate degrees.</p>
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<p><b>JC 72</b> Advanced standardisation of HE at regional level</p>	<p>Standardisation of HE academic programmes and degrees is progressing slow and mutual recognition of study programmes has taken place in a piecemeal; when it has occurred lately, it has been in economics or law areas more than in scientific study programmes, although Intra-ACP and Edulink partnership projects generated progress in the mutual recognition of scientific Master degrees (e.g. with Polytechnic of Namibia and with the Institut International d'ingenierie de l'eau et de l'environnement in Burkina Faso).</p>
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### 2.7.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC71	
<p>EU support to HEI contributed primarily to the widening and strengthening of HE networks between Europe and partner regions and to a lesser extent within regions</p>	<p>85% of EU-supported Intra-ACP and Edulink projects involved partnership networks between Cameroon HEIs and HEIs in Europe (55% of the interventions) and HEIs within Africa (45% of the interventions) with a growing number of regional partners. Hypothesis confirmed.</p>
<p>Among the five programmes, ALFA III and Tempus had the most comprehensive approach towards establishing and fostering regional dialogues on harmonisation</p>	N/A
<p>With some exceptions (most prominently perhaps Central Asia), the EU did not make a strong contribution towards inter-governmental dialogues on HE in partner regions</p>	Confirmed.
<p>Non-state stakeholders were only systematically engaged in regional dialogues in Latin America and to a lesser extent in Eastern Africa</p>	N/A
JC72	
<p>HEIs which have entered into a kind of more structured partnership with incipient co-operation towards a mutual recognition of degrees and associated qualifications, have done so primarily as result of a “networking spirit” (particularly in Latin America)</p>	<p>“Networking spirit” in Cameroon has developed quite early in two public HEIs:</p> <ul style="list-style-type: none"> <li>• the largest one University of Yaounde 1 (being the first and having become the largest University, the Rector and VRs felt compelled to pave the way, following closely Central Government orientations),</li> <li>• University of Buea (being an English-speaking HEIs, it was motivated for developing partnerships with HEIs in English-speaking African countries)</li> </ul> <p>Hypothesis confirmed</p>
<p>Number and scope of partnerships among HEIs in all regions has been increasing but this does not necessarily translate into a growing number of formal agreements on the mutual recognition of degrees and other qualifications</p>	<p>As shown above in indicator JC721, HEI networks and networking within Cameroon have been growing steadily within the scope of Intra-ACP and EM interventions. But this has not led easily and naturally to mutual recognition, while Cameroon on its side would recognise rather easily foreign degrees (mostly regional but also, in a couple of cases, European) Hypothesis confirmed</p>
<p>While joint or collaborative degree programmes have been established in some cases, the EU has not systematically contributed to such programmes within regions</p>	Confirmed

### 2.8 EQ 8 on modalities and instruments

### 2.8.1 Findings

<i>To what extent have the various instruments, aid modalities and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?</i>	
<b>JC 81</b> Responsiveness of the instruments and aid modalities to the national and regional context in partner countries	As shown above (previous EQs), the project approach under EM, Intra-ACP and Edulink was appropriate and efficiently contributed, although still to a limited degree, to the strengthening of the beneficiary HEIs
<b>JC 82</b> EU support has been delivered in a timely fashion, minimising costs for all parties involved	Some delays in preparation of the financing agreements and disbursements of the EU interventions budgets, particularly for Intra-ACP and Edulink, have been reported by some of the beneficiary Universities (University of Dschang and Buea), while the University of Douala appeared to be suffering of a lack of communications with EM programme. The other two visited public universities (University of Yaounde 1 and 2) did not report any specific problems.

### 2.8.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC81	
Regional programmes in HE meet the needs of HEIs in the participating partner countries	Hypothesis confirmed. Cameroon HEIs indeed are in great needs of international exposure not only it is one of the key policies of the HE regulating authorities (MINESUP); it helps also Cameroon HEIs to reinforce their teaching/learning & research capacities (at academic staff and post-graduate students levels) in knowledge areas of growing demand on the national and regional labour market. This is the case of International law (Univ. Y2), ICT networking (Univ.Y1), Biotechnology and Infectious diseases (Univ. of Buea), Food security (Univ. of Dschang).
EU support via regional programmes (channelling the aid delivery directly to a university consortium) fosters ownership of participating HEIs	Ownership was strongly confirmed, in particular in the case of Yaounde 1 for EM programmes and University of Buea for Intra-ACP. Authorities of the concerned HEIs insisted on the importance of developing ownership by HEIs for drawing a full benefit (in academic capacity and student employability) from EU-financed mobility and regional partnership programmes. Hypothesis confirmed
JC82	
Project leaders of a university consortium in regional programmes like ALFA III, Edulink and the Intra-ACP Academic Mobility Scheme are excessively charged with administrative burden, partly related to the strict administrative procedures at the EU operational level	All HEIs interviewed complained of the administrative burden either as a leader of EM project (University of Y1) or as participant in the case of Intra-ACP, Edulink and EM. They noted that EU procedure requirements for presenting proposals and reporting (in particular financial accountability) were excessive. Hypothesis confirmed – See Findings JC82 above.

## 2.9 EQ 9 on coherence and synergies

### 2.9.1 Findings

<i>To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?</i>	
<b>JC 91</b> Coherence of DEVCO-financed HE support with relevant EU policies and strategies	No evidence was collected from the field interviews but no cases of inconsistencies were detected either
<b>JC 92</b> DEVCO-financed programmes are mutually reinforcing	No evidence of synergies and mutual reinforcement between DEVCO-financed exchanges and mobility programmes, particularly in the absence of a single country window for EM programme. Nevertheless, given the dominant participation of the University of Y1 in DEVCO-financed programmes in Cameroon (10 out of 16), mutual reinforcement stems from internal academic management initiatives rather than from the international dynamics generated by the EU programmes themselves.
<b>JC 93</b> Systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States	Several EU member states, in particular France (SCAC), Germany (DAAD) UK (DFID), Belgium (BTC), Netherlands (NUFFIC) are supporting HE in Cameroon. The most frequent areas of support are language (French, English and German) but also engineering (France scholarships for 1 or 2-year "Mastere" in Higher Engineering Schools -"Grandes Ecoles"). For enhancing periodical contacts between EUD and EU MS in the field of co-operation with HE in Cameroun, an attempt is under discussion at the initiative of French co-operation (Service de Coopération et d'Action Culturelle – SCAC) with support of German co-operation (DAAD) for making, within the Sectorial Group on Education (GSE), the co-operation in HE, more systematic and complementary than before.
<b>JC 94</b> EU plays an active role in co-ordination mechanisms with EU Member States in the field of HE	See above

### 2.9.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC91	
The EU took for granted a homogenous approach to HE education which was shared by all major stakeholders involved in the design and implementation of the EU's support to HE.	No reference was made by any stakeholder; including EUD to such an EU approach. Consequently this hypothesis is not relevant for Cameroon
JC92	
Operational linkages among programmes (and projects under different programmes) were limited, resulting in missed opportunities to create synergies	This hypothesis is not relevant either for Cameroon since there are no bilateral programmes funded by EU and no structural coordination between DEVCO-funded exchange programmes and MS co-operation programmes (see findings above under JC 93)
Synergies and coordination between regional and bilateral interventions in HE existed only to a limited extent because in most partner countries HE was only covered through regional support	Not relevant for EU interventions since there is no EU-financed bilateral support for HE in Cameroon. For coordination between EU interventions and bilateral co-operation in HE the hypothesis is not confirmed (See above findings under JC 93)
JC93	

No systematic efforts were made to create synergies between EU and MS interventions during the 2007-2013 period	Efforts in this direction (at the initiative of French and German co-operation) are quite recent. Hypothesis confirmed
Attempts at joint programming between the EU and MS have only been made in the very recent past, but are still limited to a very small number of examples	Hypothesis confirmed. See above

## 3 Conclusions

### 3.1 Main conclusions at the country level

Cameroon joined the Bologna Process first in 2005, in the framework of the Economic and Monetary Community of Central Africa (CEMAC), then in February 2007 driven by the Head of State of the New University Governance (NGU), the driving force of the LMD reform.

The participation of Cameroon HEIs in EU-funded projects has helped promote Bologna principles and tools and highlight their usefulness. More and more HE programmes at the Cameroonian HEIs use the ECTS system and double accreditation between public universities, creating double degrees; with a recent attempt to do the same between a public (University of Yaounde 1) and a private University (University of the Mountains).

During the evaluation period, HEIs have participated in a growing number of projects under the EU-funded programmes, particularly since 2011. This trend has responded to a clear guideline of the Cameroonian policy and strategy in HE, which is the development of internationalisation of HEIs, academic staff and students, and it can be seen as a valuable (and visible) result of EU support to HE.

Nevertheless, evidence showed that this contribution of EU support to HE development of international mobility and exchanges was more the result of the innovative dynamism demonstrated by the leading Universities in the country (in particular University of Y1 for the French speaking HEIs and University of Buea for the English speaking ones) than the consequence of close coordination between the Ministry of Higher Education (MINESUP) and EU (EUD and visiting staff from DEVCO and EACEA). The initiatives taken by these HEIs to “gain seats” in EM, Intra-ACP and Edulink projects are quite commendable but should be supported more systematically by initiatives taken by the national authorities in HE i.e. MINESUP and probably MINEPAT<sup>8</sup> in order to ensure full consistency between EU HEIs development efforts and Cameroon HE development strategy.

It should though be noted that EU-financed support to HE in Cameroon has not yet achieved a “critical mass” which can result in visible and accountable impact of EU-supported programmes on HE policy and strategy. More specifically, the mission could not find a direct relationship between medium term HE budget estimate orientations and programmes and the achievements of DEVCO-funded programmes with the participation of Cameroonian HEIs. In this respect two factors have played a role:

- The rather limited number of DEVCO-financed thematic support to HE (16 over the evaluation period, half of them having started in 2013),
- The absence of bilateral EU support which prevented EU to enter more directly into a dialogue with HE authorities about the HE system policy and strategies.
- The hypothesis of the mission (confirmed by a couple of lecturers interviewed in University of Buea and UY2) is that this absence coupled with the limited number of mobility programmes has certainly jeopardised the impact of the EU-funded mobility and exchange programmes on the implementation and expansion of HE development such as defined in the Vision 2035 documents.

Another characteristic of the HE system in Cameroon is the long-standing division of responsibility for the HE research area between MINESUP and the Ministry of Scientific Research and Innovation (MINESRI). This institutional characteristic may have limited the impact of DEVCO-financed mobility programmes on the development of research (fundamental and applied) in

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<sup>8</sup> Ministry of Planning Economy, Planning and Regional Development (MINEPAT) which was leader in the preparation of the Strategy document for Education and Training (2013-2020)



Cameroon<sup>9</sup>. This has been left again to the individual initiatives of Doctoral schools of public HEIs, thus preventing more synergies and economies of scale in this area.

In spite of these limitations, Cameroon HE has been able to take advantage of EU-funded programmes to achieve and/or consolidate important reforms among which can be listed the following ones:

- The introduction of the standard 3-cycle system (Bachelor's-Master's-Doctorate: Cycle I-Cycle II-Doctorate),
- Generalisation of ECTS in all public and private institutions and in all streams,
- Establishment of QA management structures in most of public HEIs,
- Initial steps taken to develop a National Qualifications Framework in close coordination with the industry and private services.

### 3.2 Conclusions per EQ

Table 2 Conclusions per EQ

<b>EQ 1</b>	To what extent has EU support to HE promoted the overall development policy objectives of the EU?	Within the still limited scope of EU-financed regional and national support to HE in Cameroon, HEIs projects submitted to EM, Intra-ACP and Edulink programmes have been accepted because they were designed according to the development policy objectives of the EU and mainly to support country development priorities.
<b>EQ 2</b>	To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?	In addition to the completion of the above condition which ensures a respect by the EU-approved projects of Cameroon's development priorities, EU support to HE has been aligned with the national HE priorities such as set in the Strategy document for the Education and Training Sector and, in particular the 4 programmes it has set for HE.
<b>EQ 3</b>	To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching, learning and research?	EU support to HE has certainly helped Cameroon to be progressively compliant since 2007 with the main Bologna process tools and modalities (with the exception still of a widely disseminated Quality Assurance System and of a National Qualifications Framework). As a consequence, teaching/learning processes, related management instruments and academic staff capacity have been definitely enhanced by the support provided by EU under the DEVCO-financed support to EM, Intra-ACP and Edulink participating HEIs.

<sup>9</sup> It should be noted indeed that none of the Research institutes supervised by the MESRI has benefitted of a DEVCO-financed mobility programmes.



<b>EQ 4</b>	To what extent has EU support contributed to HE reform processes in partner countries and regions?	From the official publications and interviewees' opinions EU support to HEIs has contributed in a very limited way to the key HE reforms launched from 1993 then 2010 on under the Growth and Employment Strategy Paper (DSCE) within the <i>Vision 2035</i> strategy. The students and staff exchanges promoted through the EM programme have certainly contributed to enhancing reflexions and dialogues about HE reforms; at both HEIs and national levels (in particular on recognition of foreign degrees, quality assurance in the teaching/learning processes). Nevertheless, the impact of such an incipient and limited support process cannot yet be assessed as significant over the evaluation period.
<b>EQ 5</b>	To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?	From the interviews and visits to HEIs, evidence of limited direct (or indirect) impact of the EU support programmes on inclusiveness enhancement in the HEIs could be found. No data on % of beneficiaries of EU mobility programs who are coming from disadvantaged groups could be collected Besides inclusive access to HE is not formally expressed as a priority in the HE sub-Sector strategy, which does not provide the definition of disadvantaged groups in Cameroon <sup>10</sup> .
<b>EQ 6</b>	To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?	Internationalisation is a priority of Cameroon for its HE policies and strategy and the HEIs in Cameroon have understood that this was a key vehicle for better focusing their educational offer on the needs of the labour market. The co-operation with European HEIs (achieved through EM and Edulink projects) but also the intra-ACP co-operation between ACP HEIs, have provided Cameroon's HEIs (and their key stakeholders on the labour market) with the opportunities and means to launch a systematic trend towards this objective. Nevertheless, this trend towards achieving the desirable match between the academic offer of HEIs and the needs of the labour market, should be (and hopefully will be) eventually better structured by a systematic policy of MINESUP and its labour market stakeholders.
<b>EQ 7</b>	To what extent has EU support to HE strengthened intra-and inter-regional integration in HE?	In the absence of real and sustained Intra-regional integration in Africa, the EU support programmes to HE in Cameroon have not contributed to creating it. Through the co-operation between Cameroon and European HEIs, which has taken place in almost all EM and Edulink projects, the evidence could be found of only one case having led to mutual recognition/joint degrees.

<sup>10</sup> The situation is different In basic and secondary education for which the respective Ministries (MINEDUB and MINESEC) have adopted a typology of disadvantaged groups (gender, with learning difficulties, coming fro economically disadvantaged groups, etc.)

<b>EQ 8</b>	To what extent have the various instruments, aid and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?	The very limited scale of implementation of instruments, aid and policy dialogue employed by the EU to support HE in Cameroon (and the absence of bilateral EU-Cameroon co-operation) have not resulted in any evidence of having strengthened HE in Cameroon.
<b>EQ 9</b>	To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?	<p>EU support to HE in Cameroon has been coherent insofar as accepted interventions under DEVCO-financed programmes responded to both EU and Cameroon State policies with respect to HE.</p> <p>For coherence with and added value to EU MS interventions, local joint initiatives have been taken in order to work out an aid coordination framework between EUD and EU MS co-operation programmes.</p>

## 4 Annexes

### 4.1 Annex 1: Overview of EU-funded key interventions

Table 3 Overview of EU-funded key interventions in the country

<i>Project title</i>	<i>Years</i>	<i>Contracted amount</i>	<i>Desk study</i>	<i>Coordinating institution</i>	<i>Participating institutions in the country</i>
<b>Intra-ACP</b>					
Strengthening African Higher Education Through Academic Mobility	2011-2016	2,291,600	Yes	Polytechnic of Namibia	University of Buea
Partenariat Intra-africain pour une mobilité sur l'environnement	2011-2016	2,329,500	No	Institute International D'ingenierie de L'eau et de L'environnement (Burkina Faso)	Université de Yaoundé
AFIMEGQ - Afrique pour l'innovation, Mobilité, Echanges, Globalisation et Qualité	2012-2017	1,999,225	No	University of Yaounde 1	Université de Yaoundé 1
Entreprenariat, Ressources, Management, Innovation et Technologies (ERMIT)	2013-2018	2,509,650	No	University of Yaounde 1	Université de Yaoundé II
PAFROID	2013-2018	2,537,750	No	University of Antananarivo (Madagascar)	Université de Yaoundé 1
Postgraduate Academic Mobility for African Physician-Scientists	2013-2018	2,132,650	No	University of Ibadan (Nigeria)	Faculty of Medicine And Biomedical Sciences, University of Yaoundé I (Fmbs/Uyi)
<b>EduLink</b>					
LIVE Linking institutions for Veterinary Education	2008-2011	490,000	No	Universita degli studi die Udine (Italy)	University of Yaoundé 1 University of Ngaoundere University of Dschang
Reseau de Masters et de Doctorats de Statistiques Appliquees en Afrique Francophone	2008-2012	247,090	No	Universite Paris-Dud Orsay (France)	University of Yaoundé 1
Appui a la These Doctorale en Economie	2008-2013	500,000	No	CIEREA (Burkina Faso)	University of Yaoundé II
Netris - Network of Regional Integration Studies	2009-2011	473,856	No	College of Europe/UNU-CRIS (Belgium)	International Relations Institute of Cameroon (Institut des Relations Internationales du Cameroun-IRIC)
ALTERNANCE 2010	2009-2011	399,850	No	Universite Catholique D'afrique Centrale (Cameron)	-
AFOLM – European-African Network to improve HEIs in Agriculture and Forestry based on new labour market needs	2008-2011	406,813	No	University of Alicante (Spain)	University of Dschang
Esprit - Environmental Sustainability: Priority Education And	2008-2012	445,835	No	Rijksuniversiteit Groningen Rug	University of Dschang

Research In The Tropics				(the Netherlands)	
CAPACITY4FOOD - Integrated Soil Fertility Management for Food Security: matching capacities in Anglophone West African Nation HEIs with local needs	2013-2016	489,578	No	Universidad de Alicante (Spain)	University of Dschang
<b>Erasmus Mundus</b>					
L10 - All ACP countries ANAC-Direct - L10 Enschede - ACP Countries	2008-2011	4,910,075	No	International Institute for Geo-Information Science and Earth Observation (The Netherlands)	University of Buea
S1-L15-MUNDUS ACP	2010-2014	5,919,600	No	Universidade do Porto (Portugal)	University of Yaoundé I
MUNDUS ACP II	2011-2015	5,999,825	No	Universidade do Porto (Portugal)	University of Yaoundé I
ANGLE - Academic Networking, a gate for learning experiences (Angola, Cameroon, Cape Verde, East Timor, Fiji, Kenya, Madagascar, Mozambique, Republic of Congo, Senegal, Trinidad & Tobago)	2012-2016	2,942,600	No	Universidade do Porto (Portugal)	University of Yaoundé I
STETTIN - Science and Technology Education Teachers' Training International Network (Burkina Faso, Cameroon, Comores, Dominican Rep., Equatorial Guinea, Gabon, Haiti, Ivory Coast, Lesotho, Namibia, Senegal, Togo, Vanuatu, Zimbabwe)	2012-2016	2,524,250	No	Universite d'aix Marseille (France)	University of Yaoundé I
CARIBU - Cooperation with ACP countries in Regional and International Bridging of Universities	2013-2017	3,999,800	No	Vrije Universiteit Brussel – Vub (Belgium)	University of Buea
DREAM - Dynamizing Research and Education for All through Mobility in ACP	2013-2017	3,999,750	No	Universidade do Porto (Portugal)	Association Aide aux Familles et Victimes des Migrations University of Douala University of Yaoundé I University of Yaoundé II
KITE - Knowledge, Integration and Transparency in Education (EU-ACP Countries)	2013-2017	3,999,125	No	Masarykova Univerzita (Czech Republic)	University of Ngaoundere

## 4.2 Annex 2: Scholarship holders Cameroon 2007-2014

The tables are based on the data available in the EACEA Mobility tool by 05/09/2016 and for therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).

Table 4 *Erasmus Mundus Action 2 Strand 1 mobility table<sup>11</sup>*

Target Group 1			Target Group 2			Target Group 3			TG 3	Total
Female	Male	N/A	Female	Male	N/A	Female	Male	N/A		
20	58		17	30			1		1	126

Table 5 *Mobility table total<sup>12</sup>*

HE programme	Female	Male	Total
Erasmus Mundus Action 1	2	5	7
Erasmus Mundus Action 2 (Strand 1)	37	89	126
Intra ACP Academic Mobility Scheme	47	99	146
<b>Total</b>	<b>86</b>	<b>193</b>	<b>279</b>

## 4.3 Annex 3: List of people interviewed

### EU Delegation and International Organizations

Name	Position	Institution
Maxime MONTAGNER	Section Head, Governance, Economy and Trade	Delegation of the European Union in Cameroon
Armand NGOUMNJUEN NJOUOKOU	Social Sectors Responsible Pole	AFD (French Development Agency)
Olivier D'HONT	Chief of Cooperation and Cultural Action	Embassy of France in Cameroon
Frank KAHNERT	Director	DAAD (Deutscher Akademischer Austauschdienst German Academic Exchange Service)

### Government and parastatal institutions

Name	Position	Institution
Amos MOGO	Unit Head of Cooperation	Ministry of Scientific Research and Innovation
Dr DONGMO Thomas	Chief of Cooperation Division	Ministry of Scientific Research and Innovation

<sup>11</sup> The table is based on the data available in the EACEA Mobility tool by 05/09/2016 and for therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).

<sup>12</sup> The table is based on the data available in the EACEA Mobility tool by 05/09/2016 and for therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).

Aaron LOGMO MBELEK	Chief of Division of Research and University Cooperation	Ministry of Higher Education
NAUTI NDE	Under Director of Cooperation	Ministry of Higher Education
Dr MVELE GUY	Director of Cooperation	Ministry of Higher Education

### Higher Education institutions & Research organisations

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Pr TONYE Emmanuel	Vice Chancellor Research, Cooperation & Relations with the Business World.	University of YAOUNDE 1
Claude KAMENI	Chief of Service International Relations	University of YAOUNDE 1
Béatrice KETCHEMEN - TANDIA	Chief of Cooperation Division	University of Douala
Dr Alphonse B. AMOUGOU MBARGA	Chief of Research and Development Division	University of Douala
Dr YANPELDA Virginie	Chief of Department of the Inter-Cooperation	University of Douala
Prof. EPAH Geoge FONKENG	Deputy Vice Chancellor, Research, Cooperation & Relations with the Business World.	University of BUEA
George ONGEY	Service Cooperation & Relations with the Business World.	University of BUEA
CHEO Emmanuel SUH	Service Cooperation & Relations with the Business World.	University of BUEA
NNAME Peter EBOUTANE	Service Cooperation & Relations with the Business World.	University of BUEA
Joseph BEBONG BESONG	Service Cooperation & Relations with the Business World.	University of BUEA
TENING Aaron SUH	Service Cooperation & Relations with the Business World.	University of BUEA
Emmanuel YENSHU	Service Cooperation & Relations with the Business World.	University of BUEA
AYUK Justine	Director Cooperation & Relations With the Business World.	University of BUEA
JACKAR KANGE	Service Cooperation & Relations with the Business World.	University of BUEA
Agnes MBENG	Service Cooperation & Relations with the Business World.	University of BUEA
Pr CHAMENI NEMBUA Celestin	Deputy Vice Chancellor, Research, Cooperation & Relations with the Business World.	University of DSCHANG
Pr MVONDO Le Antoine David	Dean	University of DSCHANG
Dr KEUDJEU DE KEUDJEU John	University teacher	University of DSCHANG
Pr KAPTUE LAZARE	President	University of the MOUNTAINS

Pr MOL NANG	Vice Chancellor Research, Cooperation & Relations with the Business World.	University of YAOUNDE II
Pr NGOA TABI Henri	Chief of International Economics and Development Department Faculty of Economic and Management Sciences	University of YAOUNDE II
Dorothee NDOUMBE	Chief Information Officer and conferences	University of YAOUNDE II

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Folder University of BUEA

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Folder University of Yaoundé 2

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Folder University of Dschang

Folder University the Mountains

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# **Evaluation of the EU development co-operation support for higher education in partner countries (2007-2014)**

**Country Note Dominican Republic  
Arnold Spitta | Siullin Joa Leon**

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## **Evaluation of the EU Development Co-operation Support to Higher Education in Partner Countries 2007-2014**

**This evaluation was commissioned by the Evaluation Unit of the  
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*The opinions expressed in this document represent the authors' points of view  
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## List of Acronyms

AECID	Agencia Española de Cooperación Internacional de Desarrollo
AFD	Agencia Francesa de Desarrollo
C&T	Ciencia y Tecnología / Science & Technology
CIDET	Comité Interinstitucional para la Innovación y el Desarrollo Tecnológico
CNC	Consejo Nacional de Competitividad
CONECyT	Consejo Nacional de Educación, Ciencia y Tecnología
EUD	Delegación de la Unión Europea / EU Delegation
END	Estrategia Nacional de Desarrollo
ES	Educación Superior / Higher Education
FONCYT	Fondo de Ciencia y Tecnología
FONDET	Fondo de Desarrollo Tecnológico
FONDOCyT	Fondo Nacional de Innovación y Desarrollo Científico y Tecnológico
FUNDAPEC	Fundación de Crédito Educativo
GDP	Gross Domestic Product
IDIA	Instituto Dominicano de Investigaciones Agropecuarias
IES	Institución de Educación Superior / Higher Education Institution HEI
IIBI	Instituto de Innovación para Biotecnología e Industria
INAFOCAM	Instituto Nacional de Formación y Capacitación Magisterial
INTEC	Instituto Tecnológico de Santo Domingo
ISFODOSU	Instituto de Formación Docente Salome Ureña
MINERD	Ministerio de Educación de la República Dominicana / Ministry of Educación
MESCyT	Ministry of Higher Education, Science & Technology
OECD	Organisation for Economic Co-Operation and Development
ONE	Oficina Nacional de Estadísticas
PIB	Producto Interno Bruto (= GDP)
POMA	Prueba de Orientación y Medición Académica
PUCMM	Pontificia Universidad Católica Madre y Maestra
PDE	Plan Decenal de Educación
PDES	Plan Decenal de Educación Superior / Ten Year Plan of Higher Education
PESCYT+i	Plan Estratégico de Ciencia, Tecnología e Innovación /Strategic Plan of Science, Technology and Innovation
SDI	Sistema Dominicano de Innovación
SESCyT	Secretaría de Estado de Educación Superior, Ciencia y Tecnología
SNES	Sistema Nacional de Educación Superior
SICA	Central American Integration System / Sistema de Integración de Centro América
SNIDT	Sistema Nacional de Innovación y Desarrollo Tecnológico
SNESCyT	Sistema Nacional de Educación Superior, Ciencia y Tecnología
UASD	Universidad Autónoma de Santo Domingo
UCE	Universidad Central del Este



UNAPEC	Universidad APEC
UNISA	Universidad ISA
UNPHU	Universidad Nacional Pedro Henríquez Ureña
UTESA	Universidad Tecnológica de Santiago



# 1 Introduction

## 1.1 Purpose of the note

This note is framed within the field phase of the evaluation. Prior to this phase, an inception phase, aiming at developing the evaluation framework (reconstruction of the EU's intended intervention logic of its support to HE in partner countries and definition of the Evaluation questions (EQs)), and a desk phase, aiming at giving a preliminary answer to the EQs and at proposing the list of countries to be visited, were developed. From a long list of 45 countries selected in the inception phase for a desk analysis, 13 were further selected for a more detailed analysis. Out of these, 8 countries were selected for the field phase.

The field visits have the following objectives:

- a) To complete the data collection in order to answer the agreed evaluation questions;
- b) To validate or revise the preliminary findings and hypotheses formulated in the desk report;
- c) To assess whether there is need for further research and interviews to prepare the final note, and in particular the conclusions and recommendation chapter.

Therefore, the present country note cannot be considered a country evaluation but rather one of the inputs for the elaboration of the final report. It is aimed at providing country specific examples on a set of issues that are relevant for the worldwide exercise.

The field visit to the Dominican Republic was undertaken from 27 May to 3 June 2016 with Arnold Spitta as the leader of the mission and by Siullin Clara Joa Leon as the country-based expert.

Additionally In the months after the field visit, several local university co-ordinators and alumni of EU funded projects in HE were interviewed by phone or e-mail to obtain additional information about specific topics and details related to the results achieved in the co-operation actions.

## 1.2 Reasons for selecting the Dominican Republic for the field phase

Table 1 Criteria for selection of the country

Country	Criteria for selection	Major HE programme	Remark
<b>Dominican Republic</b>	<ul style="list-style-type: none"> <li>• The Dominican Republic participated quite successfully in Edulink I and II, also in two Intra-ACP Academic Mobility Scheme's projects and in six Erasmus Mundus projects.</li> <li>• Following the Plan Decenal de Educación Superior 2008-2018 (Ten Years Plan for HE) and the Plan Estratégico de Ciencia, Tecnología e Innovación 2008-2018 (Strategic Plan for Science, Technology and Innovation 2008-2018) the country's HEIs are undergoing an important reform process to enhance Quality Assurance, internationalisation and competitiveness of research. The EU support for HE, although not too impressive in absolute figures, seems to have contributed to these goals. An in-depth look at the results and the impact of the EU funded projects will allow for an assessment of the alignment of EU support with the country's own strategies in HE.</li> </ul>	Edulink, Intra-ACP Academic Mobility Scheme, Erasmus Mundus	HE has not been covered by any other recent major evaluation of EU support to the Dominican Republic.

## 1.3 Data collection methods used (including limits and constraints)

The country mission started with a review of all available desk based information. A long list of relevant stakeholders in the public and private sectors was drawn up and key stakeholders were identified during the mission, with the help of the EU Delegation and national partners. It was possible to meet many, but not all, stakeholders identified. When a key stakeholder was not available, other representatives of the relevant institution were met instead. The interviews were conducted as semi-structured interviews, where key questions and discussion topics had been prepared in advance for each meeting, while leaving room for adjustments and additions as the interviews progressed.

In addition to the EU Delegation officials, government officials and authorities and academic staff from public and private partner HEIs were interviewed. In the case of the visited HEIs, two of five are based out of Santo Domingo. This was a strategic action to include the opinion of institutions with a different staff capacity and diverse facilities as those in the capital.

During the Briefing meeting the EUD officials explained that the Delegation is only in charge of the bilateral co-operation. It served as a focal point for information about Intra-ACP Academic Mobility Scheme, Edulink and Erasmus Mundus Action2 (since 2014, Erasmus+). In addition, it is involved in the launch of Calls for Proposals and dissemination activities thereof.

The interviews started with the Vice-Minister of Higher Education, Science and Technology (MESCyT), responsible for the HE sector, although most of the comprehensive interview visits focused on HEIs which had participated in Intra-ACP Academic Mobility Scheme, Edulink and Erasmus Mundus Action 2 (from here on cited as EMA2) projects. In Santo Domingo, the team visited:

- The public Universidad Autónoma de Santo Domingo, (UASD, with about 225,000 students in 2014 one of the mega-universities in the world);
- The Instituto Tecnológico de Santo Domingo (INTEC), and
- The Universidad Nacional Pedro Henríquez Ureña (UNPHU).

In Santiago de los Caballeros, the Universidad ISA (UNISA) was visited, which focuses on agricultural and environmental sciences. As UNISA is one of the two co-ordinating Dominican universities of an EDULINK II project (PESCADO - Pioneering Education for Sustainability of Caribbean Aquaculture Development & Opportunities), this interview was particularly interesting. In San Pedro de Macorís, the evaluation team visited the Universidad Central del Este (UCE), the other Dominican university co-ordinating an EDULINK II project (Food Security: from University to Territory).

Additionally, and after the field visit, the Instituto de Formación Docente Salome Ureña (ISFODOSU) gave information (written and by phone) about its participation in EMA2 and the results obtained through the academic mobility.

During the country visit, the evaluation team had the opportunity to meet with a dozen Alumni of EU funded programmes. The former beneficiaries gave their personal views about their experience in Europe and in the Caribbean and the impact on their professional development after returning to the Dominican Republic. Some EMA2 alumni mentioned their interest in continuing with PhD studies in the EU.

An overview on the state of art of the Dominican HE system, its achievements and its challenges was given by a renowned expert in Higher Education, Jesús de la Rosa. A visit to the APEC Foundation (a private foundation specialised in study loans) allowed an insight view in the private sector of Dominican HE and the issue of funding studies at a private HEI, as a means to foster access to private HEIs. Two personal interviews and one phone interview with Member State Agencies (AECID, Spain; AFD, France, and, by phone, DAAD, Germany) completed the visit with additional information on the development co-operation of MS focused on HE. The Debriefing at the EUD took place at the end of the country visit. The evaluation team presented the main provisional findings and received “feedback” related to some of the country’s general development issues.

## 2 HE context in the Dominican Republic

The Dominican Republic, situated in the Greater Antilles, is the second largest Caribbean nation, with a land area of 48,734 km<sup>2</sup>; the island is shared with Haiti. In 2015, the population was estimated at nearly 10 million inhabitants (Oficina Nacional de Estadística, ONE), with 70% located in urban and suburban areas and 30 % in rural areas; the population density is 204.8 inhabitants per km<sup>2</sup>. The population growth rate is around 1.55 percent. Children under 15 years constitute 29 % of the population and people over 64 years make up 3.6%.

Since the beginning of the 1990s, the country has undergone a profound economic transformation, following the neoliberal model of an open market policy, achieving sustained growth of an average of 5 % over the last 20 years, a higher rate than the rest of the hemisphere attained. Despite being considered an upper middle-income country with a GDP of US \$ 64.14 billion for 2014 (World Bank, s / f), 17.1 % of the population live in moderate poverty, 8.8 % in extreme poverty (i.e. living on between 4 and 1.25 dollars a day), while 45.7 % of the population is above the poverty lines, but with a high risk of slipping into poverty (US\$ 4 to \$ 10 a day) and 1.5 % live in ultra-extreme poverty (UNDP, 2016). The unemployment rate is 14 % of an economically active population (EAP) of almost 5 million persons, according to the survey on the labour market conducted by the Central Bank (2015).

In the last four years, public debt has seen an increase from US \$ 6,567 billion to US \$ 32 billion, approximately, the equivalent of 2.5 times the national budget and 48.8 % of the gross domestic product (GDP).

For the 2012-2013 school year, the Ministry of Education (MINERD) reports 574,574 students on the middle level, which represents a coverage of 54 %, and a net completion rate of 19.5% (MINERD, s / f), with a portion of this percentage entering higher education.

### Status of Higher Education in the country

The National System of Higher Education, Science and Technology in the Dominican Republic is organised according to Law 139-01, which establishes the rules for operation, and simultaneously creates mechanisms to ensure quality and relevance of services provided by public and private HE institutions. The Ministry of Higher Education, Science and Technology (MESCyT) is responsible by law and co-ordinates the complementary regulations that make it operational.

The supply of higher education is present throughout the country, with the highest concentration in the capital of the Republic or more precisely the great Santo Domingo area, followed by Santiago de los Caballeros, San Juan de la Maguana, Barahona, San Pedro de Macoris and others. The public university Universidad Autónoma de Santo Domingo (UASD) has centres in 18 of 32 provinces, covering, together with other HEIs, the extent of the national territory.

The admission systems are based on the requirements of Law 139-01, which considers higher education, access to scientific knowledge and technologies as a public good and as a citizen's right (Art.6). Therefore, on paper there is no bias in enrolment in terms of age or gender.

In 2013, 52 HEIs of all categories were in existence: 32 universities, 7 Institutos Técnicos de Estudios Superiores (Technical Institutes of Higher Education), 13 Institutos Especializados de Estudios Superiores (Specialized Institutes of Higher Education). Of the total, 10 (19%) are public and 42 (81%) are private ones. There are only three public universities. (López F., Altigracia, 2014: 550-551).

Admission to studies at the State University (UASD) is practically free. The main obstacle for poor students wanting to study at a private university is the financial one, despite the number of scholarships awarded by the MESCyT. In 2014, the Ministry awarded 7,964 national and 1,617 international scholarships. (MESCyT, 2015: 8-9)

The 2014 annual MESCyT report shows that 445,909 students were enrolled in the first half of 2012. The Autonomous University of Santo Domingo (UASD), educated roundabout 220,000 students, i.e. more than 40% of the student population, followed by the Universidad Tecnológica de Santiago (University of Technology Santiago - UTESA) with 15.1%, the Universidad O & M with 9.8%, the Universidad del Caribe (University of the Caribbean - UNICARIBE) with 6.3% and the Pontificia Universidad Católica Madre y Maestra (PUCMM) with 3.3% of the total (MESCyT, 2015: 32-33). This registration increased steadily in the last years.

Table 2 Enrolment and coverage of the HE system 2000-2011

Years	Universities & Institutes	Enrolment		Population		Coverage (%)
		Total	Increase (%)	Total	18-24	
2000	31	245,056		8,553,739	1,160,678	21.1
2001	32	261,035	1.06	8,688,212	1,177,656	22.2
2002	32	286,134	1.09	8,823,188	1,195,772	23.9
2003	36	298,092	1.04	8,958,206	1,214,108	24.6
2004	38	313,427	1.05	9,092,778	1,231,726	25.4
2005	39	322,311	1.02	9,226,443	1,247,705	25.8
2006	42	284,229	0.88	9,359,706	1,239,412	22.9
2007	42	306,067	1.07	9,492,876	1,253,134	24.4
2008	43	348,060	1.14	9,625,207	1,265,575	27.5
2009	43	372,433	1.36	9,755,954	1,277,827	29.1
2010	39	442,027	1.18	9,445,281	1,266,274	34.9
2011	41	435,135	-0.99	9,939,117	1,277,255	34.1
2012*	50	445,909	2.47	9,682,774	1,266,028	35.2
2013*	50	426,781	-4.28	9,782,489	1,273,142	33.5
2014*	50	455,822	6.80	9,881,439	1,279,079	35.6

Source: Ministerio de Educación Superior, Ciencia y Tecnología (Informe General de Estadística, 2000-2011), for information marked with asterix: Ministerio de Educación Superior, Ciencia y Tecnología (Informe General sobre Estadísticas de Educación Superior 2013 y 2014 y Resumen Histórico 2004-2014), p. 11ff.

Law 139-01 requires, prior to the admission to higher education, completion of an (non-exclusive) nationwide exam, the Orientation and Academic Measurement Test (Prueba de Orientación y Medición Académica - POMA), under the responsibility of the MESCyT. The results of this test will be provided to all HE institutions, allowing them to use it as part of their admission criteria and as a basis for the establishment of levelling programmes and for institutional planning and research (Art. 59). The

POMA test is one of the programmes aiming at improving equity in higher education and at fostering development of courses in order to help overcome both educational and personal problems of applicants related to higher education at the same time. (SESCyT, 2008: 252)

One of the tasks of the higher education system is to produce professionals required by a knowledge society and labour market needs, but the challenge is low quality of students entering the higher education system due to poor quality of many secondary schools with a high drop-out rate. Although the Constitution of 2010 indicates that it is the State's duty to provide free secondary education (Art. 63), 26.4% of adolescents in the relevant age were not enrolled in 2014-2015 (Endhogar, 2014).

The strategies set out in the Ten-Year Education Plan 2008-2018 of the Ministry of Education of the Dominican Republic (MINERD) and different measures taken by the Dominican Government, should facilitate achievement of better learning and higher quality training of students at the secondary school level in the medium term, facilitating their access to the higher education system.

Also, the MESCyT, in compliance with Law 139-01, Article 5, drew up the *Ten-Year Plan for Higher Education (PDES) 2008-2018* and the *Strategic Plan for Science, Technology and Innovation (PESCYT + i) 2008-2018*.

Within the framework of the PDES, the MESCyT has carried out actions aimed at:

- An increasing scholarship coverage,
- Improving the quality and relevance of HE (five-year-evaluation of HEIs, curriculum redesign of the degree studies in engineering, teacher training, nursing, tourism, law), dignifying and professionalizing HE staff (International Master in University Management, courses, seminars, among others). (MESCyT, 2014 and 2015)

**Table 3** *International scholarships granted by the Dominican Government, 2005 – 2014*

Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Number of international scholarships	405	609	980	1,715	847	1,418	2,123	1,904	2,625	1,617

Source: *Ministerio de Educación Superior, Ciencia y Tecnología (Informe General sobre Estadísticas de Educación Superior 2013 y 2014 y Resumen Histórico 2004-2014)*, p. 34f.

In 2012, invited by the Government of the Dominican Republic, an evaluation team of the OECD elaborated a report on the country's HE system. The final report describes in detail the achievements of the last years as well as of the past decades, but also the existing constraints and challenges of the system, among others, the low graduation rate. One of the recommendations of the Report was to prioritise the improvement of the quality of the HE system instead of continuing its merely quantitative expansion. (OECD/OCDE 2012, p.181).

### **Science, Technology and Innovation**

As for the Strategic Plan for Science, Technology and Innovation (PESCYT + i) from 2008 to 2018, it should be noted that years earlier (in 1999) an effort to develop the Dominican Innovation System (SDI) was taken by the Inter-Institutional Committee for Innovation and Technological Development (CIDET), which continues active through Law 139-01.

This Plan was geared taking into account three key dimensions:

- To link the plan with business and productive sectors;
- To minimise the dispersal of the public sector in relation to science, technology and innovation;
- To identify strategic areas in research and development, technology and innovation transfer.

Research projects, innovation, science and technology are funded through the National Fund for Innovation and Scientific and Technological Development (FONDOCYT) under the Law 139-01 (Art. 94), put into effect for the first time in 2005.

An institutional framework to establish the "National Council of Science and Technology", the "Agency for Technological Development", and funding mechanisms such as the "Fund for Science and Technology" (FONCYT), the "Development Fund technology "(FONDET). (SESCyT, 2008: 43) had been created earlier.

**Table 4** Ratio between National budget, MESCyT budget and FONDOCYT budget (in millions of US\$)

Year	General budget in US\$	MESCyT budget	FONDOCYT investment	Ratio budget / Fondocyt investment	GDP	Ratio GDP / FONDOCYT
2012	11,025	199.7	0	0	59,142	-0-
2013	12,697	249.4	0.7	0.006	61,256	0.001
2014	11,938	253.8	2.3	0.02	64,053	0.004
2015	13,853	257.9	4.4	0.03	65,678	0.007
2016	13,078	258.0	5.6	0.007	68,263	0.008
<b>Total</b>	<b>62,591</b>	<b>1.219</b>	<b>13</b>	<b>0.063</b>	<b>318,39</b>	<b>0.02</b>

Source: Ministerio de Hacienda (Dirección General de Presupuesto) and Banco Central



### 3 Field mission findings

#### 3.1 EQ 1 on relevance and strategic orientation

##### 3.1.1 Findings

<i>To what extent has EU support to HE promoted the overall development policy objectives of the EU?</i>	
<b>JC11</b> Support to HE has been linked to EU commitments and development policies	There was no bilateral EU Support to HE in the Dominican Republic. EU-funded co-operation took place through the regional or global programmes Intra-ACP Academic Mobility Scheme, Edulink and Erasmus Mundus Action 2 (EMA2), which are linked to the general EU commitments and development policies, but do not address the specific needs and priorities of a given country. However, the design of the programmes allowed beneficiaries, i.e. university consortia, to define their thematic priorities according to the country's or region's specific interests and needs. The topics of the projects show clearly the link to the development needs of the country (see Annex 1: the topics of Edulink, EMA2 and Intra-ACP Academic Mobility Scheme projects).
<b>JC 12</b> EU support has addressed, and adapted to, development contexts in partner countries and regions	As EU support to HE was channelled through regional and global programmes, the development context of this partner country was only partially addressed. However, the programme's guidelines established general development objectives which had to be addressed in the proposals. This procedure allowed the participating university networks to focus on topics related to development issues in their home countries.

##### 3.1.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC11	
EU support to HE is strongly linked to the overall objectives of the EU's development policies	<p>Evidence was gathered from the interviews with the co-ordinators of the different Edulink, Intra-ACP Academic Mobility Scheme and EMA2 projects. Two examples are the Edulink projects at Universidad ISA (UNISA) and at the Universidad Central del Este (UCE).</p> <p>UNISA, which focuses on agricultural science, participated in the Edulink I project <i>Renforcement du Réseau "professionalization des formations agricoles" en Haiti et République Dominicaine</i>, aiming at capacity building in agro-food sciences and related areas. The same UNISA research group participated also in two Edulink II projects: "Master in Pig production and Food security" and "PESCADO – Pioneering Education for Sustainability of Caribbean Aquaculture Development &amp; Opportunities". Both projects were linked to food production and food security, micro- and small business (labour market in rural areas), capacity building in rural (and also coastal) areas. The Universidad Nacional Pedro Henríquez Ureña (UNPHU) is also partner in the "Master in Pig production and Food security" Edulink project, and based on the successful EU funded co-operation, is creating a similar Master programme. However, the stakeholders interviewed expressed some doubts about two similar Master programmes in one country. They clarified that this is a question which has to be solved within the Edulink project partners.</p> <p>The UCE co-ordinates an Edulink project with a similar topic - Food Security: from University to Territory, focused on training of small and middle sized farms run by rural families. Again, food security, capacity building, and strengthening the rural economy are linked to the socio-economic development, which belongs to the overall objectives of the EU's development policies.</p> <p>The Intra-ACP Academic Mobility Scheme project CARPIMS (Caribbean-Pacific Island Mobility Scheme), where the INTEC is partner HEI, aims at regional integration as well as capacity building (postgraduate studies abroad) and at mutual understanding: As the Director of INTEC's Office of Internationalisation explained, for students and staff at INTEC, it was a considerable learning process to appreciate the value of postgraduate studies in another island country and not on the continent (be it USA, Europe, Latin America), because the traditional Dominican idea is to go abroad "from island to continent".</p>
The support lacks a clear conventional approach outlining and explaining how exactly HE contributes to socio-economic development	An in-depth look at the UNISA showed strong links between applied research (animal production, tropical fruits), academic degree programmes (with topics linked to a wide range of plants and animals of high importance for the rural economy), and the socio-economic development of rural areas. UNISA is also very strong in the third pillar of academic work, the so called extension (the university disseminating know-how among non-academic population: capacity building with farmer families, small cattle breeders etc.). UNISA was not only engaged in the three above mentioned Edulink I



	<p>and II projects but was also connected with the bilateral EU support to the agricultural sector (among others, banana production), in applied research, capacity building for small and medium sized farms and enterprises etc.</p> <p>Another example was found during the visits at the UCE, which, as already mentioned, co-ordinates the Edulink II project Food Security: from University to Territory, aiming at strengthening small and middle sized farms and therefore fostering rural economy. Which is linked to the country's socio-economic development, The Instituto Tecnológico de Santo Domingo (INTEC) participated in two Intra-ACP Academic Mobility Scheme projects – CARPIMS II and III, which allowed regional academic exchange and capacity building in areas like agriculture, medical science, engineering, energy, governance and social sciences.</p>
The EU support to HE has not developed a clear strategy towards the strengthening of intercultural understanding	At a more theoretical level the hypothesis seems to be true. But in practice, the Alumni of EMA2, interviewed, explained convincingly how the contact with students of a wide range of countries and living and studying together at the European host universities strengthened intercultural understanding: the alumni became aware of existing cultural differences between their fellow students, but also, that individual and institutional consciousness of those differences allowed for finding ways to turn this into a positive live experience rather than into a “clash of cultures”. One Intra ACP Academic Mobility Scheme scholarship holder (and staff member of INTEC) described the initial difficulties she had coming from the Latin American Dominican Republic to pursue doctoral studies at the University of West Indies and its Anglo-Saxon tradition. According to her, it was a learning process in intercultural understanding on both sides.
The linkages between support to HE and the strengthening of political and economic co-operation are weak	The evidence gained from visits to Dominican HEIs, contradicts the hypothesis at least partially. UNISA is a good example of a university working as a change agent in socio-economic development of the country. The other institutions visited - UCE, INTEC and UASD or consulted by Mail and phone like ISFODOSU are also engaged in capacity building in and outside the university, and the EU funded projects mainly focused on the same goals. It is true, however, that the overarching goal of an HEI is to offer study courses of good academic quality, and to do relevant research. The HE System is undergoing a deep transformation process, where Quality Assurance, labour market needs reflected in the curricula, and internationalisation are clear objectives, and these objectives are linked to socio-economic co-operation and development.
JC12	
The EU has generally explicitly linked its support for HE to the specific development needs and challenges of partner countries and regions but the comprehensiveness of this approach differs markedly across the sample of countries and regions	<p>The hypothesis is correct. Due to the fact that EU-support to HE was channelled through regional or global programmes, the specific needs and challenges of a given country could not be addressed in the same way as it would have been done by bilateral co-operation, which is responsive to (and agreed with) a partner country. Looking at the success rate of the different countries in Latin America and the Caribbean with regard to their participation in EU-funded programmes (like ALFA III, Edulink, EMA 2 Intra-ACP Academic Mobility Scheme), it seems as if a certain degree of academic and administrative development of the HEI is necessary for a successful application. Although the guidelines fostered participation of HEIs of less developed countries (as most of the Central American and the Caribbean countries are), they did not perform as well as the institutions of neighbouring countries with a higher degree of development.</p> <p>Thus, channelling EU support to HE through regional / global programmes, facilitates application only for a certain group of universities and makes it more difficult for less developed ones. However, the EMA2 regional lots and the programme's guidelines show strong efforts aiming at fostering the participation of HEIs in disadvantaged or remote regions from less developed countries.</p>
There has been no evolution of the EU approach to the support of HE during the evaluation period. Lessons-learned have been taken into account for individual programmes but not in a systematic and comprehensive manner for support to HE in general terms	The hypothesis seems to be true. During the whole evaluation period (with the exception of the merger of most of the HE programmes - concerning the Dominican Republic, EDULINK, EMA 2, Intra-ACP Academic Mobility Scheme - in just one, the Erasmus+ programme, which only started in 2014), no significant changes happened. However, the question is whether there was really a need of deeper programme modifications.
EU support to HE lacks a specific and explicit approach to the design	N. A., due to the fact that during the evaluation period the EU had no bilateral co-operation in the area of HE with the Dominican Republic.

and implementation of HE programmes and projects in FCAS	
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## 3.2 EQ 2 on alignment

### 3.2.1 Findings

*To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?*

#### JC 21

Responsiveness of EU support to HE, in its design and implementation, to the partner country's and regional priorities

As already mentioned, EU-support to HE was channelled exclusively through regional and global programmes. Thus, the responsiveness in its design and implementation to the partner country's and regional priorities was limited. Nevertheless, as the programme design of Edulink, Intra-ACP Academic Mobility Scheme and EMA2 allowed for a certain degree of autonomy in defining the project's objectives and its implementation to the beneficiaries (= the HEI consortium partners), partner country's and regional priorities could be addressed. The topics of the Edulink projects visited gave evidence of a link to some of the country's development priorities. Eucanet (Edulink I) fostered the internationalisation of the participating HEIs UASD and Universidad APEC through the creation or professionalisation of International Offices; The Edulink II project Master in Pig Production and Food Security, the PESCADO project aiming at improving aquaculture in the Caribbean; Food Security addressing the lack of entrepreneurship and know-how of farmers and cattle breeders through capacity building (interviews at the HEIs involved in EU funded projects). The EMA2 project STETTIN - Science and Technology Education Teachers' Training International Network) contributed to train several teachers from the Instituto Superior de Formación Docente Salome Ureña (ISFODOSU) in areas, which belong to priority areas in knowledge of the country. Regarding the individual projects, their topics and the regional university networks created, responsiveness of the EU support to HE, in its design and implementation, to the regional priorities was assessed by the interviewed HEI stakeholders involved in those projects.

However, Government stakeholders as well as the authorities of the Universidad Autónoma de Santo Domingo mentioned a critical point, which they considered a case of non-alignment of the EU support: The Dominican Republic decided to enter the Central American System of Integration – SICA (Sistema de Integración de Centro América) and to join the on-going integration process in Central America. For many years, the Dominican Republic is a full member of the SICA. In addition, more than a decade ago, the big public university Universidad Autónoma de Santo Domingo (UASD), entered into the Central American HE Council CSUCA (Consejo Superior Universitario Centroamericano) also as full member. Since then, the UASD participated in the process of harmonisation of HE in Central America. As the Dominican stakeholders explained, the country's decision to prioritise the integration process with the Central American states caused a problem with the EU support to HE in the Dominican Republic. In the ratio of the EU, the country only was eligible for participating in Edulink, EMA2 and Intra-ACP Academic Mobility Scheme programmes, because the EU development co-operation envelope was the EDF (European Development Fund). Therefore, the country couldn't benefit from the EU support to HE in the Central American (and Latin American) countries, because this support is funded by the DCI (Development Co-operation Instrument). The EU programme guidelines of ALFA III, EMA2 Central American and Latin American Windows, excluded the Dominican Republic from participation as a Latin American country and as full member of SICA (and UASD as full member of CSUCA). Until 2014, EU guidelines only took into consideration geographic aspects (i.e. the fact that the Dominican Republic is a Caribbean island) and neglected the cultural ones (the country's identity as a Latin American country).<sup>1</sup>

*(In the field mission to Guatemala, the evaluation team heard a similar critical voice with regard to the EU HE policy excluding the Dominican Republic and the UASD from participation in the regional integration processes through EU funded HE programmes, despite their full membership in SICA and CSUCA. See Guatemala Country Note, interview with the Central American University Council CSUCA).*

<sup>1</sup> Officials from both EACEA and DEVCO in Brussels explained to the evaluator that it has been a political decision of the Dominican Republic to stay within the ACP Countries and receive development aid from the European Development Fund (EDF), while Latin America and most of the other HE support are financed through the EU Development Co-operation Instrument (DCI). Cuba, another Caribbean country, the evaluator was told, opted for the DCI and was therefore eligible in the Latin American region. For the Dominican Republic, the problem was solved in 2014/2015 due to the new – and more flexible – guidelines of the Erasmus+ programme. For the timeframe of this evaluation, it was a problem for the main (public) university, the UASD, and its efforts to join the Central American harmonisation and reform process in Higher Education led by the CSUCA.

	However, it is important to clarify that with the flexibility of the new guidelines of the Erasmus+ programme, valid since October 2015 (and therefore out of the timeframe of this evaluation), the limitation mentioned was eliminated. Thus, since October 2015, the Dominican Republic may join Latin (or Central) American or other HEI networks within the Calls of Erasmus+.
<b>JC 22</b> EU support to HE is based on partner countries' national development strategies, institutions and procedures	Again, EU support to HE in the Dominican Republic was channelled through regional and global programmes whose design and implementation address development needs, priorities, strategies and procedures in a general way without going deeper into the development strategies, institutions and procedures of a given country. However, the design of the programmes provided the individual project partners with a degree of autonomy which allowed them to define the project's topic. By doing so, the gap between the regional programme approach and the country's national development strategies was partially filled.

### 3.2.2 Hypothesis

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC21	
The specific nature of the regional approach of some of the major HE programmes has limited the potential to directly respond to needs and priorities of individual partner countries	The hypothesis is correct and valid regarding the EU support to HE for the Dominican Republic. Nevertheless, as the programmes (Edulink, EMA2 and Intra-ACP Academic Mobility Scheme) gave a certain degree of autonomy of defining the thematic area and its implementation to the university consortia, these networks had the opportunity, although more indirectly, to respond to the needs and priorities of the country.
Specific implementation modalities (such as the single co-operation windows for Erasmus Mundus) are successful means for addressing partner country priorities in a regional or global programme	N.A. in the case of the Dominican Republic, as there has not been a single EM external co-operation window for this country.
The level of country ownership for bilateral interventions is higher compared to interventions under HE programmes	The hypothesis seems to be true, although it is difficult to assess it, due to the fact that no bilateral co-operation in the field of HE existed. In some cases, bilateral EU support to a country specific development priority (like agriculture and the improvement of the quality of some tropical fruits like the banana) has been channelled partially through co-operation with a university (UNISA), thus allowing synergies between projects in the framework of the major HE programmes and bilateral EU support, normally provided by the EU Delegation.
JC22	
Due to the nature of support (i.e. most support being channelled via major HE programmes), the use of partner country procurement systems only played a minor role	The hypothesis is true. As there were only the major HE programmes, the use of partner country procurement systems did not play a role.
In the cases where bilateral support was provided, the interventions were mostly complementary to those implemented by the government	No bilateral support to HE was provided. However, the EU Delegation co-operated with some HEIs in some bilateral projects, where the university took over the role of a change agent, knowledge institution and capacity building entity, mostly in rural areas. These bilateral interventions were complementary to actions implemented by the Government.

## 3.3 EQ 3 on management, teaching, learning and research

### 3.3.1 Findings

<i>To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching and learning and research?</i>	
<b>JC 31</b> Improved management practices	The country visit gave only little evidence of improved management practices, with the exception of those linked to the EU funded projects itself. Obviously, the two Dominican universities UNISA and UCE, each of them being the general co-ordinator of an Edulink project, had major challenges in the project managing and therefore enjoyed more opportunities of deepening their learning with regard to the rather complex management of the Edulink project itself. The EMA2 project STETTIN, in which the ISFODOSU participated, fostered the Office of International Relations of the institution through an administrative staff stage at the University of Barcelona (UB), which allowed the staff member

	<p>benchmarking and experiencing good practices. As a result, a joint paper regarding the improvement of the International Office was presented by ISFODOSU and the UB at the V Congreso Internacional “Nuevas Tendencias en la Formación Permanente del Profesorado”, held at Punta Cana, Dominican Republic, from 25 to 27 July, 2016.</p> <p>The UASD strengthened its International Office participating in various EMA2 and EMA2 ACP projects. From 2012 to 2014, 13 scholarships for full master courses were granted (90 % for a master degree at a Spanish HEI).</p>
<p><b>JC 32</b> Improved quality of teaching and learning</p>	<p>All institutional stakeholders interviewed emphasised that the participation in EU funded projects improved the quality of teaching and learning. The Edulink I project “<i>Renforcement du Réseau “Professionnalisation des formations agricoles” en Haïti et République Dominicaine</i>” not only contributed to staff capacity building and curricula reforms of several study courses, but also strengthened the technological infrastructure at the UNISA. Since then, a fruitful academic co-operation in agricultural projects is ongoing with the former project partner university in Haiti. The Edulink II project Master in Pig Production and Food Security set the basis for a new master course, with two Dominican HEIs participating (UNISA and UNPHU). Other Edulink projects focused on learning modules and staff training, and strengthened the links between the curriculum and the labour market needs.</p> <p>EU funded academic mobility through the Intra-ACP Academic Mobility Scheme project CARPIMS II and III granted 3 staff scholarships (academic and also administrative) for a training stage in another HEI of the consortium, contributing to benchmarking effects on the one hand and to pursuing PhD studies of an academic staff member at the University of the West Indies<sup>2</sup> on the other (staff capacity building through regional co-operation).</p> <p>The INTEC stakeholder mentioned that at the beginning, there were some doubts regarding the benefits of jumping from one island to the other, but after the first stages the opinions got more positive. And this despite the fact that the INTEC, located in the Spanish speaking Dominican Republic, had the challenge to overcome some reluctance from the other consortium HEIs, almost all situated in English speaking countries.</p> <p>Intra-ACP Academic Mobility Scheme and the different EMA2 mobility projects contributed to enhancing international learning experience as well as intercultural understanding, as stakeholders of participating institutions and Alumni explained during the interviews.</p> <p>Some of the EMA2 Alumni originally coming from the UASD found satisfactory jobs opportunities after returning from Europe. Some of them joined the UASD as teachers, enhancing the quality of teaching and learning linked to new pedagogical methods.</p> <p>In sum, most of EU funded programmes contributed mainly to improving quality of teaching and learning at the participating Dominican HEIs. This learning process was not restricted to the project itself, but spread out within the respective institution (Interviews, inter alia, with EMA2 alumni at the UASD).</p>
<p><b>JC 33</b> Enhanced institutional and human capacity and conditions for academic research</p>	<p>Several projects (like the Edulink projects Master in Pig Production and Aquaculture in the Caribbean) have had a strong research component. Though on a selective basis, research capacity and conditions were strengthened at the respective HEI. The EU-funded projects mobilised an institutional research friendly environment.</p> <p>The INTEC, which participated successfully in several EU funded projects - in the Intra-ACP Academic Mobility Scheme project CarpimsII,III, the Edulink project CAP4INNO “Knowledge transfer capacity building for enhanced energy access &amp; efficiency in the Caribbean”, and the EMA2 project KITE – “Knowledge, Integration and Transparency in Education” (EU-ACP Countries), managed also to participate in a EU funded S &amp; T project, the IPICA, related to intellectual property rights (<a href="http://www.ipica-project.eu">www.ipica-project.eu</a>).</p>

### 3.3.2 Hypothesis

<sup>2</sup> The Intra-ACP Academic Mobility Scheme project CARPIMS II III is an excellent opportunity to foster academic and administrative exchange between countries which are in many cases neighbouring islands, but have only very limited access to neighbouring HEIs due to financial constraints. The co-ordinating HEI, the University of the West Indies (UWI), dominates the project’s eligible academic offer (full Master courses and Doctoral stages) in an impressive manner: UWI offers 36 full master courses; the University of South Pacific (USP) 10, and the other nine HEIs of the consortium together 8 Master courses. At the Doctorate level it is even more concentrated: the UWI offers 32 doctoral courses, the USP 6, and the other 9 HEIs together 2. This imbalance could raise the question if the project is not in danger to be a funding instrument for talented eligible young ACP academics wishing to pursue master or doctoral studies at the renowned UWI.



Overall desk hypotheses	Evidence from the country
<p>JC31</p> <p>EU support to HE has made a decisive contribution to the rapid expansion of the Bologna Process as the leading global standard in the management of HE</p>	<p>In the Caribbean (and also Latin American) Dominican Republic, US influence in HE has a longstanding tradition and remains strong. Nevertheless, the ongoing profound reform processes in Europe (the Bologna Process has effects far beyond the EU) have raised a deepened interest in their results. EU co-operation programmes in HE contributed to fostering networking processes between Dominican HEIs and EU counterparts. In the EMA2 and Intra-ACP Academic Mobility Scheme projects, the partner universities agreed on mutual recognition of study credits granted by the host university at the home institution. Yet, these actions happened within the university networks and enhanced by a “networking spirit”, which allowed a process of mutual learning and coming together. However, it does not mean that the Bologna Process has been acknowledged as the leading global standard in the management of HE. EU support to HE led to a better understanding among participating HEIs. The Bologna Process was also an incentive to continue and deepen the country's own reform processes in HE, which started almost a decade before through the <i>Ten-Year Plan for Higher Education (PDES) 2008-2018</i> and the <i>Strategic Plan for Science, Technology and Innovation (PESCYT + i) 2008-2018</i>.</p>
<p>EU support to HE has markedly strengthened Quality Assurance mechanisms at HEIs in partner countries and regions</p>	<p>In principle, the hypothesis is correct. The problem is that in at least the last ten years, the Dominican Republic has made strong efforts by its own to enhance Quality Assurance mechanisms in the country's HEIs. Thus, it is difficult to assess the extent to which EU support in HE contributed to strengthening these quality assurance mechanisms. Nevertheless, it can be assessed that the country's reform efforts in HE were well aligned with the EU objectives. But it was not possible to assess whether it has been an “autonomous” decision or if it had been influenced by the European experience. The interest in knowing more about EU experience is documented by the fact that the Dominican Republic (as a Latin American country) participated in the ALFA III Tuning AL project at its own expenses, because the EU guidelines did not allow its participation as partner university (<i>See more in detail EQ 2, JC 21, findings</i>)</p>
<p>At the same time EU-funded programmes and projects did not make a direct contribution to the improvement and strengthening of management approaches; rather this has been an indirect result of learning from the experiences in the governance of Tempus IV, Erasmus Mundus, and ALFA III etc. projects</p>	<p>The hypothesis is correct. The EU-funded programmes contributed to strengthening approaches to management linked to the management of the respective EU projects. This was particularly the case with the two Dominican HEIs which led an Edulink project as general co-ordinators, UNISA and UCE. It was also the case, although to a lesser extent, with regard to the Dominican HEIs which participated in EMA2 and Intra-ACP Academic Mobility Scheme projects, as, among others, UASD and INTEC. But it is very difficult to assess an improvement of university management practices in general.</p>
<p>JC32</p>	
<p>The rapid and systemic adoption of the Bologna Process guidelines in the EU-supported projects has greatly contributed to enhancing the quality of teaching and learning</p>	<p>It is difficult to assess this hypothesis for the Dominican Republic. The Bologna Process guidelines have been adapted and probably used in the EU-supported projects, but it would be euphemistic to speak of a “systemic adoption” of the guidelines. It was rather a pragmatic solution of the participating HEIs on both sides to remove administrative obstacles to the academic mobility. No evidence was found that the adoption of Bologna Process guidelines in the EU funded projects “greatly contributed to enhancing the quality of teaching and learning”.</p>
<p>Virtually all projects established M&amp;E tools for the purpose of monitoring the implementation of project activities but did not contribute to the establishment of such tools for the quality assurance of teaching and learning at HEIs in general terms.</p>	<p>The hypothesis is correct. The participating Dominican HEIs established M&amp;E tools to monitor the project activities, but did not go further in terms of establishing these tools for the quality assurance of teaching and learning in general.</p>
<p>JC33</p>	
<p>Improving the physical research infrastructure at HEIs has not been a priority of EU support to HE</p>	<p>The hypothesis is correct, although the Edulink co-ordinator at the UNISA commented that the EU gave a special support of 80,000 Euros for specific scientific equipment. It seems as if the Edulink programme has had some flexibility in financing scientific equipment related to the project's topic and action plan.</p>

Overall desk hypotheses	Evidence from the country
JC31	
While direct research-related support was not a priority of most projects across all programmes, participating HEIs and a large number of individual academics have nevertheless greatly benefitted from the access to international research networks and were thus able to strengthen their research capacities	The hypothesis is partially correct, but for the Dominican Republic at a lower level: several individual academics benefitted from the access to international research networks and were thus able to strengthen their research capacities. Among others, this was the case of the Edulink I project <i>Renforcement du Réseau "Professionalisation des formations agricoles" en Haïti et République Dominicaine</i> . Additionally, some projects like Edulink Pescado explicitly aimed at fostering applied research in aquaculture in the partner institutions (in both cases, the participating institution was UNISA). The hypothesis was also confirmed – at least for some of the EMA2 Alumni - during the roundtable interview with Alumni of EU funded programmes.
A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established at this stage	The hypothesis is correct. However, an increased reputation at the national level might happen in a short period of time, while an increase in international reputation needs a longer time period. As the size of the HE system of the Dominican Republic is rather small (according to the country's 10 million inhabitants), a successful aquaculture project which has an impact on the economy of the coastal region, could really make a difference. But the same is not possible at the international level. However, if this Edulink project and other EU funded projects are the starting point of an enhanced co-operation with renowned international partner universities, preliminary steps like creating mutual trust and common research interests could be achieved in a shorter time period.

### 3.4 EQ 4 on reform of higher education policy

#### 3.4.1 Findings

<i>To what extent has EU support contributed to HE reform processes in partner countries and regions?</i>	
<b>JC 41</b> HE policies and strategies reflect national priorities	Policies and strategies of the Dominican Government in HE are clearly defined. They reflect national priorities in the <i>Ten-Year Plan for Higher Education (PDES) 2008-2018</i> and in the <i>Strategic Plan for Science, Technology and Innovation (PESCYT + i) 2008-2018</i> .
<b>JC 42</b> HE policies and strategies reflect international consensus on good practice	The Government of the Dominican Republic launched in 2008 the <i>Ten-Year Plan for Higher Education (PDES) 2008-2018</i> and the <i>Strategic Plan for Science, Technology and Innovation (PESCYT + i) 2008-2018</i> and later, the <i>National Development Strategy 2030</i> . Since then, after every presidential election the MESCyT revised the state of the art of the Plan in order to do the necessary adjustments, i.e. to adapt it to the next four-year-government period. The on-going effort of Government and HEIs to continue with the reform process on the one hand and the until now achieved objectives on the other allow to assess that Dominican HE policies and strategies reflect in many aspects international consensus on good practices.
<b>JC 43</b> National HE institutional framework is equipped to implement national policies and strategies	The already mentioned National <i>Ten-Year Plan for Higher Education (PDES) 2008-2018</i> and the <i>Strategic Plan for Science, Technology and Innovation (PESCYT + i) 2008-2018</i> , and the <i>National Development Strategy 2030</i> laid the basis for an institutional framework which facilitates the implementation of national policies and strategies.

#### 3.4.2 Hypotheses

Overall desk hypotheses	Evidence from the country
JC41	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	A <i>Ten-Year Plan for Higher Education (PDES) 2008-2018</i> and a <i>Strategic Plan for Science, Technology and Innovation (PESCYT + i) 2008-2018</i> have been put in place in the evaluation period and continue being valid.
At least some of these reforms and strategies reflect national priorities	These reforms are part of an ambitious plan which reflects national priorities.
These outcomes were influenced to some extent by one or more EU programmes	It is difficult to assess if the reform plans mentioned were influenced to some extent by one or more EU programmes. However, it is probable that the reform process, which started in 2008 and was updated several times (after presidential elections, when a new Government period of four years started), has been influenced by the European reform process in HE. And the EU

	funded projects were the vehicles which transmitted the information on the Bologna Process.
JC42	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	See JC 41, Hypotheses
Some at least of these reforms and strategies reflect international consensus on good practice	See above, JC 42, findings
Outcomes were influenced to some extent by one or more EU programme	See above, JC 41, hypotheses
JC43	
New HE institutions at the national level were established, and/or existing institutions were reformed and improved – or these changes were at an advanced point in the pipeline – in the evaluation period	The Dominican Republic started its own reform process several years ago and continued working on it steadily, during almost the whole evaluation period. But no new institution was founded. Reforms in the existing ones were induced by the Dominican Government.
These outcomes were influenced to some extent by one or more EU programme	As mentioned before, it is difficult to assess that the reform process in HE, which started with a special Law in 2008, was influenced to some extent by one or more EU programmes. However, the Dominican Republic at the HE or Government level, participated in the ALFA III Tuning AL project at its own expenses – which is a strong sign of interest in the European example of Tuning and the possibilities to start a similar reform process in the country.

### 3.5 EQ 5 on inclusiveness

#### 3.5.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?</i>	
<b>JC 51</b> Enhanced equitable access to HE for all groups of society	EU Support to HE in the Dominican Republic contributed to an enhanced equitable access to HE for disadvantaged or vulnerable groups, though to a very limited extent. The project co-ordinators (EduLink as well as EMA2 and Intra-ACP Academic Mobility Scheme) in the Dominican HEIs explained the measures taken within the projects to guarantee equal access to the project's offers (like scholarships). In general, due to the Government driven on-going reform process in HE, the institutional awareness of the issue has grown. Many HE institutions have done steps to foster an equitable access to HE for all groups of society.
<b>JC 52</b> Equitable access to resources for HEIs, especially those suffering from former disadvantage	N. A. in Dominican Republic. There are only three public universities, none of them suffering from former disadvantage. The other HEIs are private ones.

#### 3.5.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC51	
Steps have been taken either by HEIs or government – preferably both – to increase access to HE for vulnerable and/or under-represented groups	Coverage increased significantly during the last years (see Table 2, above). The reform plan 2008-2018 explicitly addresses the issue. Among others, the national scholarship programme for undergraduate and graduate students and the international scholarship programme for graduate students of MESCyT is an important step towards inclusion of students of disadvantaged family background. The HEIs – public and private ones – have also taken initiatives to ease the access of vulnerable and / or marginalised groups. A private Foundation, Fundapec, grants student's loans. But the problem of exclusion is certainly not only a financial issue, to be solved with student's grants or loans. One of the most important obstacles is the rather poor quality of many secondary schools, which includes a high drop-out rate

	from the secondary system.
+These outcomes were influenced to some extent by EU-funded programmes	No direct evidence. The country is doing a great effort to improve the HE System, the inclusiveness being part of the agenda. EU support (through the major HE programmes) has gone in the same direction, EU funded projects addressed the issue.
JC52	
Where it is possible to identify HEIs suffering from former disadvantage, reforms have been made to support them; and/or that these HEIs have improved their access to resources	N. A. in Dominican Republic. The public universities are funded by the Government with the normal administrative procedures.
These outcomes were influenced to some extent by one or more EU programme	N.A.

### 3.6 EQ 6 on responsiveness to labour market need and brain circulation

#### 3.6.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?</i>	
<b>JC 61</b> Strengthened institutional set-up in the HEIs to respond to labour market needs in specific professional qualifications	Several EU funded projects are directly linked to a better responding of the participating HEIs to the labour market needs in specific professional qualifications. As a result of the Edulink project “Master in Pig Production and food security” a new Master degree course taking into account the results of a dialogue with farmers and stakeholders of pork commercialisation was created (interviews with UNISA and UNPHU). The Edulink I project <i>Renforcement du Réseau “Professionalisation des formations agricoles” en Haiti et République Dominicaine</i> contributed to the training of academic staff related to labour market needs (at UNISA). The Edulink “PESCADO - Pioneering Education for Sustainability of Caribbean Aquaculture Development & Opportunities” - project is also linked to the labour market which aims at creating knowledge based jobs and fostering small and middle sized enterprises working in this area (UNISA interview). The Edulink project Food Security: from University to Territory, co-ordinated by UCE, works directly with small farmers. The project’s objectives are linked to improving agricultural production and particularly its commercialisation. The Edulink project CAP4INNO - Knowledge transfer capacity building for enhanced energy access & efficiency in the Caribbean, with INTEC being the Dominican partner HEI, partially aims at creating knowledge based jobs in the field of renewable energies and energy efficiency. The project enriched the specific curriculum at INTEC with new contents – thus better preparing the graduates for labour market needs in specific professional qualifications. The INTEC is creating a Master and a PhD course in Renewable Energies; to a certain degree this new academic offer is a result of the Edulink project (Interview at INTEC). The EMA2 scholarships within the “Stettin” project allowed the participating HEI ISFODOSU to train teachers in areas related to the world of labour.
<b>JC 62</b> Increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries	The EU funded mobility programmes (The intra-ACP Academic Mobility Scheme projects as well as the EMA 2 projects) contributed to improving the profile of the graduates, due to knowledge and soft skills acquired during the study abroad period (interview at INTEC; and roundtable interview with EM Action 2 Alumni; from the UASD). The only Intra-ACP Academic Mobility Scheme grantholder interviewed was a staff member of INTEC who did not finish yet her PhD-studies at the UWI. The Office of Internationalisation of the INTEC could not provide more information about the other Intra-ACP Academic Mobility Scheme grant holders or alumni (the number is until now quite low).
<b>JC 63</b> Enhanced internationalisation of HEIs and individuals in partner countries	The interviews (UNISA, UCE, UASD, UNPHU, INTEC, ISFODOSU) gave sound evidence of the enhanced internationalisation of the HEIs which participated in EU funded projects and confirmed the positive effects of internationalisation on their students and staff. The interview with Alumni from EU funded mobility programmes confirmed also the positive results of their studies abroad, regarding an enhanced employability. The Intra-ACP Academic Mobility Scheme grant holder already mentioned in JC62, also confirmed the enriching international experience she had as well as the enhanced internationalisation of her home institution, INTEC.



