

Mid term evaluation report of the third phase of the tempus programme (2000-2006)

Final report

Final

Contracting authority: European Commission - DG Education and Culture

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Macro & Sector Policies

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Rotterdam, 25 November 2003

PDFC20/AN8215

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Preface and acknowledgements

This Mid-term evaluation report of the third phase of the Tempus programme (2000-2006) presents the results of an assignment conducted for the Commission (DG EAC) by a team of experts from ECORYS Netherlands BV, formerly known as the Netherlands Economic Institute, and NEI Moscow.

The opinions expressed in this report are those of the authors and do not necessarily reflect the views held by the European Commission services responsible for Tempus.

The objective of the assignment was to provide: “intellectual services (a report) that will serve the Commission in formulating a well founded judgement on:

The design and implementation of the Tempus III programme in the light of the changing socio-economic situation of the partner countries and the lessons drawn from the previous phases of the programme, with a view to making proposals about the continuation of the programme”.

The first chapter of the report serves as an introduction to the subject of the study. It sets out the purpose of the study and the six main evaluation questions. It moreover, describes the scope and limitations of the approach and methodology used in the study. Each of the chapters 2-7 is devoted to one of the six evaluation questions and in each chapter the data collection, analysis, conclusions and recommendations are presented. The final chapter summarises the conclusions and recommendations. An executive summary is included in the beginning of the report.

Pursuant to the guidance provided in the Terms of Reference for the assignment, the Evaluation Team has designed its methodology around a participatory approach and therefore a large number of Tempus stakeholders and beneficiaries have made contributions to this evaluation. The Evaluation Team would hereby like to acknowledge its debt to all those who have contributed and who have shared with us their experience and views on the Tempus programme. In particular we would like to thank the organisers of the four workshops (Moscow, Almaty, Skopje and Brussels) and the participants. The workshops gave us the opportunity to present our interim findings for discussion and constructive criticism and this has deepened and focused our understanding of the complexity of the Tempus reality at regional and country level.

The Evaluation Team also wishes to thank the staff of the Commission involved in this evaluation including the staff of DG EAC, staff from ETF and the members of the steering committee for the study. Co-operation with the Commission has at all times been very constructive, and with patience and humour the Commission has ensured that the

Evaluation Team gradually increased its level of understanding of the Tempus Programme and has completed this intellectually challenging assignment.

24 November 2003

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Abbreviations and acronyms

CARDS	Community Assistance for Reconstruction, Development and Stabilisation (Commission programme in the context of the stabilisation and association agreements with countries in the Western Balkans)
CD	A JEP under the category of Curriculum Development
CEEC	Central and Eastern European Countries
CIS	Commonwealth of Independent States
CME	Compact Measures (Tempus PHARE)
CP	Compact Projects (Tempus Tacis)
DFID	Department for International Development (UK Government Agency)
DG EAC	Directorate General Education and Culture
DG RELEX	Directorate General External Relations
DGIS	Directorate General for International Co-operation (Dutch Government Agency)
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ECTS	European Credit Transfer System
EEC	European Economic Community
ETF	European Training Foundation
EU	European Union
FDI	Foreign Direct Investment
FYR	the former Yugoslav Republic (of Macedonia)
GDP	Gross Domestic Product
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Government Agency)
HEA	Higher Education Authorities
HEI	Higher Education Institution
HES	Higher Education System
HR	Human Resources

IB	A JEP under the category of Institution Building
IMF	International Monetary Fund
IMG	Individual Mobility Grant (Tempus project type)
JEP	Joint European Project (Tempus project type)
MEDA	Mediterranean Development Assistance (Commission programme in the context of the Euro-Mediterranean partnership)
MIS	Management Information System
TTMA	Teaching and Teaching Methods Associations of HEIs in Russia
NC	National Co-ordinator
NCP	National Contact Point (in the European Union)
NTO	National Tempus Offices (in PHARE partner countries)
NUFFIC	Netherlands organisation for international cooperation in higher education (Dutch Government Agency)
OECD	Organisation for Economic Co-operation and Development
PHARE	Pologne & Hongrie: Assistance à la Reconstruction Economique (Commission programme in the context of the Europe Agreements with 10 accession and pre-accession countries in Central Europe)
RF	Russian Federation
S&C	Structural and Complementary Measures (Tempus project type)
Tacis	Technical Assistance to the Commonwealth of Independent States (Commission programme in the context of the partnership and cooperation agreements with countries in Eastern European and the Asian states)
TIP	Tempus Information Point (in Tacis partner countries)
ToR	Terms of Reference
UM	A JEP under the category of University Management
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WB	World Bank
Western Balkans	For the purposes of the Tempus II programme evaluated by this document this term refers to Albania, Bosnia & Herzegovina and FYR Macedonia

Glossary

Acquis Communautaire: The body of law, based on the directives and regulations of the European Council and Parliament, that countries are obliged to incorporate as part of the requirements to become a Member State of the European Union

Bologna Process: The European Framework for strategic actions aimed at establishing a European Higher Education Area by reforming the structures of the continent's higher education systems in a convergent way

ECTS: European Credit Transfer System. A “common language” for academic recognition that helps higher education institutions to enhance their cooperation with other institutions by improving access to information on foreign curricula and providing common procedures for academic recognition

Eligible Countries: The countries formerly or currently participating in the Tempus programme and receiving Tempus funding outside the borders of the current EU

HEA: Higher education authorities, normally a part of the Ministry of Education

JEP: Joint European Project. The main mechanism by which Tempus funds are allocated to eligible country universities and their EU counterparts

Curriculum development JEPs: Curriculum development projects should contribute to the reform of content, teaching methodologies and structure of university studies and study programmes. This includes:

- the modernisation and innovation of courses and curricula in graduate and post graduate studies,
- upgrading the teaching and training skills of faculty members, etc

University management JEPs: University management projects should provide direct support to higher education institutional development and reform. This includes:

- Reinforcement of the skills and capacities of the management and the administration of universities (management training and management information systems, financial management and human resource management, library development, international cooperation office and student services);
- Promotion of university-industry-society partnerships
- Development of quality assurance and quality certification systems
- Development of information technology and networking with other HEIs
- Promotion of voluntary adoption of Bologna process principles

Institution building JEPs: Institution Building projects are training courses that aim at public administration reform and civic society development. This includes:

- short term professional training on every possible subject for staff of public and private sector organisations

Partner Countries: *see Eligible Countries*

Pre-JEP: Preparatory measures for a Joint European Project (Tempus Tacis)

Stabilisation and Association Process: the contractual relationship between the EU and the countries of the Western Balkans that stresses the need for regional cooperation as a precursor to full European integration

Subsidiarity: One of the governing principles of the European Union; the basic means of reconciling uniformity and diversity in a situation that is unique in terms of the area involved and the variety of cultures, economies and traditions it contains

University pyramid: The management structure Department – Faculty – Institution - Ministry of Education around which higher education systems are organised

Tempus Inputs: In the Tempus programme the main inputs are the budget and manpower resources made available by the Commission for funding and managing the programme. Moreover the efforts of the applicants who respond to the calls for tender are counted as inputs

Tempus Activities: The implementation of the different Tempus project types that can be applied for (i.e. IMGs, JEPs, and S&C measures) are the activities of the Tempus programme.

Tempus Outputs: The outputs of the programme are the results/achievements of the individual IMGs, JEPs and S&C Measures implemented with Tempus funding.

Tempus Outcomes: The outcomes of the programme relate to the achievements of the programme in terms of meeting the objectives of the programme as set in the Council decisions on Tempus

Tempus Impact: Positive and negative, primary and secondary long-term effects produced by Tempus intervention, directly or indirectly, intended or unintended

Executive summary

This executive summary is set out in 3 sections. Section A provides the background for this evaluation. Section B establishes the purpose of the evaluation, indicates the main tools used for the data collection and analysis and identifies the milestones in the evaluation process. Section C lists the key questions and gives a concise description of the conclusions and recommendations.

A Introduction

The Commission launched the Tempus programme in 1990 with the aim of promoting higher education system reforms in the countries eligible for Commission support under the PHARE programme. With Tempus the Commission started a scheme designed to promote staff and teacher mobility, personal network development and institutional co-operation between higher education institutions of the eligible countries and the EU Member States.

Tempus turned out to be a highly popular programme among academics and the European Union's Council of Ministers recognised its merits by adopting the Tempus II decision (1994 -1998) on 29 April 1993. Tempus II was subsequently extended in 1996 (Tempus II bis) to run up to June 2000. During this second phase of the programme (1994-2000) the number of eligible partner countries increased to 26, and funding was made available from the PHARE and Tacis programmes. The programme was renewed again in 1999 for the partner countries in the Tacis and CARDS regions, and extended to MEDA countries in 2002. Currently, in 2003, Tempus is in its third phase (2000-2006) and covers 14 Tacis countries and 6 CARDS countries, as well as the 8 MEDA countries.

The Council Decisions that provide the legal base for the Tempus programme¹ oblige the Commission to regularly evaluate the programme. Against this background, The Commission launched an open call for tender for two reports:

Lot 1: Final report on the second phase of the Tempus programme, and

Lot 2: Mid-term evaluation report of the third phase of the Tempus programme.

¹ Council Decision 90/233/EEC of 7 May 1990 - Tempus I;
Council Decision 93/246/EEC of 29 April 1993; - Tempus II;
Council Decision 96/663/EC of 21 November 1996 - Tempus II bis;
Council Decision 99/311/EC of 29 April 1999 - Tempus III.
Council Decision 2002/601/EC of 27 June 2002 amending 99/311/EC

On the basis of the quality of the bids and the potential for synergy between the two studies, the Commission subsequently contracted ECORYS-NEI in October 2002, for both reports.

This report sets out the findings of the Evaluation Team with respect to Mid-term evaluation of the third phase of the Tempus programme. The final report on the second phase of the Tempus programme (1994-2000) is the subject of a separate report.

The field work for the study was done in the period from December 2002 to June 2003.

B Approach and methodology

The aim of the study

The Terms of Reference (ToR) defines the purpose of this study as providing the Commission with a well founded judgement on

- the design and implementation of the Tempus III programme in the light of the changing socio-economic situation of the partner countries; and
- the lessons drawn from the previous phases of the programme with a view to making proposals about the continuation of the programme.

The Terms of Reference further posed six main evaluation questions (see section C) with respect to the relevance, effectiveness and efficiency of the Tempus intervention logic, its programme design, its project types and management approaches, in today's circumstances. In particular the questions focussed the Mid-term evaluation on the relevance of Tempus in the current socio-economic conditions in the eligible countries in the Tacis, CARDS and MEDA regions and on implementation modalities

Evaluation approach and main tools

In order to acquire the sufficient know-how and insight to make a well-founded judgement on the third phase of Tempus and to be able to draw lessons learned for follow up recommendations, the Evaluation Team designed an evaluation methodology with a strong emphasis on interactive participation by the various stakeholders in Tempus III. The main evaluation tools used in the period October 2002- June 2003 were:

Three interactive workshops (Moscow, Almaty and Skopje) with stakeholders and a lessons learned workshop (Brussels) where all key evaluation questions were discussed. This approach was supplemented with an intervention logic analysis; a literature review; interviews with stakeholders; and country case studies. As a counterpoint for these qualitative and conceptual evaluation methods, the factual data on Tempus II achievements were used and questions relevant for this Mid-term evaluation were included in three survey instruments: The on-line questionnaire on Tempus impact on higher education reforms and sustainable partnerships (599 JEP co-ordinators); the survey amongst (80) JEP partners in the eligible countries; and the (26) interviews with higher education authorities in the eligible countries.

Milestones in the evaluation process

Each of the above methodological tools provided useful information and the complementary design allowed the evaluation team to obtain a complete and accurate picture of the issues at stake. However, the Evaluation Team would like to especially emphasise the importance of the on-line questionnaire and the three interactive workshops and the lessons learned workshop, which contributed with new insights and perspectives that could not have been obtained in other fashion than by using this interactive approach.

The on-line questionnaire

The on-line questionnaire was designed to get an overall view on the effectiveness of Tempus and was further focussed on determining to what extent Tempus has had an impact on the development of sustainable partnerships between higher education institutions in the eligible countries and in the EU Member States. With the on-line questionnaire the Evaluation Team had a tool for a large-scale assessment of the experience of JEP co-ordinators. The respondents were guaranteed anonymity and were given the option to qualify their experience on a scale from 1 (excellent) to 5 (highly unsatisfactory /poor). The participants did so on a voluntary basis. Out of all Tempus II JEPs that were in the ETF data-base, 43 % of the JEP co-ordinators (599) answered with a fully completed questionnaire. The on-line results can thus be considered as a unique and most authoritative source of information on the actual Tempus experience of the JEP co-ordinators.

The participatory workshops

In Moscow over 30 participants took part in the workshop, which took place on the 15th of April 2003. The participants included representatives of JEPs, Russian experts in higher education, a resource person from the Tempus unit of DG EAC, the Delegation of the European Commission in Russia and project experts from the World Bank.

In the Almaty (Kazakhstan) workshop 26 participants attended, including academics, ministry of education and industry representatives as well as a member of the Tempus unit of DG EAC, as a resource person. The workshop took place on the 29th of April 2003.

The third interactive workshop took place in Skopje (fYR Macedonia) with 26 participants was held on the 13th of May 2003. Amongst others the Minister for Education and Science, attended with four of his staff members, thereby underlining the importance of Tempus for his country.

The synthesis workshop was held in Brussels on July 1st and 2nd, 2003, and included 35 participants, including NTO/TIP staff from CARDS, Tacis and MEDA countries, JEP participants from various partner countries, JEP co-ordinators from EU universities, two Tempus lead experts, independent experts and representatives from ETF, DG RELEX and DG EAC.

C Key questions, Conclusions and recommendations

This section lists the conclusions and recommendations, The argumentation for the conclusions and the proposed actions and tools for implementing the recommendations are provided in the summary chapter of the report.

C1 The relevance of the Tempus approach in today's circumstances

Evaluation question No 1

Do the socio-economic needs that gave rise to the first and second phase of the Tempus programme persist today and do the objectives of the programme correspond to the existing education conditions in eligible countries? To what extent has the programme contributed to changing the socio-economic conditions in these countries?

Conclusions

1.1 *Tempus III is a highly relevant programme for helping eligible countries to change their higher education conditions and to adapt them for meeting the socio-economic reform needs in their societies.*

The first and second phases of the programme have demonstrated the value of Tempus in PHARE, Tacis, the Western-Balkans and for the EU itself. One can, with reason, expect that the third phase of the Tempus will be equally relevant and successful for the Tacis, CARDS and MEDA countries in today's circumstances.

1.2 *The socio-economic needs that gave rise to Tempus are also prevalent today in the Tacis, CARDS and MEDA countries*

The CEEC transition process from communist societies to democracies and market economies created the socio-economic needs for *belief system change, institutional change and skills change/training*. These needs gave rise to first phase of Tempus after the fall of the Berlin wall and to the second phase of Tempus in the early nineties. Ten years later the necessary reforms underpinning this transition are in varying degrees in place. In the PHARE countries that were invited to join the EU in 2004 and 2006, these socio-economic needs have to a large extent been met. In eligible countries for the third phase of Tempus these needs are still very much felt and this makes the programme highly relevant.

1.3 *The socio-economic development challenges that face the eligible countries of the third phase of the Tempus programme are no less formidable than those addressed by Tempus I and II and they strengthen rather than weaken the case for giving priority to training and higher education reforms.*

The agenda for the first decade of the new millennium includes: an intensified cultural dialogue; enhanced regional co-operation; catching up in science and ICT; development of economic free trade zones with the EU (Tacis and MEDA); and further economic integration with the EU (CARDS). Belief system change, institutional change and skills changes remain in this context the key areas for intervention. Reforms aimed at meeting these needs and partnership programmes like Tempus are therefore very much needed today to ensure that the EU and its

neighbours become a prosperous and peaceful group of countries in the highly competitive globalising world that is taking shape.

1.4/5 In the eligible countries the needs for further innovation and investment in the higher education sector are much higher than they can afford at present, and the needs can be expected to increase. The rationale for higher investment levels in the higher education and research sector is strong

*1.6 The Council decisions on the objectives of third phase of Tempus have provided programme continuity, renewal and reorientation in line with the changing socio-economic conditions and higher education reform needs of the eligible countries. **Continuity** is provided with the objective that Tempus III shall facilitate the adaptation and development of higher education to better respond to the socio-economic needs and cultural needs of the eligible countries. **Renewal** is provided by the new objective that Tempus III shall promote understanding between and rapprochement of cultures, develop free and flourishing civil societies and by its extension to the MEDA countries. **Reorientation**, furthermore, is provided in the Guidelines for Applicants by the set of common orientations based on the Bologna process, the PCA agreements with Tacis countries, the Stabilisation and Association agreements with CARDS countries and the Euro-Mediterranean agreements with MEDA countries.*

1.7 Evidence collected for the final report on the second phase of Tempus demonstrates that the scheme has in many respects been very successful, Tempus II has reached its expected outcomes and has contributed to changing the socio-economic conditions in the eligible countries.

1.8 Tempus III has considerable potential for positive impact in the eligible countries.

The scheme has qualities that serve to bring a more human, ethical dimension to the process of globalisation, which is presently mainly driven by commercial relations and shareholder profitability. The future impact of Tempus III will be strongly influenced by the measures which the higher education institutes take to further strengthen their role as agents of change in society. In this context, the Tempus selection process is very important to ensure that Curriculum Development JEPs, University Management JEPs, Institution Building JEPs and S&C Measures are not implemented in isolation of other higher education policies and initiatives.

Recommendations

1.1 Use the successful multilateral model of Tempus to further promote cultural rapprochement and extension of the European Higher Education Space towards other countries and regions with whom the EU has partnership cooperation and/or association agreements in e.g. Latin America, Asia and Africa, the Caribbean and the Pacific.

1.2 Increase the budget for the third phase of Tempus.

C2 The validity of the national priorities approach

Evaluation question No 2

Are the call for proposals and selection process based on national priorities a valid approach and how appropriate is it to encourage co-operation between neighbouring eligible countries in a programme driven by national priorities?

Conclusions

- 2.1** *The validity of the national priority approach mainly depends on the appropriateness of the process established to formulate them.*
In countries where the main stakeholders in the Tempus programme were consulted, the National Priority approach was considered useful for guiding applicants. In countries where the priorities were clearly set without consultation, the selection was considered arbitrary.
- 2.2** *The needs for intensified cultural co-operation, security co-operation, EU accession prospects and the Bologna process provide a strong case for intensifying university co-operation at regional level.*
- 2.3** *The third phase of the Tempus programme does not have all the tools needed to meet this demand with appropriate grant funding.*
The result is that the chance of success for regional projects is lower than for national projects. The applicants have not been informed of this.

Recommendations

- 2.1** *Increase the validity and value of the National Priorities Approach by improving the formulation process.*
- 2.2** *Increase the usefulness of the National Priorities further by specifying the priorities as horizontal education issues, rather than as list of vertical academic specialisations.*
- 2.3** *Improve the call for proposal approach and selection mechanism for regional projects.*

C3 The validity and value added of the multilateral model

Evaluation question No 3

Is the multilateral model involving EC and eligible countries' institutions a valid one to achieve the objectives of the programme and in particular what is the value added in relation to structural investment in educational reform?

Conclusions

- 3.1** *The multilateral model of cooperation forms the essence of the IMGs and JEPs and represents the heart of the Tempus approach. The model is valid and has*

proven successful in promoting that Tempus achieves its twin objectives of cultural rapprochement and adaptation of higher education systems.

IMGs and JEPs have a direct major impact on building sustainable personal networks and institutional partnerships between HEIs in the eligible countries and in EU Member States and this is a main indicator of success for the 'cultural rapprochement' objective of Tempus III. The validity of the multilateral model for the 'adaptation objective' of Tempus III is confirmed in this evaluation by the impact, which the curriculum development JEPs, university management JEPs and institution building JEPs have had during the period 1994-2000.

3.2 *The assumptions on which the multilateral model is based have proven to be correct in the practice of the Tempus programme.*

The bottom up call for tender approach is working well and has generated sufficient proposals to select good quality projects within the budget envelopes of the third phase of the Tempus programme.

3.3 *The multilateral model remains valid for the eligible countries and for period covered by the third phase of Tempus (2000-2006).*

3.4 *Tempus provides very good value for money.*

3.5/6 *In the Tempus eligible countries there has up to now not been a real structural investment programme for higher education. The Tempus approach and the concept of structural investment in higher education can be considered as complementing each other but the conditions for a structural investment programme are not yet favourable in the eligible countries*

The Commission with its Tempus programme has so far been the main investor for innovation in higher education.

Recommendations

3.1 *Keep Tempus focused in the coming years on what the multilateral model of university co-operation does best i.e. promoting mobility; exchanges and innovation of study programmes.*

C4 The relevance and effectiveness of the Tempus project types

Evaluation question No 4

Are the type of projects (outputs) supported by the programme (Joint European Projects and Individual Mobility Grants in particular) relevant in the light of expected results, outcomes and impact on higher education systems

Conclusions

- 4.1** *Each Tempus project type has its own relevance and proper place in the Tempus intervention logic.*
The IMGs and JEPs can be considered relevant for their contributions to awareness raising and promoting reform commitment in the target groups. The JEPs and IMGs both promote mobility and cultural dialogue and therefore can be considered relevant and instrumental for achieving the Tempus III objective of rapprochement of cultures and civil society development.
With respect to the second Tempus III objective i.e. the adaptation and development of higher education systems, the JEP and S&C project types are important because they provide access to the expertise and reform know how of West European project partners. The project types make this expertise available and affordable.
- 4.2** *Each of the different project types is effective in terms of project results, and has been instrumental for the achievement of the expected outcomes of the programme and the overall Tempus impact on higher education reforms.*
- 4.3** *Within its framework of multilateral university cooperation, the Tempus toolbox of project types effectively addresses the most important needs that exist in higher education reform. The need for a new project type seems limited to the organisation of conferences in support of regional cooperation and dissemination.*

Recommendations

- 4.1** *Increase the relevance and effectiveness of the IMGs further and limit the room for misuse of the grants.*
- 4.2** *Improve co-ordination with EuropeAid for project interventions on higher education reform and promote the use of S&C Measures during Tempus III.*
- 4.3** *Investigate the feasibility of reducing the maximum JEP grant amounts to say EUR 200,000 for a two-year project with the aim of selecting more projects for funding.*
- 4.4** *Introduce a new project type for conference organisation in support of regional cooperation/networking and dissemination of project result.*
- 4.5** *Reserve funding for actions that will promote information exchange and more dissemination of the intangible and tangible results of Tempus.*
- 4.6** *Focus the Tempus Guidelines for Applicants more firmly on the promotion of: top talent, employability, university-industry-civil society relations and the trickle-down of JEP innovation to other training establishments including secondary and primary education programmes.*

C5 Funding levels and critical mass

Evaluation question No 5

Is the level of funding sufficient in the light of the objectives to be achieved? Does the present approach generate a critical mass capable of producing a durable impact?

Conclusions

5.1 *During the initial years of Tempus III funding levels have been insufficient to fund all relevant and high quality proposals generated by the call for proposals' approach.*

For some of the eligible countries, this can be considered an indicator of under-funding. Apart from this absorption capacity approach, there are no other objective methods for establishing how much funding would be sufficient or needed to achieve the Tempus objectives.

5.2 *In the third phase of the programme, the Tempus approach is capable of producing durable impact by generating a critical mass at faculty levels and by reaching the right people on the right subject at the time.*

In this respect the programme is now different from the one that focused on the PHARE countries during the second phase of the Tempus programme (1994-2000). In the 10 accession countries, the sheer quantity of Tempus projects contributed to bringing about durable impact. During Tempus III, durable impact in the Tacis, CARDS and MEDA countries will depend not on quantity but on the quality of the individual JEPs and S&C Measures.

5.3 *Tempus III has considerable potential for positive impact in the eligible countries, provided that funding levels are sustained or increased.*

Recommendations

5.1 *Publish statistics on the absorption capacity of the Tempus programme for good quality national and regional projects in the different countries.*

5.2 *Promote impact by increasing the quality level demanded from the applicants.*

5.3 *Promote that the authorities in the eligible countries allocate more Tacis, CARDS and MEDA funds for the third phase of Tempus.*

C6 Management efficiency

Evaluation question No 6

Are current implementation tools, management approaches and in particular the modalities of technical support appropriate and sufficient to ensure project quality and proper project implementation? Are monitoring practices sufficient? Are the existing mechanisms for feedback and result dissemination adequate to exploit the experience acquired through the programme?

Conclusions

- 6.1** *Current implementation tools, management approaches and the modalities of technical support are appropriate and have in the past ensured a satisfactory level of project quality and proper project implementation.*

This conclusion is valid for the mechanisms and tools looked at in this evaluation i.e. the Guide for Applicants, the project selection process as well as the Technical Assistance mechanisms and the support services provided by the NTOs/TIPs and ETF for project preparation and implementation.

- 6.2** *The management team responsible in the Commission for the third phase of Tempus has covered a lot of ground.*

Tempus has extended its coverage in the Western Balkans with Croatia and the Federal Republic of Yugoslavia (now Serbia and Montenegro, including Kosovo). Moreover, the decision was taken to extend the programme to the MEDA region. As a result, the aggregate programme budget has increased again to some € 60 million per year. At the same time, the orientation of Tempus objectives was changed to adapt the programme to the needs of the new eligible countries in their relations with the EU. Moreover, the Structural and Complementary Measures (S&C) were introduced as a new instrument, which gives the programme more flexibility, and an on-line application facility for IMGs was introduced. Overall, the management team has made an effort to speed up procedures and to get rid of the reputation for bureaucracy, which was built up during the second phase of Tempus. This type of drive and flexibility will continue to be required of the management team to meet the challenges of Tempus III in the coming years, and for starting up Tempus IV.

The conclusions and recommendations listed below are organised in line with the phases of the Tempus programme cycle. The numbering of the recommendations refers back to the numbering of the conclusions.

Project identification

- 6.3** *The Tempus management mechanisms that support the project identification phase of the Tempus programme cycle work in a satisfactory manner.*

Project formulation

- 6.4** *The quality of the proposals varies from excellent to poor but the average quality offered for academic assessment is fairly low.*

Recommendation *Introduce new tools that aim to improve the average quality of the applications.*

Contracting and technical assistance during implementation

6.5 *The Tempus rules for contracting and especially for financial administration, budgeting, invoicing and project completion are more rigid and time consuming than necessary.*

Recommendation *Review the contracting procedures and simplify the rules for a better balance between control and trust*

Project selection and funding decisions

6.6 *The present project selection mechanism may be more suitable for simple projects than for complex projects.*

Recommendation *Adjust the project selection process for more project relevance.*

Project implementation monitoring

6.7 *Tempus III monitoring practices are limited but can be considered adequate given the competition for management resources in the programme.*

Recommendation *Reintroduce field monitoring on a selective basis to limit the costs.*

Feedback and dissemination

6.8 *During Tempus III, dissemination has so far received little attention from the Commission.*

Recommendation *Improve the impact of the third phase of Tempus by giving higher priority to dissemination aspects in the project selection process.*

The argumentation for the conclusions and recommendations is presented in the main report and is summarised in chapter 8.

1 Introduction, approach and methodology

1.1 Introduction

The Commission launched the Tempus programme in 1990 with the aim of promoting higher education system reforms in the countries eligible for Commission support under the PHARE programme. With Tempus the Commission started a programme designed to promote staff and teacher mobility, personal network development and institutional co-operation between higher education institutions of the eligible countries and the EU Member States.

Tempus turned out to be a highly popular programme among academics and the European Union's Council of Ministers recognised its merits by adopting the Tempus II decision (1994 -1998) on 29 April 1993. Tempus II was subsequently extended in 1996 (Tempus II bis) to run up to June 2000. During this second phase of the programme (1994-2000) the number of eligible partner countries increased to 26, and funding was made available from the PHARE and Tacis. The programme was renewed again in 1999 for the partner countries in the Tacis and CARDS regions, and extended to MEDA in 2002. Currently, in 2003, Tempus is in its third phase (2000-2006) and covers 14 Tacis countries, 6 CARDS countries as well as 8 MEDA countries.

The Council Decisions that provide the legal base for the Tempus programme² oblige the Commission to regularly evaluate the programme. Against this background, The Commission launched an open call for tender for two reports:

Lot 1: Final report on the second phase of the Tempus programme, and
Lot 2: Mid-term evaluation report of the third phase of the Tempus programme.

On the basis of the quality of the bids and the potential for synergy between the two studies, the Commission subsequently contracted ECORYS-NEI in October 2002, for both reports.

This report sets out the findings of the Evaluation Team with respect to Mid-term evaluation of the third phase of the Tempus programme. The final report on the second phase of the Tempus programme (1994-2000) is the subject of a separate report.

The field work for the study was done in the period from December 2002 to June 2003.

² Council Decision 90/233/EEC of 7 May 1990 - Tempus I;
Council Decision 93/246/EEC of 29 April 1993; - Tempus II;
Council Decision 96/663/EC of 21 November 1996 - Tempus II bis;
Council Decision 99/311/EC of 29 April 1999 - Tempus III.
Council Decision 2002/601/EC of 27 June 2002 amending 99/311/EC

1.2 The purpose of the evaluation and key questions

1.2.1 Background

The Council Decisions, which provide the legal base for the Tempus programme, oblige the Commission to regularly evaluate the programme. In the history of the programme four evaluations have taken place so far. The Council Decisions make a distinction between, what are in effect, final reports and mid-term evaluations. The final reports serve accountability and justification purposes. They are intended to support the Commission in drawing up its final report on the programme for the Council. The mid-term evaluations serve feedback and programming purposes.

The first final evaluation was prepared on the first phase of Tempus (1990-1994) and the Commission submitted its report to the Council in 1994. The second final evaluation report has been prepared by ECORYS-NEI. It covered the second phase of the Tempus programme (1994-2000) and was completed for the Commission in October 2003³.

The first mid-term evaluation looked at the initial 18 months pilot phase of the programme (1990-1991). Its findings served the Commission in preparing and adjusting the second phase of the Tempus programme. The second mid-term evaluation report covered the first years of second phase 1994-1996. A number of the findings of that report were reflected in the Council Decisions on the third phase of the programme. On the third phase of Tempus the Commission is required to submit a mid-term evaluation by 30 April 2004⁴. This report by ECORYS-NEI is therefore the third mid-term evaluation report in the history of the Tempus programme and it has a forward-looking character.

This mid-term evaluation report on the third phase and the final report on the second phase are complementary. The final report was focused on identifying and measuring factual programme impact in terms of the expected outcomes of the second phase of the Tempus programme and in total eight such outcomes were identified including: convergence and adaptation of higher education systems, reforms in higher education institutions, acquisition of skills and qualifications by students and HEI staff, training of decision makers and the development of sustainable partnerships.

The mid-term evaluation focused not on effectiveness and outcomes because those are not available yet for Tempus III. Instead the evaluation was focused on the relevance of the programme given the socio-economic needs of the eligible countries and on conceptual issues, i.e. on programme design issues and management tools that together affect the relevance and potential effectiveness and efficiency of the third phase of the Tempus programme.

³ The Commission has the obligation; "to present to the Council a final report on the second phase of the programme by 30 June 2004 at the latest" (Council Decision 96/663/EC).

⁴ Council Decision 99/311/EC of 29/4/199.

1.2.2 The purpose of the Mid-term evaluation

The Terms of Reference (hereinafter referred to as the ToR) for the assignment has been prepared by the Tempus Unit of the Directorate-General for Education and Culture (DG EAC). The ToR specifies the purpose of the evaluation as follows.

*"DG EAC requires the provision of intellectual services (a report) that will serve the Commission in formulating a well founded judgement on:
The design and implementation of the Tempus III programme in the light of the changing socio-economic situation of the partner countries and the lessons drawn from the previous phases of the programme, with a view to making proposals about the continuation of the programme".*

The Terms of Reference, furthermore, provides the guidance that the report should examine the logic of intervention of the Tempus III programme and in particular six questions should be addressed.

1.2.3 The evaluation questions

Table 1.1 Terms of Reference - Six evaluation questions

Question number 1

Do the socio-economic needs that gave rise to the first and second phase of the Tempus programme persist today and do the objectives of the programme correspond to the existing education conditions in eligible countries? To what extent has the programme contributed to changing the socio-economic conditions in these countries?

Question number 2

Are the call for proposals and selection process based on national priorities a valid approach and how appropriate is it to encourage co-operation between neighbouring eligible countries in a programme driven by national priorities?

Question number 3

Is the multilateral model involving EC and eligible countries' institutions a valid one to achieve the objectives of the programme and in particular what is the value added in relation to structural investment in educational reform?

Question number 4

Are the type of projects (outputs) supported by the programme (Joint European Projects and Individual Mobility Grants in particular) relevant in the light of expected results, outcomes and impact on higher education systems

Question number 5

Is the level of funding sufficient in the light of the objectives to be achieved? Does the present approach generate a critical mass capable of producing a durable impact?

