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

**Final Report**  
**Volume II – Detailed evaluation matrix**  
**by EQ**

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Co-operation and  
Development

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

## **Final Report**

**The report consists of five volumes:**

### **VOLUME I: MAIN REPORT**

1. Introduction
2. Key methodological steps
3. Overall policy framework
4. Intervention logic analysis
5. Inventory analysis
6. Answers to the evaluation questions
7. Conclusions by evaluation criteria
8. Overall conclusions
9. Recommendations

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2. EQ2 on alignment
3. EQ3 on management, teaching, learning and research
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7. EQ7 on intra-regional harmonisation
8. EQ8 on modalities and instruments
9. EQ9 on coherence and synergies

### **VOLUME III – DESK PHASE ANALYSIS – ELECTRONIC DATA**

1. Desk programme and country case studies
2. CSP/RSP/RSE/MTR analysis
3. Tracer study
4. Survey to Higher Education Institutions (methodology, analysis, questionnaire)

### **VOLUME IV – FIELD PHASE ANALYSIS - COUNTRY NOTES – ELECTRONIC DATA**

1. Synthesis Note presenting findings and conclusions of the field country notes
2. Cameroon
3. Dominican Republic
4. Egypt
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## List of acronyms and abbreviations

@LIS	Alliance for Information Society
ACP	African, Caribbean and Pacific Group of States
ALCUE	America Latina Caribe Unión Europea - a common higher education area of Latin America, the Caribbean and the European Union
ALFA	América Latina Formación Académica
AMIDILA	Academic Mobility for Inclusive Development in Latin America
ANACIP	National Agency for Quality Assurance in Professional Education
ANQAHE	Arab Network for Quality Assurance in Higher Education
ANU	ASEAN University Network
AQAS	Agency for Quality Assurance
ASEAN	Association of Southeast Asian Nations
ASEM	Academy of Economic Studies of Moldova
AU	African Union
BBSE	Basic Bachelor for Software Engineering
BFUG	Bologna Follow-Up Group
BP	Bologna Process
BSc	Bachelor of Science
BUAP	Stakeholders of the public university of Puebla
CA	Central Asia
CANQA	Central Asian Network for Quality Assurance
CAREN	Central Asia Research and Education Network
PROCEED-CARIBBEAN	Promotion of Capacity and Energy Education Development in the Caribbean Region
CARICOM	Caribbean Community
CIFOR	Center for international Forestry Research
CLAR	Latin American Reference Credit
CRE	Clean and Renewable Energy
CRIS	Common RELEX Information System
CSO	Civil Society Organisation
CSP	Country Strategy Paper
CSUCA	Consejo Superior Universitario Centroamericano
DAAD	German Academic Exchange Service
DCI	Development Co-operation Instrument
DG	Directorate General
DG BUDG	Directorate-General for the Budget
DG DEVCO	Directorate-General for International Co-operation and Development
DG EAC	Directorate-General for Education and Culture
DG ELARG	Directorate-General Enlargement
DG EMPL	Directorate-General for Employment, Social Affairs and Inclusion
DG ENTR	Directorate-General for Enterprise and Industry
DG INFO	Directorate-General for Information Society & Media
DG RTD	Directorate-General for Research and Innovation
SG	Secretariat-General
DHE	Directorate for Higher Education
DQMCD	Department for Quality Management and Curriculum Development
DRC	Democratic Republic of the Congo
DS	Diploma Supplement
EA	Eastern Africa
EACEA	Education, Audiovisual and Culture Executive Agency
EC	European Commission
ECTS	European Credit Transfer and Accumulation System
EEAS	European External Action Service
EDF	European Development Fund
EHEA	European Higher Education Area
EM	Erasmus Mundus



EMCW	Erasmus Mundus External Cooperation Window
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood and Partnership Instrument
ENQA	European Association for Quality Assurance in Higher Education
EQ	Evaluation Question
EQF	European Qualifications Framework for Life Long Education
ERAIFT	École régionale post-universitaire d'aménagement et de gestion intégrés des forêts tropicales
ERC	European Research Council
ET	Education and Training
EU	European Union
EUA	European University Association
EUD	European Union Delegation
FA	Financial Agreement
FCAS	Fragile and Conflict-Affected Situations
FED	Fonds européen de développement
GEM	Geoinformatics Managing Energy, Resources, Environment
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HDI	Human Development Index
HE	Higher Education
HEI	Higher Education Institution
HEICA	Higher Education Initiative for Informatics in Central Asia
HERE	Higher Education Reform Expert
HQ	Headquarters
HUST	Huazhong University of Science and Technology
ICARE	EU-China Institute for Clean and Renewable Energy
ICT	Information and Communication Technology
INTEC	Instituto Tecnológico de Santo Domingo
IPB	Institut Pertanian Bogor (Indonesia)
ISO	International Organization for Standardization
IT	Information Technology
JC	Judgment Criterion
KfW	Kreditanstalt für Wiederaufbau
LA	Latin America
LLL	Life Long Learning
LLMICs	Low- and Lower-Middle Income Countries
LMD	Licence-Master-Doctorate
MACA	Movilidad Académica Colombia Argentina
MDG	Millenium Development Goal
MIP	Multi-annual Indicative Programme
MS	Member State
MSc	Master of Science
MTE	Mid-Term Evaluation
MTR	Midterm Review
NAQAA	National Authority for Quality Assurance & Accreditation
NAQAAE	National Authority for Quality Assurance and Accreditation of Education
NEO	National Erasmus+ Office
NGO	Non-Governmental Organisation
NGU	New University Governance
OTT	Offices of Technology Transfer
PAP	Program of Priority Actions
PAU	Pan-African University
PESCADO	Pioneering Education for Sustainability of Caribbean Aquaculture Development & Opportunities
PNG	Papua New Guinea
PROCEED	Promotion of Capacity and Energy Education Development in the Caribbean Region (EduLink project)

QA	Quality Assurance
QUEECA	Quality of Engineering Education in Central Asia
ROM	Results-Oriented-Monitoring
RSE	Regional Strategy Evaluation
RSP	Regional Strategy Paper
RTD	EU Commission's Directorate-General for Research and Innovation
RUFORUM	Regional Universities Forum for Capacity Building in Agriculture
SAPIENT	South Africa Partnership with International research universities network
SATCA	Sistema de Acreditación y Transferencia de Créditos Académicos
SC	Steering Committees
SCAC	Frances Department for International Development
SCM	Structural and Complementary Measures
SCO	Shanghai Co-operation Organization
SDG	Sustainable Development Goal
SHARE	EU Delegation's grant contract with the British Council on EU Support to Higher Education in ASEAN Region
SICA	Sistema de la Integración Centroamericana
SIDA	Swedish International Development Co-operation
SM	Structural Measures
SSEA	South and South East Asian
STREAM	Intra-ACP project: Strengthening African Higher Education Through Academic Mobility
TA	Technical Assistance
TE	Tertiary Education
TEIN	Trans-Eurasia Information Network
TEMPUS	Trans-European Mobility Programme for University Studies
TERSID	Technical Education in Resource Savings for Industrial Development
TG	Target Group
TJ	Tajikistan
TRALL	ALFA III Project: Transatlantic Lifelong Learning: Rebalancing Relations
TRECCA	Intra-ACP project: Transdisciplinary Training for Resource Efficiency and Climate Change Adaptation in Africa
UAP	Unite d'Appui au Programme
UK	United Kingdom
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIKIS	Université de Kisangani, Congo-Kinshasa
US	United States
USTC	University of Science and Technology of China
UZ	Uzbekistan

## 1 EQ 1 on relevance / strategic orientation

**To what extent has EU support to HE promoted the overall development policy objectives of the EU?**

### 1.1 JC 11 Support to HE has been linked to EU commitments and development policies

#### 1.1.1 I-111 Reference to intercultural understanding between regions in HE strategy papers and programmes

##### **Description of the indicator**

Intercultural understanding is an essential part of international co-operation in an increasingly inter-connected world. Intercultural understanding means valuing the culture of others, communicating across cultures and considering and developing multiple perspectives on culture. Intercultural understanding involves people and institutions learning about and engaging with diverse cultures in ways that recognise commonalities and differences create connections with others and cultivate mutual respect. It is the basis to establish links and connections between societies, to build on shared interests and commonalities, and to negotiate or mediate difference.

##### **Analysis**

The desirability of a better and deeper intercultural understanding is one of the key guiding principles since the early days of international co-operation in HE. However, the evaluation has not come across any hard evidence of change during the evaluation period in the sense of a notable evolution of the concept of intercultural understanding and its operationalisation in HE strategy papers and programmes.

Most HE strategy papers include some reference to intercultural understanding. However, these references usually remain at a general level and lack deeper elaboration and specific explanations on how more substantial intercultural understanding for the benefit of strengthened inter-regional co-operation, particularly between Europe and other parts of the world, can be achieved.

For example, one of the stated objectives of *ALFA III* is the enhancement of “*mutual understanding between peoples and cultures of the EU and the partner countries*” and the promotion of “*(...) co-operation and networking within the regions covered by the Programme*” (ALFA III, Latin America, 2008-2010, Action Fiche). In a similar vein, *Tempus* aims “*to enhance mutual understanding between the peoples and cultures of the EU and the partner countries*” (Tempus 2007-2013, overview of the programme: objectives). The overview of the *Intra-ACP Academic Mobility Scheme* mentions in very general terms the desirability of strengthened “*political, cultural, educational and economic links between the participating countries*” (Intra-ACP Academic Mobility Scheme, Overview of the action [http://eacea.ec.europa.eu/intra\\_acp\\_mobility/programme/about\\_acp\\_mobility\\_en.php](http://eacea.ec.europa.eu/intra_acp_mobility/programme/about_acp_mobility_en.php) ). *Erasmus Mundus* stresses the necessity “*for the cross-fertilisation of ideas and mutual understanding of cultures that globalisation brings with it*” (Erasmus Mundus Partnerships-ACP – 10<sup>th</sup> EDF Part 1) and wants to achieve a “*broader multicultural perspective*” (Erasmus Mundus 2009-2013, Action 2 Partnerships, Strand 1 - 10<sup>th</sup> EDF Part 2, Action Fiche). Overall, the “*the promotion of intercultural understanding through co-operation with third countries as well as for the development of third countries in the field of higher education*” is one of three explicit purposes of EM. More specifically, the objective is to “*contribute to the mutual enrichment of societies by developing the qualifications of women/men so that they possess appropriate skills, particularly as regards the labour market, and are open-minded and internationally experienced...*” (Erasmus Mundus, 2007-2013, Programme Guide, Version 11/2013). Erasmus+ aims to “*promote understanding between people and to contribute to the sustainable development of higher education in partner countries, as well as their broader socio-economic development*” (Regulations establishing Erasmus+, 2013).

The field missions provided evidence that EU support substantially strengthened intercultural understanding almost by default due to the nature of project support based on HEI networks

bringing universities together which operate within different cultural settings. In personal and group interviews former the grantees of mobility programmes almost unanimously described their study abroad stays as very enriching personal experiences which fostered their level of intercultural understanding.

*Table 1 Key field mission findings on intercultural understanding*

<b>Country</b>	<b>Findings</b>
Guatemala	In dialogue with EM Alumni in Guatemala 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.
Dominican Republic	The Alumni of EM and Intra ACP academic mobility scheme, who were 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".
Mexico	Mexican beneficiaries of Erasmus Mundus (EM Alumni) were of the opinion that academic mobility (staff and students' exchange within HEI networks) gave them a fantastic opportunity 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.
South Africa	The EUD 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.
Kenya	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.
Cameroon	EU support to HEIs in Cameroon 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.
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 only 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 Academic Mobility Scheme projects, which were however small in number and scope compared to Tempus and EM).
Moldova	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.

According to the Erasmus Mundus Impact Study, more than 90% of the students reported an improvement in their soft skills, such as knowledge of other countries, their ability to interact and work with individuals from different cultures, adaptability, foreign language proficiency and communication skills. At the same time, 99% of the HEIs saw a substantial improvement in their students' confidence and adaptability.<sup>1</sup>

<sup>1</sup> European Commission. The Erasmus Impact Study. September 2014, p. 17. The impact study is based on five online surveys in 2013, resulting in the participation of 56,733 students (includes mobile students with and without Erasmus experience and non-mobile students), 18,618 alumni (83% mobile with and without Erasmus), 4,986 staff (academic and non-academic, mobile and non-mobile), 964 higher education institutions and 652 employers

### **External factors**

Many stakeholders in international HE, including universities and government agencies, promote the idea of intercultural learning and understanding as one of the main pillars of international and inter-regional co-operation. For example, the German Academic Exchange Service (DAAD) strongly emphasises the intercultural dimension of HE and, inter alia, funds intercultural dialogues between regions, for example, a “Higher Education Dialogue with the Muslim World”.<sup>2</sup> However, apart from the general notion of the centrality of intercultural understanding in many strategy papers of HE stakeholders, and similar to the case of the EU, it is taken for granted that the concept is already appreciated and thus – seemingly – does not require further elaboration. The UNESCO “Draft Preliminary Report Concerning the Preparation of a Global Convention on the Recognition of Higher Education” (Paris 2015) is a case in point. Among other objectives it aims at “*building more cultural understanding on the global level through the facilitation of inter-regional mobility of students and researchers*”. Yet, it is not explained what “more cultural understanding” entails.

#### **1.1.2 I-112 Reference to sustainable socio-economic development in HE strategy papers and programmes**

##### **Description of the indicator**

A recent comprehensive report on the impact of tertiary education (TE) on the development of low- and lower-middle income countries (LLMICs), which was based on a synthesis of 147 individual studies, came to, inter alia, the following conclusions:

- TE has a stronger impact on macro-level economic growth than was previously assumed.
- Although there is very little evidence that TE contributes to development in LLMICs through research and innovation, the proportion of workers with higher education within a given context appears to increase the likelihood of technological uptake and adaptation.
- There is also limited evidence that research outputs may impact development at local level by increasing the productivity and efficiency of SMEs<sup>3</sup>.
- TE appears to have a strong positive impact on graduates’ capabilities, including health, nutrition, political participation and women’s empowerment, although the effect of TE is not always sufficient to overcome entrenched barriers in society.
- TE also appears to have a positive impact on the strengthening of both formal institutions and social norms, in areas such as governance, public services and the environment (Oketch et al., 2014, p. 52).

These findings show that HE markedly contributes to higher-level socio-economic development objectives. The indicator therefore looks at the extent to which EU country and regional strategies take the important link between HE and socio-economic development into account.

##### **Analysis**

All EU programmes in support of HE strongly refer to the embeddedness of HE in the wider context of socio-economic development.

- **ALFA III** stresses that “*Higher education institutions are considered to be of particular importance for social and economic development. They also represent pools of expertise and centres for the development of human resources.*” **ALFA III** strives at making a contribution towards “*a more balanced and equitable development of Latin-American society across the board*” (ALFA III, Latin America, 2008-2010, Action Fiche).

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(of which 55% were SMEs) across the 34 countries participating in the programme (see Annex 1). In total, the sample for the study comprises 78 891 individual responses (p,

<sup>2</sup> See <https://www.daad.de/miniwebs/ictunis/fr/28643/index.html>

<sup>3</sup> SMEs: *Small and medium-sized enterprises*

- According to *Tempus*, HEI are “key players in the successful transition to a knowledge-based economy and society and they provide the training for a new generation of leaders.” (Tempus, 2007-2008, overview of the programme; Tempus IV, Sixth Call Application Guidelines, 2012). The Action Fiche for *Tempus* IV (2012) particularly emphasises the link between HE on the one hand and “international human rights standards, democracy and the rule of law” on the other. “A strengthened engagement in the area of education is a crucial element of the new approach vis-à-vis the ENP countries. The recent developments in the South [the “Arab Spring”] have shown that particular attention needs to be given to supporting actions in favour of young people since they play an important role in the current democratisation process of the region.” Equally important: “most ENP countries continue to be on a transition towards establishing fully fledged market economies. In this context, partner country institutions, including higher education institutions, are under strong pressure to provide the skills required by these new economic conditions.” (Inter-regional Annual Action Programme 2012 part 4 covered by the Inter-regional Strategy Paper 2007-2013 and the Indicative Programme 2011-2013 in favour of the ENPI countries (Tempus IV) 2012)
- *Erasmus Mundus* generally aims at “promoting the development of third countries” and consequently, under Action 2, supports “socio-economic disadvantaged groups and populations in vulnerable situation” (Decision establishing the *Erasmus Mundus* 2009-2013 action programme for the enhancement of quality in higher education and the promotion of intercultural understanding through co-operation with third countries, 16 December 2008).
- Similarly, Erasmus+ aims at “supporting the Union's external action, including its development objectives” and focuses on “areas that are relevant to the inclusive and sustainable development of developing countries” (Regulation establishing Erasmus+, 2013). The Erasmus+ Programme Guide (Version 2017) provides more detail on how it is contributing to socio-economic development by stating that the Capacity Building action objectives are to improve the quality of higher education and enhance its relevance for the labour market and society, improving the level of competences and skills, internationalisation etc<sup>4</sup>.

Overall, however, the strategies and programme documents do not provide any more detailed ideas on *how exactly* HE contributes to socio-economic development. The general simple assumption is that a strong link between the two *somehow* exists.

### **External factors**

While this indicator does not assess change and thus does not discuss factors unrelated to EU support which may have contributed to an observed change, it should be noted the EU's rather shallow take on the role of HE for socio-economic development is not much different from the approaches of other stakeholders such as UNESCO which states that “*Higher education is increasingly viewed as a major engine of sustainable economic, social and cultural development*” (UNESCO, 2015, p. 9).

### **1.1.3 I-113 Reference to enhancement of political and economic co-operation in HE strategy papers and programmes**

#### **Description of the indicator**

Governments and other stakeholders in HE have demonstrated an interest in investing in HE as a means of promoting competitiveness and economic growth. Within this context, an effective utilisation of available resources to raise the quality in HE takes centre stage. One widely advocated strategy for accomplishing these ends is greater regional co-operation and cross-border collaboration.

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<sup>4</sup> Erasmus+ Programme Guide, Version 1 (2017): 20/10/2016, p. 148.

## Analysis

There is little reference to the enhancement of political and economic co-operation in most strategy papers and programme documents.

*Erasmus Mundus* states, in general terms, that “co-operation on a regional basis (i.e. co-operation between EU countries and more than one third-country/territory in a given geographical area)” will be supported (Erasmus Mundus, 2007-2013, Programme Guide, p. 61). *EduLink I* lists “enhanced contribution to national and/or regional policies and implementation plans for regional co-operation in higher education” as one of the anticipated results and refers to the “promotion of regional networking” (FA, EduLink - Co-operation Programme in Higher Education, 2005). *EduLink II* adds regional capacity building “in support of policy, management, planning and administrative capacity” as a key purpose to the programme (FA, EduLink II).

The Joint Africa-EU Strategy is clear in its regional integration purposes: “Within each area of co-operation, the focus is on actions at the global, continental or cross regional levels and in which participating actors have a collective capacity to deliver.”<sup>5</sup> The higher education section refers to the Intra-Africa mobility programme (successor of the Intra-ACP Programme) and the Tuning and harmonisation work (the pilot was conducted in 2011-2013).<sup>6</sup>

While the EU’s own assessment of *ALFA III* find that the programme and individual projects have played “an unprecedented role in the processes of regional integration currently underway taking place” – with particular emphasis on the Andean Community, Mercosur and Central America/Mexico – (ALFA III, 2014, p. 11), such reference to the enhancement of political and economic co-operation is not made in the *ALFA III* strategy/programme documents themselves.

## External factors

Not a focus of this indicator

## 1.2 JC 12 EU support has addressed, and adapted to, development contexts in partner countries and regions

### 1.2.1 I-121 Evolution of specific references and consideration of HE in overall development policy documents related to co-operation with partner countries and regions

#### Description of the indicator:

Given the EU’s long-standing support to HE and the inevitably resulting lessons-learned, one would expect that country and regional strategy papers reflect these experiences, thus leading to an evolutionary approach in making the case for HE support against the backdrop of partners’ development needs. In other words: Over time, lessons-learned would be expected to result in better alignment of HE programmes with national and regional development objectives.

#### Analysis

There has been some evolution of the EU approach to the support of HE during the evaluation period in development policy documents. HE has remained a key strategic focus of the EU’s development co-operation with partner countries and regions, and there is no substantial difference between the coverage of HE in policy documents at the beginning of the evaluation period, i.e. 2007, and later dates. The detail with which strategy papers refer to support to HE is first and foremost related to the mode of financing, i.e. whether HE is supported under the respective strategy or through other means. The Regional Asia Strategy provides a good example. The MIP 2011-2013 outlines relevance, rationale and scope of the EU’s support to HE in Asia more comprehensively than the RSP 2007-2013; but the MIP

<sup>5</sup> [http://ec.europa.eu/europeaid/regions/africa/continental-co-operation/joint-africa-eu-strategy\\_en](http://ec.europa.eu/europeaid/regions/africa/continental-co-operation/joint-africa-eu-strategy_en)

<sup>6</sup> QUATRIEME SOMMET UE-AFRIQUE 2-3 AVRIL 2014, BRUXELLES FEUILLE DE ROUTE 2014-2017,

2014-2020 only briefly mentions HE as HE is no longer funded directly through the Regional MIP. That way, however, it is less clear to see if and to what extent EU support to HE is actually directed to, and aligned with, the development needs and priorities of partner countries and regions. At the same time however, a specific MIP for Erasmus+ in the DCI region was elaborated in 2014 (covering Asia, Middle East, South Africa and Latin America together) including numerous references to socio-economic development and regional co-operation. For example, “Education has a positive impact on various facets of social and economic development. Education, the creation and adaptation of information, knowledge, skills and values is a key lever of sustainable development. It is an important catalyst for achieving all development goals and progress in social sectors.”<sup>7</sup>

**Table 2** *References to higher education in the regional strategy Asia*

<b>RSP 2007-2013 (2007)</b>	<b>MTR of the RSP 2007-2013 and MIP 2011-2013 (2010)</b>	<b>MIP 2014-2020 (2007)</b>
<p>Higher Education and Support to Research Institutes: the regional approach will help avoid the high costs linked to management of national windows for higher education.</p> <p>The programme will assist Asian manufacturers in responding to higher environmental quality standards to produce environmental friendly products and services both in the production process and in the use of goods</p> <p>Higher education is a strategic sector for sustainable development in Asia which will strengthen the EU-Asia relationship and support the development of concerned countries.</p> <p>The programme will actively respond to the needs of Asian countries for higher education, in accordance with their level of development.</p>	<p>Higher Education will be promoted through partnerships between European and Asian higher education institutions and mobility schemes for students and academics.</p> <p>Higher education remains a strategic sector for sustainable development and poverty reduction in Asia, and our support is in highly sought-after by Asian partner countries.</p> <p>The overall objective is to contribute to Asia's economic, scientific and social development, thus helping to alleviate poverty in the region (followed by four specific objectives).</p> <p>This programme complements interventions at national level to develop the education sector.</p> <p>Indicators include number of students, scholars and academic staff who participated in fields relevant to the region's needs, improved academic standards in Asian universities, increased access of students from disadvantaged groups to higher education, sustainable partnerships between Asian and EU higher education institutions.</p> <p>Measures will contribute to the achievement of MDG 1, 3, 4 and 7.</p>	<p>Higher education remains a strategic sector for sustainable development and poverty reduction in Asia, and support is highly sought-after by Asian partner countries. EU support will thus continue though it is not funded directly through the Asia Regional MIP.</p> <p>Objective: Establish a dedicated regional Internet network of at least 10Gbps for use primarily by the universities and higher education institutions who are members of national research and education networks (NRENs) in Asia, connecting them with Europe and globally.</p>

### **External factors**

Not a focus of this indicator

## **1.2.2 I-122 Design and implementation of EU support to HE reflect the specific needs of partner countries and regions at different levels of development**

### **Description of the indicator**

Higher education was neither explicitly covered by the MDGs as a development goal in its own right, nor as a potential agent to address other development goals. Nevertheless, there is ample evidence of HEI playing a substantial role in development terms. “As *teaching institutions, universities are responsible for producing the engineers, health specialists,*

<sup>7</sup> ERASMUS+ MULTIANNUAL INDICATIVE PROGRAMME FOR DCI 2014-2017, p. 2.



*teachers, policymakers, technologists, and scientists whose knowledge and leadership are needed to improve people's lives. As research institutions, universities have enormous power to generate the cutting-edge knowledge required to contend with issues of food security, disease, climate and environmental change, and the effects and causes of poverty"* (Roberts and Ajai-Ajagbe 2013, p. 3). Thus, given the clear links between HE and development, this indicator looks at the extent to which EU country and regional strategies present and discuss support to HE within the context of overall development objectives.

### **Analysis**

Most country and regional strategies for the period 2007-2013 link EU support to HE to the specific needs of the partner countries. The specific different levels of development are explicitly taken into considered throughout. However, the detail with which design and implementation approaches of the HE support are presented and placed within regional and national development contexts differs markedly. The countries and region of the sample can be clustered into four groups:

1. Detailed elaboration on the needs and challenges of HE in partner countries and related government strategies as well as clear indications as to how EU support addresses the specific situation in the individual countries and regions can be found in the cases of the CSP/RSP for China, Indonesia, Thailand, Vietnam, Georgia, Lebanon, South Africa, Central Africa, Western Africa, Asia, Central Asia, ENP South and Central America.
2. Elaboration on the needs, challenges, and national strategies in partner countries/regions without comprehensive explanations of the links to EU support can be found in the cases of the CSP/RSP for South Africa, Egypt, Brazil, El Salvador, Eastern and Southern Africa and Indian Ocean, Pacific Region and Southern African Region.
3. An outline of the EU support to HE which is not embedded in a discussion/analysis of national needs, challenges and strategies can be found in the cases of the CSP/RSP for Andean Community and Latin America
4. Only brief references to HE can be found in the CSP/RSP for Papua New Guinea, Algeria, Ukraine, Caribbean, ENP East and Mercosur.

The overall finding is that between them, the CSP and RSP for Asia offer the most comprehensive approaches to both the analysis of HE national/regional contexts and the EU response to the identified respective needs and challenges.

While assessing the design of HE interventions on the basis of CSP/RSP is straightforward, the question as to whether and what extent the implementation of EU support to HE reflects the specific needs of partner countries and regions is less easy to answer and remains inconclusive at this stage. By and large, the available RSE and MTR confirm that the planned interventions have been implemented, albeit with mixed results. In some but not all cases the reports elaborate on the alignment of the programmes/projects with national needs and/or government strategies (or lack thereof), for example:

- RSP Caribbean: While the overall relevance of regional EU support for higher education and its ICT connectedness is undisputed, the sector results are modest.
- RSP Pacific: The EU supported several country-level projects that aimed to improve access and graduation rates, including projects in rural areas. While several were implemented, many faced difficulties during implementation. The main limitations were the weak local administrative capacity for implementing projects or sustaining their results, sometimes aggravated by weak technical assistance.
- RSP Pacific: Reducing the brain drain has not been a clearly-agreed objective in the Pacific and has not been a focus of EU support [although it seems that brain drain has a great negative impact on the region]
- RSP Central America: The EU has put into place a number of programs that relate to the development of social cohesion, regional integration and the development of human resources.
- RSP Latin America: The regional programmes have been built on the basis of policy dialogue priorities, which are reflected in Commission communications and

declarations from the Summits of Heads of State and Government of the two regions.

- RSP Asia:
  - While European regional support has contributed to policy deliberation about HE governance practices in Asia, both the TEIN and EM programmes made little impact on wider human capital diversification.
  - In addition to the administrative, legal and institutional barriers within national HE systems, the small number of actual interventions at national and HEI level have meant that the impact of regional-level EU interventions on teaching, research and governance capacity have remained highly localised.
  - The regional-level EU support for HE has had little impact on wider human capital diversification, and on capacity growth for national development

Box 1 and Table 3 provide more detailed evidence.

### *Box 1                      References to HE in a sample of country strategy papers*

In **China** the development of human resources as well as talent and technology are the focal point of an overall strategy to improve the country's innovative capacity, to ensure a more equitable distribution of education resources, and to improve the quality of higher education (China CSP 2007-2013). The EU-China Institute for Clean and Renewable Energy (ICARE), which is funded under the bilateral strategy and is one of the largest single HE projects funded by the EU, is a case in point as it is explicitly and comprehensively targeted to China's development needs and priorities. According to the MTE of ICARE, 2013, the project is highly relevant to the needs and priorities of the Chinese beneficiaries to meet the increasing demand for high-quality professionals in the area of Clean and Renewable Energy (CRE).

In **Indonesia** disparities between rich and poor, rural and urban are significant. As the CSP 2007-2013 elaborates, there is a significant group of young people in Indonesia who are effectively disenfranchised for lack of access to school, illiteracy and having to work. Indigenous/minority populations tend to fall into this group due to their isolation and vulnerability. While the CSP elaborates mainly on primary and secondary education, it establishes an increase in the number of university and college graduates, improved education quality and a more efficient and effective management of education as key indicators for the improvement of – also – HE against the backdrop of the country's development needs (CSP 2007-2013).

In **Thailand**, the CSP 2007-2013 establishes that in line with the priorities of the Thai government, the facilitation of knowledge flows and collaboration in science, technology, higher education and research are the key area of the support. The CSP is very detailed on Thailand's specific opportunities which might benefit from EU-supported programmes. As the CSP explains, Thailand has the science capacity and opportunity to participate in the Community's 7th Research Framework Programme (FP7, 2007-2013). International co-operation has been mainstreamed throughout all its components. On the heels of the ASEM8 dialogue about science and technology in general and priority themes in particular, knowledge intensive co-operation with the Union and with other countries in the region offers benefits for human and institutional capital and the ability to find sustainable solutions to challenges. In particular, HE co-operation activities are funded under the regional programme for Asia. As the SCP notes, the main objective of HE in Asia, is to enhance international co-operation capacity of universities in third countries by facilitating transfer of know-how and good practices in the field of student and academic staff mobility.

As in the case of Thailand, thematic activities in HE funded under regional Asia strategy in Vietnam are described as are complementary to the strategic objectives pursued by the Commission under the CSP, 2007-2013, and form part of the policy dialogue with Vietnam which is targeted at the country's development plans and needs. The Vietnam CSP stands out among the CSPs as it defines HE projects which are explicitly aligned with specific development needs, including:

- Development of Teaching and Training Modules for Higher Education on Low-Cost Wastewater Treatment
- Restructuring higher education as in resource and environmental economics in East-Asian transition economies
- Strengthening Existing Partnerships between South East Asian and EU Universities in the Field of Rural Economics
- Upgrading the Skills of University Teaching Staff in Welding to Qualify Welding Personnel in Accordance with International Standards and Curriculum Development in Postgraduate Welding Education Program

In **Papua New Guinea** (PNG) The CSP 2008-2013 refers to the PNG's Medium Term Development Strategy (MTDS) 2005-10 which however, does not explicitly include HE as one of its seven key priority areas. Instead it identifies "development-oriented informal adult education" as a main focal point.

In **South Africa**, the CSP 2007-2013 notes that access to General Education and Training is virtually universal, and needy children are exempted from paying school fees. According to the CSP, the major challenge in formal education is to make the quality more consistent. Outside formal education, the priority is to make up for the

<sup>8</sup> ASEM: Asia Europe Meeting

deliberately inferior education the majority of the population were given in the apartheid era. Consequently, education and training authorities have been established to develop the skills required for economic growth and global participation. However, the CSP does not outline a strategy towards the support on HE. At the same time there is evidence that individual projects made a contribution to the government's development agenda. For example, the project "South Africa Partnership with International research universities network" (SAPIENT) contributed to the South African government's strategy to offer quality education to everyone and to redress past inequalities and to transform the higher education system to serve a new social order, to meet pressing national needs, and to respond to new realities and opportunities. More specifically the project responded to the need for more staff members in South African Academia. The report quotes the Council of the Academy of Science of South Africa (ASSAf): "There is a broad consensus within the science community in South Africa that not enough high-quality PhDs are being produced in relation to the developmental needs of the country" (SAPIENT final report, 2014). The Joint declaration on Education and Training signed between the EU and the Government of South Africa in May 2012 is complementary to the CSP and shows the mutual interests of collaborating in this field. Higher Education has been one of the main areas of focus.<sup>9</sup>

In **Algeria** the CSP 2007-2008 only refers generally to the implementation of the reform of the national education system (reform of national education, reform of higher education, and reform of vocational training) und the heading of the Algerian government's socio-cultural policies. Consequently the CSP states "that the development of education and training, youth, higher education and scientific research [...] are essential to the building of a knowledge society and bringing down unemployment in a more open economy."

In **Egypt** the CSP 2007-2013 provides a comprehensive analysis of the country's policy agenda which includes, inter alia, improving the quality of life and standard of living; increasing employment opportunities and reduce unemployment; reducing poverty incidence and providing social security for poor families; eradicating illiteracy and developing school and higher education. The CSP mentions the EU support to modernisation of higher education under Tempus but does not specifically elaborate on the alignment of this support with the national reform programme.

In **Georgia** the EU focused more strongly on higher education reform after Georgia joined the Bologna process in Bergen in May 2005. Under the CSP 2007-2013 assistance was provided for reforming and upgrading the education system with a view to convergence with EU standards and practices. This is seen as essential to strengthen social stability and to encourage economic growth. Support for the national reform of the education system, including vocational training is one of the priorities.

The CSP 2007-2013 for **Lebanon** provides a detailed overview of the situation in HE and the urgent need for reform. Before the civil war, Lebanon had one of the best education systems in the region, with one of the highest levels of literacy being among Lebanese aged 15 and over. The civil war destroyed the education system – many schools were closed, international teachers and lecturers left. Therefore, education reform is another major challenge, especially in terms of training graduates in those skills currently demanded by the labour market. The government has taken first steps have been taken to prepare a strategic plan for the primary and secondary sectors, as well as for Vocational Education and Training (VET). EU support for Government actions aimed at solving the problem of poor compatibility with labour market requirements builds on the outcome and results of a Vocational Training Programme.

In **Ukraine** the CSP 2007-2007 prioritised assistance for reforming and upgrading the education system with a view to working towards convergence with EU standards and practices which will be essential to strengthen democratic development, social stability and economic competitiveness.

The CSP 2007-2013 for **Brazil** mentions that education has improved over recent years but there are still regional imbalances between the North-East and the South and South-East regions, especially in higher education. However, the CSP does not give reference to specific national needs in HE and related government reforms but generally aims at stimulating academic exchanges to encourage mutual understanding and to promote Europe's image.

The CSP 2007-2013 for **El Salvador** elaborates on the needs and challenges in the education and HE sectors and mentioned the Ministry of Education's Education Plan for 2004-2009 ("Plan 2021") which includes: 1) effectiveness and excellence in pre-school and basic education, 2) efficiency and quality of middle education, 3) technology, connectivity and communication for development and 4) higher education, science, research and technology. However, the CSP does not explain how and to what extent support to HE is linked with the education plan.

<sup>9</sup> [http://ec.europa.eu/education/policy/international-cooperation/south-africa\\_en](http://ec.europa.eu/education/policy/international-cooperation/south-africa_en)

**Table 3** *References to HE in regional strategy papers and evaluations/MTR of the RSP*

<b>Strategy</b>	<b>Regional needs, challenges addressed in strategies</b>	<b>Response of strategies</b>	<b>Evaluations and MTR</b>
RSP Caribbean	Challenges posed by global trade and economic realities including the CARIFORUM-EU EPA	Preparing the people and institutions of CARIFORUM to respond to the challenges posed by global trade and economic realities including the CARIFORUM-EC EPA, in partnership with Caribbean centres of excellence, such as regional universities	<p>RSE Caribbean (2003-2010): The overall results of the interventions have been limited and the prospects for financial sustainability of the CKLN-projects are not entirely clear. While the overall relevance of regional EU support for higher education and its ICT connectedness is undisputed, even if not reflected as a focus area in the EDF10, the sector results are the modest owing to: Considerable CKLN implementation delays, originating in the interplay between the EU as the main funding agency and the implementing agency, the World Bank, as well as in an apparent periodically low World Bank project prioritisation. The latter issue has, however, been redressed.</p> <p>The balance between the education and the ICT-infrastructure elements in the CKLN has been more in favour of the infrastructure than foreseen in the overall EU sector objectives and the delays have resulted in sequencing where the infrastructure development has not been solidly anchored in the TEI-base.</p> <p>Some sector projects have been abandoned or have had modest results owing to lack of agreed government support or to an apparent lack of dedication of implementing TEIs in the CARICOM10 member states.</p> <p>The conditions for financial sustainability of the major CKLN-project are still not clear, while the issue is being dealt with by CKLN. Earlier foreseen reliance on commercial activities appears partly replaced by a need for Government subsidies. Some of the</p>

<sup>10</sup> CARICOM: Caribbean Community

Strategy	Regional needs, challenges addressed in strategies	Response of strategies	Evaluations and MTR
			recommendations of the 2010-Final Evaluation of CKLN-I still need to be dealt with.
RSP Central Africa	<p>La formation a distance des enseignants en se fondant sur les nouvelles technologies de l'information et de la communication;</p> <p>la mise en couvre d'une réponse concertée au VIH/SIDA en milieu universitaire et la définition d'une politique en faveur des populations vulnérables;</p> <p>L'élaboration d'une stratégie en faveur des travailleurs migrants. Une politique régionale en matière de recherche, science et technologie doit encore être développée.</p> <p>La CEEAC a également pour objectif dans ce domaine de développer la mobilité des enseignants et étudiants et de réduire le déficit existant dans l'enseignement scientifique</p>	<p>En ce qui concerne l'éducation supérieure, les sciences et technologies, la CE met a disposition différents programmes de renforcement des capacités: le programme "Edulink" pour les compétence institutionnelles et l'intégration en matière d'enseignement supérieur; le programme "Erasmus Mundus" qui favorise la mobilité des étudiants, doctorants et enseignants des pays ACP vers l'UE et le programme "Nyerere" les échanges entre les universités ACP; le programme pour les innovations et le renforcement des capacités scientifique et techniques (PSTICB) qui vise renforcer également la masse critique nécessaire a la participation des pays au "programme cadre" de l'UE (FP7) et a ses instruments de coopération</p>	
RSP Eastern and Southern Africa and Indian Ocean	<p>Education has a high priority in the budgets of all the countries in the region. Falling standards, almost throughout the region, have led to the agreeing of common objectives, including increased equality of access (addressing geographical, gender and social imbalances), improved quality and decentralised management of decision-making and resources. In recent years, the focus on access has often overshadowed attention to quality. Education reforms will take several years</p>	<p>A specific strategic response is not spelled out</p>	
RSP Pacific Region	<p>Following the positive experience in regionalising higher education in the Pacific, the next step is to replicate the experience and to regionalise vocational education institutions, such as marine schools, nursing schools and tourism institutes. There is a need to streamline and harmonise training provided in the region to facilitate an education/training staircase in the different areas and at different levels.</p>	<p>A specific strategic response is not spelled out</p>	<p>RSE Pacific (2006-2012): There has been some progress in progression from basic to higher education and improvements in gender balance, but country-level data on dropout rates has not been consistently collected each island and territory.</p> <p>The EU supported several country-level projects that aimed to improve access and graduation rates, including projects in rural</p>

Strategy	Regional needs, challenges addressed in strategies	Response of strategies	Evaluations and MTR
			<p>areas. While several were implemented, many faced difficulties during implementation. The main limitations were again the weak local administrative capacity for implementing projects or sustaining their results, sometimes aggravated by weak technical assistance.</p> <p>Reducing the brain drain has not been a clearly-agreed objective in the Pacific and has not been a focus of EU support.</p> <p>Gender considerations have often been included in the design of EU interventions. There is little evidence in the project documentation on the effects of equitable gender access to education institutions.</p>
RSP Southern Africa Region	Whereas the SADC member states appear to be performing well in providing basic education they are underperforming in providing secondary and tertiary education. This could be considered a serious structural weakness, given the importance of skills in developing the necessary levels of competitiveness in the globalisation of the world economy	A specific strategic response is not spelled out	
RSP Western Africa	Le renforcement du capital humain et la facilitation de sa mobilité à travers l'espace commun pour soutenir la croissance et la rendre aussi distributive e renforcement du secteur social est essentiel à la fois pour soutenir la diversification et la croissance, mais aussi pour en maximiser l'impact sur la réduction de la pauvreté.	In the area of science and technology, the EU is making various programmes available to build capacity in science and technology in Africa and to develop networks	
RSP Asia	Higher education is a strategic sector for sustainable development in Asia which will strengthen the EU-Asia relationship and support the development of concerned countries.	Regional Co-operation during 2007-2013 will focus on three priority areas, including: Policy and Know-How based Co-operation in: (i) Environment, Energy and Climate Change, through Sustainable Consumption and Production (SCP-Asia) and the Forest Law Enforcement, Governance and Trade (FLEGT) programme; (ii) Higher Education and Support to Research Institutes; (iii) Cross-border Co-operation in Animal and Human Health.	RSE Asia (2007-2013): the EU's regional level support for HE has established gateways and highways to academically excellent HEIs in Europe. Unlike other mobility programmes, the European dimension of the EM programme provides access to a wide scope of HE teaching and research cultures for Asia students and faculty. The EM has also generated

Strategy	Regional needs, challenges addressed in strategies	Response of strategies	Evaluations and MTR
		<p>Higher Education and Support to Research Institutes: the regional approach will help avoid the high costs linked to management of national windows for higher education, with the exception of China and India for which specific higher education windows are established in Country Strategy Papers</p> <p>The programme will actively respond to the needs of Asian countries for higher education, in accordance with their level of development. Attention will be given to the promotion of equal opportunities and the values of democracy, the rule of law, respect for human rights and fundamental freedoms.</p> <p>With regard to support to research institutes, the EC regional assistance will focus on supporting the work of specialised institutes focusing on topics related to sustainable development and EU-Asia relations. Activities will focus on strengthening research related capacities, promoting public debate on EU-Asia relations and twinning of Asian and European institutes, think tanks and similar circles, aiming at enhancing mutual understanding.</p>	<p>sustainable organisational ties between Asian and European HEIs. This access and the networks offer the potential for upgrading teaching, research and learning capacities in Asia. However, that potential has yet to be leveraged and multiplied beyond the level of individual HEIs. While European regional support has contributed to policy deliberation about HE governance practices in Asia, both the TEIN and EM programmes made little impact on wider human capital diversification.</p> <p>However, in addition to the administrative, legal and institutional barriers within national HE systems, the small number of actual interventions at national and HEI level have meant that the impact of regional-level EU interventions on teaching, research and governance capacity have remained highly localised. What is more, interviews reveal that there may be considerable unused scope for leverage and multiplier effects.</p> <p>The regional-level EU support for HE has had little impact on wider human capital diversification, and on capacity growth for national development</p>
RSP Central Asia	<p>Central Asia was the least advanced part of the ex-Soviet Union and the reforms undertaken in each country have happened at different speeds depending on the nature and general difficulty in establishing effective implementation mechanisms and administrative capacity. Hence, with further support needed on policy and legislative reform, major attention needs to be given to capacity building and institutional strengthening. To promote the countries' sustainable economic growth, key policy areas for reforms remain their integration into international trade, the promotion of incentives and guarantees required to attract foreign investment and technology, the promotion of</p>	<p>People-to-people exchange actions and exchanges with regard to science and technology, as well support for the reform and upgrade of higher education, technical training and research systems; capacity building and training are key areas where EC support will be required, particularly for higher and technical education.</p> <p>This includes greater participation in scholarships or exchange programmes such as Tempus, and networking between learning and research institutions. It is also important to foster co-operation between social partners and civil society within the region and between partner countries and the EU as well as between governments.</p>	

<i>Strategy</i>	<i>Regional needs, challenges addressed in strategies</i>	<i>Response of strategies</i>	<i>Evaluations and MTR</i>
	higher education, decent work opportunities and higher labour productivity, and the improvement and extension of social protection systems to facilitate restructuring and encourage labour reallocation, together with the implementation of effective poverty reduction policies		
RSP ENP East	No elaboration on the situation, challenges and needs in HE	The Inter-Regional Programme will involve, through established co-operation mechanisms such as TAIEX and SIGMA, supporting public administration reform and regulatory convergence, Tempus and Erasmus-Mundus supporting increased co-operation in the area of higher education	RSE ENPI (2004-2010): The ENPI area does not form a coherent region - geographically or historically - and it could be counterproductive to force these diverse countries into a single framework for regional co-operation, as underlined by existing structures such as the Euromed Partnership and Traceca and Inogate. This is where the IRP can play a role. Concerning point i) an inter-regional programme will provide adequate visibility for flagship initiatives applying to the entire neighbourhood such as the NIF or the scholarship scheme.
RSP ENP South (Euro-Mediterranean Partnership)	The region is characterized by a wide variety of educational systems and levels of access to basic education. Enrolment rates in higher education remain limited to about 13%. Over and above gaps in the formal education system, knowledge accumulation is limited by low expenditure on research and development and very limited access to information technology and the internet. The way forward lies in strengthening capacities to acquire and communicate knowledge in the region, including in education systems and especially in relieving the constraints on women's education, in freeing society from limitations on political and economic participation and in improving political and economic governance in the region	The EC will support various national activities and projects in these domains, through bilateral programmes. However, a major advantage of regional approaches here is regional peer group reviews and pressure for reforms, and exchanges of experiences and best practice. Regional support networks among the Mediterranean partner countries provide a source of external policy leverage that is not necessarily perceived as pressure from another culture. Present regional programmes for the Mediterranean focus on cultural dialogue and cultural heritage, youth co-operation and exchange, fostering a vibrant civil society and promoting gender equality	
RSP Andean Community	No elaboration on the situation, challenges and needs in HE	A sector high on the agenda of the Andean Community and the EU is promotion of a knowledge society: research and development, culture and education and the information society. As regards research and development policy, the EU	



Strategy	Regional needs, challenges addressed in strategies	Response of strategies	Evaluations and MTR
		<p>Framework Programmes encourage international co-operation with Andean countries and value the potential of the expertise and know-how available in this region, particularly its still very rich biodiversity. Under the EU's 7th Research Framework Programme (2007-2013), international co-operation will be mainstreamed in all components, including researcher exchanges. Bi-regional dialogue will help priority setting to reflect mutual interests and coordination with Member States' international S&amp;T strategies is intended to increase synergistic effects.</p> <p>Particular emphasis will be placed on connecting research and its results to citizens and innovation. The aim is to advocate and support changes in educational curricula to include modern concepts of sustainable development and environmental concerns at all levels, from primary school to university.</p>	
RSP Central America	<p>Serious educational problems persist in the region. Although illiteracy has diminished over the years in the majority of the countries, it has been falling at a slow rate and still affects 27% of the population over 15 years old, especially women</p> <p>The region suffers from limited educational opportunities for children at an early age (pre-school), little continuity in the educational system (high drop-out rates in secondary schools) and the poor impact of higher education on the development of vanguard technological know-how.</p>	<p>At the level of higher education, the focus is on institutionalizing networks, exchanges of students, teachers and professors between Europe and the rest of the world.</p> <p>ALFA III focuses on the promotion of co-operation in higher education between the two regions.</p> <p>Alβan aims at the reinforcement of the European Union - Latin America co-operation in the area of Higher Education and covers studies for postgraduates as well as higher training for Latin America professionals/future decision-makers, in institutions or centres in the European Union.</p> <p>In addition, specific programmes developed at the level of the Regional Strategy Paper for America Latina complement the R&amp;D policy in the area of high level education and co-operation between academic institutions (ALFA III, ALβAN). The R&amp;D policy is complementary to the RSP by strengthening links between Central America, Latin America and Europe.</p>	<p>RSE Central America (2007-2013): At the CA and the Latin American level the EU has put into place a number of programs that relate to the development of social cohesion, regional integration and the development of human resources.</p> <p>The ALFA III and Alβan/Erasmus Mundus programmes have facilitated academic exchanges between EU and Latin America and helped improve higher education systems in Latin America.</p> <p>The EU continues to realise that the development of human resources is critically important in Latin America overall and concentrates on higher education. Those programmes are not specifically focussed on economic development through the regional integration process and the AA per se, and do not indicate what the timing or the performance requirements will be with respect to regional integration.</p>

<i>Strategy</i>	<i>Regional needs, challenges addressed in strategies</i>	<i>Response of strategies</i>	<i>Evaluations and MTR</i>
RSP Latin America	No elaboration on the situation, challenges and needs in HE	<p>A large-scale programme will be mounted to improve higher education in the region based on experience gathered in programmes which are already running. It will focus on links with employment and the involvement of business in educational institutions. In line with the Vienna Declaration, there will be a major visibility component.</p> <p>Special emphasis will be put on dissemination of good practice based on past experience, complementarity between projects and sustainability of networks.</p>	<p>MTR Latin America (2007-2011): A number of programmes have been launched to foster dialogue on these priorities, to exchange experiences and develop best practices. [...]; the ALFA III and Alβan/Erasmus Mundus programmes have facilitated academic exchanges between EU and Latin America and helped improve higher education systems in Latin America.</p> <p>The regional programmes have been built on the basis of policy dialogue priorities, which are reflected in Commission communications and declarations from the Summits of Heads and State and Government of the two regions. For example, the concerns expressed on Information Society and Higher Education (Madrid Summit 2002) gave birth to the @LIS (Alliance for Information Society) and Alβan (high-level training scholarships).</p>
RSP Mercosur	<p>In 2001, the Education Ministers of Mercosur's four member states redefined the mission statement of the Mercosur Education Sector (SEM) as follows: "to contribute to Mercosur's objectives by setting up a common education framework to help stimulate ... integration, internal mobility and exchanges, with the objective of quality education for all, with special regard for the most vulnerable sectors of society, in a development process marked by social justice and respect for the region's cultural diversity".</p>	<p>The Rio Summit of 1999 (between Heads of State of the EU, Latin America and the Caribbean region) emphasised the importance of Human Rights, information society and reduction of social imbalances. This gave rise to horizontal projects such as @LIS (Information Society) and ALβAN (training of Latin American students in European universities).</p>	<p>MTR Mercosur (2007-2010): After considerable delays, implementation of the 'Higher Education Mobility Support Programme' (€ 3 m) has finally started. The first programme estimate was approved by the GMC on 5 December 2009.</p>

By land large, the field missions confirmed that 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. While in the majority of the cases the EU did not provide bilateral country-level support to HE, national development priorities were still systematically addressed through grant project funded under the regional/global programmes. Often national and regional priorities for grant projects (for example under Tempus) were established in agreement with the government stakeholders and thus in line with the country's development policies and goals.