### 3.6.2 Hypotheses

Overall desk hypotheses	Evidence from the country
JC61	
Steps have been taken by HEIs to increase their ability to respond to labour market needs in their study programmes at the professional level	In most of the HEIs visited, measures aiming at increasing the links to the labour market needs were underway (particularly at UNISA and INTEC, and to some extent at UNPHU, UCE and UASD)
Outcomes were influenced to some extent by one or more EU programme	At UNISA, INTEC, UCE and UNPHU these outcomes were (partially) linked to the EU funded projects in which these HEIs participated.
JC62	
HE graduates, both from the EU-supported programmes and from institutions strengthened by the programmes, have been helped to find professional positions corresponding to their qualifications	No direct evidence found. The interviews with Alumni and stakeholders of the institutions which participated in the EU programmes revealed that they had significantly better opportunities to find professional positions according to their qualifications, but this happened without direct institutional help of their home university.
JC63	
HEIs have become more internationalised in the sense of acquiring the ability to establish links and participate in networks whose continuation is not dependent on the EU-supported programme that fostered them	The HEIs visited confirmed the hypothesis. The EU funded projects allowed them to gain experience in network co-operation. In several cases, the network, initially EU funded, continued without external funding, because the topic was interesting enough for the participating HEIs (interviews at UNISA, INTEC, UASD).
Students and academics taking part in the mobility programmes have moved on from the country where the programme took them	The interviews with the alumni of EU funded programmes and with stakeholders of the HEIs visited confirmed the hypothesis.

## 3.7 EQ 7 on intra-regional harmonisation

### 3.7.1 Findings

<i>To what extent has EU support to HE strengthened intra- and inter-regional integration in HE?</i>	
<b>JC 71</b> Strengthened inclusive regional co-operation on harmonisation	The Dominican Republic is geographically a Caribbean island country; from a historic and cultural point of view, it belongs to Latin America. The EU Development co-operation included it – as the other Caribbean countries – in the ACP funding instrument, the European Development Fund (EDF), which funded the Edulink programme and many of the Erasmus Mundus regional lots. Several Edulink projects contributed to strengthen links between Caribbean countries: The Edulink project “Master in Pig Production and food security” fostered co-operation with universities from Cuba and Haiti. The Edulink I project <i>Renforcement du Réseau “Professionalisation des formations agricoles” en Haiti et République Dominicaine</i> contributed to the training and capacity building stages of academic staff in agrosociences at UNISA and the Université d’État d’Haiti. The exchange of teaching and research staff created long-lasting links, which resulted in some academic spin off-effects. In the Edulink “PESCADO - Pioneering Education for Sustainability of Caribbean Aquaculture Development & Opportunities” project co-operate the University of Guayana and the University ISA in applied research and innovation in the field of aquaculture development. The Edulink project Food Security: from University to Territory, co-ordinated by the Dominican UCE, fosters co-operation with the Cuban Centro Nacional de Sanidad Agropecuaria CENSA. One of the issues is to train small farmers to be more efficient and competitive. The Edulink project CAP4INNO - Knowledge transfer capacity building for enhanced energy access & efficiency in the Caribbean, with INTEC being the Dominican partner HEI, which co-operates with two HEIs in Jamaica, the University of the West Indies and the University of Technology. Curricula reforms, new degree courses, efforts to link the study courses with labour market needs – these topics, inter alia, made the mentioned Caribbean universities work closer together. Therefore, the Edulink projects contributed, although to a limited extent, to strengthening inclusive regional co-operation between Caribbean countries, although no evidence was found regarding harmonisation of the HE systems. At the same time, and as explained in JC 21, the Dominican Republic has decided to enter into the Central American Integration System (SICA), and is a full member since several years. The public university UASD entered the Central American University Council CSUCA as a full member, but was not eligible for the Central American HE projects funded by the EU through DCI. In view of this complicate situation, in

	<p>the case of the Dominican Republic, it is difficult to assess that EU support to HE has strengthened the intra-regional integration in HE, because the EU expected a different geographical and cultural integration as the country prioritised.</p> <p>As already mentioned, this problem has been solved since October 2015, the new guidelines of Erasmus+ opened the possibility for Dominican universities to network also with Central American (or Latin American) HEIs. During the evaluation period, the Dominican Republic participated in a few ALFA III projects – particularly in Tuning AL, as a guest and at its own expenses. On the other hand, inter-regional integration in HE (i.e. between EU and Caribbean and Latin American HEIs) has been strengthened. An important, though indirect, hint is the important number of scholarships given by the Government for postgraduate studies at European universities.</p>
<p><b>JC 72</b> Advanced standardisation of HE at regional level</p>	<p>As explained in JC 71, the situation was complex. In the Edulink projects, university cooperation in specific topics, relevant for the Caribbean region, was done, but no evidence was found with regard to an advanced standardisation of HE at regional level.</p> <p>At the same time, the Universidad Autónoma de Santo Domingo (UASD), as member of the Central American University Council CSUCA, was engaged in the standardisation process of that region - which is not precisely a “speedy” process. Until 2015, the EU HE co-operation programmes did not accompany the country’s (and the UASD’s) decision of joining the Central American standardisation process in HE.</p>

### 3.7.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC71	
EU support to HEI contributed primarily to the widening and strengthening of HE networks between Europe and partner regions and to a lesser extent within regions	The country visit confirmed the hypothesis, but in the case of the Dominican Republic in a particular sense: EU support contributed to strengthening the networks between Europe and Caribbean countries (and ACP countries in general), and to some extent also intra-regional (Caribbean) networking, but excluded the Dominican Republic from participating in EU funded programmes in the Central American region.
Among the five programmes, ALFA and Tempus had the most comprehensive approach towards establishing and fostering regional dialogues on harmonisation	Although the hypothesis is correct, for the Dominican Republic it was not applicable because the country was not eligible to participate in EU funded programmes focusing on Latin America. However, as mentioned before, the country participated as guest in some ALFA projects, at its own expenses, thus assessing the importance of the ALFA III programme (and particularly the ALFA III Tuning AL project) for the Dominican Government and the UASD
With some exceptions (most prominently perhaps Central Asia), the EU did not make a strong contribution towards inter-governmental dialogues on HE in partner regions	The hypothesis seems to be true, particularly in the case of the Dominican Republic: a Caribbean country which is not a member of the CARICOM and therefore not involved in this dialogue forum, and until 2015 not eligible to participate in the dialogue on HE in Central America or Latin America.
Non-state stakeholders were only systematically engaged in regional dialogues in Latin America and to a lesser extent in Eastern Africa	It is difficult to confirm or not the hypothesis: until 2015, the country was not eligible to participate in regional dialogues funded through EU programmes in Latin America,
JC72	
HEIs which have entered into a kind of more structured partnership with incipient co-operation towards a mutual recognition of degrees and associated qualifications, have done so primarily as result of a “networking spirit” (particularly in Latin America)	The hypothesis is correct. Efforts were made by the Universidad Autónoma de Santo Domingo with regard to an incipient co-operation towards mutual recognition of degrees in the framework of the Central American HE harmonisation process led by the Central American University Council CSUCA. In some Edulink projects a more structured partnership with regard to the recognition of jointly created or reformed degree courses began, although in an incipient way.
Number and scope of partnerships among HEIs in all regions has been increasing but this does not necessarily translate into a growing number of formal	In principle, the hypothesis seems to be correct. There are efforts to participate in the HE harmonisation process of Central America, which implies also formal agreements on mutual recognition of degrees and other qualifications. However, this process is slow. The Edulink projects did not show a strong commitment related to the mutual recognition of degrees and other qualifications going beyond the project itself.

agreements on the mutual recognition of degrees and other qualifications	
While joint or collaborative degree programmes have been established in some cases, the EU has not systematically contributed to such programmes within regions	The hypothesis is correct. In the case of the Dominican Republic, The partner country's priorities in regional co-operation with Central America made it even more difficult to explore possibilities of joint or collaborative degree programmes within the region.

### 3.8 EQ 8 on modalities and instruments

#### 3.8.1 Findings

<i>To what extent have the various instruments, aid modalities and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?</i>	
<b>JC 81</b> Responsiveness of the instruments and aid modalities to the national and regional context in partner countries	Instruments and aid modalities were responsive to the national context in the Dominican Republic, as the interviews in the HEIs visited confirmed. At the individual EU funded project level, the various instruments and aid modalities were appropriate and efficient. Dominican HEIs participating in EMA2 projects assessed that these would contribute to capacity building in their institutions (projects EMA2 KITE, DREAM, Stettin, among others). Regarding the responsiveness to the regional context, it is difficult to assess it. The reason was the difficulties of the EU with the country's intended regional priority Central America. However, the Intra-ACP Academic Mobility Scheme projects CARPIMS II and III contributed to a small extent (due to the small number of grants which already started) to capacity building and internationalisation of the participating HEI, the INTEC.
<b>JC 82</b> EU support has been delivered in a timely fashion, minimising costs for all parties involved	The HEIs interviewed had no complaints about the delivery of EU support: in a timely fashion, minimising costs.

#### 3.8.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC81	
Regional programmes in HE meet the needs of HEIs in the participating partner countries	At the individual level of a single Dominican HEI, the hypothesis is correct, the design of the regional programmes met its needs.
EU support via regional programmes (channelling the aid delivery directly to a university consortium) fosters ownership of participating HEIs	The hypothesis is correct. Stakeholders of the universities which participated in EU funded projects assessed the flexibility and the grade of autonomy achieved thanks to funding channelled directly to the university consortium. A modality which contributed to fostering ownership of participating HEIs. The two Dominican general co-ordinators of Edulink projects emphasised also in a positive manner the aspect of project ownership. Between Edulink and Intra-ACP Academic Mobility Scheme projects on the one hand and EMA2 projects on the other, there is a difference in the grade of possible ownership: Edulink and intra ACP allowed non EU HEIs to be general co-ordinators (in the Dominican Republic, UNISA and UCE co-ordinated each of them an Edulink project), which obviously fosters a stronger ownership as being a partner in a consortium led by an European university. In EMA2 projects, it was mandatory that the lead institution was an EU-HEI.
JC82	
Project leaders of a university consortium in regional programmes like ALFA III, Edulink and the Intra-ACP Academic Mobility Scheme are excessively charged with administrative burden, partly related to the strict administrative procedures at the EU operational level	The two Dominican HEIs which were general co-ordinators of an Edulink project mentioned that sometimes it was a heavy administrative burden. However, they were able to overcome the problems related to time consuming procedures and documentation required by the EU, and shortage of administrative support aiming at alleviating the bureaucratic burden of the project co-ordinator.
HEIs in partner countries	Only little evidence was found in the Dominican Republic. The Universidad ISA

generate synergy effects using different EU aid delivery modalities	(which co-ordinated an Edulink project and participated in two more), was also recipient – as change agent, with its scientific expertise and practice oriented know how - of bilateral EU support aiming at improving the Dominican banana plantations, particularly those of small and middle sized farmers, and its commercialisation and export. Thus, some synergy effects were generated.
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### 3.9 EQ 9 on coherence and synergies

#### 3.9.1 Findings

<i>To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?</i>	
<b>JC 91</b> Coherence of DEVCO-financed HE support with relevant EU policies and strategies	. DEVCO delivered HE support in the Dominican Republic through the regional and global programmes Edulink, Intra-ACP Academic Mobility Scheme and EM Action 2. Therefore, it is very difficult to assess its coherence with relevant EU policies and strategies, which in general are bilateral and based on a specific dialogue with the respective partner country. Nevertheless, the overarching objectives of DEVCO financed HE support are coherent with relevant EU policies and strategies (poverty reduction, inclusiveness, investing in people, among others). Indirectly, the answer is therefore positive.
<b>JC 92</b> DEVCO-financed programmes are mutually reinforcing	Only little concrete evidence could be found. The Instituto Tecnológico de Santo Domingo (INTEC) was the only Dominican HEI which participated in two Intra-ACP Academic Mobility Scheme projects, one Edulink and one EMA2 mobility project. In the interview, no particular synergy effects were reported. But in principle, HEIs participating in an Edulink project and also in an Intra-ACP Academic Mobility Scheme or EM Action 2 academic mobility project may produce synergy effects through mutual reinforcement of reform processes..
<b>JC 93</b> Systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States	Little evidence was found during the country visit regarding systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States. In the field of support to HE, no formal co-ordination meetings occurred. In general, interviews with MS evidenced a relatively low engagement in the field of HE co-operation.  As a Government stakeholder explained, some Member States (or their HEIs) have signed agreements with the MESCYT, offering special conditions to Dominican graduate students aiming at studying with a Government scholarship in their countries. The number of international scholarships offered by the MESCYT is high: between 1500 and 2000 a year – a strong effort from the country which in a certain way plays down the dimension of EU support.
<b>JC 94</b> EU plays an active role in co-ordination mechanisms with EU Member States in the field of HE	There was no evidence of an active role of the EUD in co-ordination mechanisms with EU Member States in the field of HE. But this is perfectly understandable looking at the limited extent of EU support to HE on the one hand and the equally limited extent of HE support of the Member States on the other.

#### 3.9.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC91	
The EU took for granted a homogenous approach to HE education which was shared by all major stakeholders involved in the design and implementation of the EU's support to HE.	In principle, the hypothesis seems to be correct, although the interviewees in the Dominican Republic had almost no information about this issue.
JC92	
Operational linkages among programmes (and projects under different programmes) were limited, resulting in missed opportunities to create synergies	The hypothesis seems to be correct. Some HEIs participated in projects of different EU programmes, but the interviews did not evidence synergy effects, possibly with the exception of UNISA.
Synergies and coordination between regional and bilateral interventions in HE existed only to a limited extent because in most partner countries HE was only covered through regional support	The hypothesis is correct. With regard to the Dominican Republic, only existed EU support through the major regional / global programmes.
JC93	
No systematic efforts were made to create synergies between EU and MS interventions during the 2007-2013 period	The hypothesis is correct. As there was no bilateral support to HE, and the participation of the country in the major EU programmes was moderate, there was no reason to make efforts to create synergies with Member States – which also had a low profile in HE co-

<p>Attempts at joint programming between the EU and MS have only been made in the very recent past, but are still limited to a very small number of examples</p>	<p>operation with the country.</p> <p>There was no attempt whatsoever. The country was not in the scope for new initiatives – whether on the side of the EU nor on the side of the MS.</p> <p>It may be added that the country's longstanding efforts in improving the HE system and the large number of national and international scholarships offered would be a good basis in the future for exploring the possibility of joint (possibly triangulated) scholarship and academic exchange programmes (Dominican Republic, EU, eventually Member States).</p>
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## 4 Conclusions

### 4.1 Main conclusions at the country level

- The Dominican Republic, considered as an upper-middle income country by the World Bank, has achieved steady economic growth of an average of 5% a year for more than twenty years, the highest percentage in the Western Hemisphere. However, the country still faces important challenges regarding poverty reduction, inclusion of vulnerable and/or marginalised groups, improvement of education at all levels, and, inter alia, strengthening of a knowledge-based, competitive economy.
- More than eight years ago, the country started an ambitious HE reform process, through its *Ten-Year Plan for Higher Education (PDES) 2008-2018*. Since 2008, the Plan for Higher Education has been updated several times (in fact, after each presidential election, Government reaffirmed its general validity, updating its content). Several of the main objectives of this Plan – inter alia, quality assurance, a better response of degree courses offered by HEIs to labour market needs, internationalisation and inclusiveness – are in line with the goals of the Bologna Process, the European HE reform agenda. For this reason, EU support to HE, though exclusively channelled through the major HE co-operation programmes Edulink, Intra-ACP Academic Mobility Scheme and Erasmus Mundus Action 2 (the Dominican Republic did not receive bilateral EU support to HE), has been particularly responsive, although modest in its dimension, to the country's own priorities and strategies in HE.
- In 2008, the Dominican Government approved also the *Strategic Plan for Science, Technology and Innovation (PESCYT + i) 2008-2018* aiming at fostering the national research system, which until now relies heavily on the HEIs. Since then, steps have been taken to consolidate the system, although the yearly national investment in research remains very low (see above Table 4), hindering a faster development of the R&D system of the country. EU support to HE contributed to strengthening research capacity, though to a limited extent in view of the small number of Edulink and EM Action 2 projects in which Dominican HEIs participated.
- A critical point found during the country visit to the Dominican Republic was the issue of the responsiveness of the EU support to HE to the partner country's regional priorities. Several years ago, the Dominican Republic entered the Central American Integration System SICA (Sistema de Integración de Centro América) as a full member. As the big public university, the Universidad Autónoma de Santo Domingo UASD, accessed the Central American HE Council CSUCA (Consejo Superior Universitario Centroamericano) also as a full member. Since then, the UASD has participated in the process of harmonisation of HE in Central America. However, the EU programme guidelines of ALFA III and EM Action2 did not allow the Dominican Republic to apply and participate as a Latin American country and full member of SICA, because EU funding for the country was provided through EDF, while funds for the Latin American region were channelled through DCI. EU programme guidelines only took into consideration geographic aspects, neglecting cultural ones, as a Government stakeholder and the Universidad Autónoma de Santo Domingo complained. In their view, it was a case of partial non-alignment of the EU support to HE with the partner country's regional priorities<sup>3</sup>.

### 4.2 Conclusions per EQ

Table 5 Conclusions per EQ

<b>EQ 1</b>	To what extent has EU support to HE promoted the overall development policy objectives of the EU?	EU support to the Dominican Republic was channelled exclusively through the major EU programmes Edulink, Intra-ACP Academic Mobility Scheme and Erasmus Mundus Action 2, and in principle aligned with the overall development policy objectives of the EU. The focus of the projects in which Dominican HEIs participated, was clearly linked to the overarching development objectives mentioned.
<b>EQ 2</b>	To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and	At the project and at the country level, EU support has been responsive (and also aligned) to the partner country's priorities. Regarding the coherence with, and alignment to, the country's regional priorities, it is difficult to answer. The Dominican

<sup>3</sup> However, as mentioned before, the new guidelines of Erasmus+, in force since October 2015 (and therefore out of the timeframe of this evaluation) are more flexible and allow build up HEI network consortia without geographic restrictions

	regional priorities?	Republic joined the Central American Integration System SICA several years ago, and the large public Universidad Autónoma de Santo Domingo (UASD) entered in the Central American University Council CSUCA as a full member. As a Caribbean, but also a Latin American country, the Dominican Republic (and its most important university, the UASD, which enrolls about 40 % of all Dominican HE students) decided to participate in the Central American integration process. In HE, the UASD is engaged in the harmonisation process of the Central American HE system led by CSUCA. A process supported by the EU, but until the end of 2015 EU guidelines did not allow the Dominican Republic to apply to the CfPs offered to Latin and Central America.
<b>EQ 3</b>	To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching, learning and research?	Although to a modest extent (during the evaluation period, HEIs of the Dominican Republic participated in about a dozen EU funded projects: 2 Intra-ACP Academic Mobility Scheme, 6 Edulink and 6 EM Action 2), EU support to HE contributed to enhancing particularly teaching and learning and a research friendly environment. The projects contributed to enhancing university management approaches as well, although to a lesser extent.
<b>EQ 4</b>	To what extent has EU support contributed to HE reform processes in partner countries and regions?	The Dominican Republic started a comprehensive reform process of its HE system more than 8 years ago and it is still ongoing. The EU support to HE contributed to this process, though to a limited extent. It was well aligned to the national reform priorities. An answer at the regional level is more difficult, because until 2015 there was no EU support to the Dominican Republic for its harmonisation and integration efforts with Central American HEIs, through the CSUCA. Nevertheless, EU supported reform processes and HE harmonisation efforts in the Caribbean, although these efforts were not very strong.
<b>EQ 5</b>	To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?	Several of the EU funded projects (particularly 3 of the 4 Edulink projects, but also the mobility programmes EM Action 2 and Intra-ACP Academic Mobility Scheme) in the Dominican Republic aimed at contributing to include vulnerable and marginalised groups (i.e. from remote rural areas). The mobility programmes also addressed the issue through the guidelines for the selection of candidates for a mobility scholarship.
<b>EQ 6</b>	To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?	The EU support to Dominican HEIs strengthened the universities' responsiveness to the world of labour (new master courses linked to labour market needs, fostering entrepreneurship, creating knowledge in new or scarcely developed areas as, for example, aquaculture-based small business). The EU-funded mobility programmes contributed, as interviews with Alumni of EU programmes confirmed, to better their job opportunities (including job opportunities linked to international experience). Several alumni considered applying again for a PhD course at an EU university. Thus, EU support contributed to promoting brain circulation.
<b>EQ 7</b>	To what extent has EU support to HE strengthened intra-and inter-regional integration in HE?	In the case of the Dominican Republic, this EQ may have different answers. On the one hand, the EU-funded projects contributed to strengthening intra-regional (with some Caribbean countries) and inter-regional integration in HE (with EU HEs). As the projects were mostly successful, it is probable that the inter-institutional links will continue beyond the end of the EU-funding, namely on the basis of mutual interests and mutual understanding. On the other hand, until October 2015 there was no EU support to the country's integration efforts into the Central American integration process.
<b>EQ 8</b>	To what extent have the various instruments, aid and political dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?	EU support to HE in the Dominican Republic was channelled only through the major EU HE programmes: the selected university consortia received the funding through the co-ordinating institution, which discussed and agreed the action plans and disbursements with its partner HEIs. This procedure was in principle efficient, fostered the perceived ownership of the project and strengthened the participating HEIs in the partner countries – as administrative procedures also may

		induce a learning process and international experience, in co-operation as well as in project management.
<b>EQ 9</b>	To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?	<p>Several EU Member States co-operate with the Dominican Republic in the area of HE, although in general to a very limited extent, as it is also the case at the EU level. No formal information or co-ordination meetings MS-EUD existed, and there was no need for them. The EU co-operation through thematic inter-regional university networks and multilateral mobility scheme projects is unique and therefore generates added value with regard to the EU Member States' interventions.</p> <p>With the objective of improving its HE System, for more than ten years already, the Dominican Government offers a high number (between 1,000 and 2,000 a year) of international scholarships to do postgraduate studies or research abroad. . EU Member State universities (particularly the Spanish ones) profited from this programme, as a significant number of scholarship holders choose Europe as study destination. However, neither the Member States nor the EU itself have explored the possibilities of co-operation rising out of this Dominican scholarship programme.</p> <p>Several years ago, the German DAAD included the Caribbean countries Dominican Republic and Belize into its regional scholarship programme for Central America, which started as a CSUCA-DAAD-co-operation programme decades ago.</p>



## 5 Annexes

### 5.1 Annex 1: Overview of EU-funded key interventions

Table 6 Overview of EU-funded key interventions

Project title	Years	Contracted amount	Desk study	Coordinating institution	Participating institutions in the country
<b>Intra-ACP Academic Mobility Scheme</b>					
CARPIMS II	2012-2017	1,999,025	No	The University of the West Indies (Trinidad Tobago)	Instituto Tecnológico de Santo Domingo
Caribbean-Pacific Island Mobility Scheme III (CARPIMS III)	2013-2018	2,799,950	No	The Universities of the West Indies (Trinidad Tobago)	Instituto Tecnológico de Santo Domingo
<b>EduLink I and II</b>					
EduLink I EUCANET – EU-Caribbean Network for Internationalisation of Higher Education -	2008-2011	384,782	no	Universidad de Alicante (Spain)	Universidad Autónoma de Santo Domingo Universidad APEC
EduLink I Renforcement du Réseau “Professionalisation des formations agricoles” en Haiti et République Dominicaine	2007-2011	215,811	yes	Montpellier SUPAgro Centre international d’études supérieures en sciences agronomiques	Universidad ISA
<i>EduLink II: focused only on Energy access and efficiency as well as Agriculture and food security</i>					
EduLink II Development of a Regional Master Programme in Pig Production and Food Security in Caribbean Countries	2013-2016	499,693	Yes	Universidad de Girona (Spain)	Universidad ISA Universidad Nacional Pedro Henríquez Ureña Republica Dominicana
EduLink II PESCADO- Pioneering Education for Sustainability of Caribbean Aquaculture Development & Opportunities	2013-2017	495,462	No	Universidad ISA (Dom Rep)	-
EduLink II CAP4INNO - Knowledge transfer capacity building for enhanced energy access & efficiency in the Caribbean	2013-2016	490,813	No	Universidad de Alicante (Spain)	Instituto Tecnológico de Santo Domingo
EduLink II Food Security: from University to Territory	2014-2017	336,398	No	Universidad Central del Este (Dom Rep)	-

<b>Erasmus Mundus</b>					
ANGLE - Academic Networking, a gate for learning experiences (Angola, Cameroon, Cape Verde, East Timor, Fiji, Kenya, Madagascar, Mozambique, Republic of Congo, Senegal, Trinidad & Tobago)	2012-2016	2,942,600	No	The University of the South Pacific (Fiji)	Associated partners: Universidade Autónoma de Santo Domingo Universidad Iberoamericana Universidad Tecnológica de Santiago Instituto Tecnológico de Santo Domingo Universidad Central del Este Universidad APEC Pontificia Universidad Católica Madre y Maestra Universidad Nacional Pedro Henríquez Ureña Universidad Católica Tecnológica de Cibao
S1-L15-MUNDUS ACP	2010-2014	5,919,600	No	Universidade do Porto (Portugal)	Universidad Autónoma de Santo Domingo
MUNDUS ACP II	2011-2015	5,999,825	No	Universidade do Porto (Portugal)	Universidad Autónoma de Santo Domingo
STETTIN - Science and Technology Education Teachers' Training International Network (Burkina Faso, Cameroon, Comores, Dominican Rep., Equatorial Guinea, Gabon, Haiti, Ivory Coast, Lesotho, Namibia, Senegal, Togo, Vanuatu, Zimbabwe)	2012-2016	2,524,250	No	Université d'aix Marseille (France)	Instituto Superior de Formación Docente Salome Ureña
DREAM - Dynamizing Research and Education for All through Mobility in ACP	2013-2017	3,999,750	No	Universidade do Porto (Portugal)	Universidad Autónoma de Santo Domingo Universidad Tecnológica de Santiago
KITE - Knowledge, Integration and Transparency in Education (EU-ACP Countries)	2013-2017	3,999,125	No	Masarykova Univerzita (Czech Republic)	Instituto Tecnológico de Santo Domingo

The specific topics in Erasmus Mundus Action 2 were: education and teacher training (more specifically, scientific, technological and vocational education), medical sciences, engineering and technology, applied sciences and informatics, agricultural sciences, natural sciences and social sciences, environmental sciences, management.

The specific topics in intra-ACP Academic Mobility Scheme were: Agriculture, Medical Sciences, Engineering, Energy, Governance and Social Sciences.

## 5.2 Annex 2: Scholarship holders Dominican Republic 2007-2014

The table is based on the data available in the EACEA Mobility tool by 05/09/2016 and therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).

Table 7 *Erasmus Mundus Action 2 Strand 1 Mobility table*

Target Group 1			Target Group 2			Target Group 3			TG 3	Total
Female	Male	N/A	Female	Male	N/A	Female	Male	N/A		
13	10		15	4		0	0		0	51

Table 8 *Mobility table total*

HE programme	Female	Male	Total
Erasmus Mundus Action 1	1	1	2
Erasmus Mundus Action 2 (Strand 1)	28	14	42 <sup>4</sup>
Intra ACP Academic Mobility Scheme	3		3
<b>Total</b>	<b>32</b>	<b>15</b>	<b>47</b>

## 5.3 Annex 3: National Policies in HE – the Legal Framework

In August of 2001 Law 139-01 was enacted that created the National System of Higher Education, Science and Technology (SNESCyT) establishing the regulations for its operation, the mechanisms that ensure the quality and relevance of the services rendered by the institutions configuring it and setting the legal basis for the national scientific and technological development (SEESCYT, 2002: 7).

The System (Law 39-01, Art. 21) is integrated by institutions which fulfil the function of: a) higher education, b) creation and incorporation of knowledge and technology, c) transfer of knowledge and technologies, d) promotion and financing education e) regulation, control and supervision.

Higher Education Institutions are classified according to their nature, vision, mission, values and goals (Art. 24) into three categories: a) the Institutos Técnicos de Estudios Superiores (Technical Institutes of Higher Education) authorized to offer higher level technical training; b) the Institutos Especializados de Estudios Superiores (Specialised Institutes of Higher Education) authorised to offer professional education and grant degrees at grade and graduate level in their specialty areas, previously approved by the National Council of Science and Technology and, c) universities authorized to provide professional education and grant degrees to higher technical level, undergraduate and graduate. HEIs differ in the education modality adopted: face to face, semi-face or distance education. There are additional institutions engaged in research, aimed at providing the country with the knowledge and technologies required for development as a) universities and institutes and / or Centres of scientific or technological research, as the Dominican Institute of Technology (INDOTE), the Dominican Institute of Agricultural Research (IDIA) and the Academy of Sciences of the Dominican Republic and the Institute of Education and Teacher Training (Art. 26).

The regulation of Higher Education Institutions (SEESCYT, 2004) defines their scope and principles of operation, i.e. admission, retention and graduation requirements; creation, organisation, operation and closure; evaluation and the quality of the system; teaching and administrative staff; the conditions and infrastructure facilities as well as financing.

For the purposes of responding to a global society, the Ministry of Higher Education, Science and Technology (MESCyT), previously the Secretary of State for Higher Education, Science and Technology (SESCyT), developed the Ten-Year Plan for Higher Education 2008-2018 with the purpose of meeting the requirements of national development and of the plans of socio-economic, scientific, technological and cultural development, as well as the requirements of internationalisation and scientific and technological progress. In addition, the purpose is to overcome deficiencies and to correct distortions regarding coverage and equity, quality and relevance. Moreover, it aims to enhance dignity and professionalisation of higher education staff, and to foster modernisation and innovation, research and liaison with productive sectors. (López Ferreiras, Altagracia (2014: 540)

The Plan is structured into chapters dealing with: the context, quantitative and qualitative issues, the linking of higher education institutions to the productive sector, the improvement and modernisation of

<sup>4</sup> No participants under TG3.

education, and resource allocation. In addition, each area has strategic programmes, objectives, goals, results, activities and projects to achieve its purposes.

At the same time, the National Strategic Plan for Science, Technology and Innovation 2008-2018 has been designed in order to lay the basis for the transition towards a knowledge and innovation-based economy. The Plan is defined as a planning tool and as a political and institutional articulation of the national science, technology and innovation system, oriented to support the competitive improvement of the productive sectors, the quality of life of the Dominican people and to promote sustainable development (SEESCYT, 2008).

Also, the Constitution of the Dominican Republic proclaimed in 2010 (Art. 63) provides that the State must ensure the quality of higher education, define policies to promote research, science, technology and innovation, to increase the investment in correspondence with the levels of macroeconomic performance, allows private initiative in the creation of educational institutions and services, and stimulates the development of science and technology according to the Law 139-01.

The Law 1-12, referred to the National Development Strategy 2030 of the Ministry of Economy, Planning and Development (MEPyD), and the Pacto Nacional para la Reforma Educativa (National Pact for Education Reform) in the Dominican Republic (2014 -2030) signed in April 2014 are also linked to the framework of policies on higher education. The first one aims at consolidating a higher education system of quality as well as strengthening the national science, technology and innovation system and increasing its responsiveness to the needs of development and to the economic, social and cultural demands of the nation (MEPyD, 2102: 60-61); in the second one – i.e. in the National Pact for Education Reform – the strategies to be followed to achieve the quality in higher education within the framework of Law 139-01 are agreed.

This regulatory framework facilitates the development of public policies and private institutions in the area of higher education, science, technology and innovation placing the Dominican Republic, which are in harmony with the regulations of the European Union.

*Box 1                      The Legal Framework of Higher Education, Science and Technology*

**Constitution of the Republic of 2010. Article 63 establishes the right of education.**

The article establishes that the State must ensure the quality of higher education and finance the public centres and universities and define policies to promote and encourage research, science, technology and innovation favouring sustainable development, human welfare, competitiveness, institutional strengthening and preserving the environment.

**National Development Strategy (Estrategia Nacional de Desarrollo) 2030 (Law 1-12)**

Considers democratisation and equal opportunity of access to HE and the quality of it, expanding coverage of technical higher education, infrastructure and virtual and distance mode; and the creation of a system of accreditation of institutions and programmes of HE.

It also highlights higher education, science and technology to achieve "competitiveness and innovation in a favourable environment for co-operation and social responsibility" (Third Strategic Axis, Objective 3) as well as "consolidate a HE system of quality that meets the needs of the development of the nation" through action lines and specific goals.

**Law 139-01 of Higher Education, Science and Technology**

Creates the National System of Higher Education, Science and Technology and establishes the regulations for its operation, the mechanisms that ensure the quality and relevance of services provided by the institutions that shape it and creates a legal basis for national scientific and technological development. And additionally, that HE, production and access to scientific knowledge are rights of the citizens.

**Regulation of Higher Education Institutions**

Defines the scope and operation of institutions of higher education in the country. Establishes the requirements for admission, retention and graduation of the National System of Higher Education (SNES). And also, the creation, organisation, operation and closure of HEIs. Evaluation mechanisms and quality assurance of the National System of Higher Education, accreditation and accreditation agencies of HEIs, its programmes and careers. In addition, the conditions of teachers, and the requirements of academic and administrative staff as well as the infrastructure required to operate an HE institution.

**Institutional Framework ES (who does what)**

The Ministry of Higher Education, Science and Technology under Law 139-01 establishes scientific and technological development to be fundamental for society and influences the ability of the economy to create and absorb more productive technologies, which fosters productivity, increases the ability to compete in the world market, and increases the national income (Art . 9); Additionally, the Ministry incentives and fosters scientific research and experimentation, innovation and the invention of technology associated to abilities and talents which are inherent to the development of science and in the application of these in the productive areas of industry and services (Art. 10).

<p><b>Consejo Nacional de Educación Superior, Ciencia y Tecnología (CONECyT) National Council of Higher Education, Science and Technology</b></p> <p>The CONECyT is the highest governing body of the National System of Higher Education, Science and Technology (SNESCyT); it establishes working committees and regulates their functioning and objectives; it regulates the establishment, organisation, operation and closure of higher education institutions; it regulates the nature and teaching load at the higher technician level and at the undergraduate and graduate level, as well as the rules governing the teaching practice; it authorizes the change of status of higher education institutions; regulates the establishment and operation of research institutes and centres; it regulates the academic career and the principles guiding the evaluation process; it establishes the policies and regulations of programmes and special funds for funding; it regulates the establishment and operation of entities or special student loan programmes.</p>
<p><b>Instituto de Innovación en Biotecnología e Industrial (IIBI), the former Instituto Dominicano de Tecnología (INDOTEC) by decree 58-05</b></p> <p>It is part of the SNESCyT and the director is a member of CONECyT. It is a decentralised state entity with technical, administrative and financial autonomy. It aims to providing scientific and technological research, services of accredited laboratories, consulting, training and technical advice to government agencies, private companies and the general public, as well as coordinating actions of biotechnology centres. Its mission is to conduct scientific research, technology transfer and innovation, as well as technical consulting in areas relevant for the national development in order to contribute to improving the competitiveness of the nation.</p>
<p><b>Academia de Ciencias de la República Dominicana (Academy of Science of the Dominican Republic)</b></p> <p>It is a part of the SNESCyT y since the year 2000 his president is a member of the National Council for Science and Technology (CONECyT). The main activity is to support specific research together with universities, to organize rounds of lectures, to participate in national debates through the preparation and publication of documents elaborated by its different commissions, and also in the elaboration of proposals by its Commissions to solve different problems of national interest. The Academy grants three categories of awards: the Annual Scientific Journal Prize, The Civic Award of Merit, and special Scientific Prizes.</p>
<p><b>Instituto Dominicano de Investigaciones Agropecuarias (IDIA) (Dominican Institute of Agricultural Research)</b></p> <p>Created in 1985, but it was only in 2000 when it started functioning. Its director is a member of CONECyT. The IDIA is intended to direct and implement the policy of scientific and technological research in the at the country's agricultural sector through the organisation and operation of a national research system that promotes the development of the sector and the generation, adaptation and transfer of technology.</p>
<p><b>Instituto de Formación, Capacitación del Magisterio (INAFOCAM) (Institute of Education and Teacher Training)</b></p> <p>Decentralised body under the Ministry of Education (MINERD). Its function is to coordinate the provision of capacity building, training, updating and improvement of educational personnel nationwide. Advisory body to the Ministry of Education (MINERD) in the formulation, implementation and evaluation of policies, careers, training programmes and educational and training projects as well as in the improvement and updating of personnel required by the Dominican education system at all levels and modalities.</p>
<p><b>Universities</b></p> <p>Centres are authorised to offer careers in different areas of knowledge and to provide titles on higher technical, undergraduate and graduate levels. Areas in which a doctoral degree shall be granted are required to provide a research programme.</p>
<p><b>Institutes and / or scientific research and / or technological centres</b></p> <p>All institutions involved in the promotion of institutions of Higher Education, Science and Technology to the society at large as well as to the production sector.</p>

## 5.4 Annex 4: List of people interviewed

### EU Delegation, MS Agencies, Scholarship Foundation

Name	Position	Institution
Luca LO CONTE	Oficial de Cooperación / Co-operation official	Delegation of the European Union to the Dominican Republic
Priscilla Torres	Oficial de Prensa / Press Official	Delegation of the European Union to the Dominican Republic
Carlos Cano	Representante / representative	Agencia Española de Cooperación Internacional para el Desarrollo – AECID
Ophélie Lainé	Encargada de Proyectos / Project official	Agencia Francesa para el Desarrollo
Regla Brito de Vargas	Directora Ejecutiva	Fundación de Crédito Educativo – FUNDAPEC
Mirian Díaz Santana	Gerente de Planificación y Desarrollo	FUNDAPEC

Libbys Fernández Fernández	Encargada de Cooperación Internacional y Becas	FUNDAPEC
Modesto Lavandero	Sub director Administración de Cartera	FUNDAPEC

### Government and public HE institution

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Rafael González	Viceministro de Educación Superior, Ciencia y Tecnología	Ministerio de Educación Ciencia y Tecnología – MESCyT
Jorge Asjana David	Vice rector docente	Universidad Autónoma de Santo Domingo - UASD
Clara Benedicto	Directora General de Cooperación y Relaciones Internacionales	UASD
Francisco Socias	Director de Gestión de Proyectos y Cooperación Económica	UASD
Marisol Rosario	Responsable de Becas	UASD
Carmen Artiles	Asistente área de proyectos	UASD
Jesús de la Rosa	Ex vicerrector administrativo, miembro del Consejo Nacional de Educación Superior Ciencia y Tecnología (CONECyT)	UASD, MESCyT
Miledys Tavárez M.	Docente de la Facultad de Ciencias de la Educación	UASD
Yelissa M. Díaz Capellán	Maestra ayudante Dpto. de Letras; Maestra y coordinadora técnica del	UASD Politécnico San Miguel del Ministerio de Educación (MINERD)
Leydy Gómez	Encargada de calidad	UASD

### Private HE Institutions

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Dr. Rafael Amable Vásquez,	Decano Facultad Ciencias Agropecuarias- Coordinador General Seguridad Alimentaria –Edulink II	University ISA
Crisálida Polanco,	Encargada Departamento de Contabilidad	University ISA
Ramón Marte,	Coordinador capacitación Proyecto Medidas de Acompañamiento del Banano	University ISA
Amarely Santana	Profesora investigadora Departamento Ciencia Animal	University ISA
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# **Evaluation of the EU development co-operation support for higher education in partner countries (2007-2014)**

**Country Note Egypt**  
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## **Evaluation of the EU Development Cooperation Support to Higher Education in Partner Countries 2007-2014**

**This evaluation was commissioned by the Evaluation Unit of the  
Directorate General for International Cooperation and Development (European Commission)**

*The opinions expressed in this document represent the authors' points of view  
which are not necessarily shared by the European Commission  
or by the authorities of the concerned countries.*

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The evaluation is being managed by the DG  
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The author accepts sole responsibility for this report,  
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reflect the views of the Commission.

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## List of Acronyms

ACP	African, Caribbean and Pacific Group of States
ANQAHE	Arab Network of Quality Assurance in Higher Education
DAAD	Deutscher Akademischer Austauschdienst
DG DEVCO	Directorate General for International Co-operation and Development
EACEA	Education, Audio-visual and Culture Executive Agency Service tools
ECTS	European Credit Transfer System
ECW	External Co-operation Window
EM	Erasmus Mundus
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood and Partnership Instrument
EQ	Evaluation Question
EQF	European Qualifications Framework
EUD	European Union Delegation
FCAS	Fragile and Conflict-Affected State
GDP	Gross Domestic Product
HE	Higher Education
HEI	Higher Education Institution
HERE	Higher Education Reform Experts
JC	Judgement Criterion
MBA	Master's Programme in Business Administration
MEDA	A financial instrument for the implementation of the Euro-Mediterranean Partnership
MEDASTAR	Mediterranean Area for Science, Technology and Research
MENA	The Middle East and North Africa
MHE	Ministry of Higher Education
MS	Member State
MSc	Master of Science
NAQAAE	National Authority for Quality Assurance and Accreditation of Education
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Cooperation and Development
QA	Quality Assurance
SCU	Supreme Council of Universities
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization



## 1 Introduction

### 1.1 Purpose of the note

This note is framed within the field phase of the evaluation. Prior to this phase, an inception phase, aiming at developing the evaluation framework (reconstruction of the EU's intended intervention logic of its support to HE in partner countries and definition of the Evaluation questions (EQs)), and a desk phase, aiming at giving a preliminary answer to the EQs and at proposing the list of countries to be visited, were developed. From a long list of 45 countries selected in the inception phase for a desk analysis, 13 were further selected for a more detailed analysis. Out of these, 8 countries were selected for the field phase.

The field visits have the following objectives:

- To complete the data collection in order to answer the agreed evaluation questions;
- To validate or revise the preliminary findings and hypotheses formulated in the desk report;
- To assess whether there is need for further research and interviews to prepare the final note, and in particular the conclusions and recommendation chapter.

Therefore, the present country note cannot be considered a country evaluation but rather one of the inputs for the elaboration of the final report. It is aimed at providing country specific examples on a set of issues that are relevant for the worldwide exercise.

The field visit to Egypt was undertaken from 23 to 27 May 2016 with Joern Dosch as the leader of the mission and by Maha Fathy El Said as the country-based expert.

### 1.2 Reasons for selecting Egypt for the field phase

Table 1 Criteria for selection of the country

Country	Criteria for selection	Major HE programme	Remark
<b>Egypt</b>	<ul style="list-style-type: none"> <li>Egypt has been covered by a major evaluation of its partnership in Tempus IV; but it is also a partner in Erasmus Mundus, Intra ACP and a bilateral HE programme and a field assessment would provide a more comprehensive picture</li> <li>Egypt has a comprehensive HE policy &amp; strategy but relationship between HE and the Labour market needs to be better explored</li> <li>High investment in HE from EU MS (Germany, France, UK) and one of two highest ENP South MS participation of Egypt in EU HE cooperation programmes</li> <li>Extensive national research network ; member of Arab HEIs networks with strong focus on e-learning which needs to be explored in concrete cases</li> <li>Egyptian HEIs are bridges between European, Arab and African HE systems</li> </ul>	Erasmus Mundus, Tempus, intra ACP and bilateral support	<ul style="list-style-type: none"> <li>Egypt has been covered only by an evaluation of its partnership in Tempus IV</li> <li>Management of a wide scope of bilateral (25 EU MS + USA) &amp; multilateral donors</li> <li>The Egyptian case allows gathering evidence for all EQs</li> <li>Organization and efficiency of Egyptian HEIs' relations with labour market</li> <li>Egypt offers a good opportunity to make a comparative assessment of EU, EU MS and other cooperation programmes</li> <li>Al Azhar University offers opportunity to explore HE cooperation (EU, EU MS, other bilateral &amp; multilateral support)</li> </ul>

### 1.3 Data collection methods used (including limits and constraints)

The country mission started with a review of the entire desk based information. A list of relevant stakeholders from was drawn up and discussed with the EU delegation and national partners. Based on this a final list of stakeholders representing three groups was drawn up:

- the EU, including the national Tempus and now Erasmus + Office as well as EU Member States organisations (namely DAAD and British Council);

- Ministries and state agencies responsible for HE in Egypt;
- Top-Management, international offices, academic and administrative staff involvement in the implementation of EU-funded projects and, to a limited extent, former grantees of EU-funded mobilities at selected Egyptian HEIs.
- Almost without exception it was possible to meet all the stakeholders identified or in some instances others who also represented the relevant institution. The main exception was the British Council which was not available for a meeting.

Meetings took place as individual and group interviews. The team also organised a focus group meeting at the national Erasmus + Office with the participation of several project coordinators and current/former grantees from different Higher Education Institutions (HEIs).

A structured list of questions was assembled tailored to the cooperation undertaken in Egypt by the teams involved in the elaboration of each evaluation questions. This list was supplemented by the list of hypotheses for each evaluation question (EQ) and the list of missing information and data that was identified during the desk study that could be found at the country level. These lists combined to provide the basis for a structured question list for each interview.

The only constraint the team faced was Cairo's notorious traffic situation which put a natural limit to the number of meetings that could be conducted per day.

In addition to interviews, documents on HE policy and strategy in Egypt, individual Tempus and Erasmus Mundus (EM9 projects as well as interventions funded by EU Member States was gathered. Unfortunately however, while the Supreme Council of Universities and the National Authority for Quality Assurance and Accreditation of Education held out the prospect of providing the team with relevant statistical material (for example on the number and scope of joint and double degrees in the country), such documents were eventually not made available. Despite several emails and phone calls the British Council did not get back to the team's request for a meeting.

## 2 HE context in Egypt

Egypt has the oldest universities in the Middle East and Africa, not only with Al Azhar University that started in 972 AD (only to become a modern secular university in 1961<sup>1</sup>), but also with Cairo University that was established in 1908 as the first modern university in the Middle East and Africa, followed by the American University in Cairo in 1919 as the first private university in Egypt.

With the increased demand for higher education, more universities were established such as Alexandria University 1942, Ain Shams University 1950, and Asyut University 1957. With the Egyptian revolution in 1952 and a new constitution in place all education became free including tertiary education making higher education accessible to all. Free tertiary education created more demand on higher education which resulted in the increase of universities in the 1970s as another 7 public universities were established followed by another 7 in the new millennium to arrive at a total of 18 public universities with approximately 2.7 million students. However, with the increase of access and the increase in population, huge numbers of students were being admitted to universities, much more than what was originally planned for, thus burdening the system, exhausting its resources and debilitating the quality of education.

With the 'open door policy' in the 1970s more demand for obtaining a university degree resulted in a boom of private universities to amount to 20 private accredited universities, many of which have international affiliation such as the British University, The German University and The French University, catering to around 105,785 students.

Finally there is also a huge number of technical institutes that offer different vocational diplomas to high school graduates.

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<sup>1</sup> Al-Azhar education is under the authority of the Ministry of Al-Azhar Affairs not the Ministry of Higher Education  
 Evaluation of the EU Development Cooperation Support to Higher Education in Partner Countries 2007-2014  
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**Admission:**

Pre-university education in Egypt is 12 years, however after grade 9 the compulsory education ends and only those with high grades are able to continue in general education, while the others have to go to vocational education or drop-out. Access to university is available mainly to those graduating from general education after passing the national final secondary education exam. Again because of the huge numbers, all students passing that exam are ranked according to their grades that determine which faculty/school they are admitted to. Accordingly, disciplines that are in demand such as Medicine and Engineering admit the highest grades, regardless of their talents. Similarly, students with lower grades have to study disciplines that they may not be interested in as it is the only way they can get into university.

**University Degrees**

The higher education system has been greatly influenced by the European education system, where there is a three cycle system. Graduating from the first cycle, students are awarded a Bachelor degree which allows them to apply for a Master's degree or graduate diploma provided that their grades are at least "Good". After obtaining a Master's Degree that is based on a thesis they can apply to a PhD programme provided they obtain at their Master's degree at least "Very Good".<sup>2</sup> It is worthy to note that 272,887 graduate students are enrolled in graduate studies each year.

**1. Bachelor Degree**

The bachelor's degree requires four, five or six years of full-time study depending on specialisation. Generally speaking, social sciences which cater to 65% of the total student population is a four-year degree. While other sciences are five-year programmes except for the medical programmes which require six years.

**2. Graduate Diploma**

A post-graduate one-year / two-year programme that grants professional diplomas that do not lead to a doctoral degree. Admission to these diplomas must be in a specialisation related to previous study at the undergraduate level.

**Master's Degree**

The master's degree typically requires one-two years of full-time academic work, with a mix of coursework and research. To obtain a master's degree a thesis / dissertation has to be written and defended in a public viva.

A number of joint interdisciplinary master programmes have been recently established in partnership with international universities, such as Master of Biotechnology, Renewable Energy, electronic tourism, joint MBAs, amongst others.

**3. Doctoral Degree**

The doctoral degree requires one-three years of full-time, with a mix of coursework and research. To obtain a doctoral degree requires the production and defence of a thesis in a public viva.

There are also joint doctoral degrees such as COTUTELLE with French universities.

**Governing bodies****1. Supreme Council of Universities (SCU)**

While Egyptian universities enjoy a great extent of autonomy and independence since 1950, a consultant council for the universities was established under the supervision of the minister of education. The main purpose of this council was to coordinate between the three existing universities with regard to education system, examinations, and academic degrees. It also was mandated to create professorships and manage equivalence of foreign certificates, academic promotion and other related issues. In 1954 the council was reorganised to become an independent entity called "The Supreme Council of Universities". The main responsibilities of the Supreme Council of Universities are:

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<sup>2</sup> The grading system at Egyptian universities is based on Pass – Good – Very Good – Excellent.

- Outline and plan the general policies and guidelines for higher education and scientific research in universities.
  - Designate and create different professorships specialisations.
  - Develop and accredit the academic staff through promotion system.
  - Set the executive bylaws of universities and the internal regulations of faculties and institutes.
  - Endorse and accredit all foreign degrees and private universities.
2. The Ministry of Higher Education (MHE)

The Ministry of Higher Education was established in 1961 with the mandate to promote education in post-secondary stages with various types and levels, in addition to promoting the level of faculty and research staff and proposing educational policy and the development of plans and programmes for the implementation of this policy.

While the MHE has the jurisdiction over higher education through the supervision and coordination of all post-secondary education, planning, policy formulation, and quality control. The SCU formulates the overall policy of university education and scientific research and determines the number of students to be admitted to each faculty in each university.

### **Academic staff**

The professional track of academic staff starts with Demonstrators who are appointed from the first three to five ranking students. After obtaining a Master's degree within five years of appointment are promoted to Assistant Lecturers. A Doctorate degree within five years after the Master degree is required to become Lecturers. Associate Professor and Full Professor are granted based on publications, research and track record and it is regulated by the Supreme Council of Universities.

### **Quality Assurance and Accreditation**

The National Authority for Quality Assurance and Accreditation of Education (NAQAAE) was established as a government body in 2007 to oversee quality assurance and accreditation at all levels of Egyptian education. It set accreditations standards for each education sector that need to be met by any educational institution whether public or private.

While comparability with the Bologna Process and its action are not in line with the Egyptian system, efforts to implement the Process and its action lines are being made by several universities and governance bodies. According to the Egypt Tempus Country Fiche, the Supreme Council of Universities has officially acknowledged that programmes developed on the basis of ECTS system should be accredited, in the same way as those created through other systems of accreditation.

### **Finance of Higher Education**

Only 9% of the GDP is allocated to higher education, which leaves the system wanting. Approximately 70 % of this is spent on salaries leaving around for research funding.

However, in 2007, a new "fee system" has been introduced with newly created English or French sections at some faculties, like the faculty of commerce, law and political science amongst others. This fee system allowed the university to finance infrastructure renewal.

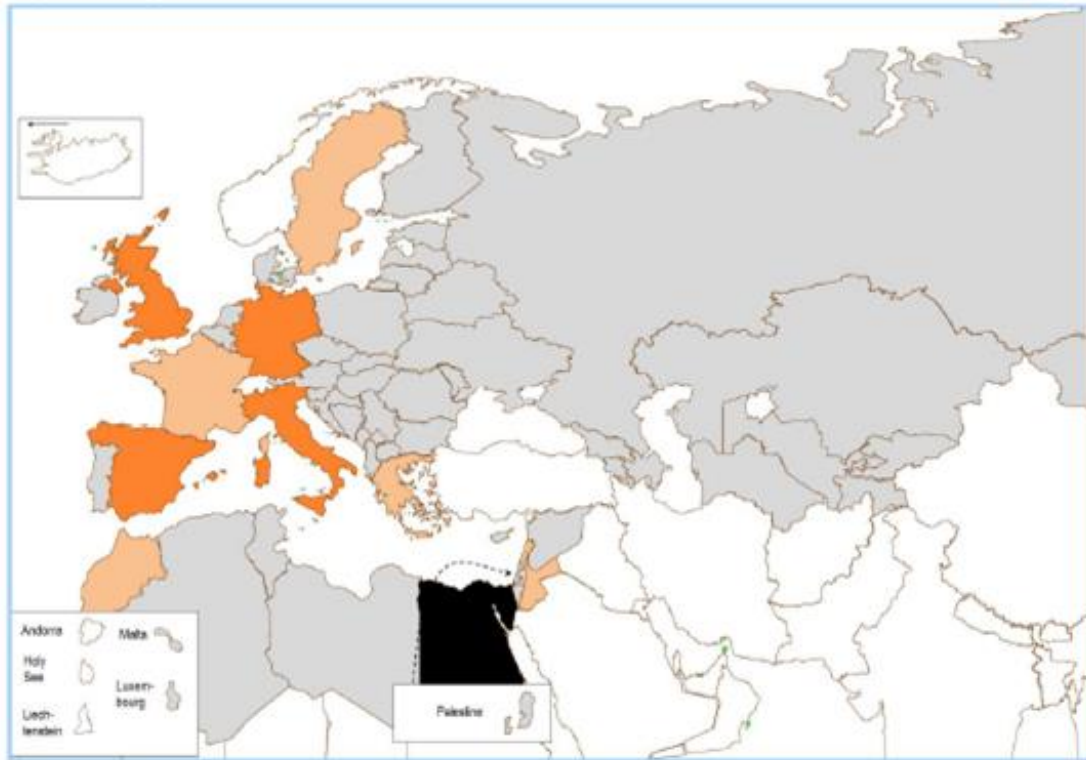
### **Challenges**

Several studies have outlined a number of challenges in the Higher Education Sector in Egypt while mostly allied to the general state of instability in the country since 2011. For example, between March 2011 and September 2015 there have been at least 5 different Ministers for Higher Education.

Yet even before the Egyptian Revolution, in April 2010, a review of the Egyptian higher education system, entitled "OECD/World Bank Reviews of National Policies for Education: Higher Education in Egypt" was published highlighting the same challenges of low funding for education and research and the "deficiencies and imbalances in graduate output relative to labour market requirements".<sup>3</sup>

<sup>3</sup> The section is based on the following sources: Egyptian Universities Network <http://wcm.portal.eun.eg:10040/wps/portal>; Louisa Loveluck ,Education in Egypt: Key Challenges, Middle East and North Africa Programme, Chatham House, 2012; Ministry of Higher Education and Scientific Research

Figure 1 Privileged Tempus Links of Egyptian Universities (49 projects in total, 2007-2013)



Source: European Commission. *Key data on the Tempus IV programme Issue 4. Preferred partnerships in Tempus 2008-2013, Mapping by country, Brussels, p. 42.*

Figure 1 tries to visualise the most significant relations among countries involved in the Tempus programme. For Egypt (black), the map shows its main cooperation partners. The countries which are involved in 40 to 59% of Egypt's projects are shown in dark orange and those involved in 20 to 39% of Egypt's projects in light orange. The percentage here refers to the number of projects of Egypt.

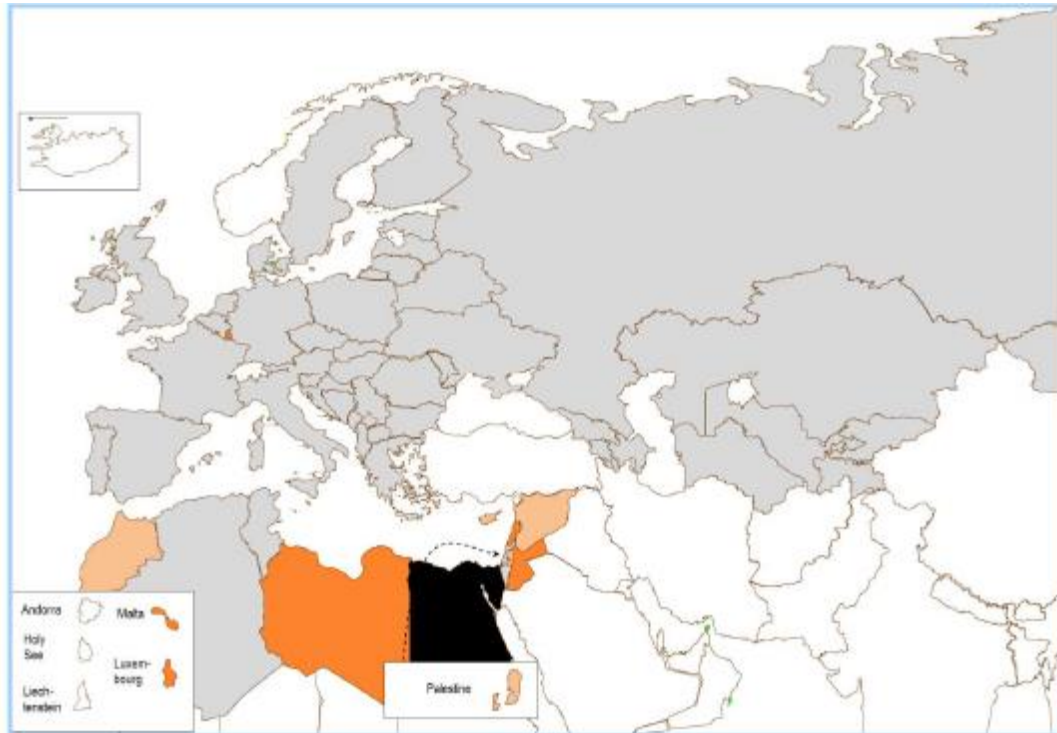
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 "OECD/World Bank Reviews of National Policies for Education: Higher Education in Egypt  
<http://www.worldbank.org/en/news/feature/2010/03/25/review-egypts-higher-education>

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Figure 2 Presence/Contribution



Source: European Commission. Key data on the Tempus IV programme Issue 4. Preferred partnerships in Tempus 2008-2013, Mapping by country, Brussels, p. 42.

Figure 2 tries to capture the notion of presence / contribution of each country in the other countries involved in the Tempus programme. For Egypt (black), the map shows the countries in which Egypt is present in 40 to 59% of their projects (dark orange) or in 20 to 39% of their projects (light orange). The percentage here is based on the number of projects of each country with whom Egypt cooperates with.

### 3 Field mission findings

#### 3.1 EQ 1 on relevance and strategic orientation

##### 3.1.1 Findings

<i>To what extent has EU support to HE promoted the overall development policy objectives of the EU?</i>	
<b>JC 11</b> Support to HE has been linked to EU commitments and development policies	Many Tempus and EM projects with Egyptian HEIs participation (particularly those for Egyptian universities were coordinators), had a strong focus on areas (mostly in sciences and engineering) which are also the core of the EU's development agenda: including, but not limited to, climate change, sustainable agriculture, renewable energy, biotechnology etc. However, since the Tempus, EM and Intra-ACP programmes are based on project applications, any conversion of HE support with overarching development goals and objectives was, consequently, not the result of a master strategic approach. However, while according to stakeholder interviews, decisions on project applications were first and foremost based on the quality of the proposals, the selected applications were all in line with the country's development priorities.
<b>JC 12</b> EU support has addressed, and adapted to, development contexts in partner countries and regions	In the absence of bilateral support for HE, the EU could not directly address and adapt to Egypt's development context. Nonetheless, Tempus national and regional priorities were established in agreement with the local Ministries and in line with the country's development policies and goals. Most stakeholders stated that Egypt took maximum advantage of the support offered by the EU through Tempus and EM to address development challenges. <sup>4</sup>

##### 3.1.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC11	
EU support to HE is strongly linked to the overall objectives of the EU's development policies	Confirmed (see JC 11 above)
The support lacks a clear conventional approach outlining and explaining how exactly HE contributes to socio-economic development	As there was no country-level support to HE in Egypt, there was no suitable framework to establish explicit links with Egypt's specific socio-economic development needs and priorities.
The EU support to HE has not developed a clear strategy towards the strengthening of intercultural understanding	This cannot be confirmed for Egypt. While there was no explicit general strategy towards the strengthening of intercultural understanding, the stakeholder interviews provided ample evidence that Tempus and EM projects greatly increased the intercultural understanding in Egypt's relations with Europe. The manifold university networks which were established and the resulting mobilities greatly increased the level of mutual understanding, as all interviewed stakeholders with knowledge of, or involvement in, the projects, confirmed. According to one interviewee, "due to the joint master programmes, the vision of the students changed". This does not just apply to Egypt-Europe relations. Some interviewees also noted, that, given their frequent intra-regional dimension, EU supported projects helped to develop a better understanding among academics of the MENA countries and – to a lesser extent – with sub-Saharan countries (as the result of Intra-ACP projects, which were however small in number and scope compared to Tempus and EM).
The linkages between support to HE and the	Confirmed. The field mission did not find any evidence

<sup>4</sup> The EU has allocated funds to one country-specific project - "Integrating Human Rights in Higher Education", amounting to EUR 2 million. The project activities were planned for 2013-2015 but the project never took off due to lack of interest on the part of the GoE, according to interviews. The project was supposed to be implemented by UNDP in collaboration with the Ministry of Higher Education. The project design directly responded to the events of the Arab Spring and the Egyptian Revolution and addressed the Egyptian government's pledge to create human rights curricula for the different stages of education, including university education. Source: UNDP. Integrating Human Rights in Higher Education, Project Description



strengthening of political and economic co-operation are weak	for HE support being explicitly linked to political or economic cooperation.
JC12	
The EU has generally explicitly linked its support for HE to the specific development needs and challenges of partner countries and regions but the comprehensiveness of this approach differs markedly across the sample of countries and regions	As outlined under JC11 above many individual Tempus and EM projects were well targeted to the country's and also the MENA's region's needs.
There has been no evolution of the EU approach to the support of HE during the evaluation period. Lessons-learned have been taken into account for individual programmes but not in a systematic and comprehensive manner for support to HE in general terms	It is difficult to come to a conclusive assessment in the case of Egypt where the main challenge has been to cope with the tremendous challenges of political change which, in turn, had significant implications for HE policies and strategies. Individual Tempus projects have well responded to these challenges but it would have been beyond the scope of project-based support to develop and apply an overarching strategic approach that flexibly responded to the frequently changing structural framework conditions for HE in Egypt.
EU support to HE lacks a specific and explicit approach to the design and implementation of HE programmes and projects in FCAS	Egypt is not considered a FCAS

## 3.2 EQ 2 on alignment

### 3.2.1 Findings

<i>To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?</i>	
<b>JC 21</b> Responsiveness of EU support to HE, in its design and implementation, to the partner country's and regional priorities	While there was no direct country-level support to Egypt, Tempus and EM were nevertheless crucial for responding to the needs in the development of HE as, according to stakeholder interviews, Egypt urgently required external support to increase the quality of learning and teaching & research as well as the internationalisation of Egyptian universities. In this regard Tempus and EM were the first major programmes to provide support to the HE sector in Egypt. Tempus also provided a suitable and effective framework for establishing and strengthening intra-regional cooperation with HEI (see EQ7) which was also seen as a strategic objective by key HE stakeholders.
<b>JC 22</b> EU support to HE is based on partner countries' national development strategies, institutions and procedures	There was no direct country-level support. <sup>5</sup>

### 3.2.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC21	
The specific nature of the regional approach of some of the major HE programmes has limited the potential to directly respond to needs and priorities of individual partner countries	This is not the case for Egypt where Tempus and EM projects clearly and directly responded to the needs of Egyptian HEI with regard to improving the quality of learning & teaching (including monitoring), internationalisation (including the establishment of international offices) and building research infrastructures (e.g. laboratories)
Specific implementation modalities (such as the single co-operation windows for Erasmus Mundus) are successful means for addressing partner country priorities in a regional or global programme	There was no EM single co-operation window for Egypt.
The level of country ownership for bilateral	In the absence of bilateral support such a comparison

<sup>5</sup> The only exception is the EU-funded and UNDP-implemented project "Integrating Human Rights in Higher Education" which could be seen as well aligned with Egypt's development strategy and needs, as it emerged from the consequences of the Arab Spring. See the footnote of JC12 for more details.

interventions is higher compared to interventions under HE programmes	cannot be made. However, stakeholder interviews left no doubt that there was a high level of ownership in the case of Tempus and EM projects.
JC22	
Due to the nature of support (i.e. most support being channelled via major HE programmes), the use of partner country procurement systems only played a minor role	Confirmed
In the cases where bilateral support was provided, the interventions were mostly complementary to those implemented by the government	Not applicable. <sup>6</sup>

### 3.3 EQ 3 on management, teaching, learning and research

#### 3.3.1 Findings

<i>To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching and learning and research?</i>	
JC 31 Improved management practices	Most interviewed stakeholders mentioned that Tempus projects played a major role in the introducing QA and monitoring mechanisms. New rules and practices were first introduced for the management of projects but then spilled over to other departments and faculties because “the administration and other deans understood the benefits” as one interviewee put it. The most visible change was perhaps the establishment of international offices as this was a direct result of the involvement of Egyptian HEIs in EU-supported programmes which created the necessity for having such offices to administer the projects. This assessment stands in contrast to the desk report finding, according to which project reports showed few evidence of established and operational M&E frameworks other than internal and rather informal “peer monitoring and assessment” systems
JC 32 Improved quality of teaching and learning	Without exception, the interviewed HEI and government stakeholders claimed that EU-supported projects improved the quality of teaching and learning within the frameworks of trainings of the trainees, introduction of new teaching modality/methodology and new tools as well as other activities focusing on the management
JC 33 Enhanced institutional and human capacity and conditions for academic research	Interviewees noted that the main problem in Egypt was not research funding, which was provided by the government, but the quality of research and the lack of concepts of quality assurance, insufficient competitiveness, and underdeveloped participatory approaches. EU support to HE made an important contribution to overcome these shortcomings and challenges, according to stakeholders. One interviewee spoke of a crucial input of the EU support which triggered “an important positive change to the research culture”. Tempus projects also made a direct contribution to the establishment or expansion/strengthening of research centres and labs. However, several key stakeholders noted that the EU support to HE lacked a direct research focus which was instead supported through FP7 and now Horizon 2020, in which Egyptian HEIs also participate. Stakeholders thought it might be useful and beneficial for HEIs to link the support to HE on the one hand and research & innovation on the other instead of the EU treating these fields as quasi separated areas.

#### 3.3.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC31	
EU support to HE has made a decisive contribution to the rapid expansion of the Bologna Process as the leading global standard in the management of HE	Egypt participated in the Bologna Ministerial Conference in June 2000, as an observer. In January 2006 Egypt signed the Catania declaration which covers action lines similar to those in Bologna declaration. Since then the Bologna Process has been implemented on a partial, voluntary and ad hoc basis. The Supreme Council of Universities is the main body pushing for Bologna reforms and has “accredited” ECTS. However, Egypt has not adopted the Bologna

<sup>6</sup> The only exception is the EU-funded and UNDP-implemented project “Integrating Human Rights in Higher Education”. See the footnote of JC12 for more details.

	<p>degree cycle structure and maintains its own 3 cycle system.</p> <p>The participation of Egyptian HEIs in Tempus projects has helped promote Bologna principles and tools and highlight their usefulness. The national Erasmus + office estimates that about 60% of all 120 Tempus projects were able to introduce Bologna criteria. Most importantly, Tempus was the catalyst for the introduction of the Diploma supplement.</p> <p>The mobility flows which have occurred between Egyptian and European HEIs within the context of Tempus and EM influence the recognition of study and degree components as the exchange of students made it easier to work together towards “mutual recognition” of degrees and teaching methods. Today, a number of programmes in Egypt are run using the ECTS system and some programmes are even accredited by universities from Egypt and Europe, creating joint or double degrees.</p> <p>Quality Assurance Ad hoc groups, including the Tempus Higher Education Reform Experts (HERE) also played a major role in this process.</p> <p>Challenges to the further implementation of the Bologna process remain political changes, changing governments and a “challenging implementation environment.”<sup>7</sup></p>
<p>EU support to HE has markedly strengthen Quality Assurance mechanisms at HEIs in partner countries and regions</p>	<p>In the MENA region the culture of quality assurance has been promoted as a joint project of the EU and the World Bank, aiming at institutional capacity building to enable the mutual recognition of programmes and the establishment of a regional qualification framework. Quality assurance mechanisms build on the systematic comparison of institutional performance and require the establishment of public bodies which perform regular audits, as well as the collection of comparable data on academic activities. In Egypt national quality assurance agencies exist since 2006.</p> <p>In 2007, the Arab Network for Quality Assurance in Higher Education (ANQAHE) was established to provide a platform for cooperation for national accreditation and quality assurance agencies in the region. In these countries the adoption of a quality assurance model largely coincided with the introduction of Bologna-inspired three-cycle higher education structures.</p> <p>Tempus projects greatly contributed to the setup of internal quality assurance system, implemented by the HE institution themselves. The standard approach is that QA offices produce annual report of the institution, describing all quality components applied to all academic programmes, as well as to the HEI itself.</p>
<p>At the same time EU-funded programmes and projects did not make a direct contribution to the improvement and strengthening of management approaches; rather this has been an indirect result of learning from the experiences in the governance of Tempus IV, Erasmus Mundus, and ALFA III etc. projects</p>	<p>The Tempus Programme is reported to have been rather successful in Egypt and is widely supported in academic circles, as it allows university staff members to introduce their own ideas into the reform process. Tempus has also succeeded in bringing the “flavour of the Bologna process” in the system, even though Egypt is not a signatory country and efforts at the adoption of the Bologna style three-cycle structure are fragmented.<sup>8</sup></p>
<p>JC32</p>	

<sup>7</sup> Education Audio-visual and Culture Executive Agency. A Tempus Study. The main achievements of the Tempus programme in the Southern Mediterranean 2002 – 2013, p. 33; Education Audio-visual and Culture Executive Agency. State of Play of the Bologna Process in the Tempus Partner Countries (2012) Mapping by country, April 2012.; stakeholder interviews.

<sup>8</sup> Nyircsák, Adrienn. Exporting European quality structures in higher education – normative attempts to secure the Southern neighbourhood? June 2015; stakeholder interviews.

The rapid and systemic adoption of the Bologna Process guidelines in the EU-supported projects has greatly contributed to enhancing the quality of teaching and learning	While interviewed stakeholders claimed that this was the case, conclusive evidence is not available.
Virtually all projects established M&E tools for the purpose of monitoring the implementation of project activities but did not contribute to the establishment of such tools for the quality assurance of teaching and learning at HEIs in general terms.	2002 was a hallmark year in Egyptian higher education policy, as it simultaneously marked the launch of a comprehensive reform programme, the Higher Education Enhancement Project (HEEP), sponsored by the World Bank; and the Tempus Programme. The joint impact of these initiatives has opened the way for a gradual transformation of the Egyptian higher education scene, as “imported” good practice and organisational schemes inspired governmental efforts to put forward a strategy of quality improvement. The reforms are still running after the revolution without interruption, although they are rather sustained by ad hoc external projects instead of being integrated by a stable educational government strategy. Formal mechanisms and institutions of quality assurance were established. Each university adopted an internal quality assurance procedure in which the academic staff have a decision-making role. At the national level, the National Authority for Quality Assurance and Accreditation of Education is charged with external quality assessment and accreditation processes, accompanied by an independent expert-led peer review system. <sup>9</sup>
JC33	
Improving the physical research infrastructure at HEIs has not been a priority of EU support to HE	This finding cannot be confirmed in this absoluteness for Egypt. Almost all EU-supported projects, particularly in the field of sciences, included some support for an improvement of research infrastructures such as research laboratories, computer clusters etc.
While direct research-related support was not a priority of most projects across all programmes, participating HEIs and a large number of individual academics have nevertheless greatly benefitted from the access to international research networks and were thus able to strengthen their research capacities	This was confirmed by all stakeholders.
A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established at this stage	QA mechanisms, implemented as a result of Tempus and EM projects, as well as joint or double degrees enable institutions to measure their educational outputs against European universities and to gain international recognition.

### 3.4 EQ 4 on reform of higher education policy

#### 3.4.1 Findings

<i>To what extent has EU support contributed to HE reform processes in partner countries and regions?</i>	
<b>JC 41</b> HE policies and strategies reflect national priorities	While Tempus and EM projects provides an value-added to national strategy development, The EU made no direct contribution to the education & training and Knowledge, Innovation & Scientific Research pillars of the “Sustainable Development Strategy: Egypt 2030” or previous HE strategies and policies. Egypt is characterised by ad hoc policies of quick fixes. This is partly related to the tremendous political changes that have taken place. A lot of “institutional memory loss” happened after 2011. All pre-Revolution strategies were abandoned. As one interviewee put it, “over the past years we have seen the systems in higher education being re-set various times”. However, reforms introduced at HEI as the result of Tempus projects created an upward pressure on government agencies to initiate reforms at the national level. Furthermore, several scholars who have been involved in the implementation of EU-funded projects (often as coordinators) are also members of the national expert group (HERS) which advises the government

<sup>9</sup> Ibid; Stakeholder interviews.

	on HE reforms. Some of these experts were interviewed. They stated that their involvement in Tempus shaped their understanding of reforms in HE which, in turn, strongly impacted on the thinking within the experts group.
<b>JC 42</b> HE policies and strategies reflect international consensus on good practice	For the past 10 to 15 years Egyptian HE policies and strategies have increasingly drawn on international standards and practises. The Bologna process has played an important part in this regard as it inspired reforms. According to a high-ranking government official, the European Qualifications Framework (EQF) is seen as the most valuable and relevant aspect of the Bologna process for Egypt. The EQF was formally adopted by the European Parliament and the Council in April 2008. It joins the qualifications of different EU members together. In a way, the EQF is a translation of different national qualifications which makes qualifications in different EU countries easier to understand. The EQF aims to facilitate mobility of students and workers within the EU in order to encourage development mobile and flexible workforce throughout Europe and beyond and to help develop lifelong learning.
<b>JC 43</b> National HE institutional framework is equipped to implement national policies and strategies	Egypt's HE framework has gone through several institutional changes during the evaluation period. One of the most important developments was the establishment of the National Authority for Quality Assurance and Accreditation of Education (NAQAAE) as a government body in 2007 to oversee quality assurance and accreditation at all levels of Egyptian education. NAQAAE has strengthened the approach to HE policy implementation. While EU support to HE did not have a direct stake in institutional reforms in Egypt, the creation of NAQAAE was at least partly the result of the increasing internationalisation of Egyptian HE which led to the necessity of dealing more prominently with issues of degree standardisation and accreditation. In turn, the internationalisation of HE was largely driven by Egypt's participation in EU-supported programmes.