Question number 6

Are current implementation tools, management approaches and in particular the modalities of technical support appropriate and sufficient to ensure project quality and proper project implementation? Are monitoring practices sufficient? Are the existing mechanisms for feedback and result dissemination adequate to exploit the experience acquired through the programme?

1.2.4 Relevance & impact, effectiveness and efficiency

The questions listed in table 1.1 cover the main aspects, which may determine the relevance, effectiveness, efficiency and wider impact of the third phase of the Tempus programme. The first two questions look at relevance and wider impact issues. Questions number 3,4 and 5 are mainly dealing with elements that affect the effectiveness of the programme i.e. the Tempus multilateral model, the project types that constitute the Tempus 'toolbox' (IMG, JEP, S&C), and the funding levels available for the project selection and implementation. The last question is about the efficiency of the Tempus III management arrangements.

1.3 The approach, its scope, limitations, strengths and weaknesses

The approach and methodology for implementing the study has closely followed the technical proposal that was prepared in June 2002⁵. The six main questions were divided in sub-questions and for each one a specific evaluation approach was designed.

The questions focus the evaluation on different performance and design aspects of the programme. The main elements of the approach for the main questions are outlined below. The methodological tools that were used by the Evaluation Team for data collection, analysis and aggregation of the results are described separately in section 1.4.

Q1: Do the socio-economic needs that gave rise to the first and second phase of the Tempus programme persist today and do the objectives of the programme correspond to the existing education conditions in eligible countries? To what extent has the programme contributed to changing the socio-economic conditions in these countries?

This first evaluation question concerns programme relevance and its wider impact. To test assess the relevance of Tempus III in today's socio-economic conditions and education conditions in the eligible countries, the Evaluation Team used the following line of thinking:

1. IF the socio-conditions which gave rise to Tempus I and II are in place during the third phase of Tempus; and
2. IF the Commission has adequately reoriented Tempus to the address current higher education reform needs in the eligible countries; and
3. IF it can be demonstrated that Tempus I and II have achieved their objectives ;
4. THEN one can draw the conclusion that that Tempus III is relevant and has the potential to be successful in the foreseeable future.

The approach that was used for testing the validity of this logic is outlined below for each of the three identified sub-questions.

⁵ Details are provided in the Technical Annex for Lot 1 and Lot 2, submitted to the Commission under separate cover.

Q1.1 Do the socio-economic needs that gave rise to the first and second phase of the Tempus programme persist today?

A review of the CEEC transition literature was undertaken to assess what the socio-economic needs were, that gave rise to the first phase of the Tempus programme in 1990 and to the second phase of Tempus in 1993. Moreover, a societal change model from the institutional economics school of thought (North 1990) was selected as a framework for evaluating the relevance, effectiveness and efficiency of the Tempus intervention logic and its impact.

Text box 1.1 A model for analysing societal change

1. Societal problems are the consequence of the behaviour of people/groups;
2. Societal problems can only be solved by changing the behaviour of people/groups;
3. To change the behaviour of people/groups three conditions have to met:
 - People/groups have to believe that the proposed changes are the right ones
 - People/groups need incentives to change
 - People/groups need the skills to change.

This model was used to define the three main socio-economic needs that gave rise to Tempus in the context of the transition process in the CEEC.

Text box 1.2 The three socio-economic needs of the CEEC in 1990

1. The need for a belief system change (from communism to capitalism)
2. The need for institutional change (to meet the needs of democratic society and market based economic relations in society)
3. The need for skills change and training (to change the skills and qualifications of the workforce in line with the changing needs of the labour market).

To analyse the situation in 1990 and the changes in the period 1990-2000, the Evaluation Team used statistical data and expert literature. Amongst other sources, statistical data and reports were used for measuring progress in terms of democracy (freedom house) and market economics (EBRD annual reports). In addition media sources were important, and of course the various publications from the European Commission related to its relations with its neighbours. In this context, the evaluation made a distinction between three groups of countries. Those that are eligible under the Tacis, CARDS and MEDA programmes.

Q1.2 Do the objectives of the programme correspond to the existing education conditions in eligible countries?

The approach to this question involved a description of the education legacy of the Soviet times, a review of the main achievements in higher education reforms in the eligible countries and an assessment of today's needs for further reforms in higher education.

In addition the changes in the Tempus programme over time were identified especially in its rationale, objectives and its tools. On this basis the conclusions were drawn on the question to what extent the objectives of the third phase of the Tempus programme are in line with today's higher education needs in its partner countries.

Main information sources for this analysis were the review of expert literature, and the discussion during the three regional workshops, which were held in Moscow (15th April 2003), Almaty (29th April 2003) and Skopje (13th May 2003). In addition the Council decisions on Tempus, the Tempus Guides for Applicants, the Tempus annual reports and previous Tempus evaluations have been the source documents for this assessment.

Q1.3 To what extent has the programme contributed to changing the socio-economic conditions in these countries?

From a methodological point of view this question of the terms of reference was without any doubt the most difficult one. The question refers to the wider impact of the Tempus programme. It goes beyond the question whether Tempus projects have met the expected results of the initiators (results). The scope of the question is even broader than the objectives of the Tempus programme and the expected outcomes. The wider impact question refers to the influence, which Tempus may have had on the socio-economic conditions and on meeting the broader socio-economic needs of society including the need for higher education system reform and training. To be able to cope with this wide scope of the evaluation, the Evaluation Team constructed the model of societal change presented in Box 1.1 and this model was used to split the question into three parts:

Text box 1.3 Three dimensions of Tempus impact on socio-economic conditions

1. To what extent has Tempus contributed to giving people with a higher education a strategic view on the desired direction of the reform processes in society and a sense of commitment to support such changes.
2. To what extent has Tempus contributed to bring about institutional changes (legal, institutional, administrative) in society.
3. To what extent has Tempus contributed to meeting the training needs of the higher educated in society in line with the new needs in society.

The approach for analysing these questions involved five steps:

1. Clarification of the intervention logic of the Tempus programme
2. Construction of relevant indicators for measuring impact, and
3. Design of data collection tools
4. Collection of the data and aggregation of the data
5. Drawing conclusions

The methodological aspects of this approach are further discussed in section 1.4 and in chapter 2, section 2.4

In concurrence with the guidance provided in the Terms of Reference, the statistical data on Tempus performance and impact used in this evaluation were drawn from the Final evaluation report on the second phase of Tempus. That evaluation was conducted in parallel with this one, and that final report was submitted to the Commission on 28 October 2003.

Q2: Are the call for proposals and selection process based on national priorities a valid approach and how appropriate is it to encourage co-operation between neighbouring eligible countries in a programme driven by national priorities?

This question was split in two sub-questions.

Q2.1 Is the call for proposals and selection process based on national priorities a valid approach?

The effectiveness of the call for proposal approach was assessed, as part of the approach to evaluation question 6 listed in text box 1.1. The analysis presented in chapter 3 focused on the validity of the approach to use Tempus specific national priorities to guide the applicants.

To assess this issue three supporting questions were formulated:

1. Are the indicative priorities a formal requirement?
2. Are the national priorities strictly adhered to in the selection process?
3. Is the use of Tempus specific national priorities recognised as valuable by the Tempus stakeholders?

To arrive at relevant answers, the Evaluation Team reviewed Tempus documentation and the Tempus III guides for applicants, and the rationale of the approach was discussed with staff from DG EAC. In addition Tempus key experts involved in the academic selection process were interviewed and questioned on their experience with the approach. To further test the validity of the approach, the issue was discussed at the three regional workshops. Finally the interim conclusions were presented for scrutiny and discussion during the lessons learned workshop in Brussels. From a methodological point of view, the discussions during the workshops proved to be the most valuable tool for drawing conclusions and formulating recommendations.

Q2.2 How appropriate is it to encourage co-operation between neighbouring eligible countries in a programme driven by national priorities?

The Evaluation Team approached this question by formulating two sub-questions:

1. How relevant are regional projects, given today's socio-economic needs and the higher education conditions in the Tempus III eligible countries? and
2. Does the Tempus programme in its current set-up have the instruments and mechanism needed to respond adequately (effectively) to the current and expected levels of demand for regional projects?

The issue of relevance was approached by reviewing the Tempus Guide for Applicants, and the literature on the relevant association and partnership agreements that form the policy context for the third phase of the Tempus programme in the CARDS, Tacis and MEDA regions. In addition to this policy relevance, the practical interest of the applicants

in regional projects was analysed on the basis of the results of the call for applications in the programming period covered by the evaluation (2000 and 2001). The issue of the capacity of Tempus to adequately respond to the demand for regional projects was assessed on the basis of the experience of a number of the stakeholders involved in programme selection and programme management and Technical Assistance. The lessons learned workshop in Brussels proved also for this issue to be a very useful source of information. The participants, which amongst others comprised staff from the national Tempus offices (NTOs), Tempus information points (TIPs) and the Commission proved to be most knowledgeable on this issue and the conclusions and recommendations presented in this report are to a large extent shaped by the discussions during that workshop.

Q3: Is the multilateral model involving EC and eligible countries' institutions a valid one to achieve the objectives of the programme and in particular what is the value added in relation to structural investment in educational reform?

Evaluation question number 3 consists of two sub-questions. The first sub-question is whether the bottom-up logic of the multilateral model of university co-operation fits the objectives of Tempus III. This question is about the effectiveness of the Tempus approach. The second sub-question is related to the first one, and looks at the ability of the Tempus model and its intervention logic to generate value added and value for money compared with alternative approaches for supporting higher education development, including the model of structural investment in educational reform. This question is therefore about the efficiency of the Tempus approach in delivering its results.

Q3.1 Is the Tempus multilateral model involving EC and eligible countries' institutions a valid one to achieve the objectives of the programme?

The approach of the Evaluation Team on this first part of 'evaluation question number 3' was to further clarify the intervention logic of the Tempus programme, presented in section 1.4 below. With a number of logical IF... THEN statements the causal link between the objectives of the programme and the multilateral model of co-operation were clarified. Available evidence, mainly from the Tempus II evaluation was used to validate the different elements of the intervention logic of the programme.

Specifically three sub-questions were formulated to obtain sufficient insight in the complexity of the issue.

1. Why did the Commission choose for a multilateral partnership model?
2. How valid is the intervention logic?
3. How valid are the key assumptions underpinning the intervention logic?

These questions are analysed and answered in chapter 4.

Text box 1.4 The Tempus Intervention Logic

Appendix 5 describes the Tempus intervention logic as understood by the Evaluation Team on the basis of its literature review, interviews and insight into how Tempus works. The main elements of the intervention logic include:

- The model for societal change and Tempus impact
- The strategic choice for a programme supporting higher education reforms
- The strategic choice for a bottom-up and multilateral partnership model
- The intervention logic linking Tempus activities, outputs and impact

These four elements are described with a total of thirteen so-called "IF, THEN statements".

Q3.2 What is the value added of Tempus in particular in relation to structural investment in educational reform?

To answer this second part of 'evaluation question number 3' a comparative analysis was undertaken for the various types of higher education investment programmes that are operational in the CARDS, Tacis and MEDA countries. In this way the Tempus model was compared with other models for higher education sector reforms: Technical Assistance, Twinning, Structural investment, and Government budget investment. The analysis is presented in chapter 4, section 4.4.

In addition, the feedback of the participants of the Brussels workshop and the Tempus Unit of DG EAC proved relevant to sharpen the analysis.

Q4: Are the type of projects (outputs) supported by the programme (Joint European Projects and Individual Mobility Grants in particular) relevant in the light of expected results, outcomes and impact on higher education systems

To answer this question, the Evaluation Team has looked at three interrelated issues: the relevance, effectiveness and comprehensiveness of the project types that can be implemented under the third phase of the Tempus programme. The 'Tempus toolbox' for the third phase of the Tempus programme comprises three types of projects: JEPs, IMGs and S&C Measures.

Q4.1 Does the third phase of Tempus programme have the project types that are needed to meet the programmes objectives and to achieve the results and outcomes formulated in the Council Decisions on Tempus III ?

This question on the relevance of the project types is related to the intervention logic analysis presented in chapter 4 and that analysis provided the basis for the conclusion and recommendation presented in this chapter.

Q4.2 Are the project types effective in terms of project results and are they instrumental for the achievement of the expected outcomes of the programme and its impact on higher education reforms?.

To answer this question the Evaluation Team could not use data on the Tempus III project portfolio, because most of those projects are still ongoing and this precludes evaluation of results. Therefore to evaluate the effectiveness of the JEP as a project type, the Evaluation Team looked at JEP implementation in the period 1994-2000. For the analysis the evaluation tools and evaluation results were used, which are presented in the 'Final

evaluation on the second phase of the Tempus programme (1994-2000)'. The main tools are the three surveys outlined in chapter 1: the JEP co-ordinators questionnaire, the JEP survey and the HEA survey.

To evaluate the effectiveness of the other project types i.e. the IMGs and the S&Cs, the evaluators relied on interviews especially with the NTOs and TIPs in Tacis and CARDS countries. To further enrich the analysis with feedback from stakeholders involved in Tempus III implementation the Evaluation Team used the four workshops to ask the participants about their perceptions on the effectiveness of the Tempus III toolbox.

Q4.3 Is the Tempus toolbox complete, or do important needs exist in higher education reform, which Tempus could more effectively address, within its mandate and model of multilateral university cooperation, by introducing one or more new project types?

To answer this question, the evaluation team used its analysis of the evolving higher education reform needs as presented in chapter 2. Moreover, the four workshops were used to benefit from the experience of the Tempus III stakeholders and obtain their views on this issue.

Q5: Is the level of funding sufficient in the light of the objectives to be achieved? Does the present approach generate a critical mass capable of producing a durable impact?

The Evaluation Team separated this question in two parts:

Q5.1 Is the level of funding sufficient in the light of the objectives to be achieved?

To answer this question, the Evaluation Team assessed the feasibility of a top down planning approach in the eligible countries. In addition the capacity of Tempus for generating good quality projects was used to assess what level of funding, would optimise the impact potential of the Tempus approach and thus could be considered sufficient.

Q5.2 Does the present approach generate a critical mass capable of producing a durable impact?

Interviews with the Commission, a review of the literature and the perceptions of the workshop participants, provided the Evaluation Team with the information and ideas needed to answer this question. For the analysis The critical mass concept was linked to three levels of reform:

- The faculties that are reached by Tempus
- The higher education institutions which host the Tempus projects; and'
- The education sector, which comprises higher education institutions that are included and excluded from Tempus.

In addition four alternatives for reaching a critical mass for sustainable were discussed in the workshops: Structural investment in education reform; a centre for excellence approach; a partnership approach with retraining centres; and continuation with the present bottom up call for proposal approach system but with more attention to dissemination of tangible outputs and a stronger university management component.

Q6: Are current implementation tools, management approaches and in particular the modalities of technical support appropriate and sufficient to ensure project quality and proper project implementation? Are monitoring practices sufficient? Are the existing mechanisms for feedback and result dissemination adequate to exploit the experience acquired through the programme?

The Evaluation Team used the Tempus project cycle as the framework for the analysis and on that basis three sub-questions were formulated.

Q6.1 Are current implementation tools, management approaches and in particular the modalities of technical support appropriate and sufficient to ensure project quality and proper project implementation?

The main source of information on these issues is the on-line questionnaire, which contained questions on these subjects. A second source is the feedback from the regional workshop participants on their experience with Tempus management aspects under the second and third phase of the Tempus programme.

For the evaluation of the project selection process, a number of criteria were selected. The response rate to the call for applications and the quality of the project application were used as indicators for the effectiveness of the process. The duration of the selection process was used as the indicator for efficiency. Furthermore, transparency and fairness aspects were looked at. The main information sources for this analysis have been: Tempus guidelines for (a) the applicants and for (b) the key experts involved in the academic quality assessment; and (c) a review of a sample of 80 project dossiers to assess the quality of the applications. The practical experience of the participants of the workshops was used to check the validity of the findings from these information sources.

Q6.2 Are monitoring practices sufficient? Are the existing mechanisms for feedback and result dissemination adequate to exploit the experience acquired through the programme?

For the two sections on monitoring and dissemination, the review of Tempus related literature has been important as well as the feedback and discussion from the participants in the four workshops. Of the four workshops, the last one in Brussels was the most important for drawing up the conclusions and for the formulation of the recommendations.

1.4 Methodology and tools, strengths and weaknesses

This section describes the content, strengths, weaknesses and limitations of the main tools, which the Evaluation Team has used in this study:

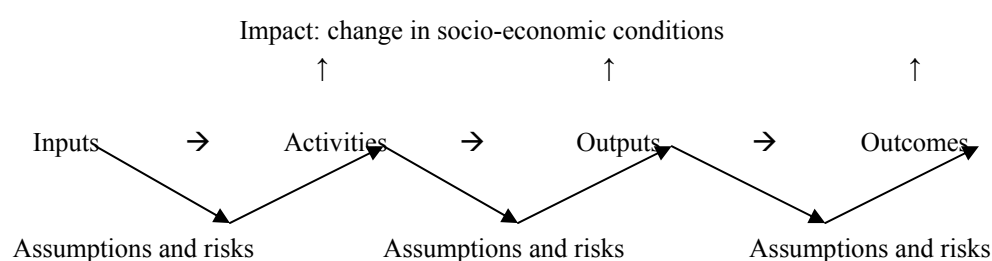
- The intervention logic analysis and the IF... THEN statements
- The on-line questionnaire
- The JEP co-ordinators survey
- The HEA survey
- The literature review
- The regional workshops
- The lessons learned workshop

1.4.1 The Tempus intervention logic analysis

The programme documentation on Tempus does not contain a description of the Tempus intervention logic. Thus the Terms of Reference implied that this logic had to be built by the Evaluation Team. The main methodological aspects of this analysis are described below.

The term "intervention logic" refers to the causal logic of events in programmes or projects. In this study the concept is used to clarify the main building blocks in the design of the Tempus programme. The building blocks are the inputs, activities, outputs and desired outcomes of the programme and assumptions made about cause and effect relations, and the specification of risks that are beyond the direct control of the programme stakeholders. The following figure illustrates this concept:

Figure 1.1 Tempus intervention logic



In the Tempus programme, **inputs** are the Tempus grant funding and other resources made available by the partners in Tempus activities. **Activities** are the IMGs, JEPs, compact measures and compact projects. **Outputs** are the results of the activities and this includes reformed curricula, university regulations etc. **Outcomes** are the results of the outputs. In the terms of reference for the final evaluation of the second phase of Tempus eight such outcomes are defined including the Tempus contribution to meeting the long-term and short-term training needs of society. In the context of this Mid-term evaluation of the third phase of Tempus, the scope goes beyond expected outcomes and the impact on meeting training needs. The Mid-term evaluation also looks at the Tempus **impact** on belief system change and institutional development. In terms of the Tempus Objectives, such impact can be considered as side effects. In the figure presented above such impact can be the indirect results of Tempus activities, outputs or outcomes.

Using these terms figure 1.1 can be understood as follows: IF Tempus starts up an Activity, say a JEP in curriculum reform, and IF certain assumptions (related to risks) are met, THEN one may expect that the JEP will reach its expected Output, say the modernisation of a study programme. Moreover, IF certain other conditions are met, THEN one may expect that the HEI with this modernised curriculum will train students and thus reach its expected Outcome, i.e. students having acquired skills and qualifications, which are in demand from society. Furthermore, IF sufficient people and organisations are reached by Tempus activities, outputs and outcomes, THEN the necessary conditions are met to make it possible for Tempus to contribute to changing the socio-economic conditions in the eligible countries.

The Tempus programme intervention logic was thus expressed in a number of IF...THEN statements and indicators were formulated suitable for measuring factual evidence at the level of programme outputs and for aggregating the results to the overall programme level and to the level of the three main regions covered by the third phase of Tempus (PHARE, Tacis and CARDS).

1.4.2 The data collection tools

The statistical data on Tempus performance and impact used in this evaluation are drawn from the Final evaluation report on the second phase of Tempus. That evaluation was conducted in parallel with this one and the final report was submitted to the Commission on 28 October 2003. The statistics from that report were based on three surveys which focused on collecting data on Tempus Outputs, and outcomes at programme level as well as outcomes at the level of the PHARE, Tacis and CARDS regions as a whole.

Text box 1.5 Data sources used for assessing the effectiveness of the Tempus programme.

- An on-line questionnaire for JEP co-ordinators (599 respondents);
- A survey of JEP participants in the eligible countries (80 interview partners);
- A survey of higher education authorities in the eligible countries (26 interview partners).

The on-line questionnaire for JEP co-ordinators (hereinafter also referred to as the on-line survey) has resulted in a unique and highly valuable source of information. It was sent to all 1,319 JEP co-ordinators in the database. The result was that we received a fully filled out questionnaire for 599 out of the 1,386 JEPs that were implemented during the second phase of Tempus (43%)⁶. The high coverage and response rates have enabled the evaluators to analyse the data at both the global and regional level and to draw representative conclusions at both levels. The on-line responses have provided the evaluators with information on a large part of the outcomes of the JEPs as perceived by the JEP co-ordinators. The on-line survey has also provided a long list of impact examples. Therefore the on-line survey has been a main source of evidence on the basis of which the evaluators were able to draw solid conclusions.

The other two questionnaires were designed to generate data on other expected programme outcomes. However, they can be considered representative only for a global view at total programme level. The field survey of JEP participants, has comprised a sample of 80 JEPs in 16 countries (hereinafter also referred to as the JEP survey). It has generated data on the indicators used for assessing Tempus impact on short term and long term training needs. The JEP survey sample was designed to be representative at the total programme level. It was too small to draw valid conclusions at regional level. Likewise the structured questionnaire of higher education authorities, (hereinafter also referred to as the HEA survey), provided relevant information on the perceptions of some key policy makers and higher education experts on the impact of the Tempus programme in their

⁶ The on-line questionnaire was filled out by 638 respondents for 599 distinct projects. The difference is made up by multi country projects for which more than one questionnaire was filled out.

countries. But with a sample of 26 people in 19 countries one should be careful about drawing general conclusions even at the aggregate level of the total programme. The value of the HEA survey is found mostly in the fact that it has enriched the analysis by giving the Evaluation Team access to a perspective from the education ministries in the eligible countries.

1.4.3 The literature survey

The literature review has been important for providing the evaluators with insight in the workings of the Tempus programme and for getting a first idea of the issues that have affected the relevance, effectiveness and efficiency of the programme. The review clarified the transition context and in particular the reform processes of the higher education sector in which the third phase of Tempus is operating. The were especially used during the process of creating the survey tools and for analysing the changes that have taken place over time in the socio-economic conditions in the eligible countries under the first, second and third phase of Tempus.

1.4.4 The regional workshops

The regional workshops served the purpose of deepening the understanding of Tempus impact in the wider context of education reforms in the Tacis and the CARDS region. The workshops were carefully prepared. Amongst other things, experts were commissioned to write background papers on the achievements in higher education reform (1990-2002) and on the main challenges facing the higher education sector during the period covered by the third phase of Tempus. For each workshop some 40 people were invited with relevant experience in the Tempus programme and/or because they were know for their expertise and insight in higher education developments in their countries. The participants included representatives from the main stakeholders in Tempus: universities deans and faculty members engaged in Tempus III projects, representatives from the ministry of education responsible for higher education in their countries, staff of donor organisations active in higher education, industry representatives, students and other education experts. For a full list of the participants' reference is made to the workshop reports and the Technical Annex to this evaluation. In each workshop the six main evaluation questions of this Mid-term evaluation were discussed. The working method of the workshops was interactive, with participants discussing the issues in smaller groups and plenary feedback on the findings. Minutes of the discussions were kept and the workshop reports were circulated amongst the participants for comments before the final reports were submitted to the Commission as interim results of the Mid-term evaluation.

1.4.5 The lessons learned workshop

To test the validity of the findings and conclusions of the analysis, the contractor has hosted a lessons learned workshop in the premises of the Commission in Brussels. A total of 35 people (from 12 partner countries and 5 EU member states) attended. They were invited on the basis of contacts built up during the study and included academics from the

EU, Tacis and CARDS region, Tempus lead experts, staff from the NTOs (in the CARDS and MEDA regions) and TIP-staff from various Tacis countries. In addition independent experts and staff of the Commission services and ETF were present. The first half a day of the workshop was devoted to discussing the findings on the outcomes of the second phase of Tempus. These discussions were used to sharpen the interpretation of the findings from the various survey tools. In this Mid-term evaluation this feedback on the effectiveness and impact of Tempus II was used in the impact analysis (chapter 2) and in the analysis of the effectiveness of the multilateral model and the JEPs as project types (chapter 4). The remainder of the first day and the second day were devoted to the Mid-term evaluation of the third phase of the Tempus programme. The workshop was carefully prepared. For each evaluation question two or more conflicting hypotheses were prepared and/or the interim findings were presented slightly of key to trigger debate. This approach has worked well. It stimulated debate, and it led to fruitful exchange of experiences and a sharing of views on the relevance, effectiveness, and efficiency of the Tempus III programme, including its management aspects. A number of the hypotheses have been reproduced in this report, and the discussions have been partly synthesised and/or are reflected in some quotations. The discussions have been especially relevant for the second and fifth and sixth evaluation question. The workshop thus proved very useful to either confirm or contest the validity of findings. In addition methodological problems or weaknesses in the analysis and in the aggregation of the findings at regional level were pointed out. Furthermore the comments of the participants provided a wealth of detail on Tempus experience, relevant for further deepening of the Evaluation Teams understanding of the complexities of the programme.

1.4.6 Other methodological issues

The section on the methodology and the conclusions and recommendations have been formulated more precisely than in the draft final report following the comments from the steering committee. This constituted the final step towards completion of the report.

The study started on 22nd October 2002 with a briefing session from the Commission in Brussels. Information on the content of the third phase of Tempus was collected from the Tempus unit of ETF in Turin. The literature review was undertaken in the 4th quarter of 2002. In January 2003 the questionnaires were designed in consultation with the Commission in Brussels. The questionnaire for the JEP co-ordinators went on-line in February and was open until the end of June 2003. The structured interviews were held in the eligible countries in February and March. In April and May, the three regional workshops were organised. At the same time supplementary information was collected and analysed and the interim report was written. On the 1st and 2nd of July, the lessons learned workshop was held. Following this workshop, the draft final report was prepared and submitted for comments to the Commission in September. The Commission provided its comments in October, and the final report was completed in November.

2 Tempus III relevance

2.1 Introduction

Tempus was conceived in the late 1980s and has since been running more or less along the same lines. At the same time the geo-political and socio-economic conditions in Europe and in its Tempus partner countries have changed enormously. This continuity of the programme under changing circumstances prompts the question: “Is Tempus still relevant today, is Tempus likely to remain relevant in the period (2000-2006) and what future does the programme have beyond 2006?”

The Commission has formulated this question of programme relevance as follows in the Terms of Reference.

Evaluation question No. 1

"Do the socio-economic needs that gave rise to the first and second phase of the Tempus programme persist today and do the objectives of the programme correspond to the existing education conditions in the eligible countries? To what extent has the programme contributed to changing the socio-economic conditions in these countries?"

Evaluation question No. 1 contains a sequence of three questions, which form a logical IF... THEN sequence for addressing the issue of Tempus III relevance under changing circumstances.

- IF the socio-conditions which gave rise to Tempus I and II are in place during Tempus III; and
- IF the Commission has adequately reoriented Tempus to the address current higher education reform needs; and
- IF the evaluation shows that that Tempus I and II have been successful;
- THEN one can draw the conclusion that that Tempus III is relevant and has the potential to be successful in the foreseeable future.

This line of thinking provides the framework for this chapter. Section 2.2 reviews the general socio-economic needs of CEEC transition that gave rise to the first and second phase Tempus and analyses to what extent the socio-economic needs have remained the same and/or have changed over time. Section 2.3 reviews how the education conditions and education reform needs in the eligible countries of Tempus have changed over time, and analyses to what extent Tempus has been successful in adjusting its and adapting to these changes. Section 2.4 presents the findings for the question to what extent Tempus has contributed to changing the socio-economic conditions in the CEEC in the past.

Section 2.5 sets out the conclusions and recommendations with respect to Tempus III relevance and Tempus relevance beyond 2006.

The approach used by the Evaluation Team for answering the evaluation questions and information on methodological issues is presented in each of the sections separately.

2.2 The socio-economic needs of yesterday and today

Do the socio-economic needs that gave rise to the first and second phase of the Tempus programme persist today?

2.2.1 Approach and methodology

A review of the CEEC transition literature was undertaken to assess what the socio-economic needs were, that gave rise to the first phase of the Tempus programme in 1990 and to the second phase of Tempus in 1993. Moreover, a societal change model from the institutional economics school of thought (North 1990) was selected as a framework for evaluating the relevance, effectiveness and efficiency of the Tempus intervention logic and its impact.

Text box 2.1 A model for analysing societal change

1. Societal problems are the consequence of the behaviour of people/groups;
2. Societal problems can only be solved by changing the behaviour of people/groups;
3. To change the behaviour of people/groups three conditions have to met:
 - People/groups have to believe that the proposed changes are the right ones
 - People/groups need incentives to change
 - People/groups need the skills to change.

This model was used to define the three main socio-economic needs that gave rise to Tempus in the context of the transition process in the CEEC.

Text box 2.2 The three socio-economic needs of the CEEC in 1990

1. The need for a belief system change (from communism to capitalism)
2. The need for institutional change (to meet the needs of democratic society and market based economic relations in society)
3. The need for training (to change the skills and qualifications of the workforce in line with the changing needs of the labour market).

To analyse the situation in 1990 and the changes in the period 1990-2000, the Evaluation Team used statistical data and expert literature. Amongst other sources, statistical data and reports were used for measuring progress in terms of democracy (freedom house) and market economics (EBRD annual reports). In addition media sources were important, and

of course the various publications from the European Commission related to its relations with its neighbours. In this context, the evaluation made a distinction between three groups of countries. Those that are eligible under the Tacis, CARDS and MEDA programmes.

2.2.2 Tempus I (1990-1994): Common socio-economic needs of CEEC transition

Mikhail Gorbachev introduced his Perestroika (“reforms”) and Glasnost (“openness”) policies in the former Soviet Union in 1985. These policies released civic forces that within half a decade put an end to the political unity of the communist world, with its command-based economy, its one party system and its own special form of universal education. The fall of the Berlin wall (1989) has since become a symbol for the end of soviet-styled socialism. This had shaped Russia since 1917, dominated Central and Eastern Europe and large parts of the Balkans since 1944, and exercised considerable political and economic influence on some of the countries around the Mediterranean till recently.

Following the fall of the wall, the main need in the CEEC countries was to leave communism behind and built new societies. The new societies were to be based on the rule of law, the separation of legislative, administrative and executive powers in the state and civil society participation in political decision making. Moreover, the new societies needed new institutions for the development of market based economics in which competition between enterprises provides the motor for innovation and economic growth.

In this period the overriding of the transition process adopted in most, but not all, of the newly emerged 27 ex-socialist countries became:

1. To establish a strong civil society as a basis for embedding the principles of democracy, stability, political freedoms and human rights; and
2. To establishing a market economy as a basis for prosperity;

These societal changes were accompanied by a strongly felt need for building up new relations and networks of contacts between West and East and for sharing western experience and expertise with people dedicated to reform. Moreover the need was identified for meeting the skills gaps of the workers and for reforming the education systems in order to raise new generations on the basis of the civic values, professional skills and social acumen needed to function in market economy based and democratic societies.

In this context of transition and societal change, three main groups of socio-economic needs emerged (North 1990), which gave rise to the Phare and Tacis programmes and to the Tempus programme. These three groups of socio-economic needs are: belief system change, institutional change and skills change/training.

Belief system change

The first of the three socio-economic needs that are identified in this evaluation as giving gave rise Tempus I is the need to change the basic 'belief system' in CEEC societies from Communism to Capitalism. This involved not just the rejection of the strong autocratic

state, which had dominated all walks of life, but also the acceptance and belief in the merits of a state model with more civil society influence in decision-making and a hands off role in the economy. It involved acceptance of the validity of the market economy model with its belief in competition, price liberalisation, private ownership and privatisation of state enterprises. Moreover, this type of change required the internalisation of new norms and values with respect to the role and responsibility of individuals, civil society, private enterprise, parliament and government in society. Especially it involved the realisation that the public good of more personal freedom in western democratic market economies is linked to less economic support from the state and more individual responsibilities for maintaining family welfare levels. This requires more sense of individualism and calls for a positive attitude towards life long learning, a willingness to change, and social appreciation for entrepreneurial and innovative behaviour.

This type of change in the world outlook and mental make-up of the populations was considered from the earliest days of transition onwards, as a precondition for creating and maintain broad public support for the social and economic reform programmes needed for the transition⁷.