**Table 4** Key field mission findings on the responsiveness of EU support to national and regional development needs

Country	Findings
Guatemala	<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 III PUENTES, TUNING América Latina, ALFA III INCA and INFOACES highlighted, among other points, that several projects (ALFA III 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 III USO+I participated the CUNOC (a regional centre of the USAC) at Quetzaltenango, a region with a high percentage of indigenous people.</p> <p>Interviewees in Guatemala gave several practical examples for the way EU support addressed the country's socio-economic needs, 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 AL, CELA, JELARE, Red MIPYME, among others) In other cases assessment is more because transfer happened more indirectly.</p>
Dominican Republic	<p>As EU support to HE was channelled through regional and worldwide 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.</p>
Mexico	<p>In Mexico (and in Latin America as a whole) EU support was channelled through the regional and worldwide programmes ALFA III and Erasmus Mundus. By definition, these programmes could not be linked to the specific development needs of a given partner country.</p> <p>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 by the EU support to HE, which – as provided through regional or worldwide programmes – was not linked to the needs of a specific country.</p>
South Africa	<p>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.</p>
Kenya	<p>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.</p>
Cameroon	<p>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.</p>

<i>Country</i>	<i>Findings</i>
Egypt	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
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 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 Law on Education adopted in 1995 was the first milestone in this regard. In 2005, the Law on Education 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>11</sup> The 2014-2020 Single Support Framework for EU support to the Republic of Moldova (2014-2017) directly addresses this principle.

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<sup>11</sup> Moldova 2020 - National Development Strategy: 7 solutions for economic growth and poverty, p.8.

### 1.2.3 I-123 Programmes and projects in support of HE have flexibly responded to new and emerging needs in partner countries and regions

#### **Description of the indicator**

As already outlined above, quality higher education and research institutions provide the critical mass of skilled and educated people needed to ensure genuine sustainable development. However, given that country and regional strategies have duration of seven years the relevance of initially planned interventions in response to specific needs and challenges in HE might change over time and thus potentially requires adaptation and realignment.

#### **Analysis**

The degree to which HE programmes and projects in support of HE have flexibly responded to new and emerging needs in partner countries and regions should be reflected in the MTRs, the 13 case studies conducted for this evaluation (although EQ1 is not an explicit focus of the case studies, any available evidence was nevertheless gathered), information provided by EU Delegations, and partly the CSP and RSP.

As demonstrated under I-122, EU support to HE has addressed key needs and challenges in HE throughout the world. In many cases this support was well targeted at, and often aligned with, development priorities as spelled out in national and regional strategies of governments or regional organisations. This approach was flexible insofar as the EU did not apply “one size fits all” approaches but embedded its support in the specific development contexts for HE in the respective countries and regions. However, EU support to HE did not – and possibly could not - immediately respond to suddenly emerging new needs. More often than not, needs and priorities as well as challenges in HE are of a structural nature (e.g. access to HE for poor and disadvantaged groups of the population; alignment of HE with labour market needs; internationalisation of HEI; harmonisation and standardisation of HE systems) and do not significantly change in a short-term.

At the same time the EU – at both programme and project level - has taken newly emerging needs into account in the design and partly in the implementation of interventions. Generally, as confirmed by the field mission, there has been no evolution of the EU approach to the support of HE during the evaluation period. However, lessons-learned have been taken into account for individual programmes

For example:

- In China, the provision of short-term training for senior Chinese nationals from government and civil society who have a potential role to play in the direction of China's future political, economic, social and administrative environment was considered (China CSP 2007-2013).
- In Thailand, the CSP 2007-2013 responded to changing needs against the backdrop of the country's graduation from being an ODA<sup>12</sup> recipient country. The CSP stipulates a stronger focus on knowledge sharing and dialogue rather than on traditional social development sectors.
- The Algeria CSP. 2007-2013 stresses the increasing demand and budget constraints which have highlighted the weaknesses of the education system and designs HE support in accordance with these main challenges.
- The Armenia CSP 2007-2013, identifies reforming and upgrading the education system with a view to convergence with EU standards and practices as the main emerging need – not at least against the backdrop of the need for strengthened democratic development, social stability and economic competitiveness. The HE actions are formulated accordingly.
- The “Arab Spring” of 2010-11 led to a re-focussing of *Tempus*: “A strengthened engagement in the area of education is a crucial element of the new approach vis-à-vis the ENP countries.... The recent developments in the South [the “Arab Spring”]

<sup>12</sup> ODA: Official development assistance.

have shown that particular attention needs to be given to supporting actions in favour of young people since they play an important role in the current democratisation process of the region” (Tempus IV, 2012).

- An *Erasmus Mundus* project in South Africa, SAPIENT, particularly responded to the need to provide access for students from disadvantaged socio-economic background to international exchange programmes with the view of strengthening their ability to contribute to science and innovation as the engine for economic development (case study Erasmus Mundus South Africa).
- Generally, there is evidence that both DCI and EDF funding was used in several countries to provide support to specific government-driven HE initiatives in a timely and flexible manner.
- Many EU Delegations regularly organised policy dialogues as well as events targeted at a broad range of HE stakeholders to facilitate the discussing of current issues in HE.

At the regional level *EduLink*, the *Intra-ACP* Mobility Scheme, the ACP window under *Erasmus Mundus* as well as Erasmus+ for the ACP countries were the result of a joint effort between the EU and the ACP Group of States. This approach substantially aligned the support with the regional development needs and created a strong sense of regional ownership.

Table 5 Key field mission findings on the evolution of EU support to HE

Country	Findings
Guatemala	While there was no evolution of the EU approach to the support of HE during the evaluation period, lessons-learned were taken into account for individual programmes.
Dominican Republic	During the whole evaluation period (with the exception of the merger of most of the HE programmes - ALFA III Tempus, Erasmus Mundus etc. - in just one, the Erasmus+ programme, which only started in 2014), no significant changes happened. However, at the same time there was no need for deeper programme modifications.
Mexico	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.
South Africa	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 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.
Kenya	The regional programmes– 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.
Cameroon	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
Egypt	In Egypt 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.

Country	Findings
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 projects towards collaboration between HEI among the countries of the Eastern Partnership in recent years. 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 co-operation facilitated exchanges of best practises.

Clear evidence of an evolutionary approach based on lessons learned is Erasmus+ which builds on the experiences of previous programmes. “Erasmus+ aims at going beyond these [previous] programmes, by promoting synergies and cross-fertilisation throughout the different fields of education, training and youth, removing artificial boundaries between the various Actions and project formats”<sup>13</sup>

#### **External factors**

Not a focus of this indicator

### **1.2.4 I-124 Support has targeted HE challenges in Fragile and Conflict-Affected Situations (FCAS)**

#### **Description of the indicator**

According to a World Bank projection, almost half of the world’s poor are expected to live in countries affected by fragility, conflict and violence by 2030. Addressing this challenge remains a concern for all donors and given the centrality of HE for achieving overall development objectives, supporting HE particularly in FCAS is of central relevance. The EU is committed to strengthening its support to FCAS. This commitment is emphasised in the 2011 European Commission communication and related Council conclusions “Increasing the impact of EU development policy: an agenda for change”, which calls for the allocation of more funds to fragile states.

#### **Analysis**

The EU does not have or follow a specific approach which would be explicitly targeted at HE challenges in FCAS. This was also confirmed by the field missions. Some CSP/RSP make at least implicit references to FCAS the design of HE interventions. Papua New Guinea, a country affected by FCAS, is the case in point. The CSP 2008-2013 does not explicitly mention FCAS but points to the specific challenges to HE in the country: “*Long distance travels, shortages of teachers in remote areas, and the significant private costs of education hinder access to education. Quality is compromised by variable teacher qualifications, inadequate learning materials for teachers and students, and high teacher absenteeism. Technical and vocational education and non-formal education remain poorly structured and not widely available. Post-secondary education, including the university sector, is costly, poorly connected to labour market needs, and of variable quality. Moreover, money is not reaching sufficiently the local-level governments, which means that they are unable to finance teaching, school infrastructure, health care, and so on.*” (See Table 3 for more examples).

EU bilateral aid disbursements to FCAS, which amounted to around EUR 2.7 bn in 2012, accounted for more than half of the total EU development aid (excluding humanitarian aid) in that year (EU, 2016). Against this backdrop it is surprising that strategy papers, programme documents, evaluations and MTR, and other key EU documents on HE do not address the link between HE and FCAS in a more systematic and explicit manner.

In general terms a recent report concludes, “*Fragility and conflict have moved up the international agenda in recent years, but there remains a significant gap between*

<sup>13</sup> Erasmus+ Programme Guide, Version 1, 2017, p. 9.

*international rhetoric and effective action to address this challenge [...] The EU often fails to live up to its potential in responding to fragility. For example, a recent analysis [2013] of EU performance in FCAS commissioned by the European Parliament found major weaknesses. These included poor analysis and poor use of analysis, ineffective early warning systems, an inadequate focus on conflict prevention, lack of expertise and weak coordination within and among EU institutions and Member States.”* (Castillejo 2015, p. 10, 16-17) The 2011 Thematic Evaluation of European Commission Support to Conflict Prevention and Peacebuilding does not cover support to HE.

It is also important to note that by their own nature crises are exceptional situations that in many case require support being designed and delivered in an ad hoc manner. The EU Trust Funds can include actions to support HE in crisis and fragile situations, such as in the case of Syria. However, in these contexts, it is even more important to respond to the country priorities that not always include HE.

**Table 6** Key field mission findings on targeted HE challenges in FCAS

<b>Country</b>	<b>Findings</b>
Guatemala	Although, in past decades, Guatemala was a case of a FCAS, no evidence has emerged for a specific EU approach towards the post conflict situation
Dominican Republic	n/a
Mexico	In the case of Mexico, as there has not been bilateral support to HE, it is not possible to assess if there has been a specific EU approach of HE programmes and projects in FCAS.
South Africa	n/a
Kenya	n/a
Cameroon	n/a
Egypt	n/a
Moldova	While Moldova is not a FCAS Transnistria falls in this category- However Transnistria has not received any EU support for HE.

### **External factors**

Not a focus of this indicator

## **2 EQ 2 on alignment**

***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?***

### **2.1 JC 21 Responsiveness of EU support to HE, in its design and implementation, to the partner country’s and regional priorities**

#### **2.1.1 I-211 Partner country’s HE policies are reflected in the conception of the EU support to HE**

##### **Description of the indicator**

The indicator deals with the EU regional/global versus bilateral support for HE and with the question whether partner countries’ policy priorities were taken into consideration and (at least to some extent) integrated into the EU’s Country Strategy Paper, other relevant planning document and coordinated with national governments and/or regional stakeholders.

##### **Analysis**

The clearest evidence exists in the cases of partner countries which received bilateral support. In Algeria, the reviewed documentation shows evidence that the Programme d’appui à la réforme de l’enseignement supérieur et de la recherche scientifique (*PAPS/ESRS*) is aligned to the two key policies of the Partner Country (PC) Algeria: to implement in the universities and extend to all HEIs both the LMD system and the enhancement of the graduates’ employability by closing the gap between the HEI and the enterprises. These two key components of the EU Bologna process are clearly reflected in the EU support to the HE system (Monitoring Report, 2013; country case study Algeria).



In the DRC HE policy stresses the need to build capacity and develop research in priority fields such as malnutrition, agricultural development and environmental protection. The conception of EU support to HE reflects these priorities by integrating high level capacity building through HEIs (PhDs, MSc and ad hoc short courses) within in an overall support to the national policy for conservation and management of Forests and Biodiversity (TAPs) (Country Case Study DRC).

In the case of China the MR 2012 for *ICARE* notes that the project “*is very relevant for China's strategies for energy saving and efficiency in the context of global climate change and for strengthening international exchange and co-operation in higher education.*” (Country Case Study China)

Despite the global or regional nature of the support based on programmes, EU support was responsive to key national development priorities. Individual projects across all programmes were strongly aligned with national and regional priorities.

In some bilateral country co-operation agreements additional funds were allocated to *Erasmus Mundus*, thereby enabling an increase in the number of successful applications of national students (Erasmus Mundus External Co-operation Window (EMCW) for Argentina, Brazil, Mexico etc.) on the one hand, and a possibility to agree on specific subject priorities and special conditions (like the priority for participants from marginalized or vulnerable groups) on the other.

In recent years, improvement of national HE systems has been mentioned explicitly or implicitly as an important objective in national development policies in most partner countries. In their design and implementation, the regional and global EU-supported programmes have responded to the specificity of the partner countries and regions on which they focus. *Erasmus Mundus* as a global programme did not address explicitly regional needs and priorities. This was never the programme's objective. It was rather directed to the worldwide provision of scholarships for top quality Joint Master programmes offered by EU universities and financed by the EU. Partner country HEIs could be part of the consortia offering the degree programmes. This was based on the objective of making Europe's higher education area more attractive worldwide. Yet, to close the gap between its worldwide coverage and general conditions of participation and the specific needs of developing countries, the EU introduced several country specific co-operation windows (EMCWs). This allowed, at least to a certain degree, to address specific national priorities like subject related priorities, actions for applicants from disadvantaged regions or minority groups, among others. EU funding allocated to the *Erasmus Mundus* External Co-operation Window of a specific partner country could also mitigate the extremely competitive selection process of the *Erasmus Mundus* scholarship applicants. If their academic profile met the eligibility criteria, they could be awarded with an *Erasmus Mundus* Scholarship for a Master or Doctoral programme without competing with candidates from countries all over the world.

The follow-up (Erasmus Mundus Joint Master Degrees) which is one of the Erasmus+ actions, follows the same objective as Erasmus Mundus. However, it now includes an explicit second objective which is to boost the skills, competences and employability of graduates from partner countries across the world.<sup>14</sup> Hence, in addition to the 'normal' competition to select the best students worldwide on to the courses (a number of whom are from partner regions), additional funding is being made available to boost the numbers of students coming from one or more regions (financed by DCI, EDF and ENI in this case).<sup>15</sup> This is done on a predictable and annual basis which was not the case before where ad-hoc injections of funding were provided during the programming period. There is an intrinsic tension regional

<sup>14</sup> See Erasmus+ MIP for DCI 2014-2020. .

<sup>15</sup> These regions are Eastern Partnership countries (Region 2); South-Mediterranean countries (Region 3); Asia (Region 6) with a specific scholarship allocation to the Least Developed Countries; Central Asia (Region 7) with a specific scholarship allocation to the Low or Lower Middle Income Countries; Latin America (Region 8) with a specific scholarship allocation to the Lower Middle Income Countries<sup>93</sup> and a maximum allocation to Brazil/Mexico; South Africa (Region 10); African, Caribbean and Pacific countries (Region 11); and Gulf Cooperation countries (Region 12). See Erasmus+ Programme Guide, Version 2017, p. 114.

between programmes (like *ALFA III*, *Tempus*, *EduLink* and others) or even worldwide HE co-operation programmes like *Erasmus Mundus* and (since 2014) *Erasmus+*) and the CSPs, aiming at addressing the needs and policy priorities of a specific partner country (often following a policy dialogue with the national government and HE stakeholders) and region.

The CSPs and RSPs (as well as MTRs and RSEs) illustrate the EU's concern with partner countries' policy priorities, taking them into consideration and - wherever possible - including them in the EU co-operation strategies. However, EU co-operation in HE relied heavily on regional programmes and *Erasmus Mundus*.

The analysis of CSPs and RSPs for Asian, African, Latin American and Caribbean partner countries, and in particular the European Neighbourhood countries, confirms that partner countries' specific HE policies and priorities have been considered in most cases and, though information seems to be rather general, incorporated at least partially into the EU co-operation strategies. Examples for which more detailed analyses were available included among many others, China, Thailand, ENP and countries in Central Asia.

- In **China**, China's Policy Agenda includes as a priority *“Development of human resources, talent and technology: to improve the country's innovative capacity; to ensure a more equitable distribution of education resources; and to improve the quality of higher education.”* (CSP China 2007-2013)  
The country case study China focuses on a specific EU-China co-operation project: the EU-China Institute for Clean and Renewable Energies (ICARE). The Case Study, based mainly on the MR 2012, affirms *“that the project is very relevant for China's strategies for energy saving and efficiency in the context of global climate change and for strengthening international exchange and co-operation in higher education.”*
- As the CSP for **Thailand** explains, the country *“graduated from being an ODA recipient”*; therefore, the EU co-operation shifted to support *“the achievement of Thailand's national development goals”*, particularly *“human resource development”*, which includes HE and research (CSP Thailand 2007-2013).
- The CSPs and RSPs for **European Neighbourhood Policy** countries reflect the ongoing intensive dialogue on HE, which started in many cases more than twenty years ago, as a priority area of co-operation between the EU and these partner countries. At the same time, the documents stress the necessity of *“complementarity and consistency with the regional strategy paper and other ENP instruments”*, i.e. alignment with the strategies and action lines the EU defined previously in Regional or inter-Regional Strategy Papers.
- The RSP for Latin America explicitly proposed a dialogue with Latin American countries vis-à-vis the programmes starting 2007: *“There must be consultation and dialogue on the introduction and implementation of these programmes with eligible countries to ensure closer coordination between implementation of policy priorities and the impact of European co-operation on regional development”* (RSP Latin America, 2007-2013).

**Box 2**                      *Examples of CSPs and RSPs which address HE in partner countries and regions*

- The CSPs for other **South East Asian** countries stress the strengthening of the HE systems as a national policy priority (The CSP Vietnam states that HE is a priority area of co-operation with the EU: *“The main objective of higher education in Asia is to enhance international co-operation capacity of universities in third countries (...).”* (...)*“These thematic activities (...) form part of the policy dialogue with Vietnam”* (CSP Vietnam 2007-2013).
- Other CSPs of **ENP countries**: The CSP Algeria (2007-2013) addresses the Algerian government policy and its priorities, among them *“implementing reform of the national education system: reform of national education, reform of higher education (...).”* The CSP explicitly points out that the EU Response will rely on the need of *“Complementarity and consistency with the regional strategy paper and other ENP instruments”*, and also with the co-operation efforts of Member States (like France). However, the CSP adds that *“the thematic activities will be launched only if they offer clear added value”*.
- The CSP **Russia** (2007-2013) stresses the *“EC Response Strategy”*, the *“policy mix”* and the *“Common Space of Research and Education, and Culture”*. In the field of education, *“both the EC and Russia participate in the Bologna Process, aiming to establish a European Higher Education Area by 2010.”* ENP Instruments apply region wide. Russia will be fully involved and benefit from additional country specific funds

for Tempus and the EM-programme.

- The RSP **Asia** (2007-2013) explicitly mentions HE as one of three priority areas of Regional Co-operation, emphasizing that *“Regional co-operation has an inherent comparative advantage vis-à-vis intervention on the country and global level. The added value for each area of concentration is (...) Higher Education and Support to Research Institutes (...).”*(Chapter 4 – the EC Response, Complementary Issues).
- The RSP **ENP South** (2007-2013) enumerates the policy priorities decided by the Heads of State at the Euro-Mediterranean Summit in Barcelona (November 2005), inter alia, education and culture. The EC response strategy in HE focuses again on the ENPI wide regional programmes Tempus and a Scholarship scheme, *“not only to improve the quality of higher education but also to promote intercultural dialogue”* (Strategy, 7. The EC Response Strategy, 7.1, General Principles and 7.2, Priorities).
- With regard to **Latin America**, there are 4 Regional Strategy Papers (all 2007-2013): RSP Andean Community; RSP Central America; RSP Latin America and RSP MERCOSUR. After an analysis of the current situation in the different regions, the RSPs affirm that almost all countries include the improvement of the national HE system as part of their policy priorities; therefore, HE and Research are important areas in the EU co-operation agenda. The EU co-operation agenda mainly comprises the thematic programmes in HE for Latin America as a whole (ALFA III, ALBAN), and Erasmus Mundus. Due to this fact, it is difficult to assess that they were designed to respond to specific partner country priorities.

A rare example of diverging strategies in HE between a partner country and the EU, which led to some political misunderstandings, is the case of Brazil. The CSP Brazil (2007-2013) states that coherence and complementarity will be sought in line with the Latin American Regional Strategy – which consists of:

- Supporting social cohesion,
- Regional integration, and
- Investing in human resources, especially through higher education - with the EC thematic programmes (*ALFA III*, ALBAN, EM etc.). Then, the CSP continues emphasizing European HE, the Bologna process and the common higher education area ALCUE (America Latina Caribe Unión Europea - a common higher education area of Latin America, the Caribbean and the European Union).

It should be noted that Latin American senior specialists in Higher Education are very critical about the existence of the ALCUE. ALCUE was by no means a priority in Brazilian HE policy, mainly because it did not exist, except as a vision of some European enthusiasts of EHEA. The necessary first step to create the “ALCUE” would be the creation of a Latin American and Caribbean common HE space – which until now is far away from being a reality.

In 2011/2012, the EC (EAC) ordered an external assessment study *“Analysis of existing co-operation in terms of academic mobility between the EU and Brazil and identification of the main obstacles to mobility”*, Final Report (Framework Service Contract No EAC/02/10, Ref. Ares (2012)113376 – 1 February 2012). The study’s conclusions are worth to be taken into consideration because they address critically the issue of alignment with the partner country’s policy priorities.

First, the study assesses the quite limited co-operation between the EU and Brazil, contrasting it with other countries. Second, only little dialogue on HE priorities existed; then, the study continues: *“It seems that Brazil wants to be considered as a player and not only as an emerging country with which the EU carries out educational aid policies such as ALFA III or Erasmus Mundus (...) Brazil seems to be looking for a bilateral agreement instead of merely aid programmes”*.

Later, speaking about academic issues, the study ascertains that *“the Bologna Process is not well considered in Brazil”, and recommends: “(...) the implementation of new programmes should be realised with a certain prudence and according the specific sensibilities in higher education policy makers. That means, new programmes should not only be as transparent as possible, they should also stress the principles of exchange, co-operation, and reciprocity”*(...)

The external assessment suggests that in the particular case of Brazil, the EU Country Strategy Paper (2007-2013) was little responsive to the country’s own policy strategies, which led to some misunderstandings and hampered the bilateral policy dialogue in HE.

Table 7 Key field mission findings on the conception of HE support

Country	Findings
Guatemala	<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. 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 III 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>
Dominican Republic	<p>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 Erasmus Mundus 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 (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). 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.</p>
Mexico	<p>Some interviewees from the HEIs sector had critical remarks with regard to the EU programmes ALFA III and EM. They 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. They 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. However, these critical remarks of 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 experience in one particular ALFA III project with a project leader of the network who was not particularly consensus-oriented.</p> <p>Other 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.</p> <p>From UNAM’s point of view, there is more co-operation with the EU than with the US.</p>
South Africa	<p>Erasmus Mundus Action 2 in South Africa was a single co-operation window, enabling the DHET and the EUD to shape it to a considerable extent to fit the country’s priorities. This was not the case with Edulink and the Intra-ACP Academic Mobility Scheme; 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.</p>

<b>Country</b>	<b>Findings</b>
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. There have also been opportunities, particularly through Edulink, for individual Kenyan HEIs to ensure that projects reflect certain specific national needs and priorities.
Cameroon	Through Erasmus Mundus Action 2 and the Intra-ACP Academic Mobility Scheme 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 is not as obvious in Edulink and Intra-ACP Academic Mobility Scheme interventions for which proposals were assessed by EACEA more in relation to the quality and internal consistency of the proposed projects than with the view of their relevance to regional and national priorities.
Egypt	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 co-operation with HEI (see EQ7) which was also seen as a strategic objective by key HE stakeholders.
Moldova	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.

### External factors

Not a focus of this indicator

## 2.1.2 I-212 Joint (government and other development partners) field missions and shared analytical work in contrast to donor specific ones

### Description of the indicator

One of the lessons learned in decades of development co-operation is the importance of "ownership" of a given co-operation programme or project. This is based on the assumption that actions which are owned by the partner country are more likely to be successful and sustainable. Ownership is likely to grow when donor and partner country jointly assume the responsibility for actions of the development programme agenda agreed. The different Declarations about development co-operation standards and procedures (Paris, Accra) emphasise that donors should privilege co-operation actions that run jointly with the partner country, rather than rely on their own procedures.

### Analysis

The National Erasmus+ Offices (NEOs) and their predecessors are bodies established by and in the partner countries (funded through the programmes). They contribute to joint monitoring. QA and monitoring of the activities, with the main emphasis on outcome and impact assessment, has been conducted by NEO and EACEA staff through field monitoring for projects. In 2006 EACEA introduced a policy of monitoring to all projects. Furthermore NEOs are actively involved in the definition of the national priority areas for the capacity building action (Tempus in the past). This contributes the national ownership of the programmes..

There is some evidence that joint projects like bilaterally funded institutes or centres, such as in the case of the the Chinese ICARE Institute<sup>16</sup> conducted shared analytical work such as monitoring and evaluation (case study China report)

### **External factors**

Not a focus of this indicator.

## **2.1.3 I-213 EU commitments mirror national development strategies in HE**

### **Description of the indicator**

The EU makes efforts to align its interventions in development co-operation with partner countries' policy priorities as they – faced with new challenges to the HE system – evolve. The indicator refers to the EU's response to changes in partner countries' national development strategies in HE and to the extent the EU was able to implement its bilateral commitments and accompany partner countries' priorities and changes over time.

### **Analysis**

Clear evidence was found for countries which received bilateral funding. In Algeria, by organising commitments through budget estimates which reflected (and adjusted to) the pace of HE reforms and development strategies, the EU aligned its support with the national reform strategy. Nevertheless, some delays occurred in the delivery of research and training equipment which slightly put this harmonised process at risk (Fiche de Suivi/Monitoring Fiche, 2013; Case study Algeria). In the DRC, long term national strategies for preparing the conservation infrastructure and the necessary high level human resources for managing their sustainability were addressed through capacity building in environmental management and research within a systemic project. The DRC national strategy of biodiversity combines the Program of Priority Actions (PAP), the Strategic Document for Growth and Poverty Reduction (DSCR) and the National Plan for Forests and Nature Conservation (PNFoCo).

Its two objectives are:

- Preserving biodiversity for re-establishing biological potentials of protected areas and improve their contribution to poverty reduction, and
- Ensuring the reconstruction of Congolese institutions through an effort of human & institutional capacity building.

The national strategy and its objectives constitute the “systemic rationale” around which the project is based.

However, even in countries which did not receive country-level support, projects funded under the global/regional programmes were aligned and directly responded to national - and also regional – development strategies in HE (Table 8). For example, in Mexico the EM Window was designed and implemented in collaboration with the Government; in Egypt *Tempus* national priorities were established in agreement with several Ministries. In Moldova major HE reforms were even the direct result of EU support. In South Africa, alignment with national priorities was achieved through the EU efforts to establish a constructive, close and regular dialogue with the sector, particularly through DHET.

*Table 8 Key field mission findings on EU alignment with national development strategies*

<b>Country</b>	<b>Findings</b>
Guatemala	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.

<sup>16</sup> Institute for Clean and Renewable Energy.

<b>Country</b>	<b>Findings</b>
Dominican Republic	<p>The topics of the Edulink projects visited gave evidence of a link to some of the country's development priorities (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). 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.</p>
Mexico	<p>Government stakeholders pointed out coincidences in the objectives but they did not speak about alignment.</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. 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 Latin American Governments rather as an official EU-project, which caused some reluctance within governments. 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>"Latin America remains the bastion of a European education which does not exist anymore!" – this exclamation of a top government official tries to illustrate the problems existing between the two education systems: "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 we here 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."</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: coverage, quality assurance, internationalisation and link with labour market needs.</p>
South Africa	<p>For Edulink and the Intra-ACP Academic Mobility Scheme 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.</p> <p>Erasmus Mundus Action 2 in South Africa was a single co-operation window. This enabled the DHET and the EUD to negotiate 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)</p>
Kenya	<p>It cannot be said that EU support to HE in Kenya is based on Kenya's national development strategies, institutions and procedures. 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. Nevertheless, 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 the Intra-ACP Academic Mobility Scheme and through curriculum development in the Tuning Africa pilot.</p>
Cameroon	<p>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)</p>

Country	Findings
	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 HEI (and procedures when space is left by the procedures requirements of the EU Thematic programmes).
Egypt	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)
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.

### External factors

#### 2.1.4 Not a focus of this indicator. I-214 Partner countries contribute to bilateral co-operation with funding and provide institutional support to carry out joint programmes and/or action plans

##### Description of the indicator

The question of “ownership” of a given programme or project is of crucial importance for success and sustainability of an intervention. Ownership means shared responsibility, joint management or joint monitoring. It may also mean – but not necessarily – joint funding by the donor and the recipient country.

The indicator aims to assess the extent to which the EU and partner countries provided joint funding and institutional support aimed at strengthening the capacities to carry out joint programmes and/or action plans.

##### Analysis

*EduLink*, the *Intra-ACP Mobility Scheme*, the ACP window under *Erasmus Mundus* as well as Erasmus+ for the ACP countries were the result of joint efforts between the EU and the 79 countries of the ACP Group of States. The ACP Secretariat as the executive and administrative organ of the ACP Group of States was the contracting authority for *EduLink*. This approach contributed to the alignment of the support with the regional development needs and created a sense of regional ownership. At the same time it should be noted that the ACP Group of States as a representative body can only mirror the specific HE needs of all its member countries to some extent.

The ACP Group of States specifically requested *EduLink*, the *Intra-ACP Academic Mobility Scheme* and the ACP Window under *Erasmus Mundus* to be funded by under the 9th (for *Erasmus Mundus* only) and the 10th EDF. The *Intra-ACP Academic Mobility Scheme* built on the African Union’s Mwalimu Nyerere programme for Africa and the EU granted additional funding (as well as setting up a similar scheme for the Caribbean and Pacific regions) rather than providing all of the necessary funds.

Over the last decades, several partner countries achieved substantial economic growth and gained international political weight. They “graduated from being an ODA recipient” (as a CSP mentions, referring to Thailand) and entered the group of middle income countries or emerging economies. Some of them became so called regional or even global players (in **Latin America** particularly Brazil and Mexico). These countries made also fundamental progress in developing their HE systems and have started developing own academic exchange programmes and international research co-operation. After negotiating with several EU Member states, co-funded bilateral academic exchange and scholarship programmes were signed between, among others, Brazil and Mexico (separately), and an EU Member State (France, Germany, Netherlands, Spain, United Kingdom...). Both LA countries even went a step further: they started, sometimes in co-operation and with co-funding of Member States, co-operation programmes in HE for less developed countries (Mexico: for Central America; Brazil: for Portuguese speaking countries in Africa).

These co-funded bilateral programmes generate added value: first, there is a strong financial commitment of the partner country; second, the EU-Member State has sound proof that its



co-operation commitment is fully aligned with the partner country's priorities. The EU regional or worldwide programmes, which benefit the same Latin American countries, however, stand alone, i.e., are financed without any (or only very weak) financial or institutional commitment of the partner countries. This might raise the question if and to what extent the regional or even worldwide approach of the EU – until 2014 through *ALFA III*, *Erasmus Mundus*, now through *Erasmus+* - could be, due to the regional design and clear EU-ownership, an obstacle for exploring opportunities of joint co-operation programmes with partner country funding.

Evidence of partner countries co-financing bilateral co-operation and institutional support was only found in three Country Case Studies: **China**, **Algeria**, and **DRC**.

The case study **China** (EU-China ICARE project) affirms: *“The Chinese beneficiaries have treated ICARE as an “own” institution since its establishment within HUST (= Huazhong University of Science and Technology). The Chinese partners have expressed an interest to continue the ICARE operation after the EU funding ends. As a result, the commitment of the Chinese beneficiaries to ICARE is high. HUST has made about €2.8 million in-kind contribution to ICARE on behalf of the Government of China between 2010 and 2013. It seems that the Chinese governments (both central and local) attach great importance to ICARE (MTE 2013).”*

The Algerian Government, through its MESRS, is contributing to the programme with a 19,427,592 € funding and has appointed, for institutional support, a Project Manager (Directeur du Program-DP) in order to co-manage the programme with the UAP (PMU) recruited by the EU. Ref. PAPS/ESRS 3 (Country Case Study Algeria)

The case study **DRC** states that the *“national partner HEIs have contributed heavily to the implementation of the programme with institutional support for a continuation of degree courses, managing learners on the academic and administrative matters (up to 200 high level new learners brought by the project in each partner HEI).”* Some Education and Research institutions in Africa seem to be jointly financed (RSP Western Africa, Annexes, and Appendices 2). There was no evidence in the documentation of a joint programme having been carried out with a partner country (either benefitting own HEIs or targeting third countries (thus starting an own – though shared – development programme).

The Erasmus+ legal basis allows for injections of co-funding from partner countries into all international actions, which was not the case under the former programmes. Joint co-operation programmes with partner country funding is therefore possible.<sup>17</sup>

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<sup>17</sup> The Erasmus+ Programme (Regulation EU No. 1288/2013), § 35.

**Table 9** Key field mission findings on bilateral funding

<b>Country</b>	<b>Findings</b>
Guatemala	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 mostly complementary to actions implemented by the Government. In other words, 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, thus allowing synergies between projects in the framework of the major HE programmes and bilateral EU support, normally provided by the EU Delegation.
Dominican Republic	There were no bilateral interventions in HE for the Dominican Republic
Mexico	There were no bilateral interventions in HE for Mexico
South Africa	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 co-operation window for Erasmus Mundus also triggered a high level of involvement of DHET officials in shaping the programme. 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.
Kenya	There were no bilateral interventions in HE for Kenya.
Cameroon	There were no bilateral interventions in HE for Cameroon
Egypt	There were no bilateral interventions in HE for Egypt
Moldova	There were no bilateral interventions in HE for Moldova

#### **External factors**

N.A.

## **2.2 JC 22 EU support to HE is based on partner countries’ national development strategies, institutions and procedures**

### **2.2.1 I-221 Partner country’s national development strategy papers in HE include (or mention) the EU support as complementary actions**

#### **Description of the indicator**

It is part of the common political duties of a country’s government to elaborate a general national development policy strategy, but also define sector policy strategies, e.g. in HE. These strategy papers are the “roadmap” for the government’s action plans for a given period of time. In general, such strategy papers are discussed with relevant stakeholders, the general public and most probably also in Parliament for approval. It is unusual that contributions of foreign donors (maybe with the exception of financial issues like World Bank or IMF funding commitments) should appear in a governmental development strategy paper.

Therefore, if a partner country refers in its national development strategy paper for HE to the EU support as a complementary action, it shows a successful aligning of the EU support with the national strategy in this area. According to the Paris Declaration, this showcases good practices in development co-operation.

This indicator refers to EU bilateral support to a given country which is considered by the country’s government as complementary to the national development policy in HE, and is explicitly mentioned as such.

#### **Analysis**

No evidence has emerged for any reference of EU support in national HE strategies and policies.

Table 10 Key field mission findings on national HE development

Country	Findings
Guatemala	No evidence was found
Dominican Republic	No evidence was found
Mexico	In Mexico no bilateral support was provided, with the exception of the EM External Co-operation Window, whose focus was negotiated with the Mexican Government. Therefore, it was complementary to Government's interventions in HE.
South Africa Kenya	Kenya and South Africa both have National Development Plans that start in the evaluation period and extend to 2030. Neither mention the EU in relation to HE. Kenya has an education strategic plan for 2008-2015. Also no mention of the EU. SA has a higher education strategy dating from 2001 which has not been updated. No mention of the EU either.
Cameroon	As a framework for the HE development, Cameroon has a "Growth and Employment Strategy Paper" (DSCE) adopted in 2013, i.e. a development plan up to 2035; for the HE sub-sector, the most recent policy documents are the New University Governance (NGU) enacted by the Head of State in 2007 and a driving force of the LMD reform; and the "Strategy of the Education and Training Sector 2013-2020" (DSSEF) – prepared in 2013 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". Apart from the references to the Bologna process in the NGU, none of these documents offers any mention of EU support to HE.
Egypt	There is no mentioning of EU support in government strategies
Moldova	According to an interview at the Moldovan Ministry of Education, the new Education Code of 2014 "was triggered and then supported by Tempus" but there is no explicit mention of the EU support.

**External factors**

Not a focus of this indicator.

**2.2.2 I-222 Part of EU HE support that uses partner country procurement systems****Description of the Indicator**

The indicator refers to the percentage of EU support to HE channelled through the national administrative procedures of the partner country. Again, using partner country procurement means offering to the developing country a shared ownership of the programme or action and proves donor's alignment with the principles of the Paris Declaration on aid practice ('system's alignment').

**Analysis**

This indicator was assessed as part of the country case studies (Algeria, China and DRC) and the eight field mission countries. Evidence has only emerged in the case of South Africa. 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 co-operation.

**External factors**

N.A.

Table 11 Key field mission findings on partner country procurement systems

Country	Findings
Guatemala	National level procurement systems played no part in the HE programmes in Guatemala
Dominican Republic	National level procurement systems played no part in the HE programmes the Dominican Republic
Mexico	National level procurement systems played no part in the HE programmes in Mexico
South Africa	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 co-operation.
Kenya	National level procurement systems played no part in the HE programmes in Kenya.
Cameroon	National level procurement systems played no part in the HE programmes in Cameroon
Egypt	National level procurement systems played no part in the HE programmes in Egypt
Moldova	National level procurement systems played no part in the HE programmes in Moldova

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

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

#### 3.1 JC 31 Improved management practices

##### 3.1.1 I-311 HEIs have defined strategic goals and related objectives which are communicated clearly and in time to concerned staff

###### **Description of the indicator**

The indicator is self-explanatory. The existence of clearly stated and communicated strategic goals and objectives to outline desired pathways towards improvements in the quality of teaching and learning are necessary framework conditions for achieving quality gains.

###### **EU contribution**

###### *Box 3 Key findings from the HEIs survey*

According to the HEIs survey, 93% of departments/faculties of coordinating universities in partner countries have an overall strategy or action plan for improvement of quality of teaching & learning, and 85% of them have such a strategy for research. Among reasons for the lack of such a strategy are university restructuring, lack of finance for reforms, lack of staff, and lack of understanding of the Bologna process, and as far as research is concerned, it depends on sporadic short-term donor funding.

Teaching & learning strategies aim at improving quality of teaching and university administration, conditions for teachers and teaching, curricula, e-learning, infrastructure, labour market orientation of courses, usage of ICT, and internationalisation. Research strategies include objectives such as creating enabling environment, utilization of research results, acquiring equipment, and strengthening capacity of research staff and national, regional and international partnerships.

In more than a half of the faculties, a link could be established between the development of the strategies and EU support. Sometimes, strategies emerged as part of an EU-funded project ) that brought together relevant stakeholders within universities, and between them at the national, regional and international level. Other times EU support was a catalyst), e.g. by exposing partners to the international academic world, by capacity building measures and various exchanges that helped raise awareness about the importance of modernisation of teaching & learning approaches. In terms of research, parts of strategies can be implicitly linked to Tempus projects.

Clear evidence has emerged in the case of *EduLink Eastern Africa* where most of the 22 beneficiary African Universities (and nine EU partner Universities) taking part in the six selected projects had their own strategic plans (SP). All HEIs' SPs shared the same objective of "establishing closer links with the social and economic communities at national and local levels". The HEI's participation in the *EduLink* programme triggered initiatives for establishing more systematic and regular approaches to, internal communication and dissemination plans and actions compared to practices prior to their participation in *EduLink* (case study *EduLink Eastern Africa*).

In **DRC**, the two EU-funded projects were fully integrated within the development strategy of their respective host HEIs (UNIKIS and ERAIFT) which communicated relevant information about the HEIs strategies and objectives internally to their staff. Nevertheless, UNIKIS had a more systematic communications policy towards its academics and students than ERAIFT. (case study DRC).

In the case of **ENP East**, *Tempus IV*-supported projects included their own management goals and objectives; these were in general well communicated to all relevant stakeholders within each partner HEI and outside, including the Ministry of Education and Civil Society Organisations (CSOs) in particular. However, the management of the EU-funded projects was not merged with the general management (strategic goals & related objectives) of the respective HEI, so that the *Tempus IV* projects are often external to the HEI and, sometimes even isolated (Case Study ENP East). However, as this also means that, given their specific position, *Tempus IV* could often act as bridgeheads for change as the field missions revealed (see for example country note Moldova).

In **Latin America**, an *ALFA III* project, TELESCOPI, aimed at establishing a Network of so called Observatories of Best Practices concerning "Dirección Estratégica Universitaria" (strategic university leadership) at the network HEIs. First, an operational guideline with the procedures and criteria for the selection of best practices was elaborated and agreed, and,

second, a national committee for the evaluation of best practices was established. At the end of the ALFA III project's lifetime a co-operation agreement between the participating HEI's was signed, which established the Telescopi Network of (virtual) national observatories of best practices (in strategic university leadership). They would function as a country-specific website. To assure the quality of the best practices published, every best practices example has to pass an evaluation of a national council of best practices experts (these national councils were established during the *ALFA III* project's lifetime, but are supposed to work indefinitely without external financial aid. While this is not directly an example of having defined strategic goals in place, it is certainly an important step which is likely to contribute to improvements in this area. (Case study ALFA III)

In a similar vein, The *EduLink Caribbean* projects did not focus on the improvement of management practices at a general institutional level with the exception of the management of the *EduLink* projects themselves. However, experiences in managing the *EduLink* projects proved to be a valuable and beneficial experience for management practises at the participating Caribbean universities in general (case study EduLink Caribbean).

In **Central Asia**, the *Tempus IV* case study projects suggests that individual participating HEIs had difficulties in communicating clearly and completely the objectives, expected results and related activities of projects to the concerned academic staff and student, but rather relied on pre-existing Central Asian communication network and data bases. For example, the management of the three Central Asian HEIs involved in the Central Asian Network for Quality Assurance and Accreditation (CANQA) did not set internal strategic objectives for the project activities, but relied on pre-existing communication networks such as the Educational network association (EdNet) or CA Foundation of management development (CAMAN) created prior to the project for integrating EFQM standards into the HEIs' academic practices (cf. CANQA intermediate report). They relied also on networks such as the CANQA Google groups.

### **External factors**

Strategy development is driven by, and based on, a bundle of factors, including but not limited to, national HE policies and legislation, the general framework conditions under which HEIs operate (public or private), personal ambitions of the top management (university presidents, rectors, vice chancellors etc.) and the interest and influence of external funding bodies, including donors.

### **3.1.2 I-312 Internal guidelines, rules and procedures to ensure compliance with HE polices are in place and regularly updated**

#### **Description of the indicator**

The indicator assesses to which extent EU-supported projects assisted HEIs in ensuring compliance with laws and regulations governing the provision of degree programmes and related aspects. This can be a complex task and process as HEIs can be subjected to dozens of legal acts and policies.

#### **EU contribution**

Evidence, albeit vague and general, for a positive assessment of the indicator can be found in the EU's own assessment of **Tempus in the Southern Mediterranean**. According to the report "*The main achievements of the Tempus programme in the Southern Mediterranean 2002 – 2013*" *Tempus* projects have "*tackled the tricky subject of university governance. [...] Furthermore, Tempus IV "has helped raise awareness of alternative ways of working and of the importance of external representatives on governing bodies"* (Tempus: The main achievements of the Tempus programme in the Southern Mediterranean 2002 – 2013, p. 13).

For *Erasmus Mundus Asia West* projects, some reports referred to improved management practises as the result of the projects. The strongest evidence can be found in the final report of the first EXPERT project (EXPERTS I) which claims that he project had some considerable influence on academic life and institutional management, particularly "*in our Third Country partners and HEIs with no previous experience of EMA2.*" The report refers to some specific examples:

- *Bogor Agricultural University* (Indonesia) states that the project has been responsible for managing international co-operation and staff/student mobility at their institution more effectively
- *Kasetsart University* (Thailand) has experienced some developments in their institutional management of international affairs as a direct result of their involvement in the project and the exchange of best practice linked thereto.
- *University of Visayas/VSU* (Philippines): involvement in EXPERTS helped in getting the accreditation of their curricular programmes by an accrediting agency based in Manila. VSU established an International Affairs Office largely as a result of its involvement in the EXPERTS and AREAS projects. Visayas also prioritised sending administrative staff to attend a 1 month training period at Masaryk: these staff were based in various university strategic offices and have greatly enhanced their management capacity upon their return in connection with the internationalisation of the programmes Visayas offers.
- *University of Nanjing*: The project has encouraged NJU to have a more jointly centralised institutional management with regards to outgoing staff and student grantees, e.g. acknowledging the need to have a general information session among the key functional offices before announcing this project on their campus.

The ROM Regional Asia - *Erasmus Mundus* External co-operation Window, 2011, concludes *“Thanks to the use of learning agreements and transcripts of records, the skills of International Relations Offices (IROs) are improving for enhanced future international co-operation schemes. Some capacities are also being transferred to partner universities through consortium meetings, where experiences with the ECTS system are shared”* (case study Erasmus Mundus Asia West)

In **Latin America**, as in most other regions the progress and final reports of the selected *Erasmus Mundus* projects do not elaborate on the general internal guidelines, rules and procedures at partner universities. If information is available, it only covers aspects related to the management of the issues of the mobilities. For example, the final report of Monesia, 2013, stresses that the integration of the respective international offices into a multilateral network of universities helped these offices of improving the procedures and management practises that govern the flow of incoming and outgoing students. In particular, this was very important for the International Offices of the Brazilian universities.

Likewise, no evidence of “good practices” in the implementation of rules and procedures at HEIs with the objective of ensuring compliance with national HE policies was found in the case of the selected *Tempus IV Central Asia* projects. However, in two out of the four projects the respective HEIs signed agreements with the national Ministries of Education for the provision of advice on the compliance of the projects with national HE policies (case study Tempus Central Asia).

Generally projects across all EU-supported programmes mechanisms were put in place to ensure the compliance of the respective project (and its internal rules and procedures) with national HE policy. However, there was less a focus on the improvement of governance structures at the participating HEIs beyond the projects themselves. **ENP East** is a case in point: the governance of HEIs ensured, through internal rules and procedures, a minimum compliance of projects (including *Tempus IV* -supported projects) with HE policies; especially for the organisation of degrees and examinations and for complying with National Qualifications Frameworks, all of which are guided by national HE policies. Nevertheless, HEIs often established their own internal guidelines for curriculum development, student-centred teaching, projects selection, etc. without always ensuring compliance with national HE policies. Some evidence has emerged that the *Tempus* Higher Education Reform Experts (HERE)<sup>18</sup> have played an important role in contributing to the setting of guidelines

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<sup>18</sup> “HEREs are usually Rectors, Vice-Rectors, Deans, Senior Academics, Directors of Study, International Relations Officers and students. They provide a pool of expertise, promoting and enhancing progress toward further modernization of the higher education sector. The Bologna process is a source of inspiration, in the light of national needs and aspirations. Each national team of HEREs consists of a minimum of two and a maximum of

which are compliant with both national and EU HE policies (case study Tempus ENP East). On the other hand, in **Algeria**, available documentation shows evidence that executive decrees have set internal guidelines for the HEIs in order to comply with HE policies set by the national laws No 99-05 and Law 08-06 (case study report Algeria)

Furthermore, there is evidence that, as a general approach, projects put clear governance guidelines in place to ensure the accountability of project activities. For example, due to their – sometimes high- budgetary reliance on the EU interventions, all *Edulink* participating HEIs in **East Africa** designed “*Manuals of Rules and Procedures*”. This was certified by the 6<sup>th</sup> audit report, stating “*the HEI management had put in place a satisfactory internal control system and measures to ensure proper accountability of all Edulink project funds*” (case study Edulink East Africa)

### **External factors**

The above mentioned examples suggest that improvements were mainly the result of activities under EU-funded projects. The HEI survey partly supports this finding. However, other donors, including but not limited to the EU Member States, the US, Australia and Japan also fund governance-related activities in HE.

### **3.1.3 I-313 A performance monitoring and assessment system is in place, with adequate resourcing**

#### **Description of the indicator**

In 2003, the Ministers of the Bologna Process signatory agreed on the development of “*an agreed set of standards, procedures and guidelines on quality assurance*”. It has since become a commonly accepted notion that HEIs should have a policy and associated procedures for the assurance of the quality and standards of their programmes and awards. They should also commit themselves explicitly to the development of a culture which recognises the importance of quality, and quality assurance, in their work. HEIs should also have formal mechanisms for the approval, periodic review and monitoring of their programmes and awards. None of this is binding but there is consensus that EU support to HE should include working towards these objectives. The indicator assesses to what extent HEIs benefitting from EU support have taken measures to improve and strengthen monitoring and assessment systems.

#### **EU contribution**

#### **Box 4 Key findings from the HEIs survey**

According to the HEIs survey, 89% of departments/faculties of coordinating universities in partner countries have a performance monitoring and assessment system in place; almost in every case, it exists for academic staff and in half of them it exists for management / administration staff as well. If it does not exist (yet), it is because it is being developed or it would imply additional costs for universities and thus not favoured. The systems for academic staff include development of QA departments and manuals of procedures, monitoring of staff workload and learning outcomes, reporting on improvement of own qualification, on publications, research and international co-operation activities, and (internal and external) assessment of academic staff (e.g. linked to promotion), including using KPIs based on job description and feedback mechanisms involving students and peers (e.g. timesheets signed by student representatives and sent to QA departments). In more than three quarters of cases was the system for academic staff established with the support of EU-funded programmes (projects) focusing on the respective issues. The systems for management / administrative staff are similar in performance criteria and reporting requirements but often have different targets. In addition, life-long-learning programmes and programmes of professional training and retraining are embedded in them. However in only 20% of cases, these systems were established as a result of EU support, mainly through capacity building projects or their components.

*Edulink* and *Tempus* projects strongly contributed to the establishment of a QA system and related institutional structures.

An advanced approach to project M&E can be found in **Algeria**, where the Programme d'appui à la politique sectorielle de l'enseignement supérieur et de la recherche scientifique

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*nineteen members, depending on the size of the country and the number of higher education institutions there.*  
[http://eacea.ec.europa.eu/tempus/programme/heres\\_en.php](http://eacea.ec.europa.eu/tempus/programme/heres_en.php)

en Algérie (PAPS/ESRS) was monitored by 34 Objectively Verifiable Indicators (OVI); the *Unite d'Appui au Programme* (UAP/PIU) being in charge of gathering and processing relevant data. Resourcing was not an issue; what has been more an obstacle was capacity of the steering and control committees or boards to meet on time and perform their M&E functions (case study Algeria).

In the **DRC**, projects developed their own M&E system under the agreement between the HEIs and EU. In addition UNESCO in ERAIFT and Belgian co-operation in UNIKIS, both EU partners in its support to the project introduced their own M&E system in support of the Monitoring and Assessment functions in the project.