### 3.4.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC41	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	The most comprehensive approach to HE policy is enshrined in the "education & training" and "Knowledge, Innovation & Scientific Research" pillars of the "Sustainable Development Strategy: Egypt 2030"
At least some of these reforms and strategies reflect national priorities	Egypt 2030 is a comprehensive development strategy which links HE with overarching development goals and objectives
These outcomes were influenced to some extent by one or more EU programmes	There was no direct impact of EU-supported projects on national reforms but outcomes particularly of Tempus projects stimulated and informed national reform debates and strategy development, especially via HERS. Like in other countries HERE is a national team of HE reform experts who participate in the development of national policies and reforms in HE. The HERE scheme is a "peer-to-peer" exercise. Although the HERE in Egypt (like elsewhere) is not meant to replace the work done by Ministries, Rectors Conferences, Quality Assurance Agencies, academic recognition centres, the National Erasmus+ Office etc., it is well embedded in the national HE environment and cooperates closely with national authorities.
JC42	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	As JC 41
Some at least of these reforms and strategies reflect international consensus on good practice	As JC 41
Outcomes were influenced to some extent by one or more EU programme	As JC 41
JC43	
New HE institutions at the national level were established, and/or existing institutions were reformed and improved – or these changes were at an advanced point in the pipeline – in the evaluation period	The National Authority for Quality Assurance and Accreditation of Education (NAQAAE) was established as a government body in 2007 to oversee quality assurance and accreditation at all levels of Egyptian education. It has set accreditation standards for each



	education sector that need to be met by any educational institution whether public or private. An external quality assessment and accreditation process organised by NAQAAE is mandatory for each HEI (faculty, higher institute, technical college) and has to be implemented every five years.
These outcomes were influenced to some extent by one or more EU programme	As outlined above, while EU support to HE did not have a direct stake in institutional reforms in Egypt <sup>10</sup> , the creation of NAQAAE was at least partly the result of the increasing internationalisation of Egyptian HE which led to the necessity of dealing more prominently with issues of degree standardisation and accreditation. In turn, the internationalisation of HE was largely driven by Egypt's participation in EU-supported programmes

### 3.5 EQ 5 on inclusiveness

#### 3.5.1 Findings

<b>To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?</b>	
<b>JC 51</b> Enhanced equitable access to HE for all groups of society	Interviewed stakeholders did not consider access to HE a problem in Egypt. However, a recent study comes to a different conclusion. <i>"Despite the continuous expansion of the sector and attempts at quality improvement, the persistence of inequalities (related to gender and social status) regarding access to higher education [...] remains one of the biggest concerns. Researchers find that the 'social bias' of the public higher education sector in Egypt has not been considerably affected or targeted by the reforms [...]. Regional disparities are continuously reproduced by the system in spite of growing government investment in higher education and seemingly equitable conditions of access (no tuition fees) [...] This situation is financially unsustainable and as well as socially undesirable. With the steady population growth, the 'youth bulge' in Egypt is becoming a critical mass which carries considerable risks of security [...] Higher education plays a pivotal role in social stability; yet, external efforts have so far failed to instil an operational notion of employability on the grounds of which meaningful principles of quality education could be developed".</i> <sup>11</sup> EU-supported projects in Egypt did not have a strong and explicit focus on HE access. However, EM Action2 projects favour the access of candidates from the Target Group III (disadvantaged background).
<b>JC 52</b> Equitable access to resources for HEIs, especially those suffering from former disadvantage	Smaller and new universities do not have the same access to resources as the old, prestigious and large universities such Cairo, Ain Shams, Mansoura, Assiut and Alexandria. The larger universities were also those which predominantly benefitted from EU support. However, In the new Erasmus + actions the participation of "less participative/ing" Universities is favoured and strongly encouraged.

#### 3.5.2 Hypotheses

<b>Overall desk hypotheses</b>	<b>Evidence from the country</b>
JC51	
Steps have been taken either by HEIs or government – preferably both – to increase access to HE for vulnerable and/or under-represented groups	No evidence of such steps has emerged
These outcomes were influenced to some extent by EU-funded programmes	EM Action2 projects favoured the access of candidates from the Target Group III (disadvantaged background).
JC52	
Where it is possible to identify HEIs suffering from former disadvantage, reforms have been made to support them; and/or that these HEIs have improved their access to resources	The picture is inconclusive but anecdotal evidence based on interviews suggests that not much systematic effort has been made to improve the position of younger/smaller HEI within the country's HEI system.
These outcomes were influenced to some extent by one or more EU programme	This is largely beyond the scope of what the EU can achieve through programmes such as Tempus and

<sup>10</sup> See the footnote of JC12.

<sup>11</sup> Nyircsák, Adrienn. Exporting European quality structures in higher education – normative attempts to secure the Southern neighbourhood? June 2015.

	EM. As several interviewees stated, it would be beneficial for new/small universities to be more prominently involved in EU-supported projects but this would require the larger and more prestigious HEIs to reach out to, and build networks with, other HEIs. The involvement of new HEIs was already encouraged in the last phase of TEMPUS and EM programmes and is a definite element of the new Erasmus + programme.
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### 3.6 EQ 6 on responsiveness to labour market need and brain circulation

#### 3.6.1 Findings

<b>To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?</b>	
<p><b>JC 61</b> Strengthened institutional set-up in the HEIs to respond to labour market needs in specific professional qualifications</p>	<p>In Egypt, with a long academic tradition that dates back to the founding of the Al-Azhar university in Egypt in 972 (one of the oldest universities in the world) the emphasis has tended to be placed on theoretical knowledge, rather than practical application. Universities tended to operate in a vacuum, far removed from the world of industry and commerce. The Tempus programme has developed concrete structures, such as career centres, technology transfer offices and entrepreneurship hubs, which have developed strategic and sustainable links with the labour market.<sup>12</sup></p> <p>A large number of Tempus projects have bridged the gap between HEIs and the labour market through, for example, the establishment of standards of competitiveness as the result of curricula modernisation and increased university-industry collaboration. According to the national Erasmus + office, some 80% all Tempus projects were in sciences and engineering and strongly focussed on areas relevant for the labour market.<sup>13</sup></p>
<p><b>JC 62</b> Increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries</p>	<p>Egypt is struggling with an overcrowded public university system that is detrimental to quality, as a result of steady state control, which for the past decades had been in operation without much regard to market needs and employment opportunities. The most pressing problem of Egyptian youth after the revolution is the climbing unemployment rate. HEIs stakeholders claimed that grantees of mobility programmes had significantly improved chances to find adequate employment after graduation. However, there are no statistics or studies available to confirm this.</p>
<p><b>JC 63</b> Enhanced internationalisation of HEIs and individuals in partner countries</p>	<p>Internationalisation of HEIs, academics and students is one of the most visible achievements of EU support to HE in Egypt. The country's HEIs see Internationalisation as a key vehicle for development. EU-supported projects have institutionalised the cooperation with European HEIs - instead of being an activity undertaken by individuals, as was the case in the past. Inspired by the experience learned from Tempus projects, universities are becoming more ambitious and experimenting with new forms of cooperation.<sup>14</sup> Furthermore, participation in Tempus is perceived an international stamp of approval for quality HE. According to one interviewee, "Tempus means little money but huge reputation. If you say you are in a Tempus project, people want to participate. Tempus opens doors".</p> <p>Universities have also been active participants of EM partnerships, although student mobility rates (in proportion to total student population) had been relatively low before the revolution, especially in comparison with other MENA countries, e.g. Tunisia. However, it should be noted that Tunisia benefited from "extra targeted funding" (the so called windows) and the statistics do not reflect the actual performance of Tunisian students in the international competition. At any rate, the situation has changed since 2011, as the proportion of Egyptian students participating in EM mobilities has considerably risen. Interviewed stakeholders left no doubt that both students and academic staff benefitted greatly from the new international perspectives they developed as participants of EU-supported programmes. For students this often meant that they went on to do a post-graduate degree at a European university; for academic staff got increasingly involved in international research networks, giving them access to</p>

<sup>12</sup> Education Audio-visual and Culture Executive Agency. A Tempus Study. The main achievements of the Tempus programme in the Southern Mediterranean 2002 – 2013, p. 14; stakeholder interviews.

<sup>13</sup> Stakeholder interviews; Nyircsák, Adrienn. Exporting European quality structures in higher education – normative attempts to secure the Southern neighbourhood? June 2015.

<sup>14</sup> Education Audiovisual and Culture Executive Agency. A Tempus Study. The main achievements of the Tempus programme in the Southern Mediterranean 2002 – 2013, p. 33.



	prime research facilities, international publication opportunities and sustained cooperation partnerships. <sup>15</sup>
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### 3.6.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC61	
Steps have been taken by HEIs to increase their ability to respond to labour market needs in their study programmes at the professional level	Tempus has also helped lead the way for cooperation between HEI institutions and public bodies and private sector companies. For example, public bodies have participated in 16 projects since 2008 and private sector companies have participated in four projects. Tempus also provided the opportunity for NGOs to cooperate with universities and they have participated in 15 projects with Egyptian universities since 2008. <sup>16</sup>
Outcomes were influenced to some extent by one or more EU programme	As above. Several interviewed stakeholders noted that given the increasingly blurred lines between HE and TVET, the EU should consider creating more explicit and strategic links between its support to the two areas.
JC62	
HE graduates, both from the EU-supported programmes and from institutions strengthened by the programmes, have been helped to find professional positions corresponding to their qualifications	Interviewees claimed that this was the case but there is no documented evidence
JC63	
HEIs have become more internationalised in the sense of acquiring the ability to establish links and participate in networks whose continuation is not dependent on the EU-supported programme that fostered them	Confirmed (see above)
Students and academics taking part in the mobility programmes have moved on from the country where the programme took them	Confirmed (see above)

## 3.7 EQ 7 on intra-regional harmonisation

### 3.7.1 Findings

<i>To what extent has EU support to HE strengthened intra- and inter-regional integration in HE?</i>	
<b>JC 71</b> Strengthened inclusive regional co-operation on harmonisation	EU-supported projects had a strong intra-regional dimension (see Figure 2). Within Tempus Egyptian HEIs cooperated particularly with Libya, Jordan, Palestine, Syria and Morocco. Generally, the Maghreb developed strong relations with each other and all of them collaborate significantly with Lebanon. However, while the EU has certainly made a strong contribution to South-South cooperation in HE, it would be too far-fetched to suggest that this collaboration among universities has resulted in efforts towards regional harmonisation within the MENA region beyond the mutual recognition of degrees and degree components within project networks.
<b>JC 72</b> Advanced standardisation of HE at regional level	In 2007 the Arab Network of Quality Assurance in Higher Education (ANQAHE) was launched as an independent, non-profit and non-governmental organisation which works in connection with the Association of Arab Universities and serves as a platform to exchange information, disseminate knowledge and improve professional expertise of the national quality assurance agencies, and to enhance the collaboration with similar quality assurance agencies. <sup>17</sup> However, such activities have not yet resulted in formalised and institutionalised forms in standardisation and any role of the EU played in support of such attempts is unclear. A 2013 study on "Quality assurance in higher education in 20 MENA economies" acknowledges the role of several donors, such as the World Bank,

<sup>15</sup> Stakeholder interviews; Nyircsák, Adrienn. Exporting European quality structures in higher education – normative attempts to secure the Southern neighbourhood? June 2015

<sup>16</sup> Tempus study, 33.

<sup>17</sup> K. El Hassan (2013), "Quality assurance in higher education in 20 MENA economies", *Higher Education Management and Policy*, Vol. 24/2.

	the UK (British Council), Germany (DAAD) as well as UNDP and UNESCO but does not mention the EU. <sup>18</sup>
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### 3.7.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC71	
EU support to HEI contributed primarily to the widening and strengthening of HE networks between Europe and partner regions and to a lesser extent within regions	This cannot be confirmed for Egypt. As Figure 2 shows, many of the 120 Tempus projects, which involved Egyptian HEIs had an intra-regional dimension and established or fostered relations with HEIs particularly in Libya, Jordan, Palestine, Syria and Morocco.
Among the five programmes, ALFA and Tempus had the most comprehensive approach towards establishing and fostering regional dialogues on harmonisation	This is partly confirmed in the case of Egypt. Tempus projects did not directly established regional approaches towards harmonisation but given their strong inter-regional focus, many projects de facto contributed to regional harmonisation, at least within the networks.
With some exceptions (most prominently perhaps Central Asia), the EU did not make a strong contribution towards inter-governmental dialogues on HE in partner regions	While Tempus projects strongly contributed to fostering of intra-regional cooperation among HEIs in the MENA region, there is no evidence that these collaborative activities triggered regional inter-governmental dialogues on HE.
Non-state stakeholders were only systematically engaged in regional dialogues in Latin America and to a lesser extent in Eastern Africa	Egypt did not participate in any EU-supported or promoted regional dialogues on HE.
JC72	
HEIs which have entered into a kind of more structured partnership with incipient co-operation towards a mutual recognition of degrees and associated qualifications, have done so primarily as result of a “networking spirit” (particularly in Latin America)	It is correct to say that the mutual recognition of degrees or degree/study components is mainly confined to the EM networks in which Egyptian HEI participate. Participants of EM projects stated that ECTS credit transfer had not been a problem within the networks, although some teething problems were also reported in the case of newly established partnerships
Number and scope of partnerships among HEIs in all regions has been increasing but this does not necessarily translate into a growing number of formal agreements on the mutual recognition of degrees and other qualifications	The number and scope of partnerships among HEIs has increased significantly. Before the introduction of Tempus and EM hardly any Egyptian HEI had institutionalised links with European HEIs. The introduction of a culture of projects and the adoption of a National Qualifications Framework have enabled Egyptian universities to set out on a path of international recognition and to participate in various forms of cross-border cooperation with European institutions, including the establishment of joint/double programmes and degrees. Moreover, Egypt has begun defining equivalencies between its own credit system and ECTS in order to facilitate the design of “European oriented” study programmes.  It should be noted, however, that the creation of joint and double degrees within the context of Tempus and EM projects does not guarantee the national accreditation of these degrees in Egypt. According to NAQAAE the accreditation of Tempus degree programmes is rather the exception but is more common for EM degree programmes. <sup>19</sup>
While joint or collaborative degree programmes have been established in some cases, the EU has not systematically contributed to such programmes within regions	Joint programmes and joint degrees are allowed in the HE legislation. Several have been created as the result of EU-supported projects. However, there is no detailed information available on the total number and scope of joint and double degrees for the whole country. For example, the School of Engineering at Cairo University has currently three joint degrees, all with German universities.

<sup>18</sup> Ibid.

<sup>19</sup> Stakeholder interviews; Nyircsák, Adrienn. Exporting European quality structures in higher education – normative attempts to secure the Southern neighbourhood? June 2015.

### 3.8 EQ 8 on modalities and instruments

#### 3.8.1 Findings

<i>To what extent have the various instruments, aid modalities and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?</i>	
<b>JC 81</b> Responsiveness of the instruments and aid modalities to the national and regional context in partner countries	As the findings under the previous EQs have shown, the project approach under Tempus and EM was appropriate and has efficiently strengthened HEIs and indirectly the HE sector in general.
<b>JC 82</b> EU support has been delivered in a timely fashion, minimising costs for all parties involved	No issues regarding the delivery of EU support were reported.

#### 3.8.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC81	
Regional programmes in HE meet the needs of HEIs in the participating partner countries	Confirmed by all interviewed stakeholders
EU support via regional programmes (channelling the aid delivery directly to a university consortium) fosters ownership of participating HEIs	Confirmed by all interviewed stakeholders.
JC82	
Project leaders of a university consortium in regional programmes like ALFA III, Edulink and the Intra-ACP Academic Mobility Scheme are excessively charged with administrative burden, partly related to the strict administrative procedures at the EU operational level	Coordinators of EU-funded projects found it sometimes difficult to fully comply with EU rules on the financial administration of projects as rules and regulations at Egyptian HEIs differ in several instances. In particular interviews pointed to the difficulties in dealing with ex-post audits which, in some cases, were conducted only two or three years after the completion of the respective projects.
HEIs in partner countries generate synergy effects using different EU aid delivery modalities	Not applicable

### 3.9 EQ 9 on coherence and synergies

#### 3.9.1 Findings

<i>To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?</i>	
<b>JC 91</b> Coherence of DEVCO-financed HE support with relevant EU policies and strategies	The field mission did not come across any instances of inconsistencies. DEVCO-financed support was complemented by DG EAC's work under the "Dialogue with Southern Mediterranean countries in higher education". The Dialogue was launched in 2012 and has gathered representatives from Higher Education Ministries across the region. <sup>20</sup>
<b>JC 92</b> DEVCO-financed programmes are mutually reinforcing	While Tempus and EM reinforced each other - many grant holders were involved in both Tempus and EM projects and synergies between the two programmes were actively promoted by the national Tempus/EM (now Erasmus+ Office - there was no direct evidence for an active attempt to create synergies with other DEVCO-financed programmes in other sectors outside HE.
<b>JC 93</b> Systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States	In 2007, the German-Egypt Year of Science marked the establishment of four co-financed highly competitive scholarship programmes for doctoral and post-doctoral levels administered by the DAAD. In 2014 alone, DAAD sponsored 2006 Egyptian students, graduates and scholars for study or research stays in Germany, while 511 German researchers went to Egypt. As of 2015, more than 15 Egyptian HEI and research centres were involved in 176 cases of institutional cooperation with German universities. There is currently a total of 19 DAAD-

<sup>20</sup> See European Commission, EU-Southern Mediterranean cooperation  
[http://ec.europa.eu/education/international-cooperation/southern-mediterranean\\_en.htm](http://ec.europa.eu/education/international-cooperation/southern-mediterranean_en.htm)

	<p>funded scholarship and training programmes available to which Egyptian nationals can apply.<sup>21</sup> Die DAAD-funded project “Challenges and Transformation in the Wake of the Arab Spring” (2012-2015) built on the longstanding partnership between Cairo and Free University Berlin, specifically between the EuroMed Studies Programme at the Faculty of Economics and Political Science (FEPS) and the Centre for Middle Eastern and African Politics. The Master Degree programme Euro Mediterranean Studies (MastEuroMed) was set up through an EU-Tempus-MEDA grant in 1999 and has since been expanded to include a PhD programme as well.<sup>22</sup></p> <p>Especially the large universities have actively taken advantage to use EU and MS funding to sustain international networks or to build on the outcomes of completed projects. For example, Cairo University successfully applied for DAAD and British Council Funding to implement follow-ups to EU-funded projects.</p> <p>The DAAD office in Cairo itself sees its programmes as complementary to the EU support. HEI often apply to the DAAD for smaller projects or a fellowship in Germany first. Equipped with the experience of implementing them and the capacity-building that goes along with this they are in good position to apply for larger and more complex EU-supported projects. The DAAD country director described this incremental, formative approach as “pyramid funding”. There have also been joint DAAD-EU activities such as workshops on project proposal writing.</p> <p>France has focused its bilateral cooperation with Egypt on, inter alia, higher education and research, including strengthening the newly created Université Française d’Egypte, continuing with four trilingual (French, Arabic, English) higher education diplomas (in international business law, political sciences, management and marketing and agro-business), exchanges of scientists and promotion of joint research works and support for several French archaeological missions in collaboration with the Institut Français d’Archéologie Orientale.<sup>23</sup></p> <p>However, no evidence of systematic efforts to create synergies with the EU-supported programmes has emerged. The same applies to the UK.</p>
<p><b>JC 94</b> EU plays an active role in coordination mechanisms with EU Member States in the field of HE</p>	<p>Regular information-sharing meetings between the EUD and Member States Embassies take place but there is no cooperation in a systematic way. Cooperation and coordination are hampered by the fact that most MS Embassies do not have development cooperation councillors and the majority of MS does not have bilateral development cooperation relations with Egypt.</p>

### 3.9.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC91	
The EU took for granted a homogenous approach to HE which was shared by all major stakeholders involved in the design and implementation of the EU’s support to HE.	This was not a relevant factor in the case of Egypt.
JC92	
Operational linkages among programmes (and projects under different programmes) were limited, resulting in missed opportunities to create synergies	This was not the case in Egypt.
Synergies and coordination between regional and bilateral interventions in HE existed only to a limited extent because in most partner countries HE was only covered through regional support	There was no bilateral support to HE in Egypt. <sup>24</sup>
JC93	
No systematic efforts were made to create synergies between EU and MS interventions during the 2007-2013 period	A new regulatory authority for Egyptian higher education has been set up with the support of UK experts – but no coordination took place with the EU. The Higher Education Regulatory Funding Authority (Herfa) will be tasked with designing new funding models and regulatory controls, and to create the

<sup>21</sup> DAAD. DAAD Cairo 1960-2015. 55th Anniversary. Cairo.

<sup>22</sup> Freie Universität Berlin & Cairo University. Challenges and Transformation in the Wake of the Arab Spring. Final Report, April 2015.

<sup>23</sup> See <http://institutfrançais-egypte.com/>

<sup>24</sup> The only exception is the EU-funded and UNDP-implemented project “Integrating Human Rights in Higher Education” can be seen as commentary to the government’s agenda. See the footnote of JC12 for more details.

	<p>conditions for an autonomous university sector in Egypt. Herfa's responsibilities will also include leadership development in Egyptian universities and the UK's Leadership Foundation for Higher Education has been selected as a key partner for the project. The UK and Egyptian governments are expected to sign a memorandum of understanding with a view to further long-term partnerships in the areas of higher education and science.<sup>25</sup></p>
<p>Attempts at joint programming between the EU and MS have only been made in the very recent past, but are still limited to a very small number of examples</p>	<p>There was no joint programming in Egypt.</p>

<sup>25</sup> Times Higher Education, Egypt and UK collaborate on higher education regulation, 27 October 2015, <https://www.timeshighereducation.com/news/egypt-and-uk-collaborate-higher-education-regulation>

## 4 Conclusions

### 4.1 Main conclusions at the country level

- As global/regional programmes, Tempus, EM and Intra-ACP, could not explicitly and strategically target the specific development needs of Egypt. However, Tempus national and regional priorities were established in agreement with the local Ministries and in line with the country's development policies and goals. Many individual projects were well targeted to the country's and also the MENA region's needs. The EU funded only a small bilateral project ("Integrating Human Rights in Higher Education") which however, was never implemented by the GoE due to the political situation following the Arab Spring and the Egyptian Revolution.
- EU-supported projects brought a "flavour of the Bologna process" in the system, even though Egypt is not a signatory country and efforts at the adoption of the Bologna style three-cycle structure are fragmented. The European Qualifications Framework (EQF) is seen as the most valuable and relevant aspect of the Bologna process for Egypt.
- At the same time, the participation of Egyptian HEIs in EU-funded projects has helped promote Bologna principles and tools and highlight their usefulness. A number of programmes in Egypt use the ECTS system and some programmes are even accredited by universities from Egypt and Europe, creating joint or double degrees.
- Internationalisation of HEIs, academics and students is one of the most visible achievements of EU support to HE in Egypt.
- Tempus has helped lead the way for cooperation between HEI institutions and public bodies and private sector companies and thereby principally improving the prospects for graduates on the labour market.
- In Egypt the main problem was not research funding, which was provided by the government, but the quality of research and the lack of concepts of quality assurance, insufficient competitiveness, and underdeveloped participatory approaches. EU support to HE made an important contribution to overcome these shortcomings and challenges. However, stakeholders thought it might be useful and beneficial for HEIs to link the EU support to HE on the one hand and research & innovation (FP7/Horizon 2020) on the other instead of the EU treating these fields as quasi separated areas.
- EU-supported projects had a strong intra-regional dimension. Within Tempus and EM Egyptian HEIs cooperated particularly with Lebanon, Jordan, Morocco, Tunisia and Palestine. EM also made a decisive contribution to the establishment and strengthening of partnerships composed of HEIs from different countries in the region

### 4.2 Conclusions per EQ

Table 2 Conclusions per EQ

<b>EQ 1</b>	To what extent has EU support to HE promoted the overall development policy objectives of the EU?	<ul style="list-style-type: none"> <li>• Many Tempus and EM projects with Egyptian HEI participation (particularly those coordinated by Egyptian universities), had a strong focus on areas (mostly in sciences and engineering) which are also the core of the EU's development agenda.</li> <li>• In the absence of significant country-specific support, the EU could not directly address and adapt to Egypt's development context. However, Tempus national and regional priorities were established in agreement with the local Ministries and in line with the country's development policies and goals.</li> </ul>
<b>EQ 2</b>	To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?	<ul style="list-style-type: none"> <li>• Tempus projects clearly and directly responded to the needs of Egyptian HEI with regard to improving the quality of learning &amp; teaching (including monitoring), internationalisation (including the establishment of international offices) and building research infrastructures (e.g. laboratories and research centres)</li> </ul>
<b>EQ 3</b>	To what extent has EU support to HEIs in partner countries contributed	<ul style="list-style-type: none"> <li>• Tempus projects have played a major role in the</li> </ul>



	to enhancing management, teaching, learning and research?	<p>introducing QA and monitoring mechanisms. New rules and practices were first introduced for the management of projects but then spilled over to other departments and faculties. EU support also resulted in the establishment of extensive research networks and a strong focus on e-learning.</p> <ul style="list-style-type: none"> <li>• Interviewed stakeholders claimed that EU-supported projects improved the quality of teaching and learning. However, it was not possible to gather robust documented evidence to sustain this claim.</li> <li>• Approximately 60% of all 120 Tempus projects in Egypt were able to introduce Bologna criteria. Most importantly, Tempus was the catalyst for the introduction of the Diploma Supplement.</li> </ul>
<b>EQ 4</b>	To what extent has EU support contributed to HE reform processes in partner countries and regions?	<ul style="list-style-type: none"> <li>• There was no direct impact of EU-supported projects on national reforms but outcomes particularly of Tempus projects stimulated and informed national reform debates and strategy development, especially via HERS.</li> </ul>
<b>EQ 5</b>	To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?	<ul style="list-style-type: none"> <li>• Interviewed stakeholders did not consider access to HE a problem in Egypt. However, a recent study concludes that the persistence of inequalities (related to gender and social status) regarding access to higher education remains one of the biggest concerns in Egypt. EU-supported projects in Egypt did not have a strong and explicit focus on HE access.</li> <li>• Smaller and new universities does not have the same access to resources as the old, prestigious and large universities which were also those which predominantly benefitted from EU support.</li> </ul>
<b>EQ 6</b>	To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?	<ul style="list-style-type: none"> <li>• A large number of Tempus projects have bridged the gap between HEIs and the labour market through, for example, the establishment of standards of competitiveness as the result of curricula modernisation and increased university-industry collaboration. According to the national Erasmus + office, some 80% all Tempus projects were in sciences and engineering and strongly focussed on areas relevant for the labour market.</li> <li>• The country's HEIs see Internationalisation as a key vehicle for development. EU-supported projects have institutionalised the cooperation with European HEIs - instead of being an activity undertaken by individuals, as was the case in the past.</li> </ul>
<b>EQ 7</b>	To what extent has EU support to HE strengthened intra-and inter-regional integration in HE?	<ul style="list-style-type: none"> <li>• While the EU has made a strong contribution to South-South cooperation in HE, it would be too far-fetched to suggest that that this collaboration among universities has resulted in efforts towards regional harmonisation within the MENA region beyond the mutual recognition of degrees and degree components within project networks.</li> <li>• The number and scope of partnerships among HEIs has increased significantly. Before the introduction of Tempus and EM hardly any Egyptian HEI had institutionalised links with European HEIs. The introduction of a culture of projects and the adoption of a National Qualifications Framework have enabled Egyptian HEIs to set out on a path of international recognition and to participate in various forms of cross-border cooperation.</li> </ul>
<b>EQ 8</b>	To what extent have the various instruments, aid and political dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?	<ul style="list-style-type: none"> <li>• The project approach under Tempus and EM was appropriate and has efficiently strengthened HEIs and indirectly the HE sector in general.</li> <li>• Coordinators of EU-funded projects found it sometimes difficult to fully comply with EU rules on the financial administration of projects as rules and regulations at Egyptian HEIs differ in several instances.</li> </ul>



**EQ 9** To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?

- Especially the large universities have actively taken advantage to use EU and MS funding to sustain international networks or to build on the outcomes of completed projects.
- Regular information-sharing meetings between the EUD and Member States Embassies take place but there is no cooperation in a systematic way.
- No systematic efforts were made to create synergies between EU and MS interventions, with the partial exception of EU-DAAD cooperation

## 5 Annexes

### 5.1 Annex 1: Overview of EU-funded key interventions

Table 3 Overview of EU-funded key interventions in the country

Project title	Years	Contracted amount	Desk study	Coordinating institution	Participating institutions in the country
<b>Intra-ACP</b>					
Partenariat Intra-africain pour une mobilité sur l'environnement	2011-2016	2,329,500	No	Institute International D'ingenierie de L'eau et de L'environnement (Burkina Faso)	Université de Senghor
Mobility to Enhance Training of Engineering Graduates in Africa (METEGA)	2013-2018	2,548,500	Yes	University of Botswana	Ain Shams University
TRECCAfrica II	2013-2018	2,550,000	Yes	Stellenbosch University (South Africa)	Heliopolis University
<b>Tempus</b>					
Technology Management & Integrated Modeling in Natural Resources: A University-Enterprise Win-Win Partnership	2009-2012	720,461	Yes	Ain Shams University (Egypt)	Assiut University National Authority for Remote Sensing & Space Sciences Narss Sekem Development Foundation Sohag University The General Company for Research of Ground Water (Regwa)
University Chair on Innovation	2009-2012	1,286,642	No	Graz University of Technology (Austria)	Cairo University Industrial Modernisation Center Sekem Development Foundation
Strengthening Institutional Capacity in Arab countries "ALTAIR"	2009-2012	659,991	No	University of Alicante (Spain)	Alexandria University Helwan University Supreme Council of Egyptian Universities
Masters of Engineering in Sound & Vibration	2009-2013	822,394	No	Royal Institute of Technology (Sweden)	Acoustical Society of Egypt Ain Shams University Arab Academy for Science, Technology and Maritime Transport Elaraby Group Helwan University

					Housing & Building National Research Center (Hbrc) Mechanical & Electrical Research Institute, National Water Research Center Ministry of State for Environmental Affairs Nile University
International Accreditation of Engineering Studies	2009-2013	643,235	No	University of Belgrade (Serbia)	The German University in Cairo
Enterprise-University Partnership	2009-2012	895,150	No	The American University in Cairo (Egypt)	6th of October Investors' Association Assiut University Cairo University Egyptian Patent Office Helwan University Science and Technology Development Fund- Ministry of Higher Education
TransMedEAST Formation et réseau transmed en endoscopie et chirurgie	2009-2012	704,754	No	Université D'aix-Marseille (France)	Ain Shams University Alexandria University
Egyptian Neonatal Safety Training Network	2013-2016	1,096,644	No	Mansoura University (Egypt)	Ain Shams University Alexandria University Tanta University
Diploma Public Policy and Child Rights	2010-2013	910,418	No	Cairo University (Egypt)	Assiut University Unicef Egypt
Establishing A New Master Degree in Sustainable Crop Protection	2010-2013	725,625	Yes	Università degli Studi di Torino (Italy)	Ain Shams University Assiut University Kafr Elsheikh Mansoura University South Valley University Suez Canal University Zagazig University
Leadership in Higher Education Management	2010-2013	1,135,857	No	Cardiff Metropolitan University (United Kingdom)	Ain Shams University Arab Network for Quality Assurance In Higher Education Fayoum University Ministry of Higher Education and Scientific Research The American University in Cairo
Mediterranean Innovation Alliance (MEDINNOALL)	2010-2013	1,160,226	No	University of Alicante (Spain)	Alexandria University Federation of Egyptian Chamber of Commerce Helwan University

					South Valley University Supreme Council of Egyptian Universities
Towards an Internationalisation of Higher Education Network for MEDA Region (TIES)	2010-2013	727,404	No	University of Alicante (Spain)	Beni Suef University Mansoura University
Implementing a Scientific International master for biotechnology and neuroscience in the South Mediterranean area.	2010-2014	1,325,948	No	Université Victor Segalen - Bordeaux 2 (France)	Alexandria University Université Léopold Sedar Senghor
Reorient University Curricula to Address Sustainability	2010-2013	759,078	No	University of Crete (Greece)	Heliopolis University Sekem Development Foundation Suez Canal University
Education for Sustainable Development beyond the Campus	2010-2014	1,121,556	Yes	Rwth Aachen University (Germany)	Alexandria University Bibliotheca Alexandrina Cairo University Fayoum Governorate - Ministry of Education Fayoum University Future Generation Foundation Heliopolis University Ministry of Higher Education and Scientific Research Sekem Development Foundation Suez Canal University The American University in Cairo The American-Mideast Education and Training Service Wadi Environmental Science Centre Zagazig University
Advanced Engineering Systems: Bridging the Gap between Academia and Industry	2010-2014	1,031,530	No	University of Oviedo (Spain)	6th Of October Investors' Association Ain Shams University Arab Academy for Science, Technology And Maritime Transport Arab Science And Technology Foundation - Cairo Branch Engineering Export Council of Egypt Helwan University Nile University Procter And Gamble Company
Development of Joint International Master Degree and Lifelong Learning Framework in Mechatronics	2011-2014	1,034,184	No	Bochum University of Applied Sciences (Germany)	Heliopolis University Higher Technology Institute; Tenth of

					Ramadan Zagazig University
Orientation et Insertion Professionnelle dans les Universités du Liban, de l'Egypte et de la Syrie	2011-2014	1,205,735	No	Université De Poitiers (France)	Alexandria University Cairo University The French University in Egypt
e-Laboratories for Physics and Engineering Education	2011-2015	788,814	No	Royal Institute of Technology (Sweden)	Academy of Scientific Research and Technology Ain Shams University Aswan University Egyptian E-Learning University E-Learning Competence Center, Ministry of Communication Nile University The British University in Egypt
Clean Energy and Research in Environmental Studies	2011-2015	855,057	Yes	University of Oviedo (Spain)	6th of October Investors' Association Ain Shams University Arab Academy for Science, Technology and Maritime Transport Helwan University New & Renewable Energy Authority Nile University
Exporting Master Programme in Enterprise Systems Engineering to Jordan, Syria, Tunisia and Egypt	2012-2015	1,001,639	No	University of Oldenburg (Germany)	Ahram Canadian University Sinai University
Solar Energy System Design using Advanced Learning Aids	2012-2016	979,787	Yes	University Complutense of Madrid (Spain)	Bic for Electronics, Environment & Energy Cairo University Egypt Nanotechnology Research Center Fayoum University German Arab Chamber of Industry and Commerce Resala Charity Organisation South Valley University
Integrating a Holistic Approach to Student Services for Increased Student Wellbeing	2012-2015	893,215	No	Princess Sumaya Unversity (Jordan)	Beni Suef University University of Kafrelsheikh
Innovation and Development in Spanish as a Second Language	2012-2015	893,042	No	University of Salamanca (Spain)	Ain Shams University Al Azhar University Alexandria University Cairo University Egyptian Hispanists Association Helwan University

					Minia University Ministry of Higher Education and Scientific Research
Building Capacity for University Management in the ENPI South region	2012-2015	1,073,137	No	Cardiff Metropolitan University (United Kingdom)	Alexandria University Arab Academy for Science, Technology and Maritime Transport British Council Cairo Ministry of Higher Education and Scientific Research Suez Canal University
Green Innovation and Entrepreneurship Programme	2012-2015	852,554	No	Politecnico di Milano (Italy)	Alexandria University Aswan University Heliopolis University Ministry of Higher Education and Scientific Research Sekem Development Foundation Soil and More - Egypt The American University in Cairo Zagazig University
Capacity Development of Faculties of Education in International approaches to teacher education	2012-2015	1,251,046	No	The American University in Cairo (Egypt)	Alexandria University Assiut University Helwan University Professional Academy for Teachers
EU-EG-JO Joint Master Programme in Intelligent Transport Systems	2012-2015	893,773	No	Linköping University (Sweden)	Ain Shams University Alexandria University Minia University Minufiya University
Joint MSc in Software Engineering	2012-2015	1,201,051	No	Birzeit University (Palestine)	Cairo University Egyptian E-Learning University Helwan University
Product Development and Innovation: A New Postgraduate Curriculum for Engineering	2012-2015	524,479	No	Clausthal University of Technology (Germany)	Ain Shams University Al-Ahram Co. for Trading & Industry Alexandria University Amreya Metal Co. Arab Organization for Industrialization Industrial Council for Technology and Innovation Minia University
Using Virtual Reality in Cultural Heritage Education	2012-2015	924,470	No	Ain Shams University (Egypt)	Alexandria University

					Archaeological Society of Alexandria Bibliotheca Alexandrina Damanhour University Ministry of State for Antiquities Nile University South Valley University
PRO-GREEN: Joint/Dual Professional Graduate Diploma and Professional Degree in Green Technologies	2012-2015	667,748	No	American University of Beirut (Lebanon)	Helwan University Suez Canal University The American University in Cairo
Sustainable Ways to Increase higher education students' equal access to learning environments	2013-2015	948,146	No	Coventry University (United Kingdom)	Alexandria University Arab Academy for Science, Technology and Maritime Transport
Egyptian Neonatal Safety Training Network	2013-2016	1,096,644	No	Al Azhar University (Egypt)	Mansoura University Suez Canal University Tanta University Zagazig University
Apprentissage à distance et innovation pédagogique	2013-2016	1,466,817	No	Agence Universitaire de La Francophonie (Lebanon)	Alexandria University Chambre de Commerce Française en Égypte Egyptian E-Learning University Mansoura University Ministry of Higher Education and Scientific Research Université Léopold Sedar Senghor
Excellence in Nanoscience Education for the MENA Region	2013-2016	1,468,222	No	Arab Academy for Science and Technology & Maritime Transport (Egypt)	Cairo University Fayoum University German Arab Chamber of Industry and Commerce South Valley University
Establish a new joint master degree in biotechnology applied to agri-science, environment and pharmacology	2013-2016	867,071	No	Fayoum University (Egypt)	Aswan University Benha University El Minia University Misr University for Science & Technology Sinai University Zagazig University
Development of an Interdisciplinary Programme on Climate Change and Sustainability Policy	2013-2016	1,119,149	No	University of Crete (Greece)	Aswan University Education for Employment Foundation Egypt Egyptian Business Women Association



					Heliopolis University Port Said University Suez Canal University
Advanced Training and life Long learning Program in Applied Health Sciences	2013-2016	843,368	No	Linnaeus University (Sweden)	Alexandria University Damanhour University Helwan University Ministry of Higher Education and Scientific Research October 6 University Hospital South Valley University Zagazig University
Building Information Modeling: Integrated Design Environment for Engineering Education	2013-2016	923,336	No	Cairo University (Egypt)	Beni Suef University El Shorouk Academy Kemet Corporation Mansoura University Ministry of Housing & Urban Development Orascom Construction Industries Sohag University The German University in Cairo
Tuning Middle East and North Africa	2013-2016	1,207,333	No	University of Deusto (Spain)	Cairo University Suez Canal University
Academic-Industry Partnership towards Development of Trainers and Educators for Technicians in Egypt	2013-2016	1,039,009	No	University of Oviedo (Spain)	Ain Shams University Arab Academy for Science, Technology and Maritime Transport Aswan University Bavarian Auto Manufacturing Company Educational Development Fund General Syndicate for Industrial Investors Helwan University Industrial Training Council Nile University Procter and Gamble Company
Joint mAster of Mediterranean Initiatives on renewabLe and sustAinable energy	2013-2016	1,122,681	No	Università di Roma Sapienza (Italy)	Ain Shams University Alexandria University Suez University
Knowledge-Triangle Platform for the Water-Energy-Food Nexus	2013-2016	880,365	No	Politecnico di Milano (Italy)	Alexandria University Bibliotheca Alexandrina Cairo University Heliopolis University

					The American University in Cairo
Promoting Intellectual Property Law Studies in the Mediterranean Region	2013-2016	862,936	No	An-Najah National University (Palestine)	Arab Academy for Science, Technology and Maritime Transport Helwan University Information Technology Industry Development Agency
Highway and Traffic Engineering: Curricular Reform for Mediterranean Area	2013-2016	1,294,609	No	Università Degli Studi di Napoli Federico II (Italy)	Ain Shams University Arab Academy for Science, Technology and Maritime Transport Cairo University Zagazig University
European-Mediterranean Postgraduate Program on Organ Donation and Transplantation	2013-2015	745,680	No	University of Barcelona (Spain)	Cairo University Mansoura University
Industrial Engineering and Management Sciences: New Postgraduate Programs	2013-2016	1,127,281	Yes	Ain Shams University (Egypt)	Abb Electrical Industries Arab Academy for Science and Technology & Maritime Transport Fayoum University Leoni Wiring Systems, Egypt Misr University for Science & Technology Procter and Gamble Egypt
<b>Erasmus Mundus</b>					
<b>Erasmus Mundus</b>					Helwan University Higher Institute for Optics Technology The American University in Cairo
L2 - Egypt, Palestine , Israel 07	2007-2011	5,976,800	No	Vrije Universiteit Brussel – Vub (Belgium)	Higher Institute for Optics Technology The American University in Cairo
L02 - EM ECW for Egypt, Palestine Territories and Israel	2008-2012	4,366,094,39	No	Vrije Universiteit Brussel – Vub (Belgium)	Alexandria University Beni-Suef University Cairo University Fayoum University Helwan University Nile University South Valley University Suez Canal University Tanta University The American University in Cairo
L02- Egypt	2009-2012	2,215,275	No	University of Wales Institute Cardiff (United Kingdom)	Ain Shams University Alexandria University

					Arab Academy for Science and Technology Assiut University Cairo University Fayoum University Helwan University Sinai University Suez Canal University Tanta University
FFEEBB - S1-L02 Flow By Flow Egypt Bridge Building	2010-2014	2,892,975	No	University of Wales Institute Cardiff (United Kingdom)	Ain Shams University Alexandria University Arab Academy for Science and Technology Beni-Suef University Sohag University
ELEMENT - S1-L02 Egypt-Lebanon-EU Mobility Exchange NeTwork	2011-2015	3,977,700	No	University of Wales Institute Cardiff (United Kingdom)	Ain Shams University Arab Academy for Science and Technology Damanhour University Helwan University Nile University Port Said University Sohag University The American University in Cairo
MEDASTAR - S1-L02 MEDASTAR - MEditerranean Area for Science Technology And Research	2011-2015	3,989,650	No	Universidad de Oviedo (Spain)	Ain Shams University Assiut University Cairo University Helwan University South Valley University The American University in Cairo
WELCOME - S1-L02 - WELCOME - Widening Egyptian and Lebanese COoperation and Mobility with Europe	2011-2015	4,000,000	No	Politecnico di Torino (Italy)	Alexandria University Cairo University South Valley University Suez Canal University
Al Fihri - Erasmus Mundus for Algeria, Morocco, Tunisia, Egypt and Lybia	2012-2016	4,427,650	No	Universidad de Deusto (Spain)	Universite Francaise D'egypte
EMMAG - Erasmus Mundus Maghreb	2012-2016	4,422,400	No	Universite Pierre et Marie Curie - Paris Vi (France)	Ain Shams University Alexandria University Arab Academy for Science and

					Technology
EU-METALIC I - EU-Morocco-Egypt-Tunisia-Algeria-Libya-International Cooperation	2012-2016	4,367,200	No	Cardiff Metropolitan University (United Kingdom)	Beni-Suef University Cairo University Future University
Green IT - Green IT for the benefit of civil society	2012-2016	4,251,900	No	Universidade de Vigo (Spain)	Alexandria University (Ass) Ministry of Higher Education (Ass) Suez Canal University (Ass) Cairo University (Par)
AL IDRISI II - Erasmus Mundus - Al Idrisi II: A scholarship scheme for exchange and cooperation between Europe and North Africa -- Stand 1 -- Lot 1 (Algeria, Egypt, Libya, Morocco, Tunisia)	2013-2017	4,639,900	No	Universidad de Granada (Spain)	Université Senghor De La Francophonie
BATTUTA - Building Academic Ties Towards Universities through Training Activities (EU - Algeria, Egypt, Libya, Morocco, Tunisia)	2013-2017	4,510,300	No	Universite de Rouen (France)	Federation of Egyptian Chambers of Commerce (Ass) Ministry of Higher Education (Ass) Science and Technology Development Fund (Ass) Ain Shams University (Par) Alexandria University (Par) Arab Academy for Science and Technology (Par)
EU METALIC II - EU-Morocco-Egypt-Tunisia-Algeria-Libya International Cooperation	2013-2017	4,637,025	No	Cardiff Metropolitan University (United Kingdom)	Alexandria University Cairo University Port Said University Suez Canal University

## 5.2 Annex 2: Scholarship holders Egypt 2007-2014

The tables are based on the data available in the EACEA Mobility tool by 05/09/2016 and for therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).

Table 4 Erasmus Mundus Action 2 Strand 1 Mobility table

Target Group 1			Target Group 2			Target Group 3			TG 3	Total
Female	Male	N/A	Female	Male	N/A	Female	Male	N/A		
227	510	18	82	259	11		3		3	1110

Table 5 Mobility table total

HE programme	Female	Male	Not specified	Total
Erasmus Mundus Action 1	38	78		116
Erasmus Mundus Action 2 (Strand 1)	309	772	29	1110
Erasmus Mundus Action 2 (Strand 2)		3		3
<b>Total</b>	<b>347</b>	<b>853</b>	<b>29</b>	<b>1229</b>

## 5.3 Annex 3: List of people interviewed

Name	Institution
Mr. Jerome Boniface	Programme Manager - Higher Education and Youth Section Human and Social Development European Union Delegation To The Arab Republic Of Egypt
Ms. Ahlam Farouk	European Union Delegation To The Arab Republic Of Egypt
Ms Zahra Pinero Lozano	Human and Social Development European Union Delegation To The Arab Republic Of Egypt
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# **Evaluation of the EU development co-operation support for higher education in partner countries (2007-2014)**

**Country Note Guatemala  
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## **Evaluation of the EU Development Cooperation Support to Higher Education in Partner Countries 2007-2014**

This evaluation was commissioned by the Evaluation Unit of the  
**Directorate General for International Cooperation and Development (European Commission)**

*The opinions expressed in this document represent the authors' points of view  
which are not necessarily shared by the European Commission  
or by the authorities of the concerned countries.*

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## List of Acronyms

ACP	African, Caribbean and Pacific Countries
CA	Central America
CSP	Country Strategy Paper
DAAD	Deutscher Akademischer Austauschdienst
EM	Erasmus Mundus
EMECW	Erasmus Mundus External Cooperation Window
FCAS	Fragile and Conflict Affected States
GDP	Gross Domestic Product
GIZ	Gesellschaft fuer Internationale Zusammenarbeit
HEI	Higher Education Institution
LA	Latin America
RSP	Regional Strategy Paper

# 1 Introduction

## 1.1 Purpose of the note

This note is framed within the field phase of the evaluation. Prior to this phase, an inception phase, aiming at developing the evaluation framework (reconstruction of the EU's intended intervention logic of its support to HE in partner countries and definition of the Evaluation questions (EQs)), and a desk phase, aiming at giving a preliminary answer to the EQs and at proposing the list of countries to be visited, were developed. From a long list of 45 countries selected in the inception phase for a desk analysis, 13 were further selected for a more detailed analysis. Out of these, 8 countries were selected for the field phase.

The field visits have the following objectives:

- a) To complete the data collection in order to answer the agreed evaluation questions;
- b) To validate or revise the preliminary findings and hypotheses formulated in the desk report;
- c) To assess whether there is need for further research and interviews to prepare the final note, and in particular the conclusions and recommendation chapter.

Therefore, the present country note cannot be considered a country evaluation but rather one of the inputs for the elaboration of the final report. It is aimed at providing country specific examples on a set of issues that are relevant for the worldwide exercise. Additionally, the Country note Guatemala provides concrete examples on the regional level, because important characteristics of the country apply also to many other countries of Latin America:

- Higher Education is not part of the bilateral co-operation with the EU
- No Government institution is responsible for the country's HE policy and priorities
- HEIs (public and private) enjoy full autonomy

The field visit to Guatemala was undertaken from 9 to 13 May 2016 with Arnold Spitta as the leader of the mission and by Francisco Antonio Alarcon Alba as a country-based expert. Due to force majeure the EUD debriefing took place via skype video-conference on June 6, 2016.

## 1.2 Reasons for selecting Guatemala for the field phase

Table 1 Criteria for selection of the country

Country	Criteria for selection	Major HE programme	Remark
Guatemala	<ul style="list-style-type: none"> <li>The Central American country Guatemala belongs to the least developed countries in Latin America. Its universities are potentially a good example for problems faced by HEIs of less developed countries and how they can benefit from and successfully participate in the EU's HE co-operation programmes.</li> <li>The Central American countries are taking significant steps towards a regional integration of their HE Systems. The Central American Higher Education Council CSUCA (Consejo Superior Universitario Centroamericano) plays a key role in this process. CSUCA participated in ALFA III as well as in Erasmus Mundus projects (and is participating in one Erasmus+ project), dealing with issues of quality assurance and regional harmonisation of curricula. As the headquarters of CSUCA are in Guatemala, the country visit would allow for an interview to expand on the answers given to the EQs on regional integration. In Central America, some EU Member States (France, Germany, Netherlands, Spain, Sweden, etc.) are involved in the HE sector. The field visit could provide an insight view of the EU's added value with regard to the programmes of the Member States.</li> </ul>	ALFA III, Erasmus Mundus, (Erasmus+ - only its design will be considered)	<ul style="list-style-type: none"> <li>HE has not been covered by any other recent major evaluation of EU support to Central American countries. However, the final evaluation of the ALFA III programme was launched in January 2016.</li> <li>Involvement of both EU and EU Member States funding (e.g., France, Germany, Netherlands, Sweden etc.).</li> <li>Besides the in-depth-look in the Guatemalan HE System, the visit allows to have also an overview over the efforts of the Central American Higher Education Council CSUCA of harmonisation and integration of HE in its member institutions. Headquarters of CSUCA are located in Guatemala.</li> <li>The case allows us to gather evidence for all EQs.</li> </ul>

## 1.3 Data collection methods used (including limits and constraints)

The country mission started with a review of all available desk based information. A list of relevant stakeholders in the public and private sectors was drawn up and key stakeholders were identified during the mission with the help of the EU Delegation, national partners and CSUCA. All the stakeholders identified could be met and interviewed, with the exception of the CEPS (Council of Private HE, Consejo de la Enseñanza Privada Superior) staff, who were not available.

During the briefing meeting the EUD officials made clear that the Delegation is only in charge of the bilateral co-operation EU-Guatemala. HE not being part of the bilateral co-operation, which follows the Country Strategy Paper (CSP) agreed with the Government of Guatemala, means that EUD only is involved in dissemination activities when ALFA III or EM (today Erasmus+) Calls for Proposals are launched, serving as a focal point for information about the programmes.

Following the briefing session, the EU Delegation organised a round table with counsellors of Member States in charge of bilateral development co-operation with Guatemala (some Member States include development co-operation oriented at HE).

Attending the specific situation in Guatemala (where no government institution is responsible for defining and implementing the country's strategies and policy priorities in HE), the evaluation team focused on comprehensive interview visits to those HEIs which were beneficiaries of the EU-co-operation programmes ALFA III, Erasmus Mundus and (more recently, and beyond the timeframe of the evaluation) Erasmus+. The interviews were conducted as semi-structured interviews, where key questions and discussion topics had been prepared in advance for each meeting, while leaving space for adjustments and additions as the interviews progressed.

Different meetings were held at San Carlos de Guatemala University (USAC), the only public university of the country, and with a student body of 218,000 responsible for 57.9 % of the country's students. Visits were also paid to private universities which participated in ALFA III and EM projects, as the Universidad Rafael Landívar, Universidad del Valle de Guatemala, and Universidad Galileo. Semi-structured interviews with university authorities and EU-support beneficiaries in all HEIs were conducted, focusing on the ALFA III and EM projects in which the respective HEI participated.

Representatives of two government institutions, the National Secretariat for Science and Technology of Guatemala (SENACYT) and the Guatemalan President's Secretariat of Planning and Programming – SEGEPLAN – were also interviewed.

In Central America, the regional dimension in HE is very important. Therefore, an interview was conducted with the Secretary General of the Central American Council of Higher Education (Consejo Superior Universitario Centroamericano - CSUCA). This helped gain a regional view of the state of the art of HE in Central America, but also in Guatemala.

Finally, the debriefing at the EUD, scheduled Friday 13 May, had to be postponed at short notice because one of the EUD representatives fell ill. Finally, the Debriefing took place via skype videoconference between Arnold Spitta and two officials of the EUD Guatemala, Ms Hermona Kadija and Ms Annelies Vanwymelbeke, on Monday 6 June, 11 to 12.15 am. Two days after the videoconference, minutes about the meetings held in Guatemala were sent to the EUD.

## 2 HE context in Guatemala

Guatemala belongs to the five Central American countries, which under colonial rule integrated the Spanish Capitanía General de Guatemala. It is the most populated country in the region, with roughly 16.2 million people. 51.5 % of the population live in rural areas (INE, p. 7) and 40 % of the population is indigenous<sup>1</sup>. The Guatemalan population is young: 66.5 % are less than 30 years old. Poverty alleviation is one of the most urgent development goals. As the World Bank stated recently: Although “Guatemala has been one of the strongest economic performers in Latin America in recent years, with a GDP growth rate of 3.0 percent since 2012, and nearly 4.0 percent in 2015 (...) it is one of the few countries in the region where poverty has increased in recent years, from 51 percent in 2006 to 59.3 percent in 2014”<sup>2</sup>. About 13.33 % live in extreme poverty. Poverty is concentrated in rural and indigenous areas: 66.8 % of people living in extreme poverty are indigenous, furthermore 50.7 % of the “non-extreme” poor. From the non-indigenous population, only 23 % is considered poor. Guatemala belongs to the poorest countries in Latin America.

The country's modernisation process is hindered by the fact that with only 10% of the GDP, the states' tax revenues is one of the lowest rates in the world. This low percentage also curtails a more adequate funding of the country's HE and research system.

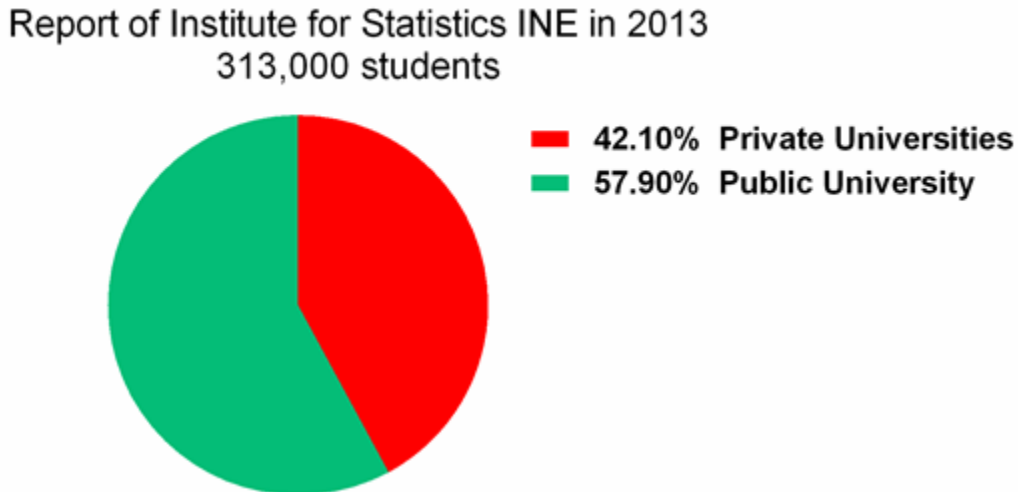
The Institute for Statistics INE reports that in 2013 the overall enrolment in Higher Education was about 313,000 students, 42.1 % of them studying in private HEIs and 57,9 % enrolled in the only public university of the country, the Universidad de San Carlos de Guatemala (USAC). This institution was founded in 1676, and is today with 218,000 students one of the world's mega-universities. Besides the USAC, there are 14 private universities. The oldest one is the Jesuit University Rafael Landivar, founded in 1961 (see Annex 5: List of Guatemalan universities).

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<sup>1</sup> An estimate for 2015 of the INE -Instituto Nacional de Estadísticas de Guatemala, Caracterización República de Guatemala, p. 6, table 2. The following statistical information is also based on the INE brochure, except the Worldbank quotation.

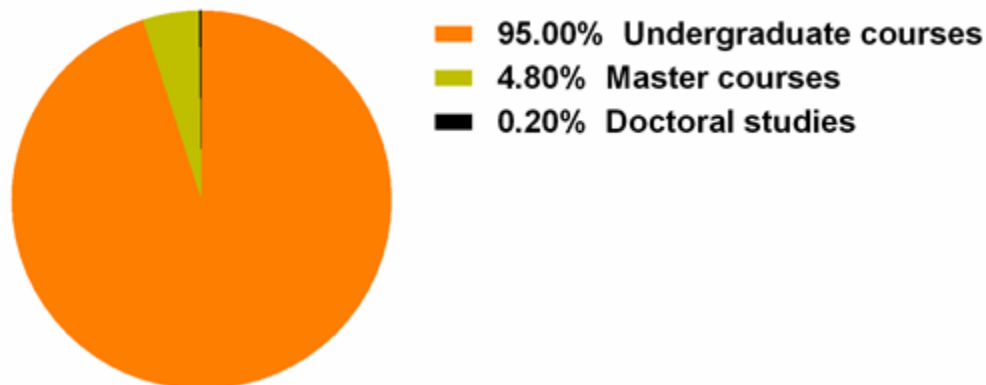
<sup>2</sup> <http://www.worldbank.org/en/country/guatemala/overview>

Figure 1 *Division of students between public and private HEIs*



95 % of the students were enrolled in undergraduate courses (Technical or Bachelor), 4.8 % in Master courses and only 0.2% in Doctoral studies. The HE system is expanding rapidly; enrolment grew by 44.5 % between 2009 and 2013. Compared with other countries in Latin America, the coverage (percentage of young people between 18 and 24 years who are enrolled in the state university or in private HEIs) is – with roughly 20 % - quite low, although the Central American neighbour countries have similar enrolment figures.

Figure 2 *Division of students into three levels of study*



The legal framework of HE in Guatemala shows some particularities which distinguish it from the other countries of Central America:

In Guatemala two subsystems of Higher Education de facto exist:

- The state or public sector, with only one public HEI, the Universidad San Carlos de Guatemala (USAC), whose status and autonomy are defined by Constitutional Law.
- The private sector, which is co-ordinated by the Council of Private Higher Education (Consejo de la Enseñanza Privada Superior CEPS). It was established in 1966 and is legally responsible for authorizing the founding of new private universities, for supervising the functioning and performance of the existing ones, and for their quality assurance. CEPS is constituted by five principal and five deputy members, from which two (principal as well as deputy members) are appointed by the USAC (which controls therefore 40% of the Council) another 40 % (two principal and two deputy members) are appointed by all the Rectors of the private HEIs. The remaining 20% (1 principal and 1 deputy member) are appointed by the Assembly of the Presidents of Chambers of Professionals of the country (Asamblea de Presidentes de los Colegios Profesionales). By law, the private universities, once established and functioning, enjoy a high degree of autonomy and academic liberty. The CEPS, as the organism

of QA supervision, in general only reacts when complaints are presented. With a limited budget and lacking an adequate institutional structure for its mission of control and supervision of the academic quality of the private HEIs, CEPS is a low profile institution with difficulties to fulfil its legal objectives.

**Box 1** *Public and private universities in Guatemala*

<i>List of public universities</i>
Universidad San Carlos de Guatemala (USAC, 1676) <ul style="list-style-type: none"> <li>• Legal status, budget<sup>3</sup> and autonomy defined by Constitutional Law (Art. 82, 83, 84)</li> </ul>
<i>Regulation and coordination of private universities:</i>
<p><b>The Council of Private Higher Education - Consejo de la Enseñanza Privada Superior CEPS (1966),</b>            Recognised by Constitutional Law (art. 85, 86)            Is integrated by 5 principal + 5 deputy members:</p> <ul style="list-style-type: none"> <li>• 2 principal + 2 deputy members (= 40 %) are appointed by the USAC (Consejo Superior Universitario)</li> <li>• 2 principal + 2 deputy members (= 40 %) are appointed by the Private HEIs together</li> <li>• 1 principal + 1 deputy member (=20 %) are appointed by the Assembly of the Presidents of Chambers of Professionals of the country (Asamblea de Presidentes de los Colegios Profesionales)</li> </ul>
<i>List of private universities (+ year of foundation)</i>
Universidad Rafael Landívar (1961)
Universidad del Valle (1966)
Universidad Mariano Gálvez (1966)
Universidad Francisco Marroquín (1971)
Universidad Rural (1995)
Universidad del Istmo (1997)
Universidad Panamericana (1998)
Universidad Mesoamericana (1999)
Universidad Galileo (2000)
Universidad San Pablo (2006)
Universidad Internaciones (2009)
Universidad de Occidente (2010)
Universidad Da Vinci de Guatemala (2012)
Universidad Regional de Guatemala (2014)

The Guatemalan Ministry of Education has practically no participation in the country's HE: in the case of the public (state) university of San Carlos, the Guatemalan state delegated the representation of the public interest into the Consejo Superior Universitario of the USAC; and in the case of the private universities, it delegated its faculties into the Consejo de la Enseñanza Privada Superior (CEPS), where the USAC is also represented, as mentioned before.

By constitutional law, the public Universidad San Carlos de Guatemala (USAC) enjoys full autonomy in a wide range of issues. However, there are some internal imbalances which hamper its academic evolution. The structure and legal framework of the USAC is – in the opinion of several Guatemalan stakeholders – partially obsolete. The *Consejo Superior Universitario* (University Council) is the legal entity which makes all major structural and budgetary decisions, especially those related to the creation of new degree courses. Despite the fact that in the last decades the USAC established several regional university centres, they have no seat in the *Consejo* and therefore lack an academic and institutional voice and vote, although some of them have significantly more students and study courses than the traditional faculties at the main campus, which control the *Consejo Superior Universitario*. One of the consequences is that the financial ratio per student is significantly lower in the Regional Centres than in the traditional faculties.

By Constitution, the USAC also plays an important role in nominating candidates for key positions in Government and Justice. These prerogatives give the university a lot of political power, far beyond the mere academic sphere. But they bear the risk to distract its attention

<sup>3</sup> The Constitution provides 5 % of the ordinary State budget to the USAC (Art. 84).



from its main goals in HE. In political parties and pressure groups may raise the interest in gaining influence in USAC's decision making bodies (Rector's Office, Faculties, Consejo Superior Universitario) not primarily for academic reasons, but in view of the political opportunities related to the appointments in top jobs of Justice and Government.

Summarising: there are two HE subsystems in Guatemala, the public and the private one. Both enjoy full autonomy, due to the fact that the Guatemalan Government has no supervision or control competencies in Higher Education. This means also that there is no country policy or strategy in HE, and practically no institutionalised co-ordination in place.

Despite some critical remarks made in this overview of Higher Education in Guatemala, it is worth to be noted that the CEPS was able to impede an indiscriminate proliferation of private universities of doubtful academic quality.. The 14 existing institutions meanwhile are consolidated and show a relative homogeneous level of academic quality.



### 3 Field mission findings

#### 3.1 EQ 1 on relevance and strategic orientation

##### 3.1.1 Findings

<i>To what extent has EU support to HE promoted the overall development policy objectives of the EU?</i>	
<p><b>JC 11</b> Support to HE has been linked to EU commitments and development policies</p>	<p>The global Erasmus Mundus programme offered regional lots for Latin America and also for Central America. The application guidelines for these lots established special conditions in favour of less developed countries as well as for less developed regions within a country. Therefore, the guidelines included “positive discrimination” regarding an enhanced participation of HEIs in remote and/or marginalised regions, a measure which fostered also the participation of persons coming from vulnerable or marginalised groups (i.e. indigenous people), in line with the general EU commitments and development policies of the EU.</p> <p>The Latin American as well as the Central American regional dimension was particularly targeted in the ALFA III programme, which enhanced a vivid intra and inter-regional dialogue on reform issues in HE, while Erasmus Mundus fostered particularly the inter-regional academic mobility between EU HEIs and Latin American as well as Central American HEIs, aiming at, inter alia, internationalisation and mutual understanding. EM staff mobility addressed also improvement of teaching and learning and, to a lesser extent, of research.</p> <p>In addition, there were found a few (but sound) examples assessing JC 11, related to the Central American region (including Guatemala): The regional EU development-cooperation projects PRESANCA II, PRECISAN, and PAIRCA I and II – targeted at general development goals of the Central American countries – included co-operation with the Central American Higher Education Council CSUCA (Consejo Superior Universitario Centroamericano). Particularly, the projects PRESANCA II and PRECISAN, which aimed at contributing to ameliorating food security in vulnerable groups of CA, established a close co-operation with CSUCA and its member HEIs, which created an innovative Regional Master programme in Food and Nutritional Security (MARSAN). This Master course evolved to be the backbone of the project, due to the modality of “study and job”: the participating students worked full-time in border communities of the whole region, with very vulnerable groups with regard to (un)satisfied food and nutritional security. The students (at the same time full-time workers in the projects) executed the foreseen action plan of the PRESANCA and PRECISAN projects and at the same time realized activities of learning and applied research.</p>
<p><b>JC 12</b> EU support has addressed, and adapted to, development contexts in partner countries and regions</p>	<p>In the almost unanimous opinion of stakeholders and beneficiaries of ALFA III and EM (and now E+) projects like university officials, staff and also EM alumni, participation in the projects contributed to the development goals of the country and of the region. This is despite the fact that the regional (ALFA III) and global EM programme obviously did not take the specific context of an individual country into consideration. The flexible design of the programmes, which allowed the participating network universities to define freely their main co-operation objectives, facilitated the adaptation to specific needs of the partner country at the project level. Stakeholders of USAC which participated in the ALFA III projects RIAIPE3, USO+I, EUREKA, ALFA PUENTES, TUNING América Latina, ALFA INCA and INFOACES highlighted, among other points, that the projects (particularly ALFA TUNING, USO+I etc.) allowed regional and inter-regional benchmarking and contributed to curricula reforms aiming at improving the professional profile of the graduates and enhancing their employability. In ALFA USO+I participated the CUNOC (a regional centre of the USAC) at Quetzaltenango, a region with a high percentage of indigenous people.</p>

##### 3.1.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
<p>JC11</p>	
<p>EU support to HE is strongly linked to the overall objectives of the EU's development policies</p>	<p>The regional programme ALFA III and the global programme Erasmus Mundus allowed the applying HEI consortia to define autonomously their project objectives, in the framework of the respective programme guidelines, which focused on the general development goals of the EU. An in-depth look at a broad sample of projects in which Guatemalan HEIs participated, revealed that they were very concretely linked to development objectives of the country and of</p>

	<p>the Central American region. Stakeholders from HEIs (both public and private institutions) assessed that EU support to HE helped them to contribute to the development objectives of the country, which are linked to the overall objectives of the EU development policies: inter alia, socio-economic development, social inclusion, and intercultural understanding. An example (among others) was ALFA III RIAIPE3, which addressed issues like ethnicity and Higher Education. As a follow-up, the USAC approved an internal policy statement with regard to the intercultural dimension of HE. Other ALFA III projects with similar objectives were EQUALITY and MISEAL. Also, some EM projects like AMIDILA aimed at contributing to inclusiveness in HE.</p>
<p>The support lacks a clear conventional approach outlining and explaining how exactly HE contributes to socio-economic development</p>	<p>In principle, the hypothesis seems to be correct. However, interviewees in Guatemala gave several practical examples, such as: training of bilingual teachers in Regional University Centres located in rural (indigenous) areas, which contributed to socio-economic development and fostered inclusion. In a similar way, an important number of the EM scholarships were earmarked to Guatemalan students coming from vulnerable (mostly indigenous) groups (i.e. TG 3), thus improving their skills for labour market needs. Several ALFA III projects in which Guatemalan HEIs participated addressed issues like improving professional skills through curricula reform and other measures (USO + I, TUNING América Latina, CELA, JELARE, Red MIPYME, among others) In other cases assessment is more because transfer happened more indirectly.</p>
<p>The EU support to HE has not developed a clear strategy towards the strengthening of intercultural understanding</p>	<p>The hypothesis is not verified. However, in dialogue with EM Alumni in Guatemala (and also in the other field phase countries in LA and Caribbean) the students expressed how the experience in a foreign (European) country and the daily life with students of a great variety of countries and cultures enriched them personally and contributed in a very personal way to strengthening intercultural understanding.</p>
<p>The linkages between support to HE and the strengthening of political and economic co-operation are weak</p>	<p>In a few cases, the field phase experience in Guatemala contradicted the hypothesis. The interviewees (HEI stakeholders, staff and students) mentioned that through the EU support (ALFA III or EM) the co-operation with European HEIs was fostered, but did not link it with the strengthening of political and economic co-operation in general. However, the example mentioned above (JC 11), where the general EU-development co-operation projects PRESANCA II and PRECISAN project relied on a close co-operation with HEIs of the region to achieve their food security goals, was linked to socio-economic development.</p>
<p>JC12</p>	
<p>The EU has generally explicitly linked its support for HE to the specific development needs and challenges of partner countries and regions but the comprehensiveness of this approach differs markedly across the sample of countries and regions</p>	<p>As in most of the countries (including the field phase countries Guatemala, Mexico and the Dominican Republic), the EU concentrates its HE support in the regional and global programmes, it is almost impossible to assess the hypothesis. ALFA III and EM addressed general development needs and challenges of partner countries and regions, but were not adapted to a specific country. The EM External Co-operation Windows were an attempt to build a bridge between the global EM programme and specific partner country needs. But there was only a limited number of EMECWs and many countries did not benefit from them.</p> <p>Regional development priorities were particularly addressed through the ALFA programme, which</p>

	<p>allowed the building up of HEI consortia linked to specific topics like Quality Assurance (ALFA CINDA etc.), curricula reform, a student's credit system (ALFA Tuning America Latina), and enhanced access to HE for vulnerable groups, among others. ALFA fostered networking and regional dialogue throughout Latin America (and also subregional dialogue in Central America) and inter-regional dialogue EU-Latin American HEIs.</p> <p>The EM programme focused more on mobility schemes, thus contributing to fostering internationalisation and mutual understanding (EM lots for Latin and/or Central America). In addition, EM scholarships were earmarked for students coming from vulnerable groups, which fostered inclusion and contributed to bettering the employability of the participants.</p>
There has been no evolution of the EU approach to the support of HE during the evaluation period. Lessons-learned have been taken into account for individual programmes but not in a systematic and comprehensive manner for support to HE in general terms	The interviews in Guatemala confirmed the hypothesis.
EU support to HE lacks a specific and explicit approach to the design and implementation of HE programmes and projects in FCAS	No evidence about the hypothesis during the field phase interviews, although, in past decades, Guatemala was a case of FCAS.

## 3.2 EQ 2 on alignment

### 3.2.1 Findings

#### *To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?*

<p><b>JC 21</b> Responsiveness of EU support to HE, in its design and implementation, to the partner country's and regional priorities</p>	<p>The specific issue of Guatemala is that the country has no explicit priorities in HE, as it has no specific nationwide policy and strategy in HE, due to the fact that there is no governmental entity (i.e. Ministry, Vice-Ministry of HE) responsible for this area.</p> <p>As there was no bilateral support in HE agreed between the EU and Guatemala, the EU-co-operation was centred on the regional and worldwide programmes ALFA III, Erasmus Mundus and (since 2014) Erasmus+. These programmes are only partially responding – in their general design and implementation – to Guatemala's and to the Central American (regional) priorities.</p> <p>Nevertheless, the majority of the ALFA and EM projects in which Guatemalan HEIs participated, focused on issues related to development goals of the country or on issues linked to improving management practices.</p> <p>At the regional level, considering the Central American countries (Guatemala being part of them), it is easier to assess the partial responsiveness of EU support to HE, because the CSUCA has clear strategies for the improvement of its member HEIs and of the HE systems of the member states of SICA (Sistema de la Integración Centroamericana - Central American Integration System). EU support contributed to establishing a Quality Assurance System. In 2009 CSUCA approved a general agreement aiming at academic harmonisation of HE in CA. The central role of the ALFA III Projects Tuning AL and PUENTES was mentioned in this regard. ALFA PUENTES contributed to elaborating a proposal of a Qualification Framework for HE in CA (MCESCA), which improved regional academic harmonisation and enhanced the transparency of the whole HE system; the different steps and instruments together will result in significant structural improvements. The already mentioned Central American Qualification Framework MCESCA will define qualification and/or university degrees based on student's competences instead of linking them to class hours, entrance requirements, number of credits etc.</p> <p>After describing the EU support and its remarkable alignment with the regional priorities in Central American HE, CSUCA complained about a case of non-alignment of the EU regional support to HE education: Several years ago, the Dominican Republic and Belize joined the SICA as full members and their public HEIs are also full members in the CSUCA, aiming at being integrated into the Central American HE reform processes. Despite this fact, EU support did not take into consideration this country policy priority of both Dominican Republic and Belize, and excluded both countries systematically from being supported within the framework of ALFA III or EM projects appertaining to the Central American (or Latin American) slots (the same applied for Erasmus+ in the</p>
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	HICA project, out of the scope of this evaluation). However, it is worth to mention that regulations which were put in place after 2014 are treating this legal obstacle by inserting a “clause pasarelle” <sup>4</sup> . In addition, the new Erasmus+ guidelines, in force since 2016, removed these obstacles, allowing HEIs of partner countries worldwide to participate in Erasmus+ networks with other HEIs without any geographic (regional) restriction.
<b>JC 22</b> EU support to HE is based on partner countries’ national development strategies, institutions and procedures	This is very difficult to assess in the case of Guatemala, because HE is not an explicit issue in its national development strategies. However, with the vulnerable rural (mostly indigenous) groups being the primary objective of the development policy – which aims at diminishing illiteracy, contributing to ensuring food and nutritional security, better housing and improved access to labour market (in one word, aiming at social inclusion of these groups) – the Guatemalan HEIs contribute to these development goals, especially through their regional university centres in rural areas. And EU support through the ALFA III and Erasmus Mundus programmes (and now through E+) targeted explicitly social inclusion.