Institutional change

The second type of changes needed for real transition involved the change of the institutional framework in society. This term covers legal changes, institutional development as well as changes in the public administration. To base the new society on the rule of law, new constitutions were needed. Moreover, new organisations were needed to ensure the separation of legislative, administrative and executive powers. Furthermore, a new civil code was needed introducing private law and the role of the public prosecutor needed reform in order to establish a human rights based criminal justice system. In the economic sphere, new institutions were needed to make the market economy work: price liberalisation, private ownership, competition authorities, contract law. In addition, major reform programmes were needed that aimed at the development of private enterprises and a new financial sector. Likewise, public administration reforms were needed at central and local levels, and new arrangements (taxation systems) were required to finance the changed tasks of the government. This included the introduction of social safety nets for the old, ill and weaker parts of the population, which in the communist days were taken care of by a state from the cradle to the grave.

These changes in the institutional framework of society were perceived as the major task for the new governments elected. The new laws, institutions and public administrations were perceived as the instruments for creating the incentives, checks and balances which in western-styled market-based economies prompt individuals and enterprises to adjust their behaviour in line with the opportunities revealed by the market forces (labour market, capital market, goods markets).

⁷ The importance of belief system change and institutional change for the transition process in the CEEC was first described by Douglas North, in his book *Institutions, Institutional Change and Economic Performance*. Cambridge, 1990

Skills change/Training

The third socio-economic need that was recognised early on in the transition process was the enormous need for training (new skills) that was going to arise from the transition process. In particular new skills would be needed to:

- Help promote the belief system change (in media and education).
- Help prepare and introduce the range of institutional framework changes (in the public sector) implied in the social and economic reform programmes.
- Help people function in the labour market (new organisations) of the emerging new societies.

The Commission of the European Union recognised these socio-economic needs and responded to this momentous historic opportunity for a peaceful Europe, free of the nuclear threat of the cold war, by creating the PHARE and Tacis programmes in 1989. These two programmes aimed at assisting the countries of Central and Eastern Europe in their transition towards democracy and market economies and at ensuring political stability in the region. PHARE and Tacis were considered by the EU and its Member States as the key for building up new relations with their eastern neighbours at political, commercial and civil society level.

In this context the Commission also started in 1989 the preparations for the Tempus programme, which was then established on 7 May 1990 with Council decision 90/233/EEC.

Text box 2.3 Elements of the socio-economic needs that gave rise to Tempus

1. The need for a belief system change:

- Rejection autocratic state model, acceptance civil society influence on decision-making;
- Acceptance market economy model with its belief in competition, price liberalisation, and private ownership;
- Individual responsibilities for maintaining family welfare levels
- Positive attitude towards life long learning, willingness to change, and social appreciation for entrepreneurial and innovative behaviour.

2. The need for institutional change:

- New organisations for separation of legislative, administrative and executive powers;
- A new civil code for private law and public prosecutor needed reform to establish a human rights based criminal justice system; and other legislation
- New institutions and regulations to make the market economy work;
- Reforms in public finance, taxation systems and social safety nets;

3. The need for skills change and training:

- To promote the belief system change (in media and education).
- To implement the range of institutional framework changes (in the public sector) implied in the social and economic reform programmes including legislative reforms.
- To help people function in the labour market (new organisations) of the emerging new societies.

2.2.3 Tempus II and II bis (1994-2000): different roads in PHARE, Tacis and CARDS

In the early nineties the economic reform measures started to impact on society. By the time that Tempus II was prepared and approved (Council decision 1993), the complexity and high social and economic costs of the reform processes had become visible. Stagflation (i.e. economic depression with high levels of inflation) produced the new phenomenon (in the CEEC) of high levels of unemployment. Moreover, governments faced weak social safety nets, limited capacity for legislative reforms and their implementation, sharp disruptions in public service provisions and increasing public finance deficits. On the general public this had the effect of very substantial welfare declines. These welfare declines were perceived by large parts of the populations as counterbalancing the gains in human rights and political/personal freedoms, and this weakened the resolve of many governments to strongly pursue their social and economic reform programmes.

In this context of emerging high economic and social cost of the transition process, the EU negotiated a number of Association Agreements/Europe Agreements (PHARE) and PCAs-Partnership and Co-operation Agreements (Tacis). In this setting, the reform needs of the higher education systems in the eligible countries became even more pronounced. In response to this, the Council decision of 1993 (93/246/EEC) modified the objectives and general policy orientations for Tempus and extended the programme for the period 1994-1998.

In the periods covered by Tempus II (1994-1998) and Tempus II bis (1998-2000), the countries eligible for PHARE programme support experienced enormous changes in their socio-economic conditions. The prospect for full EU membership materialised with the Copenhagen criteria (1993) and the pre-accession strategy (1994, Essen). This provided a clear strategic vision and ambition for the successive governments in ten CEEC countries⁸. This perspective was without any doubt a main motor for the socio-economic reforms that took place, for the recovery of the economies, and for strengthening democracy and civil society development. In this context Tempus II bis became a tool for 'institution building' in support of the adoption of the 'acquis communautaire' and for preparing the participation of the acceding countries in the Socrates and Leonardo da Vinci programmes.

In the countries covered by the Tacis programme, the socio-economic conditions changed in a much slower way, and the direction of the reforms had a less strategic focus. In many countries the communist legacy proved very strong, and especially the tradition of an autocratic state, strong bureaucracy and limited belief in competition and private enterprise slowed down many of the reforms. Moreover, the demise of the Soviet Union revealed how strongly many of the new smaller countries had in the past depended on welfare transfers from the central government for maintaining the living standards and social services. In many countries, welfare levels thus collapsed (see table 2.1 and the corresponding GDP index figures). By the turn of the millennium, the economic prospects were still weak and civil society development lagged behind the other regions (PHARE and CARDS). Only countries with a strong natural resource base (oil & gas)

⁸ Estonia, Latvia, Lithuania, Poland, Czech Republic, Slovakia, Hungary, Slovenia, Rumania, Bulgaria

have witnessed the beginnings of economic recovery. Under these conditions the needs for investment in higher education reforms did not change significantly and also the content of the Tempus programme did not change much.

In the Balkans the demise of the Eastern bloc, which affected Hungary, Romania and Bulgaria, was swiftly followed by the end of the Marxist regime in Albania and the break-up of Yugoslavia. From Yugoslavia emerged Slovenia, Croatia, Bosnia-Herzegovina, fYR Macedonia and the Federal Republic of Yugoslavia comprising Serbia and Montenegro. Four of the Balkan countries, i.e. Hungary, Rumania, Bulgaria and Slovenia, became part of the PHARE programme and the EU enlargement process. Hungary and Slovenia have since been invited to join the EU in 2004, and Rumania and Bulgaria expect to join as full EU members by 2006. Croatia has by and large recovered from the ethnic conflicts associated with the demise of Yugoslavia and has recently applied for EU accession status. In Albania, internal politics have had a negative effect on the impact of the reform process. Moreover, its physical isolation from the other Balkan states and its proximity to Italy have made clear that its chances for stability and prosperity are closely linked to achieving close economic ties to the EU internal market.

The other states that emerged from the Socialist Republic of Yugoslavia have suffered in the decade of the nineties from the protracted ethnic conflicts in the region. By the end of the decade, following the Dayton/Paris and Erdut agreements, the Stability Pact initiative of the EU, and the Zagreb Summit of November 2000, opened up new perspectives for peace stability and prosperity. The Stabilisation and Association Agreements link a strong commitment of the countries to regional co-operation, with the prospect of full association with the EU on a bilateral basis. In this context the CARDS programme was set up to provide Community Assistance for Reconstruction, Development and Stability. CARDS also provided the financial framework for Tempus III in the CARDS area.

2.2.4 Today's socio-economic needs in Tempus III partner countries

The need for strengthening peace, stability, democracy and a strong civil society

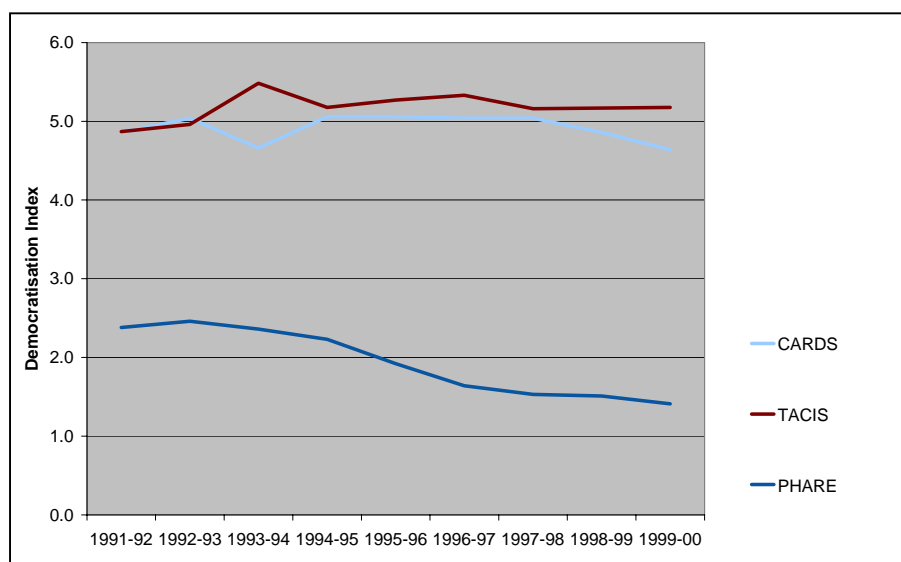
In 1990, when Tempus was established, communist governments still ruled in Central and Eastern Europe. Now communism, the unifying factor of the past has long gone in all but a few countries where the former communist leaders stayed in power. Multi-party democratic elections systems have been put in place, the human rights records of most of the states have substantially improved. Most of the countries now eligible for Tempus III funding are members of the Council of Europe. Despite these obvious achievements, the embedding in society of democracy and human rights freedoms is a complex one and the extent and depth of the reforms has varied enormously. To illustrate this, the democracy index, as published by the lobbying organisation Freedom House⁹, was analysed by the

Evaluation Team and the data were regrouped in line with the Tempus regions. The table shows that the various ex-socialist countries have followed different reform paths.

⁹ <http://www.freedomhouse.org/ratings/index.htm>

On their scale, 0 is the best score and 6 the worst. Countries who rate between 3 and 5.5 can be considered “Partly Free” and 5.5 to 6 “Not Free”. The dividing line between “Partly Free” and “Not Free” falls within the group whose ratings average 5.5. The table illustrates that as recently as 2000 Tacis and CARDS countries cannot be considered as stable democracies, whilst the PHARE countries certainly can.

Figure 2.1 The evolution of democracy in PHARE, Tacis, and CARDS countries



Source: constructed by the Evaluation Team, using Freedom house data

The need for strengthening market economy based institutions

In its series of transition reports, the EBRD has commented on the extent to which the reforms are considered by them sufficient to bring about a market economy based system of economic relations capable of producing sustainable economic growth in today's globalising world. The reports show that in most countries the main economic reforms have been put in place. However, the reform process has proven to be much more complex than expected. In most countries further and deeper reforms are needed to make the economies competitive and attractive for domestic and foreign investors, and to create the type of technology/knowledge clustering necessary for innovation, productivity growth, diversification of the economy, and employment creation in general.

One indicator for the success of the reform process is the amount of *Foreign Direct Investments* (FDI) that the countries manage to attract. EBRD data show very limited investments in the period 1991-1994. In Central Europe and the Baltic countries, FDI has steadily increased in line with the EU accession prospects. In 2002 FDI in the accession countries topped € 20 billion for the first time. In the Tacis area (NIS) investments have stagnated since 1997 and 1998. The FDI peak of some € 5 billion per year in 1998 was followed by much lower investments after the financial crisis and the depreciation of the rouble in 1998. In 2002, FDI topped the € 5 billion for the first time since 1998. In the Balkans FDI levels have been very low prior to 1997. Since then FDI levels have

recovered to some € 2.5 billion per year. The figures show that the EU accession process has provided a strong boost for the economies in the former PHARE countries.

Perhaps a much more telling indicator for the prosperity dimension of the reforms are the time series data on *Gross Domestic Product* per capita (GDP) developments between 1989 and 2001. These show that only five of the 27 ex-socialist countries have succeeded in fully recovering from the prosperity losses incurred in the transition process (Albania, Hungary, Poland, Slovak Republic and Slovenia).

In this context, the year 2000 was remarkable because it was the first time that all former CEEC countries recorded positive GDP/capita growth.

Table 2.1 Prosperity levels after a decade of reforms in the CEEC

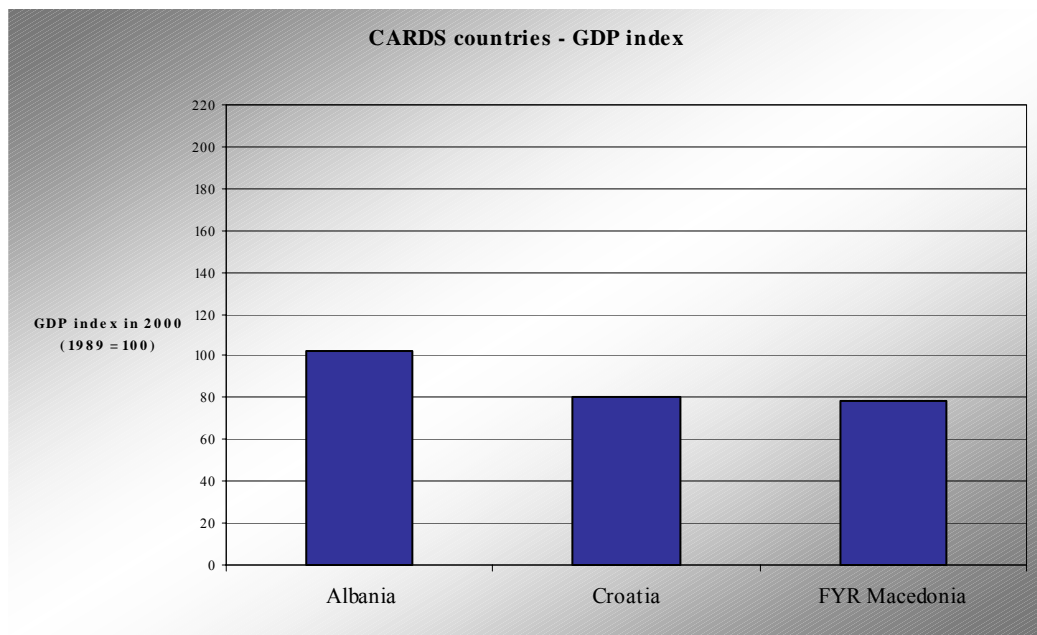
Country	GDP index in 2000 (1989=100)	GDP per capita in 2000 (in US\$)	Country	GDP index in 2000 (1989=100)	GDP per capita in 2000 (in US\$)
CARDS countries					
Albania	102	1,195	fYR Macedonia	78	1,689
Croatia	80	4,245			
Tacis countries total				59	
Uzbekistan	96	298	Russia	62	1,582
Belarus	85	807	Azerbaijan	52	507
Turkmenistan	75	415	Tajikistan	47	158
Kazakhstan	68	1,115	Ukraine	39	640
Kyrgyzstan	66	275	Georgia	34	555
Armenia	63	504	Moldova	32	326
PHARE countries total				99	
Poland	127	4,108	Estonia	82	3,409
Slovenia	114	9,319	Romania	77	1,600
Hungary	104	4,721	Bulgaria	70	1,484
Slovak Republic	102	3,736	Lithuania	64	3,045
Czech Republic	97	4,909	Latvia	63	2,935
EU member states					
Ireland	209	25,406	Denmark	125	30,239
Luxembourg	172	43,236	Greece	125	10,851
Netherlands	137	23,496	UK	125	24,556
Portugal	135	11,407	Finland	123	23,745
Spain	132	14,544	France	122	22,491
Austria	128	23,600	Sweden	119	26,421
Germany	127	23,419	Italy	118	19,128
Belgium	126	22,825			
MEDA countries					
Syria	172	1,057	Egypt	146	1,473
Tunisia	171	2,434	Morocco	129	1,186
Lebanon	169	4,785	Algeria	120	1,806
Israel	167	17,055	Palestinian Auth.	n.a.	n.a.
Jordan	165	1,479			

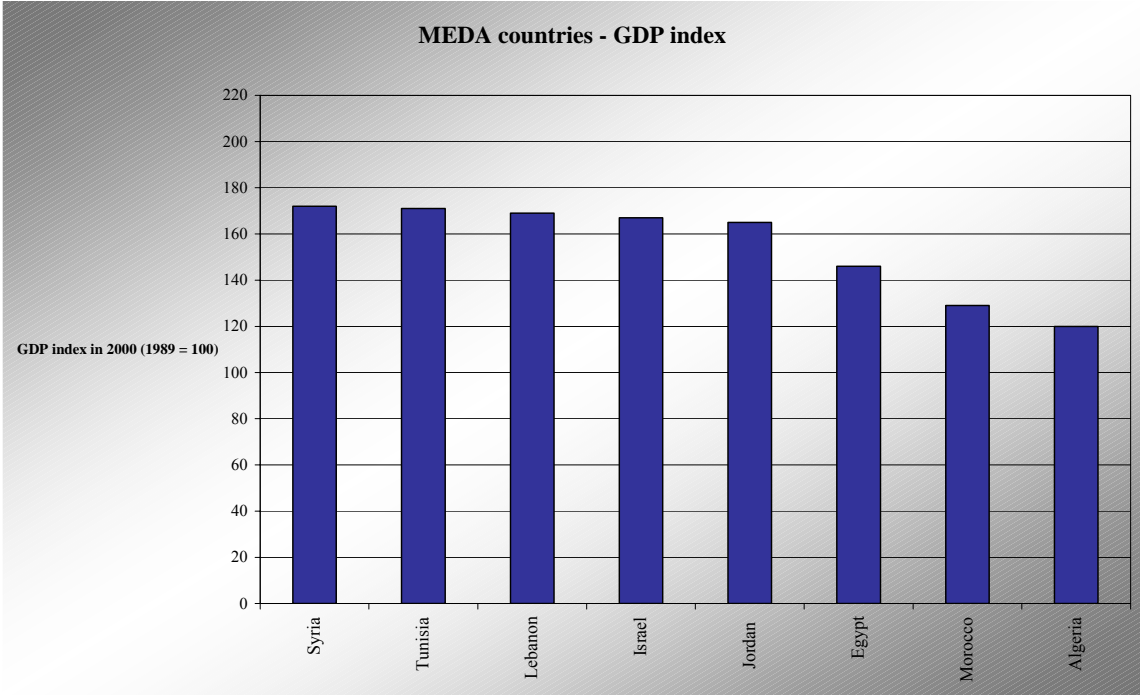
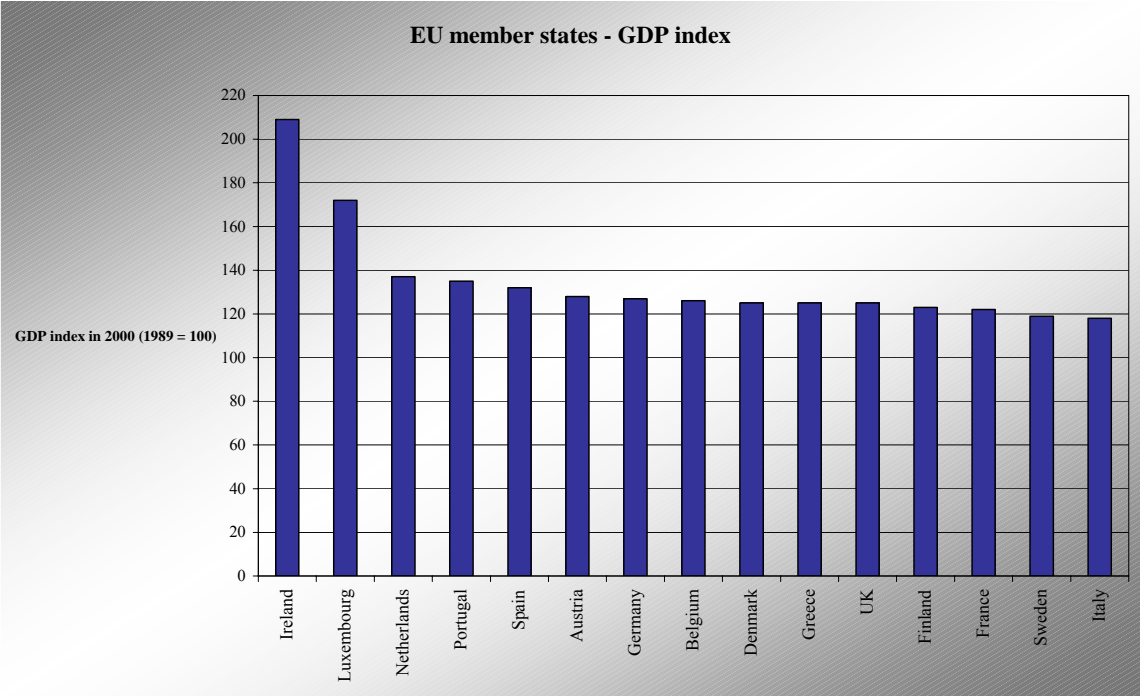
Table 2.1 shows that in the former PHARE countries the prosperity losses, which occurred in the first five years of the transition, were compensated by fairly steady growth rates in the second half of the decade. In the Tacis area the adjustment costs have been

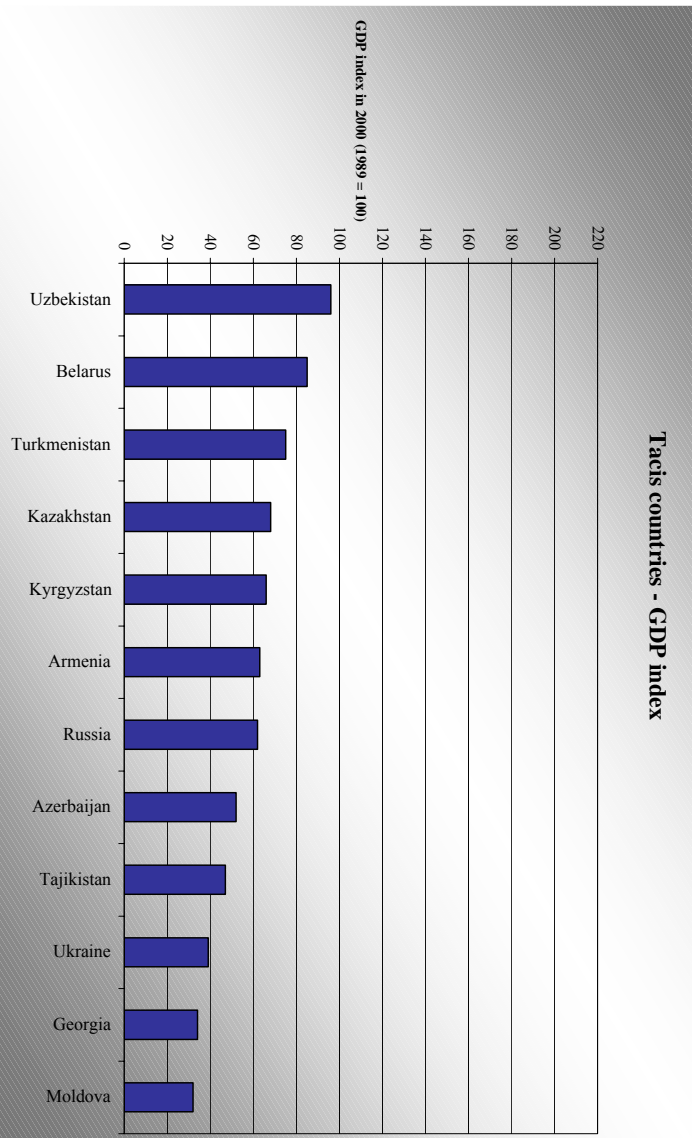
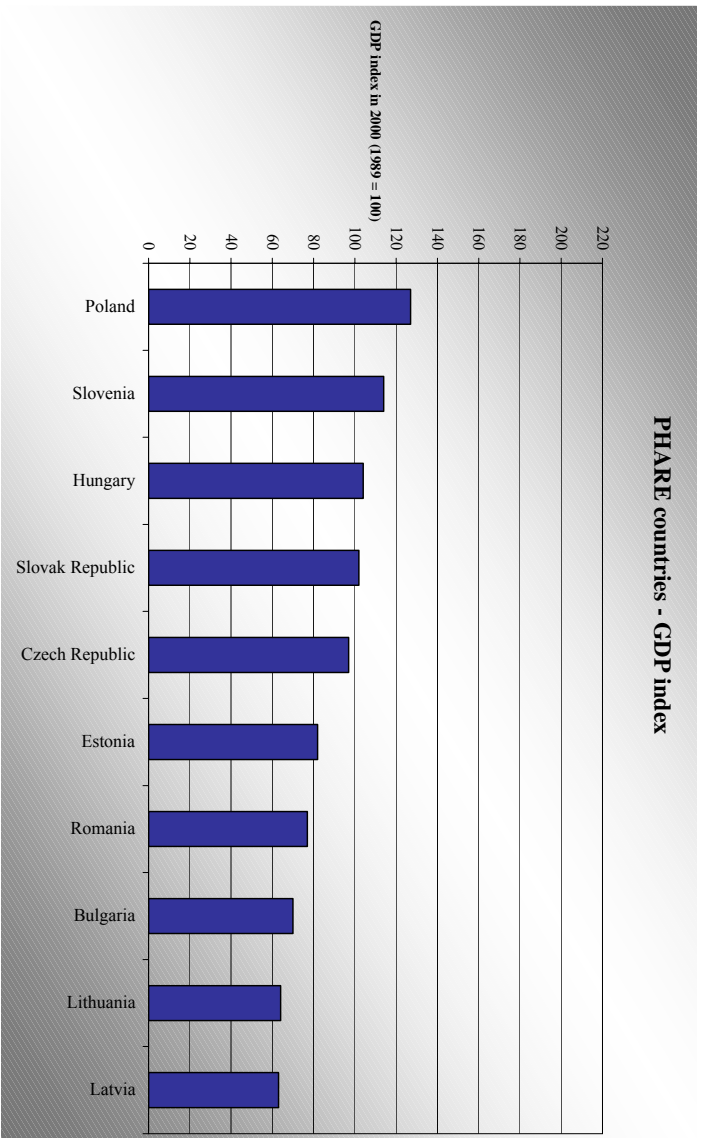
much bigger and the recovery process has been much slower, and in five of the 12 countries the GDP indicator shows that prosperity levels stand at less than half of the value in soviet times. Countries that have remained communist, have suffered the least in economic terms.

By comparison, the EU economies show a very strong economic performance with GDP figures being on average 20-30 % higher than in 1989. This indicates that the welfare gap between most EU countries and most Tacis countries (including Russia) has doubled in one decade of reforms.

The following five figures illustrate how prosperity levels have risen or fallen in the main regions and eligible countries of the Tempus programme and in the EU member states. over the period 1989-2000. The figures should be read as follows. Figure 3.2 shows for example that the GDP index of Croatia stands at 80%. This means that the GDP of Croatia has declined with 20 percent over the period 1989-2000.







The need for skills and Higher education reforms

Higher education is a complex field for comparing performance levels between countries and within country groupings over time. Education statistics available from the World Bank for the CEEC countries indicate that in the Central European accession countries public expenditure on education as percentage of GDP has more or less remained the same. In the Baltic countries efforts have been made to keep education expenditure stable, despite declining GDP levels. In the Caucasus public expenditure on education has declined sharply as percentage of GDP. If one realises that in these countries GDP levels themselves have shrunk by some 60%, it is clear that public education is now very much under-funded. In Russia, funding levels for education have declined sharply till 1999, when oil revenues improved the fiscal position of the government. Since that time funding levels have increased.

In terms of funding, the fall of communism was felt by the higher education sector in two main ways – a collapse in funding accompanied by an explosion in participation. The years that have passed since then have seen some ex-socialist countries – mostly those that are no longer eligible for Tempus funds – find innovative ways to address the obvious funding crisis this created. A lack of available capital, combined with a sector that is slow to change, has prevented this situation from developing in the Tacis countries. In Russia, for example, real levels of higher education funding are currently at around 52% of their 1991 levels, salaries are still falling in real terms and the average age of teaching staff continues to rise¹⁰. Across the Tacis and CARDS regions more students than ever before continue on to higher education, whilst funding in real terms remains around a third of levels 10 years ago¹¹.

In many of the MEDA countries, although set in an entirely different historical context, higher education has also suffered from severe under-funding almost since universities were founded. In the poorer MEDA states this is not just through sheer lack of available funds, but partly a result of prevalent thinking amongst the international donor community. Until very recently the World Bank promoted the policy that developing countries should concentrate educational expenditure on primary and secondary schooling. This policy was supported by the belief that this would be more cost-effective and provide higher short-term social returns than investment in higher education. Recently it has been realised that sustainable economic development cannot be achieved¹² without a strong higher education sector, and a domestic capacity to innovate. This new insight may explain the enthusiasm for Tempus III in the MEDA countries.

2.2.5 Today's socio-economic needs: old and new needs

The information presented above shows that **in the former PHARE countries**, the three initial socio-economic needs (Belief system, Institution Building and Skills/Training)

¹⁰ Article from 28/3/03 by Anastasia Narishkina in: www.izvestia.ru

¹¹ <http://www.worldbank.org/html/prddr/trans/marapr99/pg6box.htm>

¹² Tertiary education in the Twenty-First Century: Challenges and Opportunities." Jamil Salmi; Human Development Department LCSHD Paper Series No. 62; June, 2000. The World Bank

have substantially changed. The dominance of communist type thinking (1) has disappeared, and the institutional framework (2) is changed in line with the Copenhagen criteria for EU accession and the 'acquis communautaire'. Moreover, in terms of education reform (3) Tempus has assisted with an enormous reform effort. The invitation of the EU to eight of these countries to become full members of the EU in 2004, and to two others by 2006, testifies to the success which the reforms have had in meeting the socio-economic needs of a decade ago.

In other words in those countries, today's needs have moved away from the three main transition needs that gave rise to PHARE and Tempus. Today, the challenge facing these countries is to strengthen their economy and civil society participation within the framework of the EU. In terms of belief system changes, this requires becoming "Europeans". In terms of institutional development, the need has become to adopt deeper reforms needed to boost economic competitiveness for employment. In education terms it means further development in line with the Bologna process, to facilitate the recognition of degrees and thus mobility in the free labour market of the EU.

In the Tacis area, the legacy of communism is still very noticeable in many countries. The three socio-economic needs of the early nineties, *belief systems change, institutional change and skills change/training*, still persist today to a considerable extent. In addition one can see that two new socio-economic needs have arisen from the societal transformation process: (i) the need for investment in technology development and in entrepreneurial innovation to stimulate economic growth and employment creation; and (ii) the need for poverty alleviation and other social safety nets.

In the Western Balkans and other parts of **the CARDS area**, regional and ethnic conflict has seriously hampered progress in the nineties. The main needs of *belief system change, institutional change and training* are still very much relevant. At the same time, the stability pact and association process with the EU offers a long-term perspective of EU membership. This highlights some of today's socio-economic needs. In terms of belief system change, today's needs include: ethnic tolerance, cultural rapprochement and the adoption of EU ideas on regional co-operation. In terms of institutional change, a key need of today has become further institutional, legal and administrative reform in support of economic integration with the common market of the EU. In terms of training, today's needs are strongly linked to the Bologna process and to promoting the development of the research and entrepreneurial skills needed to help strengthen the economies, create employment and alleviate poverty.

The socio-economic needs that made the EU decide to extend Tempus III to the **MEDA countries** are recognised in the Euro-Mediterranean partnership agreements. These include: (i) the need to reduce security risks and tensions between the European and Mediterranean societies; (ii) the need for innovating and modernising Mediterranean societies and strengthening their economic competitiveness in the globalising economy; and (iii) the establishment of a Euro-Mediterranean free trade area, which will further facilitate, amongst other, the temporary migration of labour. Belief system changes, institutional changes and skills change/training are the underlying needs in the above.

Text box 2.4 Socio-economic change in the CARDS region

Of the countries now eligible under Tempus III in the CARDS region¹³, Albania was the first to embark on a programme of reforms and already in 1992 it became eligible for Tempus. Bosnia-Herzegovina and FYR Macedonia became eligible in 1996, and more recently Croatia and the Federal Republic of Yugoslavia (now Serbia and Montenegro) became eligible. The nineties were to a large extent a lost decade for this part of Europe. Violent ethnic conflict reached out to many of the countries and only in the last few years has peace and stability returned to the region.

Following the Dayton/Paris and Erdut agreements, the EU launched its Stability Pact initiative, which aims to bring long-term stability and prosperity to the region and which resulted during the Zagreb summit of 24-11-2000 in the Stabilisation and Association process. This process aims at the establishment of a dependable rule of law, democratic and stable institutions and a free economy in the region. Moreover, the Stabilisation and Association Agreements represent the commitment of the individual countries and the EU to complete over a transition period a formal association with the EU. Also the prospect of accession is not excluded for countries, which in due course can meet the Copenhagen criteria and can adopt the *acquis*.