In **Eastern Africa**, steering committees (SC) of the six selected *EduLink* projects developed M&E systems for monitoring projects achievements funded under *EduLink*. In SUCAPRI and Bio Food-Agro Food cases, M&E systems pre-existed before the start of the *EduLink* initiatives and were funded from the respective HEIs' budgets. In the SUCAPRI project, M&E was conducted by the SC of the cross-university project: "*Results were communicated back to the participating universities and used to organise subsequent activities. In addition, stakeholder surveys (employers and Universities) were conducted for feedbacks on curriculum development and implementation as well as formation and establishment of innovation platforms*". This can be considered a "success story". Nevertheless, even in this case the available information was not sufficient to access to what extent M&E results were used beyond the projects themselves (e.g. for corrective and innovative measures on HEI's academic and management practices).

In **Central Asia**, between 2008 and 2014, *Tempus IV* supported a range of projects, directly addressing the modernisation of quality assurance in HE at programme, institutional or sectoral level. *Tempus* projects have clearly contributed to deepen the understanding, strengthen capacities and develop policies and tools for the modernisation of quality assurance mechanisms in HE in all CA countries<sup>19</sup>, for example:

- The *Tempus IV* CANQA project (2009-2012) set out to modernise policies for internal (and external) quality assurance in 17 partner HEIs across KG, KZ and TJ in terms of legislation, setting standards and guidelines, training/capacity building<sup>20</sup> and tools development (e.g. manuals, templates, job descriptions), and piloting these in a first self-assessment exercise of the partner HEIs between 2009-2010.<sup>21</sup> The project further supported the partner HEIs with the elaboration of strategic plans for quality assurance within these HEIs. However, the impact of the project is considered limited by the EACEA<sup>22</sup> and stakeholders in Kazakhstan<sup>23</sup>. They observed challenges related to the project's implementation, to stakeholder involvement at ministry level, regional co-operation and exchange outputs and their sustainability. These were reportedly related to a high staff turnover in the Ministry (KZ), but also to a series of communication and co-ordination challenges, in particular for the EU coordinator. Still interlocutors in KZ confirmed that the project increased capacities and know-how at the partner HEIs and issued a useful set of tools (manuals, templates, job descriptions) at the final conference.
- With 16 partner universities from KZ, KG, TJ and Azerbaijan the *Tempus IV* DoQuP project (2012-2014) helped define a blueprint of standards, requirements and procedures for assuring the quality of study programmes and ensure a consistent approach with the *Standards and guidelines for quality assurance in the European Higher Education Area* (ESG). Interlocutors in KZ considered DoQUP to have been very useful; first and foremost with a view to awareness and capacity building at HEIs, but also in taking the new approach and knowledge on board in their related work

<sup>19</sup> CAEP study on quality in HE and VET (2014).

<sup>20</sup> An expert group on internal quality assurance, all 17 experts are/were staff members of the partner universities' offices in charge of quality management and control - 4 from TJ, 6 from KZ, 7 from KG;

<sup>21</sup> Reports of the Tempus CANQA project (2009-12).

<sup>22</sup> EACEA/Tempus project officer's Emails from 16.04.2010 and 8.9.2011 re: 145688-2008-BE-SMHES: feedback from the field monitoring visits; Interviews during field phase in KZ;

<sup>23</sup> In interviews during field phase in KZ.



(RSE Central Asia, draft final report, February 2016; case study *Tempus* Central Asia).

- The project HEICA was exemplary in establishing a participatory performance management system. All stakeholders (five CA HEIs & three EU HEIs) “...were involved in the academic decisions of the project, with support by the HEICA-board (ref. <https://heica.inf.tu-dresden.de>)” This internal M&E approach was complemented by an external quality control system with “...two external experts (of CA & EU origin) involved with full access to the HEICA-board; they provided the 5 CA partner HEIs with a feedback...” (case study *Tempus* Central Asia).

As for *Tempus IV ENP East*, beyond the logical framework of the grant agreement (logframe), no systematic performance monitoring and assessment system was in place in any of the six selected projects.

Likewise in **Egypt**, project reports showed few evidence of established and operational M&E frameworks other than internal and rather informal “peer monitoring and assessment” systems (see also below *Table 12*).

In Moldova, 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 (see also below *Table 12*).

*Table 12 Field mission findings on QA and monitoring*

Country	Findings
Guatemala	EU support to HE has markedly strengthened Quality Assurance mechanisms at HEIs in partner countries and regions. This was confirmed in almost all the interviews held in Guatemala, no matter if it was at a public or a private HEI. 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.
Dominican Republic	The country visit gave only little evidence of improved management practices, with the exception of those linked to the EU funded project 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. 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 Tuning AL project at its own expenses, because the EU guidelines, following geographic aspects, considered it a Caribbean country not eligible to apply in the ALFA III programme.
Mexico	Stakeholders from both government and HEIs confirmed that EU support to HE contributed markedly to strengthening of QA mechanisms at Mexican universities. The number of accredited postgraduate courses at UAM grew, which was indirectly related to the EU projects and the debate within the university networks about Quality Assurance. 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. UNAM stakeholders confirmed improved management practices thanks to the EM projects – EM lot 18 and 20 and EM Eurica 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. The ALFA III project D-politane strengthened the Technology Transfer Offices in the partner universities through capacity building of their high level staff. Inter alia, the

<b>Country</b>	<b>Findings</b>
	<p>Universidad Autónoma del Estado de Hidalgo participated in the ALFA network, which continued active after the end of the EU funding.</p>
South Africa	<p>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 – the Intra-ACP Academic Mobility Scheme 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 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>
Kenya	<p>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.</p> <p>Only one of the EU's three main regional programmes has had a 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.</p>
Cameroon	<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 the Intra-ACP Academic Mobility Scheme 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 by 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 Edulink projects, opportunities to enhance their capacity in management practices were only offered by the visits of senior staff of EU HEIs (Universities of Porto, Lille, Alicante, Udine and Groningen as leading partners). This was in particular the case of Yaounde 1 and Yaounde 2, 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</p>

Country	Findings
	<p>Institute ("Grande Ecole").</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:</p> <ul style="list-style-type: none"> <li>• A growing concern for QA in HE was assessed;</li> <li>• Growing adoption of QA systems in HEIs was not stemming so directly from EU interventions;</li> <li>• An endogenous adaptation of QA to national HE policies</li> </ul>
Egypt	<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. In 2007, the Arab Network for Quality Assurance in Higher Education (ANQAHE) was established to provide a platform for co-operation 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>
Moldova	<p>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.</p>

### **External factors**

Requirements for M&E and performance assessment can be driven either by university policies or national frameworks or both.

### **3.1.4 I-314 Application of Bologna process management guidelines to HEIs**

#### **Description of the indicator**

The Bologna process is guided by several key mechanisms of which the Diploma Supplement (DS) and the European Credit Transfer and Accumulation System (ECTS) are the most important. The DS enables the description of a qualification in a way that makes it both easy to understand and to compare. ECTS is based on the student workload required to achieve a programme's objectives. DS and ECTS are essential pre-conditions for the mobility of students. The aspiration to improve the quality of higher education provision also lies at the core of the Bologna Process, and has underpinned major developments in quality assurance during the last 15 years. While the Bologna Process constitutes an intergovernmental agreement without legal obligations for the signatory states and participation is voluntary, it has nevertheless emerged as the most comprehensive framework for the management of HE in Europe in beyond. The indicator assesses the extent to which EU support to HE has promoted the expansion of the Bologna process as a global standard.

## EU contribution

There is ample evidence for the application of Bologna guidelines for most EU-programmes and the vast majority of the respective projects. The only exceptions are:

- The *Intra-ACP Academic Mobility Scheme* which was not designed to directly influence management practices at participant HEIs. The staff who have participated, have been almost exclusively academic, and their participation has been mainly in teaching and subject research.
- In **China**, there is no evidence of the application of commonly and jointly agreed implementation procedures, let alone Bologna Process management guidelines. Problems included: As of 2013, there were still misunderstandings of the flexibility (or inflexibility) of the EU rules and procedures. As a result, the European and Chinese partners have encountered some difficulties in the implementation of ICARE activities until today. In effect, two separate European and Chinese teams are managing ICARE at the same time which has become counter-productive.
- For *EduLink Caribbean* and *Erasmus Mundus South Africa* projects, no documented evidence could be found for the application of the Bologna Process

Table 13 Application of Bologna guidelines

Case Study	Evidence of the application of Bologna guidelines
<i>Tempus IV</i> Central Asia	Bologna Process management guidelines were a permanent reference for the projects activities. Nevertheless, their application have been only partial and concentrated almost exclusively on the implementation of ECTS, Quality Assurance framework and LMD structure but not on Life-long Learning (LLL), Supplementary Diplomas (SD), Joint curricula, etc.
<i>Tempus IV</i> ENP East	All projects dealing with the creation or upgrading of joint or individual degrees adopted Bologna management guidelines and in particular: <ul style="list-style-type: none"> <li>• LMD degree system (even if some partner HEIs, such as Russian HEIs, were not yet fully compliant with this guideline the existence of a QA system),</li> <li>• The use of ECTS in the design of degree modules, and</li> <li>• Life-long Learning (LLL).</li> </ul>
<i>Tempus IV</i> ENP South <sup>24</sup>	A number of Tempus projects in the region have focused specifically on the topic of quality assurance. In <b>Libya, Morocco, Syria</b> and <b>Tunisia</b> , Tempus projects have focused on introducing systems of internal quality assurance in institutions themselves. Other projects focus on accreditation and certification procedures as a means to quality assurance. In <b>Lebanon</b> , a Tempus project is working on developing tools for the new Lebanese national quality assurance agency. The Arab Network for Quality Assurance in Higher Education and national accreditation and quality assurance bodies are partners in many of these projects. <b>Egypt</b> is not a signatory of the Bologna declaration and Bologna guidelines are thus implemented on an ad hoc basis. Among BP management guidelines, only the QA system - through the National Authority for Quality Assurance & Accreditation (NAQAA) – has been implemented, all the other guidelines (LMD, ECTS, Diploma system, National Qualifications Framework (NQF) are not (or are only partially) complied to; DS is applied in 25% of the HEIs The projects Technology Management & Integrated Modelling in Natural Resource Projects and Clean Energy and Research in Environmental Studies applied (partially) BP process management guidelines, implementing the following characteristics: Multiple joint degree, ECTS system, and QA procedures (all six projects because of the existence of NAQAA). <b>Quality assurance is promoted</b> through detailed industry surveys and benchmarking before developing curricula, review boards and student evaluations. Quality assurance of systems and processes is promoted through obtaining ISO certification, 'investor in people' awards and other internationally recognized accreditation.
<i>Erasmus Mundus</i> Asia West	All final and progress reports elaborate in detail on the Bologna Process with particular emphasis to the mutual recognition of degrees/study components and credit transfers. All projects put internal QA systems in place for ensuring the quality of mobility during the grant period and all related aspects. However, there were differences in managing and applying recognition of study components and credit transfers. Examples include: <ul style="list-style-type: none"> <li>• All EU – host universities have standard procedure to provide diploma supplements, transcripts of records, and certificate of participation in the programme.</li> <li>• However, there were several HEI which did not have credit transfer systems: Khulna University, Bangladesh; Tribhuvan University, Nepal; Royal University of Bhutan; Pune</li> </ul>

<sup>24</sup> Tempus: The main achievements of the Tempus programme in the Southern Mediterranean 2002 – 2013.

<b>Case Study</b>	<b>Evidence of the application of Bologna guidelines</b>
	<p>University, and Delhi University.</p> <ul style="list-style-type: none"> <li>• Other partner universities such as Nanjing, Kasetsart, IPB – Bogor, USTC China, Visayas, Kathmandu, Peradeniya and Punjab apply partial or full recognition of ECTS.</li> <li>• In some partner countries significant progress was made. For example Thai universities have been applying ECTS for several years.</li> </ul>
<i>Erasmus Mundus</i> Latin America	All reports include detailed sections on the application of the Bologna process and specially the transfer and recognition of study outcomes.
<i>ALFA III</i>	None of the reviewed projects intended a direct application of Bologna Process guidelines to HEIs' teaching and learning organization, modalities and practices. However there is sound evidence that the European example (Bologna Process) inspired reform processes in Latin American HEIs as an example of best practices. The almost enthusiastic participation of 144 Latin American HEIs in the Tuning América Latina, Tuning has been also a prominent project in the predecessor programme ALFA II (2000 to 2006) clearly illustrates that credit systems, learning centred in students' competences, quality assurance systems etc. are on the agenda of Latin American HEIs.
<i>EduLink</i> Eastern Africa	<p>The Bologna Process is at the heart of the six case studies partnership actions<sup>25</sup>, illustrated by frequent references in the project documentation to the key guidelines of the process, such as:</p> <ul style="list-style-type: none"> <li>• All participating African HEIs use LMD system,</li> <li>• All use a NQF reference and are using or developing a ECTS-type system,</li> <li>• Life-long education is a commonly used practice.</li> </ul>
DRC	<p>The Bologna Process has been adopted as the HE management framework. This is the case in both projects in particular for the LMD<sup>26</sup> (and, in UNIKIS, for Life Long Learning) and each HEI advocates it as part of its policy, to be followed by its academic staff.</p> <p>As an example: <i>“Désormais le corps professoral de l'ERAIFT est sensibilisé au processus LMD... qui constitue le « fil conducteur » des enseignements. Les enseignants soulignent le rôle que joue l'apprenant dans ce nouveau système éducatif, en se positionnant au centre de son processus d'apprentissage.”</i><sup>27</sup></p>
Algeria	PAPS/ESRS 3 was built upon a national HE reform policy aiming at adopting the key components of the Bologna Process.

**Table 14** *Implementation of Bologna process in Tempus countries*

	<b>Level of integration in the BP</b>	<b>Level of implementation of a three-cycle structure compliant with the Bologna Process</b>
Kazakhstan	Bologna-Signatory Country (in 2010)	Extensive but gradual introduction of Bologna structure/ongoing adaptations or extensions
Kyrgyzstan	Non Bologna-Signatory Country	Extensive but gradual introduction/ongoing adaptations or extensions
Tajikistan	Non Bologna-Signatory Country	Extensive but gradual introduction/ongoing adaptations or extensions
Turkmenistan	Non Bologna-Signatory Country	No three cycle structure
Uzbekistan	Non Bologna-Signatory Country	Other existing three cycle structure
Armenia	Bologna-Signatory Country (in 2005)	Bologna structure fully implemented in all or most fields of study
Georgia	Bologna-Signatory Country (in 2005)	Bologna structure fully implemented in all or most fields of study
Ukraine	Bologna-Signatory Country (in 2005)	Extensive but gradual introduction of Bologna structure/ongoing adaptations or enlargement
Morocco	Non Bologna-Signatory Country	Extensive but gradual introduction of Bologna structure/ongoing adaptations or enlargement

<sup>25</sup> Although different in purposes and scope: 3 HEI capacity building, 1 pedagogical innovations, 2 “peer-learning” networks.

<sup>26</sup> LMD: Licence, Maitrise, Doctorat i.e. BA/BSc, MA/MSc, PhD.

<sup>27</sup> Now academic staff of ERAIFT is receptive to LMD process which is considered as the “thread” of the educational pathways. Teachers emphasize the role played by the learner in this new educational system, by locating themselves at the centre of their learning process.

	<i>Level of integration in the BP</i>	<i>Level of implementation of a three-cycle structure compliant with the Bologna Process</i>
Egypt	Non Bologna-Signatory Country	Another three-cycle structure exists
Tunisia	Non Bologna-Signatory Country	Bologna structure fully implemented in all or most fields of study
Lebanon	Non Bologna-Signatory Country	Extensive but gradual introduction of Bologna structure/ongoing adaptations or enlargement

Source: Tempus (2012), *Overview of the Higher Education Systems in the Tempus Partner Countries, Southern Mediterranean, Central Asia, Eastern Europe*

**Table 15** *Field Mission findings on the application of Bologna criteria*

<i>Country</i>	<i>Findings</i>
Guatemala	<p>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 EM and ALFA III etc. projects.</p> <p>Both HE programmes – ALFA III and EM – had an impact on the administration and management structures of the participating HEIs. The ALFA III 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>28</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>
Dominican Republic	<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 Erasmus Mundus 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.</p> <p>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. A process initiated almost a decade before through the Ten-Year Plan for Higher Education (PDES) 2008-2018 and the Strategic Plan for Science, Technology and Innovation (PESCYT + i) 2008-2018</p>
Mexico	<p>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).</p>
South Africa	<p>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.</p> <p>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</p>

<sup>28</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)

Country	Findings
	<p>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 co-operation. 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.</p>
Kenya	<p>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 EAC. There has been little material progress in regional comparability. 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 co-operation. 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.</p>
Cameroon	<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>
Egypt	<p>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 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>29</sup></p>
Moldova	<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> </ul>

<sup>29</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; Education Audiovisual and Culture Executive Agency. State of Play of the Bologna Process in the Tempus Partner Countries (2012) Mapping by country, April 2012.; stakeholder interviews.

Country	Findings
	<ul style="list-style-type: none"> <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> <p>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. Most importantly, Tempus – and to a lesser extent also EM - 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 professionalization of international offices (as a direct result of the need and necessity to manage international co-operation 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>

### **External factors**

While the adoption of Bologna Process criteria and guidelines is entirely attributable to the EU support, the actual level implementation and adherence to these guidelines depends on national laws and policies as well as the governance of HEIs.

In the Caribbean (and also Latin American) Dominican Republic, US influence in HE has a longstanding tradition and remains strong.

## **3.2 JC 32 Improved quality of teaching and learning**

### **3.2.1 I-321 Evidence of efficient M&E instruments for continuous assessment of quality teaching**

#### **Description of the indicator**

The confidence of students and other stakeholders in HE is more likely to be established and maintained through effective quality assurance activities which ensure that programmes are well-designed, regularly monitored and periodically reviewed, thereby securing their continuing relevance and currency. This indicator assesses to what extent EU support to HE has made a contribution towards the strengthening of formal and institutionalised approaches to the quality assurance in teaching.

#### **EU contribution**

A growing number of partner countries has implemented M&E and quality assurance (QA) mechanisms. Several of these reform processes were supported by EU-funded programmes and individual projects. Furthermore the vast majority of individual projects supported monitoring and QA systems for the purposes of project implementation, including – where applicable - for the supervision and teaching of degree programmes which were managed within the scope of projects.

*Table 16 National quality assurance system in Tempus countries*

	Name	Year	Status
Kazakhstan	Independent Kazakhstan agency on education quality assurance	2008	Independent national agency
Kyrgyzstan	State inspection on licensing and attestation of	1994	Ministry



	Name	Year	Status
	educational institutions under the Ministry of Education and Science of Kyrgyz Republic		
Tajikistan	Office of Attestation under the Ministry of Education	2003	Government-dependent ministry
Turkmenistan	Ministry of Education	1991	Government-dependent body or ministry
Uzbekistan	State Testing Centre under the Cabinet Ministers of the Republic of Uzbekistan	1994	Government-dependent body or ministry
Armenia	National Centre for Professional Education Quality Assurance Foundation	2008	A single or several independent national bodies for quality assurance have been established
Georgia	National Centre for Education Quality Enhancement	2006	A Government-dependent body or Ministry has responsibility for quality assurance.
Ukraine	Department for Licensing and Accreditation of the Ministry of Education and Science, Youth and Sports of Ukraine, State Accreditation Commission	1996	A Government-dependent body or Ministry has responsibility for quality assurance.
Morocco	National Coordination Committee for Higher Education (CNES) Coordinating Committee for Private Higher Education, National Evaluation Authority, Commission, Nationale de Coordination de l'Enseignement Supérieur (CNCE), Commission de Coordination de l'Enseignement Privé (COCESP), Instance, Nationale Pour l'Evaluation (INE)	2003 & 2005	A Government-dependent body or Ministry has responsibility for quality assurance.
Egypt	National Authority for Quality Assurance and Accreditation	2007	A Government-dependent body or Ministry has responsibility for quality assurance.
Tunisia	National Evaluation Committee	foreseen 2012	A Government-dependent body or Ministry has responsibility for quality assurance.
Lebanon	Ministry of Education and Higher Education (MEHE)	N/A	A Government-dependent body or Ministry has responsibility for quality control.

Source: Tempus (2012), *Overview of the Higher Education Systems in the Tempus Partner Countries, Southern Mediterranean, Central Asia, Eastern Europe*

### Box 5 Achievements in the area of quality assurance

#### Achievements in the area of quality assurance in ENP South

A number of Tempus projects in the region have focused specifically on the topic of quality assurance. In **Libya, Morocco, Syria** and **Tunisia**, Tempus projects have focused on introducing systems of internal quality assurance in institutions themselves. Other projects focus on accreditation and certification procedures as a means to quality assurance. In Lebanon, a Tempus project is working on developing tools for the new Lebanese national quality assurance agency..

#### Achievements in the area of quality assurance in ENP East

A number of Tempus projects in the region have focused specifically on the topic of quality assurance. In **Armenia, Georgia, Moldova** and **Ukraine**, Tempus has been instrumental in promoting a quality assurance culture within local higher educations. Enhancing quality assurance in European universities is one of the aims of the Bologna Process. Many European universities have put in place stringent systems and processes to ensure not only the quality of the curricula, but also of university management systems and processes. Quality assurance is promoted through detailed industry surveys and benchmarking before developing curricula, review boards and students' evaluations. Quality assurance of systems and processes is promoted through obtaining ISO certification, 'investor in people' awards and other internationally recognised accreditation. Quality assurance has also been fostered through the field monitoring of projects by the National Tempus Offices in-country and project officers from the Education, Audio-visual and Culture Executive Agency (EACEA) in Brussels. Since 2009, the EACEA has put increased emphasis on field monitoring to improve the quality of projects in the region and has introduced a policy of monitoring all projects, at least twice during their life cycle. Each visit involves meetings with the Rector or Vice Rector of the University, the Dean of the faculty, those involved in running the project from one or more partner institutions, as well as with the final beneficiaries, usually the students, to carry out a full evaluation of the project and help improve its quality. As a result, over the years, Tempus has increasingly become a meaningful support instrument, enabling Higher Education Institutions to develop appropriate governance and management structures, in order to effectively harness their potential and accomplish their educational purpose.

### Achievements in the area of quality assurance in Central Asia

Quality assurance has also been an important area in **Central Asia**. Indeed in all five countries in the region, a government-dependent body or Ministry is responsible for quality assurance and no mechanisms are foreseen for independent evaluation. Apart from Kazakhstan, in the four other countries, institutions are not allowed to choose a foreign quality assurance agency for quality assurance purposes. A number of projects in the region are working on the theme of quality assurance, creating regional networks, documentation systems, the professional development of leaders and developing QA systems based on Bologna standards. Quality assurance has also been fostered through the field monitoring of projects by the National Tempus Offices in-country and project officers from the Education, Audio-visual and Culture Executive Agency (EACEA) in Brussels. Since 2009, the EACEA has put increased emphasis on field monitoring to improve the quality of projects in the region and has introduced a policy of monitoring all projects, at least twice during their life cycle. Each visit involves meetings with the Rector or Vice Rector of the University, the Dean of the faculty, those involved in running the project from one or more partner institutions, as well as with the final beneficiaries, usually the students, to carry out a full evaluation of the project and help improve its quality. As a result, over the years, Tempus has increasingly become a meaningful support instrument, enabling higher education institutions to develop appropriate governance and management structures, in order to effectively harness their potential and accomplish their educational purpose.

*Source: Tempus (2013), The main achievements of the Tempus programme in the Southern Mediterranean 2002-2013, Tempus (2014), The main achievements of the Tempus programme in Central Asia 1994-2013, Tempus (2013), The main achievements of the Tempus programme in Eastern Europe 1993-2013*

Clear evidence is available for **Edulink Eastern Africa**. The reviewed documentation shows that the Steering Committees (SC) of the six projects of the sample have developed M&E systems. However, in two cases, i.e. SUCAPRI and Bio Food-Agro Food, they pre-existed before the start of the **Edulink** initiatives. All M&E instruments developed through **Edulink** were used to prepare the interim and final reports.

In **Latin America**, the documents for **ALFA III** also provided some evidence on **ALFA III** contribution regarding efficient M&E instruments: A methodology and instruments to collect information about the perceptions of impact of the processes of quality assurance was elaborated and applied, first in a pilot phase, then as definitive application, in CINDA. 25 HEIs of 17 countries participated -13 of Latin America, four from the EU. Life Long Learning (LLL) as a new subject of teaching and learning was introduced by TRALL. Pilot projects and courses on this topic were created and quality assurance tools elaborated (case study ALFA III).

For **Erasmus Mundus** projects in **Latin America**, information is only available on the existence and use of M&E instruments for the purpose of project implementation. The final report of Monesia, 2013, stresses that measures were put in place in order to ensure overall quality assurance of the action and on results obtained (internal and external evaluation, individual academic follow-ups, involvement of students in the process, etc.). *“The partnership understood quality assurance as a continuous process that helped to maintain the high standards of the project and its activities and to improve and adapt them wherever possible or required.”*

All **Erasmus Mundus** projects in **Latin America** employed all or some of the following approaches to quality assurance:

- Quality Assurance Committees which monitored the evolution of the project and the academic performance of the selected candidates, proposed improvements for the project, approved the reports from all grantees.
- Independent external experts who evaluated the overall performance and impact of the projects.
- Result Orientated Monitoring (ROM) which reported on the relevance, efficiency, impact and sustainability of the project with respect to the main objectives of the underlying funding instrument.
- Regular reports from grantees and supervisors: a monitoring tool on which the decision to continue the scholarships were based- The reports were revised and approved by the Quality Assurance Committees.
- Evaluation and impact surveys which provided feedback from the grantees shortly after the end of their stay abroad and at the end of the project (case study EM Latin America).

The final and intermediate reports of five *Tempus IV* projects in **Egypt**<sup>30</sup> show evidence of the use of ad hoc instruments for continuous assessment of quality teaching by the Egyptian partner HEIs. Although these instruments were validated by NAQAA, no standardised M&E system was established by the authorities of the Egyptian partner HEIs in these projects. A typical case of evidence is provided by the intermediate report of the project Solar Energy System Design using Advanced Learning aids *“In establishing the entire diploma curriculum, the Supreme Council of Egyptian Universities was instrumental in providing important feedback regarding the structure of the diploma, the number of lecture hours and the content of the practical training material. This feedback was important to ensure that the consortium develops a high quality training programme that meets the standards set forth by the Council...”*

Typically, for most projects information is only available on M&E instruments related to the implementation of the projects and quality assurance of their components but not in general terms with regards to the overall assessment of the quality of teaching at HEI. *Erasmus Mundus Asia West* is a case in point. According to the EXPERTS I final report, the following monitoring tools were used to conduct quality assurance and academic follow-ups, and in order to include grantees in this process:

- Learning Agreement
- Monitoring meetings with grantees
- PhD reports (every six months) / Staff reports / Final evaluation report
- Evaluation questionnaires
- Grantee post-mobility survey (case study Erasmus Mundus Asia West).

Likewise for *Tempus IV Central Asia*, no evidence has shown the setting-up by the CA HEIs of an efficient M&E system for quality teaching. Apart from quality assessment through the certification of degrees and teaching body by the national Ministries of Education, the only M&E mechanisms “developed” and used by the projects have been the ad hoc support of EU partner HEIs within the *Tempus IV*-supported projects. For example, within the GEM project, a mechanism has been established for monitoring the outcome of the teaching/learning process, which illustrates the practices used in all projects for M&E: *“...The assessment of student work and award of grades has been and still is supported through tight co-operation with EU partners, in particular VUA. Through their responsibility for QA, VUA<sup>31</sup> is assisting with types of assessment, compatibility of grading systems, and guidance for teachers.”* (ref. III.a. Annex IV page 14). The only exception was the CANQA project which achieved the following outcomes: *“...Creation, development and strengthening of Central Asian Centers on QA and accreditation, implementation of internal QA system in universities...”*

In the case of *Tempus IV ENP East*, there is not enough evidence to suggest that *Tempus*-supported projects have systematised (or even created) instruments for quality teaching assessment. All final reports include sections on the “overall achievement level and impact” and “obstacles and shortcomings”. However, there is no elaboration as to whether and what extent “good practices” have been disseminated to the rest of the HEIs so that they remain more than “isolated actions”, left to the initiative of the project managers and concerned faculty.

At the same time, although the projects documentations do not provide sufficient evidence on this subject, one can say that quality assurance has been fostered *“...through the field monitoring of projects by the National Tempus Offices in-country and project officers from the Education, Audio-visual and Culture Executive Agency (EACEA) in Brussels...”* (case study *Tempus IV ENP East*). In the case of Moldova, the field mission established that *“Tempus projects strongly contributed to the establishment of a QA system and its institutional structures”* (country note Moldova, p. 4)

<sup>30</sup> Technology Management & Integrated Modeling in Natural Resource, Education for Sustainable Development beyond the Campus, Clean Energy and Research in Environmental Studies, Solar Energy System Design using Advanced Learning aids, Industrial Engineering and Management Sciences

<sup>31</sup> VUA: Vrije Universiteit Amsterdam.

In the case of the **DRC**, no evidence has emerged for the existence of M&E instruments especially dedicated to the projects. For Doctorates, periodical reports to their home institutions and to the supervising institution (CIFOR in particular for UNIKIS and UNESCO for ERAIFT) as well as assessment made by visiting European and/or African professors;

- Periodical assessments made by a joint action ERAIFT/UNESCO – UNIKIS-CIFOR of research and monitoring in association with the FORENET project.<sup>32</sup>

In a similar vein the project documents for **South Africa**, do not elaborate on existence and application of M&E instruments at HEI in general terms, but provide information on the use of such instruments in the context of project implementation. The SAPIENT final report, 2014, notes that the overall quality assurance of the study programmes was subject to the respective national systems for quality assurance in Higher Education, such as accreditation of the programmes and the code of conduct concerning international students. The academic evaluation of the individual grantees was the responsibility of the examination board of the programme the student had enrolled in. The progress report of EM2SA II stresses that the consortium monitored the quality of all activities internally, within the network (in addition to external monitoring). Evaluation and quality assurance takes place for all mobility levels via questionnaires, online surveys and interviews. The monitoring of the students' performance via interviews with the students was done by the local EMA2SA teams. The EMA2SA coordinator also visited the various partner locations in order to be able to do an overall quality review. Overall, the project implemented shared mechanisms to monitor activities and their quality (case study Erasmus Mundus South Africa).

*Table 17 Field mission findings on the quality assurance of teaching and learning*

<b>Country</b>	<b>Findings</b>
Guatemala	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.
Dominican Republic	The participating Dominican HEIs established M&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.
Mexico	There was no evidence of M&E tools for quality assurance of teaching and learning being established as a result of EU projects.
South Africa	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 contrast 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&E tools for the quality assurance of teaching and learning. 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.
Kenya	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 Mobility through Erasmus Mundus and the intra-ACP Academic Mobility Scheme had staff development objectives. The four participating universities are assumed to have benefited where teaching staff returned with enhanced skills and knowledge, although evidence obtained in the field visit is anecdotal rather than systematic. Eleven Kenyan HEIs participated in seventeen 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 are mostly ongoing, so their impacts cannot yet be fully assessed, but the indications are favourable
Cameroon	Virtually all projects established M&E tools for the purpose of monitoring the

<sup>32</sup> "Establishment of a forestry research network for ACP countries".

Country	Findings
	<p>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. As the VC for Research, Co-operation &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 (Erasmus Mundus, Edulink, Intra-ACP Academic Mobility Scheme) are not systemic enough for extension to the improvement of teaching learning process at academic and research levels."</p> <p>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. 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>
Egypt	<p>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.</p> <p>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.</p> <p>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.</p>
Moldova	<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>

### **External factors**

Requirements for M&E and quality assurance can be driven either by university policies or national frameworks or both.

### 3.2.2 I-322 Alternative and flexible learning pathways (including e-learning)<sup>33</sup> offered to undergraduate and graduate students

#### **Description of the indicator**

Distant learning and E-learning initiatives (as well as combined approaches of off-campus and on-campus teaching & learning) are ubiquitous in HE. The expansion of these programmes has been driven largely by the increase in non-traditional learners, who desire flexibility in scheduling, geographic location, and access to course resources. In addition to providing greater access for these students, e-learning initiatives can contribute to increased enrolments and revenue, enhance an institution's reputation, and enrich the teaching and learning experience.

#### **EU contribution**

The majority of the selected *ALFA III*, *Tempus IV* and *EduLink* projects focussed on the creation or expansion of flexible and e-learning programmes. Evidence was also found for some *Erasmus Mundus* projects but not for the *Intra-ACP Academic Mobility Scheme*, which does not have improved quality of teaching and learning as an explicit objective.

There is ample evidence in the project documentation which confirms that *ALFA III* projects have addressed alternative and flexible learning pathways in their projects. To illustrate some examples:

- A main goal of Tuning América Latina was to elaborate study profiles based on (professional) competences of the students. Following the Final Report (p. 15), a survey conducted between the participating HEIs of the project stated that 64% of the participating HEIs have realised changes and reforms of curricula and/or study plans in that sense.
- In the INNOVA-CESAL, project guidelines (which include e-learning) to improve the teaching capacity of the academic staff were elaborated. Pilot courses started during the project phase. The step of expanding the new teaching and learning methods into the whole HEI was not taken up during the project lifetime. The report mentions it as a longer lasting process, which would start after the *ALFA III* project's end: "The institutions, their administrative personnel/managers and their academics can compare the benefits of counting on an enriched teaching experience (...) and have the opportunity to extent its benefits to the whole academic staff". (INNOVA-CESAL, Informe Descriptivo Final (2012), p. 9).
- JELARE developed and implemented (in a pilot phase) innovative labour market-oriented research and education approaches at participating HEIs in the field of Renewable Energies (Final Narrative Report, p.8, 26f. 29f.).
- OportUnidad aimed at fostering an "OEP Agenda": Open Educational Practices and Open Educational Resources as a means to enhance the academic quality of teaching through e-learning (Final Narrative Report, inter alia, p.40).
- In PARAGUAS five postgraduate courses were established or reformed/modernised, two of them in less developed countries of Latin America. The project elaborated common core subjects and trained staff members from the participating universities. Digital learning materials are available at the project's website, which remains active beyond the EU-funding (Informe Descriptivo Final, p. 3, 9f., 24f.) (case study ALFA III).

The five analysed *EduLink Caribbean* case study projects also developed new (and innovative) study courses, enriching the academic offer for both undergraduate and graduate students:

- The *EduLink* project The Coral Reef Education and Training Initiative "CREATive" developed a common advanced final-year undergraduate course "Coral Reef Education and Training", which was approved by all participating Caribbean HEIs (EduLink Final Narrative Report, p. 2ff., and p. 37). However, the project documentation noted some delays regarding the elaboration and provision of course

<sup>33</sup> Including coached e-learning, "sandwich courses", etc.

material (e.g. multimedia lecture presentations for an online Coral Reef Classroom), which were not finished when EU-financing ended (Final Narrative Report, p. 2f.).<sup>34</sup>

- “Development of a Regional Master programme in Pig production and Food Security” started designing a regional graduate programme aiming at a master degree. As the project started in 2013 and has not been finalised, it cannot be assessed if the implementation of the Master course took place successfully (EDULINK Caribbean, Contract Number FED/2013/320-193, CRIS 320-193, Interim Narrative Report, first year, Nov. 2014).
- “Capacity building in Urban Planning and Management in the Southern Caribbean” elaborated a new one-year joint graduate training programme. It is planned to provide the option of obtaining a MSc degree with one additional semester. The study course was developed in close co-operation of three Caribbean HEIs with one European university offering scientific and academic advice (Interim Narrative Reports, Year 1; Interim Narrative Report, Year 2, p. 11).
- “Professionnalisation des formations agricoles en Haiti et République Dominicaine” initiated a reform process of the contents of the academic degrees in agricultural sciences in the two universities involved, based on the sector specific labour market needs. Staff members of the two participant HEIs – one of Haiti, one of the Dominican Republic – were trained (EduLink Project SUPAgro “Professionnalisation des formations agricoles en Haiti et République Dominicaine”, Rapport Narratif Final, Décembre 2007 – Décembre 2011).
- PROCEED CARIBBEAN (Promotion of Capacity and Energy Education Development in the Caribbean Region) focused on capacity building – staff training, study courses (undergraduate and graduate), workshops - in energy related areas, especially energy access, renewable energy technology and related energy efficiency on the one hand, and socio-economic and political aspects related to energy access on the other (PROCEED-CARIBBEAN, FED/2013/320-121, Interim Narrative Report, Year 1, p. 2; also p. 3-7). As at this moment only the first Year Interim Narrative Report is available, the findings must be considered as provisional (Case study EduLink Caribbean).

Most of the case study projects of *Tempus IV ENP East* introduced in their degree reforms “blended learning pathways” mixing e-learning and classroom teaching/learning. All project participants took part in the development of materials for the International Network for Distance Learning: educational materials, tests, etc. (<http://citisettutor.com.ua/>) and applied them in the BSc, MSc and PhD courses design. It allowed faculty to have remote access to educational materials in Intelligent Transport Systems (ITS) field for training and skills upgrading. The educational programme “Industrial Biotechnology and Bioengineering” (120 credits) was upgraded on the basis of existing ones; it has a vocational focus, and was implemented at MUCTR and Kazan National Research Technological University. During the modernisation elements of new technologies and methods of teaching (e-Learning), monitoring and assessment of learning outcomes were introduced (case study Tempus ENP East).

In **Moldova**, 549 online courses in specialised subject areas have been developed accompanied with by 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 (Moldova Country Note).

In **Eastern Africa**, *EduLink* projects contributed to the creation of 15 open learning and e-learning courses on Energy Efficiency and Renewable Energy at the 15 partner HEIs of the SUCCEED Network platform. The Commonwealth of Learning (COL) provided technical support (case study EduLink Eastern Africa).

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<sup>34</sup> The coordinator is confident that the University of the West Indies will finish the textbook, the manual and the audiovisual material with own funds of the UWI.

In the **DRC**, both selected projects were very active in the development of flexible learning pathways. In addition, e-learning was introduced from the start of the degree batches (MSc and PhD) as a learning pathway. For example, the ERAIFT Academic & Research Council (CAR) decided (decisions 13 & 14) to implement e-learning courses for DESS and PhD students. Thanks to collaboration with l'Université de Liège (UL), Gembloux Agro Biotech and UNIKIS, two online courses were implemented, i.e.: PCM and Logical Framework for research projects; and basic statistics. This modality is particularly favorable in the ERAIFT context where all learners are scattered all around African regions (case study DRC).

For **Algeria** documentation shows evidence that one of the six core objectives of the project "MS3-Assistance technique pour le renforcement des capacités des enseignants et des gestionnaires du secteur de l'enseignement supérieur et de la recherche scientifique"<sup>35</sup> focused on:

- "Support to development of a reference table Innovative pedagogical practices and development of ICTs in and out of the classroom,
- Support to the development and enhancement of Centres for pedagogical resources and ICTs,
- Support to Capacity building of teachers in the area innovative pedagogical practices and use of ICTs". (Ref. Financing Agreement, Ref. PAPS/ESRS 3...)" (case study Algeria).

In **Egypt**, two *Tempus IV* projects (Technology Management & Integrated Modelling in Natural Resource and Industrial Engineering and Management Sciences) offered mixed academic pathways with the possibility of gaining ECTS from alternative e-learning modalities. Nevertheless, there is not enough evidence from the reports that such innovative learning pathways were implemented thanks to the *Tempus IV*-supported project. The intermediate report for Industrial Engineering and Management Sciences illustrates that the learning pathways have been developed according to a flexible and "non-conventional" paradigm: e.g. "*the outcomes from the comparative study of the Industrial Engineering (IE) programmes in Egypt and EU Universities together with the assessment of the industry needs and problems have provided essential elements to shape the learning pathways of the Master programs*"

There are only very vague references to alternative and flexible learning pathways in the case of the *Erasmus Mundus Asia West* projects. The final report of EXPERTS I cites the examples of The Royal University of Bhutan. "*The University stresses the influence which the project had on academic life and institutional management, in particular through the fact that the staff who took Master Degrees in European universities are attempting to make worthy changes in the way they deliver their lectures and demonstrations, something which is deemed highly positive by the university itself. These changes in teaching and learning methods are a direct result of involvement in the project and have been acquired through close co-operation with the partners and the mobility of home grantees*" (case study Erasmus Mundus Asia West).

In **Central Asia**, except for Kazakhstan, the poor quality of Internet has markedly hampered a proper implementation of e-learning pathways which had been designed by projects in Central Asia. For example, projects which provided good opportunities for using e-learning, from the key subjects taught (Geoinformatics) did not succeed because "*...Internet coverage in Central Asia, especially in Tajikistan, is a major bottleneck for online components in education. Other serious internet obstacles exist, like high tariffs and lack of competition in the communication market....although costs for good internet connection were partly covered from the project budget.*" Nevertheless, in the same GEM project, a wide array of alternative teaching/learning paths were experimented with "*...the introduction of "blended –learning" concept, e-learning, group work, and project based learning...*" (case study Tempus IV Central Asia).

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<sup>35</sup> Technical Assistance for building/enhancing the capacity of teachers and managers of Higher Education (HE) and Scientific Research (SR) Sector.



### **External factors**

As shown above many HEIs have started follow e-learning and blended learning approach for their programmes; however, there are several challenges involved that, if not appropriately addressed, can negatively impact on the quality of such programmes. To name only one example, in an e-learning environment the lecturer is not a teacher in the traditional sense but more in position of advisor and developer of multimedia training materials. It is therefore important that HEIs do not just provide technical training for lecturers on e-learning courses but also cover the pedagogical and didactical aspects. Furthermore, even more than on-campus degree programmes, e-learning and blended learning needs to be subjected to rigorous quality assurance mechanisms and processes to avoid problem of degree recognition and indeed to clearly separate “serious” degree programmes from the offers of unregulated providers which “sell” degrees on the basis of sub-standard distant learning programmes. This all requires elaborated governance frameworks at HEIs and potentially legal/policy input from governments. These are external factors which need further investigation.

### **3.2.3 I-323 Evidence of increase in number and academic value of degrees achieved by 1st and 2nd cycle students**

#### **Description of the indicator**

The indicator is self-explanatory. An increased number and quality of degrees awarded to undergraduate and postgraduate students is a direct measure for improvements to the provision of teaching and learning.

#### **EU contribution**

During the *ALFA III* projects’ lifetime, improvements in teaching and learning were mainly tested in pilot courses. Therefore, it is difficult to find evidence for an increase in the number and academic value of students degrees (1<sup>st</sup> and 2<sup>nd</sup> cycle), in the project documents. Some information is available for PARAGUAS: The postgraduate courses in water resources created or reformed thanks to the projects does not only evidence an increase in the number of study courses in a very important subject for the Andean region but also, through the elaboration of up to date learning materials, in academic value. The postgraduate courses focuses explicitly on the problems of water supply and use for vulnerable or marginalised groups (see Informe Descriptivo Final, p. 24f. inter alia).

The reviewed project documentation for *EduLink Caribbean* provided evidence for increased number of degrees and to some extent also increased academic value.

- The final narrative report of “CREATive” confirmed that the Coral Reef advanced course installed raises the academic value of the respective degrees of 1st cycle students of the participating Caribbean HEIs. (Final Narrative Report, p.39f.).
- The interim narrative report for “Development of a Regional Master programme in Pig production and Food Security” expects that when the involved HEIs start offering it, the number and academic value of graduate studies in this field will increase due to the project. (Interim Narrative Report, first year, Nov. 2014, p.4, 10-14).
- The *EduLink* project Capacity building in Urban Planning and Management trained a group of staff members and also students. The advisory committee created within the project’s lifetime will assure the academic value and innovative character of the course, which is designed as a common postgraduate diploma course, taught in Suriname and in Guayana in co-operation with the University of West Indies (Campus at Trinidad and Tobago) and the University of Amsterdam (Interim Narrative Report und financial report, Year 2, p. 3ff.)
- While SUPAgro “Professionnalisation des formations agricoles en Haiti et République Dominicaine” did not lead to the creation of new formal degrees, it laid ground for ongoing improvement of the curricula. Most probably, in a few years the number and academic value of degrees (including new intermediate academic degrees, which today do not exist) will increase. (Rapport Narrative Final, Décembre 2007 – Décembre 2011, p. 20: “il faut noter qu’à l’issue de cette action, on ne peut

*mentionner concrètement de nouveaux modules de formation en eux-mêmes”* (case study Edulink Caribbean).

In **Egypt**, three *Tempus IV* projects (Technology Management & Integrated Modelling in Natural Resource, Establishing a new Master degree in Sustainable Crop Protection, and Clean Energy and Research in Environmental Studies) were working on new 2<sup>nd</sup> cycle degrees (MSc.) and Industrial Engineering and Management Sciences was in the process of establishing an BSc and MSc. In addition, intermediate and final reports show evidence of working programs on academic quality recognised in both EU partner HEIs and in Egypt e.g. the final report of the project Technology Management & Integrated Modelling in Natural Resource confirmed “*Tempus IV provided support to the development of three Joint/Double MSc curriculum in line with EU and Bologna process standards...*” (case study Tempus IV Egypt).

In the case of **Eastern Africa**, significant impact of *Edulink* interventions on curricula development has been identified with demonstrated evidence in some partner EA universities, in particular in three projects: IMMIS, Bio Energy-Agro Food and SUCRAPI. References to an improved number and value of academic degrees can be found in SUCRAPI project assessment:

- “Team building and systems thinking” topics have been included as a unit for all Masters level courses offered by the School of Agriculture and Enterprise Development, and
- A new Master’s program (MS in Integrated Watershed Management) was inaugurated in the College of Agriculture and Environmental sciences at Kenyatta University.

For IMMIS some achievements are also worth mentioning: the faculties/departments involved in IMMIS implemented a) study modules developed in the context of the project and b) the African-European study programme EMMIR. Furthermore Ahfad University implemented the MA course “Gender, Migration and Multicultural Studies” built around the curriculum developed in IMMIS. Oldenburg University’s expertise in curriculum development and application writing was shared among all partners and helped to build capacity at all universities involved.

In the **DRC** the available documentation on both projects shows that more than 200 MSc have graduated over the evaluation period. The academic value of the degrees and the graduates is demonstrated by their employment. 95% of graduates secured a job less than 6 months after graduation.

For *Tempus IV Central Asia*, no evidence was found for outcomes apart from increased employability in a highly specialized field (Software engineering) demonstrated by graduates of the joint CA BSSE (in Software engineering), designed and implemented through the HEICA project (case study Tempus IV Central Asia). However, in more general terms, the Evaluation of EU regional-level support to Central Asia found that “*Tempus projects have helped with improving the coherence of HE with labour market needs for example by supporting HEIs to cooperate with enterprises, consult social partners for curriculum design and for defining learning outcomes for study programmes. In this context Tempus project results also fed into revised state standards and helped establish new consultation mechanisms for revising such standards*”<sup>36</sup>

Likewise, for *Tempus IV ENP East*, only very limited information regarding this indicator is available. Two projects contributed to an increase in the number of study places for BSc and MSc in Biotechnologies and Intelligent Transport systems by 225 from 2009/10 to 2013/4 (case study Tempus IV ENP East).

No information was available regarding the remaining case studies.

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<sup>36</sup> Evaluation of EU regional-level support to Central Asia (2007-2014), Final Report, Vol 1, p. 56.

### **External factors**

An increasing number of graduates is not solely related to the quality of degree programmes and the provision of teaching and learning but can also be the results of efforts to increase inclusiveness.

### **3.2.4 I-324 Application of Bologna Process guidelines to HEIs teaching and learning organisation, modalities and practices**

#### **Description of the indicator**

The general relevance of the Bologna process is outlined under I-314 which partly overlaps with this indicator as an exact line between Bologna process management criteria and guidelines which govern the organisation and modalities of teaching & learning cannot be drawn. However, while I-314 focuses on the general application of Bologna principles, this indicator assesses the extent to which EU-support to HE contributed to the expansion of the Bologna framework particularly in the field of teaching & learning.

#### **EU contribution**

The gradual expansion of the Bologna Process is one of the most important and most visible outcomes of the EU support to HE. While the use of Bologna criteria differs between countries and regions, it can be concluded that Bologna Process features have increasingly been applied in a rapidly growing number of HEIs, although sometimes only in a partial manner. The most obvious exception is **Latin America**.

In **Latin America**, some *ALFA III* projects explicitly mention the European experience. At the same time they usually state that an adaptation to the Latin American environment is necessary. For example, “*The INNOVA-CESAL experience will constitute a reference for the construction of a new paradigm of teaching practice in higher education in Latin America, with reference to, but not replication, of the European experience*” (INNOVA-CESAL (2012) Informe Descriptivo Final, p. 9). The huge Tuning América Latina programme (155 participating HEIs with 144 from Latin America), which mainly fostered the elaboration of study profiles based on competences, worked out the proposal for a Latin American Reference Credit (CLAR) which is inspired in the European model. However, CLAR is by no means a direct copy of the European Credit Transfer System, ECTS. A dialogue of best practices took place between EU and LA HEIs (case study ALFA III),

In the case of *Erasmus Mundus South Africa*, the SAPIENT final report, 2014, confirms the application of the Bologna system for all diploma seeking master students that obtained their diploma. Depending on the duration of their master course (12-22 months) they received 60 or 120 ECTS. The exchange master students (4-6 months) obtained 21 to 31 ECTS during their study stay abroad. Because of the duration of the PhD education in the destination countries (36-48 months) all diploma doctoral candidates will obtain their doctorate diploma after the project has come to an end. Recognition of study arrangements was a constant item of attention by the consortium members and the consortium regularly discussed possible improvements. SAPIENT asked the exchange students about their experiences in order to monitor the receipt of the transcripts of records and the recognition of study arrangements. The overall outcome was positive. According to the report, there were no indications that individual grantees had encountered difficulties. Likewise, the EMA2SA II third Progress Report, 2014, notes that all mobilities that take place will get recognition through the tools of the Bologna process: ECTS grading scales, diploma supplements and joint diplomas where possible (if the local education laws allow). “*All South African partners have become quite acquainted with the mechanisms for student examination, study recognition and transfer of credits as defined in the framework of the Bologna process. All mechanisms in place for the two-way mobility are, therefore, in line with these rules and regulations.*” (case study Erasmus Mundus South Africa).

In **Central Asia**, all *Tempus IV* projects were launched with a built-in objective to apply Bologna process guidelines as a condition and instrument to achieve better the six specific objectives. Final and intermediary reports show evidence that this objective has been pursued, not as a systematic consortium-led effort but at the initiative of individual Central

Asian partner HEIs. There have been differences in the extent to which each tool of the Bologna process has been adopted by the four projects considered for this EQ:

- ECTS and QA Framework tools have been adopted by all;
- LMD structure and e-learning pathways have been adopted by three projects: GEM, the Qualifications Framework in Central Asia, and InnoLabs in CA for a sustainable catalysation of innovations in the knowledge triangle (INOCAST);
- Joint degrees and diplomas have been adopted by GEM and the Qualifications Framework in Central Asia.