### 3.2.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC21	
The specific nature of the regional approach of some of the major HE programmes has limited the potential to directly respond to needs and priorities of individual partner countries	Comparing the participation of Guatemala in the EU Programmes (ALFA III and Erasmus Mundus) with other small and medium sized Latin American countries, the rate of success was reasonable, thanks to the programme’s guidelines, which included special incentives for less developed countries. The same is true for the number of students who participated in EM mobility projects, inter alia due to a quota of scholarships exclusively reserved for Target Group 3 (students coming from vulnerable and/or marginalised groups, particularly of indigenous origin) As one of the main goals was social cohesion, inclusiveness and special measures to enhance the participation of the poorest countries, the evidence confirms only partially the hypothesis of limited potential of the major programmes to directly respond to the needs and priorities of individual partner countries, especially if they are less developed ones.
Specific implementation modalities (such as the single co-operation windows for Erasmus Mundus) are successful means for addressing partner country priorities in a regional or global programme	Although there was no bilateral EMECW for Guatemala, the country participated in the regional lots of Erasmus Mundus targeting Central American countries. Being one of the less developed countries in Latin America, it enjoyed a sort of positive discrimination in the programme’s guidelines. This contributed to participating in several ALFA and EM projects. However, compared with its population, the success rate was not outstanding.  As the success rate in E+ (which is out of the scope of the evaluation) seemed to be lower, some stakeholders at USAC expressed fear that the EU support to HE in Latin America was diminishing.
The level of country ownership for bilateral interventions is higher compared to interventions under HE programmes	In Guatemala, there was no bilateral EU support to HE, therefore, to compare the intensity of ownership in interventions under HE programmes was not possible.
JC22	
Due to the nature of support (i.e. most support being channelled via major HE programmes), the use of partner country procurement systems only played a minor role	The interviews in Guatemala confirm the hypothesis. Only some regional projects – in principle not addressed to HE – like PRESANCA and PRECISAN (food and nutritional security for vulnerable groups in border regions) – which executed their action plans in co-operation with HEIs of the region (and with the CSUCA), used partner country procurement systems, i.e. The Secretariat General of the Central American Integration System SICA.
In the cases where bilateral support was provided, the interventions were mostly complementary to those implemented by the government	N. A. in Guatemala because no bilateral support in HE was provided.

<sup>4</sup> Information provided by EACEA.

### 3.3 EQ 3 on management, teaching, learning and research

#### 3.3.1 Findings

<b><i>To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching and learning and research?</i></b>	
<p><b>JC 31</b> Improved management practices</p>	<p>Both HE programmes – ALFA III and EM – had an impact on the administration and management structures of the participating HEIs. The ALFA and/or EM projects strengthened management capacity particularly in the field of internationalisation (participation in thematic networks and in academic mobility) through good practices and benchmarking within the inter-regional networks supported. Particularly, the International Offices of the consortium HEIs gained experience and enhanced their management skills.</p> <p>The ALFA III INCA Project, aimed at restructuring and modernising university international relations offices, increasing institutional capacities and institutionalising international relations in Central American (public and private) HEIs, was quite successful, as interview partners in Guatemalan universities asserted. Professionalising International Offices of HEIs contributed to improved management practices. The project had an impact on regional integration of HE in Central America. INCA also published a guide to good practices for the Management of International Relations within Central American Universities.<sup>5</sup> Particularly, stakeholders at the Universidad del Valle de Guatemala stressed the contribution of the EU support in establishing a professionalised International Office on the one hand, and a strong impulse in internationalisation of the university as a whole, on the other.</p>
<p><b>JC 32</b> Improved quality of teaching and learning</p>	<p>The visits to HEIs and interviews gave many good examples (including some best practices), at the country level as well as at the regional level (through CSUCA).</p> <p>The ALFA Project USO+I fostered a curriculum reform in Engineering Science, oriented to more responsiveness to labour market needs. The Euro-Centro American Network EURECA targeted an improvement of the quality of minipymes (small or “mini” businesses). The project finished with the proposal for a Masters programme Management of mini-business companies (minipymes). The Master’s course has already started in Panamá, in Nicaragua and is in the process of being approved by the Postgraduate Study System and will be implemented at the regional university centre in Quetzaltenango. The location guarantees students from vulnerable groups easier access to the programme.</p> <p>The ALFA III projects JELARE and CELA, in which the Universidad Galileo participated, led to the foundation of two centres: the Centro de Transferencia Tecnológica en Cambio Climático (Technology Transfer Centre in Climate Change) and the Instituto de Desarrollo Sostenible (Institute of Sustainable Development) at the university. In addition, a Master and a Doctoral Programme were established. The PhD programme meanwhile had three student cohorts. The project ALFA III PUENTES (and today, a follow up project, ERASMUS+ “HICA”, out of the scope of the evaluation) contributed to creating a Qualification Framework for HE in Central America. In the case of the Guatemalan USAC, this framework is very helpful for curriculum reforms, as interviewees assessed. The U. Landívar was one of the founding universities of the Tuning América Latina project at the U. of Deusto in 2004 and since then it has been working on a thorough curricula reform. U. Landívar created also a an Instituto de Innovación Social Universitaria, which is a spin-off product of the ALFA III Tuning project, and defined (and approved) an institutional policy on the university’s social responsibility.</p> <p>The university participated in several EM mobility projects. In all of them, 25 % of the students were of rural origin, they were proposed by the regional centres of Landívar University and belonged to vulnerable groups as defined in Target Group 3.</p> <p>Very useful was also the ALFA III Project Tuning AL, as an important reference in the process of modernising curricula. The University Council (Consejo Superior Universitario) of the USAC has adopted a resolution which encourages the academic units to take into consideration the results of Tuning AL when starting academic reform processes related to curricula.</p> <p>USAC participated in the ALFA III Project USO+I, centred on fostering the pertinence of the study courses in engineering. In the case of the USAC a curriculum in computer science was designed, aiming at more relevance for</p>

<sup>5</sup> [http://www.INCA-network.org/public\\_documents/INCA%20guide%20web\\_cd.pdf](http://www.INCA-network.org/public_documents/INCA%20guide%20web_cd.pdf)



	labour market needs. The project USO + I was, in a certain manner, complementary to Tuning AL.
<b>JC 33</b> Enhanced institutional and human capacity and conditions for academic research	<p>The already mentioned ALFA III Project USO+I also worked on fostering the research capacity. At USAC, a research agenda was defined.</p> <p>The ALFA III CELA and JELARE projects led to the founding of a Centre of Technology Transfer in Climate Change and an Institute of Sustainable Development. A PhD-Programme was also established, which obviously is linked to research work. A follow-up of the CELA and JELARE projects was the founding of the Red de Formación e Investigación Ambiental REDFIA, induced by Universidad Galileo. This university participated also in the legislation process which concluded with the approval of the Ley de Cambio Climático de Guatemala (the Climate Change Law of Guatemala), in October 2013.</p> <p>A EM staff mobility from USAC to U. of Vienna not only strengthened institutional relations between both HEIs, but also contributed to establishing a Centre of Asian Studies at USAC (EM project EULALINKS).</p> <p>Several Erasmus Mundus Alumni (particularly at PhD and Postdoc level or as staff mobility) reported a strengthening of their research capacity on the one hand, and their research co-operation networks on the other (interviews at USAC, U. Rafael Landívar, U. del Valle and U. Galileo).</p> <p>According to the Tracer Study (TS p. 21), “more than 90% of EM A2 staff alumni consider that the exchange programme helped them to get better exposure to an international research environment, to increase their research output and to establish or expand international research networks”. The high percentage allows concluding that Guatemalan staff alumni shared this assessment.</p>

### 3.3.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC31	
EU support to HE has made a decisive contribution to the rapid expansion of the Bologna Process as the leading global standard in the management of HE	<p>The Bologna Process is well known in Central America (and Guatemala) through the EU and MS support to HE and is taken into account as a successful reform model, but the stakeholders and officials interviewed pledged for the development of own standards and procedures, related to the Central American university culture and tradition. Nevertheless, the Bologna process “inspired” the discussions in Guatemala and Central America, (and in Latin America as a whole). A curriculum reform centred on students’ competences instead of classroom hours is in discussion at many universities. In Guatemala, the University del Valle de Guatemala adapted its curricula focussing them on students’ competences.</p> <p>Furthermore, an intensive intra- and inter-regional dialogue about credits based on student workload and not on teaching hours is on-going in Central America, as well as a discussion about a regional framework of qualifications. Several stakeholders mentioned explicitly the ALFA Project Tuning AL as a milestone in the reform debate at Latin American universities.</p> <p>However, for Guatemala (and for most of the Latin American countries), the hypothesis is to apodictic in the way it is formulated.</p>
EU support to HE has markedly strengthened Quality Assurance mechanisms at HEIs in partner countries and regions	<p>The hypothesis was confirmed in almost all the interviews held in Guatemala, no matter if it was at a public or a private HEI.</p> <p>Also, at the regional level, the interviews at the Central American University Council CSUCA definitely assessed the importance of the EU support in the consolidation of the Quality Assurance mechanisms in Central American HE.</p>
At the same time EU-funded programmes and projects did not make a direct contribution to the improvement and strengthening of management approaches; rather this has been an indirect result of learning from the experiences in the governance of Erasmus Mundus, and ALFA III etc. projects	<p>The hypothesis was confirmed in Guatemala.</p> <p>There is one exception: the ALFA III INCA project aimed at consolidating (or creating) Offices for International Relations at private and public HEIs in Central America. This project contributed, although in a clearly delimited area, to an improvement in university management.</p>

JC32	
The rapid and systemic adoption of the Bologna Process guidelines in the EU-supported projects has greatly contributed to enhancing the quality of teaching and learning	No evidence in Guatemala and Central America, because there was no “rapid and systemic adoption of the Bologna Process guidelines”.
Virtually all projects established M&E tools for the purpose of monitoring the implementation of project activities but did not contribute to the establishment of such tools for the quality assurance of teaching and learning at HEIs in general terms.	Interviews in Guatemala confirmed the hypothesis.
JC33	
Improving the physical research infrastructure at HEIs has not been a priority of EU support to HE	The hypothesis was confirmed in Guatemala.
While direct research-related support was not a priority of most projects across all programmes, participating HEIs and a large number of individual academics have nevertheless greatly benefitted from the access to international research networks and were thus able to strengthen their research capacities	In principle, the hypothesis is correct. But in Guatemala the number of individual academics who benefitted from the access to international research networks was rather small. The Tracer Study’s results (s. p. 21, graph 24) confirm also the hypothesis, though in a general assessment and not linked to Guatemala in particular.
A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established at this stage	The hypothesis is correct for Guatemala.

### 3.4 EQ 4 on reform of higher education policy

#### 3.4.1 Findings

##### *To what extent has EU support contributed to HE reform processes in partner countries and regions?*

<b>JC 41</b> HE policies and strategies reflect national priorities	Very difficult to assess in the specific case of Guatemala, because it is almost impossible to identify an HE policy and an HE strategy due to the absence of a governmental entity responsible for the area.
<b>JC 42</b> HE policies and strategies reflect international consensus on good practice	This is also difficult to assess in Guatemala, although at the level of individual HEIs – public or private ones – there was some evidence of reflecting international consensus on good practice. Interviews at USAC, Landivar and U del Valle confirmed the finding.
<b>JC 43</b> National HE institutional framework is equipped to implement national policies and strategies	Due to the special situation of Guatemala, absence of a Government entity responsible for the national HE system, it is not possible to assess evidence for JC 43.

#### 3.4.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC41	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	In Guatemala, evidence is weak because of the absence of a national HE policy or strategy. Reform processes are confined to individual HEIs. There is a (slow) reform process at the USAC, and there are much more dynamic reform processes at private HEIs in Guatemala, several of them clearly related to the EU support, but there is no co-ordinated policy at the level of the HE system of Guatemala. At the regional level, CSUCA and its member universities continue HE policy reforms and new strategies in a steady though slow pace. Only the USAC is full member of CSUCA.
At least some of these reforms and strategies reflect national priorities	In the case of Guatemala, social inclusion is on the reform agenda of HEIs as well as on the national development agenda, which confirms the hypothesis.
These outcomes were influenced to some extent by one or more EU programmes	The interviewees at USAC and the private HEIs pointed out that EU support was a strong incentive for the initiated reform processes: The ALFA projects, in which Guatemalan HEIs participated, fostered an intensive dialogue on HE reform. Erasmus Mundus allowed for academic mobility, usually also

	linked to reform issues. Both programmes contributed to setting up of a reform agenda.
JC42	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	See JC 41
Some at least of these reforms and strategies reflect international consensus on good practice	See JC 41
Outcomes were influenced to some extent by one or more EU programme	See JC 41
JC43	
New HE institutions at the national level were established, and/or existing institutions were reformed and improved – or these changes were at an advanced point in the pipeline – in the evaluation period	During the evaluation period, the State university San Carlos de Guatemala founded about ten new regional university centres: Private universities like the Rafael Landivar also founded new or improved existing regional university centres, but in both cases it is difficult to assess whether EU support to HE played a role. Some EU Member states contributed to establishing new or strengthening existing regional Centres: A project of the German Development Agency GIZ strengthens regional university centres in rural areas founded by the Rafael Landivar-University.
These outcomes were influenced to some extent by one or more EU programmes	Interviews at HEIs in Guatemala suggested that the general EU development co-operation, which also focused, inter alia, on social inclusion, contributed to enhancing awareness in the country with regard to marginalised or vulnerable groups (mostly indigenous). In addition, Member States' development co-operation often addresses social inclusion, reinforces – together with the EU – the country's own reform efforts towards a more effective social inclusion of disadvantaged groups.

### 3.5 EQ 5 on inclusiveness

#### 3.5.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?</i>	
<b>JC 51</b> Enhanced equitable access to HE for all groups of society	Interviews evidenced enhanced access to HE for vulnerable groups. The RIAIPE3 Project for Equity and Social Cohesion included 47 HEIs from LA and Europe, among them the USAC. As a result of the project, the USAC approved a policy of inter-culturality. Other examples were the ALFA III projects EQUALITY and MISEAL, and the EM project AMIDILA.
<b>JC 52</b> Equitable access to resources for HEIs, especially those suffering from former disadvantage	N. A. in Guatemala

#### 3.5.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC51	
Steps have been taken either by HEIs or government – preferably both – to increase access to HE for vulnerable and/or under-represented groups	In Guatemala, interviews confirmed the hypothesis. The HEIs have taken different measures to increase access for vulnerable and/or under-represented groups. Establishing regional university centres in rural areas with a high percentage of indigenous population contributes to increasing the access to HE for vulnerable and/or under-represented groups. At least USAC, U. Landívar and U. del Valle de Guatemala opened regional centres, Landivar in co-operation with a Member State (Germany), which contributed several million Euros. As mentioned before, the general development co-operation of the EU and of Member States contributed to strengthening of a socio-politic climate which induced HEIs to address the issue of access of vulnerable groups to HE.



These outcomes were influenced to some extent by EU-funded programmes	The interviews at HEIs suggest that thanks to the EU-funded programmes on the one hand, and a contribution of Member States on the other, positive influence towards more inclusiveness has been exerted.
JC52	
Where it is possible to identify HEIs suffering from former disadvantage, reforms have been made to support them; and/or that these HEIs have improved their access to resources	N.A. in Guatemala In Guatemala, it is difficult to identify HEIs suffering from former disadvantage, because the great majority of HE institutions founded in remote or marginalised areas of the country were branches or regional centres of the public USAC or of the private universities (like U. Rafael Landívar) ( see the list of regional HE centres in annex 3). If these centres had budget constraints, this was more an issue of the central administration and the main campus of the mother institution than a matter of political exclusion of the given region.
These outcomes were influenced to some extent by one or more EU programme	N.A. in Guatemala Both programmes (ALFA and EM) offered special conditions for HEIs in disadvantaged regions. Some regional centres, located in areas with an important concentration of indigenous people (among others, the USAC campus CUNOC in Quetzaltenango; as well as regional campi of the U. Landívar) participated in the programmes.

### 3.6 EQ 6 on responsiveness to labour market need and brain circulation

#### 3.6.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?</i>	
<b>JC 61</b> Strengthened institutional set-up in the HEIs to respond to labour market needs in specific professional qualifications	Interviews in Guatemala provided sound evidence. There were several examples, induced by the ALFA or EM projects, where curricula reforms and other measures contributed to a better response of the graduates to labour market needs. The ALFA III USO+I project contributed to curriculum innovation in Engineering Science at USAC. The U. del Valle de Guatemala introduced student's apprentices in enterprises, where small teams of students work on an innovation project which could be introduced in the company. The Eureka project, which contributed to creating a Master study course in management for "mini-pymes" (very small enterprises). At a more general level, the ALFA PUENTES project, which aimed at establishing a Qualification Framework at the participating HEIs, contributed to making the qualifications of the graduates more transparent for employers and the labour market in general.
<b>JC 62</b> Increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries	All the students who benefitted from an EM funded study phase in Europe asserted that their period abroad in Europe had clearly increased their employability; in some cases there was a direct relationship between rapid employment and the study experience abroad.
<b>JC 63</b> Enhanced internationalisation of HEIs and individuals in partner countries	Almost all interviewees concluded an enhanced internationalisation of their respective university, although to a limited extent due to the moderate participation of Guatemalan HEIs in EU-HE programmes. The same applies for individuals (students or staff), were again, only a few could participate. At U. Landívar, starting with the student and staff mobility funded by EM projects, the number of students who benefitted from a study abroad period increased considerably (from 69 students in 2009 to 737 students in 2014 – this number includes EM grantholders as well as scholarship holders from other donors). Some of the EM Alumni are considering applying for a postgraduate study in Europe (they would be examples for brain circulation). One EM Alumna got a job in the accounting department of a multinational company due to the fact that she had got a European Master's degree in accounting, which was taught in English (in Antwerp, Belgium).

#### 3.6.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC61	
Steps have been taken by HEIs to increase their ability to respond to labour market needs in their study programmes at the professional level	The ALFA project USO+I (with USAC as Guatemalan partner) contributed to Engineering study courses better responding to the labour market needs. The Regional University Centre CUNOC of Quetzaltenango, a region with a high percentage of indigenous population, was particularly involved in the project). At a more general level, the survey, which was conducted in the framework of the ALFA Tuning AL project with employers and graduates in 18 countries of Latin America, contributed to defining the generic and specific competencies for 15 disciplines. The results are being used in HEIs of the whole region as a reference for curricular innovation.
Outcomes were influenced to some extent by one or more EU programme	Yes, no doubt.
JC62	
HE graduates, both from the EU-supported programmes and from institutions strengthened by the programmes, have been helped to find professional positions corresponding to their qualifications	The great majority of the EM Alumni which had a study abroad experience in Europe (both undergraduates and graduates), informed that after their return to Guatemala they got job offers which they would not have received without the experience abroad - a clear increase of their employability.
JC63	
HEIs have become more internationalised in the sense of acquiring the ability to establish links and participate in networks whose continuation is not dependent on the EU-supported programme that fostered them	Several ALFA III and EM projects contributed to strengthening internationalisation at Guatemalan universities, explained interviewees at almost all visited HEIs. The ALFA III project INCA directly addressed internationalisation through strengthening Offices of International Relations at the participating Central American universities. Some of the networks continue to exist and function without EU funding. A good example is the INCA network, alive and active for years without EU-funding, promoting internationalisation at HEIs of Central America.
Students and academics taking part in the mobility programmes have moved on from the country where the programme took them	The interviews confirmed the importance of the mobility through EM projects both at the individual and institutional level. At some universities, student and staff mobility increased significantly.

### 3.7 EQ 7 on intra-regional harmonisation

#### 3.7.1 Findings

<i>To what extent has EU support to HE strengthened intra- and inter-regional integration in HE?</i>	
<b>JC 71</b> Strengthened inclusive regional co-operation on harmonisation	Fostered by CSUCA, Central American HEIs (especially the public ones) have been committed for decades to a process of inclusive regional co-operation in harmonisation of their academic frameworks. Although intense efforts were made, the process has been slow. ALFA Tuning AL and ALFA PUENTES contributed significantly to this regional integration process. (Interview with the Secretary General of CSUCA).  An example is the Qualification Framework for HE in Central America MCESCA, result of the ALFA PUENTES Project. Today, it is playing a crucial role in the efforts to strengthen academic harmonisation in CA. The EU continues supporting these efforts through the follow up project ERASMUS+ "HICA".
<b>JC 72</b> Advanced standardisation of HE at regional level	Again, CSUCA (through its member universities) is promoting a standardisation, inter alia, of the academic framework (especially a general qualification framework), and of students' credits. The ALFA III project ALFA PUENTES contributed to these objectives, and the Erasmus+ project HICA continues on the same line (but is out of the scope of this evaluation). The process is clearly fostered by the EU support in recent years, although some EU Member States more than a decade before began to co-operate in order to build up a regional Quality Assurance system.  In a more general way, the participation in Erasmus Mundus mobility schemes fostered university agreements between the participating Guatemalan HEIs and

	their European partners regarding the recognition of study credits abroad. But it is difficult to assess an advanced standardisation of HE at regional level, beyond the EM networks.
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### 3.7.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC71	
EU support to HEI contributed primarily to the widening and strengthening of HE networks between Europe and partner regions and to a lesser extent within regions	The hypothesis is only partially correct. The Central American (public) HEIs have, due to the CSUCA, a “natural” regional network which is functioning since decades. Additionally, the successful ALFA PUENTES Project clearly fostered the intra- and inter-regional interaction and co-operation between existing institutional networks in South America (AUGM Asociación de Universidades Grupo Montevideo – mainly of Mercosur countries), the CONSUAN (Andean countries) and CSUCA (Central America). At the same time, the project also enhanced co-operation at the inter-regional level, i.e. with the European Universities Association (EUA).
Among the five programmes, ALFA and Tempus had the most comprehensive approach towards establishing and fostering regional dialogues on harmonisation	In Guatemala, interviews confirmed the hypothesis for ALFA III. This programme emphasised the intra-regional dialogue on harmonisation. Tuning AL, ALFA PUENTES, INCA and several other projects (ALFA, but also EM) were mentioned.
With some exceptions (most prominently perhaps Central Asia), the EU did not make a strong contribution towards inter-governmental dialogues on HE in partner regions	In principle, the hypothesis is correct. No country specific dialogue of the EU in HE is on-going in Guatemala or neighbouring countries. It is also difficult to assess a real HE policy dialogue with Central America, although CSUCA would be a good partner. The bi-annual EU-Latin American summits always mention HE as an important area of co-operation, but in general, in their aftermath, EU’s offers did not go further than the programmes like ALFA III and EM, which were created years before. In addition to the participation of HEIs, CfPs of Erasmus+ for structural projects require also participation of governments (Ministries of Education) and other sectors. For this reason, the Erasmus+ “HICA” project – to a certain degree, a follow up project of ALFA PUENTES, in which six Central American countries and CSUCA continue elaborating the regional Qualifications Framework in HE – contributes somehow to a regional inter-governmental dialogue (the HICA-E+ project is, however out of the timeframe of this evaluation).
Non-state stakeholders were only systematically engaged in regional dialogues in Latin America and to a lesser extent in Eastern Africa	Interviews in Guatemala confirmed the hypothesis with regard to Latin America. The ALFA programme promoted university networks with Latin American and European partners. As the number of LA partners had to double the Europeans, the programme’s design fostered intra-regional dialogue.
JC72	
HEIs which have entered into a kind of more structured partnership with incipient co-operation towards a mutual recognition of degrees and associated qualifications, have done so primarily as result of a “networking spirit” (particularly in Latin America)	The country visit to Guatemala confirmed the hypothesis: especially ALFA III fostered not only regional dialogue, but also intra-regional co-operation directed to mutual recognition of degrees and associated qualifications. This happened primarily as a result of a “networking spirit” and not as an imitation of European models. However, it was the “friendly environment” created by the different ALFA projects which stimulated the “network spirit” mentioned. A very good example is the ALFA III Tuning AL project (probably an example for good practices).
Number and scope of partnerships among HEIs in all regions has been increasing but this does not	The hypothesis was confirmed in Guatemala. In the last decade, the number and scope of partnerships

necessarily translate into a growing number of formal agreements on the mutual recognition of degrees and other qualifications	increased significantly (through, inter alia, the ALFA and EM programmes), but formal agreements on mutual recognition of degrees were signed to a much lesser extent. Obviously, as established in the guidelines as a condition to participate in the academic exchange, within the framework of EM the partner institutions agreed on a transcript of records and a learning agreement which was recognized by the home university after return. But the step from an EM mobility project and its specific framework to a general agreement on mutual recognition was more an exception than the rule.
While in some cases joint or collaborative degree programmes have been established, the EU has not systematically contributed to such programmes within regions	The hypothesis was confirmed in Guatemala: the EU has not contributed <i>systematically</i> to such intra-regional programmes. There is a certain inconsistency in the programme designs of ALFA III and EM (and later E+): ALFA III explicitly fostered intra-regional dialogue. When, as a result of an successful ALFA III project, the participating universities created a joint or collaborative degree programme and applied for scholarships through an EM (now E+) project, a EU designed restriction applies: the E+ project does not allow intra-regional student mobility, only inter-regional mobility (from LA to Europe and vice versa). ALFA III enhanced intra-regional dialogue, but (EM and) E+ mobility guidelines hinder it, even when the E+ project is a follow up of a successful ALFA network.

### 3.8 EQ 8 on modalities and instruments

#### 3.8.1 Findings

<i>To what extent have the various instruments, aid modalities and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?</i>	
<b>JC 81</b> Responsiveness of the instruments and aid modalities to the national and regional context in partner countries	The interviews gave no evidence for the JC, because no Guatemalan HEI was a co-ordinator. The participating universities received their share of the funding through the co-ordinating university. No serious complaints were expressed.
<b>JC 82</b> EU support has been delivered in a timely fashion, minimising costs for all parties involved	In Guatemala, there was no direct evidence, because no ALFA or EM project was co-ordinated by a Guatemalan university. Therefore, EU-support was delivered through the co-ordinating (in most of the cases) European HEI. The interviews at HEIs did not reveal serious problems with the financial arrangements. Some student beneficiaries informed that it took some time in the host country to open a bank account. They recommended not to rely on the scholarship payment in the first 1 or 2 months, but rather have own savings to fund the first 4 to 10 weeks.

#### 3.8.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC81	
Regional programmes in HE meet the needs of HEIs in the participating partner countries	Interviews in Guatemala confirmed the hypothesis: regional programmes meet the needs of HEIs in partner countries. They aim at, inter alia, networking, internationalisation, academic exchange, benchmarking, and this can be best achieved through regional programmes in HE.
EU support via regional programmes (channelling the aid delivery directly to a university consortium) fosters ownership of participating HEIs	Interviews in Guatemala confirmed the hypothesis. The HEIs which had participated in ALFA III or EM projects made clear that they felt strong project-ownership because they could participate on the basis of equality of partners.
JC82	
Project leaders of a university consortium in regional programmes like ALFA III, Edulink and the Intra-ACP	No evidence in Guatemala because there was no project leadership of a Guatemalan HEI.

Academic Mobility Scheme are excessively charged with administrative burden, partly related to the strict administrative procedures at the EU operational level	
HEIs in partner countries generate synergy effects using different EU aid delivery modalities	In Guatemala no evidence was found to confirm or reject the hypothesis.

### 3.9 EQ 9 on coherence and synergies

#### 3.9.1 Findings

<i>To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?</i>	
<b>JC 91</b> Coherence of DEVCO-financed HE support with relevant EU policies and strategies	No evidence found in Guatemala. DEVCO-finances HE support through regional and worldwide programmes ALFA and EM (and E+). Therefore, it is difficult to assess its coherence with relevant EU policies and strategies, which in general are bilateral and based on dialogue with the respective partner-countries.
<b>JC 92</b> DEVCO-financed programmes are mutually reinforcing	In principle, the ALFA III and the EM programme reinforced themselves mutually. But, as mentioned above, a joint or collaborative Masters or PhD Programme build up by Latin American and European partners as a follow-up of an ALFA III project does not allow for intra-regional (intra-Latin American) student exchange.
<b>JC 93</b> Systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States	There was little evidence in Guatemala – due to the fact that HE is not a focus of the bilateral EU co-operation with the country. In the briefing meeting, the EUD informed that they receive and disseminate only very general information about EU programmes in HE, i.e. requirements, deadlines etc. Both the meeting at the EUD and meetings with Member States representatives confirm that systematic activities to create synergies and complementarity between EU and MS support in the area of HE were not undertaken so far.
<b>JC 94</b> EU plays an active role in co-ordination mechanisms with EU Member States in the field of HE	As HE is not an area of bilateral support of the EU in Guatemala, there is no evidence of an active role of the EU in co-ordination mechanisms with EU Member states.

#### 3.9.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC91	
The EU took for granted a homogenous approach to HE education which was shared by all major stakeholders involved in the design and implementation of the EU's support to HE.	From Guatemala no direct evidence. But it is true that interviewed university stakeholders shared the overarching goals expressed in the CfPs for ALFA III and EM (and E+).
JC92	
Operational linkages among programmes (and projects under different programmes) were limited, resulting in missed opportunities to create synergies	In the field visit to Guatemala, the hypothesis was implicitly confirmed. As mentioned in JC 72 findings, point 4 and in JC 92 findings, the programme design of ALFA encouraged intra-regional dialogue (although academic mobility as such was not foreseen), while EM (and E+) did not allow for intra-regional student mobility. This could be seen as a missed opportunity of synergies between the programmes.
Synergies and coordination between regional and bilateral interventions in HE existed only to a limited extent because in most partner countries HE was only covered through regional support	The hypothesis was confirmed in Guatemala, with the exception of the regional EU Projects PRESANCA II and PRECISAN on food security, where synergies were created due to a close co-operation of the project co-ordinators with HEIs and the CSUCA (see above, EQ 1, JC 11, evidence, where the project is described more extensively).
JC93	
No systematic efforts were made to create synergies between EU and MS interventions during the 2007-2013 period	The hypothesis seems to be correct, no contradicting evidence was found in Guatemala. However, some Member States co-operated with

	<p>Central American countries for many years. The creation of a Quality Assurance system in Central America was mainly the result of joint efforts of MS, CSUCA, the associated HEIs and (although to a lesser extent) the Central American governments. Years later, and building up on these previous achievements, some ALFA III and EM projects continued working with CSUCA and its member HEIs on Quality Assurance, a Central American Qualification Framework and Student's credits.</p> <p>But there is no evidence of systematic efforts to create synergies between EU and MS.</p>
<p>Attempts at joint programming between the EU and MS have only been made in the very recent past, but are still limited to a very small number of examples</p>	<p>No evidence in Guatemala for such attempts.</p>



## 4 Conclusions

The CSP for Guatemala and the RSP for Central America do not consider EU support to HE education as a priority, neither in the bilateral EU-Guatemala cooperation nor in the sub-regional co-operation with regard to EU-Central America relations. Therefore, EU support to HE was channelled almost exclusively through the regional ALFA III programme (with 18 Latin American countries eligible) and the Latin American and the Central American Lots of the global Erasmus Mundus programme (from 2014 on ERASMUS+)<sup>6</sup>. There were some exceptions: in the regional development co-operation, in a few EU projects like Presanca II and Precisan, related to food and nutritional security in border areas with vulnerable groups, Central American HEIs and the CSUCA had an active role as knowledge providers and project executers.

Within the framework of the EM programme, the evaluation covered only action 2 strand 1 and action 1 heading 4 Mobility.

### 4.1 Main conclusions at the country level

One of the overarching governmental development goals in Guatemala is to foster social inclusion, particularly of the indigenous population that mostly lives in disadvantaged rural areas. This population represents roughly 40 % of the country's inhabitants but two thirds of the poor in Guatemala. The EU development co-operation, as well as the general co-operation of Member States, pays special attention to this issue. As there is no bilateral co-operation in the field of HE agreed between the EU and Guatemala, the co-operation in HE was channelled through the regional programme ALFA III and the Latin and Central American Lots of the global EM programme (since 2014 Erasmus+). Particularly ALFA III, but (although to a lesser extent) also Erasmus Mundus, focused on interventions aiming at social inclusion of vulnerable and/or marginalised groups, and, additionally, encouraged HEIs of less developed countries in Latin America to participate. This transversal, overarching goal of the ALFA programme is perfectly aligned with the general EU development co-operation with Guatemala, aiming at social inclusion, and also with the country's development priorities. The EM programme had an important percentage of scholarships earmarked for students coming from vulnerable groups (TG3). Most of the ALFA and EM projects in which Guatemalan HEIs participated, focused on topics like social inclusion, academic quality assurance, curriculum reforms, as well as on academic mobility as a means of contributing to internationalisation, networking and benchmarking. The topics of the projects mainly are coherent and pertinent with regard to the partner country's needs. However, comparing Guatemala's needs with the number of beneficiaries of the programmes, the impact of EU support in HE was only limited.

Before entering in the individual EQs, a few remarks related to some obstacles which hinder a more dynamic development and reform process of the Guatemalan HE system should be mentioned:

- Guatemala belongs to a group of very few countries of extremely low taxation. The percentage of the state tax revenues is roughly 10 % of the GDP. Consequently, the Guatemalan state and Government are not in the position to finance greater efforts in poverty reduction, although poverty and extreme poverty affect a high percentage of the population, particularly indigenous people in rural areas. The low tax income of the Government also affects negatively education in general and HE in particular (with only one state university, the Universidad de San Carlos de Guatemala USAC).
- One main issue of the HE System of Guatemala is the almost total absence of an HE national policy which establishes the country's priorities and strategies in HE. There is no Government entity empowered to do so, and the state university of the country's only public university, USAC, has only little influence on private HEIs. However, as an evidence gained from the interviews held at the individual HEIs (USAC, Landívar, Galileo, U. del Valle), most of them not only were aware of the country's development needs, but had also developed their own master plans aiming at contributing to the

<sup>6</sup> the evaluation covers only action 2 strand 1 and action 1 heading 4 Mobility of Erasmus Mundus.



country's priorities. USAC, Landívar and U. del Valle have established regional centres in rural areas with predominant indigenous population.

- The country's public HEI, Universidad San Carlos de Guatemala, is engaged in the regional HE integration process co-ordinated by the Central American University Council CSUCA, while the Jesuit Universidad Rafael Landívar takes part of a consortium of Jesuit Universities, to which in Central America namely belong the Universidad Centroamericana UCA, Managua, Nicaragua, and the Universidad José Simeón Cañas, San Salvador, El Salvador. These Jesuit HEIs work closely together.

In principle, the absence of an explicit national HE policy and, derived from it, of specific country policies and priorities in HE could pose a major problem for EU's HE support to Guatemala and its alignment with the national policies and priorities. However, the problem diminishes due to the fact that no bilateral co-operation in HE is agreed with Guatemala, while the regional HE co-operation programme (ALFA III) and the Latin American regional windows of the programme Erasmus Mundus (and their successor Erasmus+) show a country-unspecific, though flexible, design, which allows for the different HEI networks funded by one of the programmes to define their own development goals (for a single HEI or aiming at reform processes at HE system level). The interviews showed that the Guatemalan HEIs, particularly the private ones, managed to make an efficient use of the EU support, leveraging the impact through significant reform efforts of its own.

## 4.2 Conclusions per EQ

Table 2 Conclusions per EQ

<b>EQ 1</b>	To what extent has EU support to HE promoted the overall development policy objectives of the EU?	<p>Interviews and findings revealed that EU support to HE in Guatemala was in line with the overall EU commitments and development policies, despite the fact that Higher Education was not part of the bilateral co-operation which would have been agreed with the Guatemalan government. A positive example was a regional Master's course which was established as a "joint venture" of Central American HEIs and the Council of Central American Universities CSUCA on the one hand and a bilateral project EU-Central America (including Guatemala) on Food and Nutritional security for vulnerable groups in border regions on the other.</p> <p>The interviews at HEIs provided evidence that the ALFA III and EM projects contributed – though often in a very concrete way, sometimes at a grass root level – to the overall objectives of the EU's development policies, inter alia, socio-economic development, social inclusion and intercultural understanding.</p> <p>Several examples of good practices were found regarding linkages between EU support to HE and EU's general development goals, like a positive impact on employability through academic mobility (EM programme projects) and through curricula reforms, internationalisation, Quality Assurance (ALFA programme projects). Nevertheless, it remains difficult to explain how exactly EU support to HE contributes to a broader socio-economic development.</p> <p>It seems that during the evaluation period there has been no evolution of the EU approach to the EU support to HE, except for minor adaptations on a more individual basis.</p>
<b>EQ 2</b>	To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?	<p>Despite the fact that an explicit HE policy does not exist in Guatemala (and neither do HE priorities or strategies, due to the absence of a governmental entity responsible for the area), the interviews provided some evidence for an alignment of the individual ALFA and EM projects in which the interviewees participated, with Guatemala's and regional priorities.</p> <p>Erasmus Mundus mobility supported students and staff from regional university centres in Guatemala located in rural areas (usually with a high percentage of disadvantaged indigenous population). EM contributed to social inclusion of vulnerable groups, which is a priority in Guatemala's and the region's development goals.</p>
<b>EQ 3</b>	To what extent has EU support to HEIs in partner countries contributed to enhancing management,	<p>The field phase in Guatemala provided evidence particularly for improved teaching and learning at the participating universities; but also, although to a lesser extent, for the improvement of management and research. The ALFA INCA project contributed directly to the establishment or</p>

	teaching, learning and research?	<p>consolidation of Offices for International Relations at the participating HEIs (improving management). A network that co-operates to deepen internationalisation was established, which continues to be alive years after EU funding finished.</p> <p>Most of the ALFA and EM projects dealt with the improvement of teaching and learning, Examples of successful projects were ALFA Tuning AL, ALFA PUENTES, ALFA USO+I, which contributed to curricula reform based on students' competences. A few projects fostered also research activities, although in most cases the aim was to create research friendly environment at a single HEI.</p> <p>In Guatemala, EU support to HE contributed, inter alia, to a deepened understanding of the European Bologna Process, an example of good practices. Many of elements of Bologna are considered very useful for the on-going reform debate and reform processes in Latin America but the Bologna Process is not considered as a given model which has to be followed strictly or blindly.</p>
<b>EQ 4</b>	To what extent has EU support contributed to HE reform processes in partner countries and regions??	<p>In Guatemala, it is very difficult to assess reform processes in higher education policy. Simply because no explicit higher education policy or HE priorities exist. Lacking governmental co-ordination, each single HE institution contributes with its own agenda to HE policy. A situation in which the assessment of reform processes at the country level is not easy.</p> <p>The situation is different with regard to the regional level, where the Central American University Council CSUCA plays an important role promoting reform processes with its member universities.</p>
<b>EQ 5</b>	To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?	<p>EU support to HE (through ALFA and Erasmus Mundus) contributed to inclusiveness at the participating HEIs. Project co-ordinators are aware of the problem, particularly with respect to the access of vulnerable and/or marginalised groups to the university. The mobility to Europe of students coming from the regional university centres within the EM framework is a very good example of joint efforts and concrete steps towards social inclusion. The interviewed EM Alumni explained enthusiastically how the stays at European universities opened their minds for intercultural understanding, but at the same time markedly improved their opportunities on the labour market.</p>
<b>EQ 6</b>	To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?	<p>Interviews in Guatemala gave the evidence that ALFA and Erasmus Mundus projects, in which Guatemalan HEIs participated, contributed to a better responsiveness to labour market needs, both at the individual as well as the institutional level (curricula reforms within ALFA projects USO+I, ALFA PUENTES, and ALFA Tuning AL, and student and staff mobilities in the framework of Erasmus Mundus). EM Alumni made it clear that, after returning from Europe, they received significantly better job opportunities. Employers appreciated experience from abroad and opened-minded job candidates.</p>
<b>EQ 7</b>	To what extent has EU support to HE strengthened intra-and inter-regional integration in HE?	<p>In Central America, due to the Central American University Council CSUCA, EU support to HE contributed to strengthening an inclusive intra- and inter-regional co-operation of the participating HEIs. Through the ALFA PUENTES Project a Qualifications Framework was created and it serves now as the basis for curricula reforms.</p> <p>In Central America, the intra-regional dialogue was at least as strong as the inter-regional dialogue with Europe, due to the longstanding co-operation tradition of the member universities of CSUCA.</p> <p>Particularly the ALFA III programme fostered an intra-regional dialogue on reform issues.</p> <p>In Guatemala, the number of university networks increased much more than the number of concrete co-operation agreements on issues like mutual recognition of study credits, joint study courses etc.</p>
<b>EQ 8</b>	To what extent have the various instruments, aid and political dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?	<p>In Guatemala, little evidence was found about the responsiveness to aid modalities and instruments. As no Guatemalan HEI co-ordinated an ALFA or an EM project, there was no experience with the aid delivery methods through EU or EACEA.</p> <p>In general, EU support to HE through regional (or worldwide) programmes that funds university networks met the interests of Guatemalan stakeholders.</p>
<b>EQ 9</b>	To what extent has EU support to HE been coherent in its approach and	<p>In principle, ALFA III and Erasmus Mundus reinforced themselves mutually. But there is a certain inherent incoherence: a joint or collaborative Master's or PhD programme (EM, now E+) which was</p>

implementation and to what extent has it added value to the EU Member States' interventions?

introduced between Latin American and European partners as a follow-up of an ALFA III project, does not allow for intra-regional (intra-Latin American) student exchanges; only student mobility from LA to the EU and vice versa is possible. No evidence was found in Guatemala with regard to an active role of the EU in co-ordination mechanisms with Member States in the field of HE. However, as some Member States play an active role in HE co-operation with Guatemala (one example is Germany, which co-operates through its development co-operation agency GIZ with the U. Landivar in fostering regional university centres in the countryside and through DAAD – German Academic Exchange Service – fostering academic exchange (scholarships for Master- and PhD studies in the region and in Germany) synergy effects occurred, but there is no evidence that this happened due to the efforts of EU (through the EUD) or the MS (in this case, Germany through the German Embassy or one of the agencies mentioned).

## 5 Annexes

### 5.1 Annex 1: Overview of EU-funded key interventions

Table 3 Overview of EU-funded key interventions in the country

Project title	Year	Contracted amount	Desk Study	Coordinating institution	Participating institutions in the country
<b>ALFA III</b>					
ADU-2020: the restructuring of higher education for the 21st century in the expanded field of architecture, design and urbanism	2011-2014	2,158,894	No	Pontificia Universidad Católica de Chile	Universidad de San Carlos
ALFA-PUENTES: Building Capacity of University Associations in fostering LA regional integration	2011-2014	2,753,241	No	Association Europeene de l'université ASBL (Belgium)	Consejo Superior Universitario Centroamericano (CSUCA)
BUILD: Boosting an Entrepreneurial Culture and University-Industry Linkages for Development in Central America	2011-2014	983,744	No	Universidad Católica Santa María La Antigua (Panama)	Universidad de San Carlos Universidad del Valle
CELA - Network of Climate Change Technology Transfer Centres in Europe and Latin America	2010-2013	1,249,112	Yes	Hochschule Fur Angewandte Wissenschaften Hamburg (Germany)	Universidad Galileo
Equality-Strengthening women leadership in Latin American HEIs and society	2011-2014	1,848,460	No	Instituto Tecnologico de Costa Rica	Universidad del Valle de Guatemala
ESVI-AL Educación superior virtual inclusiva-América Latina: mejora de la accesibilidad en la educación superior virtual en América Latina	2011-2014	1,250,000	No	Universidad de Alcalá de Henares (Spain)	Universidad Galileo
INCA: Promotion of Internationalisation in Central America	2008-2011	807,396	No	Universidad de Alicante (Spain)	Universidad de San Carlos Universidad del Valle de Guatemala
INFOACES: Sistema Integral de Información sobre las Instituciones de Educación Superior de América Latina para el Área Común de Educación Superior con	2011-2014	1,943,473	No	Universidad Politecnica De Valencia (Spain)	Universidad de San Carlos
JELARE: Joint European-Latin American Universities Renewable Energy Project	2009-2011	1,199,997	Yes	Hochschule Fur Angewandte Wissenschaften Hamburg (Germany)	Universidad del Istmo
MISEAL: Medidas para la inclusión social y equidad en instituciones de educación superior en América Latina	2012-2014	2,448,921	Yes	Freie Universität Berlin (Germany)	FLACSO-Guatemala
PILA Network (Latin American Intellectual Property Network)	2008-2011	2,168,394	No	Fundación General de la Universidad de Alicante (Spain)	Universidad de San Carlos
Red Eurocentroamericana para la Mejora de la Sostenibilidad y Calidad de las Mipymes: Área de Conocimiento y Programa Formativo Común de Postgrado – Red	2011-2014	973,012	No	Universidad Carlos III de Madrid (Spain)	Universidad de San Carlos

RELETRAN: Red Latinoamericana-Europea de trabajo social transnacional	2012-2014	965,409	No	Alice-Salomon-Fachhochschule Berlin (Germany)	Universidad de San Carlos
RIAIFE3: Programa Marco Interuniversitario para una Política de Equidad y Cohesión Social en la Educación Superior	2010-2013	2,836,148	No	Cooperativa De Formação E Animação Cultural / Universidade Lusófona De Humanidades E Tecnologias (Portugal)	Centro Universitario De Occidente, Universidad De San Carlos De Guatemala (Cunoc Usac)
SUMA: Towards Sustainable Financial Management of Universities in Latin America	2011-2014	2,330,288	No	Universidad Industrial De Santander (Colombia)	Universidad del Valle de Guatemala
Tuning: Innovación Educativa y Social	2011-2014	2,574,338	Yes	Universidad De Deusto (Spain)	Universidad de San Carlos Universidad del Valle Universidad Rafael Landivar
USO+I: Universidad, Sociedad e Innovación. Mejora de la Pertinencia de la Educación en las Ingenierías de Latinoamérica	2008-2012	826,677	No	Universidad de Alcalá de Henares (Spain)	Universidad de San Carlos
<b>Erasmus Mundus</b>					
L20 - Honduras, Guatemala, Nicaragua, El Salvador, México - L20 Groningen - Central America	2009-2013	3,059,875	No	Rijksuniversiteit Groningen (The Netherlands)	Universidad de San Carlos Universidad Rafael Landivar
L20B - Honduras, Guatemala, Nicaragua, El Salvador, Mexico - L20B Univ Pais Vasco - Central America	2009-2012	3,142,475	No	Universidad Del Pais Vasco (Spain)	Universidad de San Carlos Universidad Rafael Landivar
EU LA LINKS - European Union - Latin America Academic Links (Honduras, El Salvador, Guatemala, Nicaragua, Argentina, Chile, Colombia, Cuba, Mexico)	2012-2016	3,317,025	No	Humboldt Universität Berlin (Germany)	Universidad de San Carlos Universidad Rafael Landivar
LAMENITEC - Latin American Engineering and Information Technologies Network (Honduras, El Salvador, Guatemala, Nicaragua, Argentine, Brazil, Colombia, Mexico)	2012-2016	3,241,775	Yes	Mondragon Unibertsitatea (ES) (Spain)	Universidad de San Carlos
PEACE - Programme for Excellence Academy Cooperation Exchange ( Honduras, El Salvador, Guatemala, Nicaragua, Argentina, Chile, Costa Rica, Uruguay, Panama )	2012-2016	3,299,550	No	Uppsala Universitet (Sweden)	Universidad del Valle de Guatemala
AMIDILA - Academic Mobility for Inclusive Development in Latin America	2013-2017	4,131,500	Yes	Università Di Bologna - Alma Mater Studiorum (Italy)	Universidad de San Carlos
EUREKA - Enhancement of University Research and Education in Knowledge Areas useful for Sustainable Development (EU - Latin America)	2013-2017	4,294,100	No	Carl Von Ossietzky Universität Oldenburg (Germany)	Universidad del Valle de Guatemala
EURICA - EUROpe and latin amerICA: Enhancing University Relationships by Investing in Cooperative Actions	2013-2017	4,329,075	No	Rijksuniversiteit Groningen (The Netherlands)	Universidad de San Carlos

## 5.2 Annex 2: Scholarship holders Guatemala 2007-2014

The table is based on the data available in the EACEA Mobility tool by 05/09/2016 and for therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).

Table 4 Erasmus Mundus Action 2 Strand 1 Mobility table<sup>7</sup>

Target Group 1			Target Group 2			Target Group 3			TG 3	Total
Female	Male	N/A	Female	Male	N/A	Female	Male	N/A		
49	76		9	14		14	24		38	186

## 5.3 Annex 3: List of people interviewed

### EU Delegation

Name	Position	Institution
Annelieze Vanwymelbeke	Unidad de educación y becas	EU Delegation Guatemala
Hermona Kadija	Experta en Gobernanza y Seguridad Ciudadana	EU Delegation Guatemala

### EU Member states

Name	Position	Institution
Calogero Massimiliano Caputo	Agregado comercial	Embajada de Italia en Guatemala
Andrew Tate	Jefe alterno de misión	Embajada Británica en Guatemala
Lilian Cassiede-Yturbide	Encargado de cooperación y acción cultural	Embajada de Francia en Guatemala,
Luis PUENTES del Barrio	Responsable de programa	Embajada de España en Guatemala
Luis Enrique López Hurtado	GIZ Office Guatemala	On behalf of the German Embassy GIZ - Cooperación alemana para el desarrollo

### Government and parastatal institutions

Name	Position	Institution
Armando Gabriel Pokus Yaquián	Secretario Nacional	Secretaría Nacional de Ciencia y Tecnología de Guatemala, SENACYT
Vanessa Ramos	Directora de cooperación internacional	Secretaría Nacional de Ciencia y Tecnología de Guatemala, SENACYT
Esmeralda Rosas	Directora de Becas	Secretaría de Planificación y Programación de la Presidencia, SEGEPLAN
Evelyn Pérez	Información de becas	Secretaría de Planificación y Programación de la Presidencia, SEGEPLAN

### Universities / Research organisations / HEI Associations

Name	Position	Institution
Juan Alfonso Fuentes Soria	Secretario General	Consejo Superior Universitario Centroamericano CSUCA

<sup>7</sup> The table is based on the data available in the EACEA Mobility tool by 05/09/2016 and for therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).



<i>Name</i>	<i>Position</i>	<i>Institution</i>
Axel Popol	Director General de Docencia	Universidad de San Carlos de Guatemala USAC
Carlos Granados Posadas	Director de la Coordinadora de Cooperación y Relaciones Internacionales	Universidad de San Carlos de Guatemala USAC
María Teresa Molina Santos	Encargada de cooperación internacional, Coordinadora de Cooperación y Relaciones Internacionales	Universidad de San Carlos de Guatemala USAC
Blanca Luz Fuentes	Encargada de Gestión y Vinculación, Coordinadora de Cooperación y Relaciones Internacionales	Universidad de San Carlos de Guatemala USAC
Michel Del Cid	Encargada de Gestión de proyectos de cooperación académica, Coordinadora de Cooperación y Relaciones Internacionales	Universidad de San Carlos de Guatemala USAC
Emilio García	Encargado de la unidad de becas Coordinadora de Cooperación y Relaciones Internacionales	Universidad de San Carlos de Guatemala USAC
Leonardo Fajardo	Encargado de Cooperación Nacional y enlace con unidades académicas. Coordinadora de Cooperación y Relaciones Internacionales	Universidad de San Carlos de Guatemala USAC
Gerardo Arroyo Catalán	Director General de Investigación	Universidad de San Carlos de Guatemala USAC
Julio Cesar Díaz Argueta	Director del Sistema de Estudios de Posgrado	Universidad de San Carlos de Guatemala USAC
Jenifer Marini	Encargada de asuntos internacionales del Sistema de posgrado.	Universidad de San Carlos de Guatemala USAC
Fernando Cajas	Director del Instituto Tecnológico del sur Proyectos ALFA RIAIPE3 y USO+I.	Universidad de San Carlos de Guatemala USAC
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Latin America and the Caribbean Region). Pdf document

<http://www.worldbank.org/en/country/guatemala/overview>

#### 5.5 Annex 5: List of Guatemalan universities

Universidad de San Carlos de Guatemala, founded in 1676 (public university).

The USAC has 22 Regional University Centres, according to the 22 Departments of the country. Regional Centres of the USAC founded in 2007 or later are:

Centro Universitario de Baja Verapaz

Centro Universitario de Jutiapa

Centro Universitario de Zacapa

Centro Universitario de El Progreso

Centro Universitario de Chimaltenango

Centro Universitario de Totonicapán

Centro Universitario de Sololá

Centro Universitario de Quiché

Centro Universitario de Sacatepéquez

Centro Universitario de Retalhuleu

The private universities are:

Universidad Rafael Landívar (1961), with its regional centres Campus La Verapaz, Campus Huehuetenango, Campus de Quetzaltenango, Campus Quiché, Campus Zacapa; and its sites La Antigua, Escuintla, Jutiapa

Universidad del Valle (1966), with two regional centres: Santa Lucia Cotzumalguapa and Sololá

Universidad Mariano Gálvez (1966),

Universidad Francisco Marroquín (1971),

Universidad Rural (1995),

Universidad del Istmo (1997),

Universidad Panamericana (1998),

Universidad Mesoamericana (1999),

Universidad Galileo (2000),

Universidad San Pablo (2006),

Universidad Internaciones (2009),

Universidad de Occidente (2010),

Universidad Da Vinci de Guatemala (2012),

Universidad Regional de Guatemala (2014).





# **Evaluation of the EU development co-operation support for higher education in partner countries (2007-2014)**

**Country Note – Kenya  
Patrick Spaven | Violet Matiru**

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## **Evaluation of the EU Development Cooperation Support to Higher Education in Partner Countries 2007-2014**

This evaluation was commissioned by the Evaluation Unit of the  
Directorate General for International Cooperation and Development (European Commission)

*The opinions expressed in this document represent the authors' points of view  
which are not necessarily shared by the European Commission  
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## List of Acronyms

ACP	Africa, Caribbean, and Pacific Group of States
ADB	African Development Bank
ANIE	African Network for Internationalisation of Education
CHE	Commission for Higher Education
COMESA	Common Market for East and Southern Africa
CUE	Commission for University Education
CUEA	Catholic University of East Africa
DAAD	Deutscher Akademischer Austausch Dienst (German Academic Exchange Service)
DFID	Department for International Development
DG DEVCO	Directorate-General for International Cooperation and Development
DG R&I	Directorate-General for Research and Innovation
DG RTD	Director-General Research and Technological Development
DVC	Deputy Vice Chancellor
EAC	East African Community
EDF	European Development Fund
EM	Erasmus Mundus II Action 2
EUD	European Union Delegation
GOK	Government of Kenya
HE	Higher Education
HEI	Higher Education Institution
HELB	Higher Education Loans Board
Intra-ACP	The Intra-African, Caribbean, and Pacific Academic Mobility Scheme
IUCEA	Inter University Council for East Africa
JKUAT	Jomo Kenyatta University of Agriculture and Technology
KU	Kenyatta University
MDGs	Millennium Development Goals
MoEST	Ministry of Education, Science and Technology
MoU	Memorandum of Understanding
PAU	Pan African University
PAUSTI	Pan African University, Institute of Basic Science, Technology and Innovation
RDE	Research, Production and Extension
RUFORUM	Regional Universities Forum for Capacity Building in Agriculture
STEM	Science Technology Engineering and Maths
Tuning Africa	African Higher Education Harmonisation and Tuning Project
UoN	University of Nairobi
VC	Vice Chancellor
WB	World Bank

## 1 Introduction

### 1.1 Purpose of the note

This note is framed within the field phase of the evaluation. Prior to this phase, an inception phase, aiming at developing the evaluation framework (reconstruction of the EU's intended intervention logic of its support to HE in partner countries and definition of the Evaluation questions (EQs)), and a desk phase, aiming at giving a preliminary answer to the EQs and at proposing the list of countries to be visited, were developed. From a long list of 45 countries selected in the inception phase for a desk analysis, 13 were further selected for a more detailed analysis. Out of these, 8 countries were selected for the field phase.

The field visits have the following objectives:

- To complete the data collection in order to answer the agreed evaluation questions;
- To validate or revise the preliminary findings and hypotheses formulated in the desk report;
- To assess whether there is need for further research and interviews to prepare the final note, and in particular the conclusions and recommendation chapter.

Therefore, the present country note cannot be considered a country evaluation but rather one of the inputs for the elaboration of the final report. It is aimed at providing country specific examples on a set of issues that are relevant for the worldwide exercise.

The field visit to Kenya was undertaken from 20 to 24 June 2016 with Patrick Spaven as the leader of the mission and by Violet Matiru as the country-based expert.

### 1.2 Reasons for selecting Kenya for the field phase

Table 1 Criteria for selection of the country

Country	Criteria for selection	Major HE programme	Remark
Kenya	<ul style="list-style-type: none"> <li>Kenya has been covered by a desk phase regional case study through its participation in Edulink (the largest one in ACP), but information gaps exist. It is also a partner in Erasmus Mundus and in the Intra-ACP Academic Mobility Scheme (including some of the partnerships covered by the Southern African case study, where information gaps exist).</li> <li>Recent academic research identified a number of significant challenges facing HE in Kenya: Massification; overcrowding; ever-growing demand; erosion of the non-university sub-sector due to acquisitions and takeovers by public universities in search of space; insufficient/declining public funding; curricula that are not responsive to modern-day needs of the labour market; declining quality; lack of basic laboratory supplies and equipment; crumbling infrastructure; poorly equipped/stocked libraries; poor governance; rigid management structures.</li> <li>Kenya received high support from multi-lateral and bi-lateral donors.</li> <li>Kenya is a hub for networking in African HE thanks to the EU's thematic programmes.</li> </ul>	Edulink, Intra-ACP Academic Mobility Scheme, Erasmus Mundus	<ul style="list-style-type: none"> <li>Substantial participation in EU-funded programmes, but effectiveness and impact need to be explored.</li> <li>Kenya has been partially surveyed through an Edulink Eastern Africa desk study but it has not been covered by any other recent major evaluation of EU support to HE.</li> <li>The Kenyan case allows gathering evidence for all EQs.</li> </ul>

### 1.3 Data collection methods used (including limits and constraints)

Preparation for the country mission started with a review of all available desk based information. A long list of stakeholder institutions was drawn up, bearing in mind the relevant evaluation questions, judgment criteria, hypotheses to be tested and information gaps. This

was then matched to the feasible logistics of a one-week visit. A programme was constructed which consisted mainly of institutions in the Nairobi area, but also two in the Rift Valley: Egerton and Moi Universities.

Letters requesting interviews were delivered by hand to target institutions – the required protocol - in the Nairobi area, and by courier to Egerton University in Njoro. Inevitably the programme had to be adjusted to accommodate people's availability, but all institutions targeted were either visited or interviewed by phone. The Moi delegation opted to meet in Nairobi. Ten institutions were visited. Three individuals representing institutions were subsequently interviewed by phone. The EUD was debriefed through a short summary note.

Interviews were semi-structured, each conducted around a set of evaluation questions, judgment criteria, and hypotheses. The sets overlapped substantially but differed according to the type of institution. HEI's interviews centred mainly on their experience with Erasmus Mundus Action 2, Edulink, and Intra-ACP Academic Mobility Scheme. For early Edulink projects, no representative could be interviewed due to administrative constraints to request official meetings.

## 2 HE context in Kenya

### Higher Education situation in the country

Kenya has experienced accelerating expansion of higher education since independence in 1963. In the 1960s Kenya had a steady enrolment of about 1,000 students in the, then, Nairobi University College – part of the University of East Africa established in 1963. This number gradually increased to 8,900 in 1984, through the additional places offered at the two constituent colleges - Kenyatta and Egerton University Colleges - of what in 1970 became the autonomous University of Nairobi. The 1980s saw Kenyatta and Egerton becoming autonomous universities and the establishment of a new HEI - Moi University – near Eldoret.

Since then the number of HEIs has expanded to 69, among them 33 public<sup>1</sup>. 70% of those public universities were created between 2002 and 2013, mostly by 'middle-level' tertiary colleges being converted into HEIs. Private HE has also expanded steadily. The majority of private universities are small, faith-based institutions, but there are also a small number of larger, secular institutions, such as Strathmore and the United States International universities.

Total enrolment in 2015 was around 500,000. The annual rate of growth in enrolment between 2005 and 2010, for instance, averaged nearly 40%.

Among the drivers of growth, along with the upgrading of middle level colleges, have been

- the switch from a 7-4-2-3 to an 8-4-4 system in the 1990s, doing away with the 'A' Level filter stage;
- periodic double intakes ordered by the government to absorb unmet demand; and
- the dual track policy introduced in 1998 whereby HEIs were enabled to admit self-sponsored students who achieve marks below the Cut-off Point (COP) in the Kenya Certificate of Secondary Education.

These students elect to pay the full cost of attendance – unlike those who achieve marks above the COP whose fees are highly subsidised - in the so-called "Parallel" or Module II" degree programmes. These self-sponsored students are the new majority in Kenya's public universities. The expansion is partly to meet demand but also to contribute to the revenues of the public universities, whose public funding for infrastructure development, staffing and student subsidies has declined significantly per capita over the last two decades<sup>2</sup>.

This tremendous expansion of students means that more and more students are being admitted to institutions that were originally designed to accommodate far fewer students. Quality has suffered, particularly in the branch campuses that have proliferated in small towns. Significant numbers of Kenyans study abroad seeking quality, particularly in the USA,

<sup>1</sup> Aduda, D., (2015) *Flexible Models Have Helped Growth of Higher Education in the Region*. In East African Universities Guide 2015/16. The East African. Nairobi.

<sup>2</sup> Aduda, D., (2015) *Flexible Models Have Helped Growth of Higher Education in the Region*. In East African Universities Guide 2015/16. The East African. Nairobi.



UK, India and Uganda, although these numbers have recently dipped<sup>3</sup>. There is a dire shortage of qualified and trained university teaching staff in Kenya. Many, especially in the branch campuses, do not even have Master's degrees.

Student outcomes are also poor. A 2014 study by the Inter University Council of East Africa (IUCEA)<sup>4</sup> reported that 63% of the East African graduates were not ready for the job market. These findings were corroborated by a 2014 British Council study<sup>5</sup> in four African countries, among them Kenya, indicating that most graduates were ill prepared for the job market. The report put graduate unemployment in Kenya at 15.7% and estimated that it takes an average of five years for a graduate to secure a suitable job. Some of the reasons for this include lack of student exposure to the job market, curricula mismatch and a focus on academic rather than practical training.

A further problem that Kenya shares with other African university systems is the lack of comparability with those of other countries – even their neighbours in the East Africa Community (EAC). Kenya's conversion to the 8-4-4 system created hurdles for the harmonisation and internationalisation of its university education especially with the other EAC countries, since Uganda and Tanzania have retained the 7-4-2-3 system, while Rwanda and Burundi use a 2-6-4-4 system.

### **Higher Education National Policies and Legal Framework**

Prior to the evaluation period, the government released Sessional Paper No. 1 of 2005 entitled *A Policy Framework for Education, Training and Research: Meeting the Challenges of Education, Training and Research in Kenya in the 21<sup>st</sup> Century*. The Sessional Paper observed that despite the rise in university enrolment in the 2003/4 academic year, the transition rate from secondary level to university still remained low, at 12 percent with female students constituting 32% of the total enrolment in public universities and 54% in private universities. To address the challenges, the government proposed to create incentives for increased investments in university education, training and research and to facilitate the establishment of an all-embracing national accreditation system with credit transfer, in collaboration with the Commission for Higher Education (CHE). The proposed strategies for enhancing access included increasing the government's contribution to the university loan system and empowering the Higher Education Loans Board (HELB) to mobilize resources from the private sector to give loans to all categories of students. Another strategy was to promote open universities and distance education to increase learning opportunities and affirmative action to ensure equitable access from a gender perspective to university education.

Vision 2030 is the country's development programme from 2008 to 2030 – a roadmap for transforming Kenya to a middle-income industrialised country within the period. In response to the Vision, the government made several changes in the policies, laws and institutions for higher education. The Universities Act of 2012 was passed to provide for the establishment and governance of universities, quality assurance and the enhancement of university education. Previously every public university was established by an individual act of parliament, which often led to poorly coordinated institutions of higher learning. The Commission for University Education (CUE), with enhanced powers over the entire university sector, was established by the Universities Act to promote the objectives of university education and manage accreditation and quality assurance. The previous Commission for Higher Education (CHE) had extensive powers over private universities regarding accreditation and quality assurance but limited legal authority to exercise the same powers over public universities.

The 2010 Constitution established 47 semi-autonomous counties. In 2014, the government enacted the Universities (Amendment) Act so as to provide for liaison and coordination between CUE and the county governments to establish at least one university in each of the

<sup>3</sup> Kariuki, N., (2015) *Popular Destinations for E. African Students Seeking Higher Education Abroad*. In East African Universities Guide 2015/16. The East African. Nairobi.

<sup>4</sup> Inter University Council of East, Study Report on the Status of Higher Education in EAC, 2014

<sup>5</sup> Can Higher Education Solve Africa's Job Crisis: Understanding Graduate Employment in Sub-Saharan Africa, British Council, 2014

47 counties. This is still work in progress. CUE is required to submit annual reports to Parliament on the status of the establishment of public universities in the counties.

### **Higher Education Institutional framework**

The Ministry of Education, Science and Technology (MoEST) was established in 2013 following the first national elections under the 2010 Constitution. This replaced the more narrowly focused Ministry of Education. The MoEST has two State Departments, each headed by a Permanent Secretary: the State Department for Science and Technology, which has a Directorate of Research Management and Development, and the State Department for Education, with a Directorate of Technical Education and a Directorate of Higher Education.

The CUE was established by the Universities Act No. 42 of 2012. It has the mandate of regulating, coordinating and assuring the quality of university education in the country. The phenomenal growth of both public and private universities is a challenge for the CUE's assurance capacity, although it has recently ordered the closure of several campuses on quality grounds. Another challenge is with universities established by religious organisations because it is often difficult to distinguish between the university structures from the respective religious institutions that have established them.

The Kenya Universities and Colleges Central Placement Service was also established by the 2012 Universities Act. It coordinates the placement of government sponsored students to universities and colleges.

The Task Force on the Alignment of the Higher Education, Science and Technology Sector with the Constitution of Kenya (the TAHEST Report) of 2012 recommended the establishment of the Universities Fund under the Universities Act. The Fund is in the process of being established. It is intended to raise funds for university education - including through incentives for private sector participation in the funding of university education - and to disburse and monitor government funding to universities.

Established in 1995 by an Act of Parliament (Cap 213A) as a State Corporation in the Ministry of Higher Education, Science and Technology, the Higher Education Loans Board (HELB) is the leading financier of higher education in Kenya. It disburses loans, bursaries and scholarships to students pursuing higher education and recovers funds loaned out to Kenyans in the past.

The Inter University Council of East Africa (IUCEA), since 2002 an official institution of the East African Community, works with universities and higher education regulators in the region to develop a common framework for quality standards and assurance in a move to create a common higher education zone.

Moi University hosts the African Network for Internationalisation of Education (ANIE), an independent, non-profit network and think-tank committed to enhancing the understanding and further development of the international dimension of higher education in Africa.

With its headquarters in Kampala, the Regional Universities Forum for Capacity Building in Agriculture (RUFORUM) was established by ten Vice Chancellors in 2014 and is a consortium of 60 African universities operating within 25 countries in Africa. RUFORUM oversees graduate training and networks of specialisation in the Common Market for Eastern and Southern Africa (COMESA) in agriculture and complementary disciplines. In 2014, RUFORUM signed a cooperation agreement with the African Union to support the implementation of the Science, Technology and Innovation Strategy for Africa (STISA 2024). The more established Kenyan public universities are members of RUFORUM and benefit from its networking and partnership building initiatives.

The World Bank is collaborating with IUCEA to identify and support universities in East and Central Africa to host centres of excellence in science and technology, agriculture, health, education and applied statistics. Three Kenyan universities have been selected to host the centres which are designed to tackle development challenges facing the region through graduate training in masters, PhD and short-term courses and applied research in the form of partnerships and collaborations with other institutions and the private sector. Egerton University hosts the Centre of Excellence in Sustainable Agriculture and Agribusiness Management; Jaramogi Oginga Odinga University of Science and Technology is the host of the Centre of Excellence in Sustainable Use of Insects as Food and Feeds; with Moi

University having the Centre of Excellence in Phytochemicals, Textiles and Renewable Energy.

The Pan African University (PAU) is an initiative of the African Union to revitalize higher education and research in Africa. The Jomo Kenyatta University of Agriculture and Technology (JKUAT) hosts one of five hub institutions, the PAU Institute of Basic Sciences Technology and Innovation and delivers programmes in Mathematics, Molecular Biology and Biotechnology, Civil Engineering and Construction Management and Electrical Electronics Engineering.

### 3 Field mission findings

#### 3.1 EQ 1 on relevance and strategic orientation

##### 3.1.1 Findings

<i>To what extent has EU support to HE promoted the overall development policy objectives of the EU?</i>	
<b>JC 11</b> Support to HE has been linked to EU commitments and development policies	The EU has identified HE as a driver of social and economic development in countries like Kenya, particularly through the training of personnel such as doctors and teachers. The regional HE programmes in Africa funded by the EU have this as their principal objective.
<b>JC 12</b> EU support has addressed, and adapted to, development contexts in partner countries and regions	At the strategy level, EU support to HE has addressed and adapted to development contexts in Africa during the period through reviews of most of the programmes. For Kenya specifically, the addressing of development contexts has taken place at the level of participant HEIs, particularly in Edulink.

##### 3.1.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC11	
EU support to HE is strongly linked to the overall objectives of the EU's development policies	EU support to HE in Kenya in the evaluation period has been channelled through regional initiatives: two mobility programmes (Intra-ACP and EM), Edulink, the PAU and the African Higher Education Harmonisation and Tuning project (Tuning Africa) pilot phase. All of these programmes are implicitly or explicitly linked to the overall objectives of EU's development policies. The Intra-ACP Strategy Paper and Multi-Annual Indicative Programme 2008-2013 under the 10th EDF states "Although higher education is not part of the MDG agenda, it often has a direct impact on the ability of countries to achieve the MDGs. Unless countries are able to recruit and retain a sufficient number of well-educated doctors and teachers, for example, they are unlikely to be able to make faster progress towards the health and education MDGs". The Strategy included funding for EM, the Intra-ACP Academic Mobility Programme and Edulink for this purpose. EU has provided support to the PAU through the African Union Support Programme (AUSP) I (2007-2011/13) and continues to do so under AUSP II (2014-17) funded by the EDF.
The support lacks a clear conventional approach outlining and explaining how exactly HE contributes to socio-economic development	The rationale for support to HE in Kenya and other countries covered by the regional programmes in terms of its contribution to socio-economic development is not explained in detail in any of the strategy documents. HE is not explicitly included in the Joint Africa-EU Strategy of 2007, although reference is made to education at all levels. There is detail relating to the Intra-ACP scheme and harmonisation through the Tuning Africa pilot in Key Deliverables of the Joint Africa-EU Strategy Second Action Plan 2011-2013. HE is also implicit in references to the development of knowledge-based societies.
The EU support to HE has not developed a clear strategy towards the strengthening of intercultural understanding	The strengthening of inter-cultural understanding between people in the EU and partner countries is an explicit objective of EM. There is no specific strategy in this regard relating to Kenya.
The linkages between support to HE and the strengthening of political and economic co-operation are weak	In Kenya, the EUD has been involved only peripherally in HE. The EU support has been through regional programmes, engaging directly with HEIs. GOK has also been involved only peripherally in these programmes. The linkages with political and economic co-operation at country level have therefore been weak.
JC12	
The EU has generally explicitly linked its support for HE to the specific development needs and challenges of partner countries and regions but the comprehensiveness of	Intra-ACP Cooperation with the EU through the 9th and 10th EDF links its support for HE to the development needs and challenges of the ACP regions in a general way. There is no EU strategy that links support to the specific development needs and challenges of

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
this approach differs markedly across the sample of countries and regions	Kenya.
There has been no evolution of the EU approach to the support of HE during the evaluation period. Lessons-learned have been taken into account for individual programmes but not in a systematic and comprehensive manner for support to HE in general terms	The regional programmes referred to above – with the exception of the PAU which is the newest - have evolved through lessons learnt from evaluations and reviews. For example, the new phase of Tuning Africa has benefited from lessons learnt in the pilot phase. However there has been no synthesis of lessons for support to HE in general terms.

## 3.2 EQ 2 on alignment

### 3.2.1 Findings

<i>To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?</i>	
<b>JC 21</b> Responsiveness of EU support to HE, in its design and implementation, to the partner country's and regional priorities	All the support to HE in Kenya is channelled through regional programmes. These programmes were designed with the region's development priorities in mind. Insofar as Kenya shares priorities with the region as a whole, the programmes can be said to be responsive to some at least of these priorities. There have also been opportunities, particularly through the Tuning Africa pilot and Edulink, for Kenyan HEIs and other institutions to ensure that projects reflect certain specific national needs and priorities.
<b>JC 22</b> EU support to HE is based on partner countries' national development strategies, institutions and procedures	EU support to HE in Kenya cannot be said to be <u>based on</u> Kenya's national development strategies, institutions and procedures, but it reflects these instruments to a considerable extent.

### 3.2.2 Hypothesis

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC21	
The specific nature of the regional approach of some of the major HE programmes has limited the potential to directly respond to needs and priorities of individual partner countries	All the support to HE in Kenya is channelled through regional programmes and individual HEIs, which may limit their potential to respond strategically to Kenya's needs and priorities. The Kenya Directorate for Higher Education (DHE) expressed concern about this. They would prefer to have control of mobility funds in particular to "avoid duplication". They said this would also enable them to monitor performance of the funding and participate in dialogues about future funding. In the case of The Tuning Africa pilot, the 5 subject areas covered and the intervention framework were identified and validated by the regional and national bodies in charge of higher education in Africa (including the Kenyan Council for Higher Education and the Inter University Council for Higher Education). At a high level, Kenya's needs and priorities are similar to many other countries in sub-Saharan Africa, and hence the programme objectives are clearly relevant. Additionally, some specific needs of Kenya, such as the improvement of HE programmes in food security, have been articulated by Kenyan HEIs in the targeting and design of collaborative projects, particularly in Edulink and PAU, but also to some extent in Intra-ACP and through curriculum development in the Tuning Africa pilot.
Specific implementation modalities (such as the single co-operation windows for Erasmus Mundus Action 2) are successful means for addressing partner country priorities in a regional or global programme	There was no country-specific implementation modality for Kenya.
The level of country ownership for bilateral interventions is higher compared to interventions under HE programmes	There were no bilateral interventions in HE for Kenya.
JC22	
Due to the nature of support (i.e. most	National level procurement systems played no part in the HE

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
support being channelled via major HE programmes), the use of partner country procurement systems only played a minor role	programmes in Kenya.
In the cases where bilateral support was provided, the interventions were mostly complementary to those implemented by the government	There were no bilateral interventions in HE for Kenya.