Croatia has in the mean time applied for accession status. For the other countries this may not be feasible within the next decade. On the other hand, the Stabilisation and Association process provides a clear strategic vision for the countries in the region. This strategy involves bilateral co-operation with the EU for the gradual implementation of a free trade area and reforms designed to achieve the adoption of EU standards with the aim of moving closer to the EU, and eventually joining the common market. In addition, the Stabilisation and Association Agreements provide the framework for regional co-operation to strengthen the political and economic stability in the region.

In this context the CARDS¹⁴ programme was established to assist with the economic reconstruction needs and the reintegration of the region in the wider European infrastructure networks. Key socio-economic needs identified in the Stabilisation and Association Agreements are: regional co-operation; academic co-operation; institution building; and reforms to promote economic growth, employment creation and poverty alleviation.

2.2.6 Summary of the analysis

In the early nineties the main challenge for peace, freedom and prosperity in Europe was widely perceived as the transition of Central and East European countries from 50 years of communism in the CEEC (and 70 years in Russia) to market-based economies and democracy. Ten years later the necessary reforms underpinning this transition are in varying degrees in place.

The socio-economic needs that gave rise to Tempus I and II have to a large extent been met in the eight countries invited to join the EU in 2004. In the Tacis and CARDS areas,

¹³ Croatia, Bosnia-Herzegovina, Serbia-Montenegro-Kosovo, Macedonia and Albania,

¹⁴ Community Assistance for Reconstruction Development and Stability (CARDS)

however, the three socio-economic needs of belief system changes, institutional reforms and training are still very much prevalent today.

In the first years of the new millennium, additional and arguably even more complex socio-economic needs arose from the goals to secure peace, freedom and prosperity in Europe and its neighbouring regions. Today the goals to secure peace and freedom call for the need to build a constructive dialogue and co-operation between the great civilisations and cultural traditions that have for millennia shaped societies and countries in the enlarged European Union and its neighbours. These neighbours include the accession, associate and partner countries in Central Europe, the Balkans, the Mediterranean, the Caucasus and the Asian states of the former Soviet Union. Moreover, the prosperity goal translates in the need for employment creation and poverty alleviation, diversifying the sources of economic growth, building state capacity for economic management, managing the macro-economic frameworks (fiscal and monetary) in the partner countries, and boosting competitiveness, with further institutional reforms and higher investment (including FDI) levels. In this strategic context, the new socio-economic needs are further regional co-operation, integration with the EU economic space and investment in higher education and training.

Therefore, whereas the socio-economic conditions in the Tempus I, II and III countries have changed over time, The Evaluation Team concludes that Tempus remains relevant. The present socio-economic needs represent challenges for training and for the higher education sector reforms in the Tempus III partner countries, which are no less formidable than those addressed by Tempus I and II.

The agenda for the first decade of the new millennium includes: an intensified cultural dialogue; enhanced regional co-operation; catching up in science and ICT; development of economic free trade zones with the EU (Tacis and MEDA); and further economic integration with the EU (CARDS). Belief system change, institutional change and skills changes remain in this context the key areas for intervention. Reforms aimed at meeting these needs and partnership programmes like Tempus are therefore very much needed today to ensure that the EU and its neighbours become a prosperous and peaceful group of countries in the highly competitive globalising world that is taking shape.

Text box 2.5 Observations from Tempus stakeholders on the relevance of Tempus

- “The most important investments are investments in people. In TEMPUS projects the purchase of new technology, especially computer technology, is emphasised but since computer technology is outdated within 4-5 years these purchases become unimportant.”
- “The TEMPUS programme has proved to be one of the most daring ideas of this decade.”
- “Experience shows that it is the intangible outputs of the projects – changes in people – that are the most important factor in ensuring the sustainability of the process of change”.

Source: Interviews by the Evaluation Team

2.3 Education conditions and Tempus III objectives

Do the objectives of the programme correspond to the existing education conditions in eligible countries?

2.3.1 Approach and methodology

The approach to this question involved a description of the education legacy of the Soviet times, a review of the main achievements in higher education reforms in the eligible countries and an assessment of today's needs for further reforms in higher education. In addition the changes in the Tempus programme over time were identified especially in its rationale, objectives and its tools. On this basis the conclusions were drawn on the question to what extent the objectives of the third phase of the Tempus programme are in line with today's higher education needs in its partner countries.

Main information sources for this analysis were the review of expert literature, and the discussion during the three regional workshops, which were held in Moscow (15th April 2003), Almaty (29th April 2003) and Skopje (13th May 2003). In addition the Council decisions on Tempus, the Tempus Guides for Applicants, the Tempus annual reports and previous Tempus evaluations have been the source documents for this assessment.

In the three workshops the participants were asked to discuss the following two questions:
Question 1: What are the main achievements of reform in the higher education sector?
Question 2: What are the biggest challenges facing the higher education system?

To stimulate debate, country background discussion papers were prepared by the education experts of the Evaluation Team¹⁵. The main results of these workshop discussions are presented in section 2.3.3.

2.3.2 The Soviet heritage in education

Universal education and high literacy rates were one of the achievements of soviet-era education, and in some areas of higher education and research, the Soviet results could compete with the best in the West. On the whole, however, quality of the socialist education system was poor. It had a number of features that restricted the general quality and that has since been recognised as systemic weaknesses from a transition point of view.

In the primary and secondary education system, the civic values and professional and social learning goals were based on the communist ideals of the benevolent state and workers serving the state. This communist ideology helped to shape discipline and good citizenship, but did not reward independent thinking and other norms and values, such as a competitive and problem solving attitude, openness and self assertiveness, which in market economies are considered to be important for the labour market.

¹⁵ The discussions and the background papers are available under separate covers: Moscow Workshop report; Almaty Workshop report; and Skopje Workshop report

A recent study shows how difficult it has proved to be to bring about fundamental change in education. In the context of the PISA project (OECD) a cross-country comparison was made of 15 year olds from 43 countries using data of the year 2000. The study focused on reading skills and especially on the information that students can pick up from complex texts. The study showed that Russia and Lithuania were the poorest performers of the participating countries, which included amongst others EU members, the EU accession countries and countries from Latin America.

In the field of higher education, the Soviet legacy showed high participation rates and high academic standards in theoretical and applied sciences; little funding for humanities and curricula with substantial attention for political ideology; narrow focus of higher education and vocational training specialisation; institutional separation between academic education and science/research; strong central management; weak links amongst universities and between higher education institutions and society; rapidly declining levels of funding; and a virtual lack of links with the emerging ICT revolution that was happening in the West.

2.3.3 Main achievements in higher education reform

What are the main achievements of reform in the higher education sector?

Information source 1: The literature review

Education reforms in the CEEC are addressed in studies undertaken by the OECD, UNESCO and the World Bank. These studies (see the Appendix on the Bibliography) provide a useful background for understanding the main legal changes that have taken place over time, and the implications for the autonomy and accreditation of higher education institutions, funding issues, democratisation, etc. The studies, however, have little value for this evaluation because they do not explicitly look at needs of the transition societies for people with higher education. In fact, most studies ignore this important issue.

Information source 2: The Moscow workshop report

The Moscow Workshop made clear that in general terms the education system has been innovated and the quality has improved, amongst others thanks to international co-operation and donor support, including the Tempus programme. More specifically, the following specific achievements were mentioned:

Belief system changes. Teachers and students have benefited from traineeships including Tempus mobilities and this has resulted in skills upgrading and mentality change

Institutional changes. New HEIs have emerged to meet the market's demand for specialists majoring in specific professions.

Curricular reforms. New professions and courses are introduced including political science, ecology, economics, public administration, corporate finance, management, marketing, business IT, etc. Other curricula were radically changed including: sociology,

psychology, law, philosophy, public finance, etc., which before perestroika in Russia totally differed from world standards; and more modern languages are now common

Didactic improvements. In universities, which had access to the donor funds, new methods and techniques were introduced as well as access to new tools, such as textbooks, training materials, methodologies, distance learning and internet.

Networking. With donor support and for this Tempus was the largest programme, new sustainable partnerships have developed and also old intra-CIS contacts were restored, which were lost due to Soviet Union's collapse).

Access to higher education has increased:

- Enrolment rates have gone up from 30-35% at the end of the 1980s to about 60% today.
- Number of students per 10,000 citizens has increased from 176 in the 1993/94 school- year to 327 in 2000/2001 (the highest level before Perestroika reached 219 in the 1980s).
- Number of higher education institutes has increased from 514 in 1990/1991 to 965 in 2000/2001.
- Number of non-state higher education institutes has increased from 78 (14% of total higher schools) in 1993/1994 (earlier data are not available) to 358 (37% of total) in 2000/2001¹⁶.

Information source 3: The Almaty workshop report

In the Almaty Workshop the key achievements mentioned by the participants for the period 1991-2002 were in many respects similar to the ones listed above for Moscow, though especially in the field of institutional change, the achievements have been different. Some strengths and weaknesses of the achievements are reproduced below.

Strengths: Institutional changes and increased open access to higher education.

1. The changes are embodied in the first Law on Education of 1992, which was later changed in 1999 and amended in 2001; The Law on Higher Education, later merged into Unified Law on Higher Education. This provides for the introduction of two-stage system, the Bachelors and Masters degree and the introduction of a nation-wide testing system for the enrolment of students in Higher Education Institutions. This new system is linked to state grants and loans for the best students¹⁷. This has created competition between universities and this is expected to improve the quality of education.
2. Also in Kazakhstan a large number of new HEIs were established and licensed
3. The state has earmarked eight national and 14 regional universities (100% state owned) for development as centres of

¹⁶ Sources: Enrolment rates: A. Markov, the WB; other data: RF Statistical Yearbook 2001

¹⁷ Previously this existed only for state funded HEIs, now for all Higher Education Institutions, public and private. This comprises a set of nation wide tests. Testing period started in 2003 on 28 July. Students can apply to three specialities at a time. Money comes with the students. Students choose and money is transferred. This creates competition between universities. Last year 23,000 on a total of 125,000 newly enrolled students received state funding

4. The number of students enrolled in higher education has increased from 175/10,000 (in 1992) to 200/10,000 (in 2002).

Weaknesses

1. Unbalance between secondary and higher education enrolment levels.
2. Large variations in the quality standards of especially the newly established HEIs.
3. Employability, i.e. limited match of supply from HEIs with market demand.
4. The process of setting state education standards and the processes of attestation and accreditation does not include consultations between Ministry of Education and civil society organisations such as employers associations.

2.3.4 Today's priorities for investment in higher education

What are the biggest challenges facing the higher education system?

Information source 2: The Moscow workshop report

In Moscow, the participants identified five groups of priorities:

1. Improving the quality and content of higher education institutions
2. Better co-ordination with labour market
3. More progress with organisational reforms
4. Increasing the higher education budgets and/or improved financing
5. Reducing the inequalities in access to higher education
6. Integration into the European Higher Education Space and adoption of the elements of the Bologna declaration

For more details reference is made to the Final report on the second phase of the Tempus programme¹⁸, and to the workshop reports¹⁹

Information source 3: The Almaty workshop report

In Almaty, the challenges for Higher Education System reform were seen as follows:

1. Strengthening regional ties. Strengthening the Eurasia Higher Education space²⁰.
2. Improvement of the state accreditation system.
3. Quality improvement, including state attestation and assessment systems.
4. Improvement of system of budget funding
5. University management, including democratisation.
6. Employability: the customers are not the students but the employers.
7. Strengthening of the technical sciences.
8. Further higher education reforms, including the Ministry of Education itself.

Information source 4: The Skopje Workshop report

The discussions in Macedonia revealed as priorities for higher education reforms:

1. Full participation of the university in the joint European space for higher education.
2. Curriculum development as entry point for reform.

¹⁸ Reference: ECORYS-NEI, Final report on the second phase of the Tempus programme, 28 October 2003

¹⁹ Reference: ECORYS-NEI, Tempus evaluations, Technical Annex to Lot 1 & Lot 2, 24 October 2003

²⁰ The Agreement on joint educational space signed in 2002 in Astana covers Russia, Belarus, Kazakhstan and Kyrgyzstan

3. University management reform and reorganisation of the university/faculty structure
4. Better adaptation of higher education to labour market needs

Information source 5: The Brussels Workshop report

The lessons learned workshop contributed to the understanding of the Evaluation Team of four main challenges facing societies and the higher education sectors in the Tacis, CARDS and MEDA regions

1. In today's society the importance of higher education is underestimated and substantially higher levels of education spending will be needed to enable the countries in the Tacis, CARDS and MEDA countries to participate in the information and technology advancement society that is evolving (see box 2.4).
2. The importance of the role of Universities not only as centres of learning and research but especially as centres of culture, cultural tolerance and agents of change in society is underestimated. Universities can also play a key role in cultural rapprochement as well as in supporting socio-economic integration processes in MEDA, CARDS and Tacis countries with the EU (see box 2.5).
3. In the context of the Bologna process the modernisation of higher education reform supported by Tempus needs to be deepened by reaching out to more HEIs and by deeper university management reforms (see box 2.6).

Text box 2.6 The challenge of the information society

'So far Tempus was mainly about social sciences, but technology/knowledge remains behind. New technologies are essential. Is Tempus able to evolve and be more open to these highly competitive issues?'

'The development of the information society constitutes a major and fundamental change in the world. Technology is a precondition for productivity, which is in turn a precondition for a stable economy. The information society is a reality now. The former Soviet Union lost the battle in the fifties. Today 60-70% of the information technology is controlled by the USA, and this is power. If you lose it, you are at the back. Tempus needs to integrate this fact. Enormous changes took place in the past ten years especially'

'Technology is now concentrated in the USA and EU. The Lisbon Strategy adopted in 2000 aims at making Europe the "most competitive and dynamic knowledge-based economy in the world by 2010". CARDS countries are yet far away from participating in such an economy. Human resources and top talent are the key to the future and this has to come from education. Definitely the aim of a strong economy is the end point of the higher education investment (and Tempus) process'.

Source: Participants of the Brussels workshop

In this context the following quotations from participants of the Brussels workshop are also relevant:

- "Macedonia deals with IMF and WB. They treat education as spending money, not investing in a development tool. This approach needs changing".
- "In order to maintain the achievements of the past decade in education and in order to help our countries to catch up in development with the standards of higher education

in the EU, let alone the US, substantially higher levels of investment in education will be needed in the next decade".

- "If the initial premise is peace and stability, then to retreat now would be short sighted. Anchoring is important now, consolidation in order not to lose what we gained. Investment in education is a long-term process. Ten years is not a long time. The EU should continue to support it because of the multiplier effect. Higher education has its own pedagogical justification".

Text box 2.7 The challenge of increasing the role of universities in society

Quality improvement in teaching: student needs

- Academic learning (curriculum development, teaching methods)
- Social learning (exposure to cultural diversity and respect for international human heritage)
- Employability (study places and apprenticeships with employers in public and private sector)

Strengthening the HEIs role as Agent for change: society needs

- Institutional building: training of professionals in other organisations
- Policy feedback: research and policy advice
- Dissemination of education principles down the education chain (teacher training)

Modernisation of university management

- Democratisation and transparency
- Autonomy and finance
- Internalisation of the Bologna process

On the issue highlighted in text box 2.5 the workshop participants perceived that higher education institutions have a key role to play as agents of change in society, as centres of culture and learning, research and education and as centres of innovation in the social and economic field.

The following quotations illustrate the sentiments of the participants of the workshop.

- “Rapprochement of cultures is evidently a need of both the partner countries and the EU. For them as for us, what better agent than universities to realise this need”
- “Tempus had two stages. The first was to improve the content of higher education in social-economic sciences in Eastern Europe and this is (at least partly) achieved now. The next stage Tempus should improve the understanding of the importance of higher education. Aim to impact managers, decision-makers. This implies a move from curriculum development to the political needs for higher education in society”

Text box 2.8 The Bologna process

The Bologna process aims to establish a European Higher Education Area. The European Ministers of Education pledged in June 1999 to reform the structures of their higher education systems in a convergent way, while safeguarding the fundamental values and the diversity of European higher education. The year 2010 was defined as the target date for the achievement of the action defined by the Bologna declaration.

The actions include:

- Adaptation of a common framework of readable and comparable degrees
- Introduction of undergraduate and postgraduate levels in all countries, with first degrees no shorter than three years and relevant to the labour market
- Introduction of credit systems compatible with ECTS
- Promotion of a European dimension in quality assurance
- Elimination of remaining obstacles to the free mobility of students and teachers.

The importance of these actions for regional and international mobility has been recognised in the wider Europe; and in many of the neighbouring countries the higher education authorities and higher education institutions have started to set in motion policies aimed at Bologna compatible reforms.

Source: adapted from the publication: Tempus in the Western Balkans, ETF

The Bologna process is seen as the key for the future development of the European Higher Education Space. Tempus is an important channel for further contacts. As such it is important for all Tempus eligible countries to adopt reforms at university level, which bring their education programmes in line the Bologna principles.

- "The Bologna process is a key for the future development of the European Higher Education Space. As such it is important for all Tempus eligible countries to adopt reforms at university level, which bring their education programmes in line the Bologna principles".
- "An important reason for the success of multilateral co-operation in Tempus is that the European universities themselves are interested in contact with Eastern Europe. Tempus is an important channel for further contacts. "Bologna is key for us and will make a real change. We are actively looking to attract students from other countries to our Masters programme"

Summary of the workshop findings

The data drawn from the workshop reports make clear that the participants perceived not a diminishing but an increasing need for further investment in the higher education sector. The participants envisage that the Higher Education Institutions will play a key role in the development of their societies, not only as bearers and transmitters of culture and civilisation, and as centres for learning and research, but also as agents for wider change in the reform process. Furthermore the Bologna process is recognised as an important

horizontal need across all countries eligible for participation in the third phase of the Tempus programme.

2.3.5 The change in Tempus' objectives over time (1990-2000)

In this section of the chapter it is analysed to what extent the Tempus programme has been adapted over time by the Council of Ministers to respond in a reactive or proactive way to the changes in education conditions in the eligible countries.

The objective of Tempus I (1990-1994): mobility

Text box 2.7 highlights that Tempus I focused especially on meeting the need for personnel exchanges and mobility. These were seen as key instruments for knowledge transfers and for embedding the new window of opportunity for peace in new networks of contacts and emerging economic relations.

Text box 2.9 Highlights of The Council decision that established Tempus

Training has been identified as one of the priority areas for co-operation, particular in providing the opportunities for mobility and exchange with Member States and an immediate response to identified training needs in Central and Eastern Europe.

The experience and expertise gained within the Community in the areas particularly of inter-university co-operation and student exchange as well as industry-university co-operation should be drawn upon to create a companion scheme designed to develop co-operation and mobility between the Community and countries of Central and Eastern Europe in the training field.

Such co-operation will facilitate the development of the higher education sector and promote closer understanding and mutually beneficial contacts in the area of training.

Such a scheme forms part of, and should be closely coordinated with, the overall programming of priorities and funding for Community aid to the CEEC, including the work of the European Training Foundation. Such a scheme could make an important contribution to the effective provision of training assistance to countries of Central and Eastern Europe eligible for economic aid to support the process of reform.

Source: Council Decision 90/233/EEC

Tempus I (1990-1994) addressed these issues with a bottom-up approach to higher education reform. This first phase of Tempus ran for four years from 1990 to June 1994. During this period 13 countries became eligible under Tempus PHARE. In total around € 320 million was committed from PHARE funds for academic co-operation projects initiated at department levels and linking departments of universities in the partner countries with departments of universities in the European Union. In this way an immense network of personal relationships between tens of thousands of academics was

formed and hundreds of departments benefited from mobility grants, student exchanges, curriculum development, new computers and internet linkages.

Text box 2.10 The mood of the times

“What they need in Poland, Hungary and Russia is one hundred thousand western accountants”
(Dutch Minister of Finance, 1990)

“Training is essential to prepare citizens for the challenges of a competitive economy and for a multi-party system where civil society should play an ever greater role” (Council decision 90/233/EEC).

“Mobility, teaching staff exchanges and building new partnerships are effective instruments for starting up the reform processes in higher education” (Tempus I evaluation)

The objectives of Tempus II (1994-1998): CD and UM

The evaluation of the first 18 months of Tempus and further consultations in the partner countries provided the Commission with the insight that the value of the Tempus programme could be further enhanced. In addition to promoting exchanges and mobility in general, it was recommended that the Commission should aim the programme more towards the emerging needs associated with Curriculum Development, University Management as well as specific short-term training. These insights resulted in the reformulation of the objectives for the Tempus II programme (1994-1998).

Text box 2.11 The wider and specific objectives of Tempus II

The objectives of Tempus II are to promote - as part of the overall objectives and Guidelines of the PHARE and Tacis programmes in the context of economic and social reform- the development of the higher education systems in the eligible countries, through as balanced a co-operation as possible with partners from all Member States of the Community.

Specifically, Tempus II seeks to help the higher education systems of the eligible countries to address:

Issues of curriculum development and overhaul in priority areas.

The reform of higher education structures and institutions and their management.

The development of skill-related training to address specific higher and advanced level skill shortages during economic reform, in particular through improved and extended links with industry.

Source: Council decision 93/246/EEC

Objectives of Tempus II bis (1998-2000) - IB for EU accession countries

In the euphoria that followed the dissolution of the socialist “East” block, the invitation to accede to the European Union “when the time is right” was extended to the PHARE countries by the then President of the EC Jacques Delors. These words, which were spoken even before the introduction of the PHARE and Tacis programmes of European assistance, were followed in 1993 with the adoption of the Copenhagen criteria, which started the EU enlargement process.

The Copenhagen criteria (1993) were followed by the Agenda 2000 (1997) and in subsequent Council meetings the progress of the candidate countries was monitored. Finally, at another meeting in Copenhagen on 13 December 2002, the European Council completed the accession negotiations with eight countries of Central and Eastern Europe (Estonia, Latvia, Lithuania, Poland, Czech Republic, Slovakia, Hungary and Slovenia) as well as Cyprus and Malta. On 1 May 2004 they will join the EU.

Text box 2.12 The Copenhagen criteria and the *acquis communautaire*

At the Copenhagen European Council, the Member states agreed that “the associated countries in Central and Eastern Europe that so desire shall become members of the European Union as soon as an applicant is able to assume the obligations of membership by satisfying the economic and political conditions required”

Stability of institutions guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities.

The existence of a functioning market economy as well as the capacity to cope with competitive pressure and market forces within the Union.

The ability to take on the obligations of membership including adherence to the aims of political, economic and monetary union.

Furthermore, the candidate country has to have created the conditions for its integration through the adjustment of its administrative structures, so that European Community legislation transposed into national legislation can be implemented effectively through appropriate administrative and judicial structures.

The Council decision on Tempus II bis (1998-2000), renewed and reoriented the Tempus programme in line with this EU enlargement process. In particular Tempus II bis emphasised the importance of JEPs for institution building purposes. This term was defined in the Tempus context as: training courses for institution building aimed at public administration reform and civic society development.

In this context Tempus II has been the main assistance programme available to the higher education institutions in the PHARE, Tacis (and what is now called the CARDS) areas to prepare and participate in these momentous changes. In the third phase of Tempus (2000-2006) the acceding and accession countries are no longer eligible for Tempus funding. Instead they will have access to the higher education programmes of EU, such as Socrates and Leonard. The second phase of Tempus has been instrumental in preparing the higher

education sector in those countries for participating in the European Union on an equal footing, and for that purpose the vast majority of the Tempus II and Tempus II (bis) funds have been used.

Objectives of Tempus III (2000-2006): renewal and reorientation

The objectives of Tempus III (2000-2006) are set out in two Council decisions:

- COUNCIL DECISION of 29 April 1999 adopting the third phase of the trans-European co-operation scheme for higher education (Tempus III) (2000-2006) (1999/311/EC);
- COUNCIL DECISION of 27 June 2002 amending Decision 1999/311/EC adopting the third phase of the trans-European co-operation scheme for higher education (Tempus III) (2000 to 2006) (2002/601/EC).

The decision of 1999 extended the programme for the period 2000-2004 in the Tacis and CARDS programmes. The decision of 2002 further extended the programme with two years (2005 and 2006) and extended the coverage of Tempus to the countries eligible under the MEDA programme of EC assistance. In financial terms this meant that approximately € 60 million per year will be available for the three regions combined.

The sentences, which are indicated with italics in Text block 2.11, identify the elements of renewal and reorientation in the objectives of the third phase of Tempus compared with the second phase of Tempus.

Text box 2.13 The objectives of Tempus III and the adaptations

Wider objective

In line with ...*(various regulations)*... the aim of Tempus III is to promote the development of the higher education systems in eligible countries, through the most balanced co-operation possible with partners from all the Member States.

Specific objective

More specifically, Tempus III shall:

- (a) Promote understanding between and rapprochement of cultures, develop free and flourishing civil societies; *(NEW, not included in Council decision 1999/311/EC)*.
- (b) Facilitate the adaptation and development of higher education to better respond to the socio-economic and cultural needs of the eligible countries by addressing:
 - (i) Issues relating to the development and reshaping of curricula in the priority areas.
 - (ii) Reform and development of higher education structures and establishments and their management.
 - (iii) The development of training leading to such qualifications as will remedy the shortage of high level skills needed in the context of economic reform and development, particularly by improving and increasing links with industry.
 - (iv) The contribution of higher education and training to citizenship and the strengthening of democracy *(NEW included in 1999/311/EC, not included in 93/246/EEC)*.

The main aim of Tempus III reflects the basic understanding of the Council of Ministers and its partner country authorities that the development of the higher education sector is essential for meeting the training needs that arise from the main socio-economic transition challenges in the Tempus III eligible countries.

The main aim of Tempus furthermore, reflects the basic assumption underlying the Tempus intervention logic that the fastest way to change the mental fabric of society is to focus the investments in training on the students of higher education institutions. They can be expected to hold, in the near future, positions of responsibility in their society. There they can apply their skills and disseminate what they have been taught. Thus the beneficiaries of investment in higher education cover all public and private sector organisations, including primary and secondary education establishment where they may hold positions as teachers.

The first specific objective listed above reflects the recognition that no society or regional grouping of countries can benefit from development in isolation. The authorities in the EU and its neighbours in the Tacis, CARDS and MEDA countries recognised this and signed co-operation and association agreements to ensure against the economic risks of marginalisation and against the political and security risks of intolerance between cultures or societies. In this context higher education is seen as one of the tools which society has to promote the rapprochement of cultures and to promote free and flourishing civil societies.

In particular universities are considered to be the centres of culture tolerance, and in this context this objective of Tempus III should be understood. It implies that Tempus Curriculum Development JEPs should give explicit attention to the promotion of common civic values in addition to academic values. Civic values include integrity, decency, tolerance, openness for critical and constructive dialogue, and respect for other cultures. The academic values cover amongst other research standards, rational thought over emotional opinions, dialects and critical self-reflection on beliefs, values and norms.

The second specific objective illustrates the wide range and flexibility of the programme, addressing needs of the eligible countries and discussed in the first sections of this chapter.

2.3.6 Summary of the findings and analysis of the relevance of Tempus' objectives

The analysis presented above leads the Evaluation Team to conclude that the objectives of the Tempus III programme correspond well with the existing education conditions in the eligible countries.

Tempus stakeholders all perceive Tempus III as a most important programme. Its main objective reflects the basic understanding of the Council of Ministers and its partner country authorities that the development of the higher education sector is essential for meeting the training needs that arise from the main socio-economic transition challenges in the Tempus III eligible countries. Moreover, the Council decisions and

Guidelines for Applicants provide for continuity as well as for renewal and re-orientation in line with the main policy orientations outlined above and are in accordance with the higher education conditions in the partner countries.

The quality of the higher education enjoyed by the majority of students in Tacis, MEDA and CARDS countries, as well as the institutional strength of the concerned universities are still in need of substantial improvement. This conclusion emerged as a clear consensus from the four workshops where the question was discussed as well from all interviews held with members of the private sector (employers) in partner countries and higher education specialists. It was stressed that there is still a substantial mismatch between demand from the labour market and skills provided by HEIs.

In Tacis, basically the needs are much the same as ten years ago. Even though some visible changes have taken place, most of these are situated on the lower half of the range from awareness raising to in-depth curriculum reform. Mostly, in faculties where changes took place, curricula have relieved from the excess political/ history weight, but they have not been truly reformed because that is a lengthy, painful, intensive, costly process that will take another decade or two. Those curricula that have been improved are exceptions. In the Russian Federation, the differences within the country are many times larger than the difference between top range Russian and EU universities. Even the discussion on the value of free-market economics is not closed, as evidenced by a recent meeting in Moscow State University following a letter from the Ministry of Education advocating the abolishment of western style economics education.

In CARDS, the Stabilisation and Association process, the Bologna process and the very low levels of public spending on higher education, as well as the need for further university management reforms are the driving forces behind the demand for further investment in higher education and the strong interest for participating in Tempus.

In MEDA, our sources of information are sparser as the programme has only just started in this area. These countries have not known a trend break comparable to the onset of transition in Central in Eastern Europe. Although these economies are in development and needs are high, they have functioned according to market principles for a long time and their academic staff has been less isolated from the international academic forum than in CEE countries. The first round of JEP applications submitted seems to indicate that demand from institutions in MEDA partner countries is very focused, universities have a clear picture of the benefits they expect from the programme and they make an informed choice of field and partner.

Continuity is provided with the objective that Tempus III shall facilitate the adaptation and development of higher education to better respond to the socio-economic and cultural needs of the eligible countries. **Renewal** is provided by the new objective that Tempus II shall promote understanding between and rapprochement of cultures, and develop free and flourishing civil societies. **Reorientation**, furthermore, is provided in the Guidelines for Applicants by means of a set of common orientations based on the Bologna process, the PCA agreements with Tacis countries, the Stabilisation and Association agreements with CARDS countries and the Euro-Mediterranean agreements with MEDA countries.

Based on past experience (see also section 2.4) it is reasonable to expect that Tempus III shall be able to make significant contributions to the adaptation and development of higher education to better respond to the socio-economic and cultural needs of the eligible countries. It is, furthermore, reasonable to expect that Tempus III shall promote understanding between and rapprochement of cultures, and thus also shall contribute to developing free and flourishing civil societies.

The PCA agreement with Tacis, the Stabilisation and Association agreements with the CARDS countries, and the Euro Mediterranean Association agreements, as well as the Bologna process, provide a framework for horizontal programming orientations, which may further increase the relevance of the programme for the Tempus III eligible countries.

In the 1970s many studies demonstrated the cause-effect relationship between the level of investments in higher education and the pace of economic development and welfare creation. Since those days the pace of economic development and welfare creation has become further intertwined with progress in science, technology, innovation, and entrepreneurship. Looking at the future, it should be obvious that the importance of the education sector, and in particular of the higher education sector, in the fortunes of societies will further increase. This observation prompts the Evaluation Team to underline that it is important that governments in the countries covered by the third phase of the Tempus programme make serious efforts to increase investment levels in education. Moreover, efforts should be made to implement education reforms, which aim to strengthen the role of higher education institutions as agents of change in society. In this context one can perceive Tempus III as a most important partnership programme.

"The success of Tempus is due to the combination of sustainability and flexibility, demonstrated in the changes from Tempus I to Tempus II to Tempus III. National priorities adapt each year. In Thessaloniki, the EU reiterated its unequivocal support to the European perspective of the Western Balkan countries. This EU policy for the European integration of the Western Balkans will be reflected next year in the national priorities for the CARDS countries".

Source: Brussels workshop report

2.4 Tempus impact on socio-economic conditions

To what extent has the Tempus programme contributed to changing the socio-economic conditions in the eligible countries?

2.4.1 Approach and methodology

From a methodological point of view this question of the terms of reference was without any doubt the most difficult one. The question refers to the wider impact of the Tempus programme. It goes beyond the question whether Tempus projects have met the expected results of the initiators (results). The scope of the question is even wider than the objectives of the Tempus programme and the expected outcomes. The question is what

impact Tempus has had on the broader socio-economic needs of society including the need for higher education system reform and training.

To be able to cope with this wide scope of the evaluation, the Evaluation Team constructed the model of societal change presented Text box 1.1 in chapter 1 and that model was used to split the question into three parts:

Text box 2.14 Three dimensions of Tempus impact on socio-economic conditions

1. To what extent has Tempus contributed to giving people with a higher education a strategic view on the desired direction of the reform processes in society and a sense of commitment to support such changes.
2. To what extent has Tempus contributed to bring about institutional changes (legal, institutional, administrative) in society.
3. To what extent has Tempus contributed to meeting the training needs of the higher educated in society in line with the new needs in society.