Moreover, there is evidence that these pilot actions to introduce some Bologna tools at HEI level (“bottom-up” reforms) have encouraged Ministries of Education in Kazakhstan, Kirgizstan and Tajikistan in particular to remodel the degree structure along the Bologna model.

In the case of *Tempus IV ENP East*, all projects had a component to ensure the application of Bologna process guidelines. This was the key responsibility of the leading HEI in the consortia (in most of the cases a EU HEI) but there is evidence that, to ensure such application to ENPI East HEI, the Higher Education Reform Experts (HERE) are playing a vital role<sup>37</sup>. As an example of concrete recommendation provided by HERE for ensuring a better application of Bologna process to the national HEIs, the following can be quoted “...*It is necessary to create a dictionary of higher education, including the terms used by Bologna Process, the European Union and in other documents of North America. These terms often have contradictory meanings or a different nature...*” (Ref. quoted by Georgian HERE attending the Oslo Seminar for Bologna experts in modernization of curricula, June 2011) (case study Tempus IV ENP East).

While **Egypt** is not a signatory of the Bologna process the projects Technology Management & Integrated Modelling in Natural Resource Projects and Clean Energy and Research in Environmental Studies nevertheless partially applied Bologna Process guidelines regarding the implementation of multiple joint degrees and the ECTS system. Overall, among Bologna Process guidelines, only the QA system – through the National Authority for Quality Assurance & Accreditation (NAQAA) – has been implemented, all other guidelines (LMD, ECTS, Diploma system, NQF) being not (or partially) complied to (Diploma Supplement is applied in 25% of the HEIs) (case study Tempus IV Egypt).

As for *Edulink Eastern Africa*, in addition to the findings under I-314 it should be mentioned that within the project ENERGISE an MSc in Energy Engineering was being developed at JIMMA University (Ethiopia) in co-operation with the grant holder Politecnico de Milan. Its design was based on Bologna process guidelines and in particular the European Qualification Framework (EQF) (case study Edulink Eastern Africa).

In case of ICARE, **China**, there are two Master programmes, a two year Master of Engineering and a three year Master of Science. The regulations, which govern the Master structure, content, operation and requirements to achieve the double degree, are compliant with the European diploma. The change in the Master structure to concentrate European courses in one year and research activities during the second year, was supposed to be put in place in 2015, and will impose some changes in the Master regulation (case study China).

In the **DRC**, the main application of the Bologna Process are the LMD and the Life Long Learning components; the introduction of ECTS is still not more than a distant objective but the frequent visits of European Academics (Belgian in particular) may accelerate the adhesion of UNIKIS and ERAIFT. Given the very specific area of academic and research work (Forestry and Bio-diversity), the main issue remains LMD (acquired), LLL (to be developed in co-operation with the public entities (Ministry of Environment and Sustainable Development- MEDD, ICCN, RAPAC, etc.) and NGOs committed to the same objectives (case study DRC).

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<sup>37</sup> HEREs are usually Rectors, Vice-Rectors, Deans, Senior Academics, Directors of Study, International Relations Officers and students. They provide a pool of expertise, promoting and enhancing progress toward further modernization of the higher education sector (Ref. HERE Activity report 2013, EACEA/TEMPUS).

In **Algeria**, the *Tempus IV* project PAPS/ESRS 3 was designed as an instrument to assist the Ministry of Higher Education and Scientific Research (MESRS) in accelerating and fine tuning the adjustment of the HEIs to the Bologna Process structure. The Algerian HE system is still halfway in the process of completing all objectives (case study Algeria).

In the **Caribbean**, no evidence was found in the documentation of the five *Edulink* projects. However, the project “Development of a Regional Master Programme in Pig production” envisioned a study course which will be designed on the basis of a European master course model: “*We want to create only one master program for all countries that follows EU regulations*” (Edulink Caribbean, Interim Narrative Report, first year, Nov. 2014, p. 3f., 11, 18). This would be an indirect application of the Bologna framework (case study Edulink Caribbean).

*Table 18 Field mission findings on the application of Bologna criteria to teaching & learning*

Country	Findings
Guatemala	<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 III 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 (mini-pymes). 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 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 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 labour market needs. The project USO + I was, in a certain manner, complementary to Tuning AL</p>
Dominican Republic	<p>All institutional stakeholders interviewed emphasised that the participation in EU funded projects improved the quality of teaching and learning. The Edulink project Master in Pig Production and Food Security set the basis for a new regional 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>Academic Mobility (through Intra-ACP Academic Mobility scheme or through the different EM mobility projects) contributed to enhancing international learning experience as well as intercultural understanding, as the EM Alumni explained during the interview.</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.</p>
Mexico	<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>

Country	Findings
	<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 continued with the AULA-Project, 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. Participating students wrote their theses (at licenciatura and master level) about their experience and applied research, thus reinforcing the academic aspects of the project.</p>
South Africa	<p>The two mobility programmes have not leveraged the Bologna process in any significant way in South Africa. The EACEA argues that 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 'despite the fact that learning agreements are in place, or have to be in place, 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>
Kenya	<p>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.</p>
Cameroon	<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).</p> <p>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>
Egypt	<p>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</p>

Country	Findings
	<p>well as other activities focusing on the management.</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.</p>
Moldova	<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 helped create framework conditions conducive to improvement in teaching and learning. In particular, Tempus projects resulted in new and revised curricula, new study framework plans, 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>38</sup></p> <p>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, training of university lecturers (107 to-date), and establishment of centres for continuous education.</p>

### External factors

The Bologna Process is a European initiative which is unparalleled in the world. However, the voluntary adherence to Bologna tools and criteria is influenced by factors related to the legal and political structures of national HE frameworks, preferences of individual HEI (not at least their closeness to European HE and HEIs) and the existence or non-existence of distinct regional systems which fulfil similar functions as the Bologna process.

## 3.3 JC 33 Enhanced institutional and human capacity and conditions for academic research

### 3.3.1 I-331 Evidence for adequate resources allocation (equipment and academic/technical staff) to undertake relevant research

#### Description of the indicator

HE involves more than teaching relevant skills to students. Theoretical and applied knowledge in a multitude of fields is created in universities, which also teach people how to access and use the world’s knowledge. Low and middle income countries need strong HEIs not only to carry out their own research, but also to select and absorb knowledge from all over the world. Hence, the indicator assesses the degree to which EU support to HE has strengthened research environments and research cultures.

#### EU contribution

EU support to HE focuses primarily on teaching & learning. While mobility programmes and often extensive networking between and among universities in the EU and partner countries have provided manifold opportunities for collaborative research (these opportunities have certainly been seized), apart from *Tempus IV*, few projects provided direct support to the improvement of the physical research infrastructure at non-European HEIs. For example, according to EACEA *Tempus IV* provided Euro 44 million for equipment (for communications and laboratories) for all projects in the ENP East Region.

In the research- and/or technological innovations-oriented *Tempus IV* projects in **Central Asia** equipment was widely and timely procured and installed, according to the intermediate and final reports. However, some constraints and limitations due to insufficient number and qualifications of workshop technicians were also reported. Staff allocation though has not always met the needs, due to the fact that projects were not systematically embedded into

<sup>38</sup> Academy of Economic Studies of Moldova, p. 25; stakeholder interviews.

the HEI's annual budget estimates and academic programming process (case study Tempus IV Central Asia).

**Box 6** *Provision of equipment in Tempus projects*

In **Central Asia, ENP East and ENP South**, Tempus has stocked university libraries with recent text books and periodicals for new courses. The provision of laboratory equipment has also been very important in supporting practical coursework in the hard sciences. Without such equipment, the effectiveness of such courses would have been severely hindered. Universities took pride in the equipment donated and often allocated rooms to house it and staff to supervise and maintain it. As the benefits of such equipment became apparent, university governing bodies were persuaded to invest more themselves. New equipment was often coveted by researchers and people working in the industry who didn't have access to such up-to-date materials. It was still used by them after the end of the project, sometimes on a fee basis, thus contributing to further enhance the project's financial sustainability. As internet connection became more widespread across the region, computers, scanners and printers proved a good return on investment, as email and Skype became the main means of communication between project partners. Tempus has also allowed the purchase of video- conferencing equipment, which would have been beyond the budget of many higher education institutions otherwise.

Most higher education institutions in the region participating in Tempus have a computer room, funded by the programme to attest to the fact. Computers have not only been essential for communication with European partners but also for introducing new forms of learning in universities, such as e-learning and blended learning. Special computer programmes have facilitated language learning, Computer Aided Design and other specialised courses, which require computer access. Internet is quickly replacing the traditional library and internet access provides a wealth of on-line literature for student's research and course assignments. Therefore, the value of these computers in terms of learning potential is not to be underestimated.

*Source: Tempus (2013), The main achievements of the Tempus programme in the Southern Mediterranean 2002-2013, Tempus (2014), The main achievements of the Tempus programme in Central Asia 1994-2013, Tempus (2013), The main achievements of the Tempus programme in Eastern Europe 1993-2013*

A number of **ALFA III** projects addressed the capacities of teaching staff to undertake research.

- In JELARE, a strategic concept for applied research and Technology Transfer in the field of renewable energies was put into practice. The research capacity of the academic and technical staffs of participating universities trained, and the management capacity was also enhanced (See Results in Final Narrative Report, p. 29ff.).
- In CELA, Climate Change Technology Transfer Centres were established at the LA partner HEIs. Academic and technical staff was trained and thanks to special workshops and training courses the research management skills were enhanced (Final Narrative Report ALFA CELA Project, p.10ff.).
- PARAGUAS trained staff members of the participating universities in applied research in order to enrich the newly created / reformed postgraduate courses with research components (Informe Descriptivo Final, p.25).

There was no direct evidence in the project documentation about adequate equipment due to the **ALFA III** projects. However, it can be assumed that the creation of Technology Transfer Centres (JELARE) or Climate Change Technology Transfer Centres (CELA) at the participating HEIs included the necessary infrastructure and equipment.

For the first three Edulink calls the programme specifically aimed to strengthen the capacity of ACP HEI at institutional/administrative, academic and, research and technology levels, only later did the research component become a separate programme, cfr. Science & Technology (+ ACP Research for Sustainable Development at a later stage) and it was formulated to be complementary to the objectives of Edulink (and visa-versa). This shows, at least within the intra-ACP co-operation context, a real intention existed to link research with HE and, equally important, to not work too much in silos during the implementation of the projects.

The MTE 2013 of ICARE, **China**, mentioned the long-term plan to establish two research centers - an Energy Finance Research Centre and a Solar PV Research Centre. However, the report also notes shortcomings of the project's Research Support Platforms:

- Communication problems to report to ParisTech/EU Delegation led to under-report the results of the component.



- European professors do not stay long enough to make ties with ICARE students and faculty members.
- The application for EU projects is seen as difficult. Hence, capacity building is required (case study China).

In the **Caribbean** the *EduLink* Project Capacity building in Urban Planning laid the ground for regional co-operation in research, through capacity training in research of staff members of the participating HEIs. The CREATive Education and Training Initiative also trained staff of the participating HEIs and strengthened therefore “*the network of skilled Caribbean staff capable of engaging in regionally-initiated research on coral reefs*” (Final Narrative Report, p. 37). (case study Caribbean)

In the **DRC**, 46 researches at UNIKIS and ERAIFT were able to complete PhD theses thanks to the equipment procured by the projects. Topics included: Eco systemic services, green growth, carbon sequestration, forest governance, agroforestry, Reducing Emissions from Deforestation and forest Degradation (REDD+) process, etc. (case study DRC).

Table 19 *Field mission findings on the strengthening of research infrastructures*

Country	Findings
Guatemala	Improving the physical research infrastructure at HEIs has not been a priority of EU support to HE in Guatemala
Dominican Republic	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. 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
Mexico	Some stakeholders emphasised the positive role of the ALFA III and EM 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. 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. However, no evidence was found about EU projects improving the physical research infrastructure at HEIs.
South Africa	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.
Kenya	The mobility programmes in which Kenya participated were not concerned with improving physical research infrastructure. EduLink II projects also lacked this objective. This does not include research projects under the EU 7th framework programme which are excluded from the scope of this evaluation
Cameroon	Although “Capacity building in research and technology” was an important focus area under the EduLink projects from the first phase <sup>39</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.

<sup>39</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.

<b>Country</b>	<b>Findings</b>
	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.
Egypt	<p>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.</p> <p>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 &amp; innovation on the other instead of the EU treating these fields as quasi separated areas. It should be noted, however, that the EU - in collaboration with the Ministry of Higher Education and Scientific Research in Egypt – already organises joint Erasmus+/H2020 campaigns to enhance the participation of Egyptian stakeholders in both H2020 and Erasmus+. During these campaigns, projects funded under the two programmes are also presented with the objectives of sharing information, and exploring possible co-operation opportunities.</p>
Moldova	Neither Tempus nor EM projects in Moldova had a direct focus on improving the physical research infrastructure. 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.

### **External factors**

Research capacity is the ability to define problems, set objectives and priorities, conduct sound scientific research, build sustainable institutions, and identify solutions to key (national) problems. This definition encompasses research capacity at the levels of individuals, research groups, institutions and countries. Consequently, the strengthening of research capacities at the level of academics and the improvement of the research environments and infrastructure is a task involving a broad range of stakeholders, including but not limited to, the HEIs themselves, national governments and state agencies, the private sector, international organisations and donors. In such a complex setting singling out the EU contribution is a challenging task. The specific input of EU-supported programmes and projects in the process of building up research infrastructures can realistically only be assessed at the level of participating HEIs.

### **3.3.2 I-332 Increased number of research outputs and outcomes produced by research-active academic staff of partner countries HEIs**

#### **Description of the indicator**

Large amounts of funding are allocated annually to university research. Increased specialisation and international integration of research and researchers have sharply raised the need for comparisons of performance across fields, institutions and individual researchers. While there is still no consensus regarding how research performance and impact should be assessed and what output measures should be used for this purpose, the most common approach is based on the monitoring and evaluation of the number and quality of publications and patents produced by academic staff. Under this indicator we look for evidence for a quantitative and qualitative increase of research outputs and outcomes achieved within the context of EU-supported projects.

#### **EU contribution**

There is hardly any data available on research outputs (i.e. number of publications and patents) as the result of project activities. If project reports elaborate on research matters, the

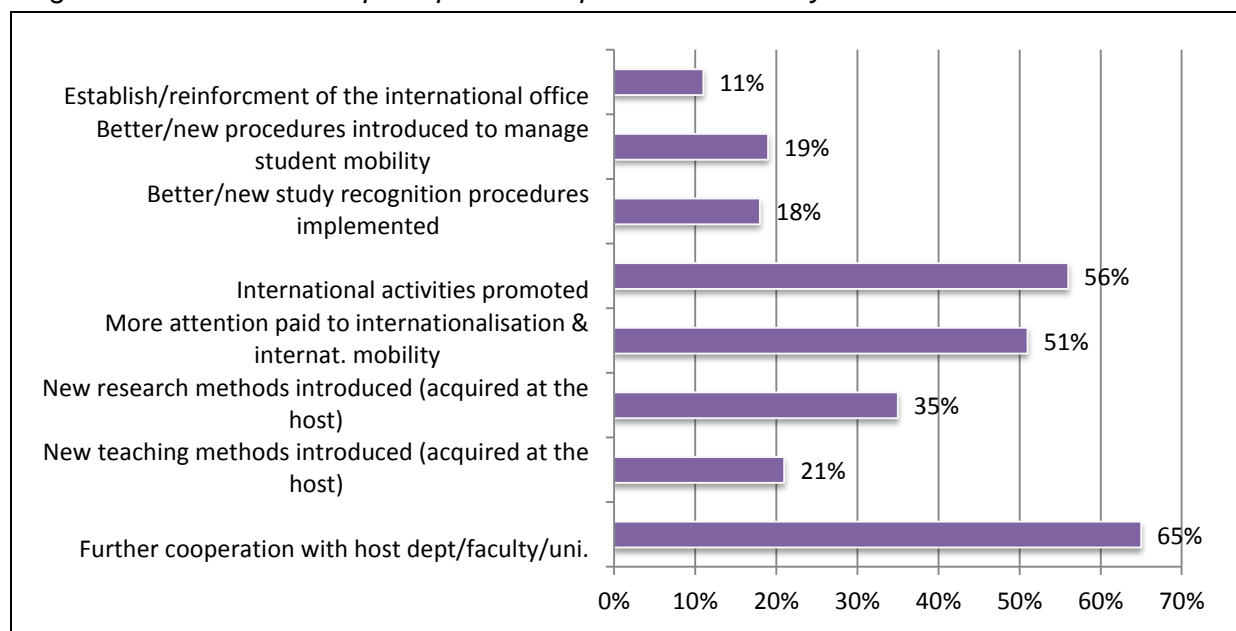
main emphasis is usually on qualitative assessments of research environments as well as research skills of academic staff.

### Box 7 Key findings from the HEIs survey

For staff alumni, the potential benefits of exchange programmes for performance in subsequent academic work were investigated more specifically in the tracer study. Three related questions were formulated in the style of “The exchange programme helped/resulted in...Please tell us whether you agree or disagree”. The perceived benefits of the EM A2 are striking. 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. Many alumni also perceive these benefits for the Intra-ACP scheme, but not to the same extent as in the Erasmus Mundus programme. In particular, only 41% of Intra-ACP beneficiaries (in contrast to 90% of EM A2 alumni) consider that the programme has helped them to increase their research output.”

A good example in this regard is the final report of the *Erasmus Mundus Asia West* project EXPERTS I. It summarises the results of the survey of project grantees which show: 31% of grantees stated that “*new research methods were introduced at their home universities as the result of the project. Generally the majority of grantees (94%) registered that their mobility had a positive impact on their home university.*”

Figure 1 Grantees' perception on impact of the mobility to their home institutions



Source: EXPERTS I, Final Report

According to the same report, the project made a strong contribution to the personal development of grantees in the sense that they developed independent research skills, learned new techniques in their respective fields and therefore became “*a more rounded academic, or better equipped academically.*” Likewise, the international exposure which some grantees have received, be it as a result of their international publications or their collaborations with other international academics, has been particularly marked out as influential to career development. Opportunities for international collaboration or planned future academic co-operation have also proved decisive to aiding career development, as has the teaching and research skills and expertise acquired which has been subsequently put into practice at the home institutions. “*In this way, whilst the grantees have directly benefitted from the mobility and themselves feel a direct impact on their individual career developments, the home institutions and its respective staff and students have also benefitted indirectly from the knowledge and skills acquired abroad.*”

Collaborative research projects were initiated as a result of the strong research connections established with leading scientists in Europe and the access to world-renowned laboratories, with the hope that they will also have a longstanding impact on a broader dimension and

collective scale. This, too, is perceived as a positive development to which the project has contributed.

In **Latin America**, the *ALFA III* project JELARE developed a strategic concept for applied research (and technology transfer) in the field of renewable energies and implemented pilot modules for research and technology transfer. Yet, it will need some time before measurable outputs (increased number of research outputs) will be achieved. PARAGUAS trained staff members of the new / reformed postgraduate courses and enhanced specific common research activities of the participating universities (case study ALFA III).

A significant proportion of the mobilities funded by the *Intra-ACP Academic Mobility Scheme* in **Southern Africa** went to PhD students and academic staff. Thus, it is highly probable that the support provided to research-active academic staff resulted in improved research outputs both in quantitative and qualitative terms however documentary evidence is sketchy on this topic. The first report on implementation of the scheme stated that “*joint researches [...] research collaborations and common scientific publications are some outputs from the mobility implemented*”. The third progress report of the TRECCA I partnership provides some explicit information “*a number of PhD students have already published papers in journals and presented their findings at international conferences*” (case study Intra-ACP Southern Africa).

In **Eastern Africa**, some *EduLink* projects have undertaken significant initiatives to involve academic staff (and lab technicians) in proactive research to develop innovative teaching/learning practices. Evidence on this type of activities can be found in the project documentation for SUCRAPI and ENERGISE (case study EduLink Eastern Africa).

For ICARE, **China**, there is no information available on the research outputs of academic staff but the interim narrative report (2015), mentions that ICARE students already contributed to five academic papers, including four Chinese papers and one international one. They also applied for five patents in 2014. 5-6 compilations of PhD theses were published in solar thermal, PV, biomass, energy efficiency, storage battery and wind energy. At least five papers were planned to be published before the end of 2015. A compilation of all the 2013 Master students’ contributions to International Conferences and Publications in International Reviews has been completed. According to the project website, “*16 books and 14 publications from EU-Chinese research teams, will be submitted during the grant contract period*” (<http://www.ce-icare.eu/en/article/33/33-en-objectives>) (case study China).

In the **DRC**, although limited to the two HEIs supported by EU-funded projects (UNIKIS and ERAIFT), there is evidence that these HEIs have experienced an increase of research outputs and outcomes produced by their research-active academic staff over the five years duration of the project, i.e. in UNIKIS 35 PhD thesis and 12 non degree researches, in ERAIFT 15 PhD research and 25 non degree researches (case study DRC).

Table 20 Field mission findings on research

Country	Findings
Guatemala	The number of individual academics who benefitted from the access to international research networks was rather small.
Dominican Republic	Several individual academics benefitted from the access to international research networks and were thus able to strengthen their research capacities. However, some projects like EduLink Pescado aimed at fostering applied research in aquaculture in the partner institutions.
Mexico	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.
South Africa	Any strengthening of research capacity has been ad hoc, either through personal development or networking.
Kenya	Any strengthening of research capacity has been ad hoc, either through personal development or networking.
Cameroon	In the concerned EM and Intra-ACP Academic Mobility Scheme projects the strengthening of research capacity has been more the result of personal initiative and/or networking than of “built-in” mechanisms (although Intra-ACP Academic Mobility Scheme 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

Country	Findings
	doctoral students who searched and found international opportunities to strengthen their research capacities. The hypothesis is thus confirmed.
Egypt	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
Moldova	From 1994 to 2015 about 1,100 Moldovan students, lecturers, researchers and members of administrative staff visited EU HEIs as part of EM 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 co-operation partnerships.

### **External factors**

As already stated under I-331, the specific EU contribution can only be assessed for individual HEIs which participated in EU-funded interventions.

### **3.3.3 I-333 Evidence of national and international recognition of improved research capacities of partner countries HEIs**

#### **Description of the indicator**

Nationally and internationally recognised research capacity and indeed research excellence is first and foremost linked to the quality of research outputs originating from individual HEIs or university networks. This indicator assesses the extent to which EU-supported programmes and projects have contributed to innovative, original and perhaps groundbreaking research which has made its mark on the national or even international stage.

#### **EU contribution**

No strong evidence has emerged. For example, in Moldova the country's three top universities have significantly improved their positions in the "Webometrics Ranking of World Universities" between 2013 and 2016.<sup>40</sup>

- Moldova State University from 3,432 to 2,854
- Moldova Technical University from 4,220 to 2,970
- Academy of Economic Studies of Moldova from 7,220 to 3,920.<sup>41</sup>

However, it is empirically impossible to show a causal link between higher rankings and the EU support.

Explicit, albeit brief information, is available for *ALFA III*. As part of JELARE, a Renewable Energy Technology Demonstrative Centre was inaugurated at the Bolivian Catholic University, one of the project partner HEIs, which soon gained a good reputation. In Brazil, the CEDER Centre (Centro de estudos e demonstracao de energias renoáveis)<sup>42</sup> at University UNISUL (Florianopolis) was also implemented. The final report states that - as a spin-off effect of JELARE - nine research projects were initiated, with a total budget of 3.500.000 € (JELARE Final Narrative Report, p. 26) (case study ALFA III).

Most project reports provide information on academic members of staff and post-graduate students of partner HEIs who attended national and international conferences to present

<sup>40</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>41</sup> <http://www.trm.md/en/cariera/usm-pe-primul-loc-intr-un-top-al-institutiilor-de-invatamant-superior-din-moldova/>; <http://www.webometrics.info/en/Europe/Moldova%2C%20Republic%20of>

<sup>42</sup> A documentary film about the CEDER has been produced, which is available at the following link: [http://www.4shared.com/video/JOAnXIIS/Video\\_Final\\_-\\_CEDER\\_JELARE\\_Bra.html](http://www.4shared.com/video/JOAnXIIS/Video_Final_-_CEDER_JELARE_Bra.html) (JELARE Final Narrative Report, p.12).

research findings. However, the attendance of conferences in itself is not evidence for the recognition or even impact of research and research capacities.

*Table 21 Key field mission findings on international recognition of improved research capacities*

<b>Country</b>	<b>Findings</b>
Guatemala	A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established
Dominican Republic	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 the Edulink project is 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.
Mexico	An intangible value like "international reputation" of an HEI needs many years, in fact many 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.
South Africa	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.
Kenya	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 Academic Mobility Scheme. 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.
Cameroon	A general causal link between EU-supported projects and an increased national and international reputation of participating HEIs cannot be established.
Egypt	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.
Moldova	The country's three top universities have significantly improved their positions in the "Webometrics Ranking of World Universities" between 2013 and 2016. <sup>43</sup> <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>44</sup></li> </ul> However, it is empirically impossible to show a causal link between higher rankings and the EU support.

### **External factors**

The same observations that apply to I-331 and I-332 are also valid here.

<sup>43</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>44</sup> <http://www.trm.md/en/cariera/usm-pe-primul-loc-intr-un-top-al-institutiilor-de-invatamant-superior-din-moldova/>; <http://www.webometrics.info/en/Europe/Moldova%2C%20Republic%20of>

## 4 EQ 4 on reform of higher education policy

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

### 4.1 JC 41 HE policies and strategies reflect national priorities

#### 4.1.1 I-411 Evidence of policy reforms that address national priorities and challenges

##### **Description of the indicator**

The indicator refers to new HE national policy reforms put in place since 2007. The indicator includes a qualifier that the reforms address national priorities and challenges. The implication behind the indicator is that EU programmes made some contribution to those reforms.

##### **EU contribution**

It is clear from documentation seen in the desk phase that some elements of *Tempus IV*, *ALFA III* and to a lesser extent *Erasmus Mundus*, as well as bilateral and regional support to Central Asia, promoted policy debates about HE reform at national level. In some cases these contributed to actual reforms, although mostly those that would be classed as Bologna-process inspired which are covered by JC 42.

*Tempus III* mostly falls outside the evaluation period. Its Structural and Complementary Measures (SCM) promoted reform at national level but were judged to have been of limited impact. Only a minority (45%) of project partners felt that SCM had had an influence on legislative changes for example, and most of that was seen to be indirect. Limiting factors were said to include:

- The inaccessibility of senior policy-level actors in many countries,
- Low levels of importance attached to HE in some countries, and
- SCMs were too short to be able to bring about meaningful change at the policy level. (Ex-post Evaluation of Tempus III, 2009.)

*Tempus IV* included Structural Measures (SM) which targeted aspects of national HE systems, for example policy, laws, co-ordination, and accreditation. Measures included thematic national and regional conferences and seminars, research, provision of training, policy advice and dissemination of information. The ministry responsible for higher education had to be a partner in the project. SM's were complemented by a network of partner country Higher Education Reform Experts (HERE) who provided a pool of expertise for the modernisation of the higher education sector in the *Tempus* partner countries.

*"HEREs are usually Rectors, Vice-Rectors, Deans, senior academics, Directors of Study, Heads of International Relations Offices and students. (...) They are selected and appointed by the national higher education authorities in their home countries, in consultation with the National Tempus Office, EU Delegations in that country and the EACEA in Brussels. The National Tempus Office in each Tempus Partner Country provides administrative and financial support to HEREs throughout the year."* (Higher Education Reform Experts, Activity Report 2013).

The HERE activity reports are quite positive on the involvement of HERE experts in policy-making processes and their contribution to higher education reforms. *"In 2013, HEREs have also acted as intermediaries between higher education institutions and governmental authorities in their countries. In certain countries, they were invited by Ministries of higher education or other governmental working groups to offer their advice and expertise on education reform in areas such as quality assurance systems, the degree cycle systems and the recognition of learning outcomes. Thus, HEREs have been directly involved in the policy-making processes at Ministries or in national Parliaments, contributing to higher education reforms in their country. Several HERE teams reported that they collaborated with the higher education authorities in their country on higher education policy development."*

**Box 8**      *Examples of HERE support to national education authorities and HE reforms*

In **Kazakhstan**, a number of HEREs are used by the Ministry as experts in different fields of higher education modernisation, including Professor Omirbayev, Svyatov, Iskakov and Narbekova. They are members of different Ministry working groups, such as the working group on 'Improving the format of external Assessment of Students' Learning Achievements' and the working group on 'developing the draft Law on RK'. Others have contributed to Ministry working documents on the 'Rules of organising credit-based teaching and learning' for example. Given their knowledge and expertise, they can wield a lot of influence on the legislative process.

In **Tunisia**, the HEREs take part in the activities of the different committees under the supervision of the Ministry of Higher Education and Scientific Research. The Ministry would also like them to be involved in training on project management, to ensure better involvement of Tunisian HEIs in capacity-building projects under Erasmus+.

In **Armenia**, an HERE expert headed the task-force of five experts, established by the Ministry of Education and Science, to revise the Armenian National Qualifications Framework and its level descriptors. As a result of their activities, the new draft of the ANQF was prepared, disseminated among the HE community, feedback collected and the necessary changes made before approval from the Ministry.

In **Ukraine**, HEREs are members of the working group on the 'Draft Law of Ukraine on Education', the 'Strategy of Development of National Qualifications System and the working group on 'NQF implementation'. They also participate in public hearings on new draft laws on higher education. As a result, EU experience is incorporated into the implementation of higher education reform there.

Source: EACEA, *Higher Education Reform Experts, Activity Report 2013*

Compared with projects at HEI level in *Tempus*, SM projects were fewer in number and said to have had a lower impact. National authorities were “*less actively participating and/or supporting than perhaps initially intended.*” (Mid-term evaluation of *Tempus IV*, 2012) Although *Tempus IV* was said in the evaluation to have contributed to reform and modernisation of HE systems in partner countries, this was qualified by saying that the SMs did “*not so much [trigger] reform as [help] to realise a process with objectives defined by the partner countries.*” *Tempus* documentation on the nature and location of these reforms is lacking. One trend however is clear: in the South Mediterranean following the “Arab Spring”, SMs were hampered by the lack of availability of ministry representatives.

In **Central Asia**, the impact on national HE policy framework of EU regional support to Central Asia under Indicative Programmes since 2007 was said to be limited. “*Here the capacity or readiness of national decision-makers to absorb, follow-up and capitalise on EU funded initiatives was not always sufficient even where government representatives were formal partners of project consortia.*” (RSE Central Asia, draft final report, Vol. 1, February 2016). Support to Central Asia is also covered in under JC 42 as it was mostly Bologna process-inspired.

In **Asia**, the Evaluation of the European Union’s regional co-operation with Asia (2014, Final Report Vol 2, p.76) found that “*European HE practices have informed and influenced HE policy debates in Asia.*” However there is no documentary evidence of actual reforms that meet the conditions of the indicator. The same evaluation concluded: “*...it is difficult to point to concrete European HE governance practices adopted by Asian HE systems.*”

The same lack of evidence was noted in *EduLink*. An evaluation concluded: “*...the contribution to national/regional reforms in the overall higher education system of a particular country or region (in terms of the overall higher education landscape, funding, quality assurance, the overall education architecture or national strategic research agendas) has hardly been mentioned in the various projects.*” (Burquel, 2013, p.32)

The EU engages in policy dialogues for HE in selected countries. These dialogues – conferences, seminars, etc. - bring together senior officials from the EU and from the specific country/region, and experts on the area concerned.

Documentation reviewed in the evaluation shows that policy dialogues on HE have taken place in the following countries and on the following themes:

- Trinidad and Tobago (government assisted tuition expenses),
- India (quality assurance in higher education, mutual (EU-India) recognition of qualification and diplomas, learning and research mobility,
- South Africa (higher education infrastructure, scholarships and bursaries policy and support, internationalisation strategy for HE in South Africa, the next generation of academics),



- Thailand (internationalization strategy, university management and university governance),
- In Indonesia, bilateral support allowed for policy dialogue but was said to be ineffective because the Delegation did not have the human resource capacity to implement it.

Documentary evidence is scarce as to whether reforms in these countries, relating to these topics, have taken place or are in the pipeline, and if so what the EU contribution was. In some cases, as the dialogue took place in 2014, it is unlikely that the reforms were in place in the period covered by the evaluation. An exception is Ukraine. EU monitoring reports stated that there was “*some progress in the education sector reforms. Government has developed and submitted to the Verkhovna Rada draft Law On Higher Education. In this legislative draft important steps have been made in bringing the Higher Education System of Ukraine closer to the EU and, more specifically, closer to the provisions of the Bologna Process.*” The Act was passed in July 2014. The source noted however that “*the lack of progress in granting more autonomy to the Universities could become a real problem in the future for a proper implementation of those programmes by all Ukrainian Universities*”.

The field missions reinforced the conclusion that examples of EU direct influence on HE policy reform in the evaluation period are few and far between. Moldova is a significant case of direct influence. In that country, support through *Tempus IV* has contributed to key national policies and strategies such as the Education Code (2014), the National Education Strategy of 2020 (2012), establishment of the national QA Agency ANACIP (2013). In South Africa, bi-lateral co-operation contributed directly to reform of approaches to HIV and AIDS in the HE sector, and to new national strategies for Foundation Years teacher training, and Career Development Services.

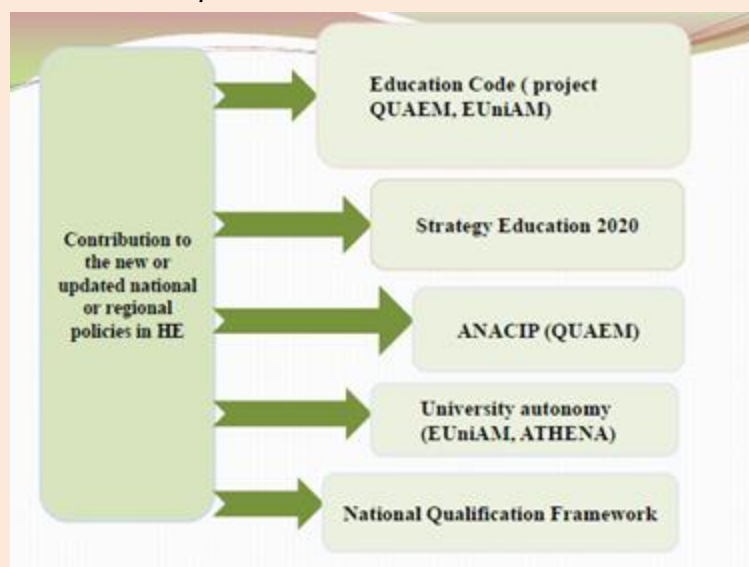
The missions also confirmed that EU projects and policy dialogue had an indirect influence through drawing attention to priorities such as greater inclusiveness or quality improvements. In *Tempus IV* countries such as Egypt, the advice given by HEREs has been influenced by their involvement in EU projects. Projects have also supported reform implementation through for example the operation of the EM eligibility requirements.

*Table 22 Key field mission findings on policy reforms that address national priorities and challenges*

<b>Country</b>	<b>Findings</b>
Guatemala	In Guatemala, evidence is weak because of the absence of a national HE policy or strategy. Reform processes are confined to individual HEIs.
Dominican Republic	A Ten-Year Plan for Higher Education 2008-2018 and a Strategic Plan for Science, Technology and Innovation 2008-2018 has been put in place in the evaluation period and continue being valid. These reforms are part of an ambitious plan which reflects national priorities. It is difficult to assess if these reform plans were influenced to any extent by EU programmes. However, it is probable that the reform process, which started in 2008 and was updated several times (after presidential elections, with the beginning of a new Government period of four years), 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.
Mexico	HE policy reforms in Mexico in the evaluation period clearly reflect national priorities such as greater inclusion. However the reform processes 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.
South Africa	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, funding from elsewhere was put together to enable it to grow into what has

Country	Findings
	<p>been described as 'the most successful HIV and AIDS project in any sector in the country' Chief Mabizela, DHET.</p> <p>Two other bilateral projects also contributed significantly to new national strategies: for Foundation Years teacher training, and Career Development Services.</p>
Kenya	<p>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.</p>
Cameroon	<p>The strategic orientation of HE in Cameroon was established by a decree of 2001 which reflected national priorities. There is no evidence of direct EU influence on this. Since then EU influence has been exerted through the adoption of the Bologna process (see JC 42)</p>
Egypt	<p>While Tempus and EM projects provides value-addition to national strategy development, The EU made no direct contribution to the education &amp; training and Knowledge, Innovation &amp; 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 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.</p>
Moldova	<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: 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), National Qualifications Framework.</p>

**Figure 2** Contribution to the new or updated national or regional policies in HE



Source: Ministry of Education, Republic of Moldova (2016). *The Impact of Structural Measures Tempus Projects on Higher Education System. Power Point*

### **External factors**

The principal party in any national HE reform is the government. The EU and its programmes have created space for dialogue, offered models and support, but where reforms have happened, it is the governments that have made the decisions, ensured that the regulatory framework is in place and is charge of implementation. These have been driven by domestic agendas. It is not clear from the documentation seen in the desk phase whether any other parties have influenced the HE reforms. The field visits came across examples of other states – including EU Member States - that influenced HE reforms.

## **4.2 JC 42 HE policies and strategies reflect international consensus on good practice**

### **4.2.1 I-421 Evidence of policy reforms that learn from international consensus on good practice**

#### **Description of the indicator**

The indicator refers to new national HE policy reforms put in place since 2007. The indicator includes a qualifier that the reforms have learnt from international consensus on good practice. The implication behind the indicator is that EU programmes made some contribution to those reforms.

#### **EU contribution**

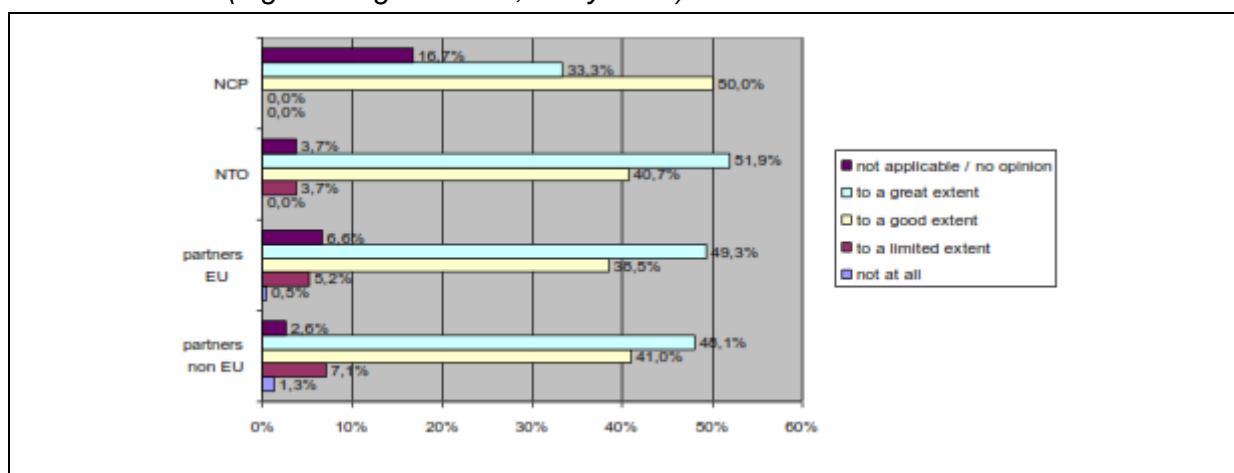
An area of international consensus on good practice that EU's partner countries have been encouraged to address through its programmes is internationalisation of HE itself. The interim evaluation of *Erasmus Mundus* (2009-2013) (2012, p.36) records that 89% of Action 2 beneficiaries from third countries surveyed argued that *Erasmus Mundus* influenced national strategies, programmes and action plans for internationalisation.

In **Asia**, as for actual policy reforms for internationalisation in this period, there is some documentary evidence. The Evaluation of the European Union's regional co-operation with Asia (2014, Final Report Vol 2, p.77) pointed to the adoption by ASEAN, and in **South Asia** by Pakistan and Nepal, of credit recognition and transfer systems. The evaluation recorded that the Bologna Process and the ECTS system informed policy deliberation, even though the systems adopted were "*sensibly*" adapted to regional and national needs.

According to the *Tempus IV* achievement reports, *Tempus* has had an impact on national policy reform in the partner countries (**ENP East, ENP South and Central Asia**), although it might not have been the initial focus of the programme. It was noted that *Tempus* came to the region at the right moment when most of the countries were beginning to introduce major reforms in higher education. In that sense *Tempus* was considered a useful support mechanism to help implement these reforms, working hand-in-hand with the Ministry of Education.

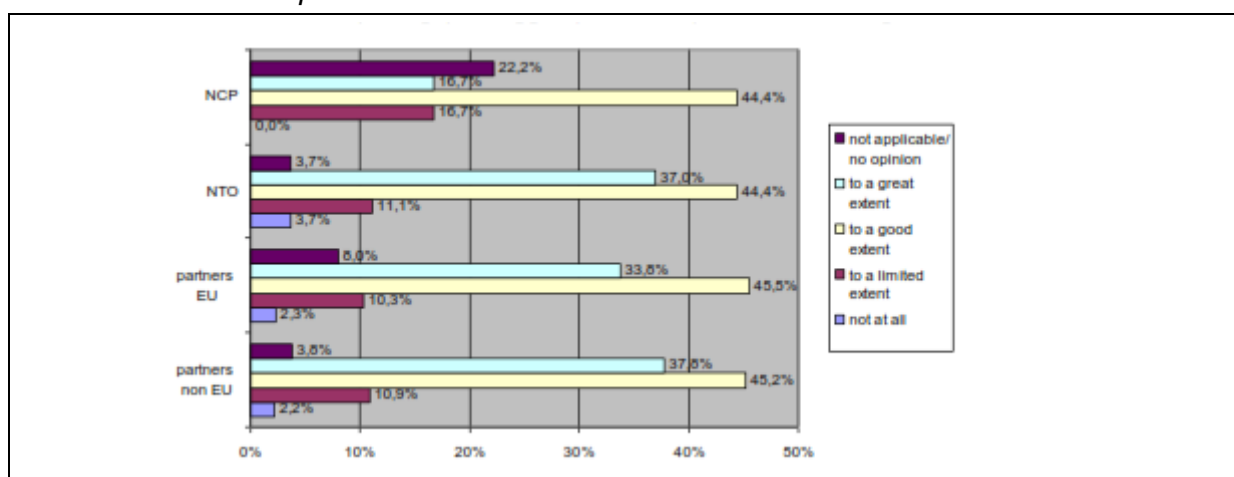
Moreover, according to a survey conducted in the scope of the *Tempus* MTE (2012), "88,2% of the respondents consider *Tempus* has directly strengthened individual capacities in HEIs to a good or even great extent to carry out reform and modernisation. 76,2% of the respondents consider *Tempus* has done the same indirectly." (EU, Tempus MTE, 2012, p. 67ff)

**Figure 3** *Has Tempus IV effectively strengthened human capacities in HEIs to carry out reform and modernization ...directly through capacity building measures (e.g. training schemes, study visits)?*



Source: Mid-term Evaluation of the TEMPUS IV Programme (2012)

**Figure 4** *Has Tempus IV effectively strengthened human capacities in HEIs to carry out reform and modernization...indirectly, through providing good practice examples to individuals in HE?*



Source: Mid-term Evaluation of the TEMPUS IV Programme (2012)

### **Box 9** *Tempus achievements: supporting reform processes in ENP East*

Even though not originally focused on it, Tempus has had an impact on national policy reform in the six Partner Countries in the region. Tempus came to the region at the right moment when most of the countries were beginning to introduce major reforms in higher education. Tempus was considered by all the external evaluations carried out as a useful support mechanism to help implement these reforms, working hand-in-hand with the Ministry of Education. Tempus Structural Measures projects, in which the Ministry must participate as a partner, tackled national policy issues such as quality assurance, promotion of innovation and entrepreneurship in the education system.

All the National Tempus Offices have established effective working relationships and constructive dialogue with the Ministry of Education and the EU Delegation. Each country's national priorities are set by the Ministry of Education and the National Tempus Offices are consulted in the selection of projects to be funded in each Call for Proposals. Furthermore, they are regularly invited by the national authorities to provide inputs into national studies and publications. Given their knowledge of other countries in the region through Tempus, they serve as a useful point for comparative analysis.

Since 2008, Tempus has been used to fund a network of more than 50 Higher Education Reform Experts from the countries in the region. These are local professors, Ministry officials or students who are interested in higher education policy reforms. With the support of Tempus funding, they have had the opportunity to take part in a number of seminars on higher education reform in the EU. Upon return, they have shared their knowledge and expertise with universities, by holding seminars and workshops to disseminate information about the latest developments in EU higher education policy reform and the Bologna process. European experts have also been

invited, using Tempus funding, to give training seminars in the Partner Countries. Participation in the Tempus Programme with EU institutions has helped promote Bologna principles and tools and highlight their usefulness. To date, five of the six countries are actively participating in the Bologna Process which is a major driver for change in the higher education sector. Following the meeting in Copenhagen in January 2012, the Bologna Follow-Up Group (BFUG) agreed on recommending to the European Higher Education Area (EHEA) Ministers to have Armenia as the host of the 2015 Ministerial Conference, while also hosting the BFUG Secretariat from 2012 to 2015. At the Bucharest conference in April 2012, Armenia was the first non-European member state to be given this role.

Source: EACEA (2013), *The main achievements of the Tempus programme in Eastern Europe 1993-2013*

In **ENP East**, evidence provided by the documentation on the six *Tempus IV* case study projects shows that HEIs have responded to the Bologna Process guidelines as the most widely accepted consensus on HE good practices (Tempus project reports). While the *Tempus* achievement reports provide some evidence that EU support influenced these positive developments, further information is needed on this aspect.

In **Central Asia**, the combination of *Tempus IV* and EU regional assistance was said to have had “a limited and mostly indirect impact on national strategic reform design and/or decisions in higher education in the CA countries. The CA countries determined the overall strategic direction and scope of (aspired) convergence with EU standards in higher education” (Evaluation of EU regional level support to Central Asia 2007-2014 – pending). However, the evaluation concluded that the longevity of the EU programmes in CA and the critical mass of EU funded projects “contributed to a changing attitude among national stakeholders (government and academic community), increasing support for reforms in line with EU/EHEA standards and good practice, and strengthened capacities to design such reforms.”

In **Latin America**, a Latin American Credit Reference system (CLAR), inspired by ECTS, was developed through the *ALFA III* Project Tuning Latin America. For example, the Argentine and the Colombian Governments signed an agreement about binational mobility programme (MACA – Movilidad Académica Colombia Argentina), which refers to the CLAR-system of academic credits. The *ALFA III* Programme intentionally promoted this approach – which is probably one of the main achievements of the programme.

The question of policy reforms that learn from international consensus on good practice in the context of policy dialogue with the EU is covered under JC 41.

The EU – and EU Member States - are seen by several field mission countries as important sources of benchmarking for HE good practice in general and for internationalisation in particular. The European Qualifications Framework (EQF) is a particular beacon for countries like Cameroon, Moldova and Egypt. The influence is exerted in various ways, through policy dialogue, projects at HEI level, and by dissemination of the examples set through less direct channels.

**Table 23** *Key field mission findings on policy reforms that learn from international consensus on good practice*

Country	Findings
Guatemala	This is 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.
Dominican Republic	See JC 41
Mexico	Mexico participated in international dialogue fostered by the EU, principally at the HEI level. This influenced national reforms and strategies through benchmarking and lessons learned from others' experience, although always adapted to the national context.
South Africa	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.

Country	Findings
Kenya	Kenyan HE in the evaluation period has been pre-occupied with intra-state challenges. The search for solutions to these challenges has 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.
Cameroon	Since 2005, when Cameroon agreed to access 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 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.
Egypt	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.
Moldova	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

### **External factors**

The principal parties in any national or regional HE reform are governments. The EU and its programmes create space for dialogue, offer models and support, but it is the government that makes decisions about reform, ensures that the regulatory framework is in place and is charge of implementation. This is the case in the instances referred to above. It is not clear from the documentation seen in the desk phase whether any other parties influenced the reforms. The field visits came across examples of other states – including EU Member States - that influenced HE reforms. This was particularly true of the generation of interest in the Bologna Process in Cameroon and Moldova.

## **4.3 JC 43 National HE institutional framework is equipped to implement national policies and strategies**

### **4.3.1 I-431 Evidence of new institutions established to implement national policies and strategies**

#### **Description of the indicator**

The indicator refers to new institutions put in place or in the pipeline since 2007. The implication behind the indicator is that EU programmes made some contribution to these outcomes.

#### **EU contribution**

85% of respondent department/faculties in the HEI survey reported that new national institutions had been established – or existing ones extended – in the evaluation period to implement national HE policies and strategies. Among the most important functions, these agencies coordinate development of educational standards and monitor their practical realisation, accredit programmes, monitor the quality of programmes and other aspects of HEI performance, and monitor and disseminate effective practices. Where no institutions had been established or extended in the period, this was either because the infrastructure was already seen to be adequate, or there were political reasons for no action being taken.

That said it is difficult to find evidence of EU contributions to institutional change at national level. No documentary evidence was found in the desk phase that pointed to progress with new institutions to implement national policies and strategies, where an EU programme influenced the process.

The field missions reinforced the conclusion, as with policy reform that examples of EU direct influence on HE institutional reform in the evaluation period are few and far between. Moldova and South Africa are again the exceptions among the mission countries. Indirect influence however is plausible in several cases.

**Table 24** Key field mission findings on HE national institutional frameworks

<b>Country</b>	<b>Findings</b>
Guatemala	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). But due to the special situation of Guatemala, the absence of a Government entity responsible for the national HE system, it is not possible to assess evidence for JC 43.
Dominican Republic	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. It is difficult to assess whether reform processes in HE, which started with a special Law in 2008, were influenced to any extent by 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 process in Latin America.
Mexico	The Mexican Government implemented several important institutional reforms in the evaluation period. 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. It is not possible however to ascertain that EU funded projects contributed significantly to these reforms. On the other hand, reform processes in Europe were clear incentives for continuing with Mexico's own reform efforts. The examples from Europe played a more important role than the US.
South Africa	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
Kenya	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 institutional capacity development for quality assurance at all levels.
Cameroon	There is no evidence of reform in the national HE institutional infrastructure as a result of EU programmes.
Egypt	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.
Moldova	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 focussed 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.

### **External factors**

No examples of external parties having a direct influence on national HE institutions were found in field visit countries.