### 3.3 EQ 3 on management, teaching, learning and research

#### 3.3.1 Findings

<i>To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching and learning and research?</i>	
<b>JC 31</b> Improved management practices	Management practices at the HE institutional level have been improved through EU support principally in one area: the administration of the mobility programmes. The benefits were confined to the four longer-established universities. One Edulink project has influenced policy development in quality assurance in the participant HEIs, and also at national and regional levels.
<b>JC 32</b> Improved quality of teaching and learning	Mobility through EM and Intra-ACP had staff development objectives. The four participating universities are assumed to have benefited where teaching staff returned with enhanced skills and knowledge, or where they hosted inwardly mobile PhD students or staff - although evidence obtained in the field visit is anecdotal rather than systematic. Eleven Kenyan HEIs participated in twenty seven Edulink projects, all of which were designed to enhance teaching and learning either through the development of new courses or through staff development. These projects assessed in the field phase are mostly ongoing, so their impacts cannot yet be fully assessed, but the indications are favourable.
<b>JC 33</b> Enhanced institutional and human capacity and conditions for academic research	Kenya's participation in Edulink I included projects with the improvement of research capacity as an objective. Systematic evidence for their impact was not obtainable in the field mission. Strengthening in this area through other in-scope interventions has been ad hoc either through personal development of outwardly mobile staff, the contributions of inwardly mobile research students and staff, or networking.

#### 3.3.2 Hypothesis

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC31	
EU support to HE has made a decisive contribution to the rapid expansion of the Bologna Process as the leading global standard in the management of HE	Quality assurance, harmonisation, and credit transfer are interdependent areas which Africa still struggles with, despite the Regional Convention on the Recognition of Studies, Certificates, Diplomas, Degrees and Other Academic Qualifications in Higher Education in the African States (Arusha Convention) of 1981. East Africa is beginning to make progress in regional comparability mainly through the remit of the Inter University Council for East Africa. In Kenya, the CUE is better equipped than its predecessor (the CHE) to promote quality assurance (through accreditation) and improvement, but faces challenges in the recent massive expansion in the number of institutions – public and private - it oversees. Between 2011 and 2013, the EU funded the pilot phase of Tuning Africa, a programme whereby competency frameworks were developed collaboratively for different university disciplines, potentially helping universities to identify weaknesses, and eventually leading to greater transparency for credit transfer and other stimulants to mobility and cooperation. The pilot phase of Tuning Africa operated between 2011 and 2013 in five disciplines, four of which involved Kenyan university faculties. The pilot phase was driven mostly by the efforts of individual faculty members. There does not appear yet to have been any significant institutional take-up of the outputs in Kenya. The programme however is moving into a broader phase involving the Association of African Universities and through them, their member institutions at senior level.
EU support to HE has markedly	Only one of the EU's three main regional programmes has had a



<b>Overall desk hypotheses</b>	<b>Evidence from the country</b>
strengthened Quality Assurance mechanisms at HEIs in partner countries and regions	direct influence on quality assurance mechanisms at the national or HEI level in Kenya. This was the Edulink project SUCCEED, coordinated by Moi University, with participation of HEIs from four other countries in East Africa. According to CUE, the project included national quality assurance institutions and the IUCEA in its scope and has influenced policy development at those levels. Individual study programmes developed or improved through Edulink and the PAU generally have had quality as a high priority. The focus on quality in these projects has had some spin-off at institution level, such as at Egerton University where the addressing of climate change and consideration of agri-business are being mainstreamed into a wide range of curricula as consequences of two projects: 'Value Chain Development for Food Security in the Context of Climate Change' and 'Strengthening University Capacity to Enhance Competitiveness of Agribusiness in East and West Africa'. The Tuning Africa pilot had quality as a principal objective. In Kenya, there appears not yet to have been any significant institutional take up of the revised curricula or spin-off into institutional approaches to quality.
At the same time EU-funded programmes and projects did not make a direct contribution to the improvement and strengthening of management approaches; rather this has been an indirect result of learning from the experiences in the governance of Tempus IV, Erasmus Mundus, and ALFA III etc. projects	The mobility programmes - Intra-ACP and EM - have led to a strengthening of the international offices in three of the four the participant HEIs. These universities - Nairobi, Moi and Kenyatta - are among the longer-established public HEIs. They participated in these programmes largely because they already had the capacity to form partnerships, put together applications, and administer the programmes. Their participation in these programmes has further strengthened their internationalisation capacity, widening the gulf with Kenya's other institutions. Outside of the international offices, no significant examples were found of the strengthening of institutional management, apart from the above-mentioned initiative in quality assurance.
JC32	
The rapid and systemic adoption of the Bologna Process guidelines in the EU-supported projects has greatly contributed to enhancing the quality of teaching and learning	The two mobility programmes have not leveraged the Bologna process in any significant way in Kenya. Any enhancements to the quality of teaching and learning through them, has come about through the personal development of staff who participated in the exchanges. Evidence in this area obtained during the field visit was anecdotal and not systematic. Kenya made extensive use of Edulink. Eleven Kenyan universities have participated in seventeen Edulink projects in the period. All had enhancements to teaching and learning as their prime objective. All were concerned with enhancing staff and institutional capacity in specific areas; while a minority also had the objective of producing comparable modules or joint courses at Masters level. An example was ELEFANS which led to harmonised modules in nutrition education. Most informants reported that their Edulink projects were likely to have lasting benefits, Continuing arrangements for exchange of supervisors and external examiners at PhD level were common.
Virtually all projects established M&E tools for the purpose of monitoring the implementation of project activities but did not contribute to the establishment of such tools for the quality assurance of teaching and learning at HEIs in general terms.	The monitoring of the mobility programmes has taken place at the level of inputs (participant profiles, destinations and length of stay, etc.). The monitoring of Edulink project activities and outputs has been consistent, but the evaluation of outcomes has been very weak. There is no concrete evidence of the establishment of M&E tools for the quality assurance of teaching and learning.
JC33	
Improving the physical research infrastructure at HEIs has not been a priority of EU support to HE	The mobility programmes in which Kenya participated were not concerned with improving physical research infrastructure. Kenya participated in 20 Edulink I projects, but no information about their impact was obtainable during the field mission. Edulink II projects did not have the improvement of research infrastructure as an objective. Research projects under the EU 7 <sup>th</sup> framework programme are excluded from the scope of this evaluation
While direct research-related support was not a priority of most projects across all programmes, participating HEIs and a large number of individual academics have nevertheless greatly benefitted from the	For the reasons stated above, strengthening of research capacity through EU support could not be systematically assessed in the field mission. Examples of strengthening through personal development or networking were identified.

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
access to international research networks and were thus able to strengthen their research capacities	
A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established at this stage	There is a perception among most HEIs interviewed that their visibility and standing has benefited from exposure through the EU programmes. JKUAT for example is said to have consolidated its reputation as an HEI with capacity to host inward flows in the Intra-ACP. The more tightly knit links were found in Edulink, and those involving the four oldest HEIs were mostly established prior to the programmes, which served mainly to deepen the relationships.

### 3.4 EQ 4 on reform of higher education policy

#### 3.4.1 Findings

<i>To what extent has EU support contributed to HE reform processes in partner countries and regions?</i>	
<b>JC 41</b> HE policies and strategies reflect national priorities	The evaluation period has seen major change in HE policy and strategy in Kenya designed to address challenges particularly in relation to massification, quality, relevance and funding. None of these has been directly influenced by the EU.
<b>JC 42</b> HE policies and strategies reflect international consensus on good practice	Kenyan HE in the evaluation has been pre-occupied with intra-state challenges. The EU has not directly influenced these processes as there is no dialogue facility. The GOK has not taken any significant steps to develop a policy on internationalisation.
<b>JC 43</b> National HE institutional framework is equipped to implement national policies and strategies	The national HE institutional framework has seen major changes in the evaluation period, but these changes were not influenced by the EU. The CUE has however acknowledged the contribution of an Edulink project to its approach to quality assurance.

#### 3.4.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC41	
HE policy reforms or new strategies put in place in the evaluation period or in the pipeline, reflecting national priorities, have been influenced to some extent by one or more EU programmes	The main HE policy and legislative reform in the evaluation period – the Universities Act have been designed to address challenges particularly in relation to massification, quality, relevance and funding. The EU has not contributed directly to these reforms, but has supported their implementation through the general capacity development benefits of the principal regional programmes. Institutional capacity development was mostly limited to Edulink.
JC42	
HE policy reforms or new strategies put in place in the evaluation period or in the pipeline, reflecting international consensus on good practice, have been influenced to some extent by one or more EU programmes	Kenyan HE in the evaluation has been pre-occupied with intra-state challenges. The search for solutions to these challenges may have drawn on international experience and good practice. The EU has not however directly influenced these processes as there is no dialogue facility. Several of Kenya's HEIs are interested in making progress with internationalisation. However the GOK has not taken any significant steps to develop a policy on internationalisation.
JC43	
New HE institutions at the national level established, and/or existing institutions reformed and improved (or these changes at an advanced point in the pipeline), have been influenced to some extent by one or more EU programmes	The national HE institutional framework has seen major changes in the evaluation period, particularly the transformation of the CHE into CUE, and the upgrading of middle-level colleges to HEI status. These changes were not influenced by the EU. The CUE has however acknowledge the contribution of the SUCCEED Edulink project to its approach to quality assurance. DAAD has been active in supporting capacity development for quality assurance.

### 3.5 EQ 5 on inclusiveness

#### 3.5.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to enhancing</i>
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<i>inclusiveness?</i>	
<b>JC 51</b> Enhanced equitable access to HE for all groups of society	Intra-ACP and EM partnerships in Kenya did not achieve a gender balance, particularly at PhD level. There was no evidence of vulnerable and/or other under-represented groups having increased access to HE through EU support to HE.
<b>JC 52</b> Equitable access to resources for HEIs, especially those suffering from former disadvantage	Kenya has no official concept of HEIs suffering from former disadvantage. EU mobility programmes have been concentrated in the four longer-established HEIs, thereby widening the gap between those institutions and the other HEIs in terms of benefits flowing from those programmes.

### 3.5.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC51	
Steps taken either by HEIs or government – preferably both – to increase access to HE for vulnerable and/or under-represented groups were influenced to some extent by EU-funded programmes.	Intra-ACP and EM partnerships aimed to establish gender balance in both outward and, where applicable, inward flows. The institutions interviewed reported that significantly more men than women had participated, particularly at PhD level. Spokespersons for two Intra-ACP partnerships said that they had prioritised disability in applications, although no applicants in this category were forthcoming. There was little recognition among the informants of the concept of other vulnerable and/or under-represented groups, and no evidence of these groups having increased access to HE through EU support to HE.
JC52	
Where it is possible to identify HEIs suffering from former disadvantage, reforms have been made to support them, and/or these HEIs have improved their access to resources, influenced to some extent by one or more EU programme	Kenya has no official concept of HEIs suffering from former disadvantage. However, HEIs in Kenya, as in all other countries, do not operate on a level playing field, and there is intense competition between them. EU mobility programmes have been concentrated in the four longer-established HEIs, thereby widening the gap between those institutions and the other HEIs in terms of visibility, experience of internationalisation and other benefits flowing from those programmes.

## 3.6 EQ 6 on responsiveness to labour market need and brain circulation

### 3.6.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?</i>	
<b>JC 61</b> Strengthened institutional set-up in the HEIs to respond to labour market needs in specific professional qualifications	Most Edulink projects were designed to ensure the labour market relevance of study programmes which were developed or improved. Several involved employers in the design and execution of the programmes. The two mobility programmes did not have an institutional effect on HEIs' ability to respond to the labour market. The PAU Masters and PhD programmes based at JKUAT were designed to be of high relevance to the African labour market.
<b>JC 62</b> Increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries	No systematic data were obtained during the field mission relating to employment outcomes of the EU supported programmes. Opinions point to a positive effect of the mobility programmes Intra-ACP partnerships and Edulink projects focused on thematic areas of need but it is not known if these translated into employment advantages.
<b>JC 63</b> Enhanced internationalisation of HEIs and individuals in partner countries	Several Kenyan HEIs had their first participation in international collaboration links through Edulink. For others, particularly the four longest-established HEIs, the programmes also served to deepen existing relationships. The sustainability of links depends on funding. HEIs did not believe the programmes had a significant brain drain effect.

### 3.6.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC61	
Steps taken by HEIs to increase their ability to respond to labour market needs in their study programmes at the	The mobility programmes in Kenya did not directly lead to changes of any sort in study programmes. Edulink projects on the other hand were designed primarily to improve both the quality and relevance

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
professional level were influenced to some extent by one or more EU programme	of teaching in specific areas. Fourteen of the seventeen projects in which Kenyan universities participated focused either on agriculture/food security or energy sustainability - both areas of strategic concern to the country. There were several examples of interaction with employers in the projects. For example, all three Edulink projects discussed at Egerton University involved interaction with employers either in the design of the curricula or through course placements. The PAU Masters and PhD programmes based at JKUAT were designed to be of high relevance to the African labour market. A survey of the competences required for the labour market was carried out in the pilot Tuning initiative and has resulted in a review of the profiles of programmes in the pilot institutions.
JC62	
HE graduates, both from the EU-supported programmes and from institutions strengthened by the programmes, have been helped to find professional positions corresponding to their qualifications	No systematic data – only anecdotes and opinions - were obtained during the field mission relating to employment outcomes of the EU supported programmes. Opinions point to a positive effect of the mobility programmes because of the marketability of their qualifications, particularly those who attended European and prestige South African universities. Intra-ACP partnerships focused on thematic areas of need regionally, such as climate change, but it is not known if this has translated into employment advantages. It is also too early to judge the market effects of graduates of programmes developed or improved under Edulink, even if those programmes were tailored to areas of need and demand.
JC63	
HEIs have become more internationalised in the sense of acquiring the ability to establish links and participate in networks whose continuation is not dependent on the EU-supported programme that fostered them	For several Kenyan HEIs, participation in Edulink was their first experience of a long-term collaborative international link. The Regional Universities Forum for Capacity Building in Agriculture (RUFORUM) – funded mainly by Foundations such as Rockefeller, Gates and Carnegie – has played a key role in brokering these links. The African Network for Agriculture, Agroforestry and Natural Resources Education (ANAFE) – based in Nairobi - has performed a similar role although less prolifically. For the more established universities, Edulink and the two mobility programmes also provided opportunities to consolidate existing links or develop new ones in other parts of Europe or Africa. The sustainability or renewal of these links will depend on the availability of external funding.
Students and academics taking part in the mobility programmes have moved on from the country where the programme took them	The HEIs consulted did not believe the programmes had a significant brain drain effect. In their experience, most Kenyans return to the country from Europe, even if they stay for a short while after the termination of their studies. Usually this is to gain work experience which is valuable for them and future employers. EM had requirements to return home, and although they were not strictly enforceable, most participants appear to have heeded them.

### 3.7 EQ 7 on intra-regional harmonisation

#### 3.7.1 Findings

<i>To what extent has EU support to HE strengthened intra- and inter-regional integration in HE?</i>	
<b>JC 71</b> Strengthened inclusive regional co-operation on harmonisation	The principle of regional cooperation on harmonisation in Africa has widespread agreement, but is still weak in terms of implementation.. EU is active in its support through dialogue but has not yet had a significant impact on the ground. The Tuning Africa pilot project involved five major disciplines and 60 participant universities, but has not yet achieved traction in harmonisation. An informant from RUFORUM expressed the opinion that progress will be slow partly because harmonisation is not universally popular in Africa as it is seen to detract from sovereignty.
<b>JC 72</b> Advanced standardisation of HE at regional level	Cooperation towards mutual recognition of study programmes involving Kenya has been sporadic and only found in a minority of Intra-ACP and Edulink partnerships such as PASUFONS.

#### 3.7.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
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<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC71	
EU support to HEIs contributed primarily to the widening and strengthening of HE networks between Europe and partner regions and to a lesser extent within regions	The evidence from informants points to Intra-ACP and EM having both a strengthening and a widening effect. This strengthening has occurred both within the region and with Europe. Edulink provided widening from the Kenyan side with some HEIs participating for the first time. RUFORUM has played an important role in brokering links for the Kenyan HEIs within the region.
Among the five programmes, ALFA and Tempus had the most comprehensive approach towards establishing and fostering regional dialogues on harmonisation	Within Intra-ACP partnerships and EM consortia there was an assumption of mutual recognition of modules. This did not always work in practice and in most cases was by-passed by students opting for full Master's degree courses or PhD mobility where recognition was not relevant. A small number of Edulink projects involved the creation of new comparable courses, opening up the possibility of mutual recognition. Tuning Africa has not yet achieved traction in harmonisation. An informant from RUFORUM expressed the opinion that progress will be slow partly because harmonisation is not universally popular in Africa as it is seen to detract from sovereignty.
With some exceptions (most prominently perhaps Central Asia), the EU did not make a strong contribution towards inter-governmental dialogues on HE in partner regions	EU has a structured and active dialogue with the Africa region, through the African Union Commission and other bodies. This is beginning to advance the African Union's agenda on harmonisation particularly in East Africa. There is complementarity with other donors such as the World Bank and Member States.
Non-state stakeholders were only systematically engaged in regional dialogues in Latin America and to a lesser extent in Eastern Africa	The EU dialogue in Africa involves continental bodies in charge of HE such as the Association of African Universities, and sub-regional bodies in charge of higher education (IUCEA, CAMES, AWAU, SADC etc.).
JC72	
HEIs which have entered into a kind of more structured partnership with incipient co-operation towards a mutual recognition of degrees and associated qualifications, have done so primarily as result of a "networking spirit" (particularly in Latin America)	Within Intra-ACP partnerships there was an assumption of mutual recognition of modules, but this did not always work in practice and in most cases was by-passed by students opting for full Master's degree courses or PhD mobility where recognition was not relevant. A minority of Edulink projects had standardisation of particular modules as an objective. An example is PASUFONS which aimed, among other things, to create double degrees in food and nutrition science.
Number and scope of partnerships among HEIs in all regions has been increasing but this does not necessarily translate into a growing number of formal agreements on the mutual recognition of degrees and other qualifications	Regional partnerships have increased through Intra-ACP, EM and Edulink, although not substantially, and with very few formal agreements on the mutual recognition of degrees and other qualifications, despite the introduction in EM consortia of ECTS learning agreements, transcripts of records, and degree certificates. The PAU was intended to lead to recognition agreements between the five hub institutions, one of which is in Kenya (JKUAT), and a number of satellite institutions. To date these satellite institutions have not been designated.
While joint or collaborative degree programmes have been established in some cases, the EU has not systematically contributed to such programmes within regions	The EU has not systematically contributed to intra-African joint or collaborative degree programmes involving Kenyan HEIs This is still a major deficit area.

### 3.8 EQ 8 on modalities and instruments

#### 3.8.1 Findings

<i>To what extent have the various instruments, aid modalities and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?</i>	
<b>JC 81</b> Responsiveness of the instruments and aid modalities to the national and regional context in partner countries	The benefits of Edulink projects were considerable although confined mostly to departmental rather than institution-wide interests. Intra-ACP and EM operated at institution level and were said by the four participating HEIs to be a good match with their needs for development..
<b>JC 82</b> EU support has been delivered in a timely fashion,	There was widespread discontent among Edulink teams, particularly the coordinating HEIs, about the administrative burden of the projects, despite the obligation of including administrative support staff in the budgets of Edulink II

minimising costs for all parties involved	projects. Edulink teams generally do not get help from central administration units. Delays in disbursements were common and had caused problems for some partnerships and consortia.
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### 3.8.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC81	
Regional programmes in HE meet the needs of HEIs in the participating partner countries	The benefits of Edulink projects reported during the evaluation mission were considerable although confined mostly to departmental rather than institution-wide interests. Intra-ACP and EM operated at institution level and were said by the four participating HEIs to be a good match with their needs for development, although numbers were modest.
EU support via regional programmes (channelling the aid delivery directly to a university consortium) fosters ownership of participating HEIs	There is a strong sense of ownership of Edulink projects among the significant number of participating HEIs. This also exists, but less strongly, in respect of Intra-ACP and EM. The devolved nature of these programmes seems to have promoted this spirit. There was no enthusiasm among the HEIs for centralising in government hands the selection of outwardly mobile participants in Intra-ACP and EM – a proposition favoured by the DHE.
JC82	
Project leaders of a university consortium in regional programmes like ALFA III, Edulink and the Intra-ACP Academic Mobility Scheme are excessively charged with administrative burden, partly related to the strict administrative procedures at the EU operational level	Most, but not all, of the Edulink project leaders interviewed complained of the administrative burden – particularly bidding, reporting and accounting for expenditure - imposed by that programme. This hit the coordinating institutions the hardest because of their responsibility for collating reports from the partner institutions. The departmental staff involved usually received no help from the central HEI administration. With Intra-ACP and EM, in the four participating universities, there were staff dedicated to their administration, and complaints were more muted or not voiced at all, although as with Edulink, delays in disbursements had caused problems.
HEIs in partner countries generate synergy effects using different EU aid delivery modalities	There has been administrative synergy between Intra-ACP and EM in the three HEIs where the two coincide. Participants are mostly self-selecting, and there is little evidence of a strategic use of the programmes for staff development. Edulink operates at departmental level in the HEIs, so synergy with the other programmes is informal at best. The PAU unit at JKUAT has had a close relationship with the host institution in terms for example of informal use of each other's staff, although it is about to become more autonomous.

## 3.9 EQ 9 on coherence and synergies

### 3.9.1 Findings

<i>To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?</i>	
<b>JC 91</b> Coherence of DEVCO-financed HE support with relevant EU policies and strategies	No evidence from the field
<b>JC 92</b> DEVCO-financed programmes are mutually reinforcing	In three HEIs there was close coordination between the administration of EM and Intra-ACP providing opportunities for synergies. Edulink projects by contrast operate independently of each other and of the other programmes.
<b>JC 93</b> Systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States	The EUD has not had a substantive involvement in HE in Kenya, and therefore has not made systematic efforts to create synergies between EU and MS interventions. Liaison between the Member State organisations and with the EU is at best ad hoc, although both DAAD and the British Council did not believe the programmes clashed in any way.
<b>JC 94</b> EU plays an active role in co-ordination mechanisms with	See above.

EU Member States in the field of HE	
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### 3.9.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC91	
The EU took for granted a homogenous approach to HE which was shared by all major stakeholders involved in the design and implementation of the EU's support to HE.	No evidence from the field
JC92	
Operational linkages among programmes (and projects under different programmes) were limited, resulting in missed opportunities to create synergies	In three HEIs – Nairobi, Kenyatta and Moi Universities – there was close coordination between the administration of EM and Intra-ACP providing opportunities for synergies. Edulink projects by contrast operate independently of each other and of the other programmes. There is generally very little recognition of Edulink outside the participating teams. This is likely to lead to missed opportunities for synergy.
Synergies and coordination between regional and bilateral interventions in HE existed only to a limited extent because in most partner countries HE was only covered through regional support	There were no bilateral interventions in Kenya.
JC93	
No systematic efforts were made to create synergies between EU and MS interventions during the 2007-2013 period	The EUD has not had a substantive involvement in HE in Kenya, and therefore has not made systematic efforts to create synergies between EU and MS interventions. Of the Member States, Germany is the largest funder of academic mobility in Kenya, with programmes managed by DAAD. The British Council manages the smaller (but highly valued by the DHE) Commonwealth Scholarship and Fellowship Plan. In 2014, the French public financier Agence Francaise de Developpement signed an agreement with GOK to set up credit lines to fund university expansion and student loans. Belgium and the Netherlands are among the larger funder countries of specific HEI programmes for teaching and research. Liaison between the Member State organisations and with the EU is at best ad hoc, although both DAAD and the British Council did not believe the programmes clashed in any way.
Attempts at joint programming between the EU and MS have only been made in the very recent past, but are still limited to a very small number of examples	There were no examples of joint programming in Kenya.

## 4 Conclusions

### 4.1 Main conclusions at the country level

The three principal EU programmes in Kenya – Intra-ACP Academic Mobility Scheme, Erasmus Mundus and Edulink – operate with no significant involvement of the Directorate of Higher Education. The Directorate has a negative view of this. They would prefer to have a say, particularly in who receives the mobility awards. The universities on the other hand would prefer to avoid Directorate intervention which they think would create delays.

The beneficiary institutions of the two mobility programmes (Intra-ACP Academic Mobility, and Erasmus Mundus) are four of the five longest-established public universities: Nairobi, Moi, Kenyatta and JKUAT. This is mainly because they have the capacity, experience, visibility and credibility to form partnerships, put together applications and administer the programmes. Their participation in these programmes has further strengthened their internationalisation capacity, widening the gulf with the other institutions. Kenyan higher education is highly competitive and there is very little recognition of the need to strengthen the sector's ability to internationalise in the country as a whole. The government is not taking significant steps in this direction. Kenya is fortunate to host the African Network for



Internationalisation of Education (ANIE), an independent, non-profit network and think-tank committed to enhancing the understanding and further development of the international dimension of higher education in Africa. More Kenyan institutions could take advantage of this.

Eleven Kenyan universities participated in Edulink II, including the Catholic University of East Africa, a private institution. Partnership-forming, bidding and administration of Edulink projects is largely devolved to departments and therefore depends on the initiatives of small subject or thematic teams who can have a strong reputation even if their institution is not well-known.

All participating universities believe that significant benefits have flowed from the programmes. Apart from the above-mentioned strengthening of the administration of the mobility programmes themselves, the benefit from the programmes mostly goes to individuals, although some of them return to the springboard institution to enhance its teaching and research capacity, and contacts with research supervisors in host universities are often sustained. Numbers of beneficiaries are however relatively modest compared with Kenya's need for highly qualified academic and other personnel. Gender balance is a factor in selection, but only after merit has been taken into account. Gender balance has not been achieved, particularly in Intra-ACP. This is partly because of its greater emphasis on mobility at PhD level which women are less inclined to take advantage of because of their tendency to have primary child-care responsibilities (financial support for families is not provided). There is no formal recognition in the mobility schemes, as they operate in Kenya, of disadvantaged groups – other than people with disabilities - or institutions. Most beneficiaries of the mobility programmes return to Kenya, although some delay their return by one or more years to gain further experience. Other member states contribute to mobility with scholarship schemes. Of these the German DAAD-administered schemes are the largest. There is no attempt to coordinate EU and Member State programmes, but they do not clash.

The benefits of Edulink are institutional, mostly in the form of the development of high quality curricula relevant to development needs, and the staff capacity enhancements that come through participating in those processes. Participation arises either from existing linkages between departments or individuals – often forged in previous projects - or through the actions of an intermediary institution. The most important of these for the EU programmes in Kenya is the Regional Universities Forum for Capacity Building in Agriculture (RUFORUM), which is headquartered in Kampala, but now operates across the continent. Kenyan institutions were founder members.

In their defined areas, all eight Edulink projects discussed during the mission have achieved - or appear to be on course to achieve – their objectives. They also lead to the deepening of the pre-existing partnerships, equipping them for success in future funding applications. There is considerable – although not universal - discontent with the level of administrative effort that the Edulink accountability protocols imply.

A Kenyan institution – JKUAT – participates actively in a further initiative, partly funded by the EU. This is the Pan-African University (PAU), administered by the Africa Union. It has established five hub institutions to deliver high-quality Masters and PhD programmes in areas of priority need for the continent. The Pan African University Institute of Basic Sciences Technology and Innovation, based at JKUAT, has been delivering programmes in Mathematics, Molecular Biology and Biotechnology, Civil Engineering & Construction Management, and Electrical & Electronics Engineering. Participation is fully funded, highly competitive and continent-wide, although the majority of participants so far have come from Kenya. Funding for the PAU is not secured on a long-term basis.

Quality assurance, harmonisation, and credit transfer are interdependent areas which Africa still struggles with, despite the Regional Convention on the Recognition of Studies, Certificates, Diplomas, Degrees and Other Academic Qualifications in Higher Education in the African States (Arusha Convention) of 1981 and regional policies for harmonisation such as that of the East African Community. In Kenya, the Commission for University Education is better equipped than its predecessor to promote quality assurance (through accreditation) and improvement, but faces challenges in the recent massive expansion in the number of institutions – public and private - it oversees.

The EU is funding a phased programme called Tuning Africa, whereby competency frameworks are developed collaboratively for different university disciplines, potentially helping universities to identify weaknesses, and eventually leading to greater transparency for credit transfer and other stimulants to mobility and cooperation. The pilot stage of Tuning Africa operated between 2011 and 2013 in five disciplines, four of which involved Kenyan university faculties. The pilot phase was driven mostly by the efforts of individual faculty members. There does not appear yet to have been any significant institutional take-up of the outputs. However the programme is moving into a broader phase involving the Association of African Universities and through them, their member institutions at senior level.



## 4.2 Conclusions per EQ

Table 2 Conclusions per EQ

<b>EQ 1</b>	To what extent has EU support to HE promoted the overall development policy objectives of the EU?	The EU has identified HE as a driver of social and economic development in countries like Kenya, particularly through the training of personnel such as doctors and teachers. The regional HE programmes in Africa funded by the EU have this as their principal objective.
<b>EQ 2</b>	To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?	All the support to HE in Kenya is channelled through regional programmes. These programmes were designed with the region's development priorities in mind. Insofar as Kenya shares priorities with the region as a whole, the programmes can be said to be responsive to some at least of these priorities.
<b>EQ 3</b>	To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching, learning and research?	The principal contributions from the EU programmes have been to enhancements in teaching and learning. Edulink has been the main contributor with seventeen projects involving eleven Kenyan HEIs. Edulink projects were designed to enhance teaching and learning either through the development of new courses or through staff development. Contributions to research capacity have been ad hoc either through personal development or networking. The administration of mobility programmes in the four participating HEIs has benefited from the EU exposure.
<b>EQ 4</b>	To what extent has EU support contributed to HE reform processes in partner countries and regions??	As there is no bilateral programme, or any other form of involvement other than with HEIs, the EU has not influenced HE reform in Kenya. One Edulink project did however have an influence on policy development for quality assurance.
<b>EQ 5</b>	To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?	Intra-ACP and EM partnerships in Kenya did not achieve a gender balance, particularly at PhD level and there was no evidence of vulnerable and/or other under-represented groups having increased access to HE through EU support to HE. EU mobility programmes have been concentrated in the four longest-established HEIs, thereby widening the gap between those institutions and the other HEIs in terms of benefits flowing from those programmes.
<b>EQ 6</b>	To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?	Most Edulink projects and the PAU were designed to ensure the labour market relevance of study programmes which were developed or improved under their auspices. Employers were involved in the design and execution of several programmes. Opinions point to positive effects of the mobility programmes on their participants' employability. HEIs did not believe the programmes had a significant brain drain effect.
<b>EQ 7</b>	To what extent has EU support to HE strengthened intra-and inter-regional integration in	Regional cooperation on harmonisation in Africa is weak. EU support has not had a significant impact on the ground. The Tuning Africa pilot project has

	HE?	not yet achieved traction in harmonisation. Cooperation towards mutual recognition of study programmes involving Kenya has been sporadic and only found in a minority of Intra-ACP and Edulink partnerships.
<b>EQ 8</b>	To what extent have the various instruments, aid and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?	The benefits of Edulink projects were considerable although confined mostly to departmental rather than institution-wide interests. Intra-ACP and EM operated at institution level and were said by the four participating HEIs to be a good match with their needs for development.
<b>EQ 9</b>	To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?	A degree of coherence has been achieved within three HEIs through close coordination in the administration of EM and Intra-ACP. The EUD has not had a substantive involvement in HE in Kenya, and therefore has not made systematic efforts to create synergies between EU and MS interventions. Liaison between the Member State organisations and with the EU is at best ad hoc.

## 5 Annexes

### 5.1 Annex 1: Overview of EU-funded key interventions

Table 3 Overview of EU-funded key interventions in the country

Project title	Years	Contracted amount	Desk study	Coordinating institution	Participating institutions in the country
<b>Intra-ACP Academic Mobility Scheme</b>					
Transdisciplinary Training for Resource Efficiency and Climate Change Adaptation in Africa (TRECCA I)	2011-2016	2,327,300	Yes	Stellenbosch University (South Africa)	University of Nairobi (PAR)
Afrique Pour L'innovation, Mobilite, Echanges, Globalisation Et Qualite (AFIMEGQ)	2012-2017	1,999,225	No	Université De Yaounde (Cameroun)	DAAD- Afrique de l'est (ASS) University of Nairobi (PAR)
Harmonisation et Amélioration des Programmes de Master et de Doctorat en Agribusiness par la Mobilité entre l'Afrique de l'Ouest, de l'Est et du Centre pour un Développement Socio-économique Durable	2012-2017	1,927,925	No	Université Gaston Berger (Senegal)	Kenyatta University (PAR) African Network for Agriculture, Agroforestry and Natural Resources Education (ASS)
Africa Regional International Staff/Student Exchange : Food Security and Sustainable Human Wellbeing (ARISE)	2012-2017	1,999,000	Yes	University of Cape Town (South Africa)	University of Nairobi (PAR)
Sharing Capacity to build Capacity for Quality Graduate Training in Agriculture in African Universities (SHARE)	2012-2017	1,979,475	No	Makerere University (Uganda)	Jomo Kenyatta University of Agriculture and Technology (PAR)
Postgraduate Academic Mobility for African Physician-Scientists (PAMAPS)	2013-2018	2,132,650	No	University of Ibadan (Nigeria)	University of Nairobi (CHS-UON) (PAR)
Mobility to Enhance Training of Engineering Graduates in Africa (METEGA)	2013-2018	2,548,500	Yes	University of Botswana	Jomo Kenyatta University of Agriculture and Technology (PAR) Moi University (PAR)
Partnering for Health Professional Training in African Universities (P4PHT)	2013-2018	2,515,275	No	University of Ghana, School of Public Health (Ghana)	Moi University (PAR) University of Nairobi (PAR) Panafrican university of Science and Technology Innovation (ASS)
TRECCAfrica II	2013-2018	2,550,000	Yes	Stellenbosch University (South Africa)	University of Nairobi (PAR)
<b>EduLink</b>					
PRIMAFED: Primary Health Care-Family Medicine Education Network	2008-2010	474,990	No	University of Padova (Italy)	Moi University
SUCAPRI: Strengthening of University Capacity for Promoting	2008-2011	455,937	Yes	Makerere University (Uganda)	Jomo Kenyatta University of Agriculture

Facilitating & Teaching Rural Innovation Processes					and Technology University of Nairobi Egerton University Kenyatta University Kenya Agricultural Research institute (ASS)
EACLAT: East African Academic Alliance for Curriculum In Logistic and Tourism	2008-2010	461,020	No	University of Nairobi (Kenya)	Moi University
INEPEA: Improving Nursing Education and Practice in East Africa	2007-2010	191,754	No	Aga Khan University (Kenya)	Kenyatta University
JMTADM: Joint Master Programme in Trans-Boundary Animal Disease Management	2008-2011	395,951	No	Addis Ababa University (Egypt)	University of Nairobi
ICTD4D Consortium of African and European Higher Education Institutions	2008-2010	335,389	No	University of Joensuu (Finland)	Maseno University
E:AR-HEALTH : Institutional Capacity Building through East African Postgraduate Programme 'Public Health'	2008-2011	486,529	No	Universitaetsklinikum Heidelberg (Germany)	Moi University
PREPARE-PhD: Promoting Excellence In Ph.D. Research Programmes in East Africa	2008-2011	485,911	No	Universit of Copenhagen (Denmark)	University of Nairobi
Sustainable Quality Culture In East African Institution through Centralised Units	2008-2011	408,433	No	University of Alicante (Spain)	Moi University
ValueLead: Value Chains for Poverty Reduction in the Agri-Food Sector-Problem-Based Learning in Higher Education	2008-2011	441,343	No	Humboldt Universitaet zu Berlin (Germany)	Egerton University
Education for the Children with Learning Disabilities: African-European Co-Operation for Promoting Higher Education and Research	2008-2011	500,000	No	University of Turku as the coordinating university for University Network of Psychology in Finland – Psykonet (Finland)	Kenyatta University
African Universities Develop Strategies Addressing the Implications of Globalisation	2008-2010	274,646	No	Maastricht University (the Netherlands)	Moi University
MEDI-SHARE: Improving Capacity of Health Sector researchers in ACP HEIs by Sharing Worldwide Recognised IT tools and Experience	2008-2010	500,000	No	CINECA (Italy)	University of Nairobi
Strengthening Capacity of Universities in Eastern, Central and Southern Africa to Offer Quality Graduate Programmes	2008-2011	470,714	No	Regional Universities Forum for Capacity Building in Agriculture RUFORUM (Uganda)	Egerton University
ERESA: Enhancing Research Capacity and Skills in East and Southern Africa	2008-2011	477,095	No	Regional Universities Forum for Capacity Building in Agriculture RUFORUM (Uganda)	Jomo Kenyatta University
UCDISM: University Capacity Development for Integrated Sanitation Management in Eastern and Southern Africa	2009-2012	497,992	No	University of Siegen (Germany)	Kenyatta University

Human Resource Development in Inclusive Education in Botswana, Swaziland, Kenya and Uganda	2008-2011	273,366	No	Roehampton University (UK)	Maseno University Ministry of Education (ASS)
ARIS: Strengthening Agriculture and Rural Innovation Systems in Eastern, Central and Southern Africa: A Regional PhD Programme	2008-2012	452,747	No	Makerere University (Uganda)	Egerton University
HENNA: Establishment of a Higher Education Network for Applied Nutrition between Eastern Africa and Europe	2008-2012	442,944	No	Justus Liebig University Giessen (Germany)	Jomo Kenyatta University
TDNet: Trade and Development Training, Research and Policy Network	2009-2011	262,570	No	University of Pavia (Italy)	University of Nairobi
DairyChain - Strengthening Capacity of Higher Education Institutions in Eastern and Western Africa to Enhance Efficiency in the Dairy Value Chain	2013-2016	499,940	No	Egerton University	-
Value Chain Development for Food Security in the Context of Climate Change- A contribution through strengthening capacity in higher education in Eastern Africa (ValueSeC)	2013-2016	499,715	Yes	Humbolt Universitat Berlin (Germany)	Moi University University of Nairobi
Embedding Entrepreneurship in African Management Education	2013-2017	499,669	No	Universita' Cattolica del Sacro Cuore, Milano (Italy)	Tangaza College, Catholic University of Eastern Africa
ENERGY-AGRO-FOOD: Energy – Agro-food Synergies in Africa: New Educational Models for Universities	2013-2016	499,501	Yes	Universita Bologna - Alma Mater Studiorum (Italy)	University of Nairobi
ENERGISE (Enlarged Network in Education and Research for a Growing Impact of Sustainable Energyengineering on local development)	2013-2017	498,119	Yes	Politecnico di Milano (Italy)	Kenya Polytechnic University College Mombassa Polytechnic University College
FSBA Food Security and Biotechnology in Africa	2013-2016	498,103	No	University of Groningen (The Netherlands)	Chepkoilel University College, Eldoret University
Deploying Interactive On-line Networking Platform for Improving Quality and Relevance of African University Graduates to Labour Markets	2014-2017	497,873	No	Egerton University (Kenya)	Jomo Kenyatta University Of Agriculture And Technology
Strengthening University capacity to enhance competitiveness of Agribusiness in East and West Africa	2013-2017	496,367	No	Egerton University (Kenya)	-
SUCCEED Network - East African Higher Education Network on Sustainable and Energy Efficient Campus Development	2013-2016	495,100	Yes	Universidad de Alicante (Spain)	Moi University
Enhancing the quality of graduates of agriculture to meet tomorrow's food security challenge (PREPARE-BSc)	2013-2016	493,988	No	University of Nairobi	-
Capacity Building for E-Learning Network on Food and Nutrition Security with Partner Universities in Eastern Africa and Europe" eLEFANS	2013-2017	489,791	No	University of Ulm	Egerton University Jomo Kenyatta University of Agriculture and Technology Kenyatta University
Enhancing nutrition and food security through improved capacity of agricultural higher education institutions in East and	2013-2016	488,984	No	Kenyatta University	South Eastern University College, University of Nairobi

Southern Africa					
Strengthening Human Resource Capacity to Foster Agricultural and Rural Innovation in Eastern Africa	2013-2016	488,165	No	Makerere University (Uganda)	Egerton University
Concerted Fit-for-purpose PhD training in aquaculture and fisheries to improve food security and livelihoods in Sub-Saharan Africa	2013-2017	497,986	No	Lilongwe University of Agriculture and Natural Resources (LUANAR) - Bunda College of Agriculture (Malawi)	Moi University
Partnerships to strengthen university food and nutrition sciences training and research in Eastern and Southern Africa (PASUFONS)	2013-2017	496,207	No	Makerere University (Uganda)	Jomo Kenyatta University of Agriculture and Technology
The Learning Network for Sustainable Energy Systems	2013-2016	487,866	No	Politecnico di Milano (Italy)	University of Nairobi
Joint development of courses for ENERgyefficient and sustainable housing in Africa (JENGA)	2013-2016	440,407	No	University of Applied Sciences Augsburg (UASA) (Germany)	Jomo Kenyatta University of Agriculture and Technology
<b>Erasmus Mundus</b>					
S1-L15-MUNDUS ACP	2010-2014	5,919,600	No	Universidade do Porto (Portugal)	University of Nairobi
MUNDUS ACP II	2011-2015	5,999,825	No	Universidade do Porto (Portugal)	University of Nairobi
ANGLE - Academic Networking, a gate for learning experiences (Angola, Cameroon, Cape Verde, East Timor, Fiji, Kenya, Madagascar, Mozambique, Republic of Congo, Senegal, Trinidad & Tobago)	2012-2016	2,942,600	No	Universidade do Porto (Portugal)	University of Nairobi
CARIBU - Cooperation with ACP countries in Regional and International Bridging of Universities	2013-2017	3,999,800	No	Vrije Universiteit Brussel – Vub (Belgium)	Moi University (ASS)
DREAM - Dynamizing Research and Education for All through Mobility in ACP	2013-2017	3,999,750	No	Universidade do Porto (Portugal)	African Network for Internationalization of Education (ASS) University of Nairobi (ASS)
KITE - Knowledge, Integration and Transparency in Education (EU-ACP Countries)	2013-2017	3,999,125	No	Masarykova Univerzita (Czech Republic)	Jesuit Refugee Service – Africa (ASS) Kenyatta University (PAR)

## 5.2 Annex 2: Scholarship holders Kenya 2007-2014

The tables are based on the data available in the EACEA Mobility tool by 05/09/2016 and for therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).

Table 4 Erasmus Mundus Action 2 Strand 1 Mobility table

Target Group 1			Target Group 2			Target Group 3			TG 3	Total
Female	Male	N/A	Female	Male	N/A	Female	Male	N/A		
8	21		6	10			1		1	46

Table 5 Mobility table total

HE programme	Female	Male	Total
Erasmus Mundus Action 1	5	2	7
Erasmus Mundus Action 2 (Strand 1)	14	32	46
Intra ACP Academic Mobility Scheme	20	44	64
<b>Total</b>	<b>39</b>	<b>78</b>	<b>117</b>

## 5.3 Annex 3: List of people interviewed

### EU Delegation

Name	Position	Institution
Mr. Titus Katembu	Programme Manager, Social and Environment Section	EUD
Ms. Barbra Alot	Policy, Monitoring and Evaluation Assistant	EUD

### Government and parastatal institutions

Name	Position	Institution
Mr. David N. Watene	Assistant Director of Education	Directorate of Education, MoEST
Dr. Tabby Mungai (PhD)	Senior Assistant Director	Directorate of Education, MoEST
Prof. Anne Nangulu	Deputy Commission Secretary	CUE

### Higher education institutions

Name	Position	Institution
Prof. Losenge Turoop	Associate Dean, Faculty of Agriculture	JKUAT
Prof. Anselimo Makokha	Professor	JKUAT
Dr. Arnold Nola Onyango	Chairman, Dept. of Food Science and Technology	JKUAT
Dr. Eng. Hiram M. Ndiritu	Dean, School of Mechanical, Manufacturing and Materials Engineering	JKUAT
Prof. Gabriel Magoma	Director	PAU, Institute of Basic Sciences, Technology and Innovation
Dr. Jane Ngethe	Coordinator, Research	PAU, Institute of Basic Sciences, Technology and Innovation
Dr. Newton M. Nyairo	Senior Lecturer, Dept. of Agribusiness Management and Trade	KU
Dr. Maina Mwangi	Director of Research Support	KU



<i>Name</i>	<i>Position</i>	<i>Institution</i>
Mr. Allan N. Mwangi	Administrator, Centre for International Programmes and Collaboration	KU
Dr. Moses G. Kariuki	Deputy Director, Centre for International Programmes and Collaboration	KU
Prof. William O. Ogara	Director, Centre for International Programmes and Links	UoN
Ms. Rosemary A. Omwandho	Assistant Registrar, Office of the Deputy VC, RDE	UoN
Ms. Elizabeth Gachithi	Finance Officer, Grants Office	UoN
Prof. Willis Kosura	Dept. of Agriculture	UoN
Prof. Nicholas Oguge	Technology Transfer Network	UoN
Prof. Alexander K. Kahi	Deputy VC, Academic Affairs	Egerton University
Prof. Bockline Omedo Bebe	Associate Professor and Deputy Director, Extension and Outreach	Egerton University
Dr. James O. Owuoch	Senior Lecturer, Dept of Crop Science	Egerton University
Prof. Patience Mshenga	Professor, Dept. of Agric. Economics and Agribusiness Management	Egerton University
Prof. Simeon Kipkoech Mining	Director, Directorate of Research, Office of DVC A, R & E	Moi University
Prof. David Ayuku	Professor of Clinical Psychology, School of Medicine	Moi University

### EU Member State institutions

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Tony Reilly	Director	British Council, Kenya
Sally Ileri	Head, HE, Scholarships and Skills	British Council, Kenya
Margaret Kirai	Deputy Director	DAAD East Africa
Anja Bengelstorff	Programme Officer	DAAD East Africa

### Civil society and NGOs

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Ms. Rosy Apiyo Okwiri	President,	Erasmus Mundus Alumni Association
Dr. Paul Nampala	Grants Manager	RUFORUM

### 5.4 Annex 4: List of documents consulted

Intra-ACP Cooperation – 10<sup>th</sup> EDF, Strategy Paper and Multi-Annual Indicative Programme 2008-2013. EU 2008

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# **Evaluation of the EU development co-operation support for higher education in partner countries (2007-2014)**

**Country Note Mexico  
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## **Evaluation of the EU Development Co-operation Support to Higher Education in Partner Countries 2007-2014**

**This evaluation was commissioned by the Evaluation Unit of the  
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*The opinions expressed in this document represent the authors' points of view  
which are not necessarily shared by the European Commission  
or by the authorities of the concerned countries.*

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The evaluation is being managed by the DG  
DEVCO Evaluation Unit.

The author accepts sole responsibility for this report,  
drawn up on behalf of the Commission of the  
European Union. The report does not necessarily  
reflect the views of the Commission.

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## List of Acronyms

ALCUE	Espacio Común de la ES América Latina, Caribe y Unión Europea
ANUIES	Asociación Nacional de Universidades e Instituciones de Educación Superior (Mexican Rector´s Conference)
BUAP	Benemérita Universidad Autónoma de Puebla
CENEVAL	Centro Nacional de Evaluación (National Assessment Center)
CfP	Call for Proposals
CIEES	Comités Interinstitucionales para la Evaluación de la ES (HE Assessment Committees)
CINVESTAV	Centro de Investigaciones y Estudios Avanzados
C.L.A.R	Crédito Latinoamericano de Referencia (a result of the ALFA project Tuning AL)
COEPES	Consejos Estatales para la Planeación de la Educación Superior (HE Planning State Councils)
CONACYT	Consejo Nacional de Ciencia y Tecnología (National Research and Technology Council)
COPAES	Consejo para la Planeación de la Educación Superior (National HE Planning Council)
CPI	Centros Públicos de Investigación (Public Research Center)
DAAD	Deutscher Akademischer Austauschdienst DAAD (German Academic Exchange Service)
EM, EMA2	Erasmus Mundus, Erasmus Mundus Action 2
EULAC, EU-CELAC	EU Latin America, Caribic (summits)
EMECW	Erasmus Mundus External Co-operation Window
ESPEDED	Programa de estímulos al desempeño del personal docente
FCAS	Fragile and conflict-affected states
FIMPES	Federación de Instituciones Mexicanas Particulares de Educación Superior (Association of private HEIs)
FLACSO	Facultad Latinoamericana de Ciencias Sociales
HEI	Higher Education Institution(s)
ICT	Information and Communication Technologies
ITESM	Instituto Tecnológico y de Estudios Superiores de Monterrey (Metropolitan zone branch, located at Mexico City)
LGAC	Líneas de generación y aplicación del conocimiento (research strengths)
MS	Member State
OECD	Organisation for Economic Co-operation and Development
PIFI	Programa Integral de Fortalecimiento Institucional
PNPC	Programa Nacional de Posgrados de Calidad (founded by CONACYT)
PROMEP	Programa de Mejoramiento del Profesorado
PROMESAN	Programa de Movilidad en ES en América del Norte
PRONABES	Programa Nacional de Becas
SATCA	Sistema de Asignación y Transferencia de Créditos Académicos (México)
SEP	Secretaría de Educación Pública

SNI	Sistema Nacional de Investigadores (National Researcher System)
TSU	Técnico Superior Universitario
UAEH	Universidad Autónoma del Estado de Hidalgo
UAM	Universidad Autónoma Metropolitana (Mexico City)
UNAM	Universidad Nacional Autónoma de México
UV	Universidad Veracruzana



## 1 Introduction

### 1.1 Purpose of the note

This note is framed within the field phase of the evaluation. Prior to this phase, an inception phase, aiming at developing the evaluation framework (reconstruction of the EU's intended intervention logic of its support to HE in partner countries and definition of the Evaluation questions (EQs)), and a desk phase, aiming at giving a preliminary answer to the EQs and at proposing the list of countries to be visited, were developed. From a long list of 45 countries selected in the inception phase for a desk analysis, 13 were further selected for a more detailed analysis. Out of these, 8 countries were selected for the field phase.

The field visits have the following objectives:

- To complete the data collection in order to answer the agreed evaluation questions;
- To validate or revise the preliminary findings and hypotheses formulated in the desk report;
- To assess whether there is need for further research and interviews to prepare the final note, and in particular the conclusions and recommendation chapter.

Therefore, the present country note cannot be considered a country evaluation but rather one of the inputs for the elaboration of the final report. It is aimed at providing country specific examples on a set of issues that are relevant for the worldwide exercise.

The field visit to Mexico was undertaken from 16 to 23 May 2016 with Arnold Spitta as the leader of the mission and by Luis Cuauhtémoc Gil Cisneros as a country-based expert.

### 1.2 Reasons for selecting Mexico for the field phase

Table 1 Criteria for selection of the country

Country	Criteria for selection	Major HE programme	Remark
<b>Mexico</b>	<ul style="list-style-type: none"> <li>Mexico has an HE system with a high number of excellent universities, but at the same time hundreds of mediocre Institutions.</li> <li>In Mexico, neighbour of – and heavily influenced by – the United States (NAFTA Treaty), it would be interesting to assess the impact of the EU co-operation in HE, competing with US universities (which are under the umbrella of the CONAHEC, an US-Mexican HE co-operation agreement).</li> <li>On the one hand, Mexico has a well established HE System with excellent universities. On the other, Mexico shows a high degree of social exclusion, one third of Latin America's poor live in this country. The percentage of the population living below the poverty line increased from 49% to 53% between 2007 and 2014.</li> <li>In 2008, the ERASMUS MUNDUS External Co-operation Window Mexico was the attempt of bilateral EU support in HE with special co-operation opportunities for the less developed and poorest Mexican states. As poverty alleviation is an overarching objective also in HE co-operation, in-depth interviews at the EUD and with Mexican government and HE stakeholders might allow insight in the results of this EU co-operation with disadvantaged HEIs.</li> <li>Mexico is a good example for multilingualism and ethnic diversity, and how this is dealt with in HE.</li> <li>Several EU Member States have signed co-operation agreements and scholarship programmes with the CONACyT (Consejo Nacional de Ciencia y Tecnología - Mexican</li> </ul>	<ul style="list-style-type: none"> <li>ALFA III, Erasmus Mundus Action 2</li> </ul>	<ul style="list-style-type: none"> <li>HE has not been covered by other recent major evaluation of EU support to Mexico.</li> <li>The Mexican field phase would allow us to gather evidence for all EQs.</li> <li>Mexico is potentially a good case to demonstrate best practises in support to HE.</li> </ul>

Country	Criteria for selection	Major HE programme	Remark
	Research Council). These bilateral scholarship programmes are heavily co-funded by CONACyT. It would be interesting to explore this issue more in detail.		

### 1.3 Data collection methods used (including limits and constraints)

The country mission started with a review of all available desk based information. A long list of relevant stakeholders in the public and private sectors was drawn up and through a table with the frequency of participations in EU projects the key stakeholders were identified prior to the mission. Government officials and the suggestions of the EU Delegation were also considered (in all cases coincident). It was possible to meet many, but not all, stakeholders identified, and when the key stakeholder was not available, other representatives of the relevant institution were met instead.

The interviews were conducted as semi-structured interviews, where key questions and discussion topics had been prepared in advance for each meeting, while leaving room for adjustments and additions as the interviews progressed.

Besides the EU Delegation officials, government officials, authorities and academic staff of public and private partner HEIs were interviewed. In the case of the interviewed HEIs, five of the eight are based out of Mexico City. This was a strategic action to include the opinion of institutions with a different staff capacity and with diverse facilities as those in the megacity.

During the Briefing meeting the EUD officials made clear that the Delegation is only in charge of the bilateral co-operation and serves as a focal point for information about ALFA III and Erasmus Mundus Action 2 (from here on cited as EMA2). In addition, it is involved in the launch of Calls for Proposals and dissemination activities thereof.

The evaluation team visited high level officials at the three government institutions responsible for defining and implementing the country's strategies and policy priorities in HE, namely, the Ministry of Public Education (Secretaría de Educación Pública SEP), where Dr. Salvador Malo is not only the head of the national Directorate General of HE, but also an internationally renowned expert in higher education, the National Council for Science and Technology (Consejo Nacional de Ciencia y Tecnología - CONACyT), which offers yearly an important amount of grants – more than 3,500 – to Mexicans pursuing postgraduate studies abroad (CONACyT runs a special EU Co-operation Office) and the Mexican Rector's Conference (Asociación Nacional de Universidades e Instituciones de Educación Superior ANUIES), which was a partner institution in three ALFA III projects. On the other hand, the evaluation team also focused on comprehensive interview visits to those HEIs which were particularly successful beneficiaries of ALFA III and Erasmus Mundus. Three of them, the Universidad Nacional Autónoma de México (UNAM, with 223,775 students in 2014), the Universidad Autónoma Metropolitana (UAM with 44,301) and a renowned private university, the Instituto Tecnológico y de Estudios Superiores de Monterrey (ITESM with 57,753, Campus of the Metropolitan Area) located in Mexico City. The other three are out of the central area: the Universidad Veracruzana (UV with 78,641 students and the only Mexican institution which has been a co-ordinator of an ALFA III project), the Universidad Autónoma del Estado de Hidalgo (UAEH with 30,681) and the Benemérita Universidad Autónoma de Puebla (BUAP with 63,941). Finally, Prof. Dr. Sylvie Didou Aupetit was interviewed, who is a recognized academic stakeholder in cooperation and internationalisation of HEI.

At the end of the country visit, the EU Delegation organised a round table with HE counsellors of Member States in charge of bilateral development co-operation with Mexico and academic exchange agencies officials to speak about their experience, giving them an opportunity to express their opinions about EU programmes.

The Debriefing at the EUD was scheduled for Monday 23 May, with the Head of Section for Co-operation, who explained, inter alia, the difficulties the EUD had due to the lack of personnel to give support to and follow up on the EU development programmes.



A meeting with Erasmus alumni, organised by the EUD, allowed the evaluation team to learn first-hand about their experience in Europe and the impact on their professional development after returning to Mexico.

Additionally, after the country visit, several interviews (by phone and Skype) gave the opportunity to collect information from stakeholders of the Mexican co-coordinating Institutions of Erasmus Mundus Action 2 projects. Interviews were held with the Universidad de Occidente, Sinaloa (EMA2 Eureka); the Universidad Autónoma de Chapingo (EMA2 Eulalinks and Eulalinks Sense) and the Universidad Nacional Autónoma de México –UNAM (EMA2 project Eurica).

## 2 HE context in Mexico

During the evaluation period (2007 to 2014) the population of Mexico increased by 12.25 million, reaching 125.4 million people in 2014.

In the same 8-year-period, the annual growth rate decreased from 1.56 to 1.32 %. Life expectancy rose by 1.1 years and amounted to 76.7 years in 2014. Mexican population is quite young - the median age is 27 years. The annual growth rate of the GDP per capita was 1.6 % in 2007 but it decreased to 0.9 % in 2014.

One important obstacle hinders the Mexican government to fund education programmes and reform processes more adequately. It is the low rate of tax revenues of the Mexican State, with roughly 15 % of the GDP, which is the lowest rate of all OECD member countries and one of the lowest in the world.

Another obstacle is the lack of social cohesion (the other side of a high degree of inequality in society), which is directly linked to social exclusion. The budget constraints hinder adequate social programmes to reduce poverty and foster inclusiveness. In 2007, 49 % of the country's population lived below the poverty line. This percentage grew to 53.2 % in 2014; at the same time, the National Gross Product per capita increased by 11,6 %, rising from 8.840 US\$ to 9.870 US\$ in 2014. This means that inequality in the income distribution grew, despite the fact that social cohesion, particularly poverty reduction, has been one of the stated overarching goals of the development policy of the Mexican Government.

### The Higher Education System

In 2014 the Mexican HE system had 3,460 HEIs in 31 States and one Federal District, 2,455 (71%) of them being private institutions and the rest (1,005) public ones. The Mexican public HEIs are classified in 235 Federales (with federal budget), 550 Estatales (state funding), 43 Universidades Autónomas (federal and state budget) and 177 Normales (federal or state budget).

There are three HE subsystems: the university subsystem (federal and state universities, autonomous universities, private universities, research institutes, federal or state “colegios”, i.e. smaller research institutions offering also postgraduate studies, like the renowned “El Colegio de México”), the technological system (national polytechnic or technological institutes, technological universities, polytechnic universities and research institutes) and the subsystem of the “normales”, i.e. teachers' schools, pedagogical university system.

The undergraduate courses are: técnico superior universitario (a 2-year programme, ISCED level 5), profesional asociado (a 3-year programme, ISCED level 5) and licenciatura (a 4- to 5-year programme, ISCED level 6). The graduated courses are of three levels: especialidad (a 1-year programme, ISCED level 7), maestría (a 2-year programme, ISCED level 7) and doctorado (a 4-years programme, ISCED level 8).

The figures for the academic year 2014/2015 show a total enrolment of 3,515,404 students in classroom education (educación presencial), with 6.7 % of them studying in graduate programmes; and, additionally, an enrolment of 517,588 students in long distance education, 14.9 % of them pursuing graduate study courses.

The Mexican HE system has a federal structure, where the Secretaría de Educación Pública (the Ministry of Education) is the political, regulatory, technical and pedagogical authority, which also co-ordinates the Ministries of Education of the Mexican States. The Ministry of Education has the responsibility of planning and evaluating the HE system. For this issue,

besides the collaboration of the State education ministries, it has created some decentralised agencies, namely the Consejo para la Planeación de la Educación Superior (COPAES, HE Planning Council), Consejos Estatales para la Planeación de la Educación Superior (COEPES, State HE Planning Councils), Consejo Nacional de Ciencia y Tecnología (CONACyT, National Research and Technology Council), Asociación Nacional de Universidades e Instituciones de Educación Superior (ANUIES, Rectors Conference), Comités Interinstitucionales para la Evaluación de la Educación Superior (CIEES, HE Assessment Interagency Committees) and the Centro Nacional de Evaluación (CENEVAL, National Assessment Center), each of them with a number of programmes to evaluate students, faculty members, researchers, undergraduate and graduate study courses and also institutions. The country has made serious efforts to enhance the pertinence of education and to widen the diversity of educational opportunities, in order to improve the learning process and facilitate employability of its graduates. Still, unemployment rates for people with tertiary education reached 22.9 % in 2007 (27.1 % for women and 20.0 % for men). There are no official figures for 2014.

Despite the education policies set in place during the evaluation period, the gaps in access to education, culture and knowledge could not be closed. Different forms of discrimination against people with a specific physical, social or ethnic background and for reasons of gender, religion or sexual preferences, continue to block more equal access. The most characteristic indicators of HE in Mexico showed at the beginning of 2007 that the coverage was approximately 24.3 %; nearly 7 % of the students in HE were scholarship holders whose family income appertained to the lowest 40 % of the population and 49 % of the public HEIs have established a council of social linkage.

The importance given to productivity as the central concept for economic development is not yet sufficiently reflected in the linkage between schools and the needs of the social and productive sectors.

On the other hand, the age profile of the ICT users reveals the predominance of young people in the country: almost 60 % are less than 24 years old. The following figures give an overview of accessibility and explosive growth of the sector during the evaluation period. Mobile phone contracts increased by 40.3 %, from 58.6 (out of hundred persons) to 82.2 in 2014 and internet users more than doubled, from 20.8 to 44.4 respectively. More and more, the ICT were introduced in HE, although the progress made so far is not sufficient.

Mexico has probably the most important cultural infrastructure in Latin America which was developed throughout several decades with great effort and resources. The EU Country Strategy Paper for Mexico 2007-2013 highlighted Education and Culture as two areas of opportunities for co-operation.

### **Science, Technology and Innovation**

Mexico still did not develop its capacity to generate and apply innovative knowledge. This can partially be explained by the low investment rate – public and private (0.43 % of the GDP in 2007, 0.62 % in 2014) – allocated to science, technology and innovation, but also by the education system being linked to the business and the social sector insufficiently. In the same period, military expenses for the government's fight against drug cartels grew from 0.5 % to 0.7 % of the GDP.

The number of PhDs graduates per year reveals a substantial increase of almost 100 %, from 2,252 doctorates in 2007 to 4,468 in 2014.

In 2012, the National Programme of Quality Postgraduate Courses (PNPC Programa Nacional de Posgrados de Calidad) registered 1,583 programmes, which represents 24.9 % of the respective total amount in the country. Another positive indicator is the proportion of PhD students in science and engineering, compared to the national enrolment of PhD students. At the end of 2012, the indicator reached 37.2 %, while in Brazil it was 34.7 %.

Mexico puts significant effort into increasing its human capital devoted to research work but it does not invest more resources. An example is the average expenditure for basic research through the Fondo Sectorial de Investigación en Educación SEP-CONACyT per researcher enrolled in the National Researcher System (Sistema Nacional de Investigadores SNI). In

2007, the average was 58,600 pesos, while in 2012 the average descended to 50,500 pesos (in constant values), which means a reduction of 14 %.

Compared to other OECD member countries, the number of scientists per thousand economically active persons is very unfavourable for Mexico. It hardly reached the value of 0.98 in 2012, which is seven times less than the average of other OECD member countries.

### 3 Field mission findings

#### 3.1 EQ 1 on relevance and strategic orientation

##### 3.1.1 Findings

<i>To what extent has EU support to HE promoted the overall development policy objectives of the EU?</i>	
<b>JC 11</b> Support to HE has been linked to EU commitments and development policies	As Mexican Government stakeholders familiarised themselves with EU development co-operation, explained, there is evidence that the regional EU programmes in HE in general were aligned with the overall development policies and commitments. Both main EU programmes, ALFA III, aiming at institutional reforms in HEIs of the region, and the mobility programme Erasmus Mundus Action 2 (EMA2) focused on social inclusion (in its different dimensions, targeting, inter alia, at vulnerable groups, particularly indigenous people) which is among the overarching goals of the general EU development policy.
<b>JC 12</b> EU support has addressed, and adapted to, development contexts in partner countries and regions	At the Briefing, the EUD officials explained that the EMECW Mexico of 2008 aimed at aligning the global Erasmus Mundus programme to the problems and needs of the country, i.e. contributing to reducing the inequalities which exist between the Mexican States. The single CfP did not fully bring the expected results due to poor academic quality of many applying students, stemming from the low standard of education possibilities offered by the states the students came from. It was a sort of “vicious cycle”: the participating Mexican States were selected to participate particularly due to their deficits in the quality of secondary school and HEIs, but this lack of quality education hampered students to fulfil the scholarship requirements. In the following years, Mexican HEIs participated in several EMA2 sub-regional lots, focussed on Central America and Mexico.

##### 3.1.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC11	
EU support to HE is strongly linked to the overall objectives of the EU's development policies	The hypothesis is correct. In Mexico, the objectives of the EU's general development policies did not differ substantially from the overarching aims of the co-operation in HE. The aid modality, through regional co-operation programmes (ALFA III, EMA2, Central and Latin American Lots), was in line with EU's regional strategy. The RSP Latin America (2007-2013) Identified three priority focal sectors: <ul style="list-style-type: none"> <li>• Social cohesion, reduction of poverty, inequalities and exclusion,</li> <li>• Regional integration and</li> <li>• Investing in people and increasing mutual understanding.</li> </ul> EMA2, particularly (but not only) in its Mexico-Central American lots, aimed at regional integration of HE; at enhanced academic mobility (leading, inter alia, to increased mutual understanding), and also at social cohesion and inclusiveness. The programme gave priority to vulnerable groups (Target Group 3 had a mandatory scholarship quota assigned);
The support lacks a clear conventional approach outlining and explaining how exactly HE contributes to socio-economic development	The hypothesis seems to be true. But if one looks at more than twenty years of discussing the role of HE in the development of a given country, the trend seems to be to acknowledge the following. Although it is not perfectly clear how HE contributes, it is doubtlessly evident that without the know-how of the experts, teachers and engineers graduated from a HEI, development is almost impossible. Mexico, as a big country with an important degree of industrialisation, is a good example for the active role of HEIs in the country's development. To achieve Mexico's actual industrial development level was only possible with a Higher Education system of good quality and big enough to graduate the specialised personnel – technicians, engineers, administrative professionals, managers, scientists (particularly working in applied research), inter alia, – necessary to run the complex production and distribution processes of today.
The EU support to HE has not developed a clear strategy towards the strengthening of intercultural understanding	In principle, this seems to be true. However, Mexican beneficiaries of Erasmus Mundus Action 2 (EM Alumni) were of the opinion that academic mobility (staff and students' exchange within HEI networks) gave them a fantastic chance to experience intercultural life, as their host universities had students of a great variety of countries. The EM Alumni unanimously assessed that they have improved their intercultural understanding - and felt it was one of the most enriching experiences of their study abroad period.
The linkages between	The hypothesis is only partially correct. Several Mexican stakeholders mentioned

support to HE and the strengthening of political and economic co-operation are weak	explicitly that the EU funded projects contributed, although indirectly, to strengthening the political and economic co-operation. Particularly projects with a topic related to capacity building for labour market needs, for social inclusion and for sustainable development, among others, were considered linked to socio-economic development. One example from the Universidad Veracruzana (UV): as a spin-off from the ALFA III project Innova Cesal, the UV created, with its own resources, the "AULA"-project, which, inter alia, is linked to strengthening inclusiveness among students and staff from different faculties working as interdisciplinary teams to improve the productivity and product quality of small farms (granjas) in rural areas of the Veracruz State (for more details, s.below, JC 32).
JC12	
The EU has generally explicitly linked its support for HE to the specific development needs and challenges of partner countries and regions but the comprehensiveness of this approach differs markedly across the sample of countries and regions	The hypothesis is partially correct. In Mexico (and in Latin America as a whole) EU support was channelled through the regional and global programmes ALFA III and Erasmus Mundus Action 2. By definition, these programmes could not be linked to the specific development needs of a given partner country. As EU support was provided through university networks, if universities were successful and participated in several projects, they could work on more topics than universities with a lower participation rate. From the point of view of a country with many successfully participating HEIs, the comprehensiveness of the EU support was broader than that of a country with only a few universities involved in EU funded projects. But this point of view is based on the success rate of the beneficiaries, be it HEIs or countries, and not on the EU support to HE, which – as provided through regional programmes – was not linked explicitly to the needs of a specific country.
There has been no evolution of the EU approach to the support of HE during the evaluation period. Lessons-learned have been taken into account for individual programmes but not in a systematic and comprehensive manner for support to HE in general terms	The hypothesis seems to be partially true. Comparing for example the three ALFA III CfPs and guidelines, although they show some subtle differences from the first to the third Call regarding the issue of addressing social inclusion, the programme design as such remained the same. However, the bilaterally funded EMECW Mexico, is an example of co-ordination and synergies between regional and bilateral interventions. It was an attempt to build a bridge between the regional EM programme and the specific needs of the country. It differed from the following EMA2 projects, which had a regional approach, particularly targeting Central America and Mexico (for instance, lots 20 and 20b Central America Mexico – EMECW) The creation of a mandatory co-co-ordinating partner university was a new element, aiming at strengthening the specific Mexican /Latin American know-how regarding the selection of scholarship candidates from vulnerable groups (TG 3), and at the same time, fostering project ownership in Latin America.
EU support to HE lacks a specific and explicit approach to the design and implementation of HE programmes and projects in FCAS	N.a. in Mexico.

## 3.2 EQ 2 on alignment

### 3.2.1 Findings

<b><i>To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?</i></b>	
<b>JC 21</b> Responsiveness of EU support to HE, in its design and implementation, to the partner country's and regional priorities	<p>Many of the interviewees confirmed an alignment of the EU co-operation with the co-operation policies of individual HEIs as UNAM, because it strengthened the networking of HEIs, created new co-operation and exchange modalities, allowed for expanding from bilateral to multilateral mobility and tackling strategic issues (like water, energy etc.). Participation in EU-supported programmes allowed for enhancing project management practices. A learning which also led to take the results and impacts achieved into consideration. From UNAM's point of view, there is more co-operation with the EU than with the US.</p> <p>One stakeholder interviewed from the HEIs sector had critical remarks with regard to the EU programmes ALFA III and EMA 2. He complained that the HEIs of the partner countries had no opportunity to discuss EU programmes and projects in advance, i.e. before entering into force. He suggested that probably coincidences between the objectives of the EU programmes and the partner country's own priorities existed, but they did not necessarily have the same priority. Additionally, other priorities on the region's agenda were not included into the agenda of the EU.</p> <p>However, these critical remarks by one of the official stakeholders (from the Rector's Council ANUIES) were not shared by the majority of the interviewed stakeholders. Most probably, they reflected a personal experience in one particular ALFA III project</p>



<p><b>JC 22</b> EU support to HE is based on partner countries' national development strategies, institutions and procedures</p>	<p>with a project leader of the network who was not particularly consensus-oriented.</p> <p>Government stakeholders pointed out coincidences in the objectives but they did not speak about alignment.</p> <p>A CONACyT official explained that the institution was open to discuss an initiative of sharing programmes (incl. joint funding) with the EU, provided that it would meet the country's interests (particularly with regard to high quality education). He mentioned as good examples the joint programmes (with co-funding and co-selection of candidates) between CONACyT and several EU-Member States (the overall number of CONACyT scholarship holders in Europe is actually more than 2,000).</p> <p>Comparing CONACyT's experiences in signing scholarship agreements with US-universities versus with European universities, the stakeholder stressed that it is easier to negotiate with the Europeans, because in the US it is necessary to negotiate in a decentralised manner, with each of the Deans of faculty, while in Europe the negotiation is centralised, the response comes from the President (or Rector) and is valid for the whole institution.</p> <p>A government stakeholder emphasised that during the evaluation period (2007-2014) the Mexican government stood aside and did not co-operate with the EU programmes in HE. It was the HEIs which engaged autonomously in ALFA III and EM. However, at the same time several HE policy dialogues EU-Mexico were held (the latest in 2015), but without concrete results and almost no follow-up. In the words of the government stakeholder, it remained an interesting exercise to know the "state of the art" of academic and scientific co-operation between the EU and Mexico.</p> <p>Only the ALFA III project Tuning America Latina received an institutional response from Latin American governments. Several of them participated in the project's general meetings and brought the debate and the conclusions back to their respective countries, for further dissemination and discussion within the national HE system. However, this project was unfortunately perceived by some Latin American Governments rather as an official EU-project, a perception which caused some reluctance. Reminiscences related to old fears of stakeholders in several Latin American Governments vis à vis supposedly European neo-colonial attitudes, trying to impose a new Euro-centric university model, may have played a role.</p> <p><i>"Latin America remains the bastion of a European education which does not exist anymore!"</i> – this exclamation by a top government official tries to illustrate the problems existing between the two education systems: <i>"The EU made efforts to enter into a dialogue of reform processes with Latin America but we did not advance at the same pace with the changes in the European HE System. In the EU, learning outcomes are evaluated, while here we continue evaluating the inputs. It would be most necessary to look at what Latin America does with the findings of this co-operation, i.e. alignment of priorities could possibly happen but it would be double effort, due to the fact that both regions have different objectives or ways to value these actions."</i></p> <p>A high ranking government stakeholder complained about the ALFA III Programme's end (in fact, about its merging into Erasmus+). In his opinion, the programme had acquired a certain standing, which would not be transferred automatically to Erasmus+, as the comprehensive successor programme. Academic co-operation and internationalisation need long periods to effectively yield institutional changes, and the seven-year-period programmes like ALFA III (with only three Calls for Proposals) are too short, was the comment of the stakeholder<sup>1</sup>.</p> <p>The stakeholder ended up proposing more joint projects, more university networking, but focused more on problems which society sees as priorities, like water, (solar) energy, instead of concentrating mostly on academic problems, which would interest only the universities as such. A co-operation between EU and Latin America in those fields, with research quality at the edge of science, would be very beneficial for both sides. For Mexico, a joint programme EU-Mexico and the Caribbean, designed similarly to the former EM External Co-operation Window but dealing with central issues of both societies would be particularly interesting and, obviously, Mexican co-funding could be negotiated.</p> <p>Although a personal opinion, the arguments and proposals made by this Government stakeholder express the general mood, widespread in universities as well as in Government institutions.</p> <p>A staff member of an autonomous state HEI saw a strong alignment of EU support for HE to the country's priorities which have been almost the same for 25 years:</p>
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<sup>1</sup> In fact, the ALFA programme started in 1994 (ALFA I), continued from 2000 to 2006 as ALFA II and since 2007 until its merger into E+ (in 2014) as ALFA III. However, looking at, inter alia, the design, objectives, beneficiaries and financial amount involved, each ALFA programme phase had its particular characteristics. The ALFA III phase was mainly characterised as a EU-Latin America co-operation programme, aiming at strengthening reform processes in HEIs and HE systems of Latin America.

	coverage, quality assurance, internationalisation and link with labour market needs.
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### 3.2.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC21	
The specific nature of the regional approach of some of the major HE programmes has limited the potential to directly respond to needs and priorities of individual partner countries	Several stakeholders confirmed the hypothesis. However, they affirmed the existence of a nucleus of reform processes going on in Europe as well as in Latin America, with important coincidences in the topics. Therefore, the EU programmes offered a forum to discuss reforms that were of mutual interest. They mentioned the EM External Cooperation Window Mexico as a promising attempt to adapt the global programme to the needs and priorities of a specific country and complained that this “bridge” only was in force for a few years, i.e. in one CfP. The EM ECW Mexico was bilaterally funded, but using the modalities of the EMA 2 programme.
Specific implementation modalities (such as the single co-operation windows for Erasmus Mundus) are successful means for addressing partner country priorities in a regional or global programme	As mentioned in JC 12, the EUD assessed that the EMECW Mexico aimed at adapting the global EM programme to the problems and needs of the country, i.e. contributing to reducing the inequalities existing between the Mexican States. As a bilateral action, the EM ECW Mexico only had one CfP. The following EMA2 CfPs had a regional focus, they targeted at the sub-region Central America and Mexico. Mexican HEIs played an important role in several projects: they operated as a bridge between the European co-ordinator and the student target groups in the participating Central American countries and in Mexico (particularly focusing on the target group 3, students coming from vulnerable and/or indigenous groups). This was particularly the case of the U. de Occidente, the U. Autónoma de Chapingo and the UNAM, which were the co-co-ordinators of the respective EMA2 projects. Two examples: The Universidad Autónoma de Chapingo, a University focused on agrarian science with about 35% rural student population (most of them of indigenous origin) and a large tradition of an inclusive access policy, contributed decisively to the successful recruitment of Central American students – incl. TG 3 - interested in pursuing credit or degree studies in the European Union. The UNAM co-coordinator of EMA2 Eurica, facilitated the application of students from TG3, allowing them to apply with simple copies of their documents. Only if the application was approved, they had to present the full documentation, incl. the official translations of documents and the necessary legalisation.
The level of country ownership for bilateral interventions is higher compared to interventions under HE programmes	In principle, this hypothesis is true, but the design of the ALFA III and the EMA2 projects, which allowed participating HEIs to work on a wide range of topics and also granted an operative autonomy, helped to raise the perceived level of ownership among the partner universities.
JC22	
Due to the nature of support (i.e. most support being channelled via major HE programmes), the use of partner country procurement systems only played a minor role	The hypothesis is true. In Mexico, no evidence was found for the use of partner country procurement systems.
In the cases where bilateral support was provided, the interventions were mostly complementary to those implemented by the government	In Mexico, the only bilateral support in HE was provided through the EM External Co-operation Window Mexico, whose focus was negotiated with the Mexican Government. Therefore, it was fully complementary to Government’s interventions in HE.