To approach for analysing these questions involved five steps:

1. Clarification of the intervention logic of the Tempus programme with IF.. THEN statements
2. Construction of relevant indicators for measuring impact, and
3. Design of data collection tools
4. Collection of the data and aggregation of the data
5. Drawing conclusions

The methodological aspects of this approach are discussed in more detail in Appendix 4. In concurrence with the guidance provided in the Terms of Reference, the statistical data on Tempus performance and impact used in this evaluation were drawn from the Final evaluation report on the second phase of Tempus. That evaluation was conducted in parallel with this one, and that final report was submitted to the Commission on 28 October 2003.

2.4.2 Impact on belief system changes

To what extent has Tempus contributed to giving people with a higher education, a strategic view on the desired direction of the reform processes in society and a sense of commitment to support such changes.

The Impact logic

- IF one wants to contribute to meeting the socio-economic needs of society through higher education programmes;
THEN the highest priority is to train the teachers/lecturers that educate students for their roles in society. Moreover, to have impact one needs to reach as large a part of this target group as possible.

- IF one wants teachers and students to belief in the reform needs and become committed participants;
THEN one needs to raise awareness about the reform challenges facing the higher education sector and about the range of alternative solutions and best practices that can be pursued.
- IF one wants to raise such awareness and insight in the directions of reforms;
THEN direct contact between teaching staff and students from the eligible countries with students and teachers from HEIs in the EU member states is needed. (*In Tempus this is covered by the JEPs and the Mobility grants*).
- IF students and teachers from the higher education institutions in the Tempus eligible countries are given the opportunity to enter into critical dialogue with their counterparts in the Member States of the EU;
THEN this will open their minds for new ideas, it will create more awareness of their own needs and the options to meet these needs. This will contribute to developing a reform-oriented mind set, including acceptance and commitment to contribute to the reform process within their own field of influence (personal and professional networks, and professional environment: department, faculty, university).
- IF one wants to make a substantial contribution to changing the “belief systems in higher education” in this way;
THEN one has to reach a large number of students and key staff in the HEIs.

Indicators

To assess the validity of this logic and to assess this Tempus impact, the Evaluation Team set up its data collection process to look for evidence to answer the following questions:

1. Does Tempus have the instruments for promoting inter-cultural dialogue and how many people were involved in the Tempus dialogue activities (during Tempus I and II)?
2. What evidence is there that students and staff involved in Tempus activities became champions for the reforms in their own working environment?
3. What evidence is there that students and staff who participated and benefited from Tempus activities and Tempus outputs, have promoted further reforms in higher education?

The following indicators proved relevant:

Indicator 1 The number of participants in IMGs and JEP mobility and exchange activities.

Indicator 2.1 The satisfaction level of JEP co-ordinators (Tempus II data).

Indicator 2.2 The emergence of sustainable relations between HEIs in the EU and in the Tempus eligible countries.

Indicator 3.1 Tempus participant tracer studies.

Indicator 3.2 The perception of higher education authorities on the participation of Tempus participants in the legislative change processes in higher education.

The findings

The analysis can be summarised as follows:

1. The IMGs and the JEPs both have a strong cultural dialogue component through their mobility and exchange activities. During Tempus I and II tens of thousands of staff and teaching staff in the eligible countries participated in them (indicator 1).
2. The satisfaction rate of the JEP co-ordinators has been very high. Some 97% of the JEP staff reached with on-line questionnaires confirmed their satisfaction with the reforms promoted by their JEPs (indicator 2.1).
3. The majority of the JEPs have resulted in sustainable relations, in the sense that the partner institutions continue to undertake joined activities²¹ (indicator 2.2).
4. There are only a few sources for evidence of the involvement of Tempus participants in higher education reforms. These sources (e.g. Tempus impact study for Latvia) and interviews conducted by the Evaluation Team suggest, however, that a substantial number of higher education officials and higher university management staff have participated in Tempus activities and are positive about that experience (indicator 3.1).
5. A limited number of HEAs and higher education experts (20) was interviewed during this evaluation in the Tempus II eligible countries. Their views differed and reflected the different levels of Tempus activities in their respective countries. The interviews, however, provide ample evidence that there need be no doubt that -specially in those countries where Tempus has been most active and has the longest history- key education policy makers and advisors have participated in Tempus activities and this has had a positive influence on their willingness to promote the reform process (indicator 3.2).

Conclusion

Staff exchanges and mobility programmes are the Tempus tools for meeting the CEEC needs of helping people overcome their communist mind set and communist experience as their frame of reference for action. It is undisputed that Tempus has, more than any programme or initiative from whatever country, made a significant direct contribution to meeting this socio-economic need. The staff and mobility programmes have reached hundreds of thousands of students, teachers and lecturers from CEEC higher education institutions. This exposed the participants of Tempus I and Tempus II to new ideas, ideals, concepts and best practices on virtual every aspect of EU societies and has shown the policy variety within EU Member States for dealing with the challenges for societal

²¹ The data from the on-line questionnaire were taken from the draft final report on the Tempus II evaluation, prepared by ECORYS-NEI in July 2003.

reform and education. This exposure has involved nearly all participants in extensive and wider ranging dialogues and this has contributed to awareness raising, comparison of national values and cultures, attitude changes and increased commitment towards supporting the social and economic reform process in their own societies and in their own HEIs working environment.

2.4.3 Impact on institutional changes

To what extent has Tempus contributed to bring about institutional changes (legal, institutional, administrative) in society?

The impact logic

- IF one wants higher education institutes to develop the capacity to play an active role as agents of change in support of the broader reform processes in society;
THEN one needs to provide students, teachers and university management and higher education authorities with access to knowledge and expertise networks. Networks and know-how they can draw upon for initiating new legislation, advising on public administration reforms and training staff/employees from the new institutions that are created to support the functioning of the public and private sector under market economic conditions. *(In Tempus this need is catered for by the development of sustainable partnerships, Institution Building JEPs and by Structural and Complementary Measures)*
- IF students and especially teachers start implementing curriculum reform oriented JEPs in their departments and faculties;
THEN the introduction of new ideas, new didactic methods, new course contents, etc. will generate a bottom-up demand for institutional and administrative changes in the faculty and in the university at large. The combination of “by Tempus favoured modernizing departments” and the old, reform resisting department will create tensions in the organisation, which require action by university management and this offers opportunities to open the door for Tempus support for university management level reforms.
- IF higher education institutes participate in international co-operation through Tempus activities;
THEN they get the change to develop new relations at personal and institutional level, which increase the standing of the Universities in the “student market” and which provide access to larger European academic community and its extended knowledge networks. This facilitates reform-minded individuals to obtain feedback on higher education reforms contemplated at national level and to use this knowledge to engage in the policy debate in advisory expert groups.

Indicators

To assess the validity of this logic and to assess this Tempus impact, the Evaluation Team set up its data collection process to look for evidence to answer the following questions:

4. Does Tempus have the instruments to promote reforms at department and faculty level, at the university management level and at the national level?
5. What evidence is there that institutional change has been triggered by Tempus activities at department and faculty level?
6. What evidence is there that institutional change has been triggered by Tempus activities at university level?
7. What evidence is there that institutional change has been triggered by Tempus activities at national level?

The following indicators proved relevant to find indicative answers for these questions:

- Indicator 4 The establishment of personal contact networks and sustainable international institutional relations as a result of the JEPs.
- Indicator 5.1 The percentage of JEPs implemented during Tempus II, which attempted to go beyond curriculum reform at faculty and department level.
- Indicator 5.2 The percentage of JEPs that engaged in activities requiring institutional changes, including the establishment of international co-operation offices, etc.
- Indicator 6 The percentage of specific University Management JEPs implemented during TEMPUS II.
- Indicator 7.1 The number of JEPs and Compact Measures and Projects that directly focused on nation-wide education reform issues, in partnership with higher education authorities.
- Indicator 7.2 The perception by higher education authorities of the impact of Tempus participants on legislative change in higher education.

The findings

The analysis can be summarised as follows:

1. By means of its IMG and JEP activities Tempus has created a vast network of sustainable relations (indicator 4).
2. Over 50% of all JEP co-ordinators covered by the on-line questionnaire confirmed that they have addressed reform issues beyond curriculum development and beyond the department or faculty level of the JEP intervention (indicators 5.1 and 5.2).
3. During Tempus II university management projects have been especially important in the former PHARE countries (indicator 6).
4. The number of JEPs and S&C Measures that focused on bringing about change at national level of education reforms has been small (indicator 7.1).

5. The majority of the higher education authorities and experts interviewed during this evaluation has indicated that they see a strong indirect causal link between the Tempus programme and the various initiatives and ideas that have shaped legislative, institutional and administrative reforms at the national higher education level (indicator 7.2).

Conclusion

The establishment of partnership relations between individuals and institutions from the CEEC and the EU lies at the basis of the Tempus programmes and forms the heart of every JEP. These contacts have provided the higher education institutes in the CEEC with enormous access to knowledge networks and this has made an important indirect contribution to the initiation and effectuation of legal, administrative and institutional changes in the CEEC. Moreover, with JEPs for institution building²² and Compact Measures and Projects, Tempus had project types, which have been used for direct support to meeting the socio-economic needs of institutional changes. In this way Tempus has made an indirect contribution to changing the institutional framework (including legal and administrative) towards one conducive for transition towards a market based economy and more democracy.

Text box 2.15 Results from the Tempus II Impact Evaluation Surveys

Adaption to the New Socio-Economic Reality

70% of the JEP participants perceive that their JEPs have had a marked influence on adaptation of the education systems to the new socio-economic reality²³.

Legislative Convergence towards European best practise

57% of JEP co-ordinators surveyed perceived that their JEPs had a clear impact on legislative reforms²⁴. 26 % qualified this as a major direct influence, 10% saw it as a minor direct influence and a further 21% observed a major indirect influence

2.4.4 Impact on skills changes and training needs

To what extent has Tempus contributed to meeting the training needs of the higher educated in society in line with the new needs in society.

The impact logic

- IF one wants the higher education institutes to cater for the training needs of the new generation of students who pursue tertiary degrees of education;
THEN a wide ranging reform of curricula is needed at department, faculty and university levels, supported by university management change, and supported by matching reforms in the higher education policy. (*In Tempus III this need is*

²² In Tempus jargon, institution building refers to training courses that aim at public administration reform and civil society development for target groups external to the HEIs

²³ On-line questionnaire

²⁴ Face-to-face questionnaire

addressed by all the five types of projects in the Tempus toolbox: IMGs, JEPs for Curriculum Development, JEPs for University Management, JEPs for Institutional Development and Structural and Complementary Measures)

- IF one wants the higher education institutes to play a role as providers of short-term professional training for civil servants facing new job requirements as a result of the institutional changes that are the result the reform policies;
THEN one needs to give the higher education institutes the instruments to develop this new field of activity (*In Tempus this is done through the JEPs for Institution Building*).

The indicators

To assess to validity of this logic and in order to assess to what extent Tempus has made a direct or indirect contribution to the training needs in the Tempus eligible countries, the Evaluation Team distinguished two types of training in line with the differentiation in training objectives specified in the Council decisions on Tempus II and III.

8. To what extent has Tempus addressed (and thereby changed) the needs for reforming the higher education curricula and main study programmes of the universities?
9. To what extent has Tempus been valuable for meeting the short-term training needs of people working outside the higher education system?

The following were found to be relevant indicators for measuring this training impact.

- Indicator 8.1 The number of JEPs that dealt with curriculum development.
- Indicator 8.2 The percentage of higher education institutions that participated in JEPs in the PHARE, CARDS and Tacis area.
- Indicator 8.3 The number of students and teachers who have benefited from the renewed study programmes offered by the higher education institutes that have participated in Tempus JEPs.
- Indicator 8.4 The extent of enthusiasm of the Tempus participants for starting up new JEPs in curriculum development.
- Indicator 8.5 The perceptions of students, teachers and employer organisations on the extent to which higher education institutes have adjusted their programmes in line with or in anticipation of the demands of the labour market.
- Indicator 9 The demand for Institutional development type JEPs in the application rounds for JEPs (2001 and 2002).

The finding

1. During Tempus II alone, Tempus funded the activities of approximately 1100 JEPs oriented towards curriculum development (indicator 8.1).
2. In the PHARE countries an estimated 80% of the higher education institutes were partners in one or more Curriculum Development JEP. For the CARDS area the figures vary substantially, depending on the number of years that country has been eligible for Tempus. For example, it is estimated that in Macedonia over 20% of all teaching staff have participated in Tempus activities. The Evaluation Team has no

reliable data for the Tacis area, but for Russia (by far the largest country in “Tempus Tacis”) it is estimated that some 12% of the higher education institutes have at one time or another participated in the programme (indicators 8.2).

3. Even though the Evaluation Team did not find any reliable data on the number of students that have participated in courses modernised as a result of Tempus activities, it is highly likely that this has involved hundreds of thousands of students (indicator 8.3).
4. The enthusiasm of the participants in the JEPs, and their interest in future participation in JEPs, is good evidence of the training need which the curriculum JEPs cater for (indicator 8.4).
5. The evaluation has not found any reliable method for collecting data on employability. It is clear that employability is a main concern in the broader transition context. The evaluation shows that it has been difficult for the universities to flexibly react with curricula reforms to the changing needs of the labour markets and interviews with employer organisations conducted in the context of this evaluation confirm that there are mismatches. Encouraging in this respect is the growing transparency, dynamics and diversity in the education services offered by the higher education institutes of the education systems and the emergence of new funding instruments for students, which increase student opportunities for making an informed choice (indicator 8.5).
6. Institution Building JEPs have especially been important during Tempus II bis for the accession countries (indicator 9).

Conclusion

Evaluation evidence suggests that Tempus has done more than any other external programme in the eligible countries to help university departments and faculties to modernise courses on existing subjects and to introduce new courses on new subjects or complete new curricula. The JEPs for Curriculum Development and University Management are the main Tempus tools for helping to change the existing education system towards educating the next generation in line with the evolving labour market needs.

Evaluation evidence (see also the tables in chapter 4) indicate that the intervention logic of Tempus is valid. The JEPs were found to be effective tools for modernising the whole education system chain in a country. JEPs help to modernise courses and curricula, and this gives students the opportunity to acquire skills that are expected to be in demand in the labour market (public and private sector) when the students graduate. Evaluation studies and other reports on Tempus indicate that the programme can be credited with enormous activity in this direction, which have had direct results in meeting labour market demands.

Evaluation evidence for the second phase of the Tempus programme suggests, however, that the Tempus record for extending the education reforms beyond the direct beneficiaries of the JEPs is more mixed. Especially in the Tacis area, the modernisation

of teaching methods, facilities and courses has in most disciplines not passed beyond the university or even department level. For example, in Russia the field of economics has attracted most funding, but national recognition and adoption of the new curricula has not been forthcoming. This weakness in the “bottom-up” Tempus approach surfaced in the programme and this has drawn attention to the importance of supporting curriculum development work with university management work. This combination may further embed the CD outputs in reforms at university levels.

2.4.5 Summary of the findings and analysis of the Tempus impact

In this section 2.4 the Evaluation Team analysed two questions: (1) to what extent has the programme contributed to changing the socio-economic conditions in these countries; and (2) to what extent can one expect that the Tempus programme design (intervention logic, instruments and management approaches) will generate the desired impact given the additional/new socio-economic needs identified for the eligible countries of Tempus III?

Using the data that have recently become available from the final evaluation of Tempus II²⁵ the analysis presented here confirms that Tempus II has in many respects been a very successful programme, which indeed contributed to changing the socio-economic conditions in the eligible countries by means of contributing to belief system changes, institutional framework changes and, providing students and teachers with new skills that are needed for employment in society and for meeting the training needs of the new generation of students in the higher education system.

The study established this positive impact on the basis of -amongst other things- an on-line questionnaire completed by the project co-ordinators of 49% of all JEPs implemented under Tempus II. That survey focused on three key indicators, i.e. networking and sustainable partnerships, legislative change and curriculum development.

2.5 Summary, conclusions and recommendations

Do the socio-economic needs that gave rise to the first and second phase of the Tempus programme persist today and do the objectives of the programme correspond to the existing education conditions in the eligible countries? To what extent has the programme contributed to changing the socio-economic conditions in these countries?

2.5.1 Summary

The Evaluation Team has answered this question on the relevance of Tempus in changing circumstances with the following line of thinking:

IF ...the socio-conditions which gave rise to the first and second phase of the Tempus programme are in place during Tempus III; and

²⁵ ECORYS-NEI, Final report on the second phase of the Tempus programme, draft 23 July 2003

IF ...the Commission has adequately reoriented Tempus to the address current higher education reform needs; and

IF ...the evaluation shows that that Tempus I and II have been successful;

THEN ...one can draw the conclusion that that Tempus III is relevant and has the potential to be successful in the foreseeable future.

The analysis presented in section 2.2-2.4 of this chapter, resulted in a positive confirmation of the validity of these three IF statements. THEN it is therefore logical that the Evaluation Team has come to the conclusions presented below.

2.5.2 Conclusions

Conclusion 1 *Tempus III is a highly relevant programme for helping eligible countries to change their higher education conditions and to adapt them for meeting the socio-economic reform needs in their societies.*

The first and second phases of the programme have demonstrated the value of Tempus in PHARE, Tacis, Western-Balkans and for the EU itself. One can, with reason, expect that the third phase of the Tempus will be equally relevant and successful for the Tacis, CARDS and MEDA countries in today's circumstances.

Conclusion 2 *The socio-economic needs that gave rise to Tempus are still prevalent today in the Tacis, CARDS and MEDA countries*

The CEEC transition process from communist society to democracies and market economies created the socio-economic needs for *belief system change, institutional change and skills change/training*. These needs gave rise to first phase of Tempus after the fall of the Berlin wall and to the second phase of Tempus in the early nineties. Ten years later the necessary reforms underpinning this transition are in varying degrees in place. In the PHARE countries that were invited to join the EU in 2004 and 2006, these socio-economic needs have to a large extent been met. In eligible countries for the third phase of Tempus these needs are still very much felt and this makes the programme highly relevant.

Conclusion 3 *The socio-economic development challenges that face the eligible countries of the third phase of the Tempus programme are no less formidable than those addressed by Tempus I and II and they strengthen rather than weaken the case for giving priority to training and higher education reforms.*

The agenda for the first decade of the new millennium includes: an intensified cultural dialogue; enhanced regional co-operation; catching up in science and ICT; development of economic free trade zones with the EU (Tacis and MEDA); and further economic integration with the EU (CARDS). Belief system change, institutional change and skills changes remain in this context the key areas for intervention. Reforms aimed at meeting these needs and partnership programmes like Tempus are therefore very much needed today to ensure that the EU and its neighbours become a prosperous and peaceful group of countries in the highly competitive globalising world that is taking shape.

Conclusion 4 *In the eligible countries the needs for further innovation and investment in the higher education sector are much higher than they can afford at present, and the needs can be expected to increase.*

The “economics of education” clearly point at the strong cause-effect relationship between the level of investments in higher education & research and the pace of economic development & welfare creation. Today, the levels of investment in the higher education sector in most of the Tempus II partner countries are inadequate. Inadequate in view of the increasing demands of society for people with tertiary education. Universities have to prepare students for the labour market as well as attract, coach and educate top talent as researchers, for their future positions of public responsibilities in the state sector and the private sector.

Conclusion 5 *The rationale for higher investment levels in the higher education and research sector is strong.*

Investment in higher education is not only justified on the basis of its growing importance for economic development in the knowledge and technology based societies that are evolving in neighbourhood of the EU. The (higher) education institutions play a crucial role as bearers of a country's individual culture and as bearers of a common academic culture. Moreover, HEIs play a key role in the whole education sector and in society at large as agents for transmitting important civic values through its graduates. The Tempus programme has for more than a decade now demonstrated that it is a strong catalyst for promoting inter-university co-operation, for establishing international cross-cultural personal contacts and academic relations and thereby for promoting cultural dialogue and cultural rapprochement. Furthermore the Bologna process is recognised as an important horizontal need across all eligible countries for participation in the free trade zones and Common European Economic Spaces that the EU is aiming for with its main neighbouring regions and third country partners.

Conclusion 6 *The Council decisions on the objectives of third phase of Tempus have provided programme continuity, renewal and reorientation in line with the changing socio-economic conditions and higher education reform needs of the eligible countries.*

Continuity is provided with the objective that Tempus III shall facilitate the adaptation and development of higher education to better respond to the socio-economic needs and cultural needs of the eligible countries. **Renewal** is provided by the new objective that Tempus III shall promote understanding between and rapprochement of cultures, develop free and flourishing civil societies and by its extension to the MEDA countries.

Reorientation, furthermore, is provided in the Guidelines for Applicants by the set of common orientations based on the Bologna process, the PCA agreements with Tacis countries, the Stabilisation and Association agreements with CARDS countries and the Euro-Mediterranean agreements with MEDA countries.

Conclusion 7 *Evidence collected for the final report on the second phase of Tempus demonstrates that the scheme has in many respects been a very successful programme, which has reached its expected outcomes and has contributed to changing the socio-economic conditions in the eligible countries.*

Tempus has contributed to belief system changes, institutional framework changes and, has provided students and teachers with new skills that are needed for employment in

society and for meeting the training needs of the new generation of students in the higher education system.

Conclusion 8 *Tempus III has considerable potential for positive impact in the eligible countries.*

The scheme has qualities that serve to bring a more human, ethical dimension to the process of globalisation, which is presently mainly driven by commercial relations and shareholder profitability. The future impact of Tempus III will be strongly influenced by the measures which the higher education institutes take to further strengthen their role as agents of change in society. In this context the Tempus selection process is very important to ensure that Curriculum Development JEPs, University Management JEPs, Institution Building JEPs and S&C Measures are not implemented in isolation of other higher education policies and initiatives.

2.5.3 Recommendations

Recommendation 1 *Use the successful multilateral model of Tempus to further promote cultural rapprochement and extension of the European Higher Education Space towards other countries and regions with whom the EU has partnership cooperation and/or association agreements in e.g. Latin America, Asia and Africa, the Caribbean and the Pacific.*

Proposed action: The Tempus Unit of DG EAC prepares for decision by the Council a proposal for Tempus world-wide²⁶, a simplified version of today's programme.

Recommendation 2 *Increase the budget for the third phase of Tempus.*

Proposed action: DG EAC in orchestration with EuropeAid start a consultation process with the national authorities of Tacis, CARDS and MEDA programmes on the rationale for increasing the earmarked indicative budgets for Tempus in the national financing memoranda of the eligible countries.

²⁶ The Evaluation Team proposes that TEMPUS World-Wide would be based on a call for proposals approach for one project type only i.e. the curriculum development JEP. Tempus World-Wide should be eligible for funding by existing cooperation programmes e.g. Mercosur etc. and have a separate DG EAC budget allocation for programme management.

3 National and regional priorities

3.1 Introduction

In the Tempus Guide for Applicants two types of priorities are given: Common Policy Orientations and National Priorities. The Common Policy Orientations refer to the broader policy setting for the Tacis, CARDS and MEDA programmes and the horizontal, overarching issues relevant for Tempus applicants. The National Priorities provide a listing of issues within the field of higher education. The Commission writes the Common Policy Orientations. The higher education authorities in the Tempus III eligible countries provide the Commission with their suggestions for the National Priorities.

Related to these priorities, this chapter addresses the following ToR question:

Evaluation question No. 2

“Are the call for proposals and selection process based on national priorities a valid approach and how appropriate is it to encourage co-operation between neighbouring eligible countries in a programme driven by national priorities?”

This question focuses the evaluation on two related but distinct issues. There are two opposing views on the first issue of the value of a national priority mechanism for the programme. One view is that a bottom up programme does not need National Priorities and that they are not much more than a formality in the sense that they have little real significance in the project selection process. The other view holds that National Priorities are essential to guide applicants towards projects that are relevant for the main reform challenges as identified in national higher education strategies. The analysis presented in section 3.3 aims to clarify this debate.

The second issue is whether the Tempus programme in its current set-up has the tools and mechanisms needed to deal effectively with the socio-economic need for more regional projects. Project selection and funding issues are linked and at present no regional funding mechanism exists. Moreover, no specific Regional Priorities exist to complement the National Priorities. Section 3.4 summarises the findings on this issue.

Both issues are relevant for the future because they effect not only the relevance of the programme but also its effectiveness and efficiency. The chapter starts with the approach chosen by the Evaluation Team for answering the two parts of evaluation question number 2. The analysis is summarised in section 3.5. The conclusions and recommendations are set out in section 3.6.

3.2 Approach and methodology

Are the call for proposals and selection process based on national priorities a valid approach?

The validity of the approach to use Tempus specific national priorities to guide the applicants is discussed here in chapter 3. The effectiveness of the call for proposals approach will be assessed later on in this report in chapter 7.

To assess this issue three supporting questions were formulated:

4. Are the Tempus specific national priorities a formal requirement?
5. Are the national priorities strictly adhered to in the selection process?
6. Is the use of Tempus specific national priorities recognised as valuable by the Tempus stakeholders?

To arrive at relevant answers, the Evaluation Team reviewed Tempus documentation and the Tempus III guides for applicants and the rationale of the National Priorities approach was discussed with staff from the Tempus unit of DG EAC. In addition Tempus key experts involved in the academic selection process were interviewed and questioned on their experience with the approach. To further test the validity of the approach, the issue was discussed at the three regional workshops. Finally the interim conclusions were presented for scrutiny and discussion during the lessons learned workshop in Brussels. From a methodological point of view, the discussions during the workshops proved to be the most valuable tool for drawing conclusions and formulating recommendations.

How appropriate is it to encourage co-operation between neighbouring eligible countries in a programme driven by national priorities?

The Evaluation Team approached this question by formulating two sub-questions:

1. How relevant are regional projects, given today's socio-economic needs and the higher education conditions in the Tempus III eligible countries?
2. Does the Tempus programme in its current set-up have the tools and mechanisms needed to respond adequately (effectively) to the current and expected levels of demand for regional projects?

The issue of relevance was approached by reviewing the Tempus guide for applicants, and literature on the relevant Association and Partnership Agreements that form the policy context for the third phase of the Tempus programme in the CARDS, Tacis and MEDA regions. In addition to this policy relevance, the practical interest of the applicants in regional projects was analysed on the basis of the results of the call for applicants in the programming period covered by the evaluation (2000 and 2001). The issue of the capacity of Tempus to adequately respond to the demand for regional projects was assessed on the basis of the experience of a number of the stakeholders involved in programme selection and programme management and Technical Assistance. The lessons learned workshop in Brussels proved to be the best source of information. The participants, which amongst others comprised staff from the national Tempus offices (NTOs) and Tempus information points (TIPs) proved to be most knowledgeable on this issue and the conclusions and recommendations presented in this report are to a large extent shaped by the discussions during that workshop.

3.3 Findings: the validity of the National Priorities approach

3.3.1 Rationale

The National Priorities are found in the Tempus Guide for Applicants. For each country a list of indicative priorities is given and the applicants are informed that their activities must be in line with these National Priorities. Moreover, the description of the project selection process, which is part of the call for tender procedure, indicates that this conformity will be used to establish the eligibility of the proposals.

Text box 3.1 The aim of Tempus III

To promote, in line with the guidelines and general objectives of the PHARE, Tacis and MEDA programmes for economic and social reform, the development of the higher education systems in the eligible countries through the most balanced co-operation possible with the partners from all the Member States of the Community” (Council decisions on Tempus I, II and III).

The underlined words in the statement reflect that the European Union strives for coherence in its policies. This wording can be considered as the legal reference for the national priority mechanism in Tempus.

The Tempus Guide for Applicants of 2003 further states that it is important for all European Community assistance programmes and co-operation activities to work in a complementary fashion and three sets of eligibility criteria are mentioned which aim to ensure Tempus programme's complementarity with the broader transition context. In particular the Guides mention that the proposed project should be in line with:

1. The wider priorities and objectives set out in:
 - The Stabilisation and Association Agreements (CARDS)
 - The Euro-Mediterranean Partnership (MEDA)
 - The Partnership and Co-operation Agreements (Tacis).
2. The priorities and objectives established by Tacis, CARDS and MEDA regulations respectively.
3. The Tempus specific indicative priorities established by the EC in consultation with the authorities in the eligible countries.

In the two most recent Tempus Guides for Applicants²⁷ a distinction is made between Common Policy Orientations for the CARDS, MEDA and Tacis countries, and priorities for national projects. The Common Policy Orientations refer to the wider transition context and cover horizontal issues in the field of higher education, including the Bologna process. The National Priorities have taken the form of a listing of vertical and horizontal issues. For some countries this is a long and unspecific wish list (e.g. business economics, fiscal policy, tourism, social work, biochemistry). For others countries it provides a focus on cross-cutting horizontal issues (e.g. two-stage diploma cycle, ECTS, life long learning, distant education, university-industry co-operation).

²⁷ Tempus Guide for Applicants, part 3, priorities 2002-2003, and priorities 2003-2004.

3.3.2 Practical relevance

Are the Tempus specific national priorities a formal requirement?

A review of relevant documentation and interviews with Commission officials informed the Evaluation Team that the use of the indicative (Tempus specific) National Priorities is not a formal requirement. From a coherence point of view it would be sufficient to refer only to the general National Priorities agreed between the partner countries and the Commission as included in the country by country programming of CARDS, MEDA and Tacis.

Therefore, the use of Tempus specific National Priorities as a tool the project selection process is the result of a policy choice made by DG EAC. The practice was introduced during Tempus II (in 1994) on the basis of three considerations:

1. The belief that programme impact can be increased by introducing a limited number of priorities. At the time this belief was widely prevalent in aid assistance programming world-wide.
2. The awareness that a dialogue on priorities with higher education authorities in the eligible countries could be valuable for mobilising support in partner countries for Tempus in general, and for creating more interest and commitment from the higher education authorities for the reform-oriented results produced by the projects.
3. The request from some of the higher education authorities in the eligible countries to co-ordinate the orientation of the Tempus programme with priorities set by the national education strategies.

Are the National Priorities strictly adhered to in the selection process?

During the selection process it is standard procedure to check -as part of the eligibility process- whether the proposed activities comply with: (a) the priorities and objectives of the wider co-operation agreements, (b) the national country priorities chosen for the CARDS, MEDA and Tacis programmes, and (c) the specific National Priorities for Tempus, respectively.

The evaluation, however, also showed that DG EAC and lead experts involved in the selection process believe that the quality of the proposals is the overarching consideration for the Commission. In this respect a Commission official stated that “once the quality is established other elements are considered, the most important of which is the relevance of the project in the light of the National Priorities”.

These two findings indicate that the sequencing of the activities in the selection process is important. In principle the eligibility check is done first, before the academic quality assessment. In that order of events, the Tempus specific National Priorities can have a clear selection function before quality considerations play their part. In this respect the Evaluation Team was informed that the selection process for 2002/2003 was unusual in the sense the quality assessment took place before the eligibility check. Various time constraints imposed on Tempus by delays in the programming of the main CARDS, MEDA and Tacis programmes caused this reverse sequence.

3.3.3 Perceptions of Tempus stakeholders on the relevance of national priorities

Is the use of Tempus specific national priorities recognised as valuable by the Tempus stakeholders?

Tempus stakeholders were asked if they considered the formulation of National Priorities valuable for the programme. This issue was raised in interviews with JEP stakeholders and during the four workshops which brought representatives of the stakeholders together: i.e. JEP co-ordinators, staff of the national Tempus offices in the eligible countries (NTOs and TIPs), higher education authorities in the partner countries and education experts. The workshops made clear to the Evaluation Team that the opinions of applicants in the eligible countries on the value of the National Priorities differ considerably. HEI Participants in the Moscow workshop saw no higher education logic behind the themes selected as priorities nor in the changes in priorities that had taken place over time. In the Kazakhstan the participants noted that the universities did not know where the National Priorities came from and that the Ministry of Education did not consult the other Tempus stakeholders. In Macedonia, the experience was the opposite and the negotiation process between the stakeholders was considered the key for ensuring the relevance of the themes listed as priorities. Text box 3.2 illustrates for one of the workshops how the participants perceived the validity of the National Priorities approach.

Text Box 3.2 National priorities, the Moscow view

Some facts

The Tempus National Priorities for curriculum development in Russia for the year 2002-2003 are: (1) European studies; (2) social work; (3) law; (4) environmental studies; (5) finance; (6) management and business. The first four these were also priorities in the previous year. Economics and agricultural studies, two priorities of the previous year, were dropped from the list.

Comments

1. The list does not reflect the main challenges facing the higher education system in Russia: e.g. the lack of compliance with quality standards; the huge differentiation between universities in terms of quality; the demand for retraining of teaching staff and for life long learning facilities; the poor match between the education services provided by the universities and the demand from the labour market; and the limited access to Information Business Technologies
2. Economics and agricultural studies should remain priorities and the sector lists should also include maths, physics, biochemistry and bio-technologies as in the PHARE countries.