### 4.3.2 I-432 Evidence of reforms in existing national institutions that better equip them to implement national policies and strategies

#### Description of the indicator

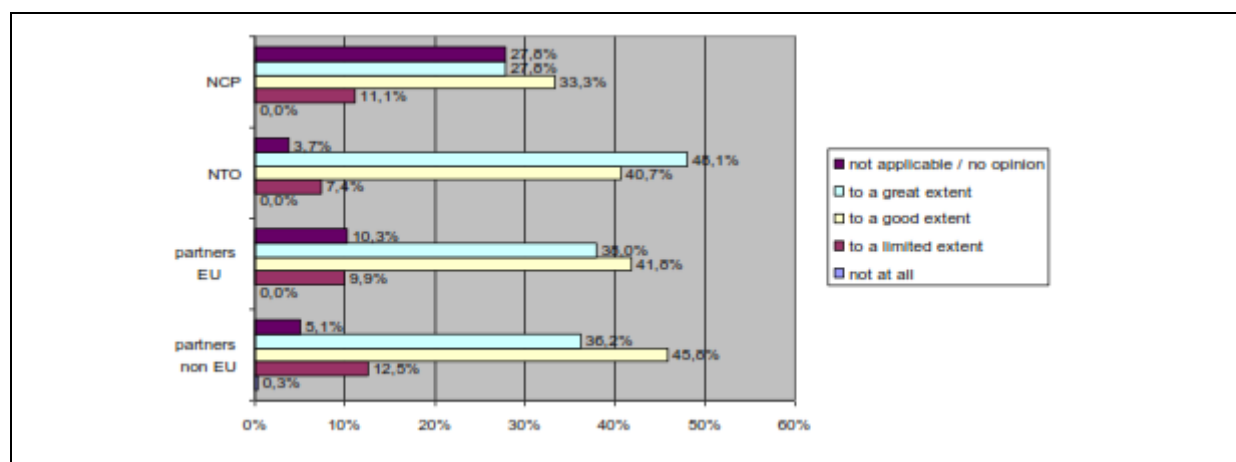
The indicator refers to reforms or improvements in existing institutions since 2007. The implication behind the indicator is that EU programmes made some contribution to the reform of these institutions.

#### EU contribution

There is a lack of documentary evidence about reforms in existing national institutions implementing national HE policies and strategies, and where an EU programme contributed to the process.

For *Tempus IV*, the *Tempus* MTE states that the contribution of *Tempus* to reforms at institutional level differs from institution to institution and project to project. “Most encountered projects intend to contribute to changes at institutional level, such as internal regulations, external relations and co-operation (e.g. internationally, regionally, with academic institutions, overarching HE bodies, with society and economy). However, in practice this seems to depend on a variety of factors: a favourable environment within the institution, the institutional capacity and vision to support, absorb and synthesise the benefits and results of the projects it is involved in and the good practice examples implemented elsewhere; continuity and follow-up by staff within the project and in HEI management; self-initiative by the project; etc. 77,9% of the respondents consider *Tempus* has directly strengthened institutional capacities to a good or even to a great extent.” (EU, *Tempus* MTE, 2012, p. 67ff)

Figure 5 Has *Tempus IV* effectively strengthened human capacities in HEIs to carry out reform and modernization...to support and implement system reform within the institutions themselves?



Source: Mid-term Evaluation of the TEMPUS IV Programme (2012)

In **Latin America**, during the evaluation period, the National Tuning Centres acquired new roles and impetus. This was a direct result of support from *ALFA III*. In each country of **Latin America**, the respective National Tuning Centre – in which not only the HEIs, but also the Education ministries and other institutional key stakeholders are represented - has supported the ongoing reform processes in the participating universities.

The field mission findings relating to I-431 also cover this indicator.

#### External factors

The National Tuning Centres would not have been established and developed without the collaboration of HEIs and governments.



## 5 EQ 5 on inclusiveness

**To what extent has EU support to HE in partner countries contributed to enhancing inclusiveness?**

### 5.1 JC 51 Enhanced equitable access to HE for all groups of society

#### 5.1.1 I-511 Evidence of gender balance and the inclusion of vulnerable groups in EU programmes

##### **Description of the indicator**

As explained in the rationale and coverage section of this EQ, most EU-supported programmes have gender balance and access for vulnerable or under-represented groups as an explicit objective. Included in this objective is an assumption of gender balance. This indicator refers to these programmes and calls for data on the extent to which the objective is being met.

##### **EU contribution**

In practice, gender balance is encouraged in all EU-supported programmes even if it is not an explicit objective of the programme.

For example in *Erasmus Mundus* “the provisions of the Programme Guide Action 2 Strand 1 include the promotion of gender equality and elimination of discrimination as areas that the implementation of the action should contribute to. Consortia were requested to provide gender-disaggregated data on participating students and staff. The guide also required clear inclusive provisions for disadvantaged groups in mobility partnerships and had a specific target group to promote the inclusion of applicants with particularly vulnerable situations, including due to gender.” (Erasmus Mundus, MTE, 2012 p. 58)

##### **Box 10 Examples of addressing gender balance in Erasmus Mundus projects**

Neither of the Action 2 case study projects reported any difficulty in relation to gender balance of incoming students.

The Averroès consortium included gender balance among the selection criteria, but it always had more female participants than male from Maghreb countries. Female students tended to have higher academic results and to be more motivated. The consortium gave priority to female candidates in cases where they were as equally qualified as a male candidate. There was no need to implement additional measures to achieve gender balance, as enough excellent candidates were available.

In EM2-STEM and Averroès consortia, there was a rule to opt for a candidate of the underrepresented gender in cases where two candidates were equal. No systematic and/or innovative mechanisms for addressing gender equality have been identified so far.

In Eurasia 2, the cohort was balanced without any extra efforts. The coordinator believed that this had to do with the subject area (sustainability, agricultural and life sciences), which did not have gender stereotypes attached to it. The consortium monitored the gender of the applicants and selected students and scholars.

Source: *Erasmus Mundus MTE, 2012, p.59*

Apart from gender, the concept of vulnerable or under-represented groups is interpreted differently in different regions and countries. However, in *Erasmus Mundus II*, Action 2, the programme that placed most emphasis on the objective reflected in this indicator, a separate Target Group – TG 3 – was created for “Nationals of the third-countries [...] who are in particularly vulnerable situations, for social and political reasons.”

In terms of granting access to HE access for vulnerable or under-represented groups, the results are mixed, as is the consistency of evidence. The MTE of *Erasmus Mundus II* concluded that achievement of this objective had been less successful than for balance gender. The MTE explains that “Meanwhile, identifying and including vulnerable groups, defined by ethnic/religious minority, refugee status, LGBT<sup>45</sup> identity or disability proved to be difficult. In the cases where such inclusion needed special services (e.g. psychological counselling for refugees, interpretation or infrastructural adaptation services), funding was

<sup>45</sup> LBGT: Lesbian, Gay, Bisexual, and Transgender.

*lacking.*” (p. 115). Overall, according to EAEAC statistics, between 2007 and 2014 only 2480 students or 5.2% of all students who participated in mobilities funded by EM2 and the External Co-operation Window from 2007 to 2014 belonged to TG3.

**Box 11**            *Examples of addressing vulnerable or under-represented groups in Erasmus Mundus projects*

Within the EM2-STEM Partnership, for instance, it was very difficult to decide which students come from “ethnic minorities” in the ethnically mixed societies of the Western Balkans. People in general were very reluctant to be identified as belonging to a minority group. Homosexuality is in fact illegal in several of the countries. There was often a problem in securing assistance from the Western Balkan partner HEIs in this matter, especially when it came to the Roma, the biggest identifiable minority group. As to economic and social disadvantage, this was very difficult to define, when general income levels are so low, by EU standards.

Within Project Averroès, the consortium found that it may be that attempts to define “vulnerable groups” in relation to a Western European understanding of the concept were less relevant than an understanding of the very considerable and urgent needs of certain third countries. For instance, in Algeria, all expenses for students are paid for by the state, so in one sense no one is disadvantaged.

In Eurasia 2, the problem with finding students for Target Group 3 was also profound. Yet the consortium received two applications and allocated the place to a refugee student from Myanmar. The partner institution coordinator in China highlighted that the financial situation of the students applying for Target Group 3 was not assessed, and the criterion of financial situation was not included in defining vulnerability.

In GEMMA, one student with a visual impairment was given special tests. Professors were prepared to develop different testing methods for other disabilities and special needs (e.g. dyslexia) as well. The TEMA consortium developed a policy for accommodating special needs and extensively described special services on their website (see the case study).

*Source: Erasmus Mundus MTE, 2012, p.60ff*

Although the *Intra-ACP Academic Mobility Scheme* aimed at providing “access to higher education for students including those from disadvantaged groups”, there are no statistics available showing how many of the grantees came from this group.

In **Asia**, the main reasons regarding the rather mixed results reported by the RSE Asia are that

- “*Participants and policy-makers have found it difficult to define and identify this group at country-level*”; and
- There is “*a lack of suitable applications from members of potentially relevant social groups*”. “*Far fewer grants than planned were disbursed in this category*”. For example, the Eurasia 2 project reported a single application from a refugee student from Myanmar.

The evaluation concluded that members of disadvantaged groups in Asia may not meet the minimal academic requirement for an EM exchange – most notably, English-language competence. The evaluation suggested that the university level may not be the most suitable one at which to address causes of HE exclusion for members of disadvantaged groups.

In **South Africa**, review of progress and final reports for *Erasmus Mundus* South Africa found that most mentioned difficulties in the inclusion of TG3 students were either low application number or the poor quality of applications or a combination of both.

In **Latin America**, *Erasmus Mundus* projects had mixed experience in addressing TG3. The final report of Monesia, 2013, for example recorded that only eight out of 157 students (5%) came from TG3. By contrast, according to the impact survey conducted at the conclusion of the project *Ánimo, ¡Chévere!*, 2013, 17% of the grantees who answered not only confirmed that they belonged to a disadvantaged group but also stated that the mobility had had a specific impact on their situation.

In terms of participation by persons with disabilities, there is insufficient quantitative data from any programme to present a reliable picture. However, the MTE of *Erasmus Mundus II* points to socio-cultural barriers that prevent students with disabilities from participating fully in academic life offered by *Erasmus Mundus* grants.

### **External factors**

External factors in the participation of vulnerable and under-represented groups in EU programmes include their access to information about the opportunities and their ability to

take them up. Many women in mid-career may be less able to take up PhD opportunities because they tend to have more child-care responsibilities than men.

### 5.1.2 I-512 Evidence of HEIs that have taken steps to increase access to vulnerable and/or under-represented groups

#### **Description of the indicator**

Some EU-supported programmes and projects have objectives that go beyond equitable access to the programmes and projects themselves and aim to contribute to institutional improvements that increase access to vulnerable and/or under-represented groups. This indicator addresses these institutional improvements at the level of HEIs.

#### **EU contribution**

The EU-supported projects themselves made a good effort at achieving a gender balance. EM2 and *Intra-ACP Academic Mobility Scheme* statistics, provided by EACEA; show that gender equity among participants overall was reasonable. Between 2007 and 2014, 47,878 students and staff benefited from funding under *Erasmus Mundus* Action 2 Strand 1 and Strand 2 and the External Co-operation Window. 22,869 or 47.8% of scholarship holders were female. The MTE of *Erasmus Mundus II* (2012) concluded that the gender balance of *Erasmus Mundus II* Action 2 flows was somewhat better than the gender-composition at European universities. Equity does not always translate as equal proportions. It implies fairness in the circumstances – the removal of barriers for example. Not all programmes and projects achieved gender balance. In areas such as engineering where women are often under-represented, it was improbable that balance would be achieved in mobility flows. From reports of *Intra-ACP Academic Mobility Scheme* projects – where only 482 of a total of 1477 scholarship holders (2010-2013) or 32.6% were female.

At the same time, participation of disadvantaged, vulnerable or under-represented groups in programmes was often below expectations. In *Erasmus Mundus II* Action 2, where a separate target group, TG3, was created for nationals of third countries who were in particularly vulnerable situations for social and political reasons, results were often disappointing. Overall, according to EAEAC statistics, only 2480 students or 5.2% of all students who participated in mobilities funded by EM2 and the External Co-operation Window from 2007 to 2014 belonged to TG3. Although the *Intra-ACP Academic Mobility Scheme* aimed at providing “access to higher education for students including those from disadvantaged groups”, there are no statistics available showing how many of the grantees came from this group.

The participation rate of students from disadvantaged groups in EU-funded projects alone is not an indicator for access of those students to HEIs in general.

According to the HEI survey, 74% of departments/faculties of coordinating universities in partner countries have taken steps to include vulnerable and/or under-represented students. The perception of the extent of EU contribution in this regard is mixed; it varies on the scale from “no extent” – “limited extent” – “considerable extent” to “a great extent”, with approximately the same percentage for each category. In sum, 59% of participants find that EU contribution was none or limited.

Groups of students that were identified as vulnerable/under-represented by the HEIs are those with low socio-economic status, female students, black students, students with special needs, from ethnic minorities, from geographically marginalized communities or rural areas, and even those coming from fragile countries from the region.

Some documentary evidence has been found, mostly from *ALFA III*. One of the main purposes of the *ALFA III* programme was to contribute to an enhanced equitable access to HE for all groups of society. The programme guide referred to the objective of creating “Access to HEIs for less privileged social groups, and measures to ensure their study success there” and “fostering the participation of HEIs from areas with a low HDI, related to minority groups”.

In **Latin America**, several of the *ALFA III* case study projects specifically addressed the obstacles to access to HE for vulnerable and disadvantaged groups. The MISEAL project for example, installed an “Observatorio de Inclusión Social y Equidad” (OIE - Observatory of

Social Inclusion and Equity), set up staff training courses at the participating HEIs and established a pilot postgraduate study course: Estudios en Inclusión, Interseccionalidad y Equidad (ESIINE), MISEAL (case study, ALFA III).

The *ALFA III* project EQUALITY dealt specifically with the gender issue, in general and also taking into consideration women as part of vulnerable groups. The project fostered the creation of gender units, of special equity offices or the inclusion of a specific gender subject in some study plans (curricula) at participating HEIs (case study, ALFA III)

An objective of the 17-institution *ALFA III* CID project was to remove obstacles to access to the university, and improve the learning conditions of vulnerable and/or under-represented groups. As the available documentation was not complete, it is not clear if the project managed to translate the access to vulnerable groups offered during the project's lifetime into institutionalisation of equity in access (case study, ALFA III).

In contrast, evidence for this indicator from other programmes was thin or lacking altogether. In **Eastern Africa**, documentation from *EduLink* East Africa show that, in four of the six case study projects, selection and recruitment of facilitators and participants have been performed by partner HEIs on an “*equal opportunity*” basis (gender equality, learning disabilities, age). As an example, in each of the “*Community of Practices*”, efforts were made to bring aboard as many female staff as possible; in workshops involving curricula, students with learning difficulties were invited; also the experiential learning approach and methods that have been inculcated in the CoPs involve tools for promoting gender equality while taking into account any students with disabilities.

In **Asia**, the RSE Asia of *Erasmus Mundus II* reported that the evidence did not provide much reason to believe that Asian HEIs have adopted EU practices for protecting minorities and disadvantaged persons in HE.

There is no evidence that the *Intra-ACP Academic Mobility Scheme* has had an institutional effect of enhancing equitable access to higher education. However, by creating an expectation at least of gender balance in the scheme itself, it has resulted in some increase in opportunities for women to benefit from the mobility.

None of the reports from the *Erasmus Mundus II* or *Tempus IV* case studies provided any indication as to whether and what extent the projects' approach towards the inclusion of students from vulnerable/under-represented background had any impact on the policies and strategies of HEIs regarding the admission of students from the groups in general terms.

The field missions support the conclusion that the prioritising of inclusiveness in EU programmes like *ALFA III* and EM contributed in several countries to the strengthening of a socio-political climate which induced HEIs to address the issue of access of vulnerable groups to HE, but this was by no means universal. The EU interventions also had a direct effect on inclusiveness among their participants in most cases, although one that was limited by the scale of the interventions. Gender balance was more easily influenced than participation of disadvantaged and vulnerable groups. In fact there is evidence from South Africa, Kenya, Cameroon and Egypt that the main beneficiaries of EU programmes like EM were the already advantaged groups because they tend to be studying at institutions better equipped to leverage the programmes.

*Table 25 Key field mission findings on enhanced equitable access to HE for all groups of society*

<b>Country</b>	<b>Findings</b>
Guatemala	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, Landívar in co-operation with a Member State (Germany), which contributed with several million Euros. The general development co-operation of the EU contributed to strengthening of a socio-political climate which induced HEIs to address the issue of access of vulnerable groups to HE.
Dominican Republic	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-

Country	Findings
	<p>ordinators (EduLink as well as Erasmus Mundus and the 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.</p>
Mexico	<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>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 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. It is described more in detail in JC 32. It is difficult to assess a direct influence of the EU-supported co-operation programmes in the form of ALFA III and Erasmus Mundus. But it is certainly true that the EU programmes contributed to enhancing the awareness regarding the issue of inclusion, particularly related to the access to and the remaining in the HEIs.</p>
South Africa	<p>Intra-ACP Academic Mobility Scheme 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.</p>
Kenya	<p>Intra-ACP Academic Mobility Scheme and Erasmus Mundus 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.</p>
Cameroon	<p>An eligibility and selection criterion for EM projects was the inclusion in the project of disadvantaged groups of or individual students, particularly at the postgraduate level. 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.</p> <p>Among these interventions, only the STETTIN project can be highlighted for having facilitated access of disadvantaged students, in particular at Doctorate level.</p> <p>This relative non-compliance of Cameroon HEIs with this requirement of EM projects is due probably to the central role that the coordinating institution plays in enforcement of EM</p>

Country	Findings
	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 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 today since the “university reform” of 1993, a privilege of higher income social categories...”
Egypt	Interviewed stakeholders did not consider access to HE a problem in Egypt. However, a recent study comes to a different conclusion. “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”. 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).
Moldova	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). 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. 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 EM 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.

### **External factors**

It is highly likely that many of the participating HEIs already had policies with gender equality or equity as an objective. For example, the case study showed that this was the case with most of the *Edulink* East African partners. The extent to which these policies are effective is not clear from the documentation reviewed or from the field visits. Evidence of specific steps taken to increase access for vulnerable groups without the influence of EU programmes is lacking.

### **5.1.3 I-513 Evidence of HE policy reforms and strategies that promote access to vulnerable or under-represented groups**

#### **Description of the indicator**

Some EU-supported programmes and projects have objectives that go beyond equitable access to the programmes and projects themselves and aim to contribute to institutional improvements that increase access to vulnerable and/or under-represented groups. This indicator addresses institutional improvements at the level of national policy reforms and strategies.

#### **EU contribution**

In **Asia**, the RSE Asia concluded that *Erasmus Mundus* measures have had little impact on helping disadvantaged groups overcome barriers to HE participation in Asia. While equity and access issues are an integral part of HE policy debates in many Asian countries, “*Asian*

*HE actors doubt the extent to which regional-level EU interventions have contributed to these debates”.*

Respondents noted that the *Erasmus Mundus II* measures did little to contribute to existing policies and deliberations aimed at equity issues in Asian HE sectors (field mission interviews and interviews at HQ, August 2013).

Interviews conducted with Asian institutional and individual beneficiaries suggest that access and equity issues are a central and problematic issue in HE policy debates in Asia, particularly Southeast Asia. Furthermore, the question of granting access to HE to disadvantaged groups is a highly sensitive political issue in many countries of Southeast Asia (field mission interviews and interviews at HQ, August 2013): respondents noted that the EM measures did little to contribute to existing policies and deliberations aimed at equity issues in Asian HE sectors (field mission interviews and interviews at HQ, August 2013).

In **Latin America**, some of the *ALFA III* projects like MISEAL, EQUALITY, Oportunidades and to a certain extent TRALL, created a climate of dialogue focussed on policy reforms and strategies that promote access to vulnerable or marginalised groups. The *ALFA III* project VINCULAENTORNO dealt with the relation between HEIs and society. It aimed at strengthening the so-called third mission of the University, i.e. services to society (often known as extension), especially in favour of vulnerable groups, aiming at lowering the entrance obstacles to university studies of those groups. Evidence of whether this led to national policy changes is lacking.

The field missions could find no evidence of policy reforms or national strategies in this area that were directly influenced by EU programmes, although, as mentioned above, there may have been an influence on the climate that promoted such reforms.

#### **External factors**

Insufficient evidence of policy reforms in this area was found in the desk or field phases to be able to address the contribution of other parties.

## **5.2 JC 52 Equitable access to resources for HEIs, especially those suffering from former or current disadvantage**

### **5.2.1 I-521 Evidence of reforms taken in partner countries to support HEIs suffering from former or current disadvantage**

#### **Description of the indicator**

This indicator refers to reforms for equitable access for HEIs – in this case to resources - rather than for people. It is particularly concerned with access to resources for HEI's suffering from former disadvantage.

#### **EU contribution**

According to the HEI survey, access to resources for teaching & learning improved at 85% and for research at 65% of departments/faculties of coordinating universities in partner countries. The EU contributed first of all financially whereby it created the possibility to acquire material, technical and IT equipment and improve HR competences. Furthermore, it facilitated networking with international partners and exposure of HEIs to research technologies. What is not known from the survey is the extent to which resources were re-distributed to HEIs suffering disadvantage.

In most countries – **South Africa** being an exception - there is no formal classification of HEIs that includes this characteristic. In any case, there is no evidence from the documentation reviewed of any reforms in this area.

#### **External factors**

As reported below, the field visits found evidence of reforms in HE infrastructure and funding that were designed to help less advantaged HEIs. These reforms appear to have been influenced by factors beyond the EU interventions of the EU.

## 5.2.2 I-522 Evidence of improved access to resources for disadvantaged HEIs

### Description of the indicator

This indicator refers to actual improvements in access to resources for HEIs that have been disadvantaged.

### EU contribution

In **Latin America**, documentation reviewed for *ALFA III* provides evidence that relates to this indicator. Although in individual Latin American countries it is difficult to identify HEIs suffering from former disadvantage, there are poorer and less developed countries like most of the

Central American Republics, Bolivia and Paraguay, and in general their HEIs are hampered as a consequence. The *ALFA III* programme set out to support HEIs of less developed countries through special incentives to participate: a sort of positive discrimination established in the Calls for Proposals. Some of the *ALFA III* case study projects had HEIs of the poorest countries incorporated in their networks, which benefited from the learning possibilities and the benchmarking opportunities of the projects. However it would need a special analysis to assess the efficiency and effectiveness of this positive discrimination

According to the *Erasmus Mundus* MTE (2012), p.56, the EU “attempted to promote historically disadvantaged universities into partnerships, as they would benefit greatly from capacity building.” However, this was challenging, as coordinating institutions tended to focus on excellence.

The field missions provided examples of countries that have taken steps to shift the balance of national HE resources in favour of less advantaged institutions, e.g. those in more remote regions. EU influence on these measures is indirect at best. In some countries, such as Moldova and South Africa, positive steps were taken to involve less advantaged institutions in EU programmes. This appears to have been more successful in Moldova. In other countries, such as Kenya, EU programmes may have entrenched the position of already advantaged universities.

Table 26 Key field mission findings on equitable access to resources for HEIs, especially those suffering from former or current disadvantage

Country	Findings
Guatemala	N/A in Guatemala
Dominican Republic	N/A in Dominican Republic. There are only a few public universities, none of them suffering from former disadvantage. The other HEIs are private ones
Mexico	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. However there was no evidence of EU contribution to these developments.
South Africa	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 at least one HDI), 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.
Kenya	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.
Cameroon	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 Cameroun receiving EM Action 1 calls for proposals.



Country	Findings
	Since 2012, other HEIs have received information about and access to the Erasmus Mundus Action 2, Intra-ACP Academic Mobility Scheme and Edulink calls for proposals. Nevertheless, private Universities are still lacking access to such information.
Egypt	Smaller and new universities do not have the same access to resources as the old, prestigious and large universities such as 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.
Moldova	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 Testemițanu State University of Medicine and Pharmacy / Universitatea de Stat de Medicina și Farmacie; and Free International University of Moldova / Universitatea Libera Internațională din Moldova) and the smaller or specialised regional HEI. 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 EM projects which has increased their access to resources. Equally important, in most cases Tempus and EM 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.

### **External factors**

There is insufficient evidence of improved access to be able to address the contribution of other parties.

## **6 EQ 6 on responsiveness to labour market needs and brain circulation**

***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?***

### **6.1 JC 61 Strengthened institutional set-up in the HEIs to respond to labour market needs in specific professional qualifications**

#### **6.1.1 I-611 Evidence that HEIs have followed labour market trends in designing programmes**

##### ***Description of the indicator***

This indicator addresses the extent to which HEIs have made efforts to factor labour market needs in designing and adjusting their programmes, without establishing formal mechanisms (which are covered by I-613).

##### ***EU contribution***

Several EU-supported programmes operating in the evaluation period were designed to produce new courses, either in single institutions or jointly with others. With many – possibly all - of these courses, there is documentary evidence that efforts were made to align them ex-ante with labour market needs, including those of the public sector. This was usually an explicit objective of both the programmes and/or of specific projects within them.

In the **Caribbean**, most of the five *Edulink* Caribbean case study projects produced new courses, the development of which had included a dialogue with stakeholders from the private sector. The case study highlights the following examples:

- The CREATive project, which created an advanced Coral Reef course, worked closely with public and private entities concerned with coral reefs and coastal protection.

- As a preliminary finding at this stage, the regional Masters course in Pig Production and Food Security was developed in close interaction with the private sector.
- PROCEED-CARIBBEAN integrated public and private stakeholders from the very beginning of the project, aiming at a policy dialogue on energy access and efficiency on the one hand and integration of labour market needs in the course on the other.

In **East Africa**, from the *Edulink* East Africa case study, there is evidence that 20 of the 22 universities participating in the six projects under assessment had some kind of process for observing the labour market in the development of the project courses. As an illustration, in the Energy-Agro Food project, 14 external stakeholders (agricultural and industrial) related to the bio-energy and agro-food sectors took part in the fieldwork for the projects to survey the labour market.

In the **ENP region** and **Asia**, documentation reviewed for the *Tempus IV* and *Erasmus Mundus* case studies suggested that courses were oriented towards the labour market (see for example HEICA, GEM and TERSID project reports). In the case of *Tempus IV* ENP East, this led to the establishment of institutionalised mechanisms (covered by I-613). In the case of *Erasmus Mundus* Asia West, however there were no such outcomes. With *Tempus IV* Egypt too, the contact with the labour market stakeholders did not appear to have survived beyond the course development process.

In **China**, with the bi-lateral project ICARE, the purpose was to fill the gap between the growing industry demand for specialised clean and/or renewable energy experts, and the skills currently available on the job market. The documentary evidence shows this was in focus during the development of course components. Visits and exchanges with important Chinese companies in the renewable energy sectors were conducted to survey their demands and inform them about the potential ICARE vocational training programme. It was noted however in the MTE (2013) that one of the main project partners, HUST, was more interested in developing academic than vocational courses.

In **Latin America**, links with labour market stakeholders along with promotion of entrepreneurship and of applied research in relation to business and the public sector was an objective of *ALFA III*. *ALFA III* case study projects all involved dialogue and in some cases led to the establishment of mechanisms for maintaining labour market relevance (covered by I-613).

In **DRC**, the project involved dialogue with employers both to develop the content and to provide contact for the learners (covered by I-612)

With *Erasmus Mundus II*, the relevance of the projects is governed by the thematic areas in the calls. These are determined by DG DEVCO in consultation with sector and country experts. So, ex ante, all the projects – but particularly Action 2 projects – should reflect areas relevant to country needs. This does not equate with observation by HEIs of labour market trends.

There is no significant documentary evidence of this for the Latin America and South Africa *Erasmus Mundus* case studies, nor for the *Intra-ACP Academic Mobility Scheme* or Algeria.

The field missions confirmed that *ALFA III*, *Tempus* and *Edulink* projects have tended to have an orientation to labour market needs, often including co-operation with public and private sector employers<sup>46</sup>. In some cases these projects have led to the institutionalisation of labour market approaches in the wider HEI. With the mobility programmes, direct involvement of labour market institutions was exceptional and no examples were found of a knock-on effect in the HEI. These findings are also relevant to I-612 and I-613.

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<sup>46</sup> This finding also covers indicators I-612 and I-613.

**Table 27** *Key field mission findings on strengthened institutional set-up in the HEIs to respond to labour market needs*

Country	Findings
Guatemala	<p>Interviews in Guatemala provided sound evidence. There were several examples, induced by the ALFA III or EM projects, where curricula reforms and other measures contributed to a better response of the graduates to labour market needs.</p> <p>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.</p> <p>The Eureka project, which contributed to creating a Master study course in management for "mini-pymes" (very small enterprises).</p> <p>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.</p>
Dominican Republic	<p>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 "PESCADO - Pioneering Education for Sustainability of Caribbean Aquaculture Development &amp; 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 &amp; 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).</p>
Mexico	<p>In the case of the private ITESM with more than 30 campuses disseminated throughout Mexico, EU support to HEIs had only little impact with regard to a strengthened institutional set-up to respond better to labour market needs. The reason is that one of the main strengths and priorities of the institution is to prepare students for the labour market starting in the first semester of studies. ITESM (Campus Puebla) participated in the EM project "From vision to reality" (2013-2014), but it did not impact significantly in incrementing employability, for the reason mentioned before. 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 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 D-Politate, aiming at strengthening Offices of technology transfer in HEIs, which, inter alia, trained high level staff of these Offices.</p>
South Africa	<p>The mobility programmes in South Africa 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 of teaching in specific areas. The eight projects in which South African universities participated focused either on energy efficiency or food security, both areas of strategic concern to the country.</p> <p>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.</p>
Kenya	<p>The mobility programmes in Kenya did not directly lead to changes of any sort in study</p>

<b>Country</b>	<b>Findings</b>
	<p>programmes. Edulink projects on the other hand were designed primarily to improve both the quality and relevance 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.</p>
Cameroon	<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”. The only EU-funded intervention which aimed at responding to the labour market needs through the inter-African mobility of post-graduate students is the Intra ACP Academic Mobility Scheme -funded ERMIT project.</p> <p>With its network 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>
Egypt	<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.</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.</p>
Moldova	<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.</p>

In the HEI survey, 83% of departments/faculties participating said they have mechanisms in place to respond to labour market trends in degree programmes and related curricula. Universities had conducted tracer studies and labour market surveys, considered research on new trends in evaluation and review of curricula, established student career development centres, liaised with the ministries of labour, labour unions, and alumni, and organised job fairs and regular meetings with employers. Employers were involved in the curricular design and its continuous modification, including delivery of individual courses. The EU contributed in so far as it enabled creating such study programmes and financed studies in this direction.

### **External factors**

The extent to which the EU programmes initiated the factoring in of labour market considerations in course development, or alternatively replicated existing practice is not clear from the documentation reviewed or the field visits although some examples were found. No

doubt the picture varies across countries and HEIs. The success of efforts to factor in labour market considerations depends on the availability of reliable and timely labour market data and the willingness of employers to engage with HEIs.

### 6.1.2 I-612 Evidence for exchange between employers and HEIs on teaching/ learning process and outcomes

#### **Description of the indicator**

This indicator measures the extent to which employers and HEIs collaborated in the design and/or delivery of the programmes themselves unlike the other indicators in this JC which are concerned in various ways with ensuring the overall relevance of programmes to the labour market ex-ante.

#### **EU contribution**

In **Asia**, the evaluation of *Erasmus Mundus II* concluded that the programme had mostly not engaged and involved private and public sectors actors in research and teaching networks. For example, less than “a handful of companies” were involved in Action 2 projects of the 2010 selection. Interviews revealed that Asian institutional beneficiaries perceive the relations between universities and business/industry to be a key weakness of Asian HE systems. Moreover, the fieldwork suggests that the EM programme did not contribute to establishing relations between businesses, industry and HEIs in Asia. Respondents in Vietnam and Cambodia pointed to the business-university relationship as one of the areas that Asian HEIs could learn from European partners (field mission interviews, August 2013).

In the **Caribbean** and **East Africa**, the *EduLink* case studies were more positive. In this regard, the PROCEED-CARIBBEAN project focused on a close collaboration between the participating HEIs and public and private institutions in the field of energy. Stakeholders from ministries and the private sector related to energy participated in the training courses.

Moreover, three projects in the East Africa case study (SUCAPRI, Value Sec and Energy-Agro Food) show evidence of planned or actual exchanges between their HEIs and employers (individuals and/or associations).

In **Latin America**, through the *ALFA III* case study project JELARE, the Bolivian partner HEI (Universidad Católica Boliviana) decided to establish a bachelor programme in Engineering of Energy Resources and a master programme in Energy Planning and Management, and the Brazilian partner “promoted a number of seminars and meetings with entrepreneurs and local and state government authorities”.

For *Tempus IV*, the RSE **Central Asia** (Draft Final Report, vol. 1, p. 47, 2016) provided a rather positive assessment, accordingly “*Tempus projects have helped with improving the coherence of HE with labour market needs for example by supporting HEI co-operation with enterprises, consulting social partners for curriculum design and the definition learning outcomes for study programs, of revisions state standards.*” (RSE Central Asia, Draft Final Report, p. 47) Interestingly, no evidence was found in the reviewed *Tempus IV* Central Asia case study of exchanges between the participating HEIs and employers. In one of the intermediate reports, this situation was assessed as “damageable” (case study Tempus Central Asia).

Documentation on the *Tempus IV Egypt* revealed that there has been significant involvement of employers in the development of course content. In one project a new Master degree has been designed jointly by the three Egyptian partner HEIs, in co-operation with energy- and environment-related industries. In another project, there was systematic exchange between the productive sectors and the course development staff and faculty, for designing the teaching/learning pathways, the syllabi and the expected outcomes of the newly designed post graduate program.

In the *Tempus IV ENP East* case study there is evidence of exchanges with employers about teaching/learning process e.g. for one project it was mentioned that “...regular meetings between potential employers and concerned faculty have led to a **quality control** jointly performed by the HEIs faculty and professionals in charge of delivering “employable” graduates and the potential employers...” (Case study Tempus Egypt).

In all three country bi-lateral case studies, employers were involved to a limited extent in the development of course content and/or through participating in training, workshops etc. This was the intentional design of the projects. The experience in the DRC is representative. Here the projects' PhD research and Master thesis field work and workshops required the participation/support of (or co-ordination with) potential employers. During these contacts, HEI faculty and learners had the opportunity to observe and understand the type of work - and the skills and behaviours - they should have when joining the labour market. (case study DRC). These contacts however did not amount to systematic exchanges about the expected teaching/learning outcomes or teaching/learning processes of the degree courses.

The field mission findings for I-612 are covered under I-611.

### **External factors**

It is clear that employer exchanges with HEIs on teaching/ learning process and outcomes were in some cases initiated under Edulink, ALFA III and Tempus IV. It is not clear from the documentation reviewed or the field visits what were the other drivers of employer engagement, or what was the balance between the EU influence and the other drivers.

### **6.1.3 I-613 Existence of mechanisms to reflect labour market needs in degree programmes and related curricula<sup>47</sup>**

#### **Description of the indicator**

This indicator refers to permanent mechanisms – institutions or processes – set up to ensure alignment between degree programmes and their curricula and labour market needs. To qualify fully for this indicator, these mechanisms need to have been influenced by the EU-supported programme but also to have outlived the support.

#### **EU contribution**

This is a demanding indicator likely only to be fulfilled either because the establishment of such a mechanism was a central focus of the project or because evidence of this was gathered after the project came to fruition. In only two programmes and one bi-lateral project was this found to be the case.

In **Latin America**, several *ALFA III* projects made progress in this area:

- The Tuning América Latina project set up a methodology to incorporate the analysis of future scenarios of social needs and political, economic and cultural changes in reformed curricula. About 64% of the participating universities stated in a questionnaire that they had started the corresponding reform process within their institutions.
- In CID (Conocimiento, Inclusión, Desarrollo – Knowledge, Inclusion, Development) local CID Centres were created, which established an intensive dialogue with labour market sectors to create a consensus about the needs of this sector.
- JELARE trained the university staff of the participating HEIs to develop and implement labour-market oriented research and teaching successfully in the field of renewable energies.
- The CELA Project created Climate Change Technology Transfer Centres to enhance co-operation with specialized enterprises.

In **Central Asia**, the RSE (Draft Final Report, vol. 2, p. 93) is quite positive on the developments of increasing responsiveness to labour market needs, due to the changing legislation in the Central Asian countries but also due to *Tempus IV* support in the region.

*“An explicit objective of TEMPUS IV is “to enhance the quality and relevance of higher education to the world of work and society in the Partner Countries”. A wide range of Tempus and other EU funded projects have sought to strengthen the co-operation between the HE sector and social partners and employers at individual, institutional and system level, to increase the relevance of HE through standards, applied knowledge and practice and in the course of curriculum revision and design, for example:*

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<sup>47</sup> Encompassing advisory service to students on job opportunities.

- QUADRIGA (2012-2014), a structural measure project under *Tempus*, elaborated a sectoral framework for IT qualifications at all three levels of HE in [Kyrgyzstan, Kazakhstan and Tajikistan]. The national education ministries were to formally approve the framework after it was consulted with local enterprises, however, this has not yet been achieved.
- The *Tempus* structural measure project “Quality of Engineering Education in Central Asia” (*QUEECA*) (2012-2016) established quality standards for Engineering studies in *Kazakhstan, Kyrgyzstan, Uzbekistan and Tajikistan* which require, among others, that “the study programme should identify the educational needs of the labour market of reference, establish educational objectives coherent with the mission of the institution the study programme belongs to and the educational needs of the labour market of reference, and learning outcomes coherent with the established educational objectives”.<sup>48</sup> During the country visits it was confirmed *QUEECA* helped establish a national Agency for Engineering Education in Kazakhstan. However, the experts’ capacity is reportedly not sufficiently developed and a recent project evaluation led to an extension of the project to ensure stronger impact.

In **ENP East**, the available documentation for *Tempus IV* ENP East has shown evidence of the implementation in several ENP East HEIs of “relationship with enterprises” units, in charge of establishing and sustaining dialogues with the labour market. This is in particular the case of the MODEP project where the EU helped the 10 partner HEIs of Belarus, Moldova and Ukraine to set up (or remodel) such units. This has also been the case in a project on BSc and MSc in Biotechnologies where “...a database on potential employers has been created in the partner HEIs...” However, the evidence shows that the mechanisms described above have not yet reached a point where the dialogue between HEIs and enterprises make it possible for curriculum designers to build degree curricula on the basis of systematic gathering of data on labour market needs.

In the **Algeria** bi-lateral case study, the three universities had set up a Liaison Office between universities and enterprises (“Bureau de Liaison Entreprises-Université” - BLEU ) before the project started. However, there is evidence that the project has been taking advantage of such mechanisms to develop more Liaison Offices and trigger/enhance fresh exchanges with employers.

The field mission findings for I-613 are covered under I-611.

### **External factors**

In many countries, responsiveness to labour market needs is hampered by the requirement for HEIs to follow state standards. This was reported to be the case for example in Central Asia (draft evaluation). In some countries, such as Egypt, the emphasis has tended to be placed on theoretical knowledge, rather than practical application, In these situations the establishment of mechanisms for labour market orientation is particularly difficult. As reported above, EU programmes have influenced progress in some cases against these obstacles, particularly, as for example in Mexico, where the Government is disposed to encourage a labour market orientation. There is no evidence from the desk phase or field visits of other factors that have led to the establishment of these mechanisms.

## **6.2 JC 62 Increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries**

### **6.2.1 I-621 Institutionalised opportunities for students to gain practical experience (apprenticeships, internships)**

#### **Description of the indicator**

This indicator refers to permanent mechanisms – institutions or processes – set up for students to gain practical experience in relation to their courses. To qualify fully for this

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<sup>48</sup> QUEECA Standards and Guidelines for the internal quality assurance of study programs in engineering; Draft Rev.3; approved by MB in Bishkek on 28 March 2014; available at <http://www.queeca.eu>

indicator, these mechanisms need to have been influenced by the EU-supported programme and to have outlived the support.

### **EU contribution**

There is evidence in the documentation reviewed of several EU programmes that students had opportunities to gain practical experience, particularly through internships and similar short-term placements. No evidence has been found however of the institutionalisation of these opportunities.

In the **Caribbean**, all the *Edulink* case study projects had an objective to offer the students easier access to practical experiences. For example:

- The Coral Reef project allows the participating students to gain practical experience in the different coral reef management entities which collaborate with the project.
- The PROCEED-CARIBBEAN aims at institutionalising internship opportunities, although there is no information on implementation because it was too early.
- “Professionnalisation des formations agricoles en Haiti et République Dominicaine” helped to create at faculty level a support unit for graduates entering the agricultural labour market which could include internships or apprenticeships ex-post.

In **East Africa**, the *Edulink* documentation shows that some opportunities for experience were gained by students, but through the networking effect of the projects rather than through institutionalised mechanisms.

In **Egypt**, some of the *Tempus IV* case study projects produced evidence that the involvement of production- and services-oriented private and public enterprises was a source of practical experiences for the students through apprenticeships and/or internships. But the evaluation could not find evidence that this was the result of a systematic policy (neither from *Tempus* National Office side nor from the Egyptian HEIs). Instead it seemed that it was more a consequence of personal connections established prior to the design of the project, similar to the experience in *Edulink* East Africa.

In **ENP East**, all *Tempus IV* case study projects have developed and implemented graduate and postgraduate degrees involving practical experiences embedded in their curriculum. Some of the internships are spent in an EU partner HEI which may not continue much beyond the life of the programme.

In **Central Asia**, evidence from the *Tempus IV* case study is mixed. On the one hand the internship periods, embedded in the curricula of the three projects under study were the result of the highly technical dialogue between the faculty of the CA and EU partner HEIs. On the other hand there is no evidence that this was the result of an institutionalised policy, neither from *Tempus* side nor from the CA HEI management.

Some *ALFA III* projects managed to give opportunities of apprenticeships or internships for students, for example JELARE and PARAGUAS (case study ALFA III).

The documentation consulted for the **DRC** case study shows evidence that there are mechanisms and/or practices enabling students to benefit of opportunities for gaining practical experiences, although these may not be in the form of structured apprenticeships and internships.

The field missions also found examples of courses established or reformed under *Edulink* and *Tempus* and *ALFA III* which included opportunities to work with employers. A longitudinal study would tell whether these are sustained or lead to institutionalisation of this practice in the wider HEI. No examples were found relating to the mobility programmes during the field missions.



According to the HEI survey, 85% of departments/faculties of coordinating universities in partner countries included internships or apprenticeships (or other opportunities for students to gain practical experience) into degree programmes. At 61% of them, a majority of their degree programmes included such opportunities. These are internships or trainings in companies or public institutions or practical research at partner organisations.

EU funded projects either directly supported the development of study programmes, or had indirect impact e.g. that exchanges at EU universities informed partners about the feasibility of making practical work part of study programmes.

### **External factors**

As institutionalisation has not been found, only negative external factors can be assessed. It is likely that institutionalisation is hampered by factors such as lack of experience and funding..

## **6.2.2 I-622 Evidence of relative match of HE learning outcomes with qualifications required by the labour market<sup>49</sup>**

### **Description of the indicator**

This indicator focuses ex-post on whether HEI's have enabled students to meet labour market needs. To qualify fully for this indicator, there needs to be data about both outcomes and what qualifications are required in the markets in question.

### **EU contribution**

There is ample prospective evidence - of intentionality and potential - in respect of this match of learning outcomes with qualifications required, in the EU-supported programmes and projects studied. Several *ALFA III*, *Tempus IV* and *Edulink* projects appear to offer significant potential for supporting the match through the dialogue and other mechanisms that were present in course development (covered under JC 61). However data relating to the achievement of the match is lacking, partly because of the early stage of maturity of the projects, and because ex-post evaluations have not been conducted.

In **ENP East**, *Tempus IV* projects which involve the launching/ upgrading of BSc, MSc, diplomas, for example, have not yet sent students onto the labour market. Consequently no evidence is yet available for measuring to what extent the graduates match the needed qualifications.

In **China**, another prospective example is the ICARE Master's programme. It is designed to deliver approximately 120 clean energy and renewable energy professionals per year to the job market. They are expected to be in big demand by research institutes and Chinese companies wanting to expand in China and into Europe; and by European companies wanting to develop their business in China. This is said to be a good basis for developing a sustainable commercial business model for ICARE. However the numbers are low, and to make a significant impact, there would need to be a multiplier mechanism such as the training of trainers.

In the **DRC**, it is also too early to find evidence for this indicator. In the absence of an effective national qualifications framework (a component of the Bologna process not yet fully implemented in DRC), the indicator would depend on data on the rate of employment of the graduates which available documentation does not provide.

The field missions confirmed the desk phase findings for this indicator. Partnerships in mobility programmes, particularly the *Intra-ACP Academic Mobility Scheme*, and courses developed under the other programmes, tended to be based on academic themes that were considered to be a good match with labour market needs in the participating countries.

In the Tracer Study, students were asked to which extent their first (or current) jobs matched their study fields of degree. Approximately 80% of *Erasmus Mundus* Action 2 alumni and 90% of students who participated in the *Intra-ACP Academic Mobility Scheme* considered that their first job matched their fields of degree. Although there is no counterfactual, these

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<sup>49</sup> Learning outcomes matching qualifications in terms of cognitive and practical skills, knowledge, competences and behaviors required by the professional positions in the world of work.

percentages appear to be high, suggesting that alumni were well-matched to the labour market. Of course there is a self-selecting bias in that students were already likely to be studying subjects that were chosen by the mobility programmes because they were considered to be a good match with the labour market needs.

According to the HEI survey, learning objectives of a majority of offered degree programmes were aligned with qualifications required by labour market at 93% of departments/faculties. At 8% of universities, a minority is aligned or there is no alignment at all.

The EU contributed to this by supporting curricula review, creating new study programmes, enabling co-operation with unions or employers, or by research in support of this goal.

### **External factors**

The matching of the EU programme themes with labour market needs was a generally matter for the participating HEIs and the EC. No significant external factor, apart from data from the labour market where they were obtained, was found to be involved.

## **6.2.3 I-623 Employment rate of graduates (levels 6, 7, 8) from HEIs having participated in exchange programmes**

### **Description of the indicator**

This indicator relates to level 6, 7, 8 graduates who have themselves participated in international exchanges. Overall quantitative data will be provided by the tracer study. Data on the counter-factual – non-participants – is hard to come by. Case study and other data are available to help triangulate the picture.

### **EU contribution**

There is no lack of support for the proposition that EU programmes give a boost to participants' employment prospects.

In **Asia**, the RSE Asia evaluation concluded that *Erasmus Mundus* can help equip students and researchers with the skills, practical knowledge and networks to further careers. In terms of the development of careers of *Erasmus Mundus* graduates, commentators seem to agree that the *Erasmus Mundus* experience is not only personally enriching, but also leaves graduates in a strong position on labour markets in Asia. Newly established international contacts, and expanded networks generally, are thought to be factors in this. Employment figures, however, do not reflect these advantages. While successive surveys of *Erasmus Mundus* phases show that *Erasmus Mundus* graduates do rather well in terms of employment, the RSE Asia suggests that their extra skills do not protect them any more effectively from economic downturn than people with other degrees.

Evidence from *Erasmus Mundus* case study regions supports the picture in general.

There are no hard data available from the *Erasmus Mundus* Asia West case study. However the final report of EXPERTS I found (based on a survey of grantees) that “92% of the applicable beneficiaries strongly believed the scholarship increased their future employment opportunities.”

In addition, the Interim Narrative Report (2013) of the bilateral project ICARE in **China**, states that “by the end of Year 3, all students found their jobs. The first batch of ICARE graduates was warmly welcomed by the job market. Generally speaking, they are outstanding with their fluent English, international horizon and good communicative skills. They are confident in the job hunting and have a high expectation in their career.” The MTE 2013 confirm, “ICARE students have a comparative advantage over other students in HUST”.

According to the Interim Evaluation of *Erasmus Mundus II*, 2013, in **South Africa**, academia was willing to absorb all the PhD graduates of *Erasmus Mundus* projects, and some opportunities were available for them in industry. Figures are not available for *Erasmus Mundus II* in **Latin America**, but in more general terms, according to the final report of Monesia (2013) the younger credit transfer and degree-seeking grantees who benefited from a scholarship were better prepared and more attractive for the labour market due to the international experience gained abroad. This was due to additional language knowledge, intercultural communication and other related soft skills.

There are no documentary data available for this indicator from other programmes and projects studied.

HEIs visited in the field missions reinforced the view that participants in EU mobility programmes were at an advantage in the labour market. This evidence was generally anecdotal and impressionistic and lacked a control group. The exception was a tracer study of beneficiaries of EM conducted by the EUD in South Africa. This reported, among other positive findings about EM's effects, that 89% of the respondents felt that EM had had a positive or very positive impact on their employability.

*Table 28 Key field mission findings on increased ability of HE graduates to find professional positions corresponding to their qualification levels in their home countries*

<b>Country</b>	<b>Findings</b>
Guatemala	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.
Dominican Republic	The EU funded mobility programmes contributed to improving the profile of the graduates, due to knowledge and soft skills acquired during the study abroad period
Mexico	With incentives of the Mexican Government, the public HEI 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 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.
South Africa	No data were found relating to employment outcomes of most of the EU supported programmes. The South Africa Tracer Study however does provide evidence of EM's support in this area. Although students reported that EM lacked mechanisms for 'contacts to potential employers, mentoring and preparation for the job market' the tracing data point 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 impact studies. Moreover 89% of the respondents indicated that EM had had a positive or very positive impact on their employability. Students illustrated this in terms of finding meaningful employment and the ability to negotiate a better salary. Intra-ACP Academic Mobility Scheme partnerships focused on thematic areas of need regionally – such as climate change. It is likely therefore that they have had a net positive effect on participants' employability.
Kenya	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 Academic Mobility Scheme partnerships focused on thematic areas of need regionally, such as climate change. It is likely therefore that they have had a positive effect on participants' employability. It is too early to judge the market effects of graduates of programmes developed or improved under Edulink, but again it is likely that they are positive because of the tailoring of those programmes to areas of need and demand.
Cameroon	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%
Egypt	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.
Moldova	Data on employability is very sketchy. Interviewees mentioned a national survey on

Country	Findings
	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.