### 3.3 EQ 3 on management, teaching, learning and research

#### 3.3.1 Findings

<i>To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching and learning and research?</i>	
<p><b>JC 31</b> Improved management practices</p>	<p>EU-support contributed not only to building up and/or strengthening regional and inter-regional university networks and consortia, but also to professionalising International Offices of Mexican HEIs.</p> <p>UNAM stakeholders confirmed improved management practices thanks to the EMA2 projects –lots 18 and 20 and the EMA2 Eurica project were mentioned - particularly in the field of academic mobility and international co-operation. Meanwhile the “lessons learned” are part of the UNAM’s institutional practices.</p> <p>The ALFA III project D-politate strengthened the Technology Transfer Offices in the partner universities through capacity building of their high level staff. Inter alia, the Universidad Autónoma del Estado de Hidalgo (UAEH) participated very successfully in the ALFA network, which continued active after the end of the EU funding.</p>
<p><b>JC 32</b> Improved quality of teaching and learning</p>	<p>EU support contributed to creating the Sistema de Acreditación y Transferencia de Créditos Académicos (SATCA), a Mexican Credit Transfer System. It has to be mentioned, however, that SATCA is practically not in use.</p> <p>Government stakeholders particularly stressed the contribution of the EU support to the improvement of teaching and learning. The EU programmes contributed to redirecting the attention of Mexican HEIs to Europe and not only to the US and Canada. This diversification was seen as positive. On the other hand, the Government stakeholder minimised the contribution of the EU support to JC 31 (improved management practices) and JC 33 (enhanced research capacities).</p> <p>An example of good practices was the Innova Cesal project, co-ordinated by the Universidad Veracruzana. It aimed at deepening the process of curricula reform based on student’s learning and competences, which had started years before. After the end of the EU funding, the UV started the AULA-Project with its own funds. A spin-off project from ALFA III, which, inter alia, is linked to strengthening inclusiveness: students and staff of different faculties work as interdisciplinary teams to improve the productivity and product quality of small farms (granjas) in rural areas of the Veracruz State. Training of micro-entrepreneurs is part of the work, as well as applied research aiming at improving the quality of agricultural production. Students from business administration designed business plans for rural communities.</p> <p>Participating students wrote their theses (at licenciatura and master level) about their experience and did applied research work, thus reinforcing the academic aspects of the project.</p>
<p><b>JC 33</b> Enhanced institutional and human capacity and conditions for academic research</p>	<p>Some stakeholders emphasised the positive role of the ALFA III and EMA2 projects in the line-up of university networks, which later on were the appropriate environment for the creation of joint research groups. Indirectly, EU support contributed to reinforcing the institutional policy of the ITESM, which since 2015 requires from its researchers to be enrolled in the S.N.I. – as an external, official label for quality research administered by the CONACyT.</p> <p>The Universidad Autónoma Metropolitana (UAM, Mexico City), one of the biggest HEIs in Mexico, participated in several ALFA III projects. Stakeholders pointed out firstly, the experience gained in international networking and secondly, the enhanced research capacity, linked to international thematic networks.</p> <p>However, in view of the dimension of the country’s HE system and the number of CONACyT scholarships for master and doctoral studies at national HEIs or abroad, EU support played only a limited role.</p>

#### 3.3.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
<p>JC31</p> <p>EU support to HE has made a decisive contribution to the rapid expansion of the Bologna Process as the leading global standard in the management of HE</p>	<p>Stakeholders from Government bodies (CONACyT, SEP) did not back the hypothesis – they doubted that the Bologna Process had been established as “the leading global standard in the management of HE”.</p> <p>It needs to be clarified that neither EM nor ALFA III mentioned as an objective the expansion of the European Bologna Process. However, in many projects, particularly in the mobility projects of EMA2, the European HEIs (among them the lead university, which had to be an EU HEI) fostered the use of elements and instruments of the Bologna Process.</p>



EU support to HE has markedly strengthened Quality Assurance mechanisms at HEIs in partner countries and regions	Stakeholders from both government and HEIs confirmed that EU support to HE contributed markedly to strengthening QA mechanisms at Mexican universities. One example: The number of accredited postgraduate courses at UAM grew, which was indirectly related to the EU projects and the debate within the university networks related to Quality Assurance.
At the same time EU-funded programmes and projects did not make a direct contribution to the improvement and strengthening of management approaches; rather this has been an indirect result of learning from the experiences in the governance of Tempus IV (n.a. in Latin America), Erasmus Mundus and ALFA III projects	In the opinion of most of the stakeholders, this hypothesis is correct: HEI benefitted from “lessons learned” through the ALFA III and EMA2 projects, be it related to the project participation itself or to the topic of the network.
JC32	
The rapid and systemic adoption of the Bologna Process guidelines in the EU-supported projects has greatly contributed to enhancing the quality of teaching and learning	N. A. for Mexico and Mexican HEI. There was no “rapid and systemic adoption of the Bologna Process guidelines” in the EU-supported projects. Several projects focused on Bologna Process related topics (Quality Assurance, student’s credits, curricula based on student’s competences etc.), which served as examples for developing “Bologna inspired” Latin American solutions (Tuning America Latina and the CLAR-credit system, among others). As already mentioned, neither EMA2 nor ALFA III had as a specific objective the dissemination of the Bologna Process guidelines and instruments in Latin America.
Virtually all projects established M&E tools for the purpose of monitoring the implementation of project activities but did not contribute to the establishment of such tools for the quality assurance of teaching and learning at HEIs in general terms.	The hypothesis seems to be correct. Evidence of M&E tools for quality assurance of teaching and learning being established as a result of EU projects could not be gathered.
JC33	
Improving the physical research infrastructure at HEIs has not been a priority of EU support to HE	The hypothesis is correct. No evidence was found about EU projects improving the physical research infrastructure at HEIs.
While direct research-related support was not a priority of most projects across all programmes, participating HEIs and a large number of individual academics have nevertheless greatly benefitted from the access to international research networks and were thus able to strengthen their research capacities	Stakeholders of several Mexican HEIs confirmed the hypothesis: a number of individual academics of HEIs participating in EU-funded projects have benefitted from the access to international research networks, which strengthened their research capacities. 40% of the scholarships allocated in EMA2 projects benefitted Mexican PhD candidates, postdocs and staff members, allowing them to do research in an international environment at EU HEIs and Research Centres. Nevertheless, the overall numbers of these research oriented scholarships are, compared with the size of the country’s own research (and scholarship) system, modest.
A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established at this stage	The country visit confirmed the hypothesis. An intangible value like “international reputation” of an HEI needs many years, in fact decades, to grow. It also needs substantial funding from the respective country. EU projects can contribute to it, sharing the valuable experiences and know-how of participating European universities.

### 3.4 EQ 4 on reform of higher education policy

#### 3.4.1 Findings

<i>To what extent has EU support contributed to HE reform processes in partner countries and regions?</i>	
<b>JC 41</b> HE policies and strategies reflect national priorities	According to the stakeholders of the National University Association, the reform processes in Mexican HE were not a result of the EU-co-operation programmes because these programmes affected only a very small fraction of institutions within the large Mexican HE system. Nevertheless, most of the Mexican HEIs engaged in EU funded projects belong to the group of leading universities of the country, thus influencing the whole system. From the interviews it can be assessed that the EU co-operation, as it was in line with Mexico’s own reform efforts, accompanied them,

	<p>contributing to a reform friendly environment among HEIs.</p> <p>EU HE co-operation programmes focus on regional co-operation. The EMA 2 ECW lots Central America Mexico were therefore fully aligned with the Mexican Government, which through CONACyT offered scholarships for Central American graduate students, and ANUIES (the Association of Mexican HEIs) was also engaged in institutional co-operation with Central American universities since the 1990s.</p> <p>Several important Mexican HEIs were also engaged in ALFA III projects focusing on HE reforms like Quality Assurance (ALFA III CINDA), Tuning America Latina (with 11 Mexican institutions participating), in regional networks throughout Latin America.</p>
<p><b>JC 42</b></p> <p>HE policies and strategies reflect international consensus on good practice</p>	<p>The HE reform processes in Mexico, on the way since almost two decades, show many elements – regarding Quality Assurance, strengthening of Research and Development, fostering externally evaluated master- and Doctoral studies, growing coverage among others - evidence the country's efforts in benchmarking and good practices. However, and particularly in the private sector of HE, there are huge quality differences between one HEI and another.</p> <p>Some stakeholders criticised that the co-operation EU-Mexico in fact meant EU support given to a few EU Member States (5 or 6 out of 28 MS, between them Spain, France, Germany, the Netherlands, Italy, UK), which organised their university co-operation with Latin America through ALFA III and EMA2. Therefore, - added the stakeholder, it should not be spoken of a contribution of the European region as such but particularly of the few countries named. However, this opinion was a minority (in fact a single) voice, in contradiction with the vast majority of Mexican stakeholders, and was not free of a bias against the MS which were co-operating bilaterally in HE with Mexico. HEIs of almost all Member States (26 out of 28) were engaged in some kind of EU funded co-operation with the country.</p>
<p><b>JC 43</b></p> <p>National HE institutional framework is equipped to implement national policies and strategies</p>	<p>In the case of Mexico, it is not possible to ascertain that EU funded projects contributed significantly (= in a measurable or tangible way) to a reform process within the Mexican HE System, leading to a national institutional framework that would be able to implement national policies and strategies. The Mexican Government implemented several important reforms in the last two decades. These reforms reflect the international debate about issues like Quality Assurance, the strengthening of postgraduate courses, enhancing of research and innovation, curricula based on student's competencies, and internationalisation, among others.</p> <p>On the other hand, reform processes in Europe were clear incentives for continuing with the country's own reform efforts. The examples and good practices from Europe, as marked by some stakeholders, played certainly a major role than the US HEIs, despite the fact that the latter have a large and intensive history of co-operation with their Mexican counterparts.</p> <p>The regional perspective: in the early 1990s a regional dialogue on HE reforms led by CSUCA and ANUIES started and was still ongoing in the period 2007-2014. At the same time, co-operation between Mexican and Central American HEIs in the scope of several EU funded ALFA III and EMA 2 projects contributed also to strengthening HE reforms in Central America. Although the Mexican and the EU initiatives were by no means co-ordinated, some synergy effects (in issues like QA, strengthening postgraduate courses, staff exchange, among others) occurred.</p>

### 3.4.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC41	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	The hypothesis is true, and the EU-support through ALFA and EMA2 contributed, although in a limited way, to those reforms and new strategies. Government stakeholders regretted that the coincidence of objectives did not lead to joint efforts (funded by the EU and the Mexican Government together). A joint programme might have generated synergy effects and added value through the international expertise of participating European HEIs.
At least some of these reforms and strategies reflect national priorities	The hypothesis is correct. Some key words – inclusiveness of HE, and accountability – reflect national priorities in the development agenda of Mexico.
These outcomes were influenced to some extent by one or more EU programmes	It is probable that the enhanced intra- und inter-regional reform dialogue fostered through ALFA III and EMA2 contributed to influencing the outcomes to some extent.
JC42	
Some at least of these reforms and strategies	This is true in an indirect way: the international dialogue on HE and HE reforms was fostered through the EU support to HE. Mexico participated in this dialogue and the

reflect international consensus on good practice	reforms and strategies reflect benchmarking and lessons learned from other experiences, although always adapted to the national context.
Outcomes were influenced to some extent by one or more EU programme	<p>It is difficult to assess if a specific outcome was influenced to some extent by one or more EU programmes, but in a more general way the hypothesis is correct: the reform dialogue between Latin American and European HEIs, fostered by the EU programmes, contributed to enhancing reform processes launched by the Mexican Government.</p> <p>From a regional point of view, EU funded programmes in HE – particularly those where Mexican HEIs cooperated with Central American universities – contributed to a deepened reform process especially in Central America, whose HEIs benefitted from the experiences of the Mexican HE system, the regularly externally evaluated quality graduate studies system, etc.</p> <p>Mexican HEIs also participated in many ALFA III projects which aimed at strengthening a dialogue on reform topics of HE between Latin American universities in general. The dialogue on HE reforms established by Government, the longstanding co-operation and dialogue with Central American universities (fostered by Mexican institutions like ANUIES, CONACyT and also by ALFA III and EMA2 Central American Lots) and additionally a dialogue in Latin American university consortia within the framework of the ALFA III projects reinforced mutually, though in an indirect manner and not in a coordinated way, a friendly environment for reforms, benchmarking and openness to good practices (as mentioned before, this is true for some dozens or hundreds of the best and pro-active institutions, but not valid for the whole system of several thousand Mexican HEIs of very dissimilar quality).</p>
JC43	
New HE institutions at the national level were established, and/or existing institutions were reformed and improved – or these changes were at an advanced point in the pipeline – in the evaluation period	<p>It is true: During the evaluation period, the Mexican Government founded dozens of technological HE institutions (universidades tecnológicas, universidades politécnicas, institutos tecnológicos), preferentially in rural areas, aiming particularly at offering short degree studies linked to labour market needs.</p> <p>No evidence found for new HE at the regional level. However, the Central American University Council CSUCA gained visibility and importance as a kind of change agent in the regional dialogue with Mexico, other Latin American countries and also HEIs from the EU,</p>
These outcomes were influenced to some extent by one or more EU programme	This is almost impossible to ascertain. The Mexican Government implemented its HE policy and strategies. Creating new technological HE institutions and strengthening existing ones has been a long term governmental strategy, which started much earlier than the EU-funded co-operation programmes included in the evaluation period.

### 3.5 EQ 5 on inclusiveness

#### 3.5.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?</i>	
<p><b>JC 51</b> Enhanced equitable access to HE for all groups of society</p>	<p>Mostly between 2000 and 2007, therefore before the evaluation period, Mexico founded 11 intercultural universities especially devoted to indigenous communities in remote regions. However, it shows the strong coincidence of the EU commitment with vulnerable groups in the EU programmes in HE (ALFA III and EM) and Mexico's similar concern about a more inclusive HE.</p> <p>In EMA2 at least 20 % of the scholarships were earmarked for vulnerable groups (including political refugees and/or ethnical minorities). The expertise of the co-coordinating Mexican HEIs (U. de Occidente, U. Autónoma de Chapingo and UNAM), in 4 EMA2 projects guided the selection processes for the TG3 scholarship holders, and in general, for the candidates from Central American universities. The selected scholarship holders had the chance to pursue a degree study at a EU university or a study period abroad. After returning with a degree, their insertion in the labour market of the home country was much easier, thus enhancing inclusiveness.</p> <p>Some stakeholders mentioned that the vigour with which EU programmes prioritised the inclusion of vulnerable and/or marginal groups has reinforced an inclusion-friendly environment, in which awareness of the problem of exclusion – and how to solve or diminish it – could grow.</p> <p>As government stakeholders added, it is very difficult to assess if the intercultural universities really play the positive and inclusive role they are supposed to play. The problem is that successful graduates from these universities tend to migrate from their communities to urban areas where they have significantly better job opportunities. In a critical look back, a stakeholder questioned the lack of an in-depth study about the</p>

	<p>long term consequences related to this type of HEIs both at the level of the community where they are located and at the individual level.</p> <p>A good example of enhanced inclusiveness was the ALFA III project Unica, “La Universidad en el campo: Programa de formación superior para jóvenes rurales”, in which the UAEH participated. The project has had a significant impact in Valle del Mezquital, one of the poorest regions in Mexico. The coverage of young rural people increased, they remained at the university and finished successfully the study career (the graduation rate was higher than the nationwide average licenciatura-graduation rate). Graduates found a job quite easily (good employability). More than a dozen academic publications (textbooks) were produced. The project continues without EU funding, as an example of good practice in social inclusion and capacity building for labour market needs.</p> <p>Another example of good practices is the AULA-project of the Universidad Veracruzana, a follow up project of the ALFA III project Innova-Cesal (described more in detail in JC 32).</p>
<p><b>JC 52</b> Equitable access to resources for HEIs, especially those suffering from former disadvantage</p>	<p>With the creation of 45 technological universities (in the period 2007-2014) in rural and remote areas, additionally to the 10 intercultural universities founded in areas with a high percentage of indigenous population, since about 15 years the Mexican Government – and also some Mexican State Governments – have substantially increased the funds allocated to HE in disadvantaged areas of the country. There is no evidence of links between these Government efforts and the EU support to HE in Mexico and the region.</p>

### 3.5.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC51	
Steps have been taken either by HEIs or government – preferably both – to increase access to HE for vulnerable and/or under-represented groups	<p>The intercultural universities (founded mostly between 2001 and 2007) increased the access to HE for vulnerable (indigenous) groups. The technological HE institutions, particularly the Universidades Tecnológicas, established in mostly rural or marginalised areas before or during the evaluation period, are also concrete measures to increase the access to HE.</p> <p>Several HEI have also specific strategies regarding the access to their institutions. The private HEI ITESM has a specific institutional policy to hire disabled persons on the one hand, and runs support programmes for students coming from vulnerable groups on the other.</p> <p>A good example is the Universidad Autónoma de Chapingo, a public university which focuses on agricultural science. Its target group are mainly students from rural origin, roughly 35% of them of indigenous background. Chapingo developed an access system of academic tests combined with a study on the socio-economic situation of the applicants. Once admitted, special courses and tutoring are in place to compensate knowledge deficits coming from the secondary level. In two EMA2 projects, Eulalinks and Eulalinks sense, Chapingo is the co-coordinating university. HEIs from four Central American countries (El Salvador, Guatemala, Honduras and Nicaragua) are consortium members. The co-coordination role consists particularly in the recruitment of Target Group 3 students from Central America (a role which fits perfectly with Chapingo’s unusual experience related to special measures to allow the access to degree studies of students coming from vulnerable or disadvantaged groups). Another important role of Chapingo as co-ordinator is to function as link between the European general Coordinator and the other Latin American partner HEIs. (Skype interview with the person in charge of the EMA2 project co-coordination, 2 September 2016).</p> <p>The role of the co-co-ordinating Mexican Universidad de Occidente, located in the state of Sinaloa, in the EMA2 Eureka project and of the UNAM, Mexico City, which served as co-co-ordinator of the Eurica project, was quite similar: to serve as liaison between the European co-ordinator and the Latin American counterparts and to promote the scholarships. The UNAM (inter alia) provided mechanisms aiming at avoiding unnecessary expenses for TG 3 students coming from Central American Countries (Skype interview with the co-coordinator at the U. de Occidente, 16 August 2016 and personal interview with the co-co-ordinator at the UNAM on 30 August 2016).</p>
These outcomes were influenced to some extent by EU-funded programmes	<p>It is difficult to assess a direct influence of the EU-supported co-operation programmes in Mexican Government actions. But ALFA III and EMA2 contributed to enhancing the awareness regarding the issue of inclusion, particularly related to the access to and the remaining in the HEIs. Additionally, the Mexican and Central American universities participating in EMA2 projects like Eulalinks, Eulalinks sense and Eurica, among others, strengthened specific access systems for students coming</p>



	from remote or marginalised areas or being of indigenous origin.
JC52	
Where it is possible to identify HEIs suffering from former disadvantage, reforms have been made to support them; and/or that these HEIs have improved their access to resources	As mentioned in JC 52 findings, the Mexican Government made a strong effort towards a more equitable access for groups living in remote and/or rural areas. This effort consisted in founding new HE institutions there.
These outcomes were influenced to some extent by one or more EU programme	N.A.

### 3.6 EQ 6 on responsiveness to labour market need and brain circulation

#### 3.6.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?</i>	
<b>JC 61</b> Strengthened institutional set-up in the HEIs to respond to labour market needs in specific professional qualifications	<p>The Mexican Government has been strongly committed to push HEI to better respond to labour market needs in specific professional qualifications. The expansion of the systems of different technological institutions was already mentioned, but Government's concern focused also on the traditional HEIs, although university autonomy only allows to work with financial incentives, i.e. at the postgraduate level (Programa Nacional de Posgrados de Calidad PNPC).</p> <p>Government stakeholders explained that EU funded programmes which focused on degree programmes related explicitly to labour market needs contributed to creating or strengthening awareness in Mexican HEIs about this issue, thus allowing the Government authorities and civil society to demand concrete responses from universities. Therefore, EU support positively influenced a debate about better employability of graduates, and about the responsibility of HEIs to offer more degree courses responding to labour market needs and to a greater accountability of the universities vis à vis society and Government requirements.</p> <p>The Universidad Autónoma del Estado de Hidalgo (UAEH) participated in the successful ALFA III project-PoLiTaTE, aiming at strengthening Offices of technology transfer in HEIs, which, inter alia, trained high level staff of these Offices.</p>
<b>JC 62</b> Increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries	<p>With incentives of the Mexican Government, the public HEIs have made great efforts to increasing the ability of their graduates to find adequate professional positions. The technological institutions are by definition devoted to this objective. The autonomous universities today are focusing more on employability of their graduates as in years and decades before. EU co-operation programmes contributed, though in a limited way, to raise awareness about this issue. The EM Alumni benefitted directly from the study period abroad: the international experience gained, the soft skills learned increased their employability, vis a vis a graduate with a national degree without international experience (roundtable with EM Alumni at the end of the Field visit to Mexico).</p>
<b>JC 63</b> Enhanced internationalisation of HEIs and individuals in partner countries	<p>Government stakeholders mentioned CONACyT's significant efforts to the internationalisation of Mexican HEIs and individuals through its scholarship programmes. CONACyT has approximately 2,000 grant holders doing postgraduate studies in the EU (more than the number of grant holders in the US). The EU supported mobility through EMA2 contributed to the same objectives, creating therefore synergies with the country's priorities – though to a limited extent in view of the number of Mexican beneficiaries in EMA2.</p> <p>CONACyT is aware of a certain percentage of Mexican grant holders remaining abroad (USA, but also EU), but has no figures about. A CONACyT official explained that they try to follow the example of India, a country with a high number of researchers who remained abroad after completing PhD studies or Postdoc research at HEIs in USA or UK, among others. CONACyT aims at keeping in close contact with its scientists working in research institutions abroad, facilitating research co-operation with researchers in Mexico, to avoid brain drain and to enhance brain circulation.</p> <p>Stakeholders of the public university of Puebla (BUAP) mentioned that after several years of participation in EU programmes, especially mobility programmes of EMA2, the institution gained experience and the know-how necessary to administer academic exchange programmes. From there, the International Office of the BUAP</p>

	<p>went further and presented to the university authorities the proposal of a comprehensive internationalisation of the whole institution (curriculum, postgraduate courses, research, internationalisation at home). A proposal which is now is being discussed in BUAP's academic bodies. If it is approved, an ambitious reform project would start, originated, inter alia, in the EU supported programmes.</p> <p>Something similar occurred in UNAM, the country's biggest HEI and one of the mega-universities of the world. The new Rector's Strategic Working Plan 2015-2019 includes international student mobility as one of the main goals. This is, inter alia, a result of UNAM's participation and experience in EU funded projects, particularly the experience gained as co-coordinator in the EMA2 Eurica project.</p>
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### 3.6.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC61	
Steps have been taken by HEIs to increase their ability to respond to labour market needs in their study programmes at the professional level	<p>The hypothesis is correct. The systems of technological institutions expanded significantly in Mexico. Their study programmes focus strongly on labour market needs.</p> <p>The traditional (autonomous) HEI also took steps to assure a better employability of their graduates.</p>
Outcomes were influenced to some extent by one or more EU programme	<p>This middle and long term reform process was driven by the Mexican Government and the HEIs (the private ones often were precursors). The EU co-operation programmes contributed to creating awareness of the issue and to sharing best practices between European and Latin American (here: Mexican) universities.</p>
JC62	
HE graduates, both from the EU-supported programmes and from institutions strengthened by the programmes, have been helped to find professional positions corresponding to their qualifications	<p>The hypothesis is correct, though to the limited extent of EU-supported programmes focused on strengthening employability of graduates from participating HEIs.</p>
JC63	
HEIs have become more internationalised in the sense of acquiring the ability to establish links and participate in networks whose continuation is not dependent on the EU-supported programme that fostered them	<p>There is sound evidence confirming the hypothesis. Almost all interviewees assessed that EU co-operation programmes contributed to the internationalisation of the participating Mexican HEIs. UNAM, UAM, UV, UAH, U. Autónoma de Chapingo, U. de Occidente, among others, mentioned institutional reforms aiming at, inter alia, professionalising international co-operation and networking. International networks originated in programmes like ALFA III. and EMA2 continue active without EU funding.</p>
Students and academics taking part in the mobility programmes have moved on from the country where the programme took them	<p>The hypothesis was confirmed by the beneficiaries of the mobility programmes (EM Alumni), students and staff.</p>

## 3.7 EQ 7 on intra-regional harmonisation

### 3.7.1 Findings

<i>To what extent has EU support to HE strengthened intra- and inter-regional integration in HE?</i>	
<p><b>JC 71</b> Strengthened inclusive regional co-operation on harmonisation</p>	<p>EU support to HE contributed to strengthening regional co-operation on harmonisation. A good example was the ALFA III project Tuning America Latina, but also other ALFA III projects like Innova Cesal. These projects allowed an in-depth debate about curricula, quality assurance and other core issues in today's higher education. The enhanced intra-regional and inter-regional dialogue, however, led only in a few cases to structural reforms within Mexican (and Latin American) HEIs. Another example of good practices was the ALFA III Puentes project, where Central American HEIs and CSUCA together with Mexican (Universidad Veracruzana, ANUIES) and European institutions led the basis for a qualifications framework for Central America.</p>
<p><b>JC 72</b> Advanced standardisation of</p>	<p>Although EU programmes in HE fostered intra-regional dialogue, it is difficult to assess an advanced standardisation of HE at the regional level, at least in a</p>

HE at regional level	formalised way through binding agreements. However, the mutual trust built up between HEIs of the region co-operating in EU funded thematic networks has contributed, inter alia, to be more flexible in the recognition of foreign study credits and diplomas. Some Mexican HEIs are engaged in the harmonisation process going on in the Central American HE system.
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### 3.7.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC71	
EU support to HEI contributed primarily to the widening and strengthening of HE networks between Europe and partner regions and to a lesser extent within regions	For Mexico (and Latin America) this is only partially true. Particularly the ALFA III programme contributed markedly to enhancing the intra-regional dialogue, while the EMA2 programme strengthened inter-regional co-operation through academic mobility LA-EU (and vice versa). It contributed to establishing or reinforcing inter-regional networks (EU-LA), and to a much lesser extent intra-regional networks, as no intra-Latin-American academic mobility was possible within EMA2.
Among the five programmes, ALFA and Tempus had the most comprehensive approach towards establishing and fostering regional dialogues on harmonisation	Regarding Latin America, the hypothesis is true. Thanks to the ALFA III programme, an intensive dialogue on harmonisation started, which in several cases is continued with own resources by the participating HEIs, after finalising EU funding.
With some exceptions (most prominently perhaps Central Asia), the EU did not make a strong contribution towards inter-governmental dialogues on HE in partner regions	There were several inter-governmental dialogues between EU and Mexico, but in the perception of government stakeholders, they were not much more than an exercise of the “state of the art” of HE co-operation between Mexico and the European Union. The meetings did not push a common HE co-operation strategy further nor concluded in deepening concrete action plans. As they said, there was no follow up.
Non-state stakeholders were only systematically engaged in regional dialogues in Latin America and to a lesser extent in Eastern Africa	The hypothesis is true for Latin America. Non-state stakeholders, particularly academic and administrative staff from HEIs, were very active in regional dialogues thanks to ALFA III and – to a lesser extent - to EMA2. Several of the structural projects of ALFA III like Cinda (aiming at Quality Assurance), Tuning América Latina (curricula reforms and a credit system based on student's competences), Misesal (gender aspects and vulnerable groups in HEIs), Telescopi (disseminating best practices in HEIs), contributed to establishing thematic networks with dozens of Latin American partner Universities. Many of these networks continued active without EU funding. This implies that hundreds of staff members participated actively in this reform debates, disseminating the results within their home institutions.
JC72	
HEIs which have entered into a kind of more structured partnership with incipient co-operation towards a mutual recognition of degrees and associated qualifications, have done so primarily as result of a “networking spirit” (particularly in Latin America)	The hypothesis seems to be correct. The EU funded programmes ALFA III and EMA2 contributed to creating a “networking spirit” among Latin American HEIs, and in many cases these consortia continued working together after EU funding ended. Among others, ALFA III structural projects Cinda, Tuning AL, MISEAL, Telescopi, and ALFA III joint projects like Jelare, Innova-Cesal, CELA etc. Also several EMA2 projects fostered the consolidation of consortia which continued without EU funding. This “networking spirit” was a good catalyst for more structured partnerships where issues like mutual recognition of credits or degrees are on the agenda.
Number and scope of partnerships among HEIs in all regions has been increasing but this does not necessarily translate into a growing number of formal agreements on the mutual recognition of degrees and other qualifications	The hypothesis is true. Particularly in Latin America, the intra-regional dialogue between HEIs increased significantly due to the EU programmes ALFA III and EMA2, increasing number and scope of intra-regional partnerships, but these partnerships were not followed by the same number of formal institutional (and bounding) agreements. The latter remained an exception.
While joint or collaborative degree programmes have been established in some cases, the EU has not systematically contributed to such programmes within regions	The hypothesis seems to be true. As a result of the EU co-operation programmes, some joint or collaborative degree programmes were established in Latin America. But the design of EMA2 (and since 2014, E+) which excluded intra-regional student's mobility – prioritising inter-regional mobility Latin America-EU – did not encourage them.



### 3.8 EQ 8 on modalities and instruments

#### 3.8.1 Findings

<i>To what extent have the various instruments, aid modalities and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?</i>	
<b>JC 81</b> Responsiveness of the instruments and aid modalities to the national and regional context in partner countries	EU co-operation with Latin America (including Mexico) in HE was concentrated in two big programmes: the regional ALFA III and the global Erasmus Mundus Action 2, fostering academic mobility LA-EU and vice versa. The aid modality – a yearly lump sum for the lead university of the consortium – allowed a decentralised management. The co-ordinating university and its partners had to define by themselves how the money was spent, in which way it was distributed between the participants, which actions would be prioritised etc. This gave the consortia a margin of autonomy which contributed to creating a certain project ownership. ALFA III allowed Latin American universities being the project leader, EMA2 only allowed EU HEIs as lead institutions, but established the figure of the Latin American co-coordinator. This also contributed to enhancing the ownership on the Mexican side. There were 3 Mexican co-coordinators: The U. de Occidente (EMA2 Eureka), the U. Autónoma de Chapingo (for two projects: EMA2 Eulalinks & Eulalinks sense); and the UNAM (in the EMA2 project Eurica)
<b>JC 82</b> EU support has been delivered in a timely fashion, minimising costs for all parties involved	According to interviewees of HEIs who participated in EU funded projects as project leader, in general EU support was delivered in a timely fashion. Some minor complaints were related to the rapid change of the EU programme managers in Brussels in charge of specific projects (in the case of ALFA III). This resulted in the loss of information, causing administrative problems.

#### 3.8.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC81	
Regional programmes in HE meet the needs of HEIs in the participating partner countries	In general, the hypothesis is correct. Mexican universities considered that co-operation programmes focusing on regional and inter-regional thematic networks met their need for having a broad debate about important reform issues with partner institutions in Latin America and in the EU.
EU support via regional programmes (channelling the aid delivery directly to a university consortium) fosters ownership of participating HEIs	The vast majority of the HEI stakeholders interviewed agreed with the hypothesis. The possibility to discuss projects priorities and the delivery of the EU funds through one lead university contributed to fostering the ownership of the project among the partner HEIs. Only one interviewee declared that sometimes the projects did not foster ownership of the Mexican (or Latin American) HEI because the co-ordinating University granted only little participation to the HEIs of the partner countries. The stakeholder continued that in some cases there was some ostracism in regard to the budget allocation. This hindered the Mexican partner (in this concrete case ANUIES) to plan its activities in due time. In other words there were deficiencies in co-ordination and perhaps also in the design of the instruments. The majority of interviewees of HEI did not agree with this criticism.
JC82	
Project leaders of a university consortium in regional programmes like ALFA III, Edulink) and the Intra-ACP Academic Mobility Scheme are excessively charged with administrative burden, partly related to the strict administrative procedures at the EU operational level	This hypothesis seems to be correct. The only Mexican HEI (Universidad Veracruzana) who has led an ALFA III project mentioned it. The UV stakeholders commented that In the follow-up meetings, too much time was spent with administrative issues, instead of focusing on the achieved goals and the next academic steps. . The CfPs remain quite complex (in some items even occurred some problems to comply at the same time with the EU requirements and the national legal framework).
HEIs in partner countries generate synergy effects using different EU aid delivery modalities	Some HEI officials explained that participating in ALFA or EMA2 projects had put them in contact with European universities, which years later yielded common research projects (funded under the heading of FP 7 or more recently Horizon 2020).

### 3.9 EQ 9 on coherence and synergies

#### 3.9.1 Findings

<b>To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?</b>	
<b>JC 91</b> Coherence of DEVCO-financed HE support with relevant EU policies and strategies	In general, DEVCO financed HE support was coherent with the relevant EU development policies and strategies. Overarching goals as, inter alia, social inclusion, education preparing for labour market needs, intercultural understanding, as mentioned in the CfPs of ALFA III or Erasmus Mundus, were also objectives of the relevant EU policy and strategy vis à vis the Latin American countries. In the particular case of Mexico, EUD officials mentioned during the Briefing meeting that Mexico will no longer be a recipient of bilateral development aid, but continues to be eligible in the EU funded programme for HE, Erasmus+.
<b>JC 92</b> DEVCO-financed programmes are mutually reinforcing	Several interviewees of HEIs gave some evidence: Mexican universities participated in ALFA III projects. Good results, mutual trust between the network partners and common interests induced the consortium (or some of the partners) to apply for Erasmus Mundus Action2, reinforcing in this way the co-operation through the mobility component.
<b>JC 93</b> Systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States	An example of good practices in which were involved, although in different timeframes, a Member State, the EU and the Mexican CONACyT and Mexican and (for some time) Costa Rican HEIs was presented by the UAEH. This university started several years ago, financed by the German Academic Exchange Service (DAAD) a project "Uni-Transfer", which included also Costa Rican HEIs and aimed at strengthening the Offices of Technology Transfer (OTT) of the participating universities. This project concluded successfully and some time later, and in co-operation with EU HEIs, a follow up project – ALFA III d-PoLTaTE - continued consolidating the OTT. This ALFA III project also finished successfully. Then, the Mexican Government through CONACyT asked the UAEH to organise new courses for staff working in OTTs of Mexican universities, because in the meantime the founding and consolidation of OTT in HEIs had become a national priority. The project "Get-IN" was created, and since three years a special course which includes a visit of best practices at European HEIs is funded by CONACyT and organised by the UAEH. This initiative is linked to Capacity Building, Management and Leadership.
<b>JC 94</b> EU plays an active role in co-ordination mechanisms with EU Member States in the field of HE	No evidence of an active role of the EU in co-ordination mechanisms with the MS in the field of HE was found in Mexico, although meetings with MS to exchange experience and share information about who is doing what in the field of HE of the country take place. The big HE fair EuroPosgrados (since 2004 in Mexico-City) was established and organised initially by France (Edufrance, later Campusfrance) and Germany (DAAD). This core group was later joined by the Netherlands (Nuffic) and Spain. But the fair was open for universities of all Member States. The EUD contributed with a modest lump sum to the event. The European Union does not play a role with regard to the important bilateral co-operation programmes in HE which some Member States run with the Mexican Government through CONACyT. In some cases, more than 100 Mexican students per year go to Europe to pursue postgraduate courses (Master and PhD). As Mexican government stakeholders mentioned, Mexico would be interested in exploring possibilities of a joint venture with the EU in HE. The CONACyT, in its yearly Feria de Posgrados (Postgraduate Courses Fair), invited a European Member State as "guest country" to participate in the Fair, which in fact focused on the national HE offer.

### 3.9.2 Hypotheses

<b>Overall desk hypotheses</b>	<b>Evidence from the country</b>
JC91	
The EU took for granted a homogenous approach to HE education which was shared by all major stakeholders involved in the design and implementation of the EU's support to HE.	The hypothesis seems to be true. In Mexico, stakeholders from HEIs and from government also shared the view that in general the approach to co-operate through regional programmes was appropriate, as it allowed the participating HEIs a margin of autonomous definition of objectives and project administration.
JC92	
Operational linkages among programmes (and projects under different programmes) were limited, resulting in	This is partially true. However, some HEI were able to create synergies, using an ALFA III network to start with an Erasmus Mundus mobility project. Other HEIs started with an EMA2 project and then applied successfully for an ALFA III project. Based on the experience with the EU funded programmes ALFA III or

missed opportunities to create synergies	EMA2, some universities achieved synergy effects through research projects in the framework of the 7 <sup>th</sup> European research Framework Programme (FP7), as well as with the Marie Curie programme. In other cases, the EM guidelines have hindered deepening the intra-regional dialogue and co-operation enhanced by an ALFA III project, because EM restricts the mobility component to exchanges between the EU and Latin America, excluding intra-regional mobility.
Synergies and coordination between regional and bilateral interventions in HE existed only to a limited extent because in most partner countries HE was only covered through regional support	The hypothesis seems to be true. In Mexico, EU co-operation was covered through regional support, with one exception: The EM External Co-operation Window Mexico (EMECW) was an attempt to build a bridge between the global EMA2 programme and the specific needs of the country. But, as some Mexican stakeholders complained, the EMECW Mexico was discontinued after the first CfP.
JC93	
No systematic efforts were made to create synergies between EU and MS interventions during the 2007-2013 period	The hypothesis is correct. There was exchange of information, an EU contribution to the EuroPosgrados HE-Fair, but no systematic effort.
Attempts at joint programming between the EU and MS have only been made in the very recent past, but are still limited to a very small number of examples	In Mexico, no evidence was found with regard to joint programming between the EU and MS. Some Mexican HEIs were able to strengthen their co-operation with HEIs in the EU making use first of MS co-operation and later on of EU co-operation programmes. But this was not an initiative of the EU or of a MS, but an intelligent use from the Mexican beneficiary's side of existing co-operation offers.

## 4 Conclusions

Mexico belongs to the emerging economy countries, with a great potential of economic growth and rapid economic, social and cultural development. However, some major obstacles hinder a more dynamic growth. One of these obstacles is the low rate of tax revenues of the Mexican State, with roughly 15 % of the GDP. Another obstacle is the lack of social cohesion. In 2007, 49 % of the population lived below the poverty line. In 2014, this percentage had grown to 53.2 %.

During the whole evaluation period, e.g. from 2007 to 2014, the Mexican government has made serious efforts to improve the HE system:

The coverage rose from 25.9 % to 34.1 %, the number of postgraduate study courses accredited grew significantly, passing from 859 to 1,742 (an increase of 102.8 %). In Science and Technology, the government budget for research rose from 0.4 % of the GDP to 0.62 % (it still remains significantly lower than in Brazil with 1.1 % approximately). The membership in the SNI (National Researchers System) showed an annual growth of almost 9.5 %: from 13,485 total members in 2007 to 22,408 in 2014.

### 4.1 Main conclusions at the country level

- EU support for HE in Mexico was channelled through the programmes ALFA III and global Erasmus Mundus Action 2, delivered through regional lots (Central American and Latin American Lots). Although design and implementation were not linked to Mexico's specific strategies and needs in HE, both programmes, particularly ALFA III, focused on development goals as social inclusion, on academic quality assurance, curriculum reforms, as well as on academic and administrative mobility and internationalisation of HE. Objectives which show important coincidences with the policy priorities in HE of the Mexican Government. Therefore, the EU support to HE in Mexico contributed, though to a limited extent, to fostering the country's own HE agenda.
- At the regional level, Mexican HEIs, particularly those which played the role of the co-ordinating university in some EMA2 projects like UNAM, Universidad Autónoma de Chapingo and the Universidad de Occidente, had an important role in the regional efforts of HE internationalisation of Central America. On the other hand, several ALFA III projects aimed at fostering the harmonisation of the HE systems in the Latin American sub-regions like Central America.
- Although the ALFA III university networks had a significant margin of autonomy in choosing their topics of co-operation, most of the projects focused on objectives linked to the overall development policy goals of the EU.
- The EM External Co-operation Window Mexico, designed and implemented after consultation with the country's Government, was intended to fill the gap between the global EM programme and the specific needs and priorities of the country. However, only one CfP was launched.
- Most of the ALFA projects where Mexican HEIs participated focused on topics related to the enhancement of teaching and learning, and only to a minor degree on university management or research improvement.
- The EU-Mexico policy dialogue in HE, explicitly included in the CSP Mexico, did not lead to new initiatives or to concrete follow-up actions. It seems to have hardly played a major role as a "state of the art" exercise in HE co-operation EU-Mexico.
- The EU support to HE deepened the knowledge in Mexican HEIs regarding the Bologna Process, which was considered an interesting and important example of a comprehensive university reform process as well as an example of good practices.
- Several projects of ALFA III and the EMA2 contributed to pushing forward reform processes leading to better employability of graduates of the participating universities.
- ALFA III and EM Action2 mobility projects within university consortia enhanced the competences of the beneficiaries in intercultural understanding, thus fostering brain circulation.

- Particularly the ALFA III programme strengthened intra- and inter-regional dialogue and integration in HE, inter alia, fostering joint or double degree courses between Latin American universities. However, the guidelines of Erasmus Mundus did not allow intra-regional mobility of students studying in these double degree courses created as a result of successful ALFA projects.
- Both Member States and EU are engaged in co-operating with Mexican HEI. Although mutual information is in place, no evidence of an active co-ordination was found. Several Member States run important scholarship programmes with the Mexican Government. No evidence was found with regard to EU actions aiming at exploring the possibilities of a joint scholarship agreement with the Mexican government, which might have deepened the alignment of the EU support to Mexico's priorities and added EU specific value.
- A few co-ordinators of ALFA expressed some complaints about an EU-specific heavy administrative burden and certain difficulties to make compatible the EU procedures with the legal framework of Mexico.

## 4.2 Conclusions per EQ

Table 2 Conclusions per EQ

<b>EQ 1</b>	To what extent has EU support to HE promoted the overall development policy objectives of the EU?	<p>EU support for HE in Mexico has been channelled through ALFA III and Erasmus Mundus Action 2. The programme's guidelines, particularly in ALFA, established priorities linked to development goals. Although both programmes allowed the participating HEIs a significant degree of autonomy in choosing the topics of the co-operation intended, most of the projects selected aimed at achieving objectives linked to the overall development policy objectives of the EU.</p> <p>Additionally, the Erasmus Mundus External Co-operation Window Mexico aimed at contributing also to the overarching goals of the general EU development policy, among others, poverty reduction and social inclusion, priorities which were aligned with the long term HE development policies of the Mexican government.</p> <p>The guidelines of the EMA2 regional lots (targeting Central American and Latin American HEIs) also established requisites in line with the general development policy, aiming at fostering social inclusion and the participation of students coming from vulnerable or disadvantaged groups (particularly, but not exclusively, of indigenous origin).</p>
<b>EQ 2</b>	To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?	<p>Due to the fact that the EU support for HE in Mexico was channelled through the ALFA III programme and the regional lots of the Erasmus Mundus Action 2 programme, design and implementation were not beforehand linked to the specific Mexican priorities, although many of the projects (be it the ALFA or the EM programme) in which Mexican HEIs participated, showed a marked coincidence between Mexico's government development strategies and the issues to be addressed in the respective project networks.</p> <p>The Erasmus Mundus External Co-operation Window Mexico was a bilateral action, designed and implemented after consultation with the Mexican government; it is therefore not surprising that it was particularly coherent with, and aligned to, Mexico's priorities in HE.</p> <p>However, both ALFA III and the regional lots of EMA2 were also, though in a more general manner, aligned to Mexico's regional priorities, which are particularly (but not exclusively) linked to Central America. Mexico has a longstanding cooperation with the Central American countries. In HE, the ANUIES (Association of Mexican HEIs) and the Research Council CONACyT work with the CSUCA, the Central American University Council.</p>
<b>EQ 3</b>	To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching, learning and research?	<p>EU support for HE in Mexico contributed only to a little extent to enhancing management, inter alia through some ALFA III projects strengthening university's International Offices and also Offices of Technology Transfer. Obviously, all ALFA III and EMA2 projects fostered the management capacity of the participating HEIs through the project itself. This was particularly important for the three co-co-ordinating Mexican HEIs in EMA2 projects.</p> <p>A great number of ALFA and EMA 2 projects contributed to enhancing teaching and learning. Particularly the ALFA III project Tuning AL (but also smaller projects like Innova Cesal) ignited an extensive inter and intra-regional dialogue and produced concrete outcomes. However, it is too early to assess yet if these results will ultimately result in institutional reforms at the level of individual HEIs or at the level of the HE system of a given country.</p> <p>Several ALFA and EMA2 projects contributed to enhancing the research capacity of the participating network universities, although mostly in an indirect way, creating a "research friendly environment", rather than fostering concrete research work.</p> <p>As 40% of the EMA2 mobility funding was devoted to PhD candidates, Postdocs and staff, research capacity on the individual level was strengthened. Additionally, when the EM Alumni returned to their home universities, in general research capacity in their faculty increased.</p>
<b>EQ 4</b>	To what extent has EU support	In Mexico, the EU support to HE explicitly included EU-Mexico



	contributed to HE reform processes in partner countries and regions??	<p>policy dialogue, but it seems that the different policy dialogue meetings hardly went further than doing a “state of the art” exercise. They did not lead to new initiatives or concrete follow-up actions.</p> <p>On the other hand, many of the concrete ALFA and EMA2 projects addressed important HE reform issues and contributed to reinforcing national reform processes initiated by the Mexican government.</p> <p>On the regional level, addressed by both programmes, the EU support contributed to the HE reform processes. In Central America, where the CSUCA ignited reforms at the regional level, Mexican HEIs as well as ANUIES and the Research Council CONACyT also collaborated with Central American partner universities.</p>
<b>EQ 5</b>	To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?	<p>The EM External Co-operation Window Mexico was intended to fill the gap between the worldwide EM programme and the country specific development needs, particularly by referring to inclusiveness (inclusion of vulnerable and/or marginalised groups). It seems that the EMECW action plan was less successful as expected and after one Cfp this specific bilateral programme ended.</p> <p>On the other hand, several ALFA III as well as EMA2 projects were quite successful in contributing to enhancing the inclusion of students coming from less developed countries like the Central American ones, and from vulnerable groups.(TG3): These projects can be mentioned as examples of good practices and most of their networks continued to be active after the EU funding period.</p>
<b>EQ 6</b>	To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?	<p>Many of the ALFA and several EM projects contributed to reform processes within the participating HEIs which led to better employability of graduates, since the professional competences acquired by students fostered a better responding to the labour market needs. Mobility projects within university consortia enhanced the competences of the beneficiaries in intercultural understanding. In addition, the international experience acquired often let grow the idea of a postgraduate study (Master or PhD) abroad, thus fostering brain circulation.</p>
<b>EQ 7</b>	To what extent has EU support to HE strengthened intra-and inter-regional integration in HE?	<p>There is sound evidence that the ALFA programme strengthened intra- and inter-regional dialogue, and some evidence that in doing so, ALFA fostered intra- and inter-regional integration in HE. Although the intra-regional dialogue between network universities thanks to ALFA increased markedly, steps to more integration or harmonisation were taken slowly and cautiously.</p> <p>The design of the ALFA programme fostered successfully intra-regional dialogue as a means to strengthening HE in partner countries. The design of the EMA2 mobility programmes has not focused on intra-regional co-operation (as ALFA III did); it only fostered mobility between Latin American and European HEIs. This hindered joint or collaborative degree programmes between Latin American universities, favouring a more euro-centred approach.</p>
<b>EQ 8</b>	To what extent have the various instruments, aid and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?	<p>The regular EU-LAC – and more recently EU-CELAC – summits explicitly mentioned HE as a priority area of co-operation, laying the ground for the EU support in HE in the region, although in a very general way,</p> <p>The policy dialogue in HE between EU and Mexico seems to have had only little impact. However, EU support through the ALFA III and EM Action 2 has been an appropriate co-operation instrument, because it gave the university consortia a significant grade of autonomy, firstly in deciding the topics the network was interested to tackle, secondly, in the administration of the allocated resources (once the project had been awarded the grant). This grade of autonomy within the consortia contributed to strengthening the project ownership of the participating HEIs.</p> <p>The few Latin American co-ordinators of ALFA III expressed some complaints about an EU specific heavy administrative burden and certain difficulties to make compatible the EU procedures with the legal framework of Mexico.</p>
<b>EQ 9</b>	To what extent has EU support to	In general, EU support for HE has been coherent in its approach



HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?

and its implementation, except for some inconsistencies between ALFA III and EMA2 related to the exclusion of intra-regional mobility in EMA2 mobility projects (mentioned already in EQ 7). In Mexico, a dialogue between EUD and Member State Embassies or MS Agencies happened, but on a more informal way. However, in general, EU support to HE and the co-operation programmes of Member States have had a good grade of coherence, despite the fact that no real co-ordination existed. Examples of good practices where HEIs were funded initially from a Member State and then through the ALFA III programme have been found.

EU support to HE through its regional approach (ALFA III and EMA2 regional lots) give added value to the mostly bilateral interventions of the MS. The ALFA III project d-PoLiTaTE is an example which shows a complete cycle of an initiative emerged from a relative small Mexican HEI, the UAEH. It started with a Member State funded project. After its successful conclusion continued funding through the ALFA project d-PoLiTaTE and finally, the Mexican Government through CONACyT is financing a dissemination project of good practices, organised by the UAEH for other Mexican HEIs.

Some Member States signed agreements with the Mexican Government to run co-funded bi-national scholarship programmes. Mexican Government stakeholders suggested exploring the possibility of signing also a multilateral co-funded agreement EU-Mexico which would widen the opportunities for Mexican graduate students of pursuing Master and PhD studies in the EU.

## 5 Annexes

### 5.1 Annex 1: Overview of EU-funded key interventions

Table 3 Overview of EU-funded key interventions in the country

Project title	Years	Contracted amount	Desk study	Coordinating institution	Participating institutions in the country
<b>ALFA</b>					
ACCEDES: El acceso y el éxito académico de colectivos vulnerables en entornos de riesgo en Latinoamérica	2011-2014	899,061	No	Universidad Autónoma de Barcelona (Spain)	Universidad Autónoma de Tabasco
ALAS: Reform and Development of Masters programs "Animal Science" at 7 Universities in 4 Latin American countries	2008-2012	864,531	No	Boku University of Natural Resources & Applied Life Sciences (Universität Für Bodenkultur) (Austria)	Universidad Autónoma Chapingo Universidad Autónoma de Yucatán
ALFA-PUENTES: Building Capacity of University Associations in fostering LA regional integration	2011-2014	2,753,241	No	Association Europeenne de L'universite – European University Association EUA	Asociación Nacional de Universidades e Instituciones de Educación Superior Universidad Veracruzana
ALTER-NATIVA: "Referentes curriculares con incorporación tecnológica para facultades de educación en las áreas de lenguaje, matemáticas y ciencias, para atender poblaciones en contextos de diversidad"	2011-2013	1,203,856	No	Universidad Distrital Francisco Jose de Caldas (Colombia)	Universidad Pedagógica Nacional
CESAR: Contribución de la Educación Superior de América latina a las Relaciones con el entorno socioeconómico	2011-2014	1,249,972	No	Universidad Politecnica de Valencia (Spain)	Instituto Tecnológico y de Estudios Superiores de Monterrey
CID: Conocimiento, Inclusion, Desarrollo	2011-2014	2,062,507	Yes	Fondazione Crui (Italy)	Asociación Nacional de Universidades e Instituciones de Educación Superior (ANUIES)
CINDA: Aseguramiento de la calidad: políticas públicas y gestión universitaria	2008-2012	1,025,535	Yes	Centro Interuniversitario de Desarrollo CINDA (Chile)	Universidad Autónoma Metropolitana
d-PoLiTaTE: Desarrollo programa para líderes en transferencia tecnológica	2011-2014	904,126	No	Westfälische Wilhelms- Universität Münster (Germany)	Universidad Autónoma del Estado de Hidalgo
Equality: Strengthening women leadership in Latin American HEIs and society	2011-2014	1,848,460	No	Instituto Tecnológico de Costa Rica (Costa Rica)	Instituto Tecnológico y de Estudios Superiores de Monterrey
GUIA. Gestión Universitaria Integral del Abandono	2011-2014	1,118,561	No	Universidad Politécnica de Madrid (Spain)	Universidad Nacional Autónoma de México (UNAM)
IGUAL: Innovation for Equality in Latin American University (Innovación para la Igualdad en la Universidad de AL)	2010-2013	790,737	No	Pirkanmaan Ammattikorkeakoulu Oy (Finland)	Universidad Autónoma de Aguascalientes

INFOACES: Sistema Integral de Información sobre las Instituciones de Educación Superior de América Latina para el Área Común de Educación Superior con Europa	2011-2014	1,943,473	No	Universidad Politecnica de Valencia (Spain)	Benemérita Universidad Autónoma De Puebla Universidad Veracruzana
Innova Cesal: Proyecto Innova	2008-2011	719,955	Yes	Universidad Veracruzana (Mexico)	Idem
Kick start II New ways to teach innovation	2008-2012	818,778	No	Glasgow Caledonian University (United Kingdom)	Instituto Tecnológico y de Estudios Superiores de Monterrey
LATIn: Latin American Open Book Initiative	2011-2014	993,201	No	Escuela Superior Politécnica del Litoral (Ecuador)	Universidad Autónoma de Aguascalientes Universidad de Guadalajara
MISEAL: Medidas para la inclusión social y equidad en instituciones de educación superior en América Latina	2012-2014	2,448,921	Yes	Freie Universität Berlin (Germany)	Universidad Nacional Autónoma de México (UNAM)
Oportunidad: Open educational practices: a bottom-up approach in Latin America and Europe to develop a common Higher Education Area	2012-2014	864,300	No	Università degli Studi "Guglielmo Marconi" (Italy)	Universidad Virtual del Tecnológico de Monterrey
PILA: Latin American Intellectual Property Network	2008-2011	2,168,394	No	Fundación General de la Universidad de Alicante (Spain)	Instituto Tecnológico y de Estudios Superiores de Monterrey
RELETRAN: Red Latinoamericana-Europea de trabajo social transnacional	2012-2014	965,409	No	Alice-Salomon-Fachhochschule Berlin (Germany)	Universidad Autónoma Metropolitana Xochimilco Universidad de Ciencias y Artes de Chiapas
RIAPE3: Programa Marco Interuniversitario para una Política de Equidad y Cohesión Social en la Educación Superior	2010-2013	2,836,148	No	Cooperativa de Formação e Animação Cultural / Universidade Lusófona de Humanidades e Tecnologias (Portugal)	Universidad Nacional Autónoma de México (UNAM) Universidad de Guadalajara
SERIDAR: Sociedad rural, economía y recursos naturales – Integrando competencias en el desarrollo rural	2010-2014	1,248,756	No	Humboldt-Universität zu Berlin (Germany)	Universidad Autónoma Chapingo
SPRING: Social responsibility through Prosociality based Interventions to Generate equal opportunities	2011-2014	1,245,696	No	Pontificia Universidad Católica de Valparaíso (Chile)	Universidad Autónoma Metropolitana
SUMA: Towards Sustainable Financial Management of Universities in Latin America	2011-2014	2,330,288	No	Universidad Industrial de Santander (Colombia)	Instituto Tecnológico y de Estudios Superiores de Monterrey
Telescopi: Red de Observatorios de Buenas Prácticas de Dirección Estratégica Universitaria en América Latina y Europa	2008-2011	1,896,444	No	Universidad Politécnica de Cataluña (Spain)	Universidad del Valle de Toluca
THE SAPUVETNET III PROJECT: Contributing to the Millennium Development Goals through the One Health Concept	2008-2012	714,268	No	Universidade de Évora - Faculdade de Medicina Veterinária (Portugal)	Universidad Autónoma de Baja California - Instituto de Investigaciones en Ciencias Veterinarias
TRALL: Transatlantic Lifelong Learning: Rebalancing Relations	2011-2014	2,473,195	YES	Alma Mater Studiorum - Università di Bologna (Italy)	Universidad De Colima
Tuning América Latina: Innovación Educativa y Social	2011-2014	2,574,338	Yes	Universidad de Deusto (Spain)	Benemérita Universidad Autónoma de Puebla Instituto Tecnológico y de Estudios

					Superiores de Monterrey Universidad Autónoma de Chiapas Universidad Autónoma de Nuevo León Universidad Autónoma de Yucatán Universidad Autónoma del Estado de Hidalgo Universidad Autónoma Metropolitana Universidad de Colima Universidad de Guadalajara Universidad de Querétaro Universidad de Sonora
UNICA: La Universidad en el campo: Programa de Formación Superior Agropecuario para jóvenes rurales	2011-2014	1,179,950	No	Universidad de Caldas (Colombia)	Universidad Autónoma del Estado de Hidalgo
VERTEBRALCUE	2008-2012	2,962,917	No	Alma Mater Studiorum - Università di Bologna (Italy)	Asociación Nacional de Universidades e Instituciones de Educación Superior FLACSO México Universidad Autónoma Metropolitana
Vinculaentorno: Vinculación de las universidades con su entorno para el desarrollo social y económico sostenible	2011-2014	1,230,000	No	Universidad del País Vasco (Spain)	Universidad Veracruzana
<b>Erasmus Mundus</b>					
L18: Groningen – Mexico (EMECW)	2008-2011	3,998,300	No	Rijksuniversiteit Groningen (The Netherlands)	Benemérita Universidad Autónoma de Puebla Instituto Tecnológico y de Estudios Superiores de Monterrey Universidad Autónoma de Baja California Universidad Autónoma de Chiapas Universidad Autónoma de Nuevo León Universidad Autónoma del Estado de Hidalgo Universidad Autónoma Metropolitana Universidad de Guadalajara Universidad Iberoamericana Ciudad de México Universidad Nacional Autónoma de México Universidad Veracruzana
L20: Honduras, Guatemala, Nicaragua, El Salvador, México - - L20 Groningen - Central America (EMECW)	2009-2013	3,059,875	No	Rijksuniversiteit Groningen (The Netherlands)	Universidad de Guadalajara Benemérita Universidad Autónoma de Puebla

					Universidad Autónoma de Chiapas Universidad Autónoma del Estado de Hidalgo Universidad Nacional Autónoma de México
L20B: Honduras, Guatemala, Nicaragua, El Salvador, Mexico - L20B Univ Pais Vasco - Central America (EMECW)	2009-2012	3,142,475	No	Universidad del País Vasco (Spain)	Instituto Politécnico Nacional Universidad de Monterrey Universidad Pedagógica Nacional
EU LA LINKS: European Union - Latin America Academic Links EMA2 window for Latin America Regional (Central America)	2012-2016	3,317,025	No	Humboldt Universität Berlin (Germany)	Universidad Autónoma Chapingo (co-coordinator) Universidad Veracruzana
LAMENITEC: Latin American Engineering and Information Technologies Network (EMA2 window for Latin America Regional (Central America)	2012-2016	4,000,000	Yes	Mondragon Unibertsitatea, Mondragon (Spain)	Universidad Autónoma Metropolitana
EUREKA: Enhancement of University Research and Education in Knowledge Areas useful for Sustainable Development ((EMA2 window for Latin America Regional (Central America) )	2013-2017	4,294,100	No	Carl Von Ossietzky Universität Oldenburg (Germany)	Universidad de Occidente (co-coordinator)
EURICA - EUROpe and latin ameRICA: Enhancing University Relationships by Investing in Cooperative Actions (EMA2 window for Latin America Regional (Central America)	2013-2017	4,329,075	No	Rijksuniversiteit Groningen (The Netherlands)	Universidad Autónoma de Zacatecas Universidad Autónoma del Estado de Hidalgo Universidad Nacional Autónoma de México (co-coordinator)
PUEDES - University Engagement in Economic and Social Development in Latin America (Participación Universitaria para El Desarrollo Económico y Social en Latinoamérica) (EMA2 window for Latin America Regional (South America)	2013-2017	4,138,275	No	Universidad de Oviedo (Spain)	Benemérita Universidad Autónoma de Puebla Universidad Autónoma del Estado de Hidalgo
CRUZSUR: Enhancing university internationalization for comprehensive development in Latin America (EMA2 window for Latin America Regional (Central America)	2014-2018	3,112,750	No	Universidad de Murcia (Spain)	El Colegio de Michoacán
ELARCH: Euro-Latin America partnership in natural Risk mitigation and protection of the Cultural Heritage (EMA2 window for Latin America Regional (South America)	2014-2018	3,160,250	No	Universita degli Studi della Basilicata (Italy)	Universidad Michoacana de San Nicolás de Hidalgo
EULASE - EULALINKS-SENSE (EMA2 window for Latin America Regional (Central America)	2014-2018	3,155,275	No	Humboldt Universität Berlin (Germany)	Universidad Autónoma Chapingo (co-coordinator) Universidad Veracruzana
EUROINK: Europe and Latin America Sustainable Innovation and Knowledge Academic Network (EMA2 window for Latin America Regional (South America)	2014-2018	3,159,800	No	The Manchester Metropolitan University (United Kingdom)	Universidad de Monterrey
MayaNet: Mobility As key factor for quALity eNhancement of EU and LA univErsiTies (EMA2 window for Latin America Regional (Central America)	2014-2018	2,964,625	No	Universita Degli Studi Dell'Aquila (Italy)	Universidad Veracruzana

## 5.2 Annex 2: Scholarship holders Mexico 2007-2014

The table is based on the data available in the EACEA Mobility tool by 05/09/2016 and for therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).

Table 4 Erasmus Mundus Action 2 Strand 1 Mobility table

Target Group 1			Target Group 2			Target Group 3			TG 3	Total
Female	Male	N/A	Female	Male	N/A	Female	Male	N/A		
149	159		33	30		38	25		63	434

## 5.3 Annex 3: List of people interviewed

### EU Delegation

Name	Position	Institution
Mr. Juan Garay Amores	Head of Section for Co-operation	Delegation of the EU to Mexico
Ms. Cristina Martínez Castellanos	Section for Co-operation. Responsible for Social Communication	Delegation of the EU to Mexico
Mr. Vincenzo Collarino	Co-operation Affairs Attaché	Delegation of the EU to Mexico
Ms. Claudia Castañeda	Section for Co-operation. Responsible for Bilateral Projects	Delegation of the EU to Mexico
Ms. Natalia Barreto	Section for Co-operation. Responsible for Mobility	Delegation of the EU to Mexico

### Member States Representatives

Name	Position	State Member / Institution
Ms. Hanna Gehor	First Secretary	Finland / Finnish Embassy
Mr. Gabriel Poloniecki	Higher Education Attaché	France / French Embassy
Ms. Susanne Faber	Marketing co-ordinator	Germany / DAAD
Mr. Sander Verkijk	Chief Representative Officer	Netherlands / Nuffic Neso Mexico
Ms. Ivona Kvorkova	Second Secretary – SK Embassy	Slovak Republic / Slovak Embassy
Mr. Luis Cerdán	HE General Director	Spain / Spanish Embassy
Ms. Ana Isabel López	Project Manager for HE and Skills for Employability	United Kingdom / British Council

### Government and decentralised institutions

Name	Position	Institution
Dr. Salvador Malo Álvarez	General Director for HE	National Ministry of Education
Mtra. Brenda Galaviz Aragón	Director for International Affairs	ANUIES
Dr. Roberto Villers Aispuro	General Director for Academic Affairs	ANUIES
Dr. Arturo Borja Tamayo	Director for International Affairs	CONACYT

### Higher Education and Research Institutions

Name	Position	Institution
Dr. Federico Fernández Christlieb	General Director for International Affairs	UNAM

Mtra. Angélica Castillo Salazar	Director for Academic Cooperation	UNAM
Mtra. Nidia Pantaleón Colín	Officer for Academic Cooperation with Europe	UNAM
Quim. María Luisa Arias	Director for International Strategic	UNAM
Mtra. Tatiali Castro	Vice-Director for Student Mobility	UNAM
Dra. Lydia Raesfeld	University Technological Cluster Director	UAEH
Mtro Victor M Sosa	General Director for Strategic Allianz and Institution Development	UAM
Dra. Sylvie Didou Aupetit	HE Expert	CINVESTAV
Mtra. Leticia Rodríguez Audirac	Academic Dean	UV
Biól. Ángel Fernández Montiel	Academic Coordinator	UV
Mtra. Estela Acosta Morales	Coordinator of the Innova-Cesal Network at the UV	UV
Dr. Armando Lozada	Professor (Biotechnology)	UV
Dra. Julia Güemes	Professor (Anthropology)	UV
Mtro. Javier Petrili	Professor (Arts)	UV
Dra. Rosa Montes Miró	General Director of International Relations and Academic Exchange	BUAP
Mtra. Ana Luisa Rojas Marín	Coordinator of Mobility and Academic Exchange	BUAP
Lic. Oscar Tirado	Coordinator of Strategic Projects	BUAP
Dra. Alejandra Vilalta y Perdomo	Director of International Relations (Mexico City Metropolitan Zone)	ITESM
	Additionally, two phone and one personal interviews were done after finishing the field phase	
Dr. Juan Leyva López	Co-coordinator of the EMA2 Project Eureka	Universidad de Occidente
Msc. Ulrike Grau	On behalf ("enlace") of the co-coordinator of the EMA2 projects Eulalinks and Eulalinks sense	Universidad Autónoma de Chapingo
Msc. Tahtiali García (interviewed by. Dr. Luis Gil, country based expert)	Co-Coordinator of the EMA2 project Eurica	Universidad Nacional Autónoma de México UNAM

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# **Evaluation of the EU development co-operation support for higher education in partner countries (2007-2014)**

**Country Note Moldova  
Joern Dosch|Galina  
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## **Evaluation of the EU Development Cooperation Support to Higher Education in Partner Countries 2007-2014**

**This evaluation was commissioned by the Evaluation Unit of the  
Directorate General for International Cooperation and Development (European Commission)**

*The opinions expressed in this document represent the authors' points of view  
which are not necessarily shared by the European Commission  
or by the authorities of the concerned countries.*

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The evaluation is being managed by the DG  
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The author accepts sole responsibility for this report,  
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reflect the views of the Commission.





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## List of Acronyms

AA	Association Agreement
ACP	African, Caribbean and Pacific
ANACIP	National Agency for Quality Assurance in Professional Education
AP	Action Plan
AQAS	Agency for Quality Assurance through Accreditation of Study Programmes
ARACIS	Romanian Agency for Quality Assurance in Higher Education
ASEM	Academy of Economic Studies of Moldova
ASER	Association for Ethnic and Regional Studies
ASS	Assistant
ATU	Comrat State University
BA	Bachelor
CSP	Country Strategy Paper
DAAD	Deutscher Akademischer Austauschdienst
DCFTA	Deep and comprehensive free trade area
DG DEVCO	Directorate General for International Cooperation and Development
DQMCD	Department for Quality Management and Curriculum Development
ECTS	European Credit Transfer System
EKKA	Estonian Quality Agency for Higher and Vocational Education
EMA2	Erasmus Mundus Action 2
ENI	European Neighbourhood Instrument
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood and Partnership Instrument
EQ	Evaluation Question
EQAR	European Quality Assurance Register
EUD	European Union Delegation
EUROSTAT	Statistical Office of the EU
FCAS	Fragile and Conflict-Affected States
HE	Higher Education
HEI	Higher Education Institution
ICT	Information and Communication Technologies
ISCED	International Standard Classification of Education
JC	Judgement Criterion
JP	Joint Projects
MA	Master's programme
MS	Member State
PAR	Participant
PCA	Partnership and Cooperation Agreement
QA	Quality Assurance
SM	Structural Measures
TEVT	Technical Education and Vocational Training
UNDP	United Nations Development Programme
UTM	Technical University of Moldova



# 1 Introduction

## 1.1 Purpose of the note

This note is framed within the field phase of the evaluation. Prior to this phase, an inception phase, aiming at developing the evaluation framework (reconstruction of the EU's intended intervention logic of its support to HE in partner countries and definition of the Evaluation questions (EQs)), and a desk phase, aiming at giving a preliminary answer to the EQs and at proposing the list of countries to be visited, were developed. From a long list of 45 countries selected in the inception phase for a desk analysis, 13 were further selected for a more detailed analysis. Out of these, 8 countries were selected for the field phase.

The field visits have the following objectives:

- To complete the data collection in order to answer the agreed evaluation questions;
- To validate or revise the preliminary findings and hypotheses formulated in the desk report;
- To assess whether there is need for further research and interviews to prepare the final note, and in particular the conclusions and recommendation chapter.

Therefore, the present country note cannot be considered a country evaluation but rather one of the inputs for the elaboration of the final report. It is aimed at providing country specific examples on a set of issues that are relevant for the worldwide exercise.

The field visit to Moldova was undertaken from 6 to 10 June 2016 with Joern Dosch as the leader of the mission, Galina Selari as a country-based expert and Jana Bobokova as the contract manager and junior expert.

## 1.2 Reasons for selecting Moldova for the field phase

Table 1 Criteria for selection of the country

Country	Criteria for selection	Major HE programme	Remark
<b>Moldova</b>	<ul style="list-style-type: none"> <li>In 2005 a reorganisation of HE into a two-cycle system (a Bachelor cycle of 3– 4 years and a Master cycle of 1-2 years) took effect which is in compliance with the Bologna process.</li> <li>Furthermore, quality assurance bodies have been established in the framework of each HEI</li> <li>A Code of Education, establishing an updated legal framework for education, was adopted by the Parliament in 2014.</li> <li>However, not much is known about the actual implementation of the HE reforms and EU documents speak of concerns about the quality of the implemented reforms.</li> <li>According to the EU's on assessment the Tempus programme in Moldova has over years been the driving force for institutional and national reforms in the area of HEI. All Moldovan state universities have taken part in Tempus. Tempus projects are said to have had a significant positive impact on staff development, course upgrades, teaching practices, teaching means used and university management practices.</li> <li>In the absence of independent evaluations, these assessments need to be triangulated</li> </ul>	<ul style="list-style-type: none"> <li>Tempus, Erasmus Mundus Action 2, bilateral support</li> </ul>	<ul style="list-style-type: none"> <li>As a post-Soviet country, Moldova has gone through substantial reforms in HE which have been strongly supported by the EU and other donors.</li> <li>Moldova is the only country of the sample of eight countries included in the field phase that has fully implemented the Bologna Process.</li> <li>Therefore, Moldova is a particularly good case to explore the effectiveness of the EU support for the internationalisation of HE (with regards to the Bologna process and otherwise)</li> <li>The number of students and specialisations has increased considerably since the late 1990s.</li> </ul>

### 1.3 Data collection methods used (including limits and constraints)

The country mission started with a review of the entire desk based information. A list of relevant stakeholders was drawn up and discussed with the EU delegation and national partners. Based on this a final list of stakeholders representing three groups was drawn up:

- the EU, including the national Tempus and now Erasmus+ Office as well as DAAD
- ministries and state agencies responsible for HE in Moldova;
- top-management, international offices, academic and administrative staff involved in the implementation of EU-funded projects and, to a limited extent, former grantees of EU-funded mobilities at selected Moldovan HEIs.

It was possible to meet all identified stakeholders or in some instances others who also represented the relevant institution. Meetings took place as individual and group interviews.

The country note follows the structure of the EQs and JCs as presented and elaborated on in the desk report. The JCs were supplemented by the list of hypotheses for each evaluation question (EQ) and the list of missing information and data that was identified during the desk study that could be found at the country level. These lists provided the basis for a semi-structured question list for each interview.

The team was not faced by any constraints during the field mission.

In addition to interviews, documents on HE policy and strategy in Moldova, individual Tempus and Erasmus Mundus Action 2 (EMA2) projects as well as interventions funded by EU Member States was gathered.