3.3.4 Stakeholder comments on the formulation process of the National priorities

During the Lessons learned Workshop in Brussels participants discussed two opposing statements:

Hypothesis 1. Forget about the National Priorities. The way they are now formulated and used amounts to lip service. Lip service, moreover, to a concept based on project aid, which has no value for a bottom-up programme in which needs

and innovative ideas originate from staff members of higher education institutions in the EU and eligible countries.

Hypothesis 2. The National Priorities should be taken more seriously. They offer the only strategic top-down element in the Tempus planning cycle. At the moment the opinions of the universities and employers are not solicited. This is a missed chance. The National Priorities can be valuable, provided these do what they are supposed to do.

The participants saw some merit in the first statement but the majority considered the second hypothesis more valid. The consensus of the participants was that the validity of the national priority approach mainly depends on the appropriateness of the process established to formulate them. The experience of Macedonia was considered a good practice example of a consultation process, which had involved the main stakeholders. But it was noted that also in that country industry/employer representatives were not involved.

The current practice of listing a number of curriculum development fields as national priorities was considered to be of limited value. Such lists tend to be restrictive and yet too vague and too big to justify the selection on the basis of needs felt by the universities and/or higher education authorities. The participants favoured the selection of horizontal issues on higher education reform as National Priorities. Text box 3.3 is illustrative for the different experiences and practices in the eligible countries.

Text box 3.3 **Country experiences with the formulation of national priorities**

Egypt. The needs assessment took place among universities. Not the Ministry decided, but the universities. This is good, but at the same time it depends on how Tempus will deal with the selection process.

Macedonia. The Tempus Committee includes representatives of the Ministries of Labour, Education, Foreign Affairs, Chamber of Commerce and Industry, etc. When the Ministry of Education receives the letter from the Commission, the Tempus Committee meets and universities present their wishes. This negotiation process is key.

Belgrade, Serbia & Montenegro. Setting National Priorities is a 3-4 months exercise: the EC sends a letter inviting to start the process (this year supported by a framework paper EC). Then the consultation process takes place, involving universities, the Ministry and the NTO. Subsequently a proposal is sent to Brussels for adjustment, after which an EC representative comes to visit the Ministry of Education. National Priorities can be very good when they are prepared properly.

Moldova. National Priorities were prepared by the Ministry, and the Delegation came to discuss them. "When I saw them back last week I did not recognise them".

Uzbekistan. The NTO did not recognise their priorities and was told that it was because of inter-service consultation within the Commission, DG EAC – Aidco.

Source: Lessons Learned Workshop in Brussels

3.4 The need for regional priorities

How appropriate is it to encourage co-operation between neighbouring eligible countries in a programme driven by national priorities?"

3.4.1 The demand for regional projects

Tempus projects with a regional orientation are perceived in the field as an important opportunity for promoting cultural and social ties and the application rounds of 2001 and 2002 demonstrate the keen interest for this in the CARDS and Tacis area²⁸. In the Tacis area, the Astana Agreement aims at mutual recognition of degrees between Russia, Uzbekistan, Kazakhstan and Belarus. Moreover, the higher education institutions of the smaller countries in the NIS (e.g. Armenia and Moldova), which have only a small Tempus budget, are active as partners in regional projects. Furthermore, in the CARDS area, regional networks are perceived as of vital importance for rebuilding the strong cultural and historical ties that exist within the Balkans and with Turkey.

The Bologna process, the need for intensified cultural co-operation, security co-operation and the EU accession prospects all provide a strong case for intensifying university co-operation at regional level.

When one compares the Guide for Applicants of today with those of a few years back, it is clear that the Commission has encouraged applicants to come forward with regional projects. The Common Policy Orientation sections make a clear distinction between the bilateral and regional priorities embedded in: (a) the Stability and Association Agreements and the CARDS programme; (b) Euro-Mediterranean Agreements and the MEDA programme; and (c) in the Partnership and Co-operation Agreements and the Tacis programme.

In contrast to the indicative National Priorities, the Guides do not provide indicative regional priorities. This is not an oversight but the consequence of the fact that there is no mechanism in place for joint formulation of region-wide priorities by the higher education authorities in the respective regions. However, this absence does not seem to have deterred universities from submitting regional applications. The number of applications for regional projects has increased over the past years and its percentage is notably higher than under Tempus II. While this observation holds for both the CARDS and Tacis region, the demand in the CARDS region is substantially higher.

The outcome of the Tempus selection process for the application round of 2001 shows that the Commission has followed up on its commitment to support regional projects. The results of the round of 2002 have not been analysed for this report. It is, however, clear from feedback from experts involved in the selection process that especially in the CARDS area and in the smaller Tempus countries in the Tacis area, the number of applications for regional (multi-partner projects) has further increased.

²⁸ For the MEDA region this information was not available at the time of writing

The CARDS region

The need for regional co-operation in the aftermath of ethnic conflicts in the CARDS region is not only self-evident, but formally required as part of these countries' Stabilisation and Association Agreements signed with the EU. In this context it is fully rational that the Tempus Guides for the CARDS region refer to multi-partner Country Co-operation as one of the "overarching priorities" for the Tempus programme (together with participation in the Bologna process and university management). The number of regional projects is high. For example, 10 out of the 14 JEPs chosen for implementation in Serbia during the 2001 selection round involved other partners from the Western Balkans (70%²⁹). In Macedonia alone, 24 of the 34 applications of the last round (2002) were for regional co-operation.

Text box 3.4 The Skopje workshop on Regional Priorities and Projects

- the fYR Macedonia has a strong history of regional co-operation inherited from the Socialist Republic of Yugoslavia. These links are relatively easy to (re-)establish.
- The regional approach should include Turkey as well, because of its historical link (they were in Macedonia for five centuries) and cultural links to the Balkans.
- Conferences are a very important medium for regional networking, contacts and communication. Direct personal contacts are essential to all co-operation. It is important to include not only individuals, but also institutions in co-operation. This implies the need for a Tempus project type, which allows conference organisation in addition to the IMGs and JEPs.
- The fact that Bulgaria and Rumania are not eligible anymore under Tempus seems to contradict the principles of regional co-operation in the Balkans.
- Regional projects are also linked with the Thessaloniki Agenda (Bologna process)
- Regional projects should be higher on the agenda.

The TACIS region

For the Tacis area the Tempus Guide does not specify such overarching priorities. Instead reference is made to the regional initiatives of the Tacis programme itself and a number of preferences are indicated: agriculture, environment and water resource management, energy, social work and tourism. The number of regional projects is low: in Georgia 1 regional against 3 national in Armenia 4 out of 17 were regional³⁰.

The MEDA region

The Common Policy Orientations of the MEDA countries refer to the regional level co-operation progress made in the framework of the Barcelona process. More specifically reference is made to the political and security partnership: establishing a common area of peace and stability. Economic and financial partnership: creating an area of shared prosperity; and partnership in social, cultural and human affairs: developing human resources, promoting understanding between cultures and exchanges between civil societies.

²⁹ Source: National Tempus Office Belgrade, Serbia & Montenegro

³⁰ The data for Macedonia, Armenia and Georgia refer to the results of the selection for 2002-2003

3.4.2 Specific funding for regional projects

Does the Tempus programme in its current set-up have the tools and mechanisms needed to respond adequately (effectively) to the current and expected levels of demand for regional projects?

To get access to the experience of Tempus stakeholders with regional projects, the Evaluation Team formulated a hypothesis for discussion by the participants of the 'Lessons learned workshop' in Brussels.

Hypothesis In order to contribute to regional stability and growth, it is essential for Tempus to include a specific objective concerning regional co-operation. Because funding from national budgets complicates the selection process, a separate funding arrangement is needed.

This hypothesis triggered a discussion round, which highlighted some of the main weaknesses in the Tempus organisational and financial arrangements with respect to effective demand for regional projects.

The call for proposals for the Tempus budget year 2002 (results announced in June 2003), resulted in more applications and a higher rejection rate than in previous years. Especially in Macedonia the rejection rate was high (see Text box 3.5). There are two reasons for the fact that the rejection rate of regional projects tends to be lower than for national projects, these relate to budgeting and content issues.

The budget problem is that there is no specific budget line for regional projects. They have to be funded from the national budget envelopes. This means that if in one of the countries the budget is exhausted, the financing of the regional project is not secured. In that case the regional project cannot be selected and the application fails. At present there is no mechanism to harmonise this selection process across countries in a region. This means that a regional project can be rated with a sufficiently high score to qualify for funding in one country, while in another country the rating may not be sufficient to qualify for funding. The implication of these various financial factors is that the success chance of a regional project is much lower than for a national project.

The most glaring example of this was the recent experience of Macedonia. The application round of 2002 generated 34 applications of which 23 with a regional character. Only 1 regional project got financed, together with 7 out of the 11 national applications.

The content problem is that regional projects tend to be more complex and more difficult to write. In a number of cases they are written by experts who focus on one country and are less informed about the specific situation and needs of the other countries in the regional context.

On the basis of this experience, the workshop participant supported the idea to strengthen the tools and mechanisms of Tempus for regional projects with the formulation of a set of regional priorities and the allocation of funds for regional project selection and implementation.

Text box 3.5**A need for new tools to meet the demand for regional projects**

The Macedonia example illustrates that the current funding arrangements are inadequate. "We are sorry for all the excellent regional applications" (NTO Macedonia)

"There used to be a fund for regional projects. This was in 1995. It did not work at the time. Now in CARDS the goals are much more the same, so chances would be better"

"With the same level of funding, Tempus can reach more faculties if more regional projects are selected because on average the country specific budgets needs of regional projects are lower"

Source: Lessons learned workshop in Brussels (July 1st and 2nd, 2003)

3.5 Summary of findings and analysis

The National Priorities approach provides a tool to the higher education authorities and other participants that in principle can be used to ensure that the applicants and the selection process get an orientation towards issues that have a strategic relevance beyond the level of the individual applicants.

In the selection process, the quality of the proposals is the overarching consideration for the Commission. Once the quality of the proposal is established other elements are considered, with the relevance of the project in the light of the National Priorities being the most important.

The experience of Tempus stakeholders with the practice of the National Priorities approach is that in the past a higher education reform logic was missing in the selected priorities, and this points at the importance of an appropriate formulation process.

In the Guide for Applicants, the Common Policy Orientations for the MEDA, CARDS and Tacis programmes all indicate that Tempus is open for projects that aim to work at multiple partner countries or regional level. Moreover, they specify the overarching goals of the Tacis, CARDS and MEDA partnerships. The Guides do not, however, further specify regional priorities in the field of higher education. The reason for this is a practical one: in the eligible countries no process of regular consultations between higher education authorities exists, which could be used for setting regional priorities.

The formulation process of regional priorities for higher education, endorsed by all education Ministers in the region would be a highly challenging one. The idea has considerable appeal for its potential policy relevance. At the same time it is difficult to see how such priorities could in real content go much beyond the level of Common Policy Orientations, as already formulated in the Tempus III Guides for Applicants.

Tempus projects with a regional orientation are perceived in the field as an important opportunity for promoting cultural and social ties and mutual recognition of degrees between countries in a specific region. For instance Russia, Uzbekistan, Kazakhstan and

Belarus are working to the latter objective. In the CARDS countries regional networks are perceived as of vital importance and strong cultural and historical ties exist within the Balkans and with countries like Turkey. Tempus has resulted in a strong demand for regional projects in the Tempus III application rounds of 2001 and 2002. This experience indicates that the absence of regional priorities has so far not discouraged HEIs from applying for regional projects.

The outcome of the application round showed that in relative terms only a small percentage of the regional project applications was selected. This low success rate, especially in the CARDS region, carries the danger of discouraging future applicants, and it indicates that the selection process and the needs expressed by the applicants were not well matched. One reason for this is that a regional JEP can only be selected if it is given sufficient priority within the funding envelope of each participating country.

One option to reduce the financial barriers for regional project selection would be to set aside from each national Tempus allocation, a small percentage as a contingency amount to be used for supplementary funding of high quality regional projects that fail to get priority markings in all participating countries. Another option would be to create a special budget allocation for regional project. This would, however, reduce the overall flexibility of the Tempus selection process and could increase the administrative burden of the programme.

3.6 Conclusions and recommendations

Conclusion 1. The validity of the national priority approach mainly depends on the appropriateness of the process established to formulate them. In countries where the main stakeholders in the Tempus programme were consulted, the National Priority approach was considered useful for guiding applicants. In countries where the priorities were clearly set without consultation, the selection was considered arbitrarily and an unnecessary form of irrelevant top down meddling.

Recommendation 1.1 Increase the validity and value of the National Priorities Approach by improving the formulation process.

Proposed actions:

- The Tempus Unit of DG EAC issues a best practice guideline for the formulation process of the Tempus specific National Priorities. An important element of such a guideline would be a transparent consultation process, in which higher education institutes, employer organisations and the key ministries as well as education experts are asked to indicate how they see the National Priorities for Tempus in the coming few years
- Endorsement of the guideline by the Higher Education Authorities in the eligible countries who deal with the third phase of the Tempus programme
- The Commission in consultation with the HEAs gives the NTOs the task of supporting the Ministry of Education in the organisation of this process.

Recommendation 1.2 Increase the usefulness of the National Priorities further by specifying the priorities as horizontal education issues, rather than as list of vertical academic specialisation's.

Proposed actions:

- The Commission urges HEA in the eligible countries to follow the example of setting the National Priorities along horizontal lines provided by Russia, Egypt and Tunisia in the Guide for Applicants, part 3 activities 2003-2004. (e.g. teacher training, two-cycle degrees, ECTS, quality assurance systems, university-industry-civil society partnerships, life-long learning).

Conclusion 2: The need for intensified cultural co-operation, security co-operation, EU accession prospects and the Bologna process provide a strong case for intensifying university co-operation at regional level. The relevant Tempus Guides have encouraged applicants to propose regional projects. Given today's socio-economic needs and higher education conditions in the Tempus III eligible countries, this encouragement can be considered a valid approach. Moreover, the multi-lateral bottom up approach of Tempus and the cultural rapprochement objective of Tempus III, give the programme the tools and the mandate to make a positive impact on the evolution of closer regional ties in the Tacis, CARDS and MEDA regions

Conclusion 3: The third phase of the Tempus programme does not have all the tools needed to meet this demand with appropriate grant funding. The result is that the success chance of regional projects is lower than for national projects. The applicants have not been informed of this.

Recommendation 3.1 Improve the call for proposal approach and selection mechanism for regional projects

Proposed actions

- The Commission introduces a financing mechanism, which gives regional projects and national projects an equally fair chance to be selected on merit. The best option might be to set aside from each national Tempus allocation, a small percentage as a contingency amount to be used for supplementary funding of high quality regional projects that fail to get priority markings in all participating countries. To increase the transparency of the use of these contingencies in the final project selection, the Commission needs to draw up criteria for contingency use.
- The Commission explores the merits of formulating Tempus specific Regional Priorities in its contacts with the NTOs and with the higher education authorities in the partner countries.
- The Commission raises this issue in the context of existing consultation processes (e.g. the working group for higher education under the Stability Pact -enhanced Graz process, in the CARDS region). The aim is decision making in time for the publication of the Guide for Applicants for the Tempus projects funded from the 2004 budget.

4 The value added of Tempus

4.1 Introduction

This chapter addresses the following ToR question:

Evaluation question No. 3

“Is the multilateral model involving EC and eligible countries' institutions a valid one to achieve the objectives of the programme and in particular what is the value added in relation to structural investment in educational reform?”

The “multilateral model” of co-operation referred to above, stands for the partnership approach in the Tempus programme, which requires that in the Tempus JEPs higher education institutes from at least two EU countries and one or two higher education institutes from one or more eligible countries co-operate.

Evaluation question number 3 directs the Evaluation Team towards the effectiveness and efficiency of this Tempus partnership model. These issues are highly relevant for this Mid-term evaluation because they raise implicitly the question whether or not it is worthwhile to continue to invest public resources in the Tempus programme in the future. The approach and methodology used to answer these questions are presented in section 4.2. The findings are described in section 4.3 and 4.4 and the conclusions and recommendations of the Evaluation Team are set out in section 4.5.

4.2 Approach and methodological issues

Evaluation question number 3 consists of two sub-questions. The first sub-question is whether the bottom-up logic of the multilateral model of university co-operation fits the objectives of Tempus III. This question is about the effectiveness of the Tempus approach. The second sub-question is related to the first one, and looks at the ability of the Tempus model and its intervention logic to generate value added and value for money compared with alternative approaches for supporting higher education development, including the model of structural investment in educational reform. This question is therefore about the efficiency of the Tempus approach in delivering its results.

Is the Tempus multilateral model involving EC and eligible countries' institutions a valid one to achieve the objectives of the programme?

The approach of the Evaluation Team on this first part of 'evaluation question number 3' was to further clarify the intervention logic of the Tempus programme, presented in

chapter 1. With a number of logical IF...THEN statements the causal link between the objectives of the programme and the multilateral model of co-operation were clarified. Available evidence was used to validate the different elements of the intervention logic of the programme.

Specifically three sub-questions were formulated to obtain sufficient insight in the complexity of the issue.

1. Why did the Commission choose for a multilateral partnership model?
2. How valid is the intervention logic?
3. How valid are the key assumptions underpinning the intervention logic?

These questions are analysed and answered in section 4.3.

Text box 4.1 The Tempus Intervention Logic

- Appendix 5 describes the Tempus intervention logic as understood by the Evaluation Team on the basis of its literature review, interviews and insight into how Tempus works. The main elements of the intervention logic include:
- The model for societal change and Tempus impact
- The strategic choice for a programme supporting higher education reforms
- The strategic choice for a bottom-up and multilateral partnership model
- The intervention logic linking Tempus activities, outputs and impact
- These four elements are described with a total of thirteen so-called “IF, THEN statements”.

“What is the value added of Tempus, in particular in relation to structural investment in educational reform?”

To answer this second part of 'evaluation question number 3' a comparative analysis was undertaken for the various types of higher education investment programmes that are operational in the CARDS, Tacis and MEDA countries. In this way the Tempus model was compared with other models for higher education sector reforms: Technical Assistance, Twinning, Structural investment, and Government budget investment. The analysis is presented in section 4.4.

In addition, the feedback of the participants of the Brussels workshop and the Tempus Unit of DG EAC proved relevant to sharpen the analysis.

4.3 Findings on the validity of the multilateral model of co-operation

4.3.1 Origins and characteristics of the multilateral approach

All EC programmes in education, training and science are bottom-up programmes. When Tempus was set up in 1990, the experience and expertise of the EEC with its education and training programmes running at that time (Socrates and Comet) was used. Key design characteristics of the multilateral model are:

- Reliance on university faculty staff in the EU and eligible countries to identify the priority needs for innovating education and for meeting the education and training needs of society for students with tertiary education levels.

- Promotion of multilateral exchange of know-how and expertise by prescribing mobility and multilateral co-operation between higher education partners from different countries and joined responsibility for project formulation.
- Grant applications in response to an annual call for tender issued by the Commission.
- Project selection by independent experts appointed by the Commission.

This embedding of Tempus in EU practice goes a long way to explain why the programme, from the beginning had and over time, has kept a strong bottom-up orientation.

It, moreover, so happened that the orientation of this multilateral model towards bottom-up initiation of change was very suitable for the education conditions in the partner countries at the time. The Tempus initiators were convinced that the higher education authorities (ministries and university deans/rectors) were still firmly embedded into the thinking modes and ideology of the previous communist regime and as such would not be dynamic partners/champions for bringing about the needed reforms in education. The workshops held in the process of this evaluation showed that this lack of confidence in the reform commitment of higher education authorities and university deans still persists today amongst JEP participants in many, though not all, of the Tacis and CARDS countries.

4.3.2 The validity of the multilateral model approach

To test the validity of the multi-lateral model for reaching the Tempus objectives, the same intervention logic testing approach was used as was applied in section 2.4 for assessing Tempus II programme impact on changing the socio-economic conditions in the partner countries.

With the construction of a number of IF... THEN statements the relations between Tempus Objectives, Outputs and activities are described and tested for their validity. The **Objectives/ expected outcomes** cover the specific objectives and wider objectives of the third phase of the Tempus programme. **Outputs** are the results of these activities in terms of established contacts, curriculum change, university management change. **Activities** are the IMGs, JEPs and S&Cs and these are the heart of the multilateral model.

Text box 4.2 Tempus III objectives

The aim of Tempus III is to promote the development of the higher education systems in eligible countries.

More specifically, Tempus III shall:

- Promote understanding between and rapprochement of cultures, and develop free and flourishing civil societies.
- Facilitate the adaptation and development of higher education to better respond to the socio-economic and cultural needs of the eligible countries.

The available evidence referred to below is taken from the Final evaluation of the second phase Tempus programme (1994-1990).

4.3.2.1 *The validity of the multilateral model for promoting understanding between and rapprochement of cultures, and developing free and flourishing civil societies.*

The intervention logic:

- IF Tempus III is to promote understanding and rapprochement of cultures, THEN Tempus III needs to promote sustainable multi-lateral relations in the field of education between different societies and cultures; and
- IF Tempus III is expected to build sustainable multilateral relations THEN it needs to have the tools designed to do so.

The tools: In Tempus the IMGs and JEPs and the S&Cs are the tools/Activities for building sustainable multilateral relations.

Indicators and validity test: To test the validity of the Tempus multi lateral model for the 'rapprochement objective' the Evaluation collected data to evaluate the impact, which Tempus has had on the development of sustainable multilateral relations during the period 1994-2000. For this purpose the on-line survey, referred to earlier was drawn up and implemented.

Available evidence: The on-line survey data confirmed that the multilateral JEP model has been successful and that overall Tempus has had a major direct impact on the development of sustainable partnerships (For details see table 5.1 in the next chapter).

Box 4.3 Workshop impressions on personal and professional networks

- "International co-operation gives experience and it changes people dramatically" (Almaty)
- "Individual mobility grants for teacher and student exchanges are essential for creating awareness and insight in the need and feasibility of reform" (Almaty)
- "Tempus programme is very useful for establishing direct contacts with partner universities and avoiding bureaucratic procedures" (Moscow)
- "Macedonia, with its limited resources, intends to strengthen its links with Europe. The only way to fulfil our needs is through co-operation, including higher education" (Skopje)
- "Direct contacts with other universities offer unique value added. Interaction is the best way to generate new insights and ideas" (Skopje)

Analysis: JEPs and IMGs have reached tens of thousands students, teachers and professors in the EU and in the Tempus partner countries. The mobility and exchange actions of the JEPs have resulted in extensive personal and professional networks and in sustainable partnerships. This result implies that the multilateral model dimension of the JEPs has been highly valid for making JEPs effective instruments for promoting the understanding between and rapprochement of cultures. Moreover, these networks and sustainable partnerships contributed to the development of free and flourishing civil societies.

4.3.2.2 *The validity of the multilateral model for promoting the adaptation of higher education systems in eligible countries to changing socio-economic conditions*

The intervention logic:

- IF Tempus is expected to have as an outcome that higher education systems in its eligible countries become better adapted to the evolving socio-economic needs in their societies;
THEN Tempus needs to be designed for promoting a wide range of innovations and reforms in society that effect, students, higher education content and higher (tertiary) education institutions, secondary and primary education and professional re-training at various levels; and
- IF Tempus is to bring about a large scale process of innovation and adaptation, THEN Tempus needs to empower people to take action. Empowerment requires Awareness raising, Attitude change, Access to expertise and Affordability of acquiring new skills.

The tools: In Tempus the multilateral model of the three JEP types (CD, UM and IB) is the main tool for empowerment and bringing about adaptation as a result of bottom up reform initiatives.

Indicators and validity tests:

To test the validity of the multilateral model for bringing about adaptation, a number of logical sequence test were done, on the basis of data collected on the results of Tempus in the period 1994-2000.

Logical sequence 1 The multilateral element of the JEPs is the key to innovating university education and preparing students for the new labour market demands of society.

Box 4.4 The value of multi-lateral university co-operation

- Curriculum Development/University Management have value in: training methodologies and new courses; quality assessment and assurance, public and independent; post-graduate support possibilities; strategic management; university management; equipment support.
- Individual Mobility Grants for teacher and student exchange is essential for creating awareness and insight in the need and feasibility of reform.
- University co-operation provides exposure to the important roles of higher education institutions in society.

Source: Almaty workshop report

Evidence and analysis: The JEPs in the field of curriculum development have had a major direct impact on adapting curricula and study programmes For this process the EU partner experience of teaching methods and curriculum content has been instrumental. These changes react to, or anticipate, future changes in the demands from society for people with professional skills, social learning and civic values that fit the changing socio-economic needs of societies in the Tempus eligible countries.

Logical sequence 2 Curriculum Development JEPs reveal the need for further university reforms beyond the faculty level and open the door for JEPs focused on university management reforms.

Evidence and analysis: The multilateral dimension of the JEPs in the field of university management has promoted the openness of higher education institutions for international co-operation, and has helped universities to start reforms in line with the ideas that are now embodied in the Bologna process. In this area Tempus has, however, encountered substantial barriers. At university level the reform process has in general been slow and for Tempus II this impact was assessed to be minor.

Logical sequence 3 University Management JEPs will increase awareness of the need for higher level reforms and thus create a bottom-up demand for the higher education authorities to initiate higher level reforms, including legislative reforms.

Evidence and analysis: Tempus II stakeholder interviews show that this logic has not worked very well. Instead, an indirect influence was credited to Tempus II, through the participation of university professors in policy advisory groups. The first phase of reforms dealt with issues related to governance, democratisation, autonomy and accountability in the relations between the state and the higher education institutions. Such reforms were in most PHARE and Tacis countries completed in the first wave of legislative reforms after independence. The second phase of reforms is still ongoing and relates to financing of students, accreditation and quality control for new teaching establishments, etc. For this level of intervention Tempus had in the past the instrument of Compact Projects, but this was discontinued. Under Tempus III, a new instrument called Structural and Complementary Measures is announced. This is designed to respond to specific priorities as identified by the partner country authorities.

Logical sequence 4 Once faculties and universities have succeeded in reforming their core business, i.e. teaching undergraduate and graduate students, and upgrading their scientific level, they will start providing direct training support to other training centres as well as training courses for the private and public sector. In general, they will become more active as agents for change in society.

Evidence and analysis: Tempus II participants interviewed for this evaluation were of the opinion that the programme had contributed indirectly to other socio-economic reform processes in two ways. Firstly, by means of university staff participating as policy advisors in various policy gremia; and secondly by means of the institution building JEPs. These have provided short-term training courses for employees in new public administration services established to support the market economy and democratisation process in society.

Logical sequence 5 Graduates from higher education institutions find employment also in other education institutions, including primary and secondary schools, and in this way the innovations will be disseminated and trickle down the education chain.

Evidence and analysis: This trickle down effect is likely to take place, but no data were collected to validate this aspect of the Tempus intervention logic.

4.3.3 Validity of assumptions underlying the intervention logic

In addition to the validity of the intervention logic, the Evaluation Team looked at the validity of two assumptions underlying the intervention logic.

1. Enthusiasm for the Tempus approach by the target groups will generate high quality proposals.
2. Good quality proposals will generate satisfaction of the JEP participants

To assess the validity of the first assumption, the Evaluation Team analysed available data on the number of applications and the success rate for the applicants.

To assess the validity of this assumption a question was included in the on-line questionnaire.

Enthusiasm for the multilateral model of partnership

The data analysed by the Evaluation Team shows that the multilateral model of co-operation between higher education institutions in the EC and in eligible countries is working well. The calls for proposals generate sufficient proposals of good quality for selection. Winning chances vary per country. On average they have stood at about 20% during Tempus II, but in recent years the success rate has been decreasing. This can be explained by the fact that the number of applications is still increasing, while funding levels were maintained at the same level.

One of the risks of the model signalled by the participants in the Brussels Lessons Learned Workshop is that only the best known universities and faculties in the eligible countries may be able to find partners in EU universities, limiting the reach of the programme. The on-line survey assessed this issue of incentives at some length, and it was found that a variety of reasons have provided incentive for building new partnerships. In Tempus so far, initiatives rather than fame have brought most partners together.

Satisfaction with the results of the multilateral model of partnership

The on-line questionnaire sent to all JEP co-ordinators ended with the following question: “Is the Tempus JEP design appropriate in the light of the expected impact of the programme on national higher education systems?” An overwhelming 96% of the respondents answered positive. This is almost certainly a reflection of the fact that the Tempus model is not only highly suitable to fostering international co-operation between universities in general, but that the multilateral co-operation has also produced beneficial results for the vast majority of institutions that were involved. Since this is the key objective of the Tempus programme, it is clear that the JEP model is successful in this respect.

The value of EU experience and the model of multilateral university co-operation was confirmed by workshop participants. International co-operation at university level driven by university needs rather than by higher level national higher education priorities was considered an asset of the programme and promoting a bottom-up mandate for reforms. Also in the field of university management, democratisation and institution building, the direct co-operation at university level was considered important for creating willingness to change.

4.3.4 Analysis of the findings on the validity of the multilateral model of cooperation

In general terms the findings presented above confirm that the multilateral model of co-operation involving EC and eligible countries' institutions is highly valid to achieve the objectives of the programme.

The strength of Tempus is found in the basics of its design:

- Multilateral university level co-operation and partnership development,
- Democratic approach to project identification and formulation,
- Civil society involvement and networking,
- Mobilisation of enthusiasm and creativity and innovative approaches,
- Diversity in needs identification and bottom-up formulation of solutions, which reflect both immediate and more strategic needs.

The weakness of Tempus is found in its relatively informal status inside higher education institutions and the danger that the outputs and initiatives do not match with decisions taken at university management level (see also chapter 2.4).

The heart of the multilateral Tempus approach is its reliance on the ability of “university” staff in the EU and in the eligible countries to identify, formulate and implement high quality projects. Projects that aim to promote the development of the higher education systems and meet the priority needs of society for students with tertiary education levels and skills appropriate to evolving demands of the labour market. Evaluation data show that the multilateral model of co-operation has been highly successful in bringing together highly motivated and enthusiastic professionals committed to networking, sharing knowledge and expertise and dedicated to innovating curricula and promoting the modernisation of university management practices in the Tempus partner countries.

The participants in the programme perceive the multilateral model of co-operation as the key to the success of the Tempus intervention logic. The model provides the basis for the mobility and exchange components in the JEPs and the networks and sustainable partnerships that result from the JEPs.

The evaluation thus shows that the design features of Tempus and its intervention logic are valid. The Tempus approach can be expected to bring about the results needed to meet the twin Tempus III objectives of cultural rapprochement and adaptation of the higher education system.

The core business and most successful category of JEP is the support for the innovation of higher education curricula and study programmes. Experience shows that these Curriculum Development JEPs are also important to “open the door” for starting reforms at university management level. In the past Tempus has not often acted beyond this level of intervention, apart from a limited number of Compact Projects, which were implemented in direct partnership with higher education authorities³¹, Tempus impact on legislative reforms was perceived by JEP participants as minor at best because the higher education authorities in the partner countries have not often been a project partner. On the other hand, the higher education authorities themselves, who were interviewed during this evaluation gave Tempus credit for a fairly major *indirect* impact on legal, administrative and institutional reforms through people previously trained by Tempus.

The Tempus multilateral approach has also been effective for promoting that the partner universities have engaged in Institution Building- JEPs. The Evaluation Team found that these have been an incentive for the higher education institutions to start up training courses for people outside the academic world. These courses provided them with new skills needed to cope with new challenges arising from societal change processes.

4.4 Findings on Tempus value added compared to other programmes

“What is the Tempus value added in relation to structural investment in educational reform?”

In this section the value added and value for money dimensions of the Tempus model are looked at by comparing Tempus with other models.

4.4.1 Investment in higher education - different programmes and models

In the Tempus III eligible countries, five main types of programmes operate in support of higher education sector reforms:

- The Tempus programme
- Various bilateral Technical Assistance programmes (including PHARE, Tacis, CARDS, MEDA)
- Twinning between higher education authorities
- Structural investment, which is part of the partner country government budgets
- Government budget investment.

For the sake of completeness we also mention the private funds (e.g. Soros Foundation and Eurasia Foundation) These play a main role in education mainly by providing small grants for upgrading facilities, publication of books, etc. For the assessment of the value added of Tempus this model has not been further looked at.

³¹ In the past Compact Projects were the instrument for this. Under Tempus III the instrument of Structural and Complementary Measures is available for dealing with priority projects identified by Higher Education Authorities

For the purpose of comparing the value added and the value for money of Tempus with these other programmes³² the following table was drawn up. It highlights the characteristics, which are most important for the comparison.