Several questions in the Tracer Study address indicator I-623. First, student alumni were asked how long they needed to find their first job after graduation. Results substantially vary across the different programmes. In general, EM A2 alumni experienced the fastest insertion in the labour market: 70% found their first job within three months after graduation, and only 11% were currently without their first job yet. In contrast, only 35% of *Intra-ACP Academic Mobility Scheme* student alumni were placed within three months after graduation, and 43% were still without job at the time of the survey. There are no counterfactual data with which to compare these figures, but the contrast between the two programmes is striking. One conclusion that could be drawn from this is that the prestige of studying at a European university is a key factor in employability.

Another question examined the perceived contribution of the mobility programmes to the labour market insertion of former students. The responses show that between two thirds and three quarters of student alumni considered that their participation in the programmes helped them to find their first job. This result is similar across all programmes. These figures are markedly lower than those for the South Africa Tracer Study, possibly a reflection of the exceptionally high rate of unemployment in that country, where the advantage of study at a European HEI might make a critical difference.

Two questions address the sustainability of employment of student alumni. They were asked about their job satisfaction and about whether the EU programme had helped them perform in their job. In both cases, over 80% of responses were positive suggesting that advantages in employability gained through participation in the EU programmes are sustainable. There was no significant difference between *Erasmus Mundus* and the *Intra-ACP Academic Mobility Scheme* in this regard.

According to the HEI survey, 79% of departments/faculties find that employability increased "to a great" or "to a considerable extent". Students enhanced their employability because they studied with quality curricula and got practical experience or their access to and awareness of job opportunities increased. Having a mention of an EU university is attractive on the curriculum vitae, as well as having experience from different African contexts (for African students). Finally, students became more competitive through enhanced language, communication and adaptability skills.

The findings of the HEI survey and tracer study are broadly in line with the Erasmus Mundus Impact Study.

## Box 12 Findings of the Erasmus Impact Study on Employability

Job placements seem to have a specifically direct effect in that more than one in three students who did an Erasmus work placement was offered a job by their host company and they also seem to foster entrepreneurship: almost 1 in 10 students on a job placement started their own company, and more than 3 out of 4 plan to or can envisage doing so. Mobility also affects employment rates. Former mobile students are half as likely to experience long-term unemployment compared with those not going abroad. Even five years after graduation, the unemployment rate of mobile students was 23% lower than for non-mobile students. Of the employers questioned, 64% report that graduates with an international background are given greater professional responsibility more frequently, a proportion that has increased by 51% since 2006. Of the Erasmus alumni surveyed, 77% held positions with leadership components 10 years after graduation, and Erasmus alumni were 44% more likely to hold managerial positions than non-mobile alumni 10 years after graduation. This difference was restricted to the lower and middle-management levels, while at the top management level no differences in favour of mobile alumni could be observed.<sup>50</sup>

Source: [http://ec.europa.eu/dgs/education\\_culture/repository/education/library/study/2014/erasmus-impact\\_en.pdf](http://ec.europa.eu/dgs/education_culture/repository/education/library/study/2014/erasmus-impact_en.pdf)

### External factors

On a level playing field, the better equipped graduates – in terms not just of qualifications but also of experience and soft skills – will succeed better in the labour market than the less well equipped. Labour markets however are not level playing fields and other factors such as personal connections and timing play a part.

## 6.3 JC 63 Enhanced internationalisation of HEIs and individuals in partner countries

### 6.3.1 I-631 Extent and scope of academic co-operation networks and links

#### Description of the indicator

This indicator refers to networks and links – South-South or EU-South - which were active during or after the relevant EU-supported programme or project, which were created or influenced by the programme or project.

#### EU contribution

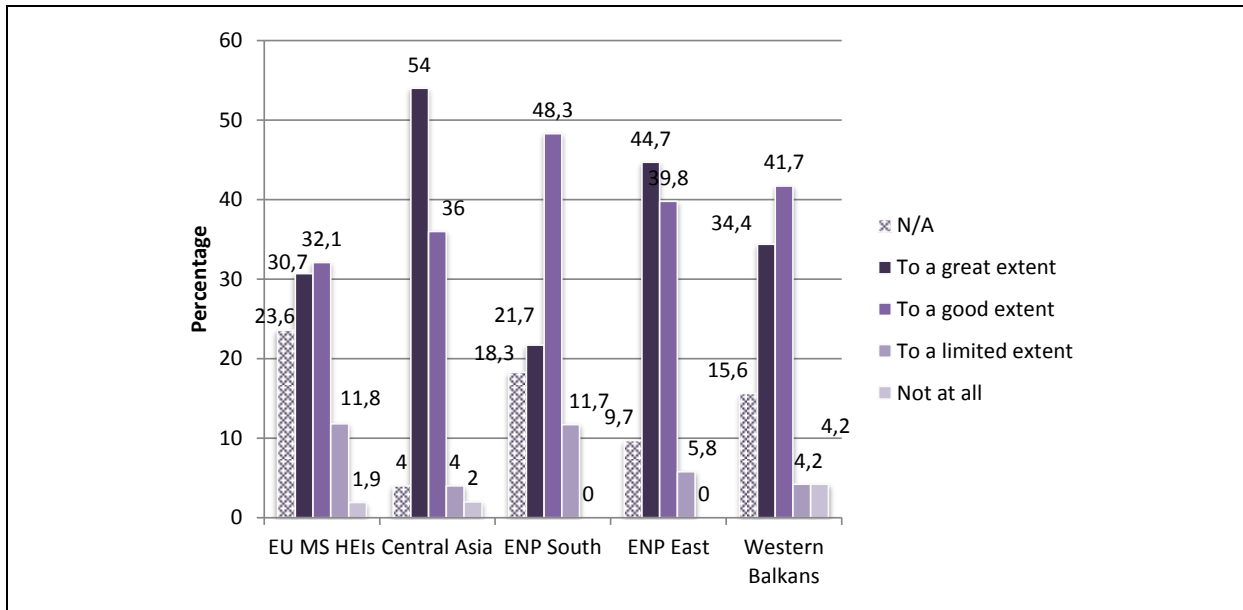
All the EU-supported programmes featured networks, links, collaborations or partnerships between academic institutions as well as with other types of institution such as businesses and government agencies. Whether these interactions continued after the end of EU support is difficult to tell due to lack of follow-up, or because many interventions are still running. However, evaluations and project reports give cause for optimism in this respect.

The *Erasmus Mundus* MTE (2012, p.8) for example stated: “*In EM II, institutional beneficiaries were enthusiastic about the impact the programme had in strengthening the international ties between European and third country institutions. Finally, 86% of the respondent institutional beneficiaries agreed that Erasmus Mundus has helped to structure, enhance and formalise research and mobility networks between European and third country institutions that informally existed in the past.*” (Erasmus Mundus, MTE, 2012, p.46).

The *Tempus IV* MTE, (2012, p. 70) states in this regard “*the programme has an impact on establishing regional co-operation among partner countries across all regions and on strengthening co-operation within individual partner countries. It is unique in its endeavour and often the only opportunity for regional and national co-operation of such scope far and wide (beside Erasmus Mundus Action 2 which also offers such opportunities).*” This was also confirmed by survey results, in which “*76.7% of the project partners consider their Tempus project establishes and/or strengthens sustainable institutional co-operation between the partner countries. An even larger number of respondents, 87.7% of responding project partners, confirm their projects strengthen co-operation between institutions within individual partner countries.*”

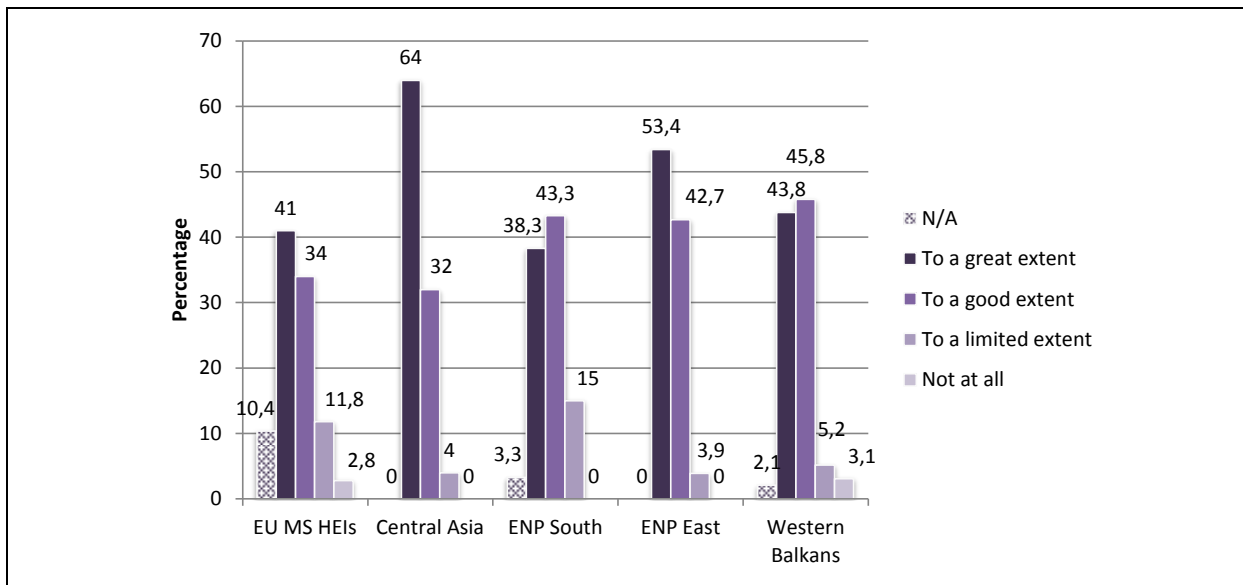
<sup>50</sup> European Commission. The Erasmus Impact Study. September 2014, p. 18.

Figure 6 Does your Tempus project effectively strengthen and / or establish sustainable co-operation ...between institutions located in different partner countries?



Source: Tempus IV, Mid Term Evaluation, 2012

Figure 7 Does your Tempus project effectively strengthen and / or establish sustainable co-operation ...between institutions located in the same partner country?



Source: Tempus IV, Mid Term Evaluation, 2012

Despite this positive picture from respondents, the evaluation concluded that “Regional co-operation is reportedly still rather fragile and depends on further substantial support before it will evolve towards sustainable partnerships under domestic patronage.”

**Box 13**      *Examples of EU-funded programmes fostering academic co-operation*

**European Research Council (ERC)** Starting Grants allow young researchers from around the world to make the transition from working under a supervisor to becoming an independent research leader at an early stage in their research career. ERC Advanced Grants encourage and support innovative research projects initiated and carried out by leading investigators from around the world.

The **Tempus programme** places a strong emphasis on institution-based university co-operation, with the participation of EU Member States and countries in the Western Balkans, Central European and Central Asian countries, Mediterranean Partners and Russia. It emphasises quality and collaborative partnerships, as well as student mobility, sharing of best practice and awareness of available EU funding.

Co-operation in education and science is prioritised and allocated EUR 44 million in the Commission's **Regional Programming for Asia** Strategy Paper (2007-2013). It encompasses Erasmus Mundus Partnerships and research activities.

The **EUforAsia Programme** is a network of research institutes co-funded by the European Commission to promote better understanding within Europe of the Asian region.

The **Trans-Eurasia Information Network (TEIN)** provides large capacity Internet connection to universities, research centres and academic institutions.

The **Asia Link** was set up by the European Commission in 2002 to promote sustainable regional and multilateral networking between higher education institutions in Europe and developing countries in Asia.

The **Central Asia Research and Education Network (CAREN)**, launched in January 2009, provides high speed internet for researchers, educators and students in education and research institutions in Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan.

**ALFA III** is a programme of co-operation between Higher Education Institutions of the European Union and Latin America. It included networks and student mobility at Masters and Doctorate level and professional training.

In 2002 the European Commission adopted the **Alfa Programme**, "high level scholarships" specifically addressed to Latin American citizens, with duration until 2010. It was a uni-directional programme, allowing individual students to do a part of their studies at European HEIs.

**Co-operation with neighbouring Mediterranean countries** prioritises the spheres of justice, security and migration; sustainable economic development; and socio-cultural exchanges. The Euro-Mediterranean Regional Co-operation aims to strengthen academic co-operation among HEIs, through supporting modernisation in higher education and providing mobility grants, and enhance understanding between cultures.

**Edulink**, operating in African, Caribbean and Pacific countries aims to foster capacity building and regional integration in the field of higher education through institutional networking, and to support a higher education system of quality, which is efficient and relevant to the needs of the labour market, and consistent with ACP socio-economic development priorities.

*Source: Erasmus Mundus, MTE, 2012, p. 9*

In the **Caribbean**, all the *Edulink* Caribbean case study projects created momentum for the participating HEIs to increase the number and scope of their academic co-operation networks and links. The discipline oriented university networks – mostly intra-regional and EU-Caribbean – are characteristic however of the *Edulink* programme and one of its most important achievements. It is not known if these networks and links have continued or will continue after the end of the projects.

In **East Africa**, the documentation for *Edulink* shows that of at least 36 academic co-operation linkages were established between the 22 East African and the nine EU universities involved. Through these opportunities, new African-African co-operation links were established, also at regional level.

In **South Africa**, HEIs benefitted from *Erasmus Mundus* in terms of links and networks. According to the SAPIENT final report 2014, existing co-operation between partners was strengthened and new links were established. Those universities that had not been very active internationally probably benefited most.

In **Latin America**, according to the final report of *Ánimo, ¡Chévere!*, 2013, a number of collaborations between the University of Cambridge and other HEIs evolved as the result of the programme, particularly in chemistry and plant science. The report mentions several examples of universities within the network which established or consolidated research networks and joint PhD training programmes. The report continues: "*The institutional impact of the project and the possibilities for new channels for international co-operation were probably highest for partner universities in less developed areas.*" The Universidad Técnico de Manabí (Ecuador), for example, states that *Ánimo, ¡Chévere!* helped without any doubt to build institutional co-operation between higher education institutions from South America and Europe. According to the Monesia final report, 2013, about 85% of the scholarship holders at staff level think that their stay abroad gave rise to an increased institutional co-operation

between their home and host institutions, especially regarding additional exchange of academic staff, continuous exchange of knowledge and know-how, joint research projects and proposals and activities for improving their teaching capacity.

Each of the 12 *ALFA III* case study projects stated in their final reports that the university network established through the projects would continue beyond the projects' lifetime. The reports explained the measures taken to assure the continuity and sustainability of the co-operation network once financing through the *ALFA III* programme had come to an end.

In **Asia**, the final report of EXPERTS I states that institutional co-operation between HEIs in the South and South East Asia (SSEA) had significantly increased due to participating in the EXPERTS project. The report concludes that *"this gives a synergy among the different partners, whilst fostering further the exchange of experiences and best practices, which in the long run will certainly reinforce the co-operation among the partners"*. However difficulties were encountered in establishing formal MoUs or similar agreements due to the lengthy bureaucratic procedure in some countries to conclude them. Only around 50% of the consortium was engaged in establishing bilateral agreements or some form of MoU.

By nature *Tempus IV*-funded projects are operating on the basis of co-operation networks and links between EU HEIs and HEIs from partner countries.

In **ENP East**, the *Tempus IV* case study shows evidence that co-operation, which prior to *Tempus IV* tended to take place mainly in the framework of national projects where the targeted partner country was co-operating with several EU institutions, is now evolving towards a multi-country networking process; e.g. *"(...) As a priority of Tempus IV, multi-country projects helped strengthen the intra-regional co-operation dimension. Indeed, multi-country projects represent 64% of the total number of projects under Tempus IV in the Eastern European countries"*.

In **Central Asia**, all *Tempus IV* case study projects were designed and performed as co-operation platforms, officially adopted by the HES authorities between the universities and HEIs of the five countries. Moreover, the basic structure and modalities of *Tempus IV* project operations offered natural co-operation networks for linking EU HEIs and their CA partners. Consequently, evidence emerged from all progress, intermediate and final reports about the existence of such linkages.

In the **ACP region**, there is evidence that academic co-operation, existing networks and links have been strengthened to some degree by the *Intra-ACP Academic Mobility Scheme*, but mostly if not entirely in a short-term and ad hoc way. The STREAM partnership was reported to have *"strengthened inter-institutional partnerships with partner universities"* through, for example, some participant PhD students' supervisors travelling to research sites in partner countries to facilitate their students' work. The METEGA partnership was said to have promoted *"interaction and building of relationships across the universities [which] was a very important platform for future collaboration, networking and great step towards regional integration"*; although no specific examples were given. The ARISE partnership reported that *"there are efforts to sustain [existing] and develop new partnerships – academic to academic."* These however were said to be *"determined by the enthusiasm of individual academics"*. As with other outcomes, the ARISE report acknowledged that the full extent of progress with partnerships would not be known without an evaluation of the partnership.

Documentation for the bi-lateral projects reviewed suggests they had mixed experience.

- For Algeria, no co-operation networks have been set up in the framework of the bi-lateral project, and no systematic linkages were established with *Tempus* projects in the region.
- For DRC, evidence is available from the projects to qualify for this indicator. Yet, according to the available documentation (UNIKIS and ERAIFT), only informal links between the participant HEIs and outside have been established.
- In China, the evidence is more positive for ICARE. The MTE 2013 mentions, "As for the impact on the EU-China co-operation in the area of clean and renewable energy, ICARE enhances existing links between European and Chinese top researchers and students through joint CRE activities. Through the affiliation of ICARE graduates with



the ParisTech alumni network, the graduates are integrated into a large network of CRE practitioners in France and EU.”

The field mission confirmed that internationalisation of HEIs, academics and students is one of the most visible achievements of EU support to HE. HEIs in all countries visited testified to this as both an output of the EU programmes because they by definition involve international partnerships, and an outcome in the sense that they equip and motivate HEIs to seek further internationalisation opportunities.

*Table 29 Key field mission findings on enhanced internationalisation of HEIs and individuals in partner countries*

Country	Findings
Guatemala	<p>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.</p> <p>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). 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).</p>
Dominican Republic	<p>The interviews (UNISA, UCE, UASD, UNPHU, INTEC) 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 EM Alumni confirmed also the positive results of their studies abroad, regarding an enhanced employability.</p>
Mexico	<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 EM, now Erasmus+) contributes to the same objectives, creating therefore synergies with the country's priorities – though to a limited extend in view of the number of Mexican beneficiaries in Erasmus Mundus (and in Erasmus+).</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 HEI 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 scientists 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 EM, the institution gained experience and the know how necessary to administer academic exchange programmes. From there, the International Office of the BUAP 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>
South Africa	<p>Several South African HEIs – from the HDIs and Universities of Technology - have significantly increased their participation in links and international networks from a low base, through the EU programmes, particularly EM. For the more established universities it was more a case of consolidating existing links or developing new ones in other parts of Europe. New, active, links in Africa through the Intra-ACP Academic Mobility Scheme and Edulink were rare. The sustainability of links depends substantially on funding. South African institutions were anxious about the ability of EM+ to provide accessible funding sources.</p> <p>HEIs interviewed mostly were not concerned about any brain drain effect of the mobility programmes. Few South Africans travelled outwards through the Intra-ACP Academic Mobility Scheme. EM had requirements to return home, and although they were not strictly enforceable, most participants appear to have heeded them. 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. Possible explanations put forward in the survey report were 'personal motivations such as family reasons (South African beneficiaries are relatively older than global EM-</p>

Country	Findings
	beneficiaries), and the less favourable employment opportunities in Europe (especially in social sciences)'. 
Kenya	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. 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.
Cameroon	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 the Intra-ACP Academic Mobility Scheme, interviewees could not yet provide relevant data on this subject since the majority of projects started in 2013
Egypt	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 co-operation 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 co-operation. 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”. 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 prime research facilities, international publication opportunities and sustained co-operation partnerships.
Moldova	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 EM partnerships. Annually about 6,000 Moldovan citizens are able to pursue their studies abroad based on collaboration agreements 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. EM 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 HEI involved in Tempus and EM 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.

According to the HEI survey, the number and scope of academic networks and links with other universities increased either to a “great” or “considerable” extent at 86% of departments/faculties through participating in EU-funded programmes. The co-operation enabled academic exchanges, joint research, and development of joint curricula, joint papers, and preparation of subsequent joint proposals – regional, inter-regional and international ones. The change in the number and scope of networks since EU funding ended cannot be judged because only six respondents answered this.

#### **External factors**

The overwhelming majority of networks and links validated by this indicator are those created or extended by EU programmes. The main external factor in realising the programmes’ potential to create or extend the networks and links is motivation; and the evidence suggests that among the participating HEIs this was not lacking, although they are a self-selecting group. The main factor in the sustainability of the networks and links is bound to be funding.

### **6.3.2 I-632 Trends of postgraduate students returning to their home countries after their studies abroad**

#### **Description of the indicator**

This indicator, which addresses so-called “brain drain”, will rely mostly on the tracer study. However there are other available data which address it. There are two sides to brain drain. One is that if students do not return immediately after their studies, they are depriving their original country of their talents. Another perspective is that if they stay or move to a third country – “brain circulation” - they are building on their experience which may eventually benefit their original country even more, as well as the other countries.

#### **EU contribution**

In **Asia**, the evaluation of *Erasmus Mundus* in Asia discovered that Asian institutional and individual beneficiaries do not perceive brain drain to be a problem and, even if it were, that the *Erasmus Mundus* had not contributed to the diversion of HE capacity from Asia. Students and faculty are deterred from becoming “too comfortable” in their host countries. Respondents argued that even if some brain drain occurred, *Erasmus Mundus* provided net benefits to all parties involved.

In **East Africa**, documentation shows that all *EduLink* students taking part in a study program abroad, under the six case study projects, returned to his/her home country, although it is too early to conclude about the PhD students currently completing their thesis work.

In **South Africa**, all *Erasmus Mundus* projects had procedures in place to prevent brain drain. This seems to have been effective. The external evaluation of SAPIENT (2013) confirms that “no evidence has been found that would support the worries of EACEA in this respect. The SAPIENT network was very clear from the beginning that all grantees were expected to return to South Africa after their stay in Europe. To date all of them have done so, to the best of knowledge of the project coordinator. In fact, some have actually had a promotion in their home university, so brain-gain might be more at play than brain-drain”.

In a similar vein, according to another **South Africa Erasmus Mundus** project, EUSA-ID the participating universities judged the brain drain risk as relatively low especially for formerly disadvantaged individuals, who as well trained and internationally experienced Alumni, “will have excellent [prospects] on the South African labour market. Past experiences of European partners confirm this judgement and show that more than 70% of international students are returning to their home countries while another substantial proportion is working at least in their home region or in a relevant international institution which reflects a situation of brain circulation where former students are still contributing to the development of their home countries.”

In **Latin America**, for *Erasmus Mundus*, brain drain prevention has been a major concern for all projects. Measures were put in place and appear to be effective. For example the third progress report of LAMENITEC, 2015, explained: “All partners are well aware of this point and no Brain-Drain cases have been detected”. The final report of Monesia, 2013, concluded that “since there were no complaints by the partners and it was never treated as a real problem for the partnership, the measures implemented to avoid brain drain seem to have

*worked reasonably well.*” According to the 2nd Progress Report of AMIDILA, 2014, however *“the issue of brain drain is particularly sensitive at Full PhD level where the candidates will spend the next 3 years in Europe with many chances to create connections offering post doc opportunities in Europe.”*

In **Asia**, all projects put institutionalised procedures in place to prevent brain drain. However, only EXPERTS elaborates on this issue in detail. According to the EXPERTS II 2nd progress report, 2014, none of the grantees stayed back to Europe after finishing their mobilities.

Data for this indicator was not available from any other studied programme or project. For some, particularly *ALFA III*, it was irrelevant as they had no significant mobility component.

The field missions confirmed the general impression that brain drain is not seen as a threat to partner institutions. Mobility scheme participants may in some cases delay their return to gain further qualifications or experience, but this is seen as a positive factor both for the participants and the country even if not the HEI directly. Apart from with PhD, there is not generally an expectation that students will return to the springboard HEI.

The Tracer Study looked at work mobility among participating students. The most striking result is that post-programme work mobility among *Intra-ACP Academic Mobility Scheme* student alumni is virtually zero: only 3% took their first job outside their home country. Results are somewhat different for EM A2 alumni where 14% took their first job outside their home country<sup>51</sup>. There was a slight tendency for EM A2 graduates to move away from their home country for their second job.

According to the HEI survey, 60% of the departments/faculties indicated that over 80% of their postgraduate students returned their home countries. The most important reason for their return was motivation to finish their degree programmes at home universities, followed by good career prospects in their home country. Penalties for not returning were an “important” or “very important” factor at 12 out of 21 faculties that responded to this question.

If students prefer to finish their degree programmes at their home universities, it is because they are registered for the degree course in their home country, or, even if not, they prefer to finish their theses with the original thesis director. Good prospects are offered mainly for computer science and engineering, and, in general, there is a high demand for graduates with EU experience in home countries.

Among factors important for non-returning was higher attractiveness of the programme abroad together with better career prospects; in some cases, foreign universities attracted exchange students for their own degree programmes.

### **External factors**

The movement of students after their studies in Europe is affected by relative labour market factors – either real or perceived. According to the RSE Asia, Asian students realise that the competition for employment in Europe is likely to be far more intense than it may be at home, and are likely to return at least to their home region. The EXPERTS project report stated: *“The brain drain issue at the [Asian] Universities is also addressed through the higher level of incentives for higher studies. One can have quick promotion and career with good quality and degrees from reputed institutions in EU. These policies discourage brain drain.”*

### **6.3.3 I-633 Trends of exchange of academic personnel between HEIs at global and regional level**

#### **Description of the indicator**

The indicator is related to I-631 about networks and links, but is interested in the number of exchanges and not just the existence of a network or link.

#### **EU contribution**

In **East Africa**, the *EduLink* case studies revealed that demand for academic exchanges was high and grew during the evaluation period. Where it could not be supported from within

<sup>51</sup> The figure was much higher – 54% - for EM A1.

*EduLink*, *Erasmus Mundus* was often used. No evidence was found of outcome exchanges. This is true of all the EU-supported programmes.

In *Erasmus Mundus South Africa*, for example, demand for exchanges was also seen to be high. However the evaluation of SAPIENT, 2013, cautions: “*It was felt by most that the project focus has been too much on realising the mobility and using as much of the grants as possible, as a result of which not enough time and attention was given to long term sustainability of the collaboration between the various partners. This was partly due to the (relative) inexperience with this kind of EM projects on the part of most project partners.*”

The field missions confirmed that academics involved in EU partnerships tend to look for further opportunities. The Tracer Study asked whether staff respondents had engaged in another EU-sponsored academic mobility programme. Relatively more EM A2 staff alumni (27%) participated in another exchange than for their *Intra-ACP Academic Mobility Scheme* equivalents (11%), even though many eventually go back to their home countries. Out of all EM A2 staff alumni who did another exchange, 12% stayed again in their first host country. For staff who participated in another exchange, about 40% from both programmes said the new exchange was EU-funded.

#### **External factors**

As stated under Indicator I-631, the likelihood of exchanges taking place outside of the framework of EU programmes will relate to the existence of funding.

### **6.3.4 I-634 Trends in former grantees of partner countries having worked at EU HEIs**

#### **Description of the indicator**

This indicator refers to the “brain circulation” or “brain drain” of academic staff as a result of EU-supported programmes. It addresses the extent to which academic staff stay on at the host university, return home or move to a third country, after their exchange has ended. This will also be addressed by the tracer study.

#### **EU contribution**

The Tracer Study shed light on this indicator. In terms of programme differences, the pattern of mobility in academic work of staff alumni is the reverse of the situation among students. Here, the proportion of *Intra-ACP Academic Mobility Scheme* staff alumni currently working abroad is somewhat higher (11%) than in the *Erasmus Mundus* Action 2 programme (6%). However, this concerns only *long-term* mobility (as measured through the current job). In the short term, staff alumni of EM II Action 2 are internationally more mobile than their *Intra-ACP Academic Mobility Scheme* fellows, just as in the case of students.

No evidence was available from the documentary review in the Desk Phase.

#### **External factors**

This indicator is likely to be primarily governed by the labour markets in different countries. Academics, more than students, operate in a global market. Their movement is governed partly by opportunities in their field in other countries as well as personal factors.

## 7 EQ 7 on intra-regional harmonisation

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

### 7.1 JC 71 Strengthened inclusive regional co-operation on harmonisation

#### 7.1.1 I-711 Regional dialogues on HE established or supported

##### **Description of the indicator**

The indicator assesses the ways in which HE interventions and programmes have created new and strengthened existing networks of HE actors at the levels of both governments and HEIs.

##### **EU contribution**

In most regions the EU supported the establishment or fostering of regional dialogues on HE. The evidence is stronger for dialogues among HEIs than it is for inter-governmental dialogues.

#### *Box 14 Findings of the Tempus IV MTE on regional co-operation*

- The programme has an impact on establishing regional co-operation among partner countries across all regions and on strengthening co-operation within individual partner countries. It is unique in its endeavour and often the only opportunity for regional and national co-operation of such scope far and wide (beside Erasmus Mundus Action 2 which also offers such opportunities).
- This is confirmed by the survey results. 76.7% of the project partners (both from EU and non EU countries) consider their Tempus project establishes and/or strengthens sustainable institutional co-operation between the partner countries.
- An even larger number of respondents, 87,7% of responding project partners, confirm their projects strengthen co-operation between institutions within individual partner countries
- A critical number of interview partners, in particular concerned projects, stated that regional co-operation wouldn't have been initiated without Tempus.
- However, clear priority was given by all interviewees to co-operation with EU partners over regional co-operation within their own region. There were also concerns about the efficiency of projects with large consortia. These are reportedly more prone to inertia of individual members ("the sleeping partners", as they were frequently called), tend to define too ambitious objectives, and often involve heterogeneous partner countries. This in return is complicating the implementation of regional activities and the development of outputs with a regional added-value

Source: MTE Tempus IV, 2012, p. 11, 70, 71.

In **Latin America ALFA III** projects strongly contributed to establishing regional dialogues, for example:

- In CINDA "Quality Assurance: public policies and university management", more than 20 HEIs co-operated in improving the quality assurance management in HE through producing manuals, tools, guidelines etc. 13 countries of LA and five of the EU were involved in the regional and EU-LA dialogue on QA.
- The Observatories on Strategic University Leadership (Dirección Estratégica Universitaria), a result TELESCOPI, are an example of strengthened regional co-operation. The HEIs of the Red Telescopi learn – through best practices and benchmarking – lessons from the experiences of their network partners.
- Tuning América Latina aiming at study profiles based on professional competences and also proposing a Latin American Reference Credit System (CLAR) – fostered a vivid regional dialogue on these issues. In some countries (e.g. Chile) first legal reforms regarding a standardised credit system will take place, probably in the near future.
- MISEAL fostered a regional dialogue on equality of access to university (vulnerable and other disadvantaged groups) and created an Observatory of Social Inclusion and Equity which disseminates best practices in the region.
- EQUALITY fostered regional dialogue on gender issues and access for women to university (case study **ALFA III**, Latin America).

In some cases, synergies between *Erasmus Mundus* (EM) and *ALFA III* projects were created to strengthen regional dialogues. For example the EM project AMIDILA has collaborated with other projects in the region from the very beginning, with particular regards to the *ALFA III* project MISEAL, to stimulate the creation of spin off projects and long-lasting co-operation in Latin America (case study *Erasmus Mundus* Latin America).

In the **Caribbean**, the reviewed projects fostered regional dialogue within the established university networks. These dialogues mainly took place on specific academic or scientific subjects and not on HE in general. In some cases, these specific dialogues within the *EduLink* university networks led to closer co-operation and also to harmonisation of curricula or study courses (case study *EduLink* Caribbean). Generally, in the ACP area, *EduLink* has fostered regional and, in a limited cases, inter-regional dialogue among HEI through the mobility component of capacity building. In some cases this resulted in closer co-operation and also harmonisation of specific curricula or study courses. According to the ACP Secretariat there were approximately 681 mobility actions whereby staff and students travelled to other HEIs, most of them in other countries. The number of student and staff mobilities from September 2013 to September 2015 under *EduLink II* contracts amounted to these actions (for both sets) are not your classic mobility schemes or individual to 413. These actions were not explicit mobility schemes or individual scholarships but rather components of the capacity building objectives of the projects.

In **Asia**, the regional-level EU support to HEI contributed to the widening and strengthening of HE networks between Asia and Europe, as well as, to a lesser degree, within Asia (Asia RSE, Vol. 1, 2014). For example, the projects EXPERTS III, AREAS and LOTUS cooperated closely to strengthen regional co-operation and dialogues on HE among the Asian partner universities. Examples include intensified co-operation among Indonesia, Sri Lanka, the Philippines, and Thailand and the establishment of a student mobility programme in the Greater Mekong Subregion and in ASEAN (case study *Erasmus Mundus* Asia West).

A detailed and balanced assessment is available for **Central Asia**, EU regional assistance was successful in inducing regional co-operation and exchange between HEIs and government representatives of the five CA countries. According to the EU's self-assessment prior to *Tempus IV*, co-operation tended to take place mainly in the framework of national projects where the targeted Partner Country was cooperating with several EU institutions. As a priority of *Tempus IV*, multi-country projects helped strengthen the intra-regional co-operation dimension. Indeed, intra-regional projects with Central Asian partners represent 36% of the total number of projects under *Tempus IV*.<sup>52</sup> *Tempus* brought regional stakeholders together in conferences, workshops, seminars, trainings, study courses in CA, Istanbul and the EU, where they shared experiences, developed tools, networks and study programs (RSE Central Asia, draft final report, Vol. 1, February 2016). To some extent, in Central Asia, *Tempus* has contributed to overcoming past difficulties in political dialogue between CA States and decision-makers of the region. *Tempus IV* was identified as “*the key instrument for promoting the regional dialogue and mutual support in HE*”<sup>53</sup> (together with bilateral support (case study *Tempus IV* Central Asia). However, co-operation at the regional level still faced a range of difficulties in terms of an often stifling bureaucracy, technical travel constraints, political/cultural relationships and differences, difficulties with the mutual recognition of study periods for academic purposes, language and accommodation capacities. Generally, regional co-operation has not been a priority for Central Asian countries. The primary appeal of the regional programmes for CA partners was the opportunity to cooperate with EU partners. Regional academic networks and networking heavily relied on incentives from external donors (EU and other). Proactive communication and interaction between CA partners in the course of EU projects required sustained support and encouragement. Substantial changes in terms of regional policy dialogue, agreements or

<sup>52</sup> Tempus (2014), The main achievements of the Tempus programme in Central Asia 1994-2013, A Tempus study.

<sup>53</sup> Ref. Concluding remarks of the Kazakhstan Minister of Education and Sciences of Kazakhstan in the opportunity of the Final Conference – Annual Forum of the Central Asian Network on Quality Assurance and Accreditation in Central Asia (CANQA)-2011.

policies for enhancing HE quality and relevance of HE provision were not observed. The projects have nevertheless provided CA partners with essential capacities, models and experience to develop context-specific responses, which are perhaps not always in line with, but informed by EU standards and good practice (RSE Central Asia, draft final report, Vol 1, February 2016).

In the **ENP region**, the project Ecological Education for Belarus, Russia and Ukraine offers evidence on how a tripartite regional dialogue has been established between 11 ENP East HEIs (Belarus and Ukraine), three EU HEIs (Germany, Latvia, Czech Rep.) and seven Russian HEIs with continuous dissemination between the three Eastern Europe partner countries and EU countries, thus leading to a progressive harmonisation of academic management practices which was strongly influenced by the Bologna process (case study *Tempus IV ENP East*).

In **Eastern Africa**, notwithstanding the differences among the EA partner universities (in terms of educational systems, local priorities, policy constraints) an open dialogue has been activated and strengthened throughout the implemented and planned activities and was further sealed (e.g. the African partners jointly agreed to integrate the teaching modules at the same higher educational level: the Master course one) (case study *EduLink Eastern Africa*.)

However, in the case of **South Africa**, according to the Interim Evaluation of *Erasmus Mundus II*, (Annexes, 2013) *Erasmus Mundus* projects have not resulted in establishment of regional dialogues on HE. Neither did EM support them. “South African universities tend to collaborate with institutions in the North rather than in the region. Two of the universities involved in the partnership have agreements with institutions in Africa (e.g. Karolinska Institutet with Uganda). South African stakeholders noted that there was a need to ensure better communication on regional programmes to which the South Africa programme is contributing, notably, *Erasmus Mundus*, *Intra-ACP Academic Mobility Scheme*, *EduLink*, and the ACP Science and Technology programme.” (case study Erasmus Mundus South Africa).

Table 30 Key field mission findings on regional dialogues

Country	Findings
Guatemala	There has been 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).
Dominican Republic	As a Caribbean country, the Dominican Republic which is not a member of the CARICOM and therefore not involved in this dialogue forum, and until now not invited to participate in the dialogue on HE in Central America or Latin America.
Mexico	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.
South Africa	The EU has not contributed to regional inter-governmental dialogues in HE, although it has supported international dialogues.
Kenya	Regional co-operation on harmonisation in Africa is weak. EU support 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.
Cameroon	According to the interviewed VRs, VCs and academic staff in the visited HEIs, the EU has not contributed significantly, through its thematic programmes (or EUD



Country	Findings
	interventions) to sub-regional or regional inter-governmental dialogues in HE, including about mutual recognition of post-graduate degrees.
Egypt	Egypt did not participate in any EU-supported or promoted regional dialogues on HE. While Tempus projects strongly contributed to fostering of intra-regional co-operation among HEIs in the MENA region, there is no evidence that these collaborative activities triggered regional inter-governmental dialogues on HE.
Moldova	There is no evidence that the EU has supported intra-regional dialogues on HE involving Moldova.

### **External factors**

Regional dialogues on HE exist independently from the EU support in some regions, most prominently in Latin America and Southeast Asia, where co-operation on HE among the ten member states of ASEAN is part of the regional integration agenda. At this stage it is difficult to assess as to if and what extent regional dialogues on HE would have progressed without the EU support. However, the evidence provided above suggests that EU contribution further strengthened regional dialogues even in regions where such dialogues were already well established. At the same time, agencies of EU Member States, for example the German DAAD and the British Council also provided support for regionalisation initiatives in HE.

### **7.1.2 I-712 Regional organisations have HE agenda and play active role towards harmonisation of national HE systems**

#### **Description of the indicator**

Improving the quality of, and widening access to, higher education is a national as well as a regional task and is thus included on the co-operation and integration agenda of many regional organisations. Given the EU's strong support of regional integration processes in the world, the indicator assesses to what extent EU-supported regional organisations have increased their efforts towards the regional harmonisation of HE.

#### **EU contribution**

The EU has supported regional organisations with the view of strengthening regional co-operation in the HE sector. In some cases this has resulted in approaches towards regional harmonisation. For example, as outlined under EQ 2, through the joint support and (co-)funding of *EduLink*, the *Intra-ACP Academic Mobility Scheme*, the ACP Window under *Erasmus Mundus* and Erasmus+ for the ACP the EU has strongly supported the ACP Group of States and the African Union in their efforts to strengthen regional and inter-regional co-operation on HE. Between 2011 and 2013, the EU funded the Joint Africa-EU Harmonisation and Tuning pilot initiative. The EU-African Union programme developed competency frameworks and curricula collaboratively for different university disciplines and helped universities to identify weaknesses with the objective of creating greater transparency for credit transfer and other stimulants to mobility and co-operation. However, according to stakeholder interviews conducted during the field mission, Tuning Africa did not achieve traction in harmonisation during the pilot phase which covered 60 universities from the five sub-regions of Africa. The second phase of Tuning Africa (2015 – 2018) aims at completing the design process of the first phase and then move towards implementing common curricula at participating universities. The second phase falls outside the scope of the evaluation.

There is a long history of institutionalised inter-governmental co-operation on HE, particularly in Latin America and Southeast Asia. Examples for the former include the Organisation of American States (OAS) which provides the framework for meetings of the Ministers of Education of the member states; the United Nations Economic Commission for Latin America and the Caribbean (CEPAL); and the Intergovernmental Regional Committee for the Regional Education Project for Latin America and the Caribbean (EFA/PRELAC). However, evidence for the effective regionalisation of HE systems is mixed.

In **Latin America**, as confirmed by the field missions, an active role is played by the Consejo Superior Universitario Centroamericano (CSUCA), a regional association of state HEIs in Central America. CSUCA is partner in some of the HE networks created through *ALFA III* projects. However, evidence that these *ALFA III* projects induced the regional debate is weak, as issues like quality assurance and the creation of a Central American Accreditation

and Evaluation Agency have on the policy agenda of CSUCA for more than 15 years and some EU MS played an important role at that moment.

Similar findings apply to the “Mercosur Educativo”. Some harmonisation initiatives in quality assurance have been initiated to recognise diplomas and study semesters abroad, however in general the partner countries of Mercosur Educativo follow their own agenda. Nevertheless, in both cases the *ALFA III* programme as a whole has been a strong incentive, perhaps a trendsetter, for an intensified regional policy dialogue in HE in Latin America (at national and regional level, but also with European HEIs and HE organizations) (case study *ALFA III*).

In **Southeast Asia**, higher education ranks high on the agenda of ASEAN which established an ASEAN University Network (ANU) of 30 universities across the region in 1995 to promote regional co-operation in higher education. ANU is probably the most advanced and institutionalised regional higher education system outside Europe.<sup>54</sup>

In terms of co-operation with ASEAN, the EU Delegation has a grant contract with the British Council on EU Support to Higher Education in ASEAN Region (EU SHARE). The project started on 5 January 2015 for duration of four years. This programme is the first major EU Technical Support to higher education institutions, supporting the implementation of the ASEAN Socio-Cultural Community building and connectivity. The project is being implemented by a consortium of higher education institutions led by British Council with its partners of Campus France, Nuffic Neso Netherlands, DAAD Germany, European University Association (EUA) and European Association for Quality Assurance in Higher Education (ENQA). The key idea of the programme is to share EU experience with ASEAN for the improvement of standards and quality of Higher Education Institutions (HEIs) in the ASEAN region, drawing on the experience of the Bologna process and the establishment of the European Higher Education Area (EHEA). The EU is the only partner working with ASEAN in this area.<sup>55</sup>

EU SHARE is a good example for the strengthening of regional harmonisation of HE through support provided to an organisation which already has a long established track record of regional integration in the field of HE. ASEAN is rather the exception than the norm and other regions do not have comparable regional organisations with a strong commitment to HE.

For example, although **Central Asia** is generally considered a region, the five countries are characterised by heterogenous domestic and foreign policies. *“Though most observers expected a kind of regional co-operation to make the Central Asian voice heard better on the world arena, it was regional competition that prevailed for a long time to come (e.g. competition opposing Kazakhstan and Uzbekistan, Turkmenistan and Uzbekistan and – for cultural and civil war reasons – Tajikistan and Uzbekistan)”*<sup>56</sup>. Forms of regional co-operation have only slowly appeared.

Individual Central Asian states have joined several regional organisations such as the Eurasian Economic Union or the Shanghai co-operation Organization (SCO). However, none of the regional organisations (either endogenous or exogenous) have played an active role in the promotion of CA co-operation in HE and even less in harmonising their respective HE systems, putting their priority on economic and security co-operation. Consequently, the evaluation has found no evidence that regional organisations have played an active role towards harmonisation except for a very first platform within the SCO (*“through annual meetings of the Ministries of education and Sciences in regional caucuses, among which the Central Asia caucus”*<sup>57</sup>). Any attempts at harmonisation have been driven by *Tempus* without being linked to regional organisations (case study *Tempus IV* Central Asia).

<sup>54</sup> See <http://www.aunsec.org/>

<sup>55</sup> See <http://www.asean.org/asean-ramps-up-regional-co-operation-in-higher-education/>; <http://www.share-asean.eu/>; <http://www.eua.be/activities-services/projects/current-projects/internationalisation/SHARE.aspx>

<sup>56</sup> Ref. Regional Organizations in Central Asia: Patterns of interaction, dilemmas and efficiency – Marlene Iaruelle and Sebastien Peyrouse – University of Central Asia, Graduate School of Development, Institute of Public Policy and Administration – Working papers No 12 2012.

<sup>57</sup> Ref. same as in Footnote 15.

In Africa, the African Union outlined a detailed and comprehensive agenda for improvements to the HE sector with special emphasis on the harmonization of HE programmes and implementation of the African Quality Assurance Framework to facilitate recognition of academic qualifications across the continent. The objectives are compatible with the EU support to HE in Africa<sup>58</sup> In case of **Eastern Africa**, among the six case studies which were selected for the evaluation, the documentation shows evidence that the dialogue among EA partner HEIs is attracting growing attention from the regional EA and African organisations. Nevertheless, evidence of concrete projects launched by such organisations (AfDB, OUA, etc.) towards fostering harmonisation of national EA HE systems could not be found (case study *Edulink* Eastern Africa).

In the **Pacific**, the EU-supported Pacific Plan for Strengthening Regional co-operation and Integration includes, inter alia, the provision of tertiary education through the University of the South Pacific (USP) (RSP Pacific, 2007-2013).

*Table 31 Key field mission findings on the role of regional organisations*

<b>Country</b>	<b>Findings</b>
Guatemala	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 MCECSA, 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".
Dominican Republic	The Dominican Republic is geographically a Caribbean island country; from a historic and cultural point of view, it belongs to Latin America. The EU co-operation included it therefore – as most of the Caribbean countries - as eligible for the ACP, Edulink and Erasmus Mundus programmes. But the country decided to enter into the Central American Integration System (SICA), and is a full member for several years. The public university UASD entered the Central American University Council CSUCA as a full member, but was excluded from funding in the Central American EU HE projects. In view of this complicate situation, vis a vis the concrete example of the Dominican Republic, it is not possible 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 itself (interview with MESCYT stakeholder; UASD stakeholders; at EUD the officials confirmed the fact that Dominican Republic seeks to join the Central American integration process, but continues not being eligible in the EU programmes focusing on Latin (and Central) America). During the evaluation period, the Dominican Republic participated in a few ALFA III projects – particularly in Tuning AL, as a guest and with 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.
Mexico	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 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.
South Africa	Regional co-operation on harmonisation in Africa is weak. EU support has not had a significant ameliorating effect. EM in South Africa, as a single country window, do not involve other countries in the region. Within Intra-ACP Academic Mobility Scheme 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.
Kenya	The evidence from informants points to the Intra-ACP Academic Mobility Scheme and Erasmus Mundus having both a strengthening and a widening effect. This strengthening has occurred both within the region and with Europe. Edulink provided

<sup>58</sup> The African Union Commission. Strategic Plan 2014-2017. June 2013.

Country	Findings
	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.
Cameroon	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.
Egypt	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>59</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, the UK (British Council), Germany (DAAD) as well as UNDP and UNESCO but does not mention the EU.
Moldova	Thanks to the EU support Moldova is fully integrated into the Bologna process and has implemented all Bologna Principles. Consequently, Moldova participates within all Bologna-related institutional frameworks. Networks between Moldovan and EU HEIs have been strengthened substantially but Tempus and EM projects also had a strong emphasis on regional co-operation within the Eastern Neighbourhood countries

### **External factors**

Regional organisations may work towards integrated approaches to HE in general and the harmonisation of HE systems in particular based on their own initiative and without receiving EU support. However, the extent to which regional harmonisation is driven by other factors than EU support is not known at this stage and requires more investigation during the field phase.

### **7.1.3 I-713 Increased participation of non-state stakeholders (civil society, private sector etc.) in regional dialogues**

#### **Description of the indicator**

While the frameworks for the provision of higher education are set by governments, the facilitation and provision of academic teaching and learning and research largely involves non-state actors. In some states, the autonomy of universities from the interference of governments is even guaranteed. Equally important, while HE can be a powerful weapon in fighting poverty, countries lacking substantial HE infrastructure can face unique problems such as rural access, gender inequalities, coping with volatility and uncertainty, etc. problems require collaborative efforts in bringing together theory and practice. This is where non-state stakeholders play a decisive role in contributing to the improvement of HE systems and the responsiveness of HE to socio-economic challenges.

#### **EU contribution**

Evidence for the participation of non-state stakeholders, let alone an increase in such participation, is weak. Non-state stakeholders were only systematically engaged in **Latin America**. As also confirmed by the field missions to Mexico and Guatemala, most of the **ALFA III** projects links were established with non-state stakeholders in order to establish closer interaction and a broader dialogue on reform issues between HEIs and society (labour

<sup>59</sup> K. El Hassan (2013), "Quality assurance in higher education in 20 MENA economies", *Higher Education Management and Policy*, Vol. 24/2.

market, NGOs, marginalised groups, educational bodies etc.). For instance, this was the case for Tuning América Latina; CINDA; MISEAL; JELARE and CELA (case study *ALFA III*).

As for the **Caribbean**, only limited information is available for this indicator. Some indirect evidence was found in PROCEED-CARIBBEAN, which aims at creating new or fostering existing networks in the specific field of energy access and efficiency and related subjects. As the participating HEIs started a regional dialogue, including public and private stakeholders in energy issues, the project most probably will increase the participation of non-state stakeholders and contribute to a harmonisation in this specific field (case study *Edulink Caribbean*).

In **Central Asia**, from their start, four of the six projects reviewed have included the institutional participation of CSOs/NGOs and private sector enterprises in the regional networking dialogue processes. The most active project at this respect was TERSID. However, no evidence of increase could be found since it would have involved amendments to/extension of the project contract.

In 2014-15 and in the specific case of Kyrgyzstan strong complementarity was ensured among the regional programmes in the education sector such as *Tempus IV*, Erasmus+, the Central Asia Research and Education Network (CAREN) and the TA service contract under the bilateral programme to support education sector and formulation of the new SPSP in Education (Annual Actin Programme 2015). There have been two new contracts awarded to the NGOs under the CfPs to support education reforms at the grass root level (case study *Tempus IV Central Asia*).

In **Eastern Africa** from the beginning of SUCAPRI and ENERGY-AGRO-FOOD, mechanisms have been created to integrate private employers, farm holders and rural workers as partners in the search for more relevant teaching/learning programs (e.g. innovation platforms in SUCAPRI project) (case study *Edulink Eastern Africa*).

The **ENP East** case study did not find significant evidence on this indicator since only two NGOs participated in one project as observers.

*Table 32 Key field mission findings on the participation of non-state stakeholders*

<b>Country</b>	<b>Findings</b>
Guatemala	The ALFA III 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.
Dominican Republic	The country was not eligible to participate in regional dialogues in Latin America, EU guidelines restricted its possibilities to the Caribbean countries and also to Africa and the Pacific (ACP).
Mexico	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 EM. 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), Miseal (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 were participated actively in this reform debates, disseminating the results within their home institutions.
South Africa	No evidence
Kenya	No evidence
Cameroon	No evidence
Egypt	No evidence
Moldova	No evidence

### **External factors**

The three-campus University of Central Asia ([www.ucentralasia.org](http://www.ucentralasia.org)), funded by the Aga Khan Foundation and the three member states Kyrgyzstan (leader), Kazakhstan and Tajikistan, provides a successful example of a non-state HE regional initiative, which (for reasons which would be worth exploring) never took place in the *Tempus IV* projects (case study *Tempus IV Central Asia*).