## 2 HE context in Moldova

Higher education in Moldova is carried out at universities, academy of studies, institutes, schools of higher studies and others. For example, The State University of Moldova, The Academy of Economic Studies, Moldovan State Institute of International Relations, High Anthropological School, etc.

HE is under the responsibility of the Ministry of Education and other ministries of the central public authority (State Medical and Pharmaceutical University “N. Testemitanu”, State Agrarian University of Moldova, etc.). Due to the small size of the country, there is not any entity at the regional or local level with similar responsibilities.

The education system of the Republic of Moldova started its transformation in the last decade, accelerating it under the Bologna process since 2005.

Since then has the Moldovan university system taken a direction towards:

- A structural change towards 3-cycles university studies, introducing the Diploma Supplement and the European Credit Transfer System (ECTS);
- Internal and external quality evaluation and monitoring system by creating a Quality Assurance Agency, independent of the Government, as well as centres of quality management at each university;
- University programmes' orientation towards market request by monitoring graduates' employment, cooperation with employers, and professionalization of education.

The current legislative framework of the education system has been updated by the adoption of the Education Code in July 2014. Some of its provisions related to HE are presented below. HE performs two types of education, namely initial education and continuing training.

- Initial HE is structured into three cycles: first cycle - bachelor's degree; second cycle – master's degree; third cycle – doctoral degree. Bachelor's and master's programmes are provided either on a full-time-attendance or part-time and distance learning basis;
- Bachelor's and master's programmes in medicine and pharmacy can be organised on a full-time attendance basis only;
- Doctoral programmes are organised either on a full-time attendance or distance learning/part-time basis.

According to the Education Code, education is structured by levels and cycles, in accordance with the International Standard Classification of Education (ISCED-2011):

- Cycle I – Bachelor's degree (ISCED level 6);

- Cycle II – Master’s degree (ISCED level 7);
- Cycle III – Doctoral degree in the respective area (ISCED level 8).

All professions taught at HEIs, both cycles I and II are based on the European Credit Transfer System. The number of ECTS credits accumulated in cycles I and II accounts for at least 300 credits.

Since 2005, Diploma Supplements have to be issued in both Romanian and English, are free of charge for all graduates of Moldovan HEIs.

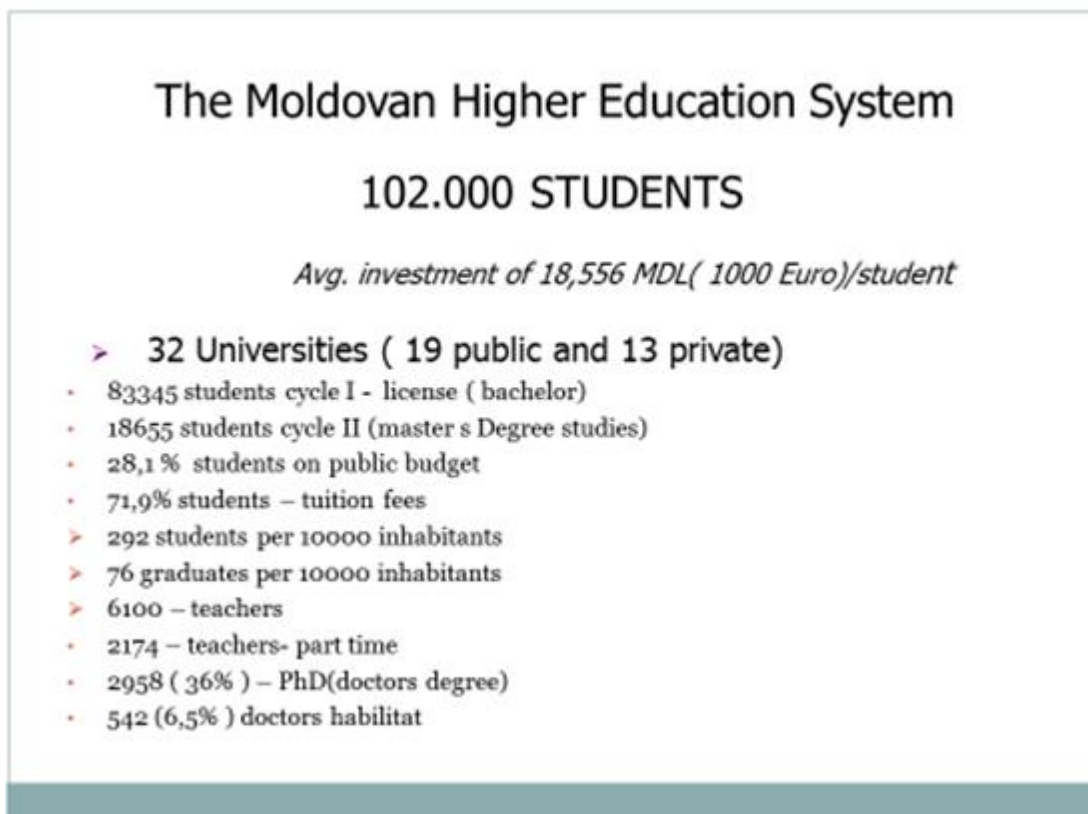
The Moldovan National Qualification Framework for HE was approved by the Ministry of Education in December 2010. Moldova is part of the Lisbon Convention, and thus, it recognises qualifications obtained abroad provided that there are no substantial differences. The recognition itself is based on learning outcomes and credits accumulated by students.

Learning outcomes are a set of competences that express what students will know, understand and be able to do after completion of their studies. Competences are a dynamic combination of qualities, abilities and skills which competence-based education should help students acquire. Learning outcomes are linked with ECTS credits by Ministry regulations.

Quality management at Moldovan HEIs is ensured at the following levels:

- At the national level – by the Ministry of Education, relevant ministries and the National Agency for Quality Assurance in Professional Education (ANACIP); it is an autonomous authority, independent in its decisions and organisation, and funded by the state budget and own resources.<sup>1</sup> The establishment of ANACIP was a KPI for EU budget support in TEVT and has been the partner of several Tempus projects.
- At the institutional level – by their respective centres of quality management.

Figure 1 Higher Education Statistics



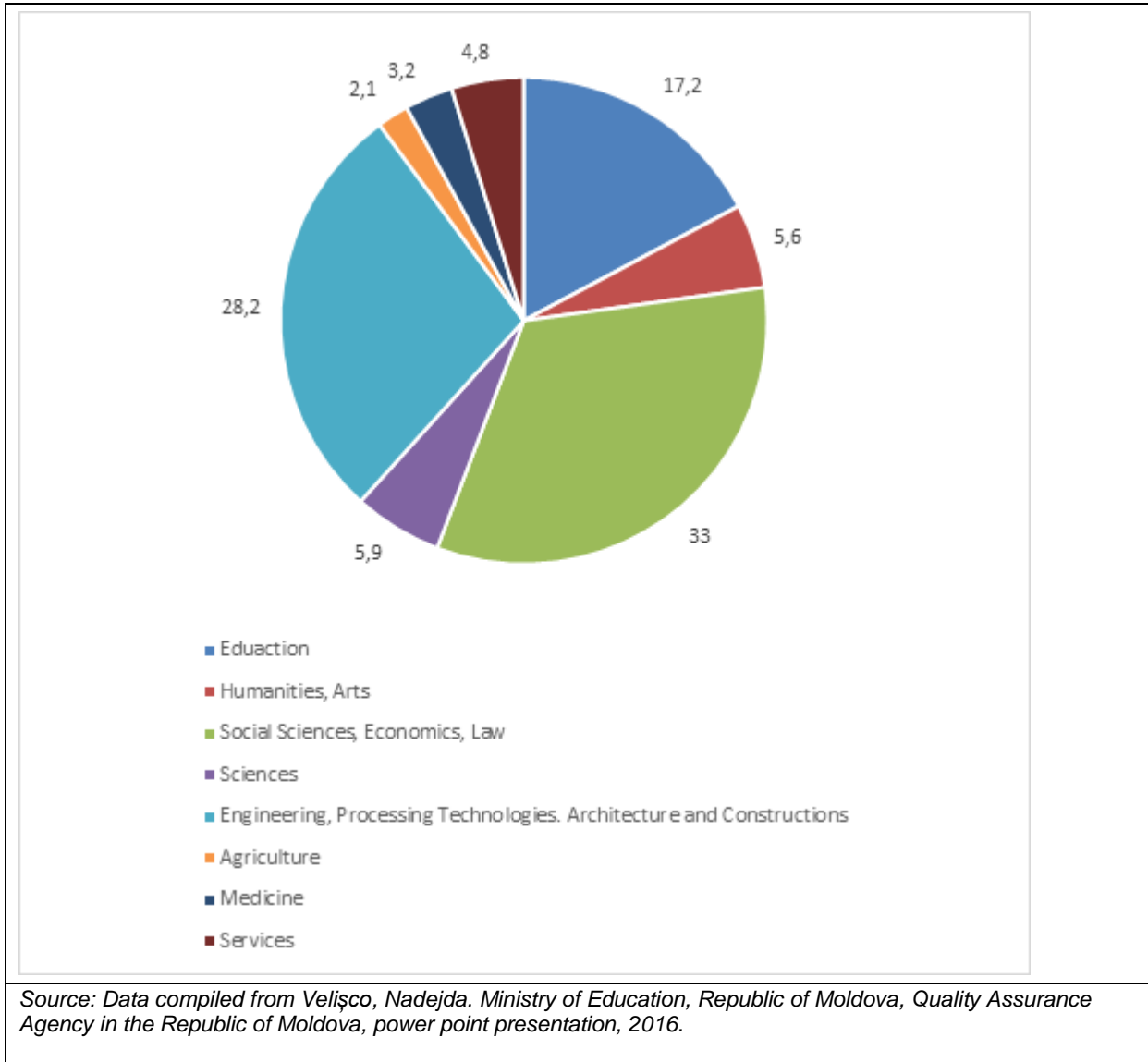
Source: Velişco, Nadejda. Ministry of Education, Republic of Moldova, Quality Assurance Agency in the Republic of Moldova, power point presentation, 2016

<sup>1</sup> As of January 2017, it will be funded only by own resources that are foreseen to come from evaluation/accreditation activities that it plans to provide.



Figure 1 provides some statistical information about the Moldovan Higher Education System. One of the GoM's central policy goals is a reduction in the number of HEIs and thus the consolidation of the university system. The current number of 32 Universities (19 public and 13 private) is not seen as sustainable. Some HEIs have less than 2000 students (the smallest one has 300 students). The new and still evolving QA and accreditation system as a core element of the national HE institutional framework offers an opportunity to close underperforming and low-quality degree programmes, university departments and even entire HEIs. Figure 2 provides some information about the study programmes that are most attractive to Moldovan students.

Figure 2 Percentage of students enrolled in study programmes



In 2015, Moldova became a governmental member of the European Quality Assurance Register. According to the Education Code, HEIs' governing bodies include:

- the Senate,
- the Strategic Institutional Development Council (introduced by the Code for the first time),
- Scientific Council,
- the Administrative Council,
- the Faculty Council, and
- Rector's Office.

Students are represented in the Senate and the Faculty Council at the rate of ¼ out of the total number of the members of these bodies. The operation of HEIs is determined by the University Charter, adopted by the Senate.

University autonomy is established by the Education Code and other bylaws. It is related to the university governance, structure and functioning, teaching and scientific research activities, administration and financing, etc. Financially, university autonomy is based on transfers from the state budget (within the limits of the admission plan, approved annually by the Government) and own resources accumulated from students' fees, provided services, performed works, etc.

As far as international cooperation is concerned, the Ministry of Education has managed the implementation of about 70 international agreements in the field of education. These agreements meant to promote academic mobility, commonly implemented education and research projects, update and reform the national education system according to the European standards, assure recognition of study documents, etc. Annually about 6,000 Moldovan citizens are able to pursue their study abroad on the basis of intergovernmental or inter-ministerial cooperation agreements. Foreigners can study in Moldova under the same conditions. At the beginning of the academic year 2015/16, the total number of foreign students at Moldova's HEIs amounted to 3,500 persons or by 41.2% more compared with the previous academic year, with the following breakdown - Israel (58.6%), Romania (22.7%), Turkey (4.1%), Ukraine (4.0%), and Russia (1.9%). Cooperation with the European Union is promoted by implementation of projects and programmes within the framework of the EU-Moldova Mobility Partnership, Platform 4 "Contacts between people" of the Eastern Partnership and Priority Area 9 of European Union strategy for the Danube Region "Investing in People and Skills".

Between 1994 and 2013, cooperation with EU member states has been established within the framework of the Tempus and Erasmus Mundus Action 2 Programmes. During this time, Moldovan HEIs implemented more than 80 Tempus and 22 EMA2 projects, which has led to a transfer of educational know-how and best practices to Moldova and bilateral mobilities of students and academic staff. Since 2014, the Moldovan HEIs are part of the Erasmus+ Programme. Until now, Moldovan HEIs have benefitted from 7 Jean Monnet projects, 3 Capacity Building in the field higher education projects, more than 25 Credit Mobility projects (250 MD-EU mobilities for students and university staff for the period 2015-2016).

### 3 Field mission findings

#### 3.1 EQ 1 on relevance and strategic orientation

##### 3.1.1 Findings

<i>To what extent has EU support to HE promoted the overall development policy objectives of the EU?</i>	
<b>JC 11</b> Support to HE has been linked to EU commitments and development policies	The CSP Moldova 2007-2013 clearly embedded education (including higher education) within the EU's set of overall development policy objectives towards the country: "Assistance for reforming and upgrading the education system with a view to convergence with EU standards and practices will be essential to strengthen democratic development, social stability and economic competitiveness. The objectives include fuller participation in programmes such as Tempus and Youth in Action, greater opportunities for Moldovan nationals to participate in exchange programmes such as Erasmus Mundus, and investigating the scope for cooperation in the framework of EU programmes in the field of culture." <sup>2</sup>
<b>JC 12</b> EU support has addressed, and adapted to, development contexts in partner countries and regions	EU support for HE has addressed one of Moldova's key development agendas after independence. The changes in the economic, social and political life of Moldova demanded the development of a new educational policy and legislative framework. Soon after the Declaration of Independence a new concept of national education had been designed and endorsed. A new law on education (1995) and a new regulation came into force, which represented the legal basis for reforms. Harmonisation of HE with the EU's one represented one of the main reform principles. The <i>Law on Education</i> adopted in 1995 was the first milestone in this regard. In 2005, the <i>Law on Education</i> was amended in order to incorporate the basic Bologna Principles. In May 2005, Moldova joined the Bologna Process. For the entire evaluation period, EU support has addressed and contributed- mainly through Tempus - the GoM's reform strategy in HE. The National Development Strategy "Moldova 2020" (2012) postulates "aligning the education system to labour market needs in order to enhance labour productivity and increase employment in the economy as the first of seven development principles". <sup>3</sup> The 2014-2020 Single Support Framework for EU support to the Republic of Moldova (2014-2017) directly addresses this principle.

##### 3.1.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC11	
EU support to HE is strongly linked to the overall objectives of the EU's development policies	Confirmed (see above)
The support lacks a clear conventional approach outlining and explaining how exactly HE contributes to socio-economic development	This is not entirely correct anymore. For example the Single Support Framework for EU support to the Republic of Moldova (2014-2017) established a clear link between socio-economic development and the competitiveness of the agri-food sector which, in turn, is to be achieved through, inter alia, improved higher and vocational education and research (see JC 22).
The EU support to HE has not developed a clear strategy towards the strengthening of intercultural understanding	While there was no explicit general strategy towards strengthening of intercultural understanding, the stakeholder interviews provided ample evidence that Tempus and EMA2 projects greatly increased intercultural understanding in Moldova's relations with EU countries. The manifold university networks which were established and resulting mobilities greatly increased the level of mutual understanding, as all interviewed stakeholders with knowledge of, or involvement in, the projects, confirmed. In interviews several stakeholders pointed out that the promotion of language and ICT proficiency, especially among academic staff, fostered intercultural dialogue and exchange.
The linkages between support to HE and the strengthening of political	These linkages are stronger and more visible in the case of Moldova as they might be in the case of other partner countries covered by the evaluation. The main reason is that the field of education/higher education is a firmly embedded part of generally

<sup>2</sup> European Neighbourhood and Partnership Instrument. Republic of Moldova Country Strategy Paper 2007-2013, p. 17.

<sup>3</sup> Moldova 2020 - National Development Strategy: 7 solutions for economic growth and poverty, p.8.

and economic co-operation are weak	close political and economic relations between the EU and Moldova. Bilateral relations have been guided by the Partnership and Cooperation Agreement (PCA) signed in 1994, and the EU-Moldova European Neighbourhood Policy Action Plan (ENP-AP) concluded in 2005. The PCA and the ENP-AP were replaced, respectively, by the 2014 Association Agreement (AA). The AA includes provisions for setting up a deep and comprehensive free trade area (DCFTA), and an Association Agenda. <sup>4</sup> In other words, HE is an integral part of the EU-Moldova political and economic cooperation. Interviewees noted that participation in the mobility programmes contributed to the process of the EU integration and forms a platform for cooperation.
JC12	
The EU has generally explicitly linked its support for HE to the specific development needs and challenges of partner countries and regions but the comprehensiveness of this approach differs markedly across the sample of countries and regions	As shown under EQ1 and 2, at a strategic level there are strong linkages between the EU's support and approach to HE on the one hand and Moldova's development needs on the other. However, in the absence of bilateral support for HE in Moldova and given the global/regional nature of the support (in this case through Tempus and EMA2), the EU could not explicitly target its support to the national needs of Moldova. However, many Tempus and EMA2 projects were directed to country's development and reform agendas.
There has been no evolution of the EU approach to the support of HE during the evaluation period. Lessons-learned have been taken into account for individual programmes but not in a systematic and comprehensive manner for support to HE in general terms	Not confirmed for Moldova. Tempus projects have been implemented in Moldova for more than two decades and all Moldovan state universities have taken part in the programme. During this time in general and the evaluation period in particular, Tempus has been both the driving force for institutional and national reforms and flexibly adapted to national needs in HE. One important lesson learned, which gives evidence of an evolutionary process, is a stronger orientation of Tempus and EMA2 projects towards collaboration between HEI among the countries of the Eastern Partnership in recent years. For 22 EMA2 projects in which Moldova took part there were 40 instances of participation from HEIs from this country. The collaboration started in 2007 and continued throughout the whole programme period. All the lots that included Moldova always involved other Eastern European countries. According to stakeholder interviews, this stronger emphasis on partnerships within the region was needed and is useful given the similar challenges that the universities in the region face. In that way, regional cooperation facilitated exchanges of best practises.
EU support to HE lacks a specific and explicit approach to the design and implementation of HE programmes and projects in FCAS	Transnistria has not received any EU support for HE during the evaluation period

## 3.2 EQ 2 on alignment

### 3.2.1 Findings

<i>To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?</i>	
<b>JC 21</b> Responsiveness of EU support to HE, in its design and implementation, to the partner country's and regional priorities	While there was no direct country-level support for Moldova, Tempus projects clearly and directly responded to the needs of the Moldovan HE sectors with regard to the implementation of Bologna reforms, improving the quality of learning & teaching (including monitoring and accreditation/quality assurance of degree programmes), curricula development and internationalisation. According to an interview at the Moldovan Ministry of Education, the new Education Code of 2014 "was triggered and then supported by Tempus".
<b>JC 22</b> EU support to HE is based on partner countries' national development strategies,	Although there was no country-level support, Tempus und EMA2 projects responded and contributed well to the GoM's reform agenda in HE (see EQ1). More recently, the EU's general strategic approach to Moldova explicitly linked its support to, inter alia, the country's key development objective of "aligning the education system to labour market needs in order to enhance labour productivity and increase employment in the

<sup>4</sup> COUNCIL DECISION of 16 June 2014 on the signing, on behalf of the European Union, and provisional application of the Association Agreement between the European Union and the European Atomic Energy Community and their Member States, of the one part, and the Republic of Moldova, of the other part (2014/492/EU) [http://eeas.europa.eu/moldova/pdf/eu-md\\_aa-dcfta\\_en.pdf](http://eeas.europa.eu/moldova/pdf/eu-md_aa-dcfta_en.pdf)

institutions and procedures	economy". The Single Support Framework for EU support to the Republic of Moldova (2014-2017) is particularly targeted at increasing "the competitiveness of the agri-food sector through modernisation, market integration and alignment with international standards" and explicitly mentions "improved education, research and extension services in the agri-food sector". <sup>5</sup>
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### 3.2.2 Hypothesis

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC21	
The specific nature of the regional approach of some of the major HE programmes has limited the potential to directly respond to needs and priorities of individual partner countries	This is not the case for Moldova. The EU support – mainly through Tempus and now Erasmus+ projects – was explicitly linked to the GoM's reform agenda in HE and made decisive contributions towards implementing the comprehensive reform programme at both the national level (the HE system) and at individual HEIs. Interviewed stakeholders almost unanimously stated that few if any reforms would have been implemented without the EU support.
Specific implementation modalities (such as the single co-operation windows for Erasmus Mundus) are successful means for addressing partner country priorities in a regional or global programme	There was no single window for Moldova
The level of country ownership for bilateral interventions is higher compared to interventions under HE programmes	Not applicable
JC22	
Due to the nature of support (i.e. most support being channelled via major HE programmes), the use of partner country procurement systems only played a minor role	Confirmed
In the cases where bilateral support was provided, the interventions were mostly complementary to those implemented by the government	Not applicable

## 3.3 EQ 3 on management, teaching, learning and research

### 3.3.1 Findings

<i>To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching and learning and research?</i>	
JC 31 Improved management practices	<p>According to EACEA, since 1994 Tempus has funded 61 projects, involving all Moldovan state universities, worth more than EUR 16 million. Project reports, EU and national assessments and other documents as well as stakeholder interviews provide ample evidence that Tempus has been the most decisive factor in the reform of management practices at HEIs. Most importantly, Tempus – and to a lesser extent also EMA2 - made a strong contribution to:</p> <ul style="list-style-type: none"> <li>• The implementation of the Bologna principles at the level of HEIs,</li> <li>• The establishment of universities' management systems,</li> <li>• The development, management and QA/accreditation processes of degree programmes and curricula improvement,</li> <li>• The management of distance learning programmes</li> <li>• Technical and technological supply,</li> <li>• The establishment, expansion and professionalisation of international offices (as a direct result of the need and necessity to manage international cooperation and mobilities).</li> </ul> <p>The participants in a roundtable discussion at the national Erasmus+ office pointed out that Tempus provided universities with the opportunity and experience to learn how to manage projects financially and to administer external funds. This had been an important capacity building contribution and a stepping stone towards the implementation of the financial autonomy of universities.</p>

<sup>5</sup> Programming of the European Neighbourhood Instrument (ENI) - 2014-2020 Single Support Framework for EU support to the Republic of Moldova (2014-2017).

<p><b>JC 32</b> Improved quality of teaching and learning</p>	<p>While there are no evaluation reports, surveys or other material available which would allow for an assessment of the quality of teaching at Moldovan universities, there is no doubt that Tempus and EMA2 helped create framework conditions conducive to improvement in teaching and learning. In particular, Tempus projects resulted in</p> <ul style="list-style-type: none"> <li>• New and revised curricula,</li> <li>• New study framework plans,</li> <li>• Development of novel approaches to QA and establishment of QA offices. For example, the Department for Quality Management and Curriculum Development (DQMCD) at the Academy of Economic Studies of Moldova (ASEM) has its origins in a Tempus project. DQMCD is tasked to ensure the quality of degree programmes and provides educational services of professional training and retraining of teaching staff. In 2009, the Department was accredited by the International Certification Organisation “AJA Registrars Europe” in accordance with the Standard ISO 9001:2008,<sup>6</sup></li> <li>• Development of 549 online courses in specialised subject areas and the widespread introduction of e-learning resources (MOODLE platform); however, stakeholders at the Alecu Russo State University in Balti, which runs 50 e-learning courses, mentioned that in general the quality of the online courses was “not so high” and needed further improvements,</li> <li>• Training of university lecturers (107 to-date), and</li> <li>• Establishment of centres for continuous education.</li> <li>• In addition, EMA2 included mobility flows at staff level. Moldova is in fact the third best placed in the region (ENPI EAST), after Russia and Ukraine.</li> </ul> <p>According to interviews with university rectors and other stakeholders in leading management positions, the reforms triggered and supported by Tempus were well aligned with - and a central contribution - to their overall development strategies. A cornerstone of HEI's strategies is the improvement of teaching and learning and international recognition of degree programmes. The accreditation of academic programmes is therefore crucial, not at least against the background of Bologna requirements. Tempus helped to develop standards and provided a fertile ground for the establishment of a QA systems and QA institutions and hence the accreditation of degree programmes. So far, bachelor's degree programmes in law at 17 universities (in collaboration with ARACIS, the Romanian Agency for Quality Assurance in Higher Education) and 24 master's degree programmes in law at 12 universities (in collaboration with EKKA - Estonian Quality Agency for Higher and Vocational Education) have been evaluated. As the result, 3 BA programmes and 5 MA programmes were closed. The German AQAS - Agency for Quality Assurance through Accreditation of Study Programmes – accredited language teaching and literature undergraduate programmes. AQAS also supported the establishment of the Moldovan QA agency ANACIP.</p>
<p><b>JC 33</b> Enhanced institutional and human capacity and conditions for academic research</p>	<p>The EU supported the foundation of technological university centres (one interuniversity centre and a technological centre at each university). Otherwise, there was no direct support for research apart from computer labs that were established by Tempus projects at most universities. However, from 1994 to 2015 about 1,100 Moldovan students, lecturers, researchers and members of administrative staff visited EU HEIs as part of EMA2 mobilities and Tempus exchanges. According to stakeholder interviews, both students and academic staff benefitted greatly from the new international perspectives they developed as participants of EU-supported programmes. For students this often meant that they went on to do a post-graduate degree at an EU-based university. Academic staff got increasingly involved in international research networks, giving them access to prime research facilities, international publication opportunities and sustained cooperation partnerships.</p>

<sup>6</sup> Academy of Economic Studies of Moldova, p. 25; stakeholder interviews.



### 3.3.2 Hypotheses

Overall desk hypotheses	Evidence from the country
JC31	
EU support to HE has made a decisive contribution to the rapid expansion of the Bologna Process as the leading global standard in the management of HE	<p>Moldova formally joined the Bologna Process in 2005. Since then the country has fully implemented the Bologna principles – at least on paper. Tempus projects strongly contributed to several key achievements, including:</p> <ul style="list-style-type: none"> <li>• The re-organisation of higher education into a two-cycle system: a Bachelor's cycle of 3– 4 years and a Master's cycle of 1-2 years from 1 September 2005;</li> <li>• The elaboration and implementation of the Curriculum Frameworks for the first and second cycles;</li> <li>• The outline of the National Qualification Framework (for the First Cycle);</li> <li>• An ECTS implementation guide;</li> <li>• Drafting of diploma supplements (Bachelor's programmes)</li> <li>• The establishment of QA bodies at HEIs;</li> <li>• Development and implementation of internal higher education institution quality assessment systems</li> </ul>
EU support to HE has markedly strengthen Quality Assurance mechanisms at HEIs in partner countries and regions	Tempus projects strongly contributed to the establishment of a QA system and its institutional structures. For example, the project “Development of a QA system in HE institutions of the Republic of Moldova” through the development of methodology, internal QA manuals, revision of study programmes and study framework plans. The new National Agency for Quality Assurance in Professional Education (ANACIP) was also a “spill over” of Tempus projects, as one interviewee put it. There was general agreement among interviewed stakeholders that Moldova’s compliance with the Bologna Principles was mainly due to the Tempus programme.
At the same time EU-funded programmes and projects did not make a direct contribution to the improvement and strengthening of management approaches; rather this has been an indirect result of learning from the experiences in the governance of Tempus IV, Erasmus Mundus Action 2, and ALFA III etc. projects	In the case of Moldova the improvement of management approaches was a direct result of EU-support, mainly through Tempus (see above).
JC32	
The rapid and systemic adoption of the Bologna Process guidelines in the EU-supported projects has greatly contributed to enhancing the quality of teaching and learning	In the absence of baseline it is not possible to make a robust assessment of any improvements of the quality of teaching and learning since the EU support started. However, interviewees at HEI were convinced that Tempus and EMA2 projects markedly contributed to an enhancement of quality of learning and teaching
Virtually all projects established M&E tools for the purpose of monitoring the implementation of project activities but did not contribute to the establishment of such tools for the quality assurance of teaching and learning at HEIs in general terms.	Not confirmed for Moldova where Tempus projects directly contributed to the establishment of QA tools, systems and even offices/departments at HEIs (beyond individual projects)
JC33	
Improving the physical research infrastructure at HEIs has not been a priority of EU support to HE	Confirmed. Neither Tempus nor EMA2 projects in Moldova had a direct focus on improving the physical research infrastructure.
While direct research-related support was not a priority of most projects across all programmes, participating HEIs and a large number of individual	Particularly through EMA2 projects academic staff and also postgraduate students got increasingly involved in international research networks, obtaining access to prime research facilities, international publication opportunities and sustained cooperation partnerships

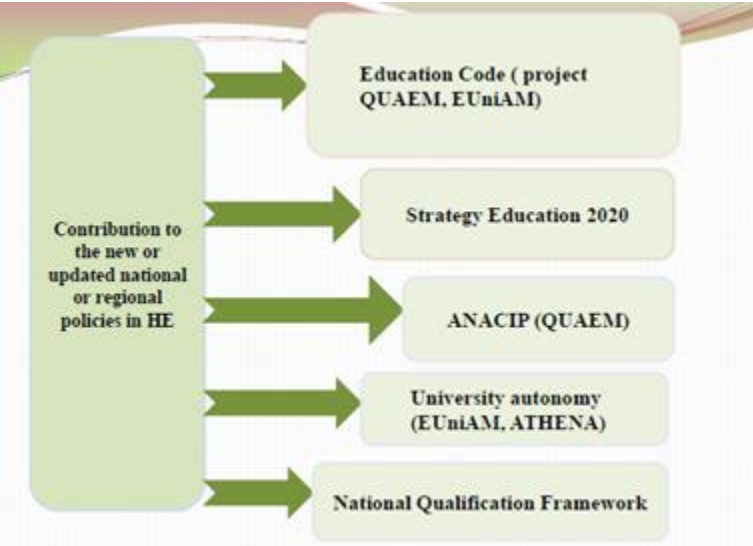


academics have nevertheless greatly benefitted from the access to international research networks and were thus able to strengthen their research capacities	
A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established at this stage	<p>Confirmed. The country's three top universities have significantly improved their positions in the "Webometrics Ranking of World Universities" between 2013 and 2016.<sup>7</sup></p> <ul style="list-style-type: none"> <li>• Moldova State University from 3,432 to 2,854</li> <li>• Moldova Technical University from 4,220 to 2,970</li> <li>• Academy of Economic Studies of Moldova from 7,220 to 3,920.<sup>8</sup></li> </ul> <p>However, it is empirically impossible to show a causal link between higher rankings and the EU support.</p>

### 3.4 EQ 4 on reform of higher education policy

#### 3.4.1 Findings

#### To what extent has EU support contributed to HE reform processes in partner countries and regions?

<p><b>JC 41</b> HE policies and strategies reflect national priorities</p>	<p>According to the Moldovan Ministry of Education, EU support through Tempus (especially the projects QUAEM, EUniAM and ATHENA) contributed to key national policies and strategies:</p> <ul style="list-style-type: none"> <li>• The Education Code (2014),</li> <li>• The National Education Strategy of 2020 (2012),</li> <li>• Establishment of the national QA Agency ANACIP (2013),</li> <li>• Implementation of the autonomy of universities (in terms of governance, structure and functioning, teaching and scientific research activities, administration and financing) as established by the Education Code),</li> <li>• National Qualifications Framework .</li> </ul> <p><i>Figure 3 Contribution to the new or updated national or regional policies in HE</i></p>  <p><i>Source: Ministry of Education, Republic of Moldova (2016). The Impact of Structural Measures Tempus Projects on Higher Education System. Power Point</i></p>
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<sup>7</sup> The Ranking Web or Webometrics is the largest academic ranking of HEIs, conducted by the performed by the Cybermetrics Lab (Spanish National Research Council, CSIC) "for the providing reliable, multidimensional, updated and useful information about the performance of universities from all over the world based on their web presence and impact.", <http://www.webometrics.info/en/Methodology>

<sup>8</sup> <http://www.trm.md/en/cariera/usm-pe-primul-loc-intr-un-top-al-institutiilor-de-invataman-superior-din-moldova/>; <http://www.webometrics.info/en/Europe/Moldova%2C%20Republic%20of>

<p><b>JC 42</b> HE policies and strategies reflect international consensus on good practice</p>	<p>Since Moldova's independence the development of the HE system has been directed towards convergence with EU HE standards, and, since the early 2000s, in particular with the Bologna Process. Moldova's integration into the European Higher Education Area has been achieved to a large extent.</p>																																				
<p><b>JC 43</b> National HE institutional framework is equipped to implement national policies and strategies</p>	<p>According to the Ministry of Education and other interviewed stakeholders, one of the GoM's central policy goals is a reduction in the number of HEIs and thus the consolidation of the university system. The current number of 32 Universities (19 public and 13 private) is not seen as sustainable. Some HEIs have less than 2,000 students. Against this backdrop the Tempus project EUniAM focused on the "optimisation process of the number of HEIs." The new and still evolving QA and accreditation system as a core element of the national HE institutional framework offers an opportunity to close underperforming and low-quality degree programmes, university departments and even entire HEIs. However, according to stakeholder interviews. The accreditation of a university can only be addressed once 25% of academic programmes have been accredited.</p>																																				
<p><i>Figure 4 Number of students and graduates per 10 thousand inhabitants</i></p>																																					
<table border="1"> <caption>Data for Figure 4: Number of students and graduates per 10 thousand inhabitants</caption> <thead> <tr> <th>Year</th> <th>Students</th> <th>Graduates</th> </tr> </thead> <tbody> <tr><td>2002</td><td>262</td><td>40</td></tr> <tr><td>2003</td><td>288</td><td>42</td></tr> <tr><td>2004</td><td>318</td><td>43</td></tr> <tr><td>2005</td><td>335</td><td>49</td></tr> <tr><td>2006</td><td>357</td><td>47</td></tr> <tr><td>2007</td><td>344</td><td>56</td></tr> <tr><td>2008</td><td>322</td><td>83</td></tr> <tr><td>2009</td><td>308</td><td>75</td></tr> <tr><td>2010</td><td>303</td><td>80</td></tr> <tr><td>2011</td><td>293</td><td>78</td></tr> <tr><td>2012</td><td>288</td><td>77</td></tr> </tbody> </table>		Year	Students	Graduates	2002	262	40	2003	288	42	2004	318	43	2005	335	49	2006	357	47	2007	344	56	2008	322	83	2009	308	75	2010	303	80	2011	293	78	2012	288	77
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<p><i>Source: Velişco, Nadejda. Ministry of Education, Republic of Moldova, Quality Assurance Agency in the Republic of Moldova, power point presentation, 2016</i></p>																																					

### 3.4.2 Hypotheses

Overall desk hypotheses	Evidence from the country
JC41	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	Confirmed. See above
At least some of these reforms and strategies reflect national priorities	Confirmed. HE policy reforms are well aligned with and embedded in national development priorities
These outcomes were influenced to some extent by one or more EU programmes	Confirmed. See above
JC42	
HE policy reforms or new strategies have been put in place in the evaluation period or are in the pipeline	Confirmed. See above
Some at least of these reforms and strategies reflect international consensus on good practice	Confirmed. See above
Outcomes were influenced to some extent by one or more EU programme	Confirmed. See above
JC43	
New HE institutions at the national level were established, and/or existing institutions were reformed and improved – or these changes were at an advanced point in the pipeline – in the evaluation period	No new HEIs were established during the evaluation period. The government strategy is directed towards reducing the number of HEIs and not increasing them. During the evaluation period the implementation of the Bologna process was the a driver for reforms at existing HEIs.
These outcomes were influenced to some extent by one or more EU programme	Confirmed. See above.

### 3.5 EQ 5 on inclusiveness

#### 3.5.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?</i>	
<p><b>JC 51</b> Enhanced equitable access to HE for all groups of society</p>	<p>Moldova's admission policy has an explicit emphasis on "disadvantaged candidates". Admission to the first cycle is done on the basis of marks obtained at the secondary education final exams. Candidates can apply for admission to three specialties, finally choosing one. The existing admission regulation establishes quotas for each HEI according to the type of the study programme, residency (rural/urban) and study language. The admission regulation provides some facilities for certain categories of disadvantaged candidates (up to 15 % of the total number of candidates in the budget financing admission plan).<sup>9</sup></p> <p>The EU support for HE has not directly focussed on enhanced equitable access but contributed to an improvement and strengthening of small and regional universities which mainly admit students from poorer and disadvantaged backgrounds.</p> <p>Given Moldova's large number of universities in the relation to the size of the country and its population, access to HE is not restricted by geography. Smaller, so-called regional universities mainly admit students from the regions themselves. These could not afford studying in Chisinau. For example, Comrat State University, which has 17 departments and offers degree programmes in 38 subject areas, caters specifically for the needs of the Autonomous Territorial Unit of Gagauzia. All students learn the Gagauz language. Comrat University participated in 7 Tempus projects and one EMA2 project. This has greatly helped the development of the university, increased its status and competitiveness within the country and its internationalisation. Ultimately this has been for the benefit of the students at Comrat and thus contributed to a better quality education of students from disadvantaged backgrounds.</p>
<p><b>JC 52</b> Equitable access to resources for HEIs, especially those suffering from former disadvantage</p>	<p>Generally there is a big gap in terms of the quality of degree programmes, research capacities and funding between the five leading universities in Chisinau (State University of Moldova / Universitatea de Stat din Moldova; Technical University of Moldova / Universitatea Tehnica a Moldovei; Academy of Economic Studies from Moldova / Academia de Studii Economice din Moldova; Nicolae Testemitanu State University of Medicine and Pharmacy / Universitatea de Stat de Medicina si Farmacie; and Free International University of Moldova / Universitatea Libera Internationala din Moldova) and the smaller or specialised regional HEI.<sup>10</sup> According to stakeholder interviews, EU support has contributed towards reducing the gap. While no robust data is available it can generally be found that all Moldovan state universities have participated in Tempus and EMA2 projects which has increased their access to resources. Equally important, in most cases Tempus and EMA2 projects brought together stronger with weaker Moldovan universities and significantly contributed to broadening and deepening of HEI networks within the country. This has resulted in exchanges of best practices, model transfers, mutual learning and thus an empowerment of smaller/weaker HEIs.</p>

#### 3.5.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC51	
Steps have been taken either by HEIs or government – preferably both – to increase access to HE for vulnerable and/or under-represented groups	Not confirmed. As outlined above, the GoM has an explicit policy on HE access for these groups. However, there has not been any direct measure to increase their access. However, a social quota is allocated for students from vulnerable families to pursue their studies covered by government funds, as well as free accommodation, allowances and social scholarships. 57% of HE students benefit from different state scholarships. <sup>11</sup>
These outcomes were influenced to some extent by EU-funded programmes	Partly confirmed. Through the empowerment of small and regional universities (as the result of their participation in Tempus and EMA2 projects and the related network-building with the leading Moldovan

<sup>9</sup> European Commission. Higher Education in Moldova, July 2012.

<sup>10</sup> According to the Rangking Web of Universities (see above), <http://www.webometrics.info/en/Europe/Moldova,%20Republic%20of>

<sup>11</sup> Ministry of Education of the Republic of Moldova. Education System in the Republic of Moldova, published by the national Erasmus + Office, 2015, p. 9.

	universities) students from disadvantaged backgrounds have benefitted.
JC52	
Where it is possible to identify HEIs suffering from former disadvantage, reforms have been made to support them; and/or that these HEIs have improved their access to resources	Not confirmed. Reforms have not taken place and the GoM strategy is to reduce the number of small/regional universities rather than strengthen them.
These outcomes were influenced to some extent by one or more EU programme	EU support has empowered smaller/regional HEIs (see JC 51)

### 3.6 EQ 6 on responsiveness to labour market need and brain circulation

#### 3.6.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?</i>	
<p><b>JC 61</b> Strengthened institutional set-up in the HEIs to respond to labour market needs in specific professional qualifications</p>	<p>Several Tempus projects have developed concrete structures, such as career centres, technology transfer offices and entrepreneurship hubs, which have strengthened strategic and sustainable links with the labour market. A large number of Tempus projects have bridged the gap between HEIs and labour market through, for example, the establishment of standards of competitiveness as a result of curricula modernisation and increased university-industry collaboration. Tempus also contributed to the framework of institutional university autonomy which established “University-Business Relations” as one of five interfaces of a modern HE system. This interface is about the role of business in university governance and management as well as in curriculum development, learning &amp; teaching, and research processes; models of knowledge transfer (e.g. financing, ownership, intellectual property rights) and knowledge sharing (e.g. staff exchange programmes, student internships, promoting entrepreneurship); career development, and innovation; life-long learning; role of work placements and work-based learning; accountability and public responsibility.<sup>12</sup> EMA2 has not had a special focus on the links with the labour market, however, there is evidence of developing such links through academic staff mobility. (E.g. in the framework of IANUS II project, students’ internship programme in IT companies was created at Alecu Russo Balti State University).</p>
<p><b>JC 62</b> Increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries</p>	<p>EMA2 aim included enhancing the career prospects of students. From the student perspective (final reports, students’ survey, etc.) it can be noted that a major impact of Erasmus Mundus Partnerships was at the individual level, the development of specialised skills, as well as transversal skills. Many students claimed that their social communication skills, as well as their self-management, self-confidence and career prospects had improved as a result of their mobility.</p> <p>Overall, however, data on employability is very sketchy. Interviewees mentioned a national survey on employability which was conducted in 2013-14 but the actual survey could not be sourced. Some university conduct their own surveys. For example, according to interviews at ASEM, 88% of the university’s graduates of 2012 (total of 1,200) were employed three years later, in 2015. 12 students had established their own businesses. On average 20-25% found employment immediately after graduation. These figures can at best provide a snapshot. No baseline data is available, let alone any data that would show the impact EU support for HE on employability of graduates. However, ASEM is in the process of preparing a methodology on how to assess employability as part of a Tempus project. ASEM also plans to establish an entrepreneur alumni network.</p>
<p><b>JC 63</b> Enhanced internationalisation of HEIs and individuals in partner countries</p>	<p>The support of the EU and EU Member States has substantially contributed to internationalisation of Moldovan HEIs as well as individual students and scholars: Between 1994 and 2015: about 1,100 individuals (Moldovan students, teachers, researchers and members of administrative staff) visited EU HEIs as part of Tempus and EMA2 partnerships. Annually about 6,000 Moldovan citizens are able to pursue their studies abroad based on collaboration agreements.</p>

<sup>12</sup> Turcan, Romeo V., Larisa Bugaian (2015). Restructuring, Rationalizing und Modernizing Higer Education Sector in the Republic of Molodova. Tempus Project EUniAM, 2015, p. 18-19.

	<p>The Ministry of Education manages the implementation of about 70 international agreements in the field of education. These agreements promote academic mobility, joint degree programmes and research, update and reform the national education system according to EU standards. Many of these agreements are linked to Tempus projects.</p> <p>EMA2 projects resulted in joint development of study programmes, including: a bachelor's and master's degree in tourism with the University of Girona, Romania(LMPH), and an e-learning programme between several Moldovan HEIs and Rennes University</p> <p>HEI involved in Tempus and EMA2 established international offices which were involved in the administration and management of these projects. In that way university administrations developed expertise and capacity to act as project/consortium leaders in the future<sup>13</sup></p>
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### 3.6.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC61	
Steps have been taken by HEIs to increase their ability to respond to labour market needs in their study programmes at the professional level	Confirmed. See above
Outcomes were influenced to some extent by one or more EU programme	Confirmed. See above
JC62	
HE graduates, both from the EU-supported programmes and from institutions strengthened by the programmes, have been helped to find professional positions corresponding to their qualifications	No conclusive assessment possible
JC63	
HEIs have become more internationalised in the sense of acquiring the ability to establish links and participate in networks whose continuation is not dependent on the EU-supported programme that fostered them	According to interviews, HEIs have used own funding to sustain their involvement in international cooperation created by EU-supported projects. Several networks created by Tempus and EMA2 projects have stayed intact, although more accurate data is not available. Overall, internationalisation of HEIs, academics and students is one of the most visible achievements of EU support for HE in Moldova. The country's HEIs see internationalisation as a key vehicle for development. EU-supported projects have helped institutionalise cooperation among EU HEIs - instead of being an activity undertaken just by individuals
Students and academics taking part in the mobility programmes have moved on from the country where the programme took them	There is no data available. It is difficult to know the whereabouts of Moldovan students as many have Romanian passport and can thus move freely within the EU.

## 3.7 EQ 7 on intra-regional harmonisation

### 3.7.1 Findings

<i>To what extent has EU support to HE strengthened intra- and inter-regional integration in HE?</i>	
<b>JC 71</b> Strengthened inclusive regional co-operation on harmonisation	Thanks for the EU support Moldova is fully integrated into the Bologna process and has implemented all Bologna Principles (see the context section Higher Education in Moldova). In 2015 Moldova became a governmental member of the European Quality Assurance Register (EQAR). In the first half of 2016 Moldova co-chaired (with the Netherlands) the presidency of the Bologna Follow-up Group.
<b>JC 72</b> Advanced standardisation of HE at regional level	Full standardisation based on the Bologna Principles has taken place.

### 3.7.2 Hypotheses

<sup>13</sup> Ministry of Education of the Republic of Moldova. Education System in the Republic of Moldova, published by the national Erasmus + Office, 2015; Ministry of Education, Republic of Moldova. The Impact of Structural Measures Tempus Projects on Higher Education System. Power Point Presentation, 2016; stakeholder interviews



<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC71	
EU support to HEI contributed primarily to the widening and strengthening of HE networks between Europe and partner regions and to a lesser extent within regions	This cannot be confirmed for Moldova. Networks between Moldovan and EU HEIs have substantially been strengthened but Tempus and EMA2 projects also had a strong emphasis on regional cooperation among the countries of the Eastern Partnership. Several partnerships comprised universities from Armenia, Azerbaijan, Georgia, Ukraine, Belarus, Moldova, and Ukraine. Stakeholders noted that while collaboration among regional HEIs was a requirement for project applications, it was first and foremost valuable experience to engage with HEIs which faced similar challenges and learned how these challenges were overcome in other countries. At the same time, as one interviewee stressed, cooperation within the region was not always easy and straightforward due to marked differences regarding the respective HE systems and related standards.
Among the five programmes, ALFA and Tempus had the most comprehensive approach towards establishing and fostering regional dialogues on harmonisation	Not applicable
With some exceptions (most prominently perhaps Central Asia), the EU did not make a strong contribution towards inter-governmental dialogues on HE in partner regions	Confirmed. There is no evidence that the EU has supported intra-regional dialogues on HE in the Eastern Neighbourhood.
Non-state stakeholders were only systematically engaged in regional dialogues in Latin America and to a lesser extent in Eastern Africa	No information available.
JC72	
HEIs which have entered into a kind of more structured partnership with incipient co-operation towards a mutual recognition of degrees and associated qualifications, have done so primarily as result of a "networking spirit" (particularly in Latin America)	This is no longer the case in Moldova as the mutual recognition of degrees is governed by the Bologna Principles.
Number and scope of partnerships among HEIs in all regions has been increasing but this does not necessarily translate into a growing number of formal agreements on the mutual recognition of degrees and other qualifications	The new Education Code mentions the possibility of joint degrees with foreign HEIs. However, only accredited universities can have joint degrees. Despite this fact several EMA2 projects have resulted in collaborative development of degree programmes and joint programmes in which a certain number of credits are completed at a partner university (for example Balti University established such a programme with several partners), joint or double degrees do not currently exist.
While joint or collaborative degree programmes have been established in some cases, the EU has not systematically contributed to such programmes within regions	Joint or double degrees do not currently exist.

### 3.8 EQ 8 on modalities and instruments

#### 3.8.1 Findings

<i>To what extent have the various instruments, aid modalities and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?</i>	
<b>JC 81</b> Responsiveness of the instruments and aid modalities to the national and regional context in partner countries	As the findings under the previous EQs have shown, the project approach under Tempus and EMA2 was appropriate and has directly and efficiently strengthened HEIs and the HE sector in general
<b>JC 82</b> EU support has been delivered in a timely fashion, minimising costs for all parties	No problems were reported. While Moldovan HEIs have participated in dozens of Tempus and EMA2 projects, none has yet acted as consortium/project leader. The delivery of EU support has therefore not been an issue as the leader receives the funds which are then distributed within the network.

involved	
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### 3.8.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC81	
Regional programmes in HE meet the needs of HEIs in the participating partner countries	Confirmed by stakeholder interviews
EU support via regional programmes (channelling the aid delivery directly to a university consortium) fosters ownership of participating HEIs	Stakeholder interviews left no doubt about the high level of ownership.
JC82	
Project leaders of a university consortium in regional programmes like ALFA III, Edulink and the Intra-ACP Academic Mobility Scheme are excessively charged with administrative burden, partly related to the strict administrative procedures at the EU operational level	Not applicable to Moldovan HEIs
HEIs in partner countries generate synergy effects using different EU aid delivery modalities	Synergies have been created between Tempus and EMA2 projects at most universities.

### 3.9 EQ 9 on coherence and synergies

#### 3.9.1 Findings

<i>To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?</i>	
<b>JC 91</b> Coherence of DEVCO-financed HE support with relevant EU policies and strategies	The field mission did not come across any instances of inconsistencies.
<b>JC 92</b> DEVCO-financed programmes are mutually reinforcing	Tempus and EMA2 reinforced each other - many grant holders were involved in both Tempus and EMA2 projects and synergies between the two programmes were actively promoted by the national Tempus/EM (now Erasmus+ Office) - there was no direct evidence for an active attempt to create synergies with other DEVCO-financed programmes in other sectors outside HE during the evaluation period.
<b>JC 93</b> Systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States	Several EU member states, including but not limited to Germany, UK, France, Romania, Poland, Belgium, Greece, Latvia, Estonia, Austria, Hungary, and Bulgaria, have supported HE in Moldova. The most common approach was support to language centres at selected HE. Informal contacts between EU MS and the EUD in Chisinau exist (for example between the EUD and the DAAD) and there are common interests. However, there have been no attempts at institutionalised cooperation.
<b>JC 94</b> EU plays an active role in co-ordination mechanisms with EU Member States in the field of HE	This is not the case in Moldova

#### 3.9.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC91	
The EU took for granted a homogenous approach to HE education which was shared by all major stakeholders involved in the design and implementation of the EU's support to HE.	This is not a relevant issue in Moldova
JC92	
Operational linkages among programmes (and projects under different programmes) were limited, resulting in missed opportunities to create synergies	Not confirmed for Moldova. Manifold linkages between Tempus and EMA2 projects were established at all HEIs which had been involved in both Tempus and EMA2.
Synergies and coordination between regional and bilateral interventions in HE existed only to a limited	There was no bilateral support for HE in Moldova



extent because in most partner countries HE was only covered through regional support	
JC93	
No systematic efforts were made to create synergies between EU and MS interventions during the 2007-2013 period	Confirmed
Attempts at joint programming between the EU and MS have only been made in the very recent past, but are still limited to a very small number of examples	There were not attempts at joint programming.

## 4 Conclusions

### 4.1 Main conclusions at the country level

Moldova joined the Bologna Process in 2005 and has since implemented the Bologna Principles. During the evaluation period the EU support was directed towards a broad range of reform processes at HEIs and the national level (including HE policy and legislation). EU support, through Tempus projects, was the crucial factor in the adoption of standards regarding teaching & learning, quality assurance and degree recognition and the establishment of the necessary institutional structures and bodies for implementation. The achievements include:

- The introduction of the standard 3-cycle system (Bachelor's-Master's-Doctorate: Cycle I-Cycle II-Doctorate),
- New Nomenclature of domains and specialities for higher education ISCED97 (International Standard of Education)<sup>14</sup> and EUROSTAT,
- Development of new generations of study plans and programmes,
- Implementation of ECTS at all institutions and in all programmes,
- Issuance of Supplement to the Diploma for all graduates, in both Romanian and English language,
- Classifications of specialties and study programmes in accordance with ISCED97,
- Establishment of QA management structures at all HEIs ,
- Development of National Qualifications Framework.

At the same time participation in EMA2 contributed to the process of Moldova's integration into the European Higher Education Area and formed a platform for cooperation with a) HEIs across the EU and b) with HEIs within the Eastern Partnership. Moldova has gradually assumed the role of an active participant in most educational activities developed at the regional and EU level. EMA2 has made a strong contribution to ensuring comparability and transparency of degrees and a simplification of the procedures regarding recognition of foreign study documents and qualification. The mobilities promoted language and ICT proficiency, especially among academic staff, fostering intercultural dialogue and exchange.

### 4.2 Conclusions per EQ

Table 2 Conclusions per EQ

<b>EQ 1</b>	To what extent has EU support to HE promoted the overall development policy objectives of the EU?	<ul style="list-style-type: none"> <li>• EU support for HE has addressed one of Moldova's key development agendas after independence. The changes in the economic, social and political life of Moldova demanded development of a new educational policy and legislative framework. Harmonisation of Moldovan HE with EU HE represented one of the main reform principles. In May 2005, Moldova joined the Bologna Process. During the entire evaluation period, EU support has addressed and contributed to- mainly through Tempus - the GoM's reform strategy in HE.</li> <li>• While there was no explicit general strategy towards strengthening intercultural understanding, stakeholder interviews provided ample evidence that Tempus and EMA2 projects greatly increased intercultural understanding in Moldova's relations with EU countries.</li> </ul>
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<sup>14</sup> <http://www.uis.unesco.org/Library/Documents/isced97-en.pdf>

<b>EQ 2</b>	To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?	<ul style="list-style-type: none"> <li>• While there was no direct country-level support for Moldova, Tempus and EMA2 projects clearly and directly responded to the needs of the Moldovan HE sector with regard to the implementation of Bologna reforms, monitoring and accreditation/quality assurance of degree programmes etc.), curricula development and internationalisation.</li> <li>• Interviewed stakeholders almost unanimously stated that few if any reforms would have been implemented without EU support.</li> </ul>
<b>EQ 3</b>	To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching, learning and research?	<ul style="list-style-type: none"> <li>• Since 1994 Tempus has funded more than 80 projects, involving all Moldovan state universities, worth more than EUR 16 million. Project reports, EU and national assessments and other documents as well as stakeholder interviews provide ample evidence that Tempus has been the most decisive factor in the reform of management practices at HEIs.</li> <li>• Although there are no evaluation reports, surveys or other material available which would allow for an assessment of quality of teaching at Moldovan universities, there can be no doubt that Tempus and EMA2 helped create framework conditions conducive to improvement of teaching and learning.</li> <li>• Tempus projects strongly contributed to the establishment of a QA system and its institutional structures.</li> </ul>
<b>EQ 4</b>	To what extent has EU support contributed to HE reform processes in partner countries and regions??	<ul style="list-style-type: none"> <li>• EU support through Tempus (especially the projects QUAEM, EUmiAM and ATHENA) contributed to key national policies and strategies: the Education Code (2014), the National Education Strategy of 2020 (2012), establishment of the national QA Agency ANACIP (2013), implementation of the autonomy of universities (in terms of governance, structure and functioning, teaching and scientific research activities, administration and financing) as established by the Education Code), and the National Qualifications Framework.</li> <li>• No new HEIs were established during the evaluation period. The government strategy is directed towards reducing the number of HEIs and not increasing them. During the evaluation period the implementation of the Bologna process was the driver for reforms at existing HEIs.</li> </ul>
<b>EQ 5</b>	To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?	<ul style="list-style-type: none"> <li>• Moldova's admission policy has an explicit emphasis on "disadvantaged candidates". The EU support for HE has not directly focussed on enhanced equitable access but contributed to an improvement and strengthening of small and regional universities which mainly admit</li> </ul>

		<p>students from poorer and disadvantaged backgrounds.</p> <ul style="list-style-type: none"> <li>• All Moldovan state universities have participated in Tempus and EMA2 projects which has increased their access to resources. Equally important, in most cases Tempus and EMA2 projects brought together stronger with weaker Moldovan universities and significantly contributed to broadening and deepening of HEI networks within the country. This has resulted in exchanges of best practices, model transfers, mutual learning, and thus an empowerment of smaller/weaker HEIs.</li> </ul>
<b>EQ 6</b>	To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?	<ul style="list-style-type: none"> <li>• Several Tempus projects have developed concrete structures, such as career centres, technology transfer offices and entrepreneurship hubs, which have strengthened strategic and sustainable links with the labour market. A large number of Tempus projects have bridged the gap between HEIs and the labour market.</li> <li>• There is no data available to assess whether EU support has resulted in an increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries.</li> <li>• The support of the EU and EU Member States has substantially contributed to internationalisation of Moldovan HEIs as well as individual students and scholars.</li> </ul>
<b>EQ 7</b>	To what extent has EU support to HE strengthened intra-and inter-regional integration in HE?	<ul style="list-style-type: none"> <li>• Thanks to the EU support Moldova is fully integrated into the Bologna process and has implemented all Bologna Principles.</li> <li>• Networks between Moldovan and EU HEIs have been strengthened substantially but Tempus and EMA2 projects also had a strong emphasis on regional cooperation within the Eastern Neighbourhood countries.</li> </ul>
<b>EQ 8</b>	To what extent have the various instruments, aid and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?	<ul style="list-style-type: none"> <li>• Moldovan HEIs have participated in dozens of Tempus and EMA2 projects, but none has yet acted as consortium/project leader. The delivery of EU support has therefore not been an issue as the leader receives the funds which are then distributed within the network.</li> </ul>
<b>EQ 9</b>	To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?	<ul style="list-style-type: none"> <li>• Several EU member states have supported HE in Moldova. The most common approach was support to language centres at selected HE. Informal contacts between EU MS and the EUD in Chisinau exist (for example between the EUD and the DAAD) and there are common interests. However, there have been no attempts at institutionalised cooperation</li> </ul>

## 5 Annexes

### 5.1 Annex 1: Overview of EU-funded key interventions

Table 3 Overview of EU-funded key interventions in the country

Project title	Years	Contracted amount	Desk study	Coordinating institution	Participating institutions in the country
<b>Tempus</b>					
Développement de partenariats avec les entreprises en Moldavie	2009-2012	645,965	No	Institut National d'Horticulture (France)	Academy of Economic Studies of Moldova Alliance des étudiants de Moldavie Association des entreprises Patronat en construction Association patronale des entreprises de l'industrie légère Comrat State University Entreprise d'état Moldelectrica Entreprise expérimentale chimique Izomer AS RM Institut des technologies Alimentaires Institut National de Standardisation et de Métrologie Institut National pour la Viticulture et la Vinification Maire de la ville de Chisinau Ministère de l'agriculture et d'industries alimentaires Ministry of Education of the Republic of Moldova Moldova State University State Agrarian University of Moldova Technical University of Moldova Union des œnologues de Moldavie Université Coopératiste et Commerciale de Moldavie
Educational Centers' Network on Modern Technologies of Local Governing	2009-2011	756,552		University of Koblenz-Landau (Germany)	Comrat State University
Improvement of education on environmental management	2009-2012	1,080,488		Saint-Petersburg State University (Russia)	Moldova State University
Création de 4 " Ecoles Hôtelières Supérieures d'Application (ESHA) "	2009-2012	1,367,251		GIP Formation et Insertion Professionnelle Académie Grenoble (France)	Academy of Economic Studies of Moldova Cahul State University B.P.Hasdeu Hotel Flowers L'Association Nationale des Agences du Tourisme de Moldova Lycée Professionnel n.1

				Ministère de la Culture et du Tourisme Ministry of Education of the Republic of Moldova Moldova State University Restaurant Codru
Towards Research and Entrepreneurial University models in the Russian, Ukrainian and Moldavian Higher Education	2009-2012	773,433	Saarland University (Germany)	Moldova State University State Agency for Intellectual Property of Moldova
MOdernisation et DEveloppement de cours Professionnalisés (MODEP)	2009-2012	1,328,063	IUP Management et Gestion des Entreprises (France)	Academy of Economic Studies of Moldova Alecu Russo Balti State University Cahul State University B.P.Hasdeu
Entrepreneurial University as a model for proper managerial interrelation among education, science and innovation development	2009-2012	1,153,461	Fondazione Politecnico di Milano (Italy)	University of Academy of Sciences of Moldova
Professionnalisation des enseignements en travail social	2009-2012	1,330,929	GIP Formation et Insertion Professionnelle Académie Grenoble (France)	Academy of Economic Studies of Moldova Alecu Russo Balti State University Centre de Jour pour les Personnes Agées Rasarit (Le Lever) Centre républicain de ressources pour assistance sociale Collège Pédagogique de la ville de Cahul Direction Municipale pour la Protection des Droits des Enfants Lycée Gaudeamus Ministry of Education of the Republic of Moldova Ministry of Social Protection, Family and Child Moldova State University Syndicat des étudiants de la Faculté Assistance Sociale de UEM
Western-Eastern Teacher Education Network	2009-2012	559,761	Kaunas University of Technology (Lituania)	Alecu Russo Balti State University Cahul State University B.P.Hasdeu State Pedagogical University Ion Creanga Tiraspol State University
Teacher Training Center for Inclusive Education in Moldova (MOLDINCLUD)	2010-2013	501,600	University of Alicante (Spain)	Alecu Russo Balti State University Blind Union of the Republic of Moldova Deaf Society of the Republic of Moldova Directorate General for Education, Youth and Sport Sec. Centre Medico-Pedagogical and Psychological Republican Consultation Ministry of Education of the Republic of Moldova Ministry of Health of the Republic of Moldova Ministry of Social Protection, Family and Child Moldova State University State Institute of Continuing Education

					State Pedagogical University Ion Creanga Theoretical Lyceum Mihai Viteazul
Higher Education System Development for Social Partnership Improvement and Humanity Sciences Competitiveness	2010-2013	934,908		Information Systems Management Institute (Latvia)	Alecu Russo Balti State University Cahul State University B.P.Hasdeu Ministry of Education of the Republic of Moldova
Creation of third cycle studies - Doctoral Programme in Renewable Energy and Environmental Technology	2010-2013	786,242		Royal Institute of Technology (Sweden)	National Association for Promotion of Renewable Energy Sources State Agrarian University of Moldova Technical University Of Moldova
Teacher Education Review and Update of Curriculum	2010-2014	582,628		University of Aveiro (Portugal)	Alecu Russo Balti State University Curriculum resource center Directorate General for Education, Youth and Sport Orhei Ministry of Education of the Republic of Moldova Moldova State University Pro Succes Gymnasium State Pedagogical University Ion Creanga The Lyceum Ion Creanga The Lyceum Iulia Hasdeu The Vasile Alecsandri Theoretical Lyceum Universitatea de Stat Tiraspol
Student Active Learning in Science	2010-2012	721,789		Ilia State University (Georgia)	Institute of educational Sciences University of Academy of Sciences of Moldova
Masters Programmes in Public Health and Social Services	2010-2013	690,044		University of Cumbria (United Kingdom)	Moldova State University State University of Medicine and Pharmacy N. Testemitanu
Geographic information technology for sustainable development in Eastern neighbouring countries	2010-2013	925,941		Royal Institute of Technology (Sweden)	Technical University of Moldova Tiraspol State University
Création réseau universités thématiques en Sciences appliquées et Sciences économiques en Moldavie (MD)	2011-2014	715,965		Agrocampus Ouest (France)	Academy of Economic Studies of Moldova Alecu Russo Balti State University Cahul State University B.P.Hasdeu Comrat State University Conseil National des organisations d'Etudiants de Moldavie JS Endava SRL Ministère des Technologies Informatique et Communication Ministry of Education of the Republic of Moldova Moldova State University State Agrarian University of Moldova Technical University Of Moldova Univ. d'Etat de Médecine et Pharmacie Nicolae Testemitan Université Coopératiste et Commerciale de Moldavie



Integrated University Management System: EU Experience on NIS Countries' Ground	2015-2015	896,177		University of Koblenz-Landau (Germany)	Comrat State University Ministry of Education of the Republic of Moldova Trade Co-operative University of Moldova
Inter-university Start-up centers for students' innovations development & promotion	2012-2015	1,216,751		Université Montpellier 2 Sciences et Techniques du Languedoc (France)	Academy of Economic Studies of Moldova Comrat State University Ministry of Education of the Republic of Moldova
European Neighbourhood Policy Law and Good Governance	2012-2015	935,709		University of Maribor (Slovenia)	ASER - Association for Ethnic and Regional Studies Comrat State University International Institute of Management "IMI-NOVA"
Eastern Partnership in Pedagogical Innovations in Inclusive Education	2012-2015	1,203,681		Karlsruhe Institute of Technology (Germany)	Alecu Russo Balti State University Ministry of Education of the Republic of Moldova State Institute of Continuing Education State Pedagogical University Ion Creanga
Fostering Sustainable and Autonomous Higher Education Systems in the Eastern Neighbouring Area	2012-2015	1,072,140		European University Association (Belgium)	Academy of Economic Studies of Moldova Cahul State University B.P.Hasdeu Free International University of Moldova Ministry of Education of the Republic of Moldova National Rectors' Council of Moldova
Development of Quality Assurance in Higher Education in Moldova	2012-2015	845,754		University of Leipzig (Germany)	Alecu Russo Balti State University Cahul State University B.P.Hasdeu Ministry of Education of the Republic of Moldova Ministry of Health of the Republic of Moldova Moldova State University National Council of Student Organizations of Moldova National Rectors' Council of Moldova State University of Medicine and Pharmacy N. Testemitanu Technical University Of Moldova Tiraspol State University
Crossmedia und Qualitätsjournalismus	2012-2015	1,251,270		Universität Passau (Germany)	Free International University of Moldova Info-Prim Neo Institut für Europäische Integration und politische Studien Ministry of Education of the Republic of Moldova Moldova State University Universität für Europastudien in Moldawien
Leading and Managing Change in Higher Education	2012-2015	837,652		International University College (Bulgaria)	Alecu Russo Balti State University Comrat State University Moldova State University State Agrarian University of Moldova

Enhancing University Autonomy in Moldova	2012-2015	1,011,067		Aalborg University (Denmark)	Academy of Economic Studies of Moldova Alecu Russo Balti State University Cahul State University B.P.Hasdeu Chamber of Industry and Commerce of R. Moldova Comrat State University Ministry of Education of the Republic of Moldova Ministry of Finance of the Republic of Moldova Moldova State University National Council of Student Organizations of Moldova National Rectors' Council of Moldova State Agrarian University of Moldova State University of Medicine and Pharmacy N. Testemitanu Technical University Of Moldova
Fostering the Knowledge Triangle in Belarus, Ukraine and Moldova	2013-2016	680,231		University of Paderborn (Germany)	Agency for Innovation and Technological Transfer Alecu Russo Balti State University Ministry of Education of the Republic of Moldova Moldawische Akademie für Wirtschaftsstudien National Rectors' Council of Moldova State Agrarian University of Moldova Technologie- und Wissenschaftspark „Academica”, Chisinau
Biomedical Engineering Education Tempus Initiative in Eastern Neighbouring Area	2013-2016	1,179,014		University of Patras (Greece)	State University of Medicine and Pharmacy N. Testemitanu Technical University of Moldova
Modern Information Services for Improvement Study Quality	2013-2016	967,680		Lithuanian University of Health Sciences (Lithuania)	Academy of Economic Studies of Moldova Alecu Russo Balti State University Ministry of Education of the Republic of Moldova Moldova State University National Council of Student Organizations of Moldova State Agrarian University of Moldova State Pedagogical University Ion Creanga State University of Medicine and Pharmacy N. Testemitanu Technical University Of Moldova
Support for Vocational Training in Sustainable Forestry	2013-2016	609,990		University of Lleida (Spain)	Alecu Russo Balti State University State Agrarian University of Moldova
Innovating Teaching and Learning of European Studies	2013-2016	964,379		Maastricht University (The Netherlands)	Cahul State University B.P.Hasdeu Free International University of Moldova
RETHINK - Reform of Education THru INternational Knowledge exchange	2013-2016	1,279,017		University of Lisbon (Portugal)	Alecu Russo Balti State University Technical University of Moldova
Licence Masters professionnels en management des activités hôtelières pour le	2013-2016	1,183,214		Higher Institute of	Agence du Tourisme de la République de Moldavie

développement de l'industrie touristique en Géorgie, Azerbaïdjan et Moldavie				Espinho (Portugal)	Association Nationale des Hôtels et des Restaurants de la MD Comité syndical des étudiants de l'UCM Hotel Leogrant, SRL Ministry of Education of the Republic of Moldova Moldova State University Université Commerciale de Moldavie Université Perspectiva
Technological Transfer Network	2013-2016	513,091		Università degli Studi del Sannio (Italy)	Agency for Innovation and Technological Transfer Alecu Russo Balti State University Moldova State University Moldovan Technology Transfer Network State Agency for Intellectual Property of Moldova State Agrarian University of Moldova Technical University of Moldova
Entrepreneur Alumni Network	2013-2016	1,113,018		Freie Universität Berlin (Germany)	Academy of Economic Studies of Moldova Alecu Russo Balti State University Cahul State University B.P.Hasdeu Ministry of Education of the Republic of Moldova
<b>Erasmus Mundus Action 2</b>					
ECWLot6 Ukraine, Moldova, Belarus - L06 Bilbao - Ukraine, Moldova, Belarus	2007-2010	5,977,650		Universidad de Deusto (Spain)	Cahul State University "B.P.Hasdeu" Universitatea de Stat din Moldova
L6 - Ukraine, Moldova, Belarus - L06 Bilbao - Ukraine, Moldova, Belarus	2008-2011	5,299,975		Universidad de Deusto (Spain)	Cahul State University "B.P.Hasdeu" Universitatea de Stat din Moldova
L7 - Ukraine, Moldova, Belarus - L07 Deusto - Ukraine, Moldova, Belarus	2009-2013	5,299,975		Universidad de Deusto (Spain)	Cahul State University "B.P.Hasdeu" Universitatea de Stat din Moldova
BMU7 - S1-L07-BMU7 (BELARUS, MOLDOVA and UKRAINE)	2010-2014	5,289,975		Universidad de Deusto (Spain)	Cahul State University "B.P.Hasdeu" Universitatea de Stat din Moldova
BMU-MID - S1-L08 BMU - Mobilities for Innovation on Development	2011-2015	3,349,625		Turun Yliopisto (Finland)	Cahul State University "B.P.Hasdeu" Universitatea de Stat din Moldova
EMERGE - S1-L08 Erasmus Mundus European Mobility with Neighbouring ReGion in the East: Ukraine, Moldova, Belarus	2011-2015	3,349,975		Universitatea Alexandru Ioan Cuza (Romania)	Academia de Studii Economice a Moldovei Universitatea de Stat "Alecu Russo" Universitatea de Stat din Moldova
EMP-AIM - S1-L08 Erasmus Mundus Partnership for Belarus, Ukraine, Moldova (EMP-AIM)	2011-2015	2,934,025		Mykolas Romeris University (Lithuania)	Academia de Studii Economice a Moldovei Alecu Russo Balti State University Free International University of Moldova
EWENT - S1-L08 East-West European Network on higher Technical education	2011-2015	3,299,800		Politechnika Warszawska (Poland)	Universitatea Tehnică a Moldovei

EUROEAST - L05 - EuroEast (Armenia, Azerbaijan, Georgia, Belarus, Moldova, Ukraine)	2012-2016	3,958,000		Politecnico di Torino (Italy)	Alecu Russo Balti State University Universitatea Agrară de Stat din Moldova Universitatea Tehnică a Moldovei
EMINENCE I – L05 - Integration of Neighbouring Eastern Regions through Cooperation in Higher Education (Armenia, Azerbaijan, Georgia, Belarus, Moldova, Ukraine)	2012-2016	3,960,775		Uniwersytet Im. Adama Mickiewicza (Poland)	Trade Co-operative University of Moldova State University of Medicine and Pharmacy
IANUS I – L05 - Inter-Academic Network Erasmus Mundus (Armenia, Azerbaijan, Georgia, Belarus, Moldova, Ukraine)	2012-2016	3,920,475		Universitatea Alexandru Ioan Cuza (Romania)	Alecu Russo Balti State University Universitatea de Stat din Moldova
MID - L05 - Mobilities for Innovation and Development (Armenia, Georgia, Belarus, Moldova, Ukraine)	2012-2016	3,960,150		Turun Yliopisto (Finland)	Universitatea de Stat din Moldova
TEMPO – L05 - Trans-European Mobility Project On Education for Sustainable Development (Armenia, Azerbaijan, Georgia, Belarus, Moldova, Ukraine)	2012-2016	3,508,975		Universidade Technica de Lisboa (Portugal)	Alecu Russo Balti State University
WEBB - L05 - Trans-European Mobility Project On Education for Sustainable Development (Armenia, Azerbaijan, Georgia, Belarus, Moldova, Ukraine)	2012-2016	3,926,700		Università di Bologna - Alma Mater Studiorum (Italy)	Alecu Russo Balti State University
ACTIVE - L05 - Atlantic Caucasus Technical universities Initiative for Valuable Education (EU / ENPI East)	2013-2017	3,264,950		Politechnika Warszawska (Poland)	Technical University of Moldova
EFFORT – L05 - Education Force: Driving Mobility for EU- East Europe cooperation (EU / ENPI East)	2013-2017	3,241,900		Alexandreio Technologiko Ekpedeftiko Idrima Thessalonikis (Greece)	Alecu Russo Balti State University Universitatea Agrară de Stat din Moldova
EMBER – L05 - Erasmus Mundus Broadening Educational Opportunities (EU / ENPI East)	2013-2017	3,090,150		Universidad De Sevilla (Spain)	Comrat Devlet Universiteti
EMINENCE II – L05 - Erasmus Mundus – Integration of Neighbouring Eastern Regions through Cooperation in Higher Education (EU / ENPI East)	2013-2017	3,264,800		Uniwersytet Im. Adama Mickiewicza (Poland)	State University of Medicine and Pharmacy "Nicolaetestemitanu" Trade Co-Operative University of Moldova
HUMERIA - L05 - Cooperation on - HUMANities, Education, Research, International relations and Arts (EU / ENPI	2013-2017	3,264,625		Tallinna Ülikool (Estonia)	Academia De Muzică, Teatru Şi Arte Plastice

East)					
IANUS II – L05 - Inter-Academic Network ErasmUs MunduS II (EU / ENPI East)	2013-2017	3,264,500		Universitatea Alexandru Ioan Cuza (Romania)	Alecu Russo Balti State University Chisinau „Ion Creanga” State Pedagogical University Universitatea de Stat din Moldova
INFINITY – L05 - INternational Fellowship IN transdisciplinarITY (EU / ENPI East)	2013-2017	3,262,325		Universidade Técnica de Lisboa (Portugal)	Technical University of Moldova Universitatea Agrară de Stat din Moldova
MEDEA – L05 - MEDical univErsities Alliance (EU / ENPI East)	2013-2017	3,264,825		Universite Paul Sabatier - Toulouse III (France)	State University of Medicine and Pharmacy "Nicolae Testemitanu"

## 5.2 Annex 2: Scholarship holders Moldova 2007-2014

The tables are based on the data available in the EACEA Mobility tool by 05/09/2016 and therefore for on-going projects the figures are not definitive. The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship).