Table 4.1 Investment in education - various models

Type of programme	Tempus III	TA projects	Twinning HEAs	Structural Investment
Funding	Grants	grants	grants	loans
Initiative	Bottom-up	Top-down	Top-down	Top-down
Implementation	Universities	Consultants	Civil Servants	Government
Socio-economic needs and relevant programme instruments				
Mentality change and cultural dialogue	JEP & IMG	study tours	exchange	
Curriculum development	CD-JEPs	projects		loans
University Management	UM-JEPs	projects		loans
Higher education legislation reforms	S&C Measures	projects	exchange	loans
Public admin. reform & civil society dev.	IB-JEPs	projects		loans
Primary and secondary education reform	CD-JEPs	projects		loans

The Table compares the main characteristics of the programmes in terms of the types of funding (grants or loans) and the socio-economic needs addressed. Comparison of the various programmes resulted in a number of findings:

In all countries the main source of funds for the higher education institutions is **the government budget**. In all countries these funds are scarce and only cover the basics of operational costs. Funds for innovation and investments have been limited especially in the CARDS area and in the smaller countries of the Tacis area.

The Tempus programme is by far the largest of the international programmes. The contribution of Tempus has been substantial in the former PHARE countries and in recent years it has become very important for the CARDS area. In the Tacis area, the programme plays in financial terms a fairly small role (1%). In terms of its push for innovation, however, the programme is unmatched in all regions because all its funds represent investment in innovation, while almost all of the government budgets cover only operational/running costs.

In the period covered by the evaluation (2000-2002), only one programme (World Bank loan in the Russian Federation), which had some characteristics of **structural investment** in higher education, was operational in the Tempus eligible countries (see Text box 4.5).

In terms of scope and limitations, the Tempus programme has the widest range of instruments, compared to other types of programmes. In principle, Tempus is designed in such a way that it can intervene at all levels of higher education reform. However, in practice it has not contributed directly to education reforms at the national level. Looking at the future, one may expect that the demand for Tempus support for reforms at the national level may increase. The integration of the educational system into the framework

³² Private foundation programmes e.g. Soros Foundation and Eurasia Foundation, are not covered in the table

of the Bologna process has become a higher education objective in most of the Tempus III eligible countries. This shall provide a strong orientation for Tempus in the future. In this respect the new instrument of Structural and Complementary Measures may well prove relevant for starting up projects in partnership with higher education authorities.

Text box 4.5 The relative merits of Tempus and the Structural Investment Model

1. With over € 850 million spent in the PHARE, CARDS and Tacis countries by the end of Tempus II in 1999³³, the Tempus programme has been and still is by far the most significant donor programme in the Central and Eastern European Higher Education Sector.
2. The World Bank runs a sizeable programme in support of universities with a focus on socio-economic disciplines only (on a loan basis). The World Bank Education Innovation project includes the following components: social science institutions capacity building, governance reform programme and social science academic support. Thus it covers university management, curriculum development in economics, law and social sciences and the provision of equipment/facilities. This programme could do similar things as done in Tempus, but in practice university co-operation, the networking dimension, as well as a joined curriculum development is absent.
3. There has been no competition between the programmes. The universities in Russia that are eligible to both Tempus and the WB programme tend to use both for complementary activities. The argument that efforts should be better co-ordinated and that multilateral structural lending would be better than bilateral initiatives is not considered valid by the WB representative in Moscow. Such an argument holds true for poor developing countries in Africa. There, co-ordination is necessary to avoid wasting management capacity and duplication of resources. In the Tempus eligible countries, the situation is different and the experience of Europe is highly important including its multilateral pluralism and diversity.
4. The strength of structural investment lies in the preparation process of the loans. During this process education strategies and capacity building of higher education authorities can take place. In practice, the real willingness to change depends on other factors including mobility experience, etc. In this field Tempus projects have played a major role and education experts with experience with Tempus see its contribution in terms of mobility and the promotion of international partnerships as its major value added.

Source: Technical note in the evaluation dossier

The **twinning programmes** have thus far been financed bilaterally and their value is recognised in the field especially for raising awareness about the different approaches to higher education in the Member States of the EU. No data are available to assess the value of these programmes, for example in relation to the individual mobility grants provided under Tempus for the same target group.

The **value added** of Tempus in comparison with the technical assistance projects, that have been funded by the Commission from its Tacis, PHARE and CARDS programmes

³³ Source: Tempus (PHARE and Tacis) Annual Report 1999

and by bilateral donors, is difficult to assess comprehensively. The participants in the evaluation workshops were unanimous in their opinion that the strong sense of ownership in Tempus projects by the faculties contributed to a sharper focus on local needs and circumstances than generally found in technical assistance projects.

4.4.2 Perceptions of Tempus stakeholders on value added of Tempus

The above analysis was supplemented by an assessment of Tempus stakeholder views on Tempus value added. In the workshops held in Moscow, Skopje and Almaty, participants were asked to define the value added of Tempus in terms of the relevance for their country of the specific EU experience and expertise that JEPs could generate. In addition, they were asked to discuss the main strengths and weaknesses of Tempus compared with other forms of donor assistance in the field of higher education reform. The findings presented here are taken from the workshop reports³⁴.

The participants perceived that **the value of the EU experience** they could access to by means of the multilateral model was especially high in:

- The convergence of programmes and recognition of diplomas, compatible system of standards, bridging the gaps in the quality of education (The Bologna process).
- Quality assessment and assurance systems.
- Enhancing the social and civic role of universities and their contribution to the reform of the economy and civil society.
- Reform of university management and co-operation with potential employers embedded in education process.
- The EU link between research with education: universities as centres of research excellence.

Text box 4.6 **Almaty workshop participants on Tempus value added**

- The teacher exchange programme within the JEPs is specific to the Tempus programme and this is highly valuable: "one picture is as valuable as a thousand words, and one lecture by a good teacher is as valuable as a thousand pictures".
- "Tempus is the best donor programme in higher education so far. The EU programme focuses on consultation and unification, i.e. on joining of forces. By comparison the US programmes focus on individuality. For Kazakhstan these EU values are more important than those promoted by the US".

³⁴ The four workshop reports were submitted to the Commission under separate cover as part of the Technical Annex of the study.

On the issue of Tempus **strengths and weaknesses** the following issues were brought up in the workshops:

- Ownership. Faculties prepare projects. In other programmes the projects are often prepared by foreign universities and or consultants and are often not geared to local needs and circumstances.
- The process of selection. Tempus proposals go in phases to various actors involved. With Tempus, the procedure is well known and the authorities feel they can influence the selection and the process is transparent
- Networking. Tempus activities provide a good stepping-stone for further international co-operation.
- The transaction costs of international mobility and cooperation can be high. Visa procedures for students and teachers participating in IMGs and JEPs are complex and take much time, equipment clearing experiences delays etc.

As strong points of programmes funded by other donors were mentioned:

1. Synergy between programmes: UNESCO, UNDP, Council of Europe, IAAE, etc.
2. Multi-country and distance learning programmes.
3. The Japanese programme with direct application, for mobility finance.
4. Programmes with Turkey and Slovenia that are important in the context of CARDS regional co-operation.

On the basis of this feedback from the workshops in Moscow, Almaty and Skopje the following two hypothesis were prepared and subsequently discussed during the Lessons Learned Workshop in Brussels:

Hypothesis 1 The enthusiasm of the partners reflects a win-win situation for all involved. The multilateral model of co-operation gives excellent value for money. The model feeds on the autonomy of faculty members in western universities.

Hypothesis 2 EC universities and/or university staff appear to heavily “subsidise” Tempus actions. Why? Are the opportunity costs of the personnel so low? Or are the indirect benefits in terms of new opportunities so high?

The participants considered the first hypothesis valid but did not agree that the EU universities heavily subsidise their Tempus activities. Instead the exchange of views between the participant lead to the identification of the following explanation for the good value for money aspect of JEPs.:

Staff members of EU and eligible countries are willing to devote much more time and effort in JEPs than can be compensated for under the Tempus budget rules because the JEPs that they have helped formulate overlap and fit in with their own objectives

Text box 4.7**Brussels workshop participant comments on Tempus value added**

"EU universities and teaching staff invest in Tempus because they are doing things they want to do anyway; and because there is a strong feeling in academic community of the EU of responsibility and commitment for co-operation with the "East".

To assess the **value added** of Tempus in money terms, the Evaluation Team made a pro forma comparison of a Tempus project budget with a standard EuropeAid TA project budget. The comparison shows that Tempus projects can be credited with a much higher value for money than technical assistance projects. Using standard budget data, it was shown that a technical assistance project would cost roughly three times as much as a Tempus project when addressing a similar education reform issue with a same level of inputs (see Appendix 6). The analysis presented above explains why the multilateral model of Tempus is so cost effective.

4.5 Conclusions and recommendations

Conclusion 1. The multilateral model of cooperation is the essence of the IMGs and JEPs and forms the heart of the Tempus approach. The model is valid and has proven successful in promoting that Tempus achieves its twin objectives of cultural rapprochement and adaptation of higher education systems. IMGs and JEPs have a direct major impact on building sustainable personal networks and institutional partnerships between HEIs in the eligible countries and in the EU Member States and this is a main indicator of success for the 'cultural rapprochement' objective of Tempus III. The validity of the multilateral model for the 'adaptation objective' of Tempus III is confirmed in this evaluation by the impact, which the curriculum development JEPs, university management JEPs and institution building JEPs have had during the period 1994-2000.

Conclusion 2. The assumptions on which the multilateral model is based have proven to be correct in the practice of the Tempus programme. The bottom up calls for tender approach is working well and has generated sufficient proposals to select good quality projects within the budget envelopes of the third phase of the Tempus programme.

Conclusion 3. The multilateral model remains valid for the eligible countries and for period covered by the third phase of Tempus (2000-2006). This is the perceptions of the Tempus III stakeholders from the Tacis CARDS and MEDA countries who contributed to this evaluation by their participation in the workshops organised in the course of this evaluation. These perceptions reflect the enthusiasm of the target groups for participating in the programme as well as the high degree of satisfaction by Tempus II participants that was found to exist by the Evaluation Team.

Recommendation 3.1 Keep Tempus focused in the coming years on what the multilateral model of university co-operation does best i.e. promoting mobility; exchanges and innovation of study programmes and teaching methods. University Management issues should be built into the project design of JEPs rather than addressing them with separate projects.

Proposed action: The Tempus unit of DG EAC should emphasise in its Guide for Applicants, the importance of sustainable partnerships for 'cultural rapprochement' and university capacity development for adaptation of higher education system to changing socio-economic needs.

Conclusion 4. Tempus provides very good value for money. On this indicator Tempus compares very favourably with technical assistance projects financed by bilateral donor programmes and by the Commission's Tacis and CARDS programmes. The explanation for this is found on the one hand in the budgeting guidelines of Tempus which sets low compensation rates for expert inputs, and on the other hand in the opportunities which academics have to match their Tempus inputs with their academic interests.

Conclusion 5. In the Tempus eligible countries has up to now not been a real structural investment programme for higher education. The value added of Tempus in relation to structural investment in educational reform could therefore not be assessed in a satisfactory manner in this evaluation. In principle the strengths of structural investment is that all HEIs are eligible and get access to the reform initiatives and funding while Tempus reaches only a part of the higher education sector directly. The Commission with its Tempus programme has so far been the main investor for innovation in higher education.

Conclusion 6. The Tempus approach and the concept of structural investment in higher education can be considered as complementing each other. The value added of Tempus compared with structural investment in education lies in its promotion of international co-operation, which generates new insights, ideas and new networks of personal and professional contacts. In addition, the strength of multilateral mobility model is that it facilitates entrepreneurship at faculty level, which provides a bottom-up motor for innovation and reforms. As a result the diversity of the innovation projects is very large. The value added of structural investment in higher education lies in its consultation process with higher education authorities and university deans, which can provide a common policy direction for legal, administrative and institutional changes (reforms). This Evaluation shows that the conditions for such a programme are not yet favourable in most of the Tempus eligible countries.

Recommendation 6.1 Allocate more funding for Tempus. In most countries eligible under Tempus III, the conditions for absorbing Structural Investment loans are not yet favourable and government budgets for higher education are in general inadequate to enable serious investments in innovation. In this situation, Tempus III remains essential. "A lifeline for the survival of higher education and research", was the qualification by a workshop participant.

Proposed action: The Commission services responsible for multi annual programming of the Tacis, CARDS and MEDA programmes should jointly plan their Tempus and other EuropeAid interventions in the field of higher education. The cost effectiveness advantage of Tempus over technical assistance projects in the field of higher education suggests that efficiency gains are possible. The new Tempus instrument of Structural and Complementary Measures might provide the programme with the opportunity and flexibility needed to cover higher education institutional reform issues also at national level.

5 Relevance and effectiveness of Tempus project types

5.1 Introduction

This chapter addresses the following ToR question:

Evaluation question No. 4

Are the type of projects (outputs) supported by the programme (Joint European Projects and Individual Mobility Grants in particular) relevant in the light of expected results, outcomes and impact on higher education systems?

To answer this question, the Evaluation Team has looked at three interrelated issues: the relevance, effectiveness and comprehensiveness of the project types that can be implemented under the third phase of the Tempus programme.

The approach and methodology for answering the evaluation question is briefly outlined in section 5.2. The Findings are described in section 5.3.1 - 5.3.3. The conclusions and recommendations are presented in section 5.4.

5.2 Approach and methodological issues

The 'Tempus toolbox' for the third phase of the Tempus programme comprises three types of projects: JEPs, IMGs and S&Cs. Evaluation question no. 4 implies three interrelated questions on the relevance, effectiveness and comprehensiveness/completeness of this 'toolbox'.

4.1 Does the third phase of Tempus programme have the project types that are needed to meet the programmes objectives and to achieve the results and outcomes formulated in the Council Decisions on Tempus III ? This question on the relevance of the project types is related to the intervention logic analysis presented in chapter 4 and that analysis provides the basis for the conclusion and recommendation presented in this chapter.

4.2 Are the project types effective in terms of project results and are they instrumental for the achievement of the expected outcomes of the programme and its impact on higher education reforms?. To answer this question the Evaluation Team could

not use data on the Tempus III project portfolio, because most of those projects are still ongoing and this precludes evaluation of results. Therefore to evaluate the effectiveness of the JEP as a project type, the Evaluation Team looked at JEP implementation in the period 1994-2000. For the analysis the evaluation tools and evaluation results were used, which are presented in the 'Final evaluation on the second phase of the Tempus programme (1994-2000)'. The main tools are the three surveys outlined in chapter 1: the JEP co-ordinators questionnaire, the JEP survey and the HEA survey.

To evaluate the effectiveness of the other project types i.e. the IMGs and the S&Cs, the evaluators relied on interviews especially with the NTOs and TIPs in Tacis and CARDS countries. To further enrich the analysis with feedback from stakeholders involved in Tempus III implementation the Evaluation Team used the four workshops to ask the participants about their perceptions on the effectiveness of the Tempus III toolbox.

4.3 Is the Tempus toolbox complete, or do important needs exist in higher education reform, which Tempus could more effectively address, within its mandate and model of multilateral university cooperation, by introducing one or more new project types?

To answer this question, the evaluation team used its analysis of the evolving higher education reform needs as presented in chapter 2. Moreover, the four workshops were used to benefit from the experience of the Tempus III stakeholders and obtain their views on this issue.

5.3 Findings

5.3.1 The relevance of the Tempus toolbox.

Does the third phase of Tempus programme have the project types that are needed to meet the programmes objectives and to achieve the results and outcomes formulated in the Council Decisions on Tempus III ?

5.3.1.1 Short description of the Tempus project Types

The Individual Mobility Grants (IMGs) provide short-term mobility opportunities for people involved in the higher education institutes. IMGs are awarded on the basis on several calls per year for applications. Student, teachers, and civil servants working for Education Ministries can apply.

The S&Cs aim at promoting university co-operation with higher education authorities. They are designed to facilitate project interventions at university management level and national level higher education reforms. This is a follow up to the Compact project type of the Tempus II. The S&Cs procedures for identification, formulation and the approval phases in the project cycle are amongst other things shorter than for the JEPs and the Compacts of the past.

Three types of JEPs are distinguished in the Tempus Guide for Applicants.

1. Curriculum Development projects (CD-JEPs) contribute to the reform of content, teaching methodologies and structure of university studies and study programmes. This includes:
 - The modernisation and innovation of courses and curricula in graduate and post-graduate studies.
 - Upgrading the teaching and training skills of faculty members, etc.
2. University Management projects (UM-JEPs) provide direct support to higher education institutional development and reform. This includes:
 - Reinforcement of the skills and capacities of the management and the administration of universities (management training and management information systems; financial management and human resource management; library development; international co-operation office; and student services).
 - Promotion of university-industry-society partnerships.
 - Development of quality assurance and quality certification systems.
 - Development of information technology and networking with other higher education institutes.
 - Promotion of voluntary adoption of Bologna process principles.
3. Institution Building projects (IB-JEPs) are training courses that aim at public administration reform and civic society development. This includes:
 - Short-term professional training on every possible subject for staff of public and private sector organisations.

5.3.1.2 *The role of the project types in the Tempus intervention logic.*

With reference to the intervention logic analysis presented in chapter 2, the relevance of the Tempus project types can be directly linked to their contributions on the impact, outcome and result levels of the third phase of the Tempus programme.

At Impact level Tempus contributes to changing the socio-economic conditions in a country by means of belief system change; institutional change and higher education reforms.

The analysis in chapter 2 shows that at this level the IMGs and JEPs can be considered relevant for their contributions to awareness raising and promoting reform commitment in the target groups.

At Outcome level Tempus promotes the achievement of its two main objectives: the rapprochement of cultures and civil society development and the adaptation and development of higher education systems.

The same analysis shows that JEPs and IMGs promote mobility and cultural dialogue and therefore can be considered relevant and instrumental for achieving the Tempus III objective of rapprochement of cultures and civil society development. With respect to the second Tempus III objective i.e. the adaptation and development of higher education systems, the JEP and S&C project types are important because they provide access to the expertise and reform know how of West European project partners. The project types make this expertise available and affordable. The relevance of the project types can further be shown by their link with main higher education reform dimensions:

- Innovation of study programmes (Curriculum Development JEPs)

- Management reforms in the higher education institutes (University Management JEPs)
- Education system reforms at national level (S&C Measures)
- Short-term professional training outside the higher education institutes (Institution Building JEPs)

At Results level the different project types address the specific reform needs of the participating HEIs. To analyse the relevance of the project types at this level, the Evaluation Team, evaluated the implementation experience of the second phase of the Tempus programme (1994-2000).

The conclusion of that evaluation implicitly confirms the relevance of the project types: *'With the second phase of Tempus (1994-2000), the Commission has funded and implemented a scheme, which has made major contributions to the development of the higher education systems in the eligible countries'³⁵*

5.3.2 The effectiveness of the Tempus toolbox

Are the project types effective in terms of project results, are they instrumental for the achievement of the expected outcomes of the programme and its impact on higher education reforms?

5.3.2.1 The IMGs

The evaluation team assessed IMG effectiveness by interviewing NTOs and TIPs involved in debriefing IMG participants and by asking the participants in the 'Lessons learned workshop' in Brussels about their experience with the effectiveness of the IMGs. The findings can be summarised as follows in terms of strengths and weaknesses of this project type

- IMGs fit in well with the Tempus intervention logic, they provide opportunities to people involved in higher education institutes to benefit from short-term mobility. The mobility benefits are found in awareness raising on reform issues and networking. The IMGs contribute to the reform commitment and motivation of the participants.
- From a management point of view the IMGs are fairly efficient, they are based on several calls for applications per year (now on-line), which allows the Commission to fine tune the spending over the year.
- The NTOs also made some critical notes (see Text box 5.1) which show that there may be room for improvement in feedback reporting and harmonisation of the IMG conditions with those of the mobility grants provided within JEPs.

³⁵ Final report on the second phase of the Tempus programme (1994-2000), executive summary, concluding remarks

Text box 5.1 Two critical observations from the IMG practice

- The purpose of IMGs is clearly explained in the Guide for Applicants, but implementation is sometimes different. IMGs are also used for other purposes such as doing research in preparation for doctorate studies.
- There are discrepancies between IMGs and JEPs rates, e.g. IMGs are better paid than JEP mobilities, whereas the JEP mobilities are in general more focused and useful.

Source: lessons learned workshop, Brussels

5.3.2.2 *The S&C Measures*

This Tempus activity is new and can be considered as timely. In the past, Compact Projects have been important (1997-1999) for policy advice on legislative issues and dissemination purposes. The Commission expects that the S&Cs will prove effective for supporting the role of Tempus in funding policy advice to national authorities (executive and legislative). At the time of the evaluation, the Commission has not yet gained experience with this new tool. Therefore the Evaluation Team can not assess its effectiveness.

5.3.2.3 *The JEPs*

To assess the effectiveness of the JEP instrument two types of information sources were used: the three surveys and the four workshops. The on-line questionnaire and the two surveys provide quantitative evidence, the workshops provide evidence of a qualitative type.

The survey findings

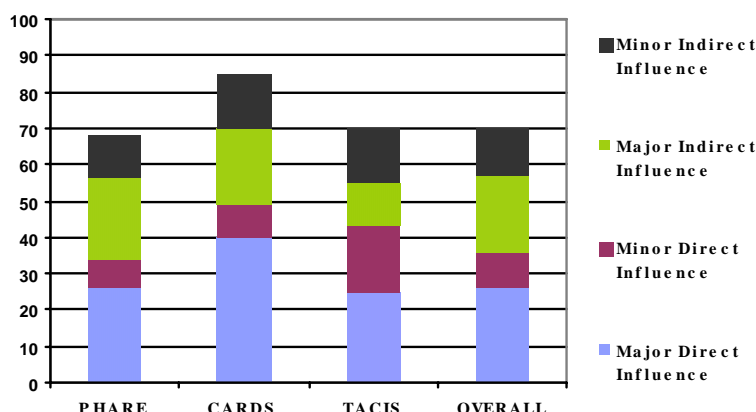
In the following paragraphs eight figures are reproduced which summarise the evidence on JEP effectiveness in terms of project results and programme outcomes. The figures provide information on JEP effectiveness with respect to six expected outcomes of the Tempus programme

1. JEP impact on legislative/regulatory change in the field of higher education
2. JEP impact on HEI openness and preparedness for international cooperation
3. JEP impact on HEI management reform
4. JEP impact on curriculum development
5. JEP impact on training of decision makers
6. JEP impact on sustainable partnerships

Text box 5.2 How to read the figures on JEP effectiveness

The horizontal axis provides information on the location of the JEP effect. 'Overall' stands for all eligible countries. This total picture is further broken down into the main country groupings in which Tempus II has operated i.e. PHARE, Tacis and Western Balkans (now part of CARDS). The vertical axis gives the percentage of the JEPs in the total portfolio (100%) that was found to have an effect on the relevant question. For analytical purposes effectiveness was measured in terms of direct effects and indirect (i.e. side-effects) or no effect. In addition the effects measured are qualified with the terms major or minor. In this way five categories of effects are distinguished. In the table the zero effect category is shown with a blank. Thus taking figure 5.1 as an example, the overall column shows that in total some 70% of the JEPs had a direct or indirect effect on regulatory/legislative change. The 70% is built up by 26% major direct, 10 percent minor direct, 21 percent major indirect and 13 percent minor indirect, the remaining 30 percent had zero effect on regulatory/legislative change. The other columns show the regional variations in the findings

Figure 5.1 JEP impact on legislative/regulatory change in the field of higher education

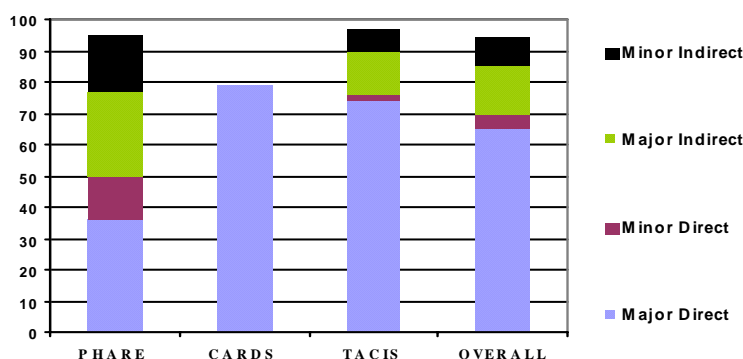


The figure shows that the JEPs are relevant and effective project types for bringing about regulatory/legislative reforms in support of higher education reform. A JEP can be effective in a direct or indirect way. Which effect a JEP will have depends of course on the projects immediate objective. The data shows that the majority of the JEPs did not directly aim for bringing about regulatory changes. Some fifty percent of the effects observed are direct and the other fifty are side effects. Awareness raising and Attitude change are the basis for indirect effects. Direct effects require focused actions which provide Access to the know-how and make change Affordable by building capacity for change³⁶. Other data provided in the Final report on Tempus II, show that JEPs (some 18

³⁶ Awareness raising, Attitude change, Access and Affordability, were identified in the Tempus Output Scheme study (1998), as the building blocks for change processes and dissemination of tangible outputs.

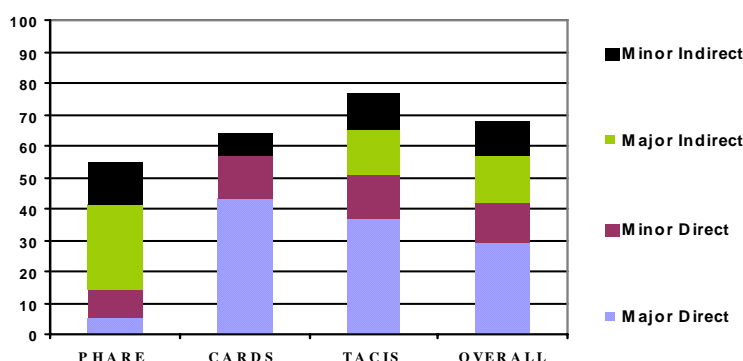
percent of the total portfolio) have also contributed to legislative and regulatory changes in other fields than education.

Figure 5.2 JEP impact on HEI openness and preparedness for international cooperation



The figure speaks for itself and confirms the effectiveness of the JEP project type as a tool for opening up HEIs for international co-operation. The differences between the regions are in line with expectations. In the PHARE region – for geographical, geopolitical and internal reasons - the process of internationalisation started much earlier, and in that respect the second phase of Tempus had less to offer. For example, many of the respondents in this survey were from universities in the PHARE region whose network of international contacts were at an advanced stage before the implementation of their Tempus projects. In the CARDS region, Tempus has been the key for access to Europe and this finding just confirms a well know fact. In Tacis, internationalisation remains high on the agenda. Russia illustrates the vast needs that still exist in that part of the world. Tempus has so far reached only some 15% of the universities in the country.

Figure 5.3 JEP impact on HEI management reform



The ETF data base classifies some 10 percent of the Tempus II JEP portfolio as UM-JEPs. Figure 5.3 implies that also a significant proportion of the CD-JEPs have brought about university management reforms. In the sample of projects covered by the JEP survey (80 JEPs), thirty percent indicated a major direct effect and a further 10 percent saw a minor direct effect. A further 28 percent of the interviewees considered that their

project had contributed to management reforms as side effects. Other findings show that University management reform is a complex matter, and that this requires a dedicated approach. In this context, UM-JEPs can be considered as a relevant and effective project type in the Tempus toolbox.

Figure 5.4 JEP impact on curriculum development

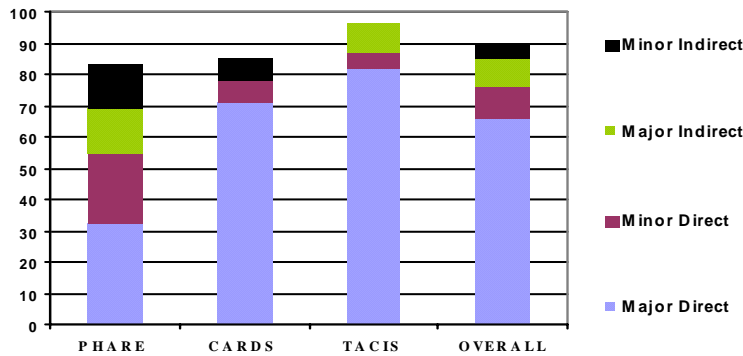


Figure 5.4 demonstrates that the CD-JEP project type has been highly effective in bringing about curriculum development changes in all the eligible countries. In the CARDS and Tacis countries, the JEP Participants clearly show that in their faculties/departments the JEPs were the main cause for the impact on curriculum reform. In the PHARE region, the influence of Tempus was recognised as substantial, but clearly also other factors contributed to the reforms in curricula development

Figure 5.5 JEP impact on training of decision makers

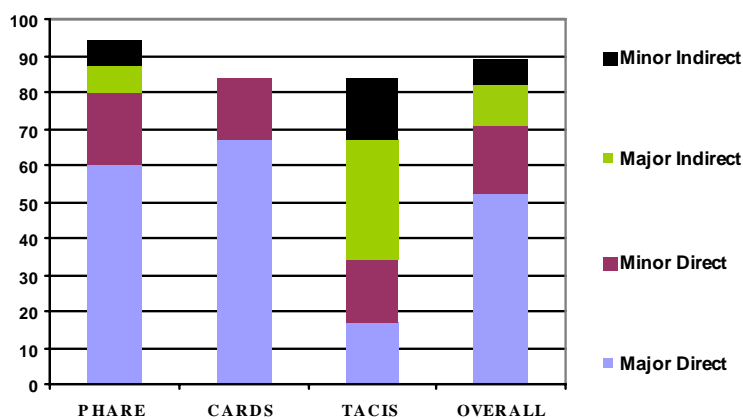


Figure 5.5 is based on the HEA survey. It summarises the experience of higher education authorities in the eligible countries (28 sampled) with two project types: JEPs and Compact Measure and Projects. This top down view confirms that both tools have been effective in reaching and training decision makers in the higher education sector.

Table 5.1 JEP impact on sustainable partnerships

Type of partnerships	Total Tempus	PHARE region	CARDS	Tacis
No sustainable partnership was formed	25	24	39	27
Regular contact through conferences, seminars or other forms of academic networking	75	76	61	73
Regular exchange of academic staff	59	60	46	61
Joined research and publications	53	55	33	53
Regular exchange of students	51	52	33	54
Operation of a joint curriculum based on accreditation	26	25	33	30
Other	18	19	12	16
Joint consulting or research assignments for private or public clients	13	13	10	15
Total number of respondents	599	462	36	101
Total response rate in percentage	43,2	41,3	54,9	43,9

Table 5.1 is based on the on-line survey and aggregates the answers of 599 participants (43%). The tabulation shows that JEPs are effective project types for initiating various types of sustainable partnerships.

The workshop findings

In addition to the quantitative evidence provided above, the Evaluation Team assessed the strengths and weaknesses of the JEPs during the regional workshops and the lessons learned workshop in Brussels. The findings are presented below:

CD-JEPs

CD-JEPS are considered by the Tempus stakeholders as the core business of the Tempus programme and this project type was highly appreciated by the workshop participants. As a general issue the question was raised whether the budget size and duration of the JEPs was appropriate. One of the suggestions from the group was to aim for a reduction in the maximum and average budgets (by some 20 percent) and thereby increase the absolute number of the JEPs. Many considered this a possible strategy for increasing Tempus impact within the current budget envelope.

Text box 5.3 Issues related to CD-JEPs

" One sometimes sees guerrilla warfare between successful JEP applicants and central university administrations, which is highly undesirable. JEPs should not be the exclusivity of a faculty, but enhance the reputation of the whole university."

Source: Brussels workshop.

UM-JEPs

The possibility to apply for the University Management JEPs as a project type began in 1997-1998. Outside the PHARE area there have been relatively few applications because most JEP initiators are faculty members who's first concern and interest is Curriculum

Development. Tempus experience has, however, shown that University management needs to be involved to embed the results of CD-JEPs as sustainable reform outcomes at University and national levels. In this respect the participants considered the UM-JEPs as increasingly relevant and potentially effective project types.

A MEDA country representative offered the comment that in the future more focus on University management (institution building within the university is needed) because good results can only come from the right balance between individuals and management structure.

A CARDS country representative observed that the Deans who have all the power are professors and influential academics who think in the old ways, while the issues confronting universities now require trained managers to deal with them effectively. A Tacis country representative expressed the view that understanding of the importance of management issues is growing at university and national levels, and that this is the right time for more UM-JEPs and that their effectiveness under the third phase of the Tempus programme will increase.

Text box 5.4

Comments on the effectiveness of UM-JEPs

- Whereas institutions are often obstacles, individuals drive change, they have the contacts abroad, the ideas. Therefore also in UM-JEPs they should be seen as the agents of change. These individuals should however, include a core of key people, i.e. the management, so as to bring about generic changes. Beware of bureaucracy.
- In many Tacis and CARDS countries faculties and universities are resistant to change. (vice-) Deans have no or limited commitment to structural change and in such a situation it is much easier to apply for curriculum development JEPs than for UM-JEPs.
- Not computers but real management issues are politically sensitive, and therefore impossible to introduce just yet in Russia. It is a relevant problem though, because all rectors have right of signature, so you cannot have a JEP without support. Even if they were purely altruistic, Tempus money goes to one of 10 or 12 departments, whereas they want to spread it. To win consent of the rector, you need to dedicate 15% to old university needs, the rector's office, etc

Source: Brussels workshop

IB-JEPs

The workshop participants commented that during the second phase of the Tempus programme a lot of priming was done by the Commission to promote applications for IB JEPs. In the last two years of Tempus II (bis) applicants from the PHARE countries mainly UM or IB JEPs were selected. The participants perceived the IB-JEP as opportunities for universities to obtain funding for setting up better university -industry relations, and providing professional short term training for civil servants working outside higher education institutions. For these purposes IB-JEPs were considered an effective project type, which might be also be in demand during the third phase of the Tempus programme.