## 7.2 JC 72 Advanced standardisation of HE at regional level

### 7.2.1 I-721 Number and scope of partnerships among HEIs at regional level

#### **Description of the indicator**

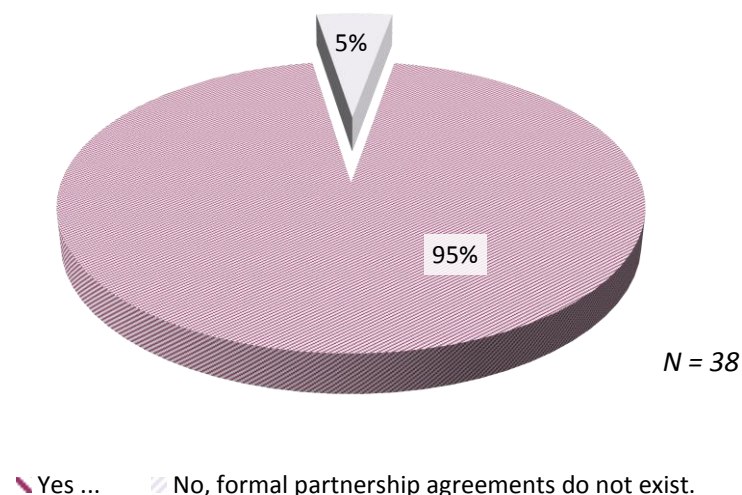
As most EU programmes were built on the idea of collaboration between and among HEIs, this indicator assesses the quantity and quality of existing intra-regional partnerships at the level of universities.

#### **EU contribution**

#### *Box 15 Key findings from the HEIs survey*

According to the HEI survey, 95% of departments/faculties of coordinating universities in partner countries have established formal partnerships based on memoranda of understanding or similar agreements with other HEIs within the region. There are slightly less partnerships for research compared to teaching & learning. The partnerships have covered a full range of topics across human and natural sciences (curricula development, academic visits, provision of learning materials, work in labs abroad, joint publications, patenting and protection of research, etc.). Memoranda of understanding usually covered both teaching & learning and research aspects. University faculties created a number of partnerships ranging from a few to 50. In two cases, the numbers 100 and 150 (Kenyatta university) were indicated. In almost all cases, there has been an increasing trend; only in a few cases, the number of partnerships has been constant since the first year of EU funding.

*Figure 8 Formal partnerships between HEIs within the region*



*Note: Of the 38 HEI departments that answered this question, 36 indicated that they engage in formal partnerships with other universities within their region. 33 HEI departments indicated that such a partnership agreement exists for teaching & learning. 26 HEI departments indicated that such a partnership exists for research (multiple ticks were possible).*

*Source: HEIs survey.*

In **Latin America**, ALFA III strongly promoted and fostered regional integration. Minimum requirements for partnerships were for

Joint projects – Lot 1:

- 6 HEIs all from different countries. I.e. the proposal had to include at least 4 LA countries and 2 EU countries.
- The number of LA countries had at least to be double the number of EU countries. If the network included HEIs from all of the 18 Latin American countries, the above rule did not apply.

Structural projects – Lot 2:

- Minimum requirements for partnerships: 16 HEIs had to be from different countries. The proposal therefore had to include at least 12 LA countries and 4 EU countries.

- The number of LA countries always had to be at least double the number of EU countries. If the network included HEIs from all of the 18 Latin American countries, the above rule did not apply.

This forced to create projects with the participation of at least 4 LA countries (L1) or 16 LA countries (L2) and in any case the number of LA countries always had to be double the number of EU countries. This inevitability promoted the creation of networks and promoted synergies contributing to HE regional integration.

The case studies confirm that each of the analysed *ALFA III* projects created, widened or strengthened the partnerships with all or most of the other HEIs involved in the Project (e.g. *INNOVA-CESAL*, *CINDA*, *Tuning América Latina*, *TELESCOPI*, *MISEAL*, *EQUALITY*) In some cases, after finishing the *ALFA III* project, new Latin American partners entered the former *ALFA III* university network, consolidating it at a regional level. Some of the HEIs networks established or consolidated thanks to an *ALFA III* project made great efforts to keep alive as network when financing through *ALFA III* finished. They continue working with own or new external funding on the targets and objectives of the former *ALFA III* project (case study *ALFA III*).

From this point of view Erasmus+ represents an step back on the regional component, as the participation in the capacity building action of partner countries and their HEIs is much limited. In the case of LA only two countries are required, half of the number required in the previous ALFA III programme. At the same time the participation of EU HEIs and countries is higher. Accordingly the regional approach is weaker. Nevertheless obviously the MIP, drafted by DEVCO, reflects the priorities of the LA region.

*Erasmus Mundus* projects in Latin America have fostered regional partnerships almost by default, as the projects were collaboratively implemented based on formal agreements. Monesia provides a good example in this regard: Institutional co-operation was one of the major objectives of Monesia. The organisation of the mobility flows was designed jointly during the preparation phase for the proposal, fine-tuned during the kick-off meeting of the Partnership Co-ordination Board and implemented and improved until the end of the project. The initial and final Partnership Co-ordination Board meetings were held together with workshops and seminars on relevant topics for all partners and associates such as good practices in student and staff mobility, joint programmes, organization of doctoral studies, programmes for co-operation between Latin America and the EU, etc. All project events aimed directly or indirectly at strengthening the co-operation capacity of individuals and institutions. The final Partnership Co-ordination Board meeting held together with the Coimbra Group (CG) – Asociación de Universidades Grupo de Montevideo (AUGM) seminar on Academic Mobility in Europe and Latin America was an example on how the partnership made use of synergies and multiplier effects extended the impact of the project to the entire region (case study *Erasmus Mundus* Latin America).

In the **Caribbean**, the reviewed projects contributed to creating new or strengthening existing partnership networks at regional level. PROCEED-CARIBBEAN worked on a tight regional network of the participating HEIs with public and private stakeholders related to energy issues (including governments and the power plant companies), but on a specific subject and not towards a standardisation of HE at a regional level. (case study Edulink Caribbean).

In **Central Asia**, according to a *Tempus* survey, 74 partnerships between Central Asian HEIs were launched and developed between 2007 and 2013 under *Tempus IV*. Their scope was to set-up co-operation networks between HEIs of the five Central Asian States and with EU HEIs for the development and enhancement of joint graduate and post-graduate degrees, quality assurance systems and Bologna process key features (LMD, ECTS and LLL in particular). Key topics of co-operation along these pathways have been informatics, energy, optimal use of natural resources and academic-industry innovation networks (case study *Tempus IV* Central Asia).

**Box 16** *Tempus IV contribution to regional partnerships in the southern mediterranean*

- Tempus IV has helped promote greater co-operation between countries in the region. Whereas co-operation prior to Tempus IV tended to be more 'North-South-North', multi-country projects helped promote a more 'South-South' approach in the programme
- Tempus IV multi-country projects have been very popular (representing 52% of the total number of projects under Tempus IV). They often include as many as eight countries from the region.
- On examination of the trends in participation, it is clear that the Mashrek countries often tend to work on projects together and Maghreb countries also.
- However, there are a number of large projects that span both regions. It is also interesting to note that Tempus has promoted co-operation between certain countries in the region that for historical reasons had no strong tradition of co-operation prior to this. Therefore, the programme is helping to break down social and cultural barriers, in a region ridden with political conflict and instability

Source: Tempus (2013), *The main achievements of the Tempus programme in the Southern Mediterranean 2002-2013, A Tempus study*

The *Tempus IV ENP East* case study found that 16 partnerships were established for developing joint non-degree courses between the six Belarus HEIs and the five Ukrainian HEIs. In addition, Russian and EU HEIs participated to all these regional partnerships.

According to field mission findings, *Tempus* and EM projects had a strong emphasis on regional co-operation 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, co-operation within the region was not always easy and straightforward due to marked differences regarding the respective HE systems and related standards.

**Table 33** *Key field mission findings on partnerships among HEI at the regional level*

<b>Country</b>	<b>Findings</b>
Guatemala	In the last decade, the number and scope of partnerships increased significantly (through, inter alia, the ALFA III 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.
Dominican Republic	There are efforts at participating 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 Universidad Autónoma de Santo Domingo (UASD) with roughly 220,000 Students counting for 40 % of all Dominican students, is member of the Central American University Council CSUCA, and is engaged in the standardisation process of this region - which finds many obstacles and is not precisely a "speedy" process. But the EU co-operation programmes did not consider the country's decision.
Mexico	The EU funded programmes ALFA III and EM contributed to creating a "networking spirit" among Latin American HEIs, which in many cases 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. This "networking spirit" was a good catalyst for more structured partnerships where issues like mutual recognition of credits or degrees are on the agenda
South Africa	Regional partnerships have increased through the Intra-ACP Academic Mobility Scheme 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. Overall, HEI networks and networking within South Africa have increased substantially as a result in particular of EM. This of course has not had a recognition effect as South Africa has a qualifications framework. Regional partnerships have increased through the Intra-ACP Academic Mobility Scheme and Edulink, although not substantially, and with very few formal agreements on the mutual recognition of degrees and other



Country	Findings
	<p>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.</p> <p>Co-operation towards mutual recognition of study programmes involving South Africa has been sporadic and only found in a minority of the Intra-ACP Academic Mobility Scheme and Edulink partnerships such as Programme on Energy Efficiency in Southern Africa.</p>
Kenya	<p>Co-operation 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.</p>
Cameroon	<p>Regional partnerships have increased through the Intra-ACP Academic Mobility Scheme, Erasmus Mundus and Edulink, although not substantially, and with very few formal agreements on the mutual recognition of degrees and other qualifications. 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.</p> <p>85% of the EU-supported Intra-ACP Academic Mobility Scheme 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.</p>
Egypt	<p>EU-supported projects had a strong intra-regional dimension. 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 co-operation 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.</p>
Moldova	<p>Full standardisation based on the Bologna Principles has taken place.</p> <p>Networks between Moldovan and EU HEIs have substantially been strengthened but Tempus and EM projects also had a strong emphasis on regional co-operation among the countries of the Eastern Partnership. Several partnerships comprised universities from Armenia, Azerbaijan, Georgia, Ukraine, Belarus, Moldova, and Ukraine.</p> <p>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, co-operation within the region was not always easy and straightforward due to marked differences regarding the respective HE systems and related standards.</p>

The merger of Tempus, Alfa III and Edulink into the Erasmus+ Capacity Building action has weekend the focus on intra-regional co-operation but strengthened the approach to inter-regional co-operation. It has been one of the objectives of Erasmus+ to respond to the natural international dimension of higher education. Universities do not work in regional silos but work across different regions. It is now possible for HEIs in partner countries in one region to work with HEIs in another region.<sup>60</sup>

As was the case in all three predecessor programmes, grantholders can still be from the partner country itself. According to EACEA, “approximately 1/3 of projects choose to do so overall. The remaining 2/3 are managed by the EU university. In the past these EU HEIs were free to apply for projects under all three programmes simultaneously. They are now limited in the number of applications they can make. This will ensure more transparency and will mean that we will see less 'usual suspects' EU universities in the programme as a whole, less duplication of projects, and a better spread of involvement across the EU. Universities in the partner regions can only benefit from this. Sharing of good practice across regions is now possible as all projects are regularly convened to meetings together. In the past each programme would organise its own convening and a project in Brazil for instance, would not know that work being done in Angola under the other programme could be beneficial for them.”<sup>61</sup>

<sup>60</sup> Erasmus+ Programme Guide, Version 1 (2017): 20/10/2016.

<sup>61</sup> Written coment provided by EACEA

### External factors

At this stage the available information does not allow for a conclusive assessment of the role of the EU support versus other contributing factors in the establishment of intra-regional partnerships.

### 7.2.2 I-722 Number and scope of agreements on mutual recognition of qualifications

#### Description of the indicator:

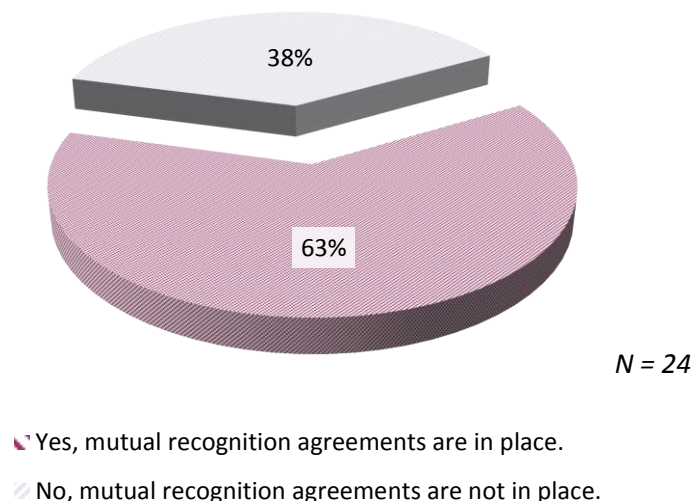
The mutual recognition of qualifications, both with regards to degrees and study components, is the most important pre-condition for a working intra-regional mobility scheme and ultimately a standardised regional HE system. The indicator assesses to what extent EU support has contributed to the signing of mutual recognition agreements in different regions.

#### EU contribution

#### Box 17 Key findings from the HEIs survey

According to the HEIs survey, 63% of departments/faculties of coordinating universities in partner countries have signed agreements on mutual recognition of academic qualifications. The scope covered both graduate degrees and doctorates.

Figure 9 Agreements on mutual recognition of academic qualifications



Source: HEIs survey.

In **Latin America**, some *ALFA III* projects paved the way to agreements on mutual recognition of qualifications through curricula harmonisation and reform of the learning and teaching approach in the participating HEIs (INNOVA-CESAL, CINDA, Tuning América Latina, JELARE, MISEAL). However, it is difficult to assess the number and scope of agreements on mutual recognition of qualifications. Tuning América Latina elaborated a proposal of a Latin American Reference Credit (Crédito Latinoamericano de Referencia - CLAR), inspired by the ECTS. The Argentine and the Columbian governments signed an academic mobility agreement (MACA – Movilidad Académica Colombia Argentina), in which the recognition of the credits acquired by the students at the guest university will be done using the mentioned Latin American Reference Credit (CLAR) (case study *ALFA III*).

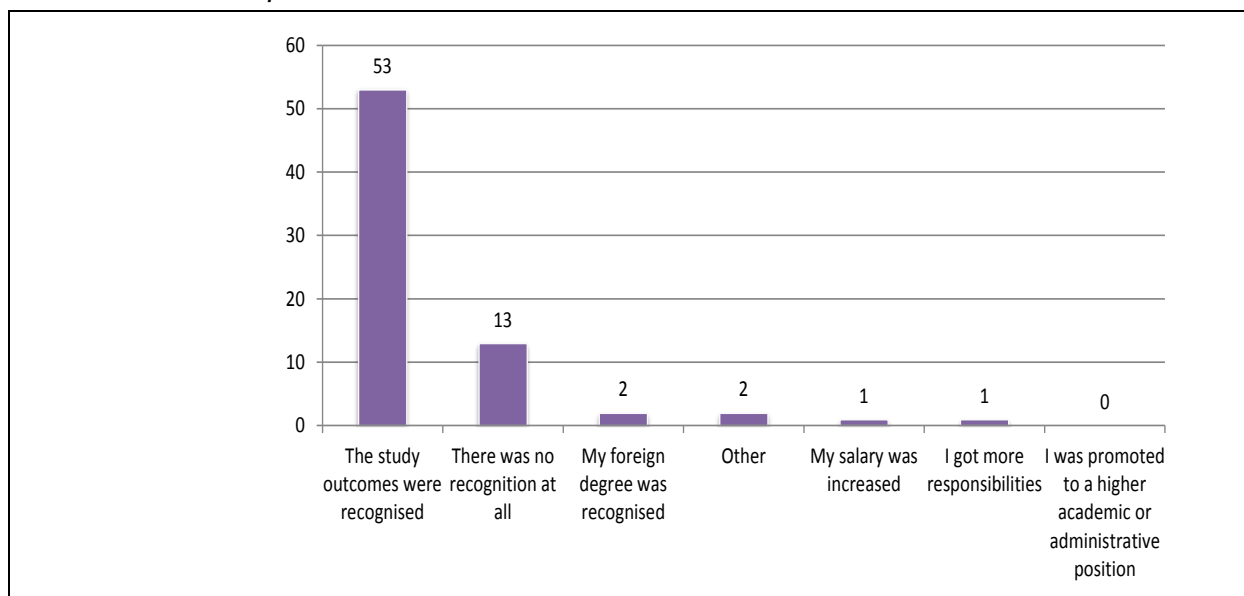
As for *Erasmus Mundus* in Latin America, several projects included an emphasis on mutual recognition. The third progress report of Babel (2015), confirms the existence of Academic Recognition Agreements which are signed for all exchange students. These agreements confirm both host and home institutions' commitment in recognising the activities undertaken by the student at the host institution as part of the course at the home HEI. This document is an essential tool for the mutual recognition of credit points and grades achieved as part of

the respective degree programmes. Relatedly, a transcript of records is issued by the European host HEI at the end of each semester. It contains the subjects/activities completed by the student and the corresponding credit points according to the European Credit Transfer System (ECTS). The transcript of records is mandatory and all co-ordinating HEIs within Babel use this information to monitor the quality of the mobility flows. According to the progress report, the tools and mechanisms created and used by the consortium for ensuring academic recognition were implemented as planned and proved effective.

The final report of *Ánimo, ¡Chévere!*, 2013, states that – based on an impact survey carried out at the end of the project – “more than 82% of study outcomes achieved during short term credit transfer mobility flows were recognized without any problem. The remaining 18% do not only correspond to cases where recognition was not achieved but also to students who did not apply for recognition, did not return to the home university, accepted a job, etc. In any case, the project co-ordination did not receive major complaints regarding recognition”. For Monesia, the rate of successfully recognized study outcomes was 75%.

The final report of Monesia (2013), further notes that the recognition of study arrangements followed the established procedures and mechanisms of study recognition, credit recognition and transfers. All non-degree seeking mobility students at undergraduate and master level signed an Erasmus type learning and recognition agreement that was the basic document for the entire process. All partners issued comprehensive transcripts of records making use of ECTS or the local grading and study load accounting systems that had to be presented at the home universities. All grantees were asked to provide proof of recognition once the recognition decision was taken by their home universities. Since degree seeking master students and doctoral candidates obtained a European degree and the corresponding Diploma Supplement, recognition was achieved easily following the standard procedures foreseen for this purpose in the home countries. The work performed during short term stays of doctoral, post-doctoral and staff fellows became part of PhD dissertations, scientific publications, reports, etc. and thus, of the grantees’ Curriculum Vitae. Since the latter is the basis for evaluation and promotion in any job, it can be considered as full recognition (case study *Erasmus Mundus Latin America*).

Figure 10 *Monesia Impact Survey: Recognition of study outcomes, number of respondents*



Source: Monesia, final report, 2013.

In the **Caribbean**, several *Edulink* projects established common courses (or a common master course) with mutual recognition of qualifications (case study *Edulink Caribbean*).

In the case of **Asia**, the EXPERTS I final report, mentions that although partners at South and Southeast Asian universities had their own credit system depending on national rules,

*“all partners shared their positive comments on the ECTS and confirmed that they recognise the ECTS credits of their students participating in the mobility scheme, and the Partners have been cooperating with the Coordinator to fulfil this aspect of the project.” The report continues, “Partners are committed to having the will to create optimal conditions for the preparation of long-term recognition of studies between institutions through ECTS system and the system has been gradually adopted by the Partners”.*

Examples of the differences in managing and applying recognition of study components and credit transfers include:

- All EU – host universities have standard procedures to provide diploma supplements, transcripts of records, and certificate of participation in the programme.
- However, *“there is a problem with few South and South East Asian (SSEA) home universities in credit recognition. The university where credit transfer system doesn’t exist includes: Khulna University, Bangladesh; Tribhuvan University, Nepal; Royal University of Bhutan; Pune University, and Delhi University. Whereas other SSEA universities such as Nanjing, Kasetsart, IPB – Bogor, USTC China, Visayas, Kathmandu, Peradeniya and Punjab have partial or full recognition of ECTS. Two examples listed below from SSEA Partners”*
- Khulna University, Bangladesh: *“In Khulna University, like all other government universities in Bangladesh, we do not have credit transfer system established. We have brought this issue to the authority and requested for the further steps in this regard. In Khulna University, we have different types of subjects and there has to be a unified and generalized credit transfer rules. It will take time to formulate credit transfer system at the university and in Bangladesh as a whole but we are hopeful. Whereas, all studies of our European partner universities are well recognized in Bangladesh.”*

In other partner countries, however, significant progress was made. The second progress report cites the example of Kasetsart University, Thailand: *“There is no difficulty about the ECTS at Kasetsart University since universities in Thailand have been working on this system since several years back. Besides, each university also applies this system when running Student Mobility Program though it is known in different names such as University College of Technology Sarawak/UCTS, Malaysia (UMAP, University Mobility in Asia and Pacific, Credit Transfer System), and ACTS (Asian Credit Transfer System).”*

The third progress report of EXPERTS III (2015) confirms that five partners – universities based in four South Asian countries, India, Bangladesh, Bhutan and Nepal - have no credit transfer systems in place. Instead they issue Diploma Supplements and transcripts of records, which are acknowledged by home institutions. However, the credits are not transferred to the students’ programme of study at their home institution. At the same time, universities from the other eight participating countries have a system of credit recognition of mobilities in place (case study *Erasmus Mundus Asia West*).

In **Central Asia**, governments are genuinely committed to aligning their policy frameworks and HE governance and management systems with EU standards and good practice, while priorities, interpretations, scope and pace differ from country to country. Kazakhstan (KZ) is at the lead, followed by Kyrgyzstan (KG), Tajikistan (TJ), Uzbekistan (UZ), and Turkmenistan at the rear. KZ has joined the Bologna Process/EHEA in 2010, KG attempted to formally join in 2007, KZ, KG and TJ ratified the Lisbon Recognition Convention, and KG and TJ implemented Bologna-compatible reforms on a voluntary basis under the supervision of the respective Ministry of Education. KZ, KG, TJ and UZ have adapted the first two cycles of their degree system (Bachelor and Master), KZ and UZ have done so for all three cycles (including PhD level). KG, KZ, TJ, UZ introduced (differing) credit systems, and all five countries have taken steps towards reforming and/or reviewing their quality assurance systems and developing a qualifications framework for HE. (RSE Central Asia, draft final report, February 2016). In the cases of reviewed projects, *Tempus* provided the framework for the development of a total of 11 MSc degrees, which are mutually recognised by the HEIs from the other participating states. It should be noted though that the recognition was not effective for non-participating HEIs (case study *Tempus IV Central Asia*).

**Intra-ACP Academic Mobility Scheme** partnerships are required to agree on mechanisms for ensuring recognition of the study period abroad. With the objective of ensuring recognition, partnerships include a special clause in the MoU where they commit themselves to consider the study/research period abroad as an integral part of the study programme (including examinations or other forms of assessment). Moreover, they are expected to agree to mechanisms for facilitating this, such as the student agreement, learning agreement, transcript of records, etc. At the end of the period of study abroad, the host HEI provides the student as well as the home HEI with a transcript of study results confirming that the program has been completed.

However, there is conflicting evidence about the extent to which this has happened in practice. The first report on implementation stated that *“The partnerships selected in 2011 have advanced more in putting in places these types of mechanisms, whereas for 2012 & 2013 partnerships, it is still early to ask for these results.”* This implies that some progress at least had been made. The report gave the example of STREAM which awarded *“a diploma supplement and had set up a credit conversion system.”* STREAM seems to have taken recognition seriously. It reported in 2011 that it was planning a workshop on recognition of studies, co-ordinated by University of Buea (Cameroon) and supported by the technical partner, the University of Twente (Netherlands). TRECCA I reported that recognition of modules had taken place *“in a few cases.”*

These seem to be exceptions however. At least three of the partnerships in the case study – ARISE, METEGA and TRECCA II - acknowledged the difficulty of recognition and, at Masters level, steered applicants towards full degree programmes where the problem did not arise. The ARISE third progress report defined the issue in the following terms: *“As a partnership we came to a decision [...] to offer only full-degree mobility at Masters level [because] the future of Masters students would be too uncertain if they travelled amongst the institutions for anything less than a full qualification. Because of our different national laws and quality-assurance systems, there is as yet no overarching agreement in Africa on recognition of qualifications and were this to be intended for this round of the Intra-ACP Academic Mobility Scheme Call, it would have necessitated bilateral department-to-department agreements between members of the consortium which, in the time available, it would simply have been unreasonable to expect.”* (case study Intra-ACP Academic Mobility Scheme)

### **External factors**

The reasons why mutual recognition agreements are easier to achieve in some regions compared to others require further investigation. Likewise, a full picture on the contributing factors (other than EU support) for cases in which agreements were successfully concluded has not yet emerged. The results of the HEI survey will provide important information in this regard.

## **7.2.3 I-723 Joint or collaborative degree programmes established**

### **Description of the indicator**

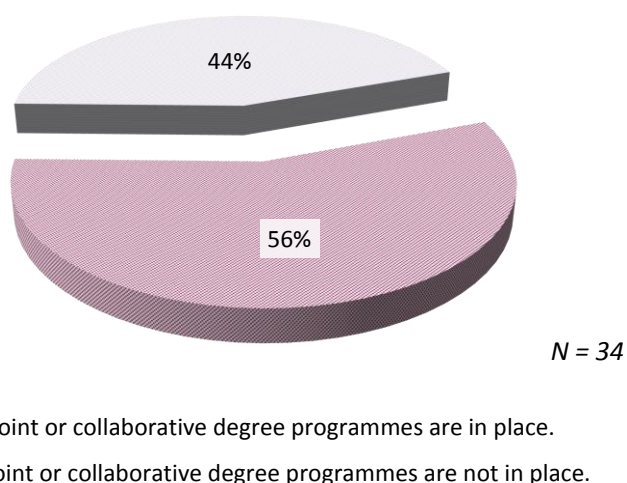
The existence of joint degree programmes between HEIs gives evidence of a high level of harmonisation and standardisation of regional HE systems. The indicator assesses to what extent EU support has encouraged or directly contributed to the design and formal establishment of such programmes.

### **EU Contribution**

#### **Box 18 Key findings from the HEIs survey**

According to the HEIs survey, 56% of departments/faculties of coordinating universities in partner countries have established joint or collaborative degree programmes with other universities. The scope covered both double and joint graduate degrees and doctorates.

Figure 11 Joint or collaborative degree programmes



Source: HEIs survey.

The following Table 34 shows that *Edulink II* consortia jointly developed a total of 28 course or modules and introduced 13 joint degree programmes.

Table 34 Joint and collaborative degrees developed under *Edulink II*

Project N° - Root	Project N°- Suffix	Courses /modules jointly developed (1)	Comment	Joint Degree (2)	Comment
FED/2013/	320#079	1	AgIM master curriculum will be jointly worked out		European Credit Transfer System in place but no joint degree
FED/2013/	320#080	1	<ul style="list-style-type: none"> <li>• Joint development of international LLL pilot teaching module (WP4)</li> <li>• A least 2 partner HEI will jointly elaborate each teaching unit (WP4)</li> <li>• 4 LLL courses developed jointly (WP3)</li> </ul>		
FED/2013/	320#081	1	<ul style="list-style-type: none"> <li>• Joint-development of curriculum on Agriculture trade policy and training programmes</li> </ul>		
FED/2013/	320#091		Follow up of a previous programme - courses developed	1	Joint PhD programme (Agricultural and Rural Innovation)
FED/2013/	320#100		Review of existing agricultural sciences curricula to include agri-entrepreneurship (different curricula at each institution)		
FED/2013/	320#109		6 curricula reviewed and updated by a joint committee (different curricula at each institution)		

<i>Project N° - Root</i>	<i>Project N°- Suffix</i>	<i>Courses /modules jointly developed (1)</i>	<i>Comment</i>	<i>Joint Degree (2)</i>	<i>Comment</i>
FED/2013/	320#115	1	<ul style="list-style-type: none"> <li>Finalisation et élaboration conjointe du programme du Master bilatéral sur le développement rural, la sécurité alimentaire et la durabilité environnementale</li> </ul>	1	<ul style="list-style-type: none"> <li>Constitution d'un Master bilatéral reconnu en Italie et au Sahel</li> </ul>
FED/2013/	320#117	1	<ul style="list-style-type: none"> <li>4 distance learning modules developed</li> <li>Design of the International PhD program.</li> </ul>	1	<ul style="list-style-type: none"> <li>Planning of an international PhD program on agriculture, food security and environment</li> </ul>
DCI-AFS/2013/	320#121		<ul style="list-style-type: none"> <li>Develop new curricula and BSc and MSc programs (jointly but different curricula at each institution)</li> </ul>	1	<ul style="list-style-type: none"> <li>Develop joint programs for the partner HEIs</li> </ul>
FED/2013/	320#125	1	<ul style="list-style-type: none"> <li>Jointly revise food value chain modules (9 modules have been revised at 3 universities 1-2 times per year)</li> <li>Curriculum at participating HEI will be revised</li> </ul>		
FED/2013/	320#133		<ul style="list-style-type: none"> <li>Creation of new and upgraded graduate curricula in food science and technology using online platforms (jointly but different curricula at each institution)</li> </ul>		
FED/2013/	320#140	1	Develop joint curriculum of graduate and undergraduate course modules and programmes within energy efficiency and renewable energy	1	Joint post-graduate programme/s developed (Masters in Sustainable Energy Systems)
FED/2013/	320#148		Develop new and revised curricula ( at each institution level, one regional workshop to identify similarities)		
FED/2013/	320#152	1	Joint elaboration of 120 Master's level course hours in the action's thematic field (Six new Master's level courses of 20 hours each)		
FED/2013/	320#157	1	At all partner HEI, the existing courses will be upgraded; To develop curriculum for an International Postgraduate Program in Dairy Sciences i.e. Master of Dairy Science and Technology (MDairyScTech.) implemented at EGU		

<i>Project N° - Root</i>	<i>Project N°- Suffix</i>	<i>Courses /modules jointly developed (1)</i>	<i>Comment</i>	<i>Joint Degree (2)</i>	<i>Comment</i>
FED/2013/	320#159		Curricula and programme review and revision i) curricular review within each programme to assess climate change and energy efficiency coverage, ii) cross- programme review within each HEIs and iii) implementation of proposed changes in course and programme structures (at each institution's level)		
FED/2013/	320#163	1	<ul style="list-style-type: none"> <li>• Development of a curriculum for a new master program.</li> <li>• Seven professional development and policy related courses</li> </ul>	1	
FED/2013/	320#168	1	<ul style="list-style-type: none"> <li>• Joint design of innovative teaching modules, materials</li> <li>• African partner universities are ready to design new teaching modules, to produce innovative teaching materials and case-study exercises, to integrate new modules in existing programs or in the form of Lifelong learning initiatives</li> </ul>		
FED/2013/	320#173	1	<ul style="list-style-type: none"> <li>• Collective design and delivery of an upgraded market driven, high quality Sustainable Energy Engineering Master of Science (depending on the specific needs and potentials of each country-HEIs.)</li> </ul>		
FED/2013/	320#176	1	<ul style="list-style-type: none"> <li>• Definition of Executive MBA program in Social Entrepreneurship in the sectors of agriculture and energy access and efficiency</li> <li>• To design curricula, content and teaching material by 3 partner institutions.</li> </ul>		
FED/2013/	320#181	1	<ul style="list-style-type: none"> <li>• Elaboration de contenus de programmes de formation pertinents sur la base d'un diagnostic des besoins du secteur de l'agriculture en Côte d'Ivoire, au Bénin et au Niger</li> </ul>	1	



<i>Project N° - Root</i>	<i>Project N°- Suffix</i>	<i>Courses /modules jointly developed (1)</i>	<i>Comment</i>	<i>Joint Degree (2)</i>	<i>Comment</i>
FED/2013/	320#185	1	<ul style="list-style-type: none"> <li>• Development of the BSc Degree (Guyana) &amp; Masters Degree (ISA Dominican Republic) Curriculum in Aquaculture jointly with partners for the Caribbean using expertise from UK and elsewhere</li> <li>• Strengthening of Universidad – ISA existing Bachelors Degree programme</li> <li>• Develop course material for students</li> </ul>		
FED/2013/	320#189	N/A		N/A	
FED/2013/	320#193	1	<ul style="list-style-type: none"> <li>• Development of courses for a Master Program in pig production and food security in 4 Universities of the Caribbean</li> <li>• This syllabus should use the knowledge and the current academic offerings of each ACP partner and should meet three fundamental requirements: a) Ensure the mobility of teachers and students in the Masters implanted in each ACP partner, b) Guarantee curricular standardization among ACP partners, and c) Facilitate the joint degree in EU partners and associates.</li> </ul>	1	
FED/2013/	320#196	1	<ul style="list-style-type: none"> <li>• Developing e-learning and integrating specialized courses for FNS in the existing BSc and MSc programmes in (Applied) Human Nutrition</li> </ul>		
FED/2013/	320#201	1	<ul style="list-style-type: none"> <li>• Diagnosis and proposal of the academic programmes on sustainable energy of all HEIs partners, within the scope of poverty reduction strategies, promoting the use of the ECTS system</li> <li>• Academic programmes will be of different scope and it will depend on the ACP country demands, on the HEIs capacity and nature. Any of them will have two main modules based in theoretical and practical training</li> </ul>		

<i>Project N° - Root</i>	<i>Project N°- Suffix</i>	<i>Courses /modules jointly developed (1)</i>	<i>Comment</i>	<i>Joint Degree (2)</i>	<i>Comment</i>
FED/2013/	320#203		<ul style="list-style-type: none"> <li>Develop curricular for the three agreed MSc programme</li> <li>The course content development Work Package will be spearheaded by the European partner universities, it will also involve Makerere University. There is a tentative agreement that Agreenium and SupAgro will support the curriculum, course content and modules development for the University of Antananarivo; University of Ghent will support content development for University of Burundi, and supAgro will work with a Belgium University, possibly the University of Leuven (Louvain la neuve) to support content development for the Université Catholique de Bukavu.</li> <li>Joint development but different MSc</li> </ul>		
FED/2013/	320#205	1	<ul style="list-style-type: none"> <li>Modification of the final year curriculum in the Agronomy and Forestry Engineering degrees to include a specific energy efficiency module (jointly designed)</li> </ul>		
FED/2013/	320#272	1	<ul style="list-style-type: none"> <li>S&amp;T Curricula in 3 HEIs modernized</li> <li>Joint development of training materials for new transversal courses at partner HEIs for students and professionals</li> <li>To create e-learning courses to be used jointly in the region by participating HEIs,</li> </ul>		
FED/2013/	320#273		<ul style="list-style-type: none"> <li>Development of Training Plan and Materials (neither course nor module per se)</li> </ul>		
FED/2013/	320#274		<ul style="list-style-type: none"> <li>Create 15 short courses (3 credits/ 75 hours) by the EA partners with the support of the University of Alicante for lecturers</li> <li>Create 3 short courses (3 credits/ 75 hours) in each EA partner for students</li> </ul>		
FED/2013/	320#275	N/A			
FED/2013/	320#279	1	<ul style="list-style-type: none"> <li>Regional Master Programme in Sustainable Fisheries Management jointly developed (including modules and courses, some elective to meet local needs)</li> <li>Training Modules for lecturers</li> </ul>		
FED/2013/	320#282	1	<ul style="list-style-type: none"> <li>Joint Master programme in Renewable Energy Management (modules and courses development)</li> </ul>	1	

<i>Project N° - Root</i>	<i>Project N°- Suffix</i>	<i>Courses /modules jointly developed (1)</i>	<i>Comment</i>	<i>Joint Degree (2)</i>	<i>Comment</i>
FED/2013/	320#289		<ul style="list-style-type: none"> <li>Jointly Designing and implementing a new postgraduate degree in Energy (curricula and content) for Haiti only</li> </ul>		
FED/2013/	320#291	1	<ul style="list-style-type: none"> <li>Development of didactic materials for a Master of Science Degree in Agroforestry</li> <li>Each participant will develop training materials for 2 courses</li> <li>Develop a Master Degree in Geo-Information Technology (Elaboration of didactic materials)</li> <li>Design and Development of a short course on Agroforestry and HIV/AIDS</li> <li>Design and Development of a short course on Agroforestry and gender issues</li> </ul>		
DCI-AFS/2013/	320#298	1	<ul style="list-style-type: none"> <li>Design of the didactic curricular courses and supporting learning resources: design of the pilot courses and didactic materials on SES.DE : 4 pilot and 4 permanent curricular courses in the 4 African partner HEIs +</li> <li>Design of lifelong learning modules and supporting learning resources: 4 lifelong learning modules in the 4 African partner HEIs</li> </ul>		
DCI-AFS/2013/	320#299	1	<ul style="list-style-type: none"> <li>Upgrading of courses: The upgraded course programme will be integrated into the existing curriculum for 2nd year students of architecture</li> </ul>		
DCI-AFS/2013/	320#301	1	<ul style="list-style-type: none"> <li>Curricula design of selected programmes at CPUT, PoN, VUT, TUT</li> <li>Prepare syllabi, teaching materials, handbooks etc. for selected programmes at CPUT, PoN, VUT, TUT</li> </ul>		
DCI-AFS/2013/	320#302		<ul style="list-style-type: none"> <li>Ten PhD course modules created or updated (Malawi)</li> <li>Develop course modules for the Regional MSc programme in Research Methods</li> <li>Joint development but courses not offered at each institution</li> </ul>	1	
DCI-AFS/2013/	320#328		<ul style="list-style-type: none"> <li>Review of existing curricula and upgrading and foresee reformulation of curricula</li> <li>No course development per se</li> </ul>		

<i>Project N° - Root</i>	<i>Project N°- Suffix</i>	<i>Courses /modules jointly developed (1)</i>	<i>Comment</i>	<i>Joint Degree (2)</i>	<i>Comment</i>
DCI-AFS/2013/	320#332		<ul style="list-style-type: none"> <li>Develop a course and add it on to the ISET-CD curriculum (Mozambique)</li> <li>Produce teaching modules on sustainable technologies (Mozambique)</li> <li>Joint development but courses not shared</li> </ul>		
DCI-AFS/2013/	320#333	1	<ul style="list-style-type: none"> <li>Development of Curriculum</li> <li>Implementation of the Master modules in "Participatory Integrated"</li> </ul>	1	
DCI-AFS/2013/	320#339	1	<ul style="list-style-type: none"> <li>Review of current curricula</li> <li>Design and definition of pilot training curricula: learning program, subjects, modules, teaching methods</li> </ul>		
DCI-AFS/2013/	331#203		<ul style="list-style-type: none"> <li>Review and update of existing food and nutrition sciences academic programmes in participating HEIs : The M.Sc. and Ph.D. programmes at the 3 participating universities will be reviewed</li> <li>Course materials development</li> <li>courses jointly developed but not implemented in each institution</li> </ul>	1	
FED/2013/	335#684		<ul style="list-style-type: none"> <li>Development of the curriculum of master's degree and specialization: developed by all partners but only offered at UCE</li> </ul>	1	
FED/2013/	335#687		<ul style="list-style-type: none"> <li>Reformulation of curricula at the level of each institution</li> </ul>		
<b>TOTAL</b>		<b>28</b>		<b>13</b>	

Source: Edulink Technical Assistance

- (1) With regard to "Courses/modules developed jointly": "1" was inserted only in cases where courses were developed jointly AND offered by the different institutions. When courses were developed jointly but only for the benefit of some institutions from the Consortium (or not all of them), it is quoted in the column "Comment";
- (2) With regard to "Joint Degree": 1 is inserted only when a joint degree that recognized by different institutions will be offered. For the Actions preparing steps towards a joint degree (in the future), it is quoted in the column "Comment";

Under *Tempus IV* between 5% and 9% of projects aimed at developing a double/multiple/joint degrees and joint programmes. The data is similar for the four regions (Western Balkans, Central Asia and Eastern Europe, South Mediterranean) with a slight increase in the South Mediterranean region (10-14%).<sup>62</sup>

<sup>62</sup> Data provided by EACEA.

In *Erasmus Mundus* Action 1, all mobilities were implemented with the purpose of having a joint, double or multiple degrees. In *Erasmus Mundus* Action 2, the establishment of joined or double diploma was not a requirement but nevertheless achieved in many cases. According to a EACEA survey launched in May-June 2016 (based on 685 replies from HEIs worldwide), 20% of HEIs established joint degree programmes or joint curricula in co-operation with *Erasmus Mundus* Action 2 partners, while 36% planned to create such programmes in the future. For example, in Egypt joint programmes and joint degrees are allowed in the HE legislation. Several have been created as the result of EU-supported projects.<sup>63</sup>

In **Latin America** some of the *ALFA III* case study projects aimed at a harmonisation of curricula and learning and teaching methods. The achievements make it significantly easier to establish a joint or double degree programme (e.g. INNOVA-CESAL, Tuning América Latina). As a result of MISEAL, a PhD-course (Inclusión, Interseccionalidad y Equidad) was created. Some of the network HEIs worked on the legal framework necessary for a collaborative degree (case study *ALFA III*). However, as the field missions to Mexico and Guatemala revealed, there is a certain inconsistency in the programme designs of *ALFA III* and EM (and later E+): 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.

In the **Caribbean**, although the three partner HEIs in the *EduLink* project The Coral Reef Education and Training Initiative (CREATive) did not establish a joint or collaborative degree study course, the common advanced final year course, approved by each of the three universities, is a strong step in this direction. While it is too early to assess if PROCEED-CARIBBEAN achieved one of its main objectives, i.e. establishing a common BSc or a MSc in energy related areas, the first interim narrative report suggests that the process is on a good way (case study *EduLink* Caribbean).

In **China**, the joint French-Chinese project ICARE awards a double degree: “*The students earning the prescribed credits, successfully passing the examinations, presenting their internship project (oral and written), and passing the thesis defence according to defined modalities, are awarded a double degree both from HUST and ParisTech.*”<sup>64</sup> Initially planned for late 2011, the accreditation of the degree by Chinese Ministry of Higher Education was finally granted in March 2012 (case study China)

In **Central Asia**, the only clear evidence of achievements towards collaborative degrees is to be found in HEICA project. One objective of HEICA is the creation of curricula for six CA partner universities, which are conform to the Bologna process. HEICA only targets the creation of Bachelor’s and Master’s programmes. On the conferences in Tashkent and Kaunas, the preparation of the Basic Bachelor in Software Engineering (BBSE) was decided. The BBSE has to be fulfilled by each individual Bachelor programme. In contrast, the Master programme is in the decision on each individual university<sup>65</sup> (case study *Tempus IV* Central Asia).

In **South Africa**, the only hint at a potential collaborative degree programmes is found in the EUSA-ID second progress report, 2015:

- First steps were undertaken towards sustaining institutional co-operation and broadening of the partnership which are related to PhD training. RUB and EUR signed a joint PhD agreement in October 2014 which also allows EUSA-ID grantees to benefit from joint supervision.
- Two European and two South African EUSA-ID partners were invited to join a potential Erasmus+ partnership which is planning to submit an application in the field “capacity building in higher education”.

<sup>63</sup> Data provided by EACEA.

<sup>64</sup> See <http://www.master-clean-renewable-energy.eu/en/article/43/43-en-general-information>

<sup>65</sup> See <https://heica.inf.tu-dresden.de>

The Free University Amsterdam has taken the initiative to co-ordinate the proposal. In terms of content, the project is directed towards strengthening PhD supervision capacities. Partner region is again South Africa (case study Erasmus Mundus South Africa). Overall, as confirmed by the field missions, 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.

*Table 35 Key field mission findings on joint and collaborative degrees*

<b>Country</b>	<b>Findings</b>
Guatemala	<p>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 III projects which stimulated the “network spirit” mentioned.</p> <p>A very good example is the ALFA Tuning AL project (probably an example for good practices).</p> <p>However, 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.</p>
Dominican Republic	<p>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.</p>
Mexico	<p>As a result of the EU co-operation programmes, some joint or collaborative degree programmes were established in Latin America. But the design of EM (and since 2014, E+) which excludes intra-regional student’s mobility – prioritising inter-regional mobility EU-Latin America – did not encourage them.</p>
South Africa	<p>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.</p>
Kenya	<p>The EU has not systematically contributed to joint or collaborative degree programmes within Africa. This is still a major deficit area</p>
Cameroon	<p>While joint or collaborative degree programmes have been established in some cases, the EU has not systematically contributed to such programmes in Cameroon</p>
Egypt	<p>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 co-operation 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.</p> <p>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>66</sup></p> <p>Joint programmes and joint degrees are allowed in the HE legislation. Several have been crated 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.</p>
Moldova	<p>Joint or double degrees do not currently exist.</p> <p>The new Education Code mentions the possibility of joint degrees with foreign HEIs.</p>

<sup>66</sup> Stakeholder interviews; Nyircsák, Adrienn. Exporting European quality structures in higher education – normative attempts to secure the Southern neighbourhood? June 2015.

Country	Findings
	However, only accredited universities can have joint degrees. Despite this fact several EM 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.

### External Factors

The pull and push factors in the process of designing and implementing joint or collaborative degree programmes require further investigation.

## 7.2.4 I-724 Strategic partnerships with a balanced involvement of business and HE established

### Description of the indicator

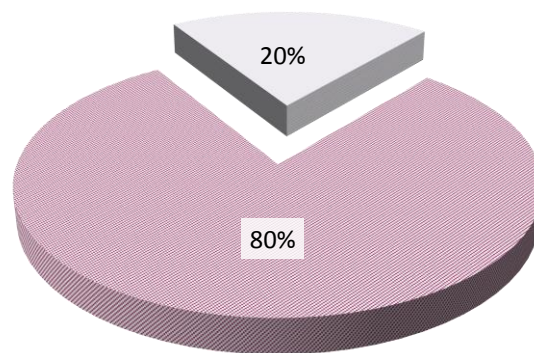
As the professional skills of HE graduates do not always meet the needs and qualification requirements of national, regional and global economies and labour markets, all EU-supported HE programmes aim at narrowing this gap. Naturally, a better alignment of degree programmes with labour market requirements requires intensified and mutually beneficial relations between HEIs and private sector stakeholders. The indicator assesses to what extent EU support has contributed to the widening and deepening of HEI-private sector relations.

### EU contribution

#### Box 19 Key findings from the HEIs survey

According to the HEIs survey, 80% of departments/faculties of coordinating universities in partner countries have established strategic partnerships with private sector, mainly with the help of Tempus and Edulink projects where fora brought together private sector and universities and provided a ground for exchange and co-operation.

Figure 12 Strategic partnerships with private sector



N = 30

- Yes, partnerships with the private sector have been established.
- No, partnerships with the private sector have not been established.

Source: HEIs survey.

Two case studies which give proof of a strong collaborative partnership between a HEI and business are the ones on China and Central Asia. As for the former, three training courses were designed and delivered by TRANSENERGIE, a French company contracted by ParisTech or by in-house experts (experts from CSPEDI, Rixin Company and Shanghai Solar Cell Development Centre) (case study China).

In **Central Asia**, only one case of a strategic partnership was identified: TERSID generated a case of a balanced business-HE co-operation involving five HEIs (two in Kazakhstan and three in Uzbekistan) and eight industrial enterprises (four in each state). The project

designed and launched a MSc degree in industrial engineering with 18 modules shared between HEIs classroom teaching and workshops and internships in the eight industrial companies.

In **Latin America**, in the analysed *ALFA III* case study projects evidence about strategic partnerships with a balanced involvement of business and HE established was weak. Some business and labour market oriented projects like JELARE and CELA went in closer contact with business. Their orientation was directed towards applied research, if possible with industries.

In the case of *Edulink Caribbean*, in general, no evidence was found in the project documentation of the reviewed projects. However, the PROCEED-CARIBBEAN achieved this goal in the area of energy, the first interim narrative report suggests that process is on a good way (case study *Edulink Caribbean*).

In **Egypt**, *Tempus* helped lead the way for co-operation 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 (Country Field Mission Note Egypt).

In **Moldova**, *Tempus* 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 & 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>67</sup> (Country Field Mission Note Moldova).

### **External factors**

The evidence is sketchy and inconclusive at this stage. Results of the HEI survey are likely to narrow the current information gap; so will stakeholders interviews during the field phase.

## **8 EQ 8 on modalities and instruments**

*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?*

### **8.1 JC 81 Responsiveness of the instruments and aid modalities to the national and regional context in partner countries**

#### **8.1.1 I-811 Aid delivery methods, instruments<sup>68</sup> and channels are selected based on a thorough analysis of partner country needs**

##### **Description of the indicator**

The indicator refers to the design and implementation of the EU support and the responsiveness of the aid delivery methods, instruments and channels to a partner country's needs.

##### **Findings**

Both the review of documents and the findings of the field missions confirmed that aid delivery methods, i.e. support provided through programmes and bilateral co-operation respectively, responded well to the needs of partner countries. However, no strong evidence has emerged that the approach to delivering the specific support to HE was the result of an

<sup>67</sup> Turcan, Romeo V., Larisa Bugaian (2015). Restructuring, Rationalizing und Modernizing Higher Education Sector in the Republic of Moldova. Tempus Project EUniAM, 2015, p. 18-19.

<sup>68</sup> The instruments include: The European Development Fund (EDF), The Development Co-operation Instrument – thematic and geographic components (DCI), and The European Neighbourhood and Partnership Instrument (ENPI).



extensive analysis of partner country needs. In other words, while the focus of programme-specific or bilateral support was well aligned with the needs of partner countries and regions (see EQ2), the aid delivery methods and instruments were pre-determined and not subject to thorough consultations with partner countries. **Algeria** is a case in point and shows the standard approach. The country case study reveals that projects had been designed according to the standard EU procedures and that the Identification Fiche adequately reflects the analysis of Algeria's needs in socio-economic development and the contribution of HE to them (See Ref. PAPS/ESRS 6 – Action Document).

For **DRC**, the country case study demonstrated that the approach of supporting HE through individual projects contributed to the establishment of a partially decentralised management or joint management system at HEIs. This approach has been selected to provide the partner country with the necessary planning, programming and implementing flexibility to address its own needs. However, delays in the implementation of activities accrued due to excessive submission to national rules and procedures, usually only applicable to fully national projects without external funding. In particular, this concerned the procurement of imported equipment which was delayed by the Tax Directorate. Similar findings are also evident for seven of the eight field mission countries (with Moldova being the only exception, see I-823).