The figures represent the number of scholarship holders (students and staff) and not the individual mobility flows (in some cases one student might have more than one mobility in the framework of the scholarship);

The years represent the years of projects selection (projects selected between 2007 and 2014). During each project, partnership/consortia have several scholarship holders' selections.

Vulnerable groups can only be identified under Erasmus Mundus Action 2 Strand 1 – as Target Group 3.

Table 4 Erasmus Mundus Action 2 Strand 1 Mobility table

Target Group 1			Target Group 2			Target Group 3			TG 3	Total
Female	Male	N/A	Female	Male	N/A	Female	Male	N/A		
370	218	35	68	37	12	8	2	1	11	751

Table 5 Mobility table total

HE programme	Female	Male	Not specified	Total
Erasmus Mundus Action 1	9	1		10
Erasmus Mundus Action 2 (Strand 1)	446	257	48	751
<b>Total</b>	<b>455</b>	<b>258</b>	<b>48</b>	<b>761</b>

Table 6 Number of projects in which one or several institutions in the country have been involved (as coordinator, contractor or partner)

TEMPUS IV (2008-2013)	2008	2009	2010	2011	2012	2013
Joint Projects	9	0	5	1	4	7
Structural Measures	0	2	0	0	5	2
<b>Total</b>	<b>9</b>	<b>2</b>	<b>5</b>	<b>1</b>	<b>9</b>	<b>9</b>

Source: Education, Audio-visual and Culture Executive Agency, Statistics about the Tempus Programme; [http://eacea.ec.europa.eu/tempus/results\\_compendia/statistics\\_en.php](http://eacea.ec.europa.eu/tempus/results_compendia/statistics_en.php)

Table 7 HEIs with the highest TEMPUS participation during Tempus IV (2008-2013)

Institutions	Number of projects		
	Total	JP	SM
Moldova State University (Chisinau)	17	14	3
"Alecu Russo" State University of Balti	17	10	7
Academy of Economic Studies (Chisinau)	11	7	4
Technical University of Moldova (Chisinau)	10	8	2
"B.P. Hasdeu" Cahul State University	10	5	5

Comrat State University (ATU Gagauzia)	7	5	2
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Source: Education, Audio-visual and Culture Executive Agency, Statistics about the Tempus Programme; [http://eacea.ec.europa.eu/tempus/results\\_compendia/statistics\\_en.php](http://eacea.ec.europa.eu/tempus/results_compendia/statistics_en.php)

### 5.3 Annex 3: HE indicators

Table 8 Main indicators of HEIs

Main indicators of Higher Education institutions											
	2010/11			2011/12			2012/13			2013/14	
	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public
Educational institutions, units	33	19	14	34	19	15	34	19	15	32	19
Pedagogical staff, persons	6493	5620	873	6147	5354	793	6003	5213	790	5713	5741
Enrolment, persons	107813	88791	19022	103956	84946	19010	102458	83008	19450	97285	89529
per 10000 inhabitants	302,8			292			288			273	
Admission, persons	27895	23128	4767	28258	23018	5240	28130	23086	5044	26450	20939

Source and remark: National Bureau of Statistics, Statistic Database. Information is presented without educational institutions from the left side of the river Nistru and municipality border. Statistical data present the situation at the beginning of an academic year.

Table 9 Students of HEIs by sex

	2010/11	2011/12	2012/13	2013/14	2014/15
<b>Total</b>	107,813	103,956	102,458	97,285	89,529
Men	46,611	45,380	45,087	42,218	38,033
Women	61,202	58,576	57,371	55,067	51,496

Source and remark: National Bureau of Statistics, Statistic Database. Information is presented without educational institutions from the left side of the river Nistru and municipality border. Statistical data present the situation at the beginning of an academic year.

Table 10 Public HEIs by forms of payment

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Enrolment</b>						
<b>Total</b>	88,791	84,946	83,008	78,919	72,474	66,938
Budget	30,907	29,175	28,340	28,098	27,470	26,669
Paying tuition fee	57,884	55,771	54,668	50,821	45,004	40,269
<b>Admission</b>						
<b>Total</b>	23,128	23,018	23,086	22,417	20,501	20,939
Budget	9,527	9,381	10,241	10,263	9,807	9,348
Paying tuition fee	13,601	13,637	12,845	12,154	10,694	11,591

Source and remark: National Bureau of Statistics, Statistic Database. Information is presented without educational institutions from the left side of the river Nistru and municipality border. Statistical data present the situation at the beginning of an academic year.

Table 11 HE by cycles

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Enrolment</b>						
<b>Total</b>	107,813	103,956	102,458	97,285	89,529	81,669



Licentiate higher education	90,772	85,345	82,819	78,049	71,150	63,329
Higher education in medicine and pharmacy	4,186	4,173	4,184	4,138	3,940	3,854
Master at higher education	12,855	14,438	15,455	15,098	14,439	14,486
<b>Admission</b>						
<b>Total</b>	27,895	28,258	28,130	26,450	24,378	24,617
Licentiate higher education	20,400	20,089	19,679	18,441	16,404	16,988
Higher education in medicine and pharmacy	750	748	750	754	700	695
Master at higher education	6,745	7,421	7,701	7,255	7,274	6,934

Source and remark: National Bureau of Statistics, Statistic Database. Information is presented without educational institutions from the left side of the river Nistru and municipality border. Statistical data present the situation at the beginning of an academic year. Starting with the 2005/06 school year higher education (medicine and pharmacy excluded) is provided by two cycles, licentiate degree (First cycle) and master degree (Second cycle). The Pre-Bologna programmes' students (the programs finished in 2010/11 academic year) were included in the number of students of the First cycle. The Veterinary medicine field and the Architecture specialty are organized as integral higher education, respectively, the students from 1-4 years are included in the number of students of the First cycle and those from 5-6 years in the number of students of the Second cycle.

Table 12 HEIs by mode of studies

Persons in	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Enrolment</b>						
<b>Total</b>	107,813	103,956	102,458	97,285	89,529	81,669
Day courses	77,742	73,840	70,253	64,352	57,940	53,536
Extramural courses	30,071	30,116	32,205	32,933	31,589	28,133
<b>Admission</b>						
<b>Total</b>	27,895	28,258	28,130	26,450	24,378	24,617
Day courses	22,861	22,999	22,859	20,991	19,245	19,059
Extramural courses	5,034	5,259	5,271	5,459	5,133	5,558

Source and remark: National Bureau of Statistics, Statistic Database. Information is presented without educational institutions from the left side of the river Nistru and municipality border. Statistical data present the situation at the beginning of an academic year.

## 5.4 Annex 4: List of people interviewed

### EU Delegation

Name	Position	Institution
Fabien Schaeffer	Programme Officer Education, Culture, youth, employment, migration and research	Delegation of the European Union to the Republic of Moldova

### Government and parastatal institutions

Name	Position	Institution
Nadejda Velisco	Head of High Education Department	Ministry of Education of the republic of Moldova

Andrei Chiciuc	President	National Agency for Quality Assurance in Professional Education
Stela Guvir	Head of Department	National Agency for Quality Assurance in Professional Education
Felicia Banu	Senior Specialist	National Agency for Quality Assurance in Professional Education

### Research organisations

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Larisa Bugaian	Pro-rector for International Relations	Technical University of Moldova
Petru Todos	First Pro-rector	Technical University of Moldova
Valentin Amariei	Pro-rector	Technical University of Moldova
Victor Sontea	Head of Chair	Technical University of Moldova
Tatiana Lucinschi	Head of International Relations Department	Technical University of Moldova
Nicolae Chicus	Rector	"Ion Creanga" State Pedagogical University
Igor Racu	Pro-rector for International Relations	"Ion Creanga" State Pedagogical University
Roza Dumbrăveanu,	Head of International Relations Department	"Ion Creanga" State Pedagogical University
Solcan Angela	Dean, Faculty of Foreign Languages and Literature	"Ion Creanga" State Pedagogical University
Olesea Covartov-Gangan	Deputy Head of International Relations Department	"Ion Creanga" State Pedagogical University
Vasile Cojocar	Dean, Faculty of Continuing Education for Teachers	"Ion Creanga" State Pedagogical University
Zinaida Arikova	Rector	Comrat State University
Svetlana Ghenova	Associate Professor, Faculty of Economics	Comrat State University
Liudmila Fedotova	Head of International Relations Department	Comrat State University
Vadim Sirkeli	Head of Chair, Faculty of Economics	Comrat State University
Andrei Popa	Rector	"B.P. Hasdeu" Cahul State University
Sergiu Cornea	Pro-rector for International Relations	"B.P. Hasdeu" Cahul State University
Vladimir Chironachi	Dean, Faculty of Law and Public Administration	"B.P. Hasdeu" Cahul State University
Slavic Garnet	Senior Lecturer, Faculty of Economics, Engineering and Applied Studies	"B.P. Hasdeu" Cahul State University
Ion Certan	Associate Professor, Faculty of Philology and History	"B.P. Hasdeu" Cahul State University
Maria Barba	Director of the Centre of Continuing Education	"B.P. Hasdeu" Cahul State University
Grigore Belostecinic	Rector	Moldovan Academy of Economic Studies
Olesea Sirbu	Head of International Relations Department	Moldovan Academy of Economic Studies
Tatiana Bucus	Deputy Head of International Relations Department	Moldovan Academy of Economic Studies
Rodica Crudu	Senior Lecturer, Faculty of International Economic Relations	Moldovan Academy of Economic Studies
Nelli Amarfii	Pro-rector for International Relations	"Alecu Russo" State University of Balti
Valentina Pritcan	Associate Professor, Faculty of Law and Sociological Studies	"Alecu Russo" State University of Balti
Maria Mihailova	Senior Lecturer, Faculty of Education Psychology and Arts	"Alecu Russo" State University of Balti
Valerii Cabac	Professor, Faculty of Real Science, Economics and Environment	"Alecu Russo" State University of Balti
Pavel Topala	Dean, Faculty of Real Science, Economics and Environment	"Alecu Russo" State University of Balti
Lina Cabac	Senior Lecturer, Faculty of Philology	"Alecu Russo" State University of Balti

Lina Odinoakaia	Senior Lecturer, Faculty of Law and Sociological Studies	“Alecu Russo” State University of Balti
Elena Mihailuta	Deputy Director of Research Library	“Alecu Russo” State University of Balti

### International Stakeholders

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Sophia Bellmann	Coordinator	German Academic Exchange Service
Claudia Melinte	Coordinator	National Erasmus+ Office in Moldova
Cristina Gherman	Administrator	National Erasmus+ Office in Moldova
Constanța Lungu	Communications Assistant	National Erasmus+ Office in Moldova

### 5.5 Annex 5: List of documents consulted

Academy of Economic Studies of Moldova, University Brochure

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# **Evaluation of the EU development co-operation support for higher education in partner countries (2007-2014)**

**Country Note – South Africa  
Patrick Spaven | Melanie Judge**

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## **Evaluation of the EU Development Cooperation Support to Higher Education in Partner Countries 2007-2014**

**This evaluation was commissioned by the Evaluation Unit of the  
Directorate General for International Cooperation and Development (European Commission)**

*The opinions expressed in this document represent the authors' points of view  
which are not necessarily shared by the European Commission  
or by the authorities of the concerned countries.*

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The evaluation is being managed by the DG  
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The author accepts sole responsibility for this report,  
drawn up on behalf of the Commission of the  
European Union. The report does not necessarily  
reflect the views of the Commission.

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## List of Acronyms

CPUT	Cape Peninsula University of Technology
CDS	Career Development Services
DCI	Development Cooperation Instrument
DHET	Department of Higher Education, Government of South Africa
EM	Erasmus Mundus II Action 2
EUD	Delegation of the European Union to South Africa
HE	Higher Education
HEAIDS	Higher Education HIV & AIDS Programme
HDI	Historically Disadvantaged Institution
Intra-ACP	Intra-ACP Academic Mobility Scheme
UCT	University of Cape Town

# 1 Introduction

## 1.1 Purpose of the note

This note is framed within the field phase of the evaluation. Prior to this phase, an inception phase, aiming at developing the evaluation framework (reconstruction of the EU's intended intervention logic of its support to HE in partner countries and definition of the Evaluation questions (EQs)), and a desk phase, aiming at giving a preliminary answer to the EQs and at proposing the list of countries to be visited, were developed. From a long list of 45 countries selected in the inception phase for a desk analysis, 13 were further selected for a more detailed analysis. Out of these, 8 countries were selected for the field phase.

The field visits have the following objectives:

- To complete the data collection in order to answer the agreed evaluation questions;
- To validate or revise the preliminary findings and hypotheses formulated in the desk report;
- To assess whether there is need for further research and interviews to prepare the final note, and in particular the conclusions and recommendation chapter.

Therefore, the present country note cannot be considered a country evaluation but rather one of the inputs for the elaboration of the final report. It is aimed at providing country specific examples on a set of issues that are relevant for the worldwide exercise.

The field visit to South Africa was undertaken from 16 to 20 May 2016 with Patrick Spaven as the leader of the mission and by Melanie Judge as a country-based expert.

## 1.2 Reasons for selecting South Africa for the field phase

Table 1 Criteria for selection of the country

Country	Criteria for selection	Major HE programme	Remark
<b>South Africa</b>	<ul style="list-style-type: none"> <li>South Africa is a country which has a number of well-established and respected HEIs, yet its HE sector faces substantial and growing challenges.</li> <li>South Africa has benefited from three EU-funded programmes. Two of these – Erasmus Mundus Action 2 and the Intra-ACP Academic Mobility Scheme – have been studied in the Desk Phase. Both case study reports reveal significant information gaps.</li> <li>South Africa is a good choice for field research for the Intra-ACP Academic Mobility Scheme generally, as the coordinating universities for three of the Intra-ACP partnerships are located there.</li> <li>The bilateral programme has not been researched in the Desk Phase, and although it is relatively small in funding terms, it is our understanding that there is considerable interest in the Commission in feedback on its effectiveness.</li> <li>It will be particularly interesting to see the way that the three programmes have complemented each other or otherwise.</li> </ul>	Erasmus Mundus Action 2, Intra-ACP Academic Mobility Scheme, Edulink, bilateral co-operation	<ul style="list-style-type: none"> <li>HE has not been covered by any other recent major evaluation of EU support to South Africa.</li> <li>Involvement of both EU and EU Member States funding (e.g. Germany, UK).</li> <li>The South Africa case allows us to gather evidence for all EQs.</li> </ul> <p>South Africa is potentially a good case to highlight shortcomings, hurdles and challenges in the support to HE.</p>

## 1.3 Data collection methods used (including limits and constraints)

The country mission started with a review of all available desk based information. A long list of stakeholder institutions was drawn up, bearing in mind the relevant evaluation questions, judgment criteria, hypotheses to be tested and information gaps. This was then matched to the feasible logistics of a one week visit. A draft programme was constructed and the EUD

consulted on it. This resulted in specific individuals being targeted and some institutions being added to the list.

A summary of the evaluation background and questions was produced (attachment) and sent by email to the target institutions and individuals, along with requests for interviews. Introductions to officials in the South Africa Government Department of Higher Education and Training and the Commission on Higher Education were made by the EUD.

An important criterion in choosing HEI's to visit was to strike a balance between the different characteristics of the institutions, including their degree of historical advantage and disadvantage. A logistical factor was their nearness to the metropolitan centres of Gauteng and Cape Town which by necessity were the overnight bases for the visit.

Inevitably the programme had to be adjusted to accommodate people's availability, but all institutions targeted were either visited or interviewed by phone. Thirteen institutions were visited (including two different sections of the DHET). Six individuals representing institutions were subsequently interviewed by phone; and there was a telephonic debriefing with the EUD.

Interviews were semi-structured, each conducted around a set of evaluation questions, judgment criteria, and hypotheses. The sets overlapped substantially but differed according to the type of institution. HEI interviews for example centred mainly on their experiences of Erasmus Mundus II Action 2, Edulink and Intra-ACP; while interviews with government officials featured bi-lateral support and policy dialogue, as well as the effects of engagement with the complete range of EU support.

## 2 HE context in South Africa<sup>1</sup>

The higher education sector in South Africa in 2015 is in many ways profoundly different from its fragmented, insular, elite and uneven apartheid inheritance and a lot has been achieved; however, the legacy continues to shape and influence the sector in less desirable ways, and the stresses exerted by a challenging socio- economic context are having a far-reaching effect on the quality of the system as a whole.

A major restructuring of the institutional landscape has seen the creation of new institutions through mergers, and the disappearance of old ones such that there are now 26 public universities and over a hundred private higher education institutions. The shape of the sector is thus very different from the stratified and fragmented 36 public institutions of different types that had been governed by a range of regimes pre-1994, and the over 300 private institutions that in many ways had been unregulated, resulting in varying levels of public confidence in their quality. Within this shifting field the individual institutions – the traditional universities, the universities of technology and the new comprehensive universities – with their inherited strengths and disadvantages, have sought actively and often competitively to position themselves, adding a further, and perhaps insufficiently acknowledged dimension, to the processes of system change and transformation. Its offerings are organised on a single qualifications framework designed to create clarity with respect to degree and diploma purposes and to bring coherence to the pathways between them. As much as the sector is becoming more cohesive, however, it finds itself in 2015 in a new and fluid post-school landscape that questions higher education's boundaries. Its position in relation to a vastly underdeveloped vocational education and training sector, as well as schooling, which has been characterised by extensive changes at curriculum and organisation levels, is in flux. The sector's cohesiveness also masks continuing levels of inequality for students and differences in quality of education within the sector, with some institutions focused on climbing the international rankings while others have been placed under administration as government intervenes to rescue them from particular governance and management crises. The cohesion and integration have also left unresolved the question of potential institutional differentiation, with continuing contestation about the nature and identity of higher education

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<sup>1</sup> This section is mostly taken, with adaptations, from *South African higher education reviewed: Two decades of democracy*. Council on Higher Education, Pretoria 2016

and its fundamental purpose – or whether there are multiple purposes to be achieved in different ways.

In terms of size, the differences from 1994 are marked. There are now almost a million students in the public sector, compared to half million in 1994, as well as some 90,000 in private higher education. Similarly, student demographics at institutions of higher learning have changed dramatically in the last twenty years, with a significant increase in access for black students. This must count as one of the most obvious achievements in the post-apartheid era, particularly as most higher education institutions now have a majority of black students in their student complements. Yet participation rates for black and white students still differ significantly – 55% for whites and 16% for African students in 2013 – while overall the national participation rate, currently around 19%, has changed only marginally from the reported 17% of 1996, albeit in the context of population growth from 40.5 million to almost 52 million over the period. Student success rates likewise remain sharply skewed by race and prior education; higher education in South Africa was, and still is, as acknowledged in the 2013 White Paper, a low participation system with high attrition (around 50% of students drop out at the undergraduate level). On the other hand, part of the doubling of those holding a post-Grade 12 qualification, from 6.2% of the population over twenty years old in 1996 to 12.1% in 2011, can be attributed to the growth of higher education.

There has been slow and modest improvement in the representation of black academics at faculty and senior leadership levels of universities, but inequalities persist, with 17,753 black academic staff members in 2013 compared with 26,847 whites. Despite an increase in the number of African postgraduate enrolments from 64,396 to 97,294 over the five-year period from 2008 to 2013, and an increase in postgraduate qualifications awarded to Africans in the same period from 14,242 to 27,030, the pipeline of black postgraduates, from whom the ranks of the next generation of scholars and academics will be filled, remains small. Many reasons have been posited for this, but the wealth of other opportunities available in a society that is lacking in high-level skills is a major factor.

While the growth in student enrolment has been considerable, the growth in the academic staff complement has not kept pace, such that the student to staff ratio, always less than desirable, has worsened over the two decades. Indeed, the South African institutions that feature on any of the international rankings systems of universities may compare reasonably on other criteria, but with respect to the staff to student ratio, they are not even in the same league.

The recognition of the important role played by higher education is generally given concrete expression through the levels of funding accorded it. Unlike a number of other countries in sub-Saharan Africa that have responded to UNESCO's Millennium Goals by concentrating funding on the primary school sector, higher education in South Africa has been regarded as key to social and economic development. Nonetheless, a recent review of the funding formula found that although South Africa spends a considerable amount on education, its expenditure on higher education is much lower than desirable or needed. The review estimated the proportion of the entire education budget that is spent on higher education to be 12%, whereas the figure for the rest of Africa was 20%, the OECD 23.4% and the rest of the world 19.8%. The average growth rates show that in real terms, government funding per enrolled student (full-time equivalent) fell by 1.1% annually between 2000 and 2010, while student tuition fees per FTE increased by 2.5% per year, which is not a trend that is likely to be sustainable. In recognition of the need of a growing proportion of students for financial aid to be able to participate in higher education, the government-funded student loan scheme (NSFAS) has grown exponentially, from R1.3 billion in 1996 to approximately R9 billion in 2014; however, the average amount per student remains well below the real cost of study. Costly and disruptive student protests, mostly relating to financial aid issues, have become an enduring feature of the higher education landscape and are likely to increase in frequency and intensity.

The financial constraints are clear, and while South Africa has been relatively shielded from the worst effects of the 2007 global recession, the budget deficit has remained high since 2009 and government departments are starting to feel the pressure of cutbacks. The second quarter of 2016 saw negative growth in the South African economy and the International



Monetary Fund predicted a 0.7% growth rate for 2016. The fiscal environment is changing as a result of new global conditions: the terms of trade boom that supported South Africa through the global economic crisis is coming to an end, with new challenges being faced. Rising global interest rates are pushing up the cost of servicing government debt, weaker commodity prices are contributing to lower tax buoyancy and the depreciation of the Rand is increasing cost pressures. Along with rising unemployment, underperforming exports, rising inflation and rising public debt, the economic outlook is one of increasing austerity.

While the South African higher education system has experienced considerable growth, this growth has not been met with sufficient funding to enable the national goals of higher education to be fully met, and the prospects of a sustainable increase in funding are negligible. As a result of the imperative to increase access, student numbers have grown, but the academic staff complement has not grown concomitantly. Institutional managements and staff have to deliver on sometimes competing objectives. The higher education system in South Africa is undoubtedly under pressure, with a number of institutions struggling to keep the higher education project alive.

Despite the pressure, however, there are pockets of excellence in all parts of the sector. In some parts this is evidenced in increasing research output at both institutions with an established research culture and those relatively new to it. Some institutions have, with perspicacious and visionary leadership and commitment from staff and students, forged respectable academic identities from apartheid-engineered roots, or successfully navigated the exigencies of mergers to become more responsive and vibrant and attuned to the realities of the needs of a developing South Africa. Considerable experience and expertise has been developed among a growing proportion of academic staff and education specialists over the last twenty to thirty years in dealing with the teaching and learning challenges of a diversifying student body. While there is room for improvement, a greater recognition of the importance of the teaching and learning function is developing in reward systems and promotion criteria for academic staff. There has been a general trend to make curriculum information and assessment criteria and demands more transparent to students and to design more appropriate and relevant curricula. Foundation programmes to assist in dealing with academic under-preparedness have been funded since 2004, and government initiatives to improve teaching and learning across the system through the Teaching Development Grant are beginning to take hold.

### 3 Field mission findings

#### 3.1 EQ 1 on relevance and strategic orientation

##### 3.1.1 Findings

<i>To what extent has EU support to HE promoted the overall development policy objectives of the EU?</i>	
<b>JC 11</b> Support to HE has been linked to EU commitments and development policies	The EU has accorded HE a high priority in its development cooperation with South Africa. It sees the development of HE as a key driver of social and economic development in that country and has designed its support, where it has flexibility, with that in mind. The strengthening of intercultural understanding has not played a big role in this space.
<b>JC 12</b> EU support has addressed, and adapted to, development contexts in partner countries and regions	The EU in South Africa has pursued close engagement with the Government in order to use whatever flexibility it has in support mechanisms – specifically in bilateral and EM – to address the country's development context. Moreover the regularity of this engagement has ensured that an adaptive approach has been adopted.

##### 3.1.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC11	
EU support to HE is strongly linked to the overall objectives of the EU's development policies	Where the EU in South Africa has been able to collaborate with the government in the delivery of support to HE – notably in bilateral support and, the fine-tuning of Erasmus Mundus Action 2 design (because of the single cooperation window) – it has focused its support to HE on the development needs of the country. Insofar as this approach accords with the EU development policy, this hypothesis is confirmed.
The support lacks a clear conventional approach outlining and explaining how exactly HE contributes to socio-economic development	The EUD's hands-on involvement in HE in this period stems from a clear understanding of the importance of HE to South Africa's social and economic development. This is exemplified by a statement in an EUD brief: 'One of the main purposes of the higher education sub-system is to develop a knowledge based economy through improvements in the production of graduates, post-graduates and research outputs; thereby enhancing South Africa's global competitiveness.
The EU support to HE has not developed a clear strategy towards the strengthening of intercultural understanding	The EU in South Africa has focused on South Africa's needs and priorities. Insofar as intercultural understanding with Europe is not a priority, a strategy has not been developed to address this.
The linkages between support to HE and the strengthening of political and economic co-operation are weak	In South Africa, EU support to HE has been channelled principally through HE sector institutions including the DHET. However the responsible personnel in the EUD also cover support to other areas of governance including the part played by civil society. This led to synergies with other areas of political and economic co-operation in, for example, the HEAIDS (health) and the Career Development Services (employment) projects in the area of bilateral support.
JC12	
The EU has generally explicitly linked its support for HE to the specific development needs and challenges of partner countries and regions but the comprehensiveness of this approach differs markedly across the sample of countries and regions	The EUD in South Africa in this period has pursued a focused strategy of engagement with the Government in HE ensuring that bilateral support and Erasmus Mundus Action 2 have been linked as far as possible to the development needs and challenges of the country. Informants in the DHET and agencies such as Universities South Africa and the Cape Higher Education Consortium openly acknowledged this approach by the EU through the EUD.
There has been no evolution of the EU approach to the support of HE during the evaluation period. Lessons-learned have been taken into account for individual programmes but not in a systematic and comprehensive manner for support to HE in general terms	Because of the continuity of personnel in the EUD responsible for HE in much of this period, lessons-learned were applied to new Erasmus Mundus Action 2 calls in terms of the conditions applying and the need to for stronger marketing, in which the EUD took an active role. The recently (2015) signed Teaching and Learning Development Sector Reform Contract Financing Agreement, although it falls outside the evaluation period, stems from a growing appreciation during the period in both DHET and the EUD of the importance of supporting teaching capacity in the tertiary (Including

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
	HE) sector. Parallel to this a dialogue about higher education and TVET was formally established in May 2012 between DG EAC and DHET, with the visit to South Africa of the then DG from DG EAC. Annual senior officials' meetings have taken place since then.
EU support to HE lacks a specific and explicit approach to the design and implementation of HE programmes and projects in FCAS	N/A

### 3.2 EQ 2 on alignment

#### 3.2.1 Findings

<i>To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?</i>	
<b>JC 21</b> Responsiveness of EU support to HE, in its design and implementation, to the partner country's and regional priorities	Erasmus Mundus Action 2 in South Africa was a single cooperation window, enabling the DHET and the EUD to contribute to shaping it to a relatively large extent to fit the country's priorities. This was not the case with Edulink and Intra-ACP; however their focus on regional networks aligned with South Africa's foreign policy objectives. The collaborative relationship established between the DHET and the EUD ensured that bi-lateral support responded to the government's priorities.
<b>JC 22</b> EU support to HE is based on partner countries' national development strategies, institutions and procedures	Whereas Edulink operated independently of South Africa's national strategies, institutions and procedures, bilateral support and take-up of flexibility within EM were based on these considerations. This came about through the above-mentioned collaborative relationship. The operation of Intra-ACP in South Africa was enabled through a dedicated budget and a separate annex to the financing decision of the programme. However, as the operation of the scheme was regional, the funding of South Africa's involvement did not introduce any significant new conditions or orientation.

#### 3.2.2 Hypothesis

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC21	
The specific nature of the regional approach of some of the major HE programmes has limited the potential to directly respond to needs and priorities of individual partner countries	This limitation did not apply to EM. For Edulink and Intra-ACP the regional approach was not seen by informants as a limitation. On the contrary, it supported South Africa's foreign policy objective of greater engagement with other African countries.
Specific implementation modalities (such as the single co-operation windows for Erasmus Mundus Action 2) are successful means for addressing partner country priorities in a regional or global programme	Erasmus Mundus Action 2 in South Africa was a single cooperation window. This enabled the DHET and the EUD to propose eligibility requirements that 'responded to South Africa's peculiar challenges and transformation objectives. These include, among others, redress, equity and equality within the system of higher education'. (Tracer Study 2015)
The level of country ownership for bilateral interventions is higher compared to interventions under HE programmes	DHET and other informants were unanimous in welcoming bi-lateral interventions, and the projects and budget support in this period were applied with great commitment. But the single cooperation window for Erasmus Mundus also triggered a high level of involvement of DHET officials in shaping the programme.
JC22	
Due to the nature of support (i.e. most support being channelled via major HE programmes), the use of partner country procurement systems only played a minor role	Because the EU bilateral support was largely projected by the DHET, considerable use was made of South Africa's procurement systems in this area of EU cooperation.
In the cases where bilateral support was provided, the interventions were mostly complementary to those implemented by the government	Informants – both in and outside the government - were very positive about the contribution of bi-lateral support to the government's actions in priority areas: notably tackling HIV and AIDS in the higher education environment, increasing the number of trained teachers in foundation years' education, and supporting career development for young people in tertiary education.

### 3.3 EQ 3 on management, teaching, learning and research

### 3.3.1 Findings

<i>To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching and learning and research?</i>	
<b>JC 31</b> Improved management practices	HE management practices have been improved in a limited number of areas through EU support. The most concrete examples are in institutional approaches to HIV and AIDS and in career development through two bilateral projects that have been successful in meeting their objectives. The other area of significant improvement is in the international offices of the majority of HEIs participating in the mobility programmes, particularly EM.
<b>JC 32</b> Improved quality of teaching and learning	Six South African HEIs participated in eight Edulink projects, all of which were designed to enhance teaching and learning either through the development of new courses or through staff development through e.g. networks and materials production. These projects are mostly ongoing, so their impacts cannot yet be fully assessed. Mobility through EM also had staff development objectives, although this appears to have been stronger in terms of personal growth than subject-based development. The bilateral Foundation Years project was successful in enhancing teacher training in this sub-sector.
<b>JC 33</b> Enhanced institutional and human capacity and conditions for academic research	As South Africa did not participate in any programme within scope of this evaluation with the enhancement of research capacity as an explicit objective, any strengthening in this area through the in scope interventions has been ad hoc and individualised, whether through personal development or networking.

### 3.3.2 Hypothesis

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC31	
EU support to HE has made a decisive contribution to the rapid expansion of the Bologna Process as the leading global standard in the management of HE	South Africa itself has a single qualifications framework designed to create clarity with respect to degree and diploma purposes and to bring coherence to the pathways between them. However there has been little material progress in comparability beyond its borders. This is widely acknowledged as a regional issue. 'One of our problems is lack of collaboration between Africans in higher education' (Naledi Pandor, South Africa's Minister of Science and Technology, Going Global Conference Cape Town May 2016). Between 2011 and 2013, the EU funded the pilot phase of Tuning Africa, a programme whereby competency frameworks were developed collaboratively for different university disciplines, potentially helping universities to identify weaknesses, and eventually leading to greater transparency for credit transfer and other stimulants to mobility and cooperation. The pilot stage of Tuning Africa operated between 2011 and 2013 in five disciplines, four of which involved South African university faculties. The pilot phase was driven mostly by the efforts of individual faculty members. The programme is moving into a broader phase involving the Association of African Universities and through them, their member institutions at senior level.
EU support to HE has markedly strengthened Quality Assurance mechanisms at HEIs in partner countries and regions	The EUD sponsored a colloquium on quality management in 2014 under the dialogue facility. Although the debate was said to be valuable, the event has not led to any tangible outcomes. One of the reasons for this was a lack of clarity about responsibility for, and resourcing of, follow-up.
At the same time EU-funded programmes and projects did not make a direct contribution to the improvement and strengthening of management approaches; rather this has been an indirect result of learning from the experiences in the governance of Tempus IV, Erasmus Mundus, and ALFA III etc. projects	Two major projects sponsored through bilateral support to HE in this period have led to new and improved management approaches in their specific areas: HIV and AIDS screening and counselling on campuses, and the strengthening of career development services. The mobility programmes - Intra-ACP and in particular EM - have led to a strengthening of the international offices in most participant HEIs. In some cases, these offices did not exist prior to South Africa's first involvement in EM in 2011. The degree of strengthening has been largely determined by policy and resourcing at each HEI, but initiative and commitment by key individuals has also played a part. The first two factors tend to be associated with the degree of historical advantage of the institution, although there are exceptions. The last factor is independent of this variable. 'Apart from the more established universities, where the notion of internationalisation has become reasonably entrenched, some of

<b>Overall desk hypotheses</b>	<b>Evidence from the country</b>
	<p>the universities of technology have also made great progress in this regard and have used the EM programme very strategically to further advance their internationalisation and larger transformation and capacity building agendas. At the HDIs, the situation in this regard can best be described as different positions on a continuum – ranging from excellent operations to various stages of development and progress at some of the other HDIs.’ (Tracer Study 2015)</p> <p>Outside of the international offices, strengthening of management has been limited, although an example of targeted use of EM, in this case for Library management benchmarking, emerged at CPUT which has one of the most strategic approaches to the leveraging of EU programmes.</p>
JC32	
<p>The rapid and systemic adoption of the Bologna Process guidelines in the EU-supported projects has greatly contributed to enhancing the quality of teaching and learning</p>	<p>The two mobility programmes have not leveraged the Bologna process in any significant way in South Africa. Based on EACEA’s monitoring, through the EM “all the consortium members in South Africa got familiar and started using the ECTS learning agreement, transcript of records, Degree certificate and Diploma supplement”. However the EM Tracer study concluded that ‘credit transfer and academic recognition of studies abroad remains an important challenge in the SA-EU student mobility’. Any enhancements to the quality of teaching and learning through them, has come about through the personal development of staff who participated in the exchanges. Definitive evidence even in this area is lacking. The EM Tracer Study concluded that the greatest impact had been on personal growth, with enhancements to subject related expertise mainly in the context of research rather than teaching.</p> <p>An inhibitor to staff mobility is that some South African universities, in common with those in other parts of the region, find it difficult to keep teaching positions open when the incumbents take part in mobility programmes. There were exceptions to this, CPUT being one, where HEIs promoted EM in a targeted manner as a means to develop staff. CPUT found ‘stand-ins’ to make it easier for staff to participate.</p> <p>Six South African universities have participated in eight Edulink projects in the period. All had enhancements to teaching and learning as their prime objective. Most, such as Learning Network for Sustainable Energy Systems and EU-ACP Networking for Excellence on Agriculture and Food Security, were concerned with enhancing staff and institutional capacity in specific areas; while two others had the objective of producing comparable modules or joint courses at Masters level. One example was found - Programme on Energy Efficiency in Southern Africa – of the application of Bologna Guidelines for the design of engineering curricula. It included requirements for learning outcomes at Master’s level used within the Bologna Process criteria for accreditation of engineering programmes (Master’s level), and a comparison of the government education standards in South Africa and Namibia.</p>
<p>Virtually all projects established M&amp;E tools for the purpose of monitoring the implementation of project activities but did not contribute to the establishment of such tools for the quality assurance of teaching and learning at HEIs in general terms.</p>	<p>The monitoring of mobility programmes has taken place at the level of inputs (participant profiles, destinations and length of stay, etc.). The monitoring of Edulink project activities and outputs has been consistent. Evaluation of outcomes has been very weak. This is explained by informants in terms of the lack of resources for this, in contract for example to the highly valued MasterCard Foundation Scholarship programme. Because of the lack of evaluation of the mobility programmes and Edulink projects, there is no concrete evidence of the establishment of M&amp;E tools for the quality assurance of teaching and learning.</p>
JC33	
<p>Improving the physical research infrastructure at HEIs has not been a priority of EU support to HE</p>	<p>The mobility programmes in which South Africa participated were not concerned with improving physical research infrastructure. South Africa only participated in Edulink II which also lacked this objective. The bilateral project HEAIDS included a knowledge generation component that became institutionalised in the successor Phase. This does not include research projects under the EU 7th framework programme which are excluded from the scope</p>



<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
	of this evaluation
While direct research-related support was not a priority of most projects across all programmes, participating HEIs and a large number of individual academics have nevertheless greatly benefitted from the access to international research networks and were thus able to strengthen their research capacities	For the reasons stated above, any strengthening of research capacity has been ad hoc and individualised, whether through personal development or networking.
A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established at this stage	Concrete evidence of increased national and international reputation of participating South African HEIs as a result of EU-supported projects would need to be obtained through structured international survey. However there is certainly a perception among most HEIs visited that their visibility and standing has benefited from exposure through the EU programmes, for example, through the opening up of links through EM to Central European HEIs. On the other hand, the more tightly knit links were mostly established prior to the mobility programmes, which served mainly to deepen the relationships.

### 3.4 EQ 4 on reform of higher education policy

#### 3.4.1 Findings

<i>To what extent has EU support contributed to HE reform processes in partner countries and regions?</i>	
<b>JC 41</b> HE policies and strategies reflect national priorities	The EU has supported the implementation of reforms in the HE sector through the way the EM eligibility requirements have been tailored to target formerly disadvantaged groups and institutions and through the capacity development benefits of the three programmes. Reform of approaches to HIV and AIDS in the higher education sector has been profoundly influenced by the EU funded Phase 2 of the HEAIDS programme. Two other bilateral projects also contributed significantly to new national strategies: for Foundation Years teacher training, and Career Development Services.
<b>JC 42</b> HE policies and strategies reflect international consensus on good practice	The EU has addressed, initially through its dialogue facility, three areas of HE reform where international experience has potential traction. One of these areas – focusing on teaching and learning capacity - has become the subject of a major bilateral support programme beginning in 2015. The internationalisation debate has also been influenced by EU sponsored policy dialogues and by South Africa's involvement in the EU programmes, particularly EM. To date this has not led to a policy, although one has been in the pipeline for several years.
<b>JC 43</b> National HE institutional framework is equipped to implement national policies and strategies	The HEAIDS and Career Development Services projects led to changes in existing institutions, e.g. the then Higher Education South Africa, which have had positive impact in these areas.

#### 3.4.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC41	
HE policy reforms or new strategies put in place in the evaluation period or in the pipeline, reflecting national priorities, have been influenced to some extent by one or more EU programmes	The main HE reform thrust in the evaluation period has been in the area of continuing transformation. In particular this means institutional restructuring, schemes, including loans, to support less advantaged students, and capacity building. The EU has not contributed directly to these reforms, but has supported their implementation through the way the EM eligibility requirements have been tailored, and through the general capacity development benefits of all three programmes. Institutional capacity development was mostly limited to Edulink. Reform of approaches to HIV and AIDS in the higher education sector has been profoundly influenced by the EU funded Phase 2 of the HEAIDS programme. Although the activity was in danger of losing all momentum when the project came to an end in 2010/11,

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
	funding from elsewhere was put together to enable it to grow into what has been described as 'the most successful HIV and AIDS project in any sector in the country' Chief Mabizela, DHET. Two other bilateral projects also contributed significantly to new national strategies: for Foundation Years teacher training, and Career Development Services.
JC42	
HE policy reforms or new strategies put in place in the evaluation period or in the pipeline, reflecting international consensus on good practice, have been influenced to some extent by one or more EU programmes	The reforms referred to in the JC41 principally relate to South African priorities and reflect South Africa approaches. The EU has addressed, initially through its dialogue facility, three other areas of HE reform where international experience has more potential traction. One of these areas – focusing on teaching and learning capacity - has subsequently become the subject of a major bilateral support programme beginning in 2015. The other dialogue areas have been internationalisation and quality management. The internationalisation debate has also been influenced – e.g. in approaches to joint degrees - by South Africa's involvement in the EU programmes, particularly EM. To date this has not led to a policy, although one has been in the pipeline for several years. The quality management dialogue, as reported above, did not lead to any concrete outcomes.
JC43	
New HE institutions at the national level established, and/or existing institutions reformed and improved (or these changes at an advanced point in the pipeline), have been influenced to some extent by one or more EU programmes	The HEAIDS and Career Development Services projects led to changes in existing institutions, e.g. the then Higher Education South Africa, which has had positive impact in these areas.

### 3.5 EQ 5 on inclusiveness

#### 3.5.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?</i>	
<b>JC 51</b> Enhanced equitable access to HE for all groups of society	Participation at Masters level in Intra-ACP was broadly gender-balanced. This was not the case at PhD level, The EM calls were shaped to provide affirmative selection criteria for formerly disadvantaged groups. This potentially increased access to HE at postgraduate level for students. By the end of the evaluation period this had not yet made as much progress as had been hoped. The bilateral project for enhancing Foundation Years teacher education, with its emphasis on African Languages teaching, provided more opportunities for degree level teacher training for under-represented groups.
<b>JC 52</b> Equitable access to resources for HEIs, especially those suffering from former disadvantage	South Africa's Historically Disadvantaged Institutions were guaranteed participation in the mobility programmes. However, few of these institutions managed to take significant advantage of these opportunities. The Foundation Years teacher education project favoured HDIs. Regarding both JCs it should be noted that, according to data provided by EACEA, the followings result have been achieved in the respective of inclusiveness: <ul style="list-style-type: none"> <li>• GENDER: In EM Action 2, women made up 56% of the beneficiaries, and men 44%. Of the 827 beneficiaries, the majority (467) are female and 360 are male.</li> <li>• PREVIOUSLY DISADVANTAGED INDIVIDUALS: In EM Action 2, the majority of beneficiaries (442) are previously disadvantaged individuals, 357 are not previously disadvantaged individuals, and 28 not specified.</li> <li>• HISTORICALLY DISADVANTAGED INSTITUTIONS: Eleven historically disadvantaged institutions were responsible for 299 beneficiaries, across different racial groups, while 528 came from not historically disadvantaged institutions.</li> </ul> In short, in the first two categories, the programme performed well, and in the third category, the participation of HDIs was lower than expected.



### 3.5.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC51	
Steps taken either by HEIs or government – preferably both – to increase access to HE for vulnerable and/or under-represented groups were influenced to some extent by EU-funded programmes.	Intra-ACP partnerships aimed to establish gender balance in both inward and outward flows. This was successful at Masters level in SA, but less so for PhDs where, it was reported, women were less inclined to participate. The DHET, in dialogue with the EUD, shaped the EM calls to provide affirmative selection criteria for formerly disadvantaged groups who did not accord with EM Target Group 3. This potentially increased access to HE at postgraduate level for students from these groups who would not have had postgraduate opportunities otherwise. This was not as successful as had been hoped, partly because relatively low numbers from these groups applied, and partly because a lower proportion from these groups than others was selected by the European partners. Key informants expressed the view that European partners preferred students from the older-established, research-intensive, institutions where the formerly disadvantaged groups were less well represented. The bilateral project for enhancing Foundation Years teacher education, with its emphasis on African Languages teaching, provided more opportunities for degree level teacher training for under-represented groups.
JC52	
Where it is possible to identify HEIs suffering from former disadvantage, reforms have been made to support them, and/or these HEIs have improved their access to resources, influenced to some extent by one or more EU programme	South Africa identifies certain institutions as Historically Disadvantaged. These HDIs have been targeted by the country's transformation policies and strategies. The EU's contribution has been principally in providing opportunities for these institutions to participate equitably in the mobility programmes. EM has been the more inclusive, partly through the design of the eligibility criteria (all consortia had to include a minimum number of HDIs, ranging from one in the 2011 call to four in 2014), and partly because of its breadth. However, few of these institutions had managed to take significant advantage of these opportunities by the end of the evaluation period Edulink participation was mostly confined to research-intensive universities. The Foundation Years project did support the role of HDIs in expanding the volume and quality of teacher trainee outcomes.

## 3.6 EQ 6 on responsiveness to labour market need and brain circulation

### 3.6.1 Findings

<i>To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?</i>	
<b>JC 61</b> Strengthened institutional set-up in the HEIs to respond to labour market needs in specific professional qualifications	Edulink projects were successful in improving both the quality and relevance of teaching in specific areas. The Foundation Years project responded directly and successfully to a social need in the labour market by providing more trained teachers in this sub-sector. The two mobility programmes did not have an institutional effect on HEIs' ability to respond to the labour market.
<b>JC 62</b> Increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries	The Tracer Study provides evidence of EM's support in this area. It points to a relatively high employability rate. Only 17% of the recent graduates in the survey were unemployed (and seeking work), while close to 64% were employed or self-employed. These figures were consistent with results from the global Erasmus Mundus Action 2 impact studies.
<b>JC 63</b> Enhanced internationalisation of HEIs and individuals in partner countries	Several South African HEIs have significantly increased their participation in links and international networks from a low base, through the EU programmes, particularly EM. The sustainability of links depends substantially on funding. South African institutions were anxious about the ability of E+ to provide accessible funding sources. HEIs interviewed mostly were not concerned about any brain drain effect of the mobility programmes. The Tracer Study reported that 85% of respondents who were employed at the time of the survey were in the country – a percentage much higher than the figures found in the global EM Impact study.



	not relevant. The EU has not contributed to regional inter-governmental dialogues in HE, although it has supported international dialogues.
<b>JC 72</b> Advanced standardisation of HE at regional level	Cooperation towards mutual recognition of study programmes involving South Africa has been sporadic and only found in a minority of Intra-ACP and Edulink partnerships such as Programme on Energy Efficiency in Southern Africa. Regional partnerships have increased through Intra-ACP and Edulink, although not substantially, and with very few formal agreements on the mutual recognition of degrees and other qualifications. EM has led indirectly to some bilateral agreements with European universities.

### 3.7.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC71	
EU support to HEIs contributed primarily to the widening and strengthening of HE networks between Europe and partner regions and to a lesser extent within regions	EM in South Africa, as a single country window, did not involve other countries in the region. The Intra-ACP partnerships on the other hand were almost exclusively within the region. Edulink involved a mixture of African and European partners. The evidence from informants points to Intra-ACP and Edulink mainly having a consolidating rather than a widening effect on existing links in the region. South African HEIs' involvement in Intra-ACP partnerships in which the former did not have pre-established links, was not as active as with HEIs with those links. This was particularly true of involvement in Francophone-led partnerships because of the language challenges.
Among the five programmes, ALFA and Tempus had the most comprehensive approach towards establishing and fostering regional dialogues on harmonisation	Within Intra-ACP partnerships there was an assumption of mutual recognition of modules. This did not always work in practice and in most cases was by-passed by students opting for full Master's degree courses or PhD mobility where recognition was not relevant. A small number of Edulink projects involved the creation of new comparable courses, opening up the possibility of mutual recognition. EM was not a regional programme in South Africa.
With some exceptions (most prominently perhaps Central Asia), the EU did not make a strong contribution towards inter-governmental dialogues on HE in partner regions	The EU has not contributed to regional inter-governmental dialogues in HE, although it has supported international dialogues.
Non-state stakeholders were only systematically engaged in regional dialogues in Latin America and to a lesser extent in Eastern Africa	As above.
JC72	
HEIs which have entered into a kind of more structured partnership with incipient co-operation towards a mutual recognition of degrees and associated qualifications, have done so primarily as result of a "networking spirit" (particularly in Latin America)	Cooperation towards mutual recognition of study programmes involving South Africa has been sporadic and only found in a minority of Intra-ACP and Edulink partnerships such as Programme on Energy Efficiency in Southern Africa.
Number and scope of partnerships among HEIs in all regions has been increasing but this does not necessarily translate into a growing number of formal agreements on the mutual recognition of degrees and other qualifications	HEI networks and networking within South Africa have increased substantially as a result in particular of EM II. This of course has not had a recognition effect as South Africa has a qualifications framework. Regional partnerships have increased through Intra-ACP and Edulink, although not substantially, and with very few formal agreements on the mutual recognition of degrees and other qualifications. EM has lead indirectly to double and joint degrees in the context of bilateral agreements between SA and European universities, and in particular joint supervision projects.
While joint or collaborative degree programmes have been established in some cases, the EU has not systematically contributed to such programmes within regions	The EU, through programmes involving funding to SA, has not systematically contributed to joint or collaborative degree programmes within Africa. This is still a major deficit area.

### 3.8 EQ 8 on modalities and instruments

#### 3.8.1 Findings

<i>To what extent have the various instruments, aid modalities and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?</i>	
<b>JC 81</b> Responsiveness of the instruments and aid modalities to the national and regional context in partner countries	As has been reported above, the DHET was able to mould EM to a certain degree to pursue national priorities for transformation in HE. Bilateral support (that took the form chiefly of the HEAIDS, Foundation Phase Teacher Education, and Career Development Services projects) has been designed with the national context in mind. Regional interests have been pursued to through Intra-ACP mainly through South Africa being a net recipient of students and staff from the region.
<b>JC 82</b> EU support has been delivered in a timely fashion, minimising costs for all parties involved	There is substantial evidence that a significant number of HEIs have embraced the regional programmes, and EM, with strong sense of commitment. The devolved nature of delivery seems to have promoted this spirit. The opportunities they provided to network within South Africa were mentioned by several HEIs as an important driver of active participation.

#### 3.8.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC81	
Regional programmes in HE meet the needs of HEIs in the participating partner countries	Two HEIs in South Africa – Stellenbosch and UCT – have been the coordinating institutions for Intra-ACP partnerships. They have mainly entered into the arrangements to promote greater engagement with African HEIs which is policy at both institutions. There has been very little outward mobility under this programme at Stellenbosch and none at UCT, so that particular benefit was limited. Inward mobility to South Africa has been the highest among all hosting countries under the Intra-ACP. The host institutions acknowledge these benefits, although compared with overall inward mobility to South African HEIs, the numbers are modest. Other participating HEIs in Intra-ACP that were interviewed regarded the scheme as somewhat peripheral to their interests. The benefits of Edulink projects we learnt about were significant but confined mostly to particular departmental rather than institution-wide interests.
EU support via regional programmes (channelling the aid delivery directly to a university consortium) fosters ownership of participating HEIs	There is substantial evidence that a significant number of HEIs have embraced the regional programmes, and EM, with strong sense of commitment. The devolved nature of delivery seems to have promoted this spirit. The opportunities they provided to network within South Africa were mentioned by several HEIs as an important driver of active participation.
JC82	
Project leaders of a university consortium in regional programmes like ALFA III, Edulink and the Intra-ACP Academic Mobility Scheme are excessively charged with administrative burden, partly related to the strict administrative procedures at the EU operational level	All institutions interviewed complained of the administrative burden leadership of a consortium imposes, and even participation in the case of Edulink. They felt that the requirements for bidding, and accountability were disproportionate and aggravated by the lack of resourcing for these activities. This hit the coordinating institutions the hardest.
HEIs in partner countries generate synergy effects using different EU aid delivery modalities	There has been little cross-fertilisation among the EU programmes in the HEIs, partly because the benefits of Intra-ACP relate to inward mobility, unlike EM; and because Edulink operates at Departmental level.

### 3.9 EQ 9 on coherence and synergies

#### 3.9.1 Findings

<i>To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?</i>	
<b>JC 91</b> Coherence of DEVCO-financed HE support with	No evidence from the field

relevant EU policies and strategies	
<b>JC 92</b> DEVCO-financed programmes are mutually reinforcing	The DHET and the EUD purposefully leveraged EM to deepen and extend dialogue about national priorities that can be met by programmes like this and by bilateral support. This was enabled by EM operating through a single country window.
<b>JC 93</b> Systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States	A Donor Forum chaired by the DHET and in which MS representatives participate was revived in 2013 through the EUD's efforts. It meets annually and has triggered bi-lateral dialogues. There is no concrete evidence that it has yet led to collaboration.
<b>JC 94</b> EU plays an active role in co-ordination mechanisms with EU Member States in the field of HE	See above.

### 3.9.2 Hypotheses

<i>Overall desk hypotheses</i>	<i>Evidence from the country</i>
JC91	
The EU took for granted a homogenous approach to HE which was shared by all major stakeholders involved in the design and implementation of the EU's support to HE.	N/A
JC92	
Operational linkages among programmes (and projects under different programmes) were limited, resulting in missed opportunities to create synergies	In two HEIs – UCT and Stellenbosch – there was close coordination between the administration of EM and Intra-ACP providing opportunities for synergies although these may be limited as there has been little outward mobility under Intra-ACP. EM in South African HEIs has tended to be managed as a whole with considerable thematic overlap among the different consortia, permitting a coherent approach. Edulink projects by contrast operate independently of each other and of the other programmes. There is generally very little recognition of Edulink and Intra-ACP outside the participating institutions and teams. This is likely to lead to missed opportunities for synergy.
Synergies and coordination between regional and bilateral interventions in HE existed only to a limited extent because in most partner countries HE was only covered through regional support	The DHET and the EUD purposefully leveraged EM to deepen and extend dialogue about national priorities that can be met by programmes like this and by bilateral support. This was enabled by EM operating through a single country window. Edulink and Intra-ACP on the other hand played little or no part in DHET-EUD dialogue, due to a lack of synthesized but still content-rich information on the implementation of these programmes
JC93	
No systematic efforts were made to create synergies between EU and MS interventions during the 2007-2013 period	A Donor Forum chaired by the DHET was revived in 2013 through the EUD's efforts, and institutionalised as part of elements of the sector dialogue under the new Teaching and Learning Development programme. It meets annually and has triggered bi-lateral dialogues. Participants include MS, Norwegian and Swiss representatives, the Treasury, Development Bank of South Africa and the African Development Bank. We were told by the DHET that it does not change what has been committed but it can lead to coordination of future commitments. An EU partners group on education has met on ad hoc basis, on a need-based approach.
Attempts at joint programming between the EU and MS have only been made in the very recent past, but are still limited to a very small number of examples	No examples have been found of joint programming in South Africa.



## 4 Conclusions

### 4.1 Main conclusions at the country level

South Africa faces multiple, substantial challenges to its HE sector. Its social transformation agenda, to which HE contributes, is by no means fully addressed. Staff capacity is weak in many areas. Most curricula are generally reckoned to need updating. HE financing could be said to be in crisis.

The EU's contributions to addressing these problems have inevitably been limited, even if it is the largest donor in the sector. However it is widely acknowledged that through the constructive and close relationship the EU has established, substantial benefits have been extracted from both bilateral and programme support. Informants were very positive about relations with the EUD. They characterised them as a partnership of equals. They described the EUD as understanding of, and committed to SA's development priorities in general and those in HE in particular.

As SA's participation in *Erasmus Mundus Action 2* was on a country (funded by the DCI) rather than a regional basis, it had the opportunity to shape the rules to a certain degree. In particular, the participation in the *Erasmus Mundus Action 2* consortia of Historically Disadvantaged Institutions (HDIs) and the Universities of Technologies was guaranteed. This offered opportunities for international networking and mobility to the first two groups of institutions of which few had had much experience. It also promoted networking, mutual understanding and in some cases cooperation across these institutional categories within SA "the Bologna process within the country" as one informant described it.

There have been differences in the degree to, and manner in, which institutions have benefited. Cape Peninsular University of Technology (CPUT) took a strategic approach to leveraging the mobility to strengthen their teaching capacity. University of the Western Cape saw it as an opportunity to pursue transformation – enabling talented students from previously disadvantaged groups to benefit; although they have been frustrated by the high proportion of their students who were rejected by the European host universities who, it was said by several informants, tended to favour applicants from the longer-established research-intensive universities. Participation in *Erasmus Mundus Action 2* has significantly strengthened internationalisation capacity in those universities where senior leadership was committed to the process and provided adequate resources. This was not always the case.

SA institutional involvement in *Intra-ACP Academic Mobility Scheme* was not widespread. The Universities of Cape Town and Stellenbosch, were the coordinating institutions for three projects and participants in six others; however they experienced only inward flows, which were small under Intra-ACP compared with total inward flows to these and other South African HEIs external to Intra-ACP. Only three other SA universities participated as partners. It is not being integrated into the DHET strategy for outward mobility scholarships.

Six universities have participated in *EduLink* projects, Stellenbosch and CPUT having the lion's share. The projects discussed during the evaluation appear to be meeting their objectives of creating new courses, building other types of focused capacity, and re-enforcing existing linkages between institutions both within Africa and with Europe. Because they are built around pre-existing relationships, they have not been successful in promoting transformation. They are said to place a heavy administrative burden on the participants who are usually engaging in the projects in the margins of their normal jobs.

A summative evaluation of the EUD-funded *HEAIDS* Phase 2 project 2007-2010 found that it had met its objectives, principally around the development of HEI workplace policies and in-campus services. More significantly it led to an investment by the government in a programme which continues today and has expanded into the TVET subsector and into other areas of health and wellbeing. It was described by one informant as the most successful HIV and AIDS intervention in any sector in SA.

Budget support has been used for two principal purposes:

- *The strengthening of Foundation Phase teacher education (2010-2015; R140m)*. This was projected by the DHET and has contributed to the development of an improved

initial teacher education system by attracting and delivering higher numbers of Foundation Phase teachers - particularly teachers who are able to teach in the country's indigenous languages - and improving teacher effectiveness.

- *The operationalisation of plans for a comprehensive and integrated Career Development Service.* This has involved the creation of a conducive policy and research environment; and operationalisation of various component of a CDS system including a web-based national career advice portal. The CDS mid-term evaluation in 2015 reported positively on progress; and informants in this evaluation endorsed this view.

The SA-EU Strategic Partnership provided a framework for cooperation but was slow to firm up priorities in higher education and training. Since 2013, there have been annual HE policy dialogues with separate thematic colloquia. Although it is not possible to point to concrete changes in HE governance that have stemmed from these dialogues, SA informants are positive in general about them. They say that they have contributed to their thinking and also informed some aspects of policy development and reviews (e.g. on TVET lecturers' education and development, on recognition and accreditation of teaching function by academics).



## 4.2 Conclusions per EQ

Table 2 Conclusions per EQ

<b>EQ 1</b>	To what extent has EU support to HE promoted the overall development policy objectives of the EU?	Insofar as the EU's development policy objectives are principally to support country development priorities, most support to HE has been designed and to a large extent executed in pursuit of these priorities.
<b>EQ 2</b>	To what extent has EU support to HE in partner countries been designed and implemented in coherence with, and aligned to, partner countries' and regional priorities?	This question has been answered in the response to EQ 1. This came about largely through the efforts of the EU in country to establish a constructive, close and regular dialogue with the sector, particularly through the DHET.
<b>EQ 3</b>	To what extent has EU support to HEIs in partner countries contributed to enhancing management, teaching, learning and research?	HE management has been strengthened substantially in three specific areas: services to address HIV and AIDS and career development through bilateral projects; and international offices through EM. Teaching and learning has been enhanced institutionally through Edulink projects in a small number of specific areas, and through the Foundation Years teacher training project. It has been enhanced to a limited extent on an individual basis through the mobility programmes.
<b>EQ 4</b>	To what extent has EU support contributed to HE reform processes in partner countries and regions??	The EU has sponsored policy dialogue which is reported to have contributed to policy thinking, although, as yet, no concrete changes. Bilateral support and EM have helped the country to implement policy reforms, notably in the area of transformation, HIV and AIDS and career development.
<b>EQ 5</b>	To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?	The government used the single cooperation window for EM to target formerly disadvantaged individuals and institutions. Regarding the three categories of inclusiveness, gender, previously disadvantaged individuals, and historically disadvantaged HEIs, the programme performed well on the first two but the in the third category the participation of HDIs was lower than expected. Furthermore, the Foundation Years project enhanced inclusiveness in teacher training at this level.
<b>EQ 6</b>	To what extent has EU support to HE in partner countries contributed to institutions and individuals better responding to labour market needs and to promoting brain circulation?	Edulink projects have directly addressed labour market needs in sustainable energy and food security. A Tracer Study suggests that EM alumni have fared relatively well in finding employment. The Career Development services project is contributing to better matching. Most students and staff return from their mobile periods in other countries; brain drain is not seen a significant problem by HEIs.
<b>EQ 7</b>	To what extent has EU support to HE strengthened intra-and inter-regional integration in	Intra-regional integration is weak in Africa and the EU programmes in South Africa have not contributed significantly to ameliorating this.

	HE?	Although cooperation between South Africa and European HEIs has been strong, it has not led to many examples of joint degrees or mutual recognition.
<b>EQ 8</b>	To what extent have the various instruments, aid and policy dialogue employed by the EU been appropriate and efficient for strengthening HE in partner countries?	Partly because of the constructive dialogue between the EU in South Africa and the DHET, EM and bilateral support have generally been used effectively and efficiently for strengthening HE in important areas. Policy dialogue is well received but has yet to lead to concrete changes. Edulink has been leveraged to good effect in targeted areas. Intra-ACP has had very limited effect on HEI strengthening through outward mobility but has contributed through inward mobility..
<b>EQ 9</b>	To what extent has EU support to HE been coherent in its approach and implementation and to what extent has it added value to the EU Member States' interventions?	A relatively high degree of coherence across EU interventions has been created through the above-mentioned relationship. Coherence with MS' interventions is a work in progress, assisted by the revival of the donors' forum, through the EU's efforts.

## 5 Annexes

### 5.1 Annex 1: Overview of EU-funded key interventions

Table 3 Overview of EU-funded key interventions in the country

Project title	Years	Contracted amount	Desk study	Coordinating institution	Participating institutions in the country
<b>Intra-ACP Academic Mobility Scheme</b>					
Strengthening African Higher Education Through Academic Mobility (STREAM)	2011-2016	2,291,600	Yes	Polytechnic of Namibia (Namibia)	North-West University The University of The Free State
Transdisciplinary Training for Resource Efficiency and Climate Change Adaptation in Africa (TRECCA I)	2011-2016	2,327,300	Yes	Stellenbosch University (South Africa)	Open Society Foundations
Afrique Pour L'innovation, Mobilite, Echanges, Globalisation Et Qualite (AFIMEGQ)	2012-2017	1,999,225	No	Université De Yaounde (Cameroun)	Stellenbosch University
Africa Regional International Staff/Student Exchange : Food Security and Sustainable Human Wellbeing (ARISE)	2012-2017	1,999,000	Yes	University of Cape Town (South Africa)	International Education Association of South Africa
Sharing Capacity to build Capacity for Quality Graduate Training in Agriculture in African Universities (SHARE)	2012-2017	1,979,475	No	Makerere University (Uganda)	Stellenbosch University
Entrepreneuriat, Ressources, Management, Innovation et Technologies (ERMIT)	2013-2018	2,509,650	No	Université de Yaoundé I (Cameroon)	University of Capetown
PAFROID	2013-2018	2,537,750	No	Universite D'antananarivo (Madagascar)	Stellenbosch University
Postgraduate Academic Mobility for African Physician-Scientists (PAMAPS)	2013-2018	2,132,650	No	University of Ibadan (Nigeria)	University of Cape Town (Uct)
Partnering for Health Professional Training in African Universities (P4PHT)	2013-2018	2,515,275	No	University of Ghana, School of Public Health (Ghana)	Stellenbosch University
Inter-University Cooperation to Train Crop Scientists for Enhancing Agriculture (CSAA)	2013-2018	2,548,800	No	Makerere University (Uganda)	University of Free State University of Pretoria
TRECCAfrica II	2013-2018	2,550,000	Yes	Stellenbosch University (South Africa)	-
<b>EduLink</b>					
Creating Networks of Excellence for Qualitative Research in the Social Sciences in Sub-Saharan Africa	2009-2011	345,150	No	Institute of Development Studies, University of Sussex (UK)	University of the Witwatersrand
NETRIS – Network of Regional Integration Studies	2009-2011	473,855	No	The College of Europe	University of KwaZulu Natal

				(Belgium)	
STARND – Strengthening Training And Regional Networks in Demography	2008-2011	368,068	No	University of South Hampton (UK)	University of the Witwatersrand
Concerted Fit-for-purpose PhD training in aquaculture and fisheries to improve food security and livelihoods in Sub-Saharan Africa	2013-2017	497,986	No	Lilongwe University of Agriculture and Natural Resources (LUANAR) - Bunda College of Agriculture (Malawi)	Rhodes University
Participatory Integrated Assessment of Energy Systems to promote Energy Access and Efficiency (PARTICIPIA)	2013-2016	497,499	No	Universidad Autonoma de Barcelona (Spain)	Stellenbosch University
Partnerships to strengthen university food and nutrition sciences training and research in Eastern and Southern Africa (PASUFONS)	2013-2017	496,207	No	Makerere University (Uganda)	Stellenbosch University
EU-ACP Networking for Excellence on Agriculture and Food Security	2013-2016	492,483	No	University of Witwatersrand (South Africa)	-
The Learning Network for Sustainable Energy Systems	2013-2016	487,866	No	Politecnico di Milano (Italy)	Cape Peninsula University of Technology
Programme on Energy Efficiency in Southern Africa (PEESA)	2013-2016	468,648	No	Hochschule Wismar - University of Applied Sciences in Technology, Business and Design (Germany)	Cape Peninsula University of Technology Tshwane University of Technology Vaal University of Technology
Joint development of courses for ENerGyefficient and sustainable housing in Africa (JENGA)	2013-2016	440,407	No	University of Applied Sciences Augsburg (UASA) (Germany)	Stellenbosch University
HEI's cooperation contributing to rural development in Mozambique	2013-2016	404,776	No	Instituto Superior de Educação e Tecnologia (ISET) / One World University (OWU) (Mozambique)	Stellenbosch University
<b>Erasmus Mundus Action 2</b>					
EMA2SA - Erasmus Mundus Action 2 Action 2 for South Africa II	2011-2015	1,399,675	Yes	Katholieke Universiteit Leuven (Belgium)	Cape Peninsula University of Technology Nelson Mandela Metropolitan University Universiteit Stellenbosch University of Cape Town University of The Western Cape
EUROSA - Europe & South Africa Partnership for Human Development	2010-2014	1,588,500	No	Universiteit Antwerpen (Belgium)	Cape Peninsula University of Technology The University Of The Free State Universiteit Stellenbosch University of Fort Hare University of Limpopo University of Pretoria University Of The Western Cape

					University of Venda
SAPIENT - South Africa Partnership with International research universities network: the next step	2010-2014	1,588,100	Yes	Radboud Universiteit Nijmegen (The Netherlands)	Rhodes University Universiteit Stellenbosch University of Kwa-Zulu Natal University of Limpopo University of Pretoria
EUROSA II - Europe & South Africa Partnership for Human Development II	2011-2015	1,399,850	No	Universiteit Antwerpen (Belgium)	Cape Peninsula University of Technology The University Of The Free State Universiteit Stellenbosch University of Fort Hare University of Limpopo University of Pretoria University Of The Western Cape University of Venda
EU SATURN - European-South African programme in tuning for regional needs in higher education	2012-2016	1,598,650	Yes	Rijksuniversiteit Groningen (The Netherlands)	The University Of The Free State Tshwane University of Technology Universiteit Stellenbosch University of Cape Town University of Fort Hare University of Johannesburg University of Limpopo University of The Western Cape University of the Witwatersrand
EUROSA III - Europe and South Africa Partnership for Human Development	2012-2016	1,597,825	No	Universiteit Antwerpen (Belgium)	Cape Peninsula University of Technology The University Of The Free State Universiteit Stellenbosch University of Fort Hare University of Limpopo University of Pretoria University of The Western Cape University of Venda
AESOP - A European and South African Partnership on Heritage and Past	2013-2017	2,289,375	No	Universite Paul Sabatier - Toulouse iii (France)	Cape Peninsula University of Technology Durban University of Technology University of Fort Hare University of Kwa-Zulu Natal University of Limpopo University of Pretoria University of The Western Cape

					University of The Witwatersrand University of Venda
EUROSA + - Europe & South Africa Partnership for Human Development	2013-2017	2,190,275	No	Universiteit Antwerpen (Belgium)	Cape Peninsula University of Technology Durban University of Technology The University of The Free State Universiteit Stellenbosch University of Fort Hare University of Kwa-Zulu Natal University of Limpopo University of Pretoria University Of The Western Cape University of Venda
EUSA_ID - Capacity Building in Higher Education for an improved co-operation between the EU and SA in the field of Development Studies	2013-2017	2,297,650	Yes	Ruhr-Universität Bochum (Germany)	Nelson Mandela Metropolitan University University of Cape Town University of Fort Hare University of Kwa-Zulu Natal University of Limpopo University of The Western Cape
AESOP + - A European and South African Partnership on Heritage and Past+	2014-2018	2,265,575	Yes	Universite Paul Sabatier - Toulouse iii (France)	Central University of Technology, Free State Durban University of Technology Tshwane University of Technology University of Fort Hare University of Pretoria University of The Western Cape University of Venda Vaal University of Technology
EUR-SA - Europe and South Africa Sustainable Partnership for Human Development	2014-2018	2,098,400	No	Universiteit Antwerpen (Belgium)	Cape Peninsula University of Technology Durban University of Technology Noordwes-Universiteit Universiteit Stellenbosch Universiteit van Die Oranje Vrystaat University of Fort Hare University of Kwa-Zulu Natal University of Limpopo University of Pretoria University of The Western Cape University of Venda
INSPIRE - International Science Promoting Innovation and entrepreneurship - Strand 1 - Lot 10 South Africa	2014-2018	2,257,300	No	Uppsala Universitet (Sweden)	Cape Peninsula University of Technology Central University of Technology, Free State

					Durban University of Technology Noordwes-Universiteit Universiteit Stellenbosch University of Cape Town University Of Fort Hare University of Johannesburg University of Kwa-Zulu Natal University of The Western Cape
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## 5.2 Annex 2: List of people interviewed

### EU Delegation

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Christophe Larose	Head: Governance and Social Sectors	Delegation of the European Union to the Republic of South Africa
Jozet Muller	Higher Education and Governance programmes	Delegation of the European Union to the Republic of South Africa

### Government and parastatal institutions

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Dr Whitty Green,	Chief Director: Teaching and Learning Development	Department for Higher Education and Training
Gloria Maaka-Tlokana,	Director: Development Support	Department for Higher Education and Training
Jack Mithileni,	Development Support	Department for Higher Education and Training
Letshego Mokeki,	Project Manager: Career Development Services	Department for Higher Education and Training
Chief Mabizela	Chief Director, Policy	Department for Higher Education and Training
Firoz Patel	Deputy Director General	Department for Higher Education and Training
Dr Berene Kramer,	Director: Operations and Sector Support	Universities South Africa
Dr Ramneek Ahluwalia	Director Higher Education & Training HIV/AIDS Programme (HEAIDS)	Universities South Africa
Dr Marianne Engelbrecht,	Manager: Capacity Development and Quality Enhancement	Council on Higher Education
Dr Denyse Webbstock,	Director: Monitoring and Evaluation Directorate	Council on Higher Education

### Higher education and other institutions

<i>Name</i>	<i>Position</i>	<i>Institution</i>
Louise Euthimiou	Manager: Erasmus Mundus Action 2 Programs, Department of Research and Innovation Support	University of Pretoria
Adv. Lawrence Baloyi	Acting Director: Department of Research and Innovations Support	University of Pretoria
Dr Patricia Smit	Head: Research Support Division	University of Pretoria
Ncuthukasi Lubala	Graduate Support Hub Manager: Intra-ACP Grant	University of Pretoria
Nivi Ragubeer	Senior International Programmes Officer: Bilateral Agreements	University of Pretoria
Nasima Badsha	Chief Executive Officer	Cape Higher Education Consortium
Dr Rita Raseleka	Director: Research and Innovation	Tshwane University of Technology
Merle Hodges	Director, International Affairs	Cape Peninsula University of Technology
Prof Anthony Staak	Deputy Vice-Chancellor: Academic	Cape Peninsula University of Technology
Prof Shaun Pather	E-Innovation	Cape Peninsula University of Technology
Beryle Liebetrau	Business Administration	Cape Peninsula University of Technology
Dr Michiel Moll,	Management Sciences	Cape Peninsula University of Technology
Charlene Petersen	Counselling	Cape Peninsula University of Technology
Zainoenisa Manual	Informatics and Design	Cape Peninsula University of

<i>Name</i>	<i>Position</i>	<i>Institution</i>
		Technology
Christoffell Lombard	Technology Transfer	Cape Peninsula University of Technology
Adhil Parker	Training and Development	Cape Peninsula University of Technology
Dr Daniela Gachago,	Education Technology	Cape Peninsula University of Technology
Dr Marco Adonis,	Engineering	Cape Peninsula University of Technology
Zinzi Nkalitshana,	International Affairs	Cape Peninsula University of Technology
Matome Mokoena,	International Affairs	Cape Peninsula University of Technology
Munira Allie	E-Innovation	Cape Peninsula University of Technology
Samantha Pivalizza-Coetzee,	Deputy Vice Chancellor	Cape Peninsula University of Technology
Kamilla Swart,	Business Administration	Cape Peninsula University of Technology
Prof Margaretha de la Harpe	E-Innovation	Cape Peninsula University of Technology
Dr Cornelis Moll,	Engineering	Cape Peninsula University of Technology
Mercia Bosman,	International Affairs	Cape Peninsula University of Technology
Mr Leolyn Jackson,	Director: International Relations	University of the Western Cape
Prof Lorna Holtman,	Director: Postgraduate Studies	University of the Western Cape
Prof Evance Kalula,	Director: International Academic Programmes Office	University of Cape Town
Carol Ojwang,	Manager: African Partnership and Study Programmes, International Academic Programmes Office	University of Cape Town
Lara Dunwell,	Manager: Mobility Programmes and Partnerships, International Academic Programmes Office	University of Cape Town
Penny van Zyl,	Co-ordinator: Exchanges and Student Life, International Academic Programmes Office	University of Cape Town
Huba Boshoff,	Coordinator Key International Partnerships: Postgraduate & International Office	Stellenbosch University
Shamin Gaffoor,	Information Coordinator, International Academic Network	Stellenbosch University
Christopher Muller,	Coordinator, African Academic Network	Stellenbosch University
Wibke de Villiers,	Civil Engineering Department	Stellenbosch University
Peter Mbewe,	Civil Engineering Department	Stellenbosch University
Dr Michael Rudolph	Hon. Research Professor School of Geography	University of the Witwatersrand
Lavern Samuels	Director International Education and Partnerships	Durban University of Technology
Colm McGivern	Director	British Council, South Africa

### 5.3 Annex 3: List of documents consulted

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