While the **Latin America** Regional Programming Document (2007-2013) explicitly mentions the interest of the Latin American governments “*to be more involved in the drafting of programmes*” (p. 12) – but not more, the Country Strategy Paper Mexico (2007-2013) emphasises that almost all co-operation programmes would be agreed and (co-funded) by the Mexican Government and describes the strong Consultation Process with the Government and other national stakeholders which took place for almost two years (p. 24). There, the assumption is that the HE support that focuses on bilateral aid delivery has also undergone this scrutiny process to reflect expressed needs.

All field mission provided evidence (based on a wide range of stakeholder interviews that Instruments and aid modalities were responsive to national context and that the level of individual EU funded projects the various instruments and aid modalities were appropriate and efficient.

#### **External factors**

N.A.

### **8.1.2 I-812 Evidence of qualifying justification of intervention levels (region vs. country-level)**

#### **Description of the indicator**

Each of the major regional EU programmes in HE has its own history of a periodical process of redesigning. The indicator assesses if the two intervention options – country level vs. regional level – were considered during the process of (re-)designing a (new) programme or new programme generation, and if a qualifying justification of the adopted decision was included.

#### **Findings**

The underlying documents of the regional EU HE programmes show a thorough analysis of the pros and cons of a bilateral or a regional (or worldwide) programme. They argue that the focus of a regional programme provide the beneficiary partner country HEIs with the opportunity of inter- and intra-regional networking and dialogue. This has to be considered an important part of the added value of an EU intervention.

Each of the regional EU programmes in HE has its own history of several years (and even decades) of performance, evaluation, lessons learned and re-definition of the programme's framework. An essential part of this periodical exercise consisted in dialogue with partner countries regarding new programme designs. The underlying documents of each new programme generation show that stakeholders considered “lessons learned” from the past and the issues of regional vs. bilateral approach with the result of prioritising a continuation of regional programme designs.

In most cases, however, EU and partner country stakeholders did not engage in comprehensive exchanges on the advantages and disadvantages of regional versus country-

level support. Mexico is a typical example for many countries where 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.

**Table 36** *Key field mission findings on the appropriateness of EU aid modalities and delivery*

<b>Country</b>	<b>Findings</b>
Guatemala	No evidence
Dominican Republic	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. 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.
Mexico	EU co-operation with Latin America (including Mexico) in HE was concentrated in two big programmes: the regional ALFA III and the worldwide Erasmus Mundus (since 2014 Erasmus+, which includes most of the actions of ALFA III and Erasmus Mundus). 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. Overall, 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.
South Africa	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 the Intra-ACP Academic Mobility Scheme mainly through South Africa being a net recipient of students and staff from the region. Two HEIs in South Africa – Stellenbosch and UCT – have been the coordinating institutions for Intra-ACP Academic Mobility Scheme 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 those benefits have not been realised. Other participating HEIs in the Intra-ACP Academic Mobility Scheme 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.
Kenya	The benefits of Edulink projects were considerable although confined mostly to departmental rather than institution-wide interests.
Cameroon	Cameroon HEIs indeed are in great needs of international exposure not only is this one of the key policies of the HE regulating authorities (MINESUP); it also helps 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).
Egypt	The regional programmes in HE met the needs of HEIs in Egypt. The project approach under Tempus and EM was appropriate and has efficiently strengthened HEIs and indirectly the HE sector in general.
Moldova	The project approach under Tempus and EM was appropriate and has directly and efficiently strengthened HEIs and the HE sector in general. Synergies have been created between Tempus and EM projects at most universities.

### 8.1.3 Not a focus of this indicator. I-813 Evidence that aid delivery methods used to support HE were adapted to changing environments where relevant (e.g. geopolitical or socio-economic evolutions)

#### **Description of the indicator**

Partner countries in a region may be affected by geopolitical or socio-economic developments like political changes, social and political unrest or natural disasters. The indicator asks for evidence related to a (timely) adaption of the way EU provided HE support to new circumstances.

#### **Findings**

Evidence on this indicator is rare. Neither documents nor field interviews suggested that the EU adapted aid delivery methods in response to changing socio-economic or political framework conditions. The clearest case the evaluation has come across is the one of Egypt. In the aftermath of the Arab Spring, the EU introduced bilateral support to respond to a request of the new government. However, the interest on the part of the GoE subsequently faded. The EU 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 directly addressed the Egyptian government's pledge to create human rights curricula for the different stages of education, including university education (Country Field Note Egypt).

In South Africa, 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 through the *Intra-ACP Academic Mobility Scheme* mainly through South Africa being a net recipient of students and staff from the region.

#### **External factors**

Not a focus of this indicator.

### 8.1.4 I-814 Evidence that the aid delivery methods and channels used have efficiently contributed to HE ownership among national stakeholders

#### **Description of the indicator**

The indicator aims at assessing whether the way in which EU support was provided fostered ownership on HE among national stakeholders. The issue is related to the question whether the EU support was channelled into the national HE administration (be it on an individual basis of the participating HEIs or through the nationwide administration procedures for all HE institutions of the country). In principle, budget support would indicate a high level of ownership.

#### **Findings**

A particular strong case of ownership is the case of *Edulink* which was based on decentralised management (now indirect management). The ACP Secretariat is the Contracting Authority and the EU only endorses. This approach was different compared to the other HE programmes and reflects ACP ownership of the programme.

EU-funded interventions in the area of HE were delivered using a project/grant approach (and not budget support). However, the evaluation has not come across any evidence that the project approach resulted in reduced ownership. To the contrary, interviews with HEI stakeholders in all field mission countries demonstrated that there was a strong sense of ownership of projects across all programmes.

Once the proposal of a university consortium was approved and the funding contract signed, the lead (= co-ordinating) university (and contract partner of the EU) could request the funds on a yearly basis. Following the internal agreements with the partner HEIs, it was then the responsibility of the co-ordinator to guarantee the flow of funding according to the action plan

agreed in advance by network partners. As the accounting procedures of the EU are strict, in many but not all of the cases EU Member State universities took the lead, relying on their routine experience with EU funding regulations.

In **Latin America**, in the case of *ALFA III*, to enhance the management capacity of the Latin American institutions, the EU stimulated proposals with Latin American universities as a co-ordinator. A half way compromise was also stimulated: the EU HEI assumed the technical co-ordination, which meant all the financial issues, and one Latin American partner was the academic co-ordinator, responsible for the action plan and the functioning of the network. By this, the “ownership” of the network was more balanced. Within the contract framework, the network co-ordinator had quite a wide margin of operational and financial autonomy – which again means fostering the ownership of the project.

Moreover, the decentralised way of funding – entrusting the lead university with the management of the project – allowed the network partners for a learning process with regards to international projects and their management, including financial administration. This fostered a horizontal and consensus based management of the project funds, a method which was considered very appropriate by beneficiary HEIs, and contributed to a strengthening of the ownership by Latin American HEIs.

For **DRC**, for example, the documentation shows that the partially decentralised project management provided the beneficiary HEIs (UNIKIS and ERAIFT) with the opportunity to appropriate the planning, budgetary programming and implementation of the planned activities within their legal and operational framework (in particular for the admission of MSc and PhD candidates, the organisation of the degree curricula and the procurement of all necessary academic and research equipment).

*Table 37 Key field mission findings on ownership*

<b>Country</b>	<b>Findings</b>
Guatemala	The HEIs which had participated in ALFA III or EM projects made it clear that they felt strong project-ownership because they could participate on the basis of equality of partners.
Dominican Republic	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. The Universidad ISA (which co-ordinated an Edulink project and participated in second one), 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.
Mexico	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 HEI of the partner countries. Particularly, in some cases there was some ostracism in regard to the budget allocation. This hindered the Mexican partner (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 criticism from ANUIES.
South Africa	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.
Kenya	The Intra-ACP Academic Mobility Scheme and Erasmus Mundus operated at institution level and were said by the four participating HEIs to be a good match with their needs for development. 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 the Intra-ACP Academic Mobility Scheme and Erasmus Mundus. 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 the Intra-ACP Academic Mobility Scheme and Erasmus Mundus – a proposition favoured by the DHE.
Cameroon	Ownership was strongly confirmed, in particular in the case of Yaounde 1 for EM

Country	Findings
	programmes and University of Buea for the Intra-ACP Academic Mobility Scheme. 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.
Egypt	All HEIs reported a high level of ownership.
Moldova	Stakeholder interviews left no doubt about the high level of ownership.

## 8.2 Not a focus of this indicator. JC 82 EU support has been delivered in a timely fashion, minimising costs for all parties involved

### 8.2.1 I-821 Disbursement rates by nature of support and channel

#### Description of the indicator

The indicator is related to the percentage of the total contracted amount of a project or programme which was paid out at certain points in time. Here, and following the classification in the inventory, distinction will be made between a) the nature of support, i.e. whether support was granted through i) one of the major programmes<sup>69</sup> or ii) any other type of bilateral or regional support, and b) through which channel support was provided.

#### Findings

- Table 38 below shows the percentage of all amounts contracted between 2007-2014 which was already paid out at the time of data collection<sup>70</sup>. It can be seen that for the major HE programmes, 63.2% of all funds were paid out, while for bilateral and regional support not related to any of the major programmes, 54.6% were already paid out. While these numbers give a general idea of the disbursement rate, they do not provide any evidence regarding the timeliness of disbursements. For this to know, disbursement data would need to be analysed by year (so to see if annual payment trends correlate with annual contract trends). However, for 75% of all contracts in the inventory<sup>71</sup>, such data is not available.
- Similarly, Table 39 provides payment percentages for EU support to HE by channels. Also here, no conclusions about the timeliness of disbursement rates can be drawn, as no information is available as to the temporal distribution of disbursements in relation to contracted amounts.

Table 38 EU support to HE: Amounts contracted and disbursed by nature of support (2007-2014)

Nature of support	Contracted	Paid	Percentage paid of all contracted
Major HE programmes	1,354,768,227	856,594,102	63.2%
Programme-unrelated bilateral or regional support	150,703,402	82,337,581	54.6%
<b>Total</b>	<b>1,505,471,629 €</b>	<b>938,931,683 €</b>	<b>62.4%</b>

Source: Particip analysis of CRIS database

<sup>69</sup> ALFA III, Edulink, Erasmus Mundus, Intra-ACP Academic Mobility Scheme, Tempus IV.

<sup>70</sup> All financial contract and disbursement data were collected in 2015. As the provision of data from the different sources stretched over several months, a more specific disbursement reference date cannot be provided.

<sup>71</sup> The final inventory consists of 1158 contracts; with 298 contracts coming from CRIS and 860 contracts coming from EACEA. For contracts from EACEA, annual disbursement rates are not available.

Table 39 EU support to HE: Amounts contracted and disbursed by channel (2007-2014)

Channel	Contracted	Paid	Percentage paid of all contracted
HEIs	1.396.081.861	883.786.900	63.3%
Private sector	58.495.340	28.964.603	49.5%
International Organisations	20.084.802	14.936.389	74.4%
Intergovernmental organisations	14.905.826	6.714.565	45.0%
Civil Society	13.379.574	2.627.791	19.6%
EU Member States	1.969.290	1.490.000	75.7%
Non-EU Governments	415.048	271.548	65.4%
Other	139.888	139.888	100.0%
<b>Total</b>	<b>1,505,471,629€</b>	<b>938,931,683€</b>	<b>62.4%</b>

Source: Particip analysis of CRIS database

### External factors

Not a focus of this indicator.

## 8.2.2 I-822 Frequency of delays in implemented interventions related to HE

### Description of the indicator

The indicator refers to (mostly unforeseen) administrative and operational situations which led to delays in the implementation of interventions related to HE. Such situations may occur in the partner country – due to, for example, bureaucratic obstacles - but also in the EU, where misunderstandings with the beneficiary and sometimes heavy formal procedures may result in delays.

### Findings

Overall, evidence is too scarce to allow a solid assessment of both frequency and reasons for delays. However, the country case studies provide some examples of delays in implemented interventions related to HE.

- In Algeria, frequent delays were experienced by the project due to equipment procurement and to a lesser extent due to recruitment and/or changes of experts (See Ref. PAPS/ESRS 8 - 2<sup>nd</sup> and 3<sup>rd</sup> Monitoring missions)
- In DRC, the delivery of procured equipment was delayed (up to 6 months) by DRC Customs and Tax authorities.

In the programme case study *ALFA III*, the majority of (final) project reports give a positive judgement about the disbursements and financing modalities. But several final reports were critical about delays in disbursements which affected the otherwise smooth development of the project. (MISEAL, Informe Descriptivo Final, p. 54; CINDA, Informe Descriptivo Final, p. 22, TELESCOPI, Informe Descriptivo Final, p. 33)

As for the field mission countries, the overall findings are that funds were generally delivered in a timely fashion in Guatemala, the Dominican Republic, Mexico, South Africa, Egypt and Moldova. Evidence for some delays emerged in Cameroon and interviews in Kenya revealed common delays in disbursements which had caused problems for some partnerships and consortia.

Table 40 Key field mission findings on delays in implementing interventions

Country	Findings
Guatemala	Funds were delivered in a timely fashion within the project consortia
Dominican Republic	Funds were delivered in a timely fashion
Mexico	According to interviewees of HEIs who participated in EU funded projects as project leaders, 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

<b>Country</b>	<b>Findings</b>
	loss of information, causing administrative problems.
South Africa	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.
Kenya	Delays in disbursements were common and had caused problems for some partnerships and consortia.
Cameroon	Some delays in preparation of the financing agreements and disbursements of the EU interventions budgets, particularly for the Intra-ACP Academic Mobility Scheme 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.
Egypt	No delays were reported
Moldova	No problems were reported. While Moldovan HEIs have participated in dozens of Tempus and EM 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.

### **8.2.3 Not a focus of this indicator.I-823 Evidence that the implementing HEI and other stakeholders' capacity and experience were adequate to achieve the objectives of the support**

#### **Description of the indicator**

EU support to HEIs in partner countries follows rules and procedures which may be difficult to manage for administrators with little international experience or universities with weak administrative structure. The indicator addresses stakeholder capacity to dealing with, and managing and backing of, EU HEI support.

#### **Findings**

Expert for Guatemala and Moldova, which did not have any universities as project coordinators, HEI stakeholders in all other six field mission countries complained about the administrative burden of managing projects – particularly reporting and accounting for expenditure – regardless of the respective programme. They frequently noted that EU procedure requirements for presenting proposals and reporting (in particular financial accountability) were excessive. Challenges related to the necessity of complying with the EU requirements while at the same time satisfying national laws, rules and regulations, were also often mentioned. In Egypt interviewees 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.

According to the ALFA III evaluation, from 37 revised projects, 23 did not report any administrative / disbursement problems, while in 14 ALFA III projects there were minor or major complaints (some of them criticizing administrative problems within the consortium, others critical with the EC, particularly regarding to delays in the disbursements).<sup>72</sup>

However, the case studies show that, in general, HEIs in partner countries were able to overcome the challenge of strict administrative procedures posed by EU support on the one hand and as well as the challenge to fulfil the commitments regarding the projects themselves on the other. According to the Project Reports, sometimes one participating HEI withdrew from the project, but in general only a very low dropout rate can be noted. This might well be due to years and decades of co-operation in HE that contributed to strengthening university administrations in most of the partner countries (and also in the EU) Additionally, looking at the tradition of co-operation enhanced through the major EU HE programmes, there is reason to believe that participating HEIs of both regions carefully

<sup>72</sup> Final Evaluation of the ALFA III Programme" (December 2016), FWC BENEf Lot no 9 (Culture, Education, Employment, Social), EuropeAid/132633/C/SER/multi

selected their partner institutions for networking and common projects, diminishing the number of drop outs.

*Table 41 Key field mission findings on stakeholders' capacity*

<b>Country</b>	<b>Findings</b>
Guatemala	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.
Dominican Republic	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.
Mexico	The unique Mexican HEI (Universidad Veracruzana) who had led an ALFA III project mentioned a burden of administrative procedures. In the follow-up meetings, too much time was spent with administrative issues, instead of focusing on the achieved goals. 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).
South Africa	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.
Kenya	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 the Intra-ACP Academic Mobility Scheme and Erasmus Mundus, 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.
Cameroon	All HEIs interviewed complained of the administrative burden either as a leader of Erasmus Mundus project (University of Y1) or as participant in the case of the Intra-ACP Academic Mobility Scheme, Edulink and Erasmus Mundus. They noted that EU procedure requirements for presenting proposals and reporting (in particular financial accountability) were excessive.
Egypt	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.
Moldova	Not applicable as Moldovan HEIs have not yet acted as project/consortium leaders

### **External factors**

Not a focus of this indicator.

## **9 EQ 9 on coherence and synergies**

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?

### **9.1 JC 91 Coherence of DEVCO-financed HE support with relevant EU policies and strategies**

#### **9.1.1 I-911 Design of DEVCO-financed HE support cross-refers to policies and strategies led by DG RTD and DG EAC<sup>73</sup>**

There is little evidence of an explicit cross-referencing between the strategic, policy and programming documents of DEVCO and other DGs in the field of HE. The reason might be

<sup>73</sup> All indicators under EQ9 are self-explanatory. External factors do not apply.



that the EU takes for granted a homogenous approach to HE education which is shared by all major stakeholders involved in the design and implementation of the EU's support to HE. In fact, over the evaluation period the respective DGs have evidently moved closer together to design, promote and implement a coherent EU strategy towards HE. The merging of all individual programmes in support of HE within Europe and with partner countries and regions into just one global programme, *Erasmus+*, gives a strong prove of this approach.

The 2015 Joint Report of the Council and the Commission on the implementation of the strategic framework for European co-operation in education and training (ET 2020) explicitly only refers to intra-European co-operation. However, the main values and principles also guide the EU's development co-operation.

**Box 20**                      *Objectives of EU support to HE*

- |   |
|---|
| <ol style="list-style-type: none"> <li>1. Making lifelong learning and mobility a reality;</li> <li>2. Improving the quality and efficiency of education and training;</li> <li>3. Promoting equity, social cohesion and active citizenship;</li> <li>4. Enhancing creativity and innovation, including entrepreneurship, at all levels of education and training.</li> </ol> |
|---|

Source: EU 2015.

In 2010 and 2011, DEVCO participated in an inter-service steering group (lead by DG EAC and the members were DEVCO, BUDG, EMPL, ELARG, ENTR, INFSO, RTD, SG, SJ, EEAS and EACEA) <sup>74</sup> which provided input to an impact assessment on international co-operation in Higher Education. This impact assessment fed into the process which resulted in the establishment of *Erasmus+*.

This impact assessment provided a comprehensive mapping of all EU programmes and initiatives in HE and the cross-linkages between them. The report established, *“On the structure and design, most respondents stated that there should be closer integration between the various existing EU higher education programmes, be they intra-European (Erasmus), worldwide (Erasmus Mundus), regional (Tempus, ALFA III, Edulink) or bilateral”*. It also noted that while the current EU higher education programmes had transnational co-operation and exchange as their starting point and key element and all funded similar actions (learning mobility, intensive co-operation between higher education institutions and stakeholders, policy co-operation, studies, etc.), management structured differed.

Furthermore the report recommended, *“...the definition of clear implementation rules, and calendars that are consistent among the different sub-actions of the programme would guarantee a more effective implementation and would produce economies of scale”* – suggesting that there had been a lack of harmonisation (EU 2011). This assessment of underdeveloped synergies among previous programmes goes same way in explaining why there are so few references in DEVCO documents to HE support by other DGs.

As a further example 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>75</sup> DG EAC-led policy dialogues which include a HE agenda also exist within the context of "Platform 4" of the Eastern Partnership, Western Balkans Platform on Education and Training, the Africa-EU Strategic Partnership and in relations with Central Asian countries.<sup>76</sup>

### **9.1.2 I-912 In implementation of their support to HE, DG DEVCO, DG RTD and DG EAC identified and avoided potential duplication and conflicts**

None of the relevant strategy and programming documents, action fiches or any other material (including the three Tempus self-assessment reports) include any reference to, let

<sup>74</sup> BUDG and INFSO did not participate in the meetings.

<sup>75</sup> See European Commission, EU-Southern Mediterranean co-operation

[http://ec.europa.eu/education/international-co-operation/southern-mediterranean\\_en.htm](http://ec.europa.eu/education/international-co-operation/southern-mediterranean_en.htm)

<sup>76</sup> [http://ec.europa.eu/education/policy/international-cooperation/world-policy-dialogue\\_en](http://ec.europa.eu/education/policy/international-cooperation/world-policy-dialogue_en)

along elaboration on, actual or potential conflicts between DEVCO-funded support to HE and contributions of other DGs. Neither is this issue addressed in any of the mid-term or final evaluations of the HE programmes. Only two evaluations – the RSE Asia 2007-2013 (2014) and the Evaluation of the EU support to research and innovation for development in partner countries (2007-2013), 2016 – include relevant findings for this indicator.

The RSE Asia briefly comments, “*There is a high degree of congruence between Erasmus Mundus and other EU policy interventions in Higher Education.*” (Asia RSE, vol. 1, March 2014, p. 65) However, there is not further elaboration.

The research and innovation (R&I) evaluation provides a detailed picture of linkages between DEVCO funding of R&I and DG RTD’s 7<sup>th</sup> Framework Programme (FP7), the EU’s main instrument for funding research. The main finding is that both DGs “*have made a valuable contribution to involving partner country scientists in international research. They have done so principally by promoting international networks at all levels, global and regional, and promoting bilateral and multilateral scientific collaboration. Closely related to networks are programmes such as Erasmus Mundus that, by helping young researchers develop European links, have served as an incubator for later FP7 participation.*”

**Box 21**                    *Main findings on the mutual enhancing approaches of Erasmus Mundus and FP7*

- What emerged strongly from the field missions is that, across all sectors, scientific collaboration is based in large part on personal contacts established over time. For example, in South Africa and Kenya, FP7 participation was reported to have resulted largely from long-established scientific ties. Researchers interviewed stressed the importance of building on existing ties rather than manufacturing artificial ones through the consortium-building process.
- Erasmus Mundus made a significant contribution to increasing FP7 participation because researchers who benefited established personal ties which they then followed up on when they returned to their home countries. Erasmus Mundus played an important role as an identifier of potential FP7 participants.
- DG RTD also benefited from DEVCO-financed projects to install high-speed internet connections and promote data exchange (including earth observation data). Again, these are best considered external benefits of DG DEVCO actions.
- Extensive and growing use has been made of Erasmus Mundus and other mobility programmes to develop research capacity (doctoral and post-doc levels). Although these essentially supported individual capacity building rather than that of institutions, down the line these individual grants played a significant role because it was often through them that partner country researchers were first integrated into international networks and research consortia that would later be important for future R&I development

Source: EU 2016

In some cases (although the exact number is not known) coordinators of Tempus projects applied to FP7. Furthermore, EU-ACP’ systematic institutional linkages with research programmes were established among ACP HEIs. As evidence of such efforts within ACP, in addition to EDULINK II networking projects, the following programmes can be listed: ACP Research for Development Programmes, and ACP Science and Technology II (S&T), both programmes providing capacity building and synergies creation along the research/innovation value chain. Nevertheless, it is not possible to quantify the impact of such synergies.

While the evaluation did not identify any duplication and conflicts it concluded that while both DG DEVCO and DG RTD supported scattered projects aiming to increase FP7 participation, there was “*no sign of a coherent, thought-out strategy for institution strengthening. The level of excellence required to compete effectively in the international science marketplace is very high, indeed, and few partner country institutions are close to it. It is telling that less than half of respondents to the EUD survey felt that DG DEVCO support to R&I had strengthened participation in FP7.*”

It should be noted, however, that RTD and DG EAC reviewed the complementarity to their programmes when establishing Erasmus+ with a concerted decision to move the doctoral training previously offered under Erasmus Mundus to the Marie Curie actions under Horizon 2020.

## 9.2 JC 92 DG DEVCO-financed programmes are mutually reinforcing

### 9.2.1 I-921 Evidence for cross-references between and among the regional/ global programmes related to HE (Erasmus Mundus, Intra-ACP Academic Mobility Scheme Tempus IV, ALFA III, Edulink and AU Support Programme 2)

The general finding is that the vast majority of strategy and programme documents as well as mid-term reviews and other evaluations include references to the support provided by other programmes and often explain how the different programmes complement each other. The following small selection of examples illustrates this point:

- The MTR and RIP 2011-2013 for Latin America mentions the links between *ALFA III*, AIFan and *Erasmus Mundus*.
- The Interim Evaluation of *Erasmus Mundus II* (2009-2013), p. 8-9, provides a detailed account of how *Erasmus Mundus* is embedded in the overall EU support to HE (funded by DEVCO and other DGs), elaborating for example on European Research Council (ERC) Grants, *Tempus*, the EUforAsia Programme, the Trans-Eurasia Information Network (TEIN), Asia Link, the Central Asia Research and Education Network (CAREN), *ALFA III*, AIFan and *Edulink*.
- *The Intra-ACP Academic Mobility Scheme* - 2010/021-817, Action Fiche (2010) states that “the project is consistent and complementary with existing programmes in the area of higher education in the ACP countries”, i.e. *Edulink*, *Erasmus Mundus* Action 1, *Erasmus Mundus* Partnerships Action 2, and the Science and Technology (S&T) Programme.

### 9.2.2 I-922 Existence, at country level, of operational linkages among projects/ programmes undertaken in the HE sector

As the impact assessment on international co-operation in Higher Education (see I-911) suggested, operational linkages among programmes (and projects under different programmes) were limited resulting in missed opportunities to create synergies. This general perception was one of the main motivating factors for the merging all individual programmes into *Erasmus+*. Specific evidence for complementarities or even institutionalised linkages between different programme in the pre-Erasmus+ is very limited according to available documentary evidence. Two notable exceptions are the *Tempus IV* and *Edulink* evaluations.

#### Box 22 Differences, complementarities and linkages between Tempus IV and other Programmes

- Among Tempus and other EU programmes in the field of HE and research, such as Erasmus Mundus, the 7th Framework Programme for Research and Technological Development (FP7) and the Jean Monnet Programme there are areas of interface: in terms of objectives, partners, actions, tools and activities. At the same time there are distinct differences in their respective orientations.
- Erasmus Mundus builds on (i.a.) incoming, predominantly longer-term mobility and the international promotion of the domestic (EU) excellence in HE to attract students and co-operation partners worldwide. The implementing partners under Actions 2 and 3 are HEIs. Tempus focuses on the direct benefit for the non-EU partner countries (with an undisputed indirect benefit for the EU countries) and the European reform agenda. Tempus consortia involve a wide range of stakeholder institutions while Erasmus Mundus projects usually have bigger budgets. A much wider range of activities and measures are eligible for funding.
- During country visits, interviewees confirmed the difference and complementarities of Tempus and other EU programmes in the field of HE and research. In particular in Russia interviewees reported that Erasmus Mundus has led to many follow-up activities, co-operation agreements and joint research.
- In the visited countries many interlocutors suggested harmonising the management structure of Erasmus, Jean Monnet and Marie Curie with Tempus (to have the same focal points in the partner countries and in Brussels) and use Tempus and its NTOs as a good practice example for Erasmus, Marie Curie and Jean Monnet. Several interview partners suggested combining Erasmus Mundus and Tempus to attain synergies

Source: Mid-term Evaluation of the TEMPUS IV Programme Service Contract No. 2011/279293 Final Report 18 November 2012.

The external Synopsis report of *Edulink* (2013) found a lack of linkages between *Edulink* and other programmes and recommended to “consider the establishment of a joint portal providing information for potential users (opportunities for students, teachers, institutions ...)

with cross-references for EU programmes in HE and Research” and to “investigate the potential of establishing regional committees for HE&R to promote policy dialogue and perhaps establish regional priorities to be addressed by various EU initiatives and networks.”

The Interim Evaluation of *Erasmus Mundus II* (2012) elaborates on the complementarity between *Erasmus Mundus* and *Tempus IV* without, however, mentioning any operational linkages.

Other major evaluations for example of *ALFA III* (2010) and the “*Evaluation of the EDULINK Programme and preparation of a new proposal under the Intra-ACP 10th EDF strategy paper*” (2010) did not include any information on existing, potential or missing linkages with other programmes. The final evaluation of *ALFA III* (2016) concluded that “*the potential for complementarity and synergies between the different EU Regional Projects has not been fully exploited.*”<sup>77</sup>

Field mission findings put the rather negative conclusions of previous evaluations into perspective. HEI stakeholder noted that *Tempus* and *Erasmus Mundus*, *ALFA III* and as well as *EduLink* and the *Intra-ACP Academic Mobility Scheme* respectively reinforced each other at universities which coordinated, or participated in, projects under more than one programme.

*Table 42 Key field mission findings on linkages and synergies between different programmes*

<b>Country</b>	<b>Findings</b>
Guatemala	In principle, the ALFA III and the EM programme reinforced themselves mutually. But 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 (see JC 72) The regional EU Projects PRESANCA II and PRECISAN on food security created synergies 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)
Dominican Republic	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 Erasmus Mundus 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 Erasmus Mundus project may produce synergy effects through mutual reinforcement of reform processes within the institution.
Mexico	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, reinforcing in this way the co-operation through the EM mobility component. 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.
South Africa	In two HEIs – UCT and Stellenbosch – there was close co-ordination between the administration of Erasmus Mundus and the Intra-ACP Academic Mobility Scheme 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. The DHET and the EUD purposefully leveraged Erasmus Mundus 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 the Intra-ACP Academic Mobility Scheme on the other hand played little or no part in DHET-EUD dialogue, due to a lack of synthesized but still

<sup>77</sup> Final Evaluation of the ALFA III Programme. Final Report. Executive Summary, December 2016.

Country	Findings
	content-rich information on the implementation of these programmes
Kenya	In three HEIs – Nairobi, Kenyatta and Moi Universities – there was close co-ordination between the administration of EM and the Intra-ACP Academic Mobility Scheme 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.
Cameroon	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.
Egypt	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.
Moldova	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 during the evaluation period.

### 9.2.3 I-923 Cross-references between regional/ global and bilateral programming levels are present in programming documents

Cross-references between regional/global and bilateral programming levels are weak and do not exist in most cases. The Central Asia RSE (2016) provides a good explanation for the lack of such references: *“Higher education was only covered through regional interventions, whereas bilateral interventions covered primary, secondary, and vocational education. It is thus not surprising that there was seemingly only limited evidence of synergies, coordination between the regional and bilateral interventions for these sectors.”*

## 9.3 JC 93 Systematic efforts to create synergies and complementarity between support provided by the EU and the EU Member States

### 9.3.1 I-931 Evidence of consultation with other donors (most notably EU MS) at the strategic and programming stages

Consultation takes place within the framework of the Higher Education Donor Harmonisation Group which was established in Scheveningen in 2010 at the initiative of Nuffic<sup>78</sup> (Netherlands Organisation for International Co-operation in Higher Education) and SIU (Norwegian Centre for International Co-operation in Higher Education). The main reason for organising the meeting was to create a network of organisations involved in the administration of programmes for capacity building in post-secondary education and training. This includes co-operation programmes aimed at (institutional) capacity development within the post-secondary education and training sector of selected developing countries (those with whom bilateral agreements exist) as well as scholarship programmes aimed at strengthening the manpower needs of post-secondary education and training sectors in these countries. The HE donor harmonisation group composes of EU member State donor organisations (British Council, Nuffic, DAAD, SIU, CIMO, NORAD, GIZ, OeAD etc), the EU Commission, and other international donors such as the World Bank, DfID, US Aid, UNESCO etc. Meetings have been taken place on a yearly basis to update the members on policies, strategies and programmes for their support to higher education in developing regions. This meeting is organised in a forum format, hosted by one or the other agency, and in addition to sharing good practice on monitoring and evaluation, updates each other on latest policies

<sup>78</sup> After a merger with the European Platform (EPF), since 1 January 2015 Nuffic is now called EP-Nuffic.

(example: shift of country focus, introduction of new/adapted aid modalities etc). A transversal is also chosen each year. In 2015 harmonisation efforts in Asia (the EU SHARE project) and in Africa (Tuning and the new HAQAA initiative) were on the agenda. In 2016 the meeting looked at the SDGs, inclusion and diversity a.o. According to stakeholder interviews there has been a deliberate effort through this group to ensure harmonisation and complementarity across the different programmes supporting HE in development.

Furthermore, the European Commission has regularly and extensively consulted with Member States on the strategic direction of the EU's support to HE but the reviewed documents do not include any information as to whether and which extent non-EU donors were also involved in joint deliberations. Field mission findings suggest that such consultations did not take place in any systematic way. The only major exception is the new *Erasmus+* programme, which was largely the result of discussions between the Commission and Member States. However, it should be borne in mind that only a small part of the programme is targeted to partner countries.

This process started as early as May 2006 when the European Commission convened a Member States education expert group to discuss the different existing programmes in the field of HE and the plans to develop a global external co-operation mobility programme, which would enlarge the scope of the available opportunities. Four important principles were agreed for the definition of the new programme:

- The new mobility programme should build on the experience gathered under the Erasmus Programme;
- It should as far as possible allow universities to work on models that could contribute in the medium term to the convergence towards Common Spaces of Higher Education;
- It should cover different types of mobility and allow both for inter-institutional mobility and free- mover mobility;
- Measures should be introduced to minimise the brain drain effect (Intra-ACP Academic Mobility Scheme, 2010, Action Fiche).

A few years later and despite increasing policy dialogues within the EU and with external partners, the EU support to HE was still perceived as not fully fulfilling its potential. As a result, the European Commission was asked by the Member States to make proposals for the EU internationalisation strategy in higher education. In June 2011 the future single programme in the area of education, training, youth and sport was proposed in a Communication of the European Commission on a Budget for Europe 2020. The proposed new programme should incorporate existing international programmes such as *Erasmus Mundus*, *Tempus*, *ALFA III* and *EduLink* and co-operation programmes with industrialised countries under the same instrument. Acknowledging that the high level of investments in the education and training sector do not always correlate with the problems to be solved and that the EU cannot intervene with the same level of intensity or the same tools in each identified problem, the programme was designed give priority to the most effective combination of tools and to the clearly defined targets for investment. Incorporation of the current programmes along with a simplification of funding rules and procedures should put an end to the current fragmentation of EU instruments supporting international co-operation in higher education (Interim Evaluation of Erasmus Mundus II (2009-2013)" Final report 9 March 2012, p. 9).

*Table 43 Key field mission findings on complementarity and synergies created between EU and MS*

<b>Country</b>	<b>Findings</b>
Guatemala	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. Some Member States co-operated with Central American countries for many years. The creation of a Quality Assurance system in Central America was mainly the result

Country	Findings
	<p>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>
Dominican Republic	<p>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.</p> <p>As a Government stakeholder explained, some Member States have signed agreements with the MESCYT, offering special conditions to Dominican graduate students aiming at studying with a Dominican scholarship at HEIs of their countries. The number of international scholarships offered by the MESCYT is high: between 1500 and 2000 a year – a strong effort of the country which in a certain way plays down the dimension of EU support.</p>
Mexico	<p>As already mentioned in JC 42, some stakeholders criticised that the co-operation EU-Mexico meant EU support given to a few EU Member States (5 or 6 out of 28 MS, between them Spain, France, Germany, Netherlands, Italy, UK), which organised their university co-operation with Latin America through ALFA III and EM. Therefore, continued the stakeholders, it should not be called a contribution of the EU, but particularly of the few countries named. An example of good practices in which were involved 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. In co-operation with EU HEI, a follow up project – ALFA III D-Politate - continued consolidating the OTT. Sometime later, 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 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 in European HEIs is funded by CONACYT and organised by the UAEH. This initiative is linked to Capacity Building, Management and Leadership.</p>
South Africa	<p>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.</p>
Kenya	<p>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.</p>
Cameroon	<p>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.</p>
Egypt	<p>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 co-operation with German universities. There is currently a total of 19 DAAD-funded scholarship and training programmes available to which Egyptian nationals can apply. 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.</p>

Country	Findings
	<p>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.</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 co-operation 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. However, no evidence of systematic efforts to create synergies with the EU-supported programmes has emerged. The same applies to the UK.</p>
Moldova	<p>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.</p>

### 9.3.2 I-932 EU strategy, programming and programme documents refer to EU Member States’ policies and support

Although the European Commission has seemingly put great emphasis on involving the Member States in discussion on the overall strategy and approach to HE support, the available programme documents include surprisingly few references to support provided by Member States. Likewise, The EU’s country and regional strategies of the 2007-2013 periods did not customary make specific references to other donors’ interventions in HE, let alone discuss areas of overlap or potentials for collaboration. The only evidence which could be found is summarised in the following table:

*Table 44*      *References to MS support in commission documents*

Document	Reference to the support of MS
Action Fiche for the Intra-ACP Academic Mobility Scheme (South Africa), Intra-ACP	Several other international scholarship and exchange programmes are available to South Africans, including Commonwealth Scholarships, Fulbright Scholarships, DAAD, British Chevening Scholarships, etc. Many EU Member States also fund co-operation programmes and student and academic mobility, e.g. the Netherlands, France and Belgium
Annex 1 ENPI Inter-regional Annual Action Programme 2013 – Part I, Tempus IV	EU Member States higher education exchange and co-operation agencies (British Council; SCAC – French Service de Co-operation et d’Action Culturelle - and CampusFrance; DAAD – German Academic Exchange Service) are also very active in the region and provide for example, individual scholarships for students from the ENPI countries
Intra-ACP Academic Mobility Scheme - 2010 /021-817, Action Fiche	Mobility initiatives under the Intra-ACP Mobility Scheme are complementary to national scholarship and mobility programmes provided by Member States (however, no details are given)
CSP Thailand 2007-2013	The Franco-Thai co-operation programme concentrates on higher education, research collaboration, capacity building and human resource development in a wide range of areas. Moreover, France is examining the possibility of engaging in trilateral co-operation activities with Thailand in its neighbouring countries.
CSP Algeria, 2007-2013	France is the first bilateral partner of Algeria and the strongest donor (EUR 205 million of public development aid in 2005). It is active in different fields focussing on priorities (education, infrastructure, productive sector) and cross cutting sectors (support to elite training, co-operation of universities and research, good governance and supporting the rule of law, support to cultural



Document	Reference to the support of MS
	development respecting diversity). Special agreements between French and Algerian ministries constitute the framework of an active co-operation (Ministries of economy & finance, ministries in charge of land use etc.). The intervention of the French co-operation is meant to strengthen the policy of public, economic and social reforms in Algeria. The French co-operation favours the strengthening of elite training, of execution capacities and the modernisation of public and private sectors. Special attention is given to the strengthening of co-operation activities in the framework of decentralized co-operation
Armenia CSP, 2007-2013	From the EU-25, F, D, DK, H, I, SWE, NL and UK provide assistance to Armenia. F focuses on support to university education, culture and health care.
Egypt CSP, 2007-2013	France will focus its bilateral co-operation with Egypt on: (i) education, with an emphasis on promotion of the French language through a network of bilingual school and cultural centres; (ii) 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; (iii) technical and human development, in particular in the areas of health (exchanges of hospital personnel and fellowships), urban planning (in Cairo and Port Saïd), good governance (training for civil servants and judges, development of civil society and the fight against corruption) and agriculture (managed by the France-Egypt Liaison Office for Agriculture); (iv) cultural exchanges, led by the three French cultural centres active in Egypt, in the form of organisation of exhibitions, artistic events and co-operation with the media.

### 9.3.3 I-933 Existence of joint efforts in support of HE among EU and EU MS

Attempts at joint efforts have only been made in the very recent past but are still limited to very small number of examples as far as EU support to HE outside Europe is concerned.

In 2011, the Commission established, *“The EU and funding from EU education instruments in particular, cannot address alone all needs in the area of education and training. These broad challenges require the concerted effort of Member States, regional and local authorities as well as education and training organisations. Actions in favour of education require a broad policy mix including various policies and programmes”* (EU 2011).

In 2014, the Commission and EU countries engaged in a stocktaking exercise to assess progress made since the 2012 Joint Report and help prepare the next priorities for co-operation in education. However, these consultations and the resulting 2015 Joint Report of the Council and the Commission on the implementation of the strategic framework for European co-operation in education and training (ET 2020) only cover co-operation at the European level but not with partner countries and regions outside Europe.

Since higher education is seldom a focal point for the bilateral co-operation with partner countries, higher education is not subject to joint programming either. For example, higher education is not included in the “eight strategic priorities” of the Joint European Union – Member States Strategy for Guatemala 2014 –2020.<sup>79</sup> The same applies to the EU Joint Co-operation Strategy in Support of Kenya’s Medium-term Plan 2014 - 2017. It mentions the “low participation of women in university education” but no actions are outlined in response to this issue.<sup>80</sup> The strategy focusses on primary and secondary but not explicitly higher education.

The only specific example of joint implementation, which however falls outside the evaluation period, is the Jakarta EU Delegation’s grant contract with the British Council on EU Support to Higher Education in ASEAN Region (EU SHARE). The project started on 5 January 2015

<sup>79</sup> European Union. Delegation in Guatemala. Joint European Union – Member States Strategy for Guatemala 2014 –2020, Guatemala, 30 November 2013, p. 4.

<sup>80</sup> EU Joint Co-operation Strategy in Support of Kenya’s Medium-term Plan 2014 – 2017, Ref. Ares(2015)2381025 - 08/06/2015, p. 25.

for 4 years. This programme is the first major Technical Support to higher education institutions, supporting the implementation of the ASEAN Socio-Cultural Community building and connectivity. The project is being implemented by a consortium of EU MS stakeholders led by British Council and including as partners Campus France, Nuffic Neso Netherlands, DAAD Germany, European University Association (EUA) and European Association for Quality Assurance in Higher Education (ENQA). The key idea of the programme is to share EU experience with ASEAN for the improvement of standards and quality of Higher Education Institutions (HEIs) in the ASEAN region, drawing on the experience of the Bologna process and the establishment of the European Higher Education Area (EHEA). The EU is the only partner working with ASEAN in this area.

*Table 45 Key field mission findings on joint efforts*

<b>Country</b>	<b>Findings</b>
Guatemala	No evidence in Guatemala for such attempts.
Dominican Republic	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. 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).
Mexico	In Mexico, no evidence was found with regard to joint efforts 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.
South Africa	No examples have been found of joint efforts in South Africa.
Kenya	There were no examples of joint efforts in Kenya.
Cameroon	There was no joint effort in Cameroon
Egypt	There was no joint efforts in Egypt.
Moldova	There were not attempts at joint efforts.

## **9.4 JC 94 EU plays an active role in co-ordination mechanisms with EU Member States in the field of HE**

### **9.4.1 I-941 Sharing of information and policy analysis on HE among EU and EU Member States at the level of partner countries (e.g. field missions and reviews)**

Neither documents nor the field missions provided evidence for formalised or systematic sharing of information and analysis between the EU and EU Member States in partner countries. In seven of the eight field mission countries formalised or institutionalised efforts at co-ordination in the field of HE did not exist. In a similar vein, the final evaluation of ALFA III (2016) did not find “much convergence with the actions of the EU MS, some of which cooperate intensively with Latin American HEIs bilaterally.”<sup>81</sup>

In most cases, however, informal and ad hoc exchanges between the respective EUD and MS agencies (including but not limited to the German DAAD, the British Council and Agence Française de Développement) have taken place.

The only exception is South Africa, only one of three partner countries which have requested bilateral where 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 bilateral dialogues. Participants include EU BMS, Norwegian and Swiss representatives, the Treasury, Development Bank of South Africa and the African Development Bank.

<sup>81</sup> Final Evaluation of ALFA III Programme. Final Report. Executive Summary, December 2016, p. 5.

Table 46 Key field mission findings on co-ordination between EU and EU MS

Country	Findings
Guatemala	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.
Dominican Republic	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.
Mexico	<p>No evidence of an active role of the EU in co-ordination mechanisms with the MS in the field of HE was found, although meetings with MS to exchange experience and share information about who is doing what in the field of HE in Mexico 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.</p> <p>The EU 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 “invited country” to participate in the Fair, which in fact focused on the national HE offer.</p>
South Africa	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 co-ordination of future commitments. An EU partners group on education has met on ad hoc basis, on a need-based approach
Kenya	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 Développement 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.
Cameroon	Efforts in this direction (at the initiative of French and German co-operation) are quite recent.
Egypt	<p>Regular information-sharing meetings between the EUD and Member States Embassies take place but there is no co-operation in a systematic way. Co-operation and co-ordination are hampered by the fact that most MS Embassies do not have development co-operation councillors and the majority of MS does not have bilateral development co-operation relations with Egypt.</p> <p>A new regulatory authority for Egyptian higher education has been set up with the support of UK experts – but no co-ordination 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 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>82</sup></p>
Moldova	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 co-operation.

<sup>82</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>

#### 9.4.2 I-942 Evidence of functioning co-ordination mechanisms related to HE (or incl. HE) between EU and MS in partner countries (incl. types, roles, participants, frequencies, chair, etc.)

Evidence for co-ordination mechanisms related to HE are limited to the following examples:

- The implementation of the EM programme was entrusted to EACEA. In order to provide general information about the programme and advice during the application and selection process, the Member States designated appropriate structures for the programme implementation (EU 2012a, p. 101)
- The national Tempus offices in the relevant non-European countries and the EU Delegations in the rest of the world participated in the programme promotion and the implementation of other functions (EU 2012a, p. 100).
- In South Africa the Education and Training Development Partners Forum, chaired by the Netherlands, provided a vehicle for co-ordination with other donors (EU 2009). Evidence for coordinating mechanisms in the other seven field mission countries was not found.
- The EU together with GIZ, AfDB, SIDA<sup>83</sup>, as well as USAID<sup>84</sup>, Ford Foundation and the African Capacity Building Foundation (ACBF) supported the harmonisation of HE programmes and the implementation of the African Quality Assurance Framework to facilitate Recognition of Academic Qualifications across the Continent. This has been undertaken under the overall umbrella of the Arusha (now Addis Ababa) Convention on the recognition of qualifications which is the result of a joint collaboration between the AUC and UNESCO. While it is not the EU's responsibility to ensure complementarity between the different actors contributing to the overall Arusha Convention, the EU is however well aware of the different contributions and a significant effort was made by the EU to bring all actors together (donors and African stakeholders) and commit them to consistency in this field. (African Union Commission 2013 and interviews).

#### 9.4.3 I-943 Existence of joint financing and/ or task division among EU and EU MS in partner country at implementation stage

A rare example of joint financing is the EU SHARE project in support of ASEAN (see I-933). Furthermore, the **Pan-African University** (PAU) which aims to stimulate highest quality research in areas critical to Africa's technical, economic and social development received the support of the EU and the German agencies DAAD, GIZ and KfW.<sup>85</sup> The EU supported PAU through intra-African academic networking and the mobility of students and scholars, including the Mwalimu Nyerere African Scholarship Scheme, DAAD has provided funding for partnerships between PAU and German universities;<sup>86</sup> The GIZ and KfW established and have since supported the PAU Institute of Water and Energy Sciences (including Climate Change) (PAUWES)<sup>87</sup>. The EU Delegation to the African Union has been instrumental in ensuring consistency in the EU and Member States contributions to PAU, including the PAUWES hub and at the level of the Rectorate and fostering complementarity of the EU versus other international donors contributions to the different hubs. However, this is rather a case of complementary support than joint financing or planned task division.

An interesting finding – which is not directly related to the indicator but nevertheless worth mentioning - on EU funding in relation HE funding by other donors can be found in the Interim Evaluation of *Erasmus Mundus II* (2012):

*“Based on the results of desk research activities and analysis of EM monitoring data it can be concluded that EM had a significantly smaller budget than DAAD and Fulbright. With its EUR 94 million budget in 2010 EM was approximately four times smaller than DAAD (EUR 384*

<sup>83</sup> SIDA: Swedish International Development Co-operation.

<sup>84</sup> USAID: United States Agency for International Development.

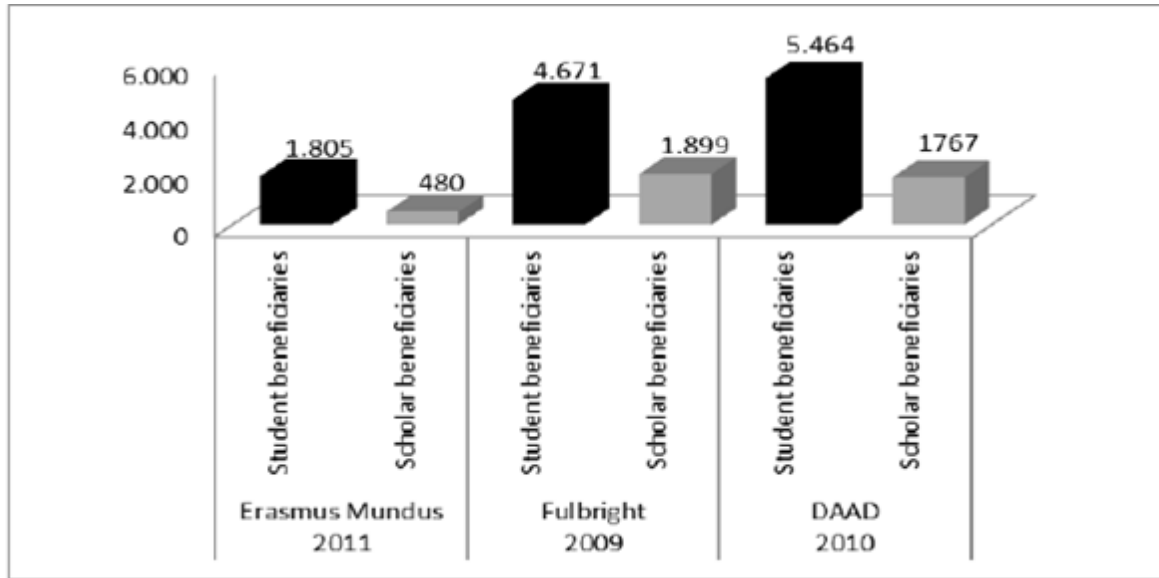
<sup>85</sup> <http://pauwes.univ-tlemcen.dz/about/partners/>

<sup>86</sup> <https://www.daad.de/miniwebs/ictunis/fr/26663/index.html>

<sup>87</sup> <https://www.giz.de/en/worldwide/26267.html>

million budget) and three times smaller than Fulbright (EUR 282 million budget). In terms of outputs, 88 Erasmus Mundus also succumbed to the aforementioned schemes. It awarded approximately three times less grants to students and four times less grants to scholars than Fulbright and DAAD. As a result, it can be concluded that the programme was closely comparable to similar scholarship schemes as its unit costs were very alike.”

Figure 13 Comparison of Erasmus Mundus, Fulbright and DAAD outputs



Source: EU 2012a, p. 85.

#### 9.4.4 I-944 Active role played by the EU in co-ordinating positions on HE in partner countries and regions

With the partial exception of South Africa no evidence for active EU co-ordination has emerged (see I-941).