Text box 5.5**Observations on the effectiveness of IB-JEPs**

Tempus II was a turning point for the programme. During Tempus I, the basic philosophy was the bottom-up approach, but Tempus II started the top-down approach as well, through politicians, introducing structural priorities, which coincided with the passing of new legislation. With the introduction on the IB-JEPs the Commission during the second phase of Tempus explicitly aimed at supporting authorities to implement these new laws. This happened especially in the PHARE countries. For the third phase of Tempus, the adoption of the 'acquis communautaire' will be less important with the exception of some of the CARDS countries.

Source: Brussels workshop

5.3.3 The comprehensiveness of the Tempus toolbox

Is the Tempus toolbox complete, or do important needs exist in higher education reform, which Tempus could more effectively address, within its mandate and model of multilateral university cooperation, by introducing one or more new project types?

The Evaluation Team approached this question with two activities. The content of the project portfolio was compared with the main issues listed in the Tempus guides for applicants, and the question was put to the participants of the Brussels workshop. The findings are listed below.

1. Relatively few projects have addressed the following three needs:
 - The promotion of employability for university graduates with specific training courses designed to meet actual labour market requirements.
 - Integration of Tempus JEPs with vocational training programmes for teacher training and dissemination of the innovations to other training centres, including secondary schools and primary schools.
 - Educating top students for a research career (centres of excellence).

The explanation for this lack of effective demand does not seem related to the project types that can be applied for. In principle the three JEP types could be used for meeting these needs. The explanation is therefore that these issues are perceived by the applicants as lower priority needs. To change this more incentives would be needed, and this could take the form of an innovation in the project types.

2. The common view of the workshop participants was that the project types (toolbox) provide sufficient flexibility for meeting most of the higher education needs. As the main omission in the toolbox was identified a project type geared at exchanging information between the JEP participants. In this context the need was expressed for conferences and information exchange fairs at country and regional level, and the establishment of a Tempus Gateway web site for accessing quality outputs produced by the JEPs.

5.4 Conclusion and recommendations

Conclusion 1. Each of the project types of Tempus has its own relevance and proper place in the Tempus intervention logic. The IMGs and JEPs can be considered relevant for their contributions to awareness raising and promoting reform commitment in the target groups. The JEPs and IMGs both promote mobility and cultural dialogue and therefore can be considered relevant and instrumental for achieving the Tempus III objective of rapprochement of cultures and civil society development.

With respect to the second Tempus III objective i.e. the adaptation and development of higher education systems, the JEP and S&C project types are important because they provide access to the expertise and reform know how of West European project partners. The project types make this expertise available and affordable. The relevance of the project types can further be shown by their link with main higher education reform dimensions:

- Innovation of study programmes (Curriculum Development JEPs)
- Management reforms in the higher education institutes (University Management JEPs)
- Education system reforms at national level (S&C Measures)
- Short-term professional training outside the higher education institutes (Institution Building JEPs).

Conclusion 2. Each of the different project types is effective in terms of project results, and has been instrumental for the achievement of the expected outcomes of the programme and the overall Tempus impact on higher education reforms. The IMGs, are in general effective, but there is room for some improvement in the management of the tool. The S&C has the potential of becoming an effective and efficient tool for promoting higher education system reforms at national level in the eligible countries in close cooperation with the higher education authorities. JEPs have proven their worth as effective project types for promoting Tempus impact on:

- Legislative/regulatory change in the field of higher education
- HEI openness and preparedness for international cooperation
- HEI management reform
- Curriculum development
- Training of decision makers; and on
- Sustainable partnerships between HEIs in the EU and the eligible countries.

Recommendation 2.1: Increase the relevance and effectiveness of the IMGs further and limit the room for misuse of the grants

Proposed actions:

- The Tempus unit of the Commission should harmonise the IMG grant conditions with the mobility grants of the JEP; and
- Include in the IMG contract a grant pay back clause linked to approval of the participants IMG 'end of mission report' by the Commission
- The Commission can enforce the payback clause, by providing the NTOs/Tips with the task to undertake an annual review of IMGs implemented in each eligible country on the basis of the 'IMG end of mission reports'. This IMG annual implementation review should result in a memo to the Commission for follow up action.

Involved parties: The Commission, the NTOs/TIPs and the successful IMG applicants.

Recommendation 2.2: Improve co-ordination with EuropeAid for project interventions on higher education reform and promote the use of S&Cs during Tempus III

Proposed action:

- The Tempus unit of the Commission should set up a semi-annual exchange of information with the Delegations of the Commission in the eligible countries on higher education sector reforms in order to avoid that EuropeAid starts funding projects in this field, which are not co-ordinated with planned or ongoing JEPs
- The NTOs and TIPS should promote awareness amongst the stakeholders of the S&Cs as a suitable project type for meeting policy work needs by higher education authorities.

Involved parties: The Commission, Tempus unit and EuropeAid staff in the Delegations, and HEAs in the eligible countries.

Recommendation 2.3 Investigate the feasibility of reducing the maximum JEP grant amounts to say 200,000 for a two-year project

Proposed action:

- The Commission should organise a survey amongst JEP Co-ordinators and JEP partners to assess their views on smaller JEP budgets. The Commission can initiate a tender procedure for the survey or instruct ETF to undertake it (Budget Euro: 10,000)

Involved parties:

The Commission, ETF or a consulting firm and the Tempus III project partners.

Conclusion 3. Within its framework of multilateral university cooperation, the Tempus toolbox of project types effectively addresses the most important needs that exist in higher education reform. The need for a new project type seems limited to the organisation of conferences in support of regional cooperation and dissemination. However not all the needs identified by the Council are adequately addressed. Scope for further Tempus impact exists in Information exchange between Tempus participants and dissemination of intangible and tangible results. Moreover, the Tempus III portfolio reflects that the applicants give little priority to such issues as: (a) university-industry relations and employability of university graduates; (b) integration of Tempus JEPs with vocational training programmes for teacher training and dissemination of the innovations to other training centres, including secondary schools and primary schools; and (c) educating top students for a research careers.

Recommendation 3.1 Introduce a new project type for conference organisation in support of regional cooperation/networking and dissemination of project results.

Proposed action:

- The Commission should make arrangements with the view of introducing a Tempus Conference Project (TCP) type within a year. The guidelines for the project type could specify that the applicants have to be involved in one of the priority areas for regional cooperation listed in Regional Project Guidelines (see chapter 3).

Recommendation 3.2 Reserve funding for actions that will promote information exchange and more dissemination of the intangible and tangible results of Tempus.

Proposed action:

- The Commission should formulate an information exchange project for implementation in each country. The project would undertake the following activities: the organising of an annual or bi-annual country specific Tempus conference/fair, and updating the country section on the Tempus Gateway web site with tangible project results.
- The Tempus Unit of the Commission should issue a tender for this project and/or change the terms of reference for the NTOs/TIPS to implement the activities.
- The Commission should allocate funds from the Tempus country allocations for this purpose (Maximum 5%)

Recommendation 3.3 Focus the Tempus Guidelines for Applicants more firmly on the promotion of top talent education, employability, university-industry-civil society relations and the trickle-down of JEP innovation to other training establishments including secondary and primary education programmes.

Proposed tools:

- The National education authorities can include these issues in the National Priorities for JEPs or
- The Commission can include these issues in as part of the S&C Guidelines.

6 Funding requirements and critical mass

6.1 Introduction

The Tempus programme uses a call for proposals system and the number of applications has always exceeded the availability of funding. This poses the question: how much funding is needed to achieve the objectives of the Tempus III, and/or how much absorption capacity is there for Tempus III in the EC and the eligible countries? A closely related question is how much Tempus activity would be needed to generate a critical mass capable of producing a durable impact? These issues are important for policy decisions and negotiations between the Commission services on the total budget envelope for Tempus, as well as for indicative programming purposes per region and country.

These issues are formulated in ToR for this evaluation as follows:

Evaluation question No. 5

Is the level of funding sufficient in the light of the objectives to be achieved?

Does the present approach generate a critical mass capable of producing a durable impact?

6.2 Approach and methodological issues

The Evaluation Team looked at four sub-questions to analyse evaluation question No. 5:

1. Is there an objective method for establishing how much funding would be sufficient/needed to achieve the Tempus objectives?
2. Is there in theory a funding level, which would optimise the impact potential of the Tempus approach and thus could be considered sufficient?
3. Does the Tempus approach generate a critical mass capable of producing durable impact?
4. Are there alternative approaches, which could produce a critical mass?

Interviews with the Commission, a review of the literature and the perceptions of the workshop participants, provided the Evaluation Team with the information and ideas needed to answer these questions. The findings are presented below in sections 6.3.

6.3 Findings

6.3.1 Level of funding

Is there an objective method for establishing how much funding would be sufficient or needed to achieve the Tempus objectives?

Tempus objectives are formulated in terms of promoting reforms and strengthening the higher education sector. The objectives are not translated into a number of specific performance targets with objectively verifiable indicators. In theory, one could further clarify the link between Tempus objectives and the required funding levels. This would require detailed planning at specific country level and at regional level. A further necessary condition would be the development of a detailed strategy for education reforms, complemented by a performance-based country budget, which specifies activities and outputs in detail. In other words, a top-down programming approach would be needed, which goes far beyond the current National Priorities approach of Tempus III.

It should be clear to all parties involved in Tempus that such a programming approach is not feasible in the Tempus III eligible countries. In the present socio-economic conditions in the partner countries this is beyond their technical budgeting capability. Moreover, this would require a more precise formulation of the higher education strategy and reform goals than exists at present in the Tacis and CARDS region.

Would it be desirable to invest in making such an objective method feasible? From a budgeting point of view the answer could be yes. From the point of view of society: maybe not. It might move the higher education sector towards a situation, in which the room to move for each higher education institute is carefully established. It would probably take away the incentives for modernisation and could result in a stagnating, low quality, higher education sector, not very dissimilar from the one previously described in chapter 2.3.2 as the Soviet heritage in education.

Is there in theory a funding level, which would optimise the impact potential of the Tempus approach and thus could be considered sufficient?

The Tempus approach is based on an annual call for proposals and the selection process aims to identify the most relevant projects of the highest quality (see also chapter 7). At present the funding levels determine how many projects can be financed. The eligible applications are ranked in order of quality and the country budget envelope defines how many of the top ranking projects can be funded. In theory one can argue that this approach, in which demand (i.e. funding levels) determine supply (i.e. the number of selected projects), is the wrong way around. Impact could be higher if the supply (i.e. good quality projects) would determine demand (i.e. funding levels). This line of reasoning implies that the potential impact of Tempus can be approximated by taking as its indicator the number of good quality proposals submitted in each year of applications. Thus impact would be maximised if Tempus had sufficient funding to support all the good quality proposals. To make this system operational one would need two things: sufficient money and a quality scoring system, which enables the Commission not only to

rank the quality but also to establish what scoring levels are needed as the minimum to ensure relevance, outcomes and impact. From this perspective one could establish what levels of funding would be sufficient.

Using this argumentation, and with reference to the interviews which the Evaluation Team conducted with ETF staff and a number of independent experts involved in the selection process, one can conclude that in the past Tempus has been under-funded. In a number of countries, but not in all countries, the number of good quality project applications received during the first years of the third phase of the Tempus programme has exceeded funding levels.

Though the answer is therefore yes, it does need some qualification. Firstly, Tempus can be seen as an investment programme in higher education and it has been argued elsewhere that substantially higher levels of investment in higher education (and research) are going to be needed in the future to cope with the demand for skills of society. Thus the question of sufficiency in funding becomes a question of how many good quality proposals can Tempus generate with its approach, i.e. what is the absorption capacity of the multilateral model?

The absorption capacity of the multilateral model depends on the one hand on the potential of the target group for modernisation and reform; and on the other hand on the incentives, which the programme offers to the target groups. One can safely assume that the potential for multilateral international co-operation on modernisation and reform of the target group is very high. Funding requirements would thus be a multiple of available funding. Secondly, the incentives of the Tempus approach are linked to the budget rules of Tempus and to the winning chance of an application. A low chance, i.e. strong competition for the funding, is likely to discourage universities, especially new entrants and to encourage professionalism and routine rather than top quality in terms of innovation in the applications. In other words, more money is likely to generate a bigger supply response from universities, which would again raise the levels of funding needed to become sufficient.

On the basis of the above the Evaluation Team concludes that it is likely that with higher funding levels in the past, Tempus could have attracted more good quality projects and thus that it would have made an even bigger impact than it has had so far.

In this context it might be considered to develop a quality index, which would provide on a country-by-country-basis information on the number of projects that fulfil the quality criterion and the number of projects that actually was funded. Such feedback could be useful both for the applicants to assess their success chance in case they have a good proposal and for the Commission and the authorities in the eligible countries when setting Tempus budget levels.

6.3.2 Critical mass

"Does the Tempus approach generate a critical mass capable of producing durable impact"

The answer to this question is a combined "yes" and "no".

- Yes, because during the preparation for Tempus II the Commission had the concept that durable impact could be reached by a high intensity of Tempus projects, based on funding levels in combination with limiting the number of fields for intervention (National Priorities).
- No, because the Commission has not developed an approach to generate such a critical mass outside the PHARE accession countries.

From the European Council Decision establishing the Tempus II programme³⁷ it can be seen that the EC considers that the answer to this question will be different for those Tempus eligible countries funded by the PHARE or CARDS programmes, and those funded by Tacis. For the PHARE countries, the EC mentions that, thanks to sound project design, it has been possible "to generate the critical mass of Tempus activities required" and "to make Tempus PHARE an effective programme." However, the same decision mentions that the level of funding in Tempus Tacis countries is insufficient for the task of reforming their higher education systems and, therefore, "the potential impact on the university system as a whole is slight."

In the Council decision on Tempus III no further reference is made to the concept of a critical mass.

This question was discussed during the regional workshops and during the Brussels workshop. The discussions were triggered by the following hypothesis prepared by the Evaluation Team:

Hypothesis: "The target group of Tempus consists of all the higher education institutions in the eligible countries. University co-operation knows no limit, neither in geographical, nor in subject matter terms. Funding requirements are thus a multiple factor of available funding. By limiting its intervention to specific themes and by formulating more precise programme objectives, funding requirements could be linked to critical mass levels needed for durable impact in each of the selected themes".

The discussions gave a number of relevant insights on this issue.

The critical mass concept was linked to three levels of reform:

- The faculties that are reached by Tempus
- The higher education institutions which host the Tempus projects; and'
- The education sector, which comprises higher education institutions that are included and excluded from Tempus.

³⁷ See: <http://europa.eu.int/scadplus/leg/en/cha/c11020b.htm>

The participants agreed that in most faculties JEPs had the potential to create a critical mass for durable reforms. At university level, and especially at sector level, the critical mass for change was considered to depend on external factors such as the specifics of the sector and on the intensity of the coverage of the HEIs by Tempus. In this respect the observation was made that a critical mass in a specific higher education area can be reached more easily in small countries.

The complexity of reaching a critical mass level needed for durable reforms was illustrated by a participant in the workshop in Moscow. He observed that despite a strong Tempus focus on reforming economics curricula a critical mass was still far off in his country. To illustrate this he referred to a recent letter from the Ministry of Education in favour of abolishing western style economics.

Overall the perception of the stakeholders was that Tempus could only reach a critical mass in countries where it reached most higher education establishments such as in the accession countries during the second phase of the Tempus programme.

“Are there alternative approaches, which could produce a critical mass?”

Three alternative approaches were identified and discussed during the workshops:

1. Structural investment in education reform, with national education authorities in charge of a nation-wide reform programme based on the adoption of new standards for curricula and supported with national investment available to all qualifying HEIs.

The participants of the workshops commented on this option with the observation that this would in theory be the preferred situation. However at present the reform drive in most Tacis, CARDS and MEDA countries does not come from the higher education authorities (nor in the EU). Nor is the funding available for such 'structural investment in higher education reform'.

2. A centre for excellence approach linked with training and dissemination for other 'lower level' higher education institutions.

This approach is favoured in some of the eligible countries in the Tacis and MEDA region. The advantage of this approach is that it builds up excellence in education and research, and this is a requirement for the higher education system in each country. The disadvantage is that it entails the dangers of a monopoly. If Tempus chose such an approach it would promote exclusion rather than inclusion and that is against the philosophy of Commission support programmes for higher education in Europe.

3. A partnership approach with retraining centres

In order to reach out to a majority of higher education institutions in each country, Tempus could decide to focus its resources on establishing (re) training centres: e.g. In Russia, where the old state sponsored (state) system for retraining of university professors, ceased to exist after transition.

The participants observed on this option that this type of project is in principle possible within the current guidelines for Tempus, but that in practice there have been very few examples of proposals along these lines.

4. Continuation with the present bottom up call for proposal approach system but with more attention to dissemination of tangible outputs and obtaining support for curriculum reform by relevant higher education authorities

This option was considered by most of the participants in the workshops as the best approach. The participants agreed that critical mass can be built with even only one project at the right time. This observations implies that under the third phase of the Tempus programme the ambition level for reaching a critical mass of reforms should not be linked to quantity but rather to the quality of the selected projects. The project selection process projects should take this factor into account. The critical mass ambitions of Tempus should therefore be modest and be realistically linked to those reforms that can be initiated by individual Tempus projects at faculty and university level. Text box 6.1 presents some further comments on these issues.

Text box 6.1 **Critical mass? - Comments by Brussels workshop participants**

- There seems to be no real link between critical mass and funds spent per student. The size of the country is more important, because of the opportunities of direct contact within academia and between authorities and academia.
- What is critical mass? It means enough people exposed to the programmes and sufficient ideas on how to develop. A problem of a large country is that people do not know each other and that the spill-over (multiplier/ dissemination) effect is small. Even if 20% of the university professors in the Russian Federation would be reached (instead of less than 1% now) then they would be unlikely to know each other. In smaller countries this is different and multiplier effects are more likely.

6.4 Analysis

There are no objective measures to establish what level of Tempus funding would be needed to meet the objectives of the Tempus III programme. Likewise, the concept that there is a direct link between funding levels and the development of a critical mass capable of producing durable impact may not be a valid one. The right team, in the right place and with timely political support, can in the time span of a JEP (2-3 years) create a critical mass that brings reforms with durable impact. This conclusion, which was shared by the Brussels workshop participants, signifies the important role of: (i) high quality project applications; (ii) the ability of the selection process to identify high quality/most relevant projects; and (iii) sufficient funding to make use of the best projects.

Tempus is by far the largest international programme in support of higher education reform in the eligible countries. Therefore, from the view of the national governments responsible for allocating their own investment funds for education it would be desirable to have an approximate idea about contributions that can be expected from Tempus. For this purpose the multi-annual financial framework for Tempus is important, as well as a clear and reliable indication of the annual allocation within the Tacis, CARDS and MEDA programmes for Tempus projects.

Also from the programme management point of view the funding levels are important because economies of scale play a role in management efficiency. The basic management support structure of Tempus includes the operations of ETF as the Tempus technical assistance unit, the NTOs as information and support units, and the Tempus Unit in DG EAC. To maintain this support structure, and to avoid that the management costs are perceived by stakeholders as excessive (>15%) in relation to the Tempus national budget, the minimum size of the Tempus national budget has been estimated as in the order of some € 1.5 million. Today, there are, especially in the Tacis area, small countries where this programme size is not reached.

The competition for funding levels within the CARDS, Tacis and MEDA programmes is likely to increase further in the coming years. Therefore if Tempus III is to maintain current funding levels in the eligible countries, let alone increase its budget then an active campaign will be needed to make relevant decision makers aware of benefits, which their countries may derive from the bottom up initiatives by the HEIs.

6.5 Conclusions and recommendations

Conclusion 1: During the initial years of Tempus III funding levels have been insufficient to fund all relevant and high quality proposals generated by the call for proposal approach. For some of the eligible countries this can be considered an indicator of under-funding. Apart from this absorption capacity approach, there are no other objective methods for establishing how much funding would be sufficient or needed to achieve the Tempus objectives.

Recommendation 1.1: Publish statistics on the absorption capacity of the Tempus programme for good quality national and regional projects in the different countries.

Proposed mechanism:

- Publish statistics, on the Tempus website, on the number of applications that have been received per round and that were considered relevant and of high academic quality (>70 points) The statistics should cover national and regional projects
- Design an “innovation investment potential” index. This index would show for each country and/or region how much money would have been needed to fund all high quality projects. This would give the Commission and the Tempus partner countries an indication of the desirable funding levels in the short term.

Involved parties:

The Tempus unit of DG EAC should take the initiative and make the necessary arrangements.

Conclusion 2: In the third phase of the programme, the Tempus approach is capable of producing durable impact by generating a critical mass at faculty levels and by reaching the right people on the right subject at the time. In this respect the programme is now different from the one that focused on the PHARE countries during the second phase of the Tempus programme (1994-2000). In the 10 accession countries, the sheer quantity of Tempus projects contributed in the to bringing about durable impact. During the Tempus

III and in the Tacis, CARDS and MEDA countries, durable impact will depend not on quantity but on the quality of the individual JEPs and S&Cs.

Recommendation 2.1: Promote impact by increasing the quality level demanded from the applicants.

Proposed mechanism:

- Inform the potential applicants that the selection process will give considerable weight (25%) to the durable impact, and especially to bringing about reforms that reach beyond the immediate level of the participants.
- Adjust the Guide for applicants and the scoring guidelines for the academic assessors accordingly

Involved parties:

The Tempus unit of DG EAC, and all potential applicants and the academic assessors/lead experts.

Conclusion 3: Tempus III has considerable potential for positive impact in the eligible countries, provided that funding levels are sustained or increased.

Recommendation 3.1: Promote that the authorities in the eligible countries allocate more Tacis, CARDS and MEDA funds for the third phase of Tempus.

Proposed strategy and tools:

- Increase publicity on Tempus results and take measures to ensure that Tempus projects are perceived by the higher education authorities and national programme authorising officers as relevant in the context of their own reform priorities.
- Invite relevant authorities to project events (networking)
- Arrange an annual country meeting/conference for dissemination and promotion purposes
- Increase the use of S&Cs for promoting policy changes and legislative/regulatory reforms
- Prepare annually a country briefing paper which summarises what issues the running projects address and what the expected outcomes are of each of the Tempus projects (This task can be given to ETF or to the NTOs/TIPs).

Involved parties: Tempus unit of DG EAC, NTOs/TIPs and JEP/S&C participants.

7 Management and technical support

7.1 Introduction ³⁸

In the Terms of Reference management aspects are addressed with the following question;

Evaluation question No. 6

Are current implementation tools, management approaches and in particular the modalities of technical support appropriate and sufficient to ensure project quality and proper project implementation? Are monitoring practices sufficient? Are the existing mechanisms for feedback and result dissemination adequate to exploit the experience acquired through the programme?

The relevant aspects for assessing the effectiveness of the Tempus management arrangements are listed in table 7.1. The table indicates what management mechanisms are in place for each of the six phases in the Tempus programme cycle.

Table 7.1 The Tempus project cycle and management mechanisms

Programme cycle phases	Tempus management mechanisms
1. Project identification	Tempus Guides for Applicants/website
2. Project formulation	ETF and NTO advice
3. Project funding decisions	Project selection process
4. Project implementation	Contracting by the DG EAC Technical support by ETF Support by NTOs/TIPs Trouble shooting by the Commission Financial management
5. Project monitoring	Tempus monitoring mechanisms Preventive, desk, financial and field monitoring
6. Project feedback and dissemination	Progress and final reports, results data base

³⁸ This evaluation does not cover all aspects of Tempus management. The Evaluation Team did not look at the process that leads to the Council decisions on Tempus, the work of the Tempus Committee, the consultations on the Tempus budget envelope, and the relations between the Commission and ETF. Undoubtedly these aspects are important, but as these were not deemed to influence project quality and implementation, they were not included in the ToR for the assignment.

7.2 Approach and methodological issues

The information provided in this chapter is organised around the six phases of the Tempus programme/project cycle.

In section 7.3.1 the effectiveness of the management tools that support project identification and project formulation is analysed. Contracting issues and project implementation support mechanisms are the subject of section 7.3.2 and 7.3.3.

The main source of information on these issues is the on-line questionnaire, which contained questions on these subjects. A second source is the feedback from the regional workshop participants on their experience with Tempus management aspects under the second and third phase of the Tempus programme.

Text box 7.1 The value of the on-line questionnaire results: unique

The on-line questionnaire is the first ever attempt at systematic and large-scale assessment of the experience of JEP co-ordinators. The respondents were guaranteed anonymity and were given the option to qualify their experience on a scale from 1 (excellent) to 5 (highly unsatisfactory /poor). The participants did so on a voluntary basis. Out of all Tempus II JEPs that were in the ETF data-base, 43 % of the JEP co-ordinators (599) answered with a fully completed questionnaire. The on-line results can thus be considered as a unique and most authoritative source of information on the actual Tempus experience of the JEP co-ordinators.

In section 7.3.4 the appropriateness of the project selection process is addressed. For the evaluation of the project selection process, a number of criteria were selected. The response rate to the call for applications and the quality of the project application were used as indicators for the effectiveness of the process. The duration of the selection process was used as the indicator for efficiency. Furthermore, transparency and fairness aspects were looked at. The main information sources for this analysis were: the various project selection guidelines prepared by the Commission for (a) the applicants and for (b) the key experts involved in the academic quality assessment; and (c) a review of a sample of 80 project dossiers to assess the quality of the applications. The practical experience of the participants of the workshops was used to check the validity of the findings from these information sources.

The appropriateness of the monitoring practices is assessed in section 7.3.5 and finally in section 7.3.6 the effectiveness and impact of the mechanisms of feedback and dissemination are covered. For the two sections on monitoring and dissemination, the review of Tempus related literature has been important as well as the feedback and discussion from the participants in the four workshops. Of the four workshops, the last one in Brussels was the most important for drawing up the conclusions and for the formulation of the recommendations.

7.3 Findings

7.3.1 The Tempus Guide for Applicants

The purpose of the Tempus Guide for Applicants is to provide potential applicants with relevant information on the Tempus programme. It is available in hard copy and on the Tempus web-site (www.etf.eu.int/tempus.nsf). The Guide is produced and updated annually and has for some years followed the same layout: Part 1 - General information; Part 2 – Activities; Part 3 - Priorities (2002-2004); and Part 4 - Guidelines and Forms.

The Guidelines require annually updating. The changes originate from three sources:

- The latest Council decisions and transition context in which Tempus operates (i.e. PCA and Association Agreements);
- The National Priorities, which are updated annually by the Commission after consultations with the partner countries; and
- New Guidelines for contracting and financial management issues by the Commission and its services.

To get insight into the value of the Guidelines, a question was put into the on-line questionnaire for JEP co-ordinators (see table 7.2). The feedback from the users on the Guidelines was positive. Of the 599 respondents 77 % choose the qualification excellent or good (scores 1-2) and only 4% choose the qualification unsatisfactory/poor.

7.3.2 ETF and NTO advice to applicants

The European Commission (DG EAC) manages the Tempus programme with technical assistance from the European Training Foundation (ETF), which is based in Turin, Italy. The European Commission relies on a network of offices and officers in the Member States and Partner Countries as follows³⁹:

- Each European Community Member State nominates a National Contact Point, whose role includes acting as a reference point, and providing information and otherwise helping participating institutions from that particular Member State as well as facilitating co-operation with the Partner Countries.
- In the Western Balkan countries (CARDS) the European Commission and the local authorities have together established National Tempus Offices to perform a similar role.
- In the other partner countries Tempus Information Points (TIP) have been created by the Commission to perform a similar role.

The information provided in Table 7.2 illustrates that the JEP co-ordinators, i.e. former applicants of higher education institutions who at one time were seeking for advice from ETF, NTOs, TIPs and NCPs, gave a positive assessment of the usefulness of the technical support mechanism of Tempus.

³⁹ Source: Tempus Guide for Applicants, Part I, 2003

Table 7.2 Effectiveness of Tempus management mechanisms: results of the on-line questionnaire

Management issues	Assessment ranking				
	1	2	3	4	5
The suitability of the Tempus Guidelines for preparing the applicants	34%	43%	16%	2%	2%
The usefulness of the contractual reporting mechanisms	32%	42%	16%	6%	2%
The appropriateness of the technical assistance mechanisms	23%	36%	24%	12%	3%
The usefulness of support from the NTOs	34%	29%	19%	9%	7%

Source: Tempus on-line questionnaire

Note: The JEP co-ordinators were asked to assess these four Tempus management aspects on a scale of 1-5, where 1 is excellent and 5 is unsatisfactory.

The percentages show that the large majority of the JEP co-ordinators is satisfied with the appropriateness of the programme management mechanisms that are in place. These mechanisms include such tools as: the Guide for Applicants, the contractual reporting guidelines as well as the technical assistance mechanism and the support services provided by the NTOs/TIPs and ETF for project preparation and implementation.

On the usefulness of the support from the NTOs, (34%) of the respondents (that is 217 persons) gave the answer that they had experienced the support as excellent. A further 185 persons answered that they had experienced the support as good and 121 as satisfactory. In total 15% classified the support as unsatisfactory (57) or highly unsatisfactory (44). Further analysis of the data and the supplementary comments by the respondents indicates that the percentage of people dissatisfied with the NTO services may even be over-stated. This is so because this category includes respondents who added that they had not worked with the NTO/TIPs and had interpreted option 5 as “no opinion”.

7.3.3 Tempus project implementation support

The Evaluation Team has not attempted to assess the performance of the technical assistance arrangement, which the Commission has put in place for Tempus III. It is clear that in the past ETF had a larger policy role than it has today. This reduction in funding and tasks for technical assistance is the consequence of the overall reduction in the Tempus budget. The information presented in table 7.2 indicates that the Tempus JEP co-ordinators had good experience with the implementation support system. During the evaluation period there was tension between Brussels and Turin over the role of technical assistance and the reform directions in the management of the programme. The Evaluation Team considered this debate beyond its evaluation mandate and did not look into the technical assistance issue further. It is clear, however that for Tempus a substantial amount of technical assistance is necessary and this should be organised with the aim of finding a good balance between control and trust mechanisms, and with a non-bureaucratic, applicant-friendly orientation. Moreover, in all three countries where the workshops were held, the participants expressed the need for more logistical support and diplomatic support arrangements from the Commission. More support is needed to limit as far as possible the time lost by the JEP and IMG participants in organising their cross-

country activities (visa for mobility, custom clearance for equipment, taxation issues, etc.).

As for the NTOs and TIPs, the Lessons Learned Workshop indicated that there are substantial differences in the way they are able to contribute to ensuring the quality of projects and implementation. At present the NTO and TIPs have three main functions: (i) they act as national information point on Tempus; (ii) they facilitate in the communication between the Commission and the national programme authorities; and (iii) they provide information support (the eyes and ears) for the Tempus desk officers of the Commission in Brussels. A common aspiration of the NTOs and TIPs is to play a formal advisory role in the project selection process. They hold the view that the on-the-ground knowledge that they have of the applicants and of the higher education conditions is valuable for the selection process and can help improve the overall relevance of the Tempus project portfolio in their countries and in their region.

7.3.4 The Tempus project selection process

The question addressed here is to what extent the Tempus project selection process is successful in identifying and choosing the highest quality projects within the framework of the Common Policy Orientations, National Priorities and the objectives of the Tempus programme.

Text box 7.2 Main steps in the Tempus selection process for a JEP	
1. Project applications received:	DG EAC and ETF
2. Eligibility check:	ETF
3. Quality check academic co-operation:	Independent academic assessors
4. Technical evaluation and ranking of applications:	ETF
5. Consultations:	Partner Country authorities DG RELEX EC Delegations in Partner Countries
6. Final ranking of proposal:	DG EAC
7. Project selection decision:	European Commission

The project selection process is described and schematised in the Tempus Guidelines. The overall aim of the process is, of course, to select the best projects for implementation, given the specific budget envelopes. However, the process also serves some other requirements, most of which are documented. An important requirement is mentioned in Article 5 of Council decision 2002/0037: the aim of Tempus III is to promote the development of the higher education systems in the eligible countries, *through the most balanced co-operation possible with partners from all Member States*. The italics, which are added by the Evaluation Team, point at the need to ensure that partners from all Member States are represented in the total JEP portfolio of Tempus III. The Commission itself is responsible for ensuring that in the final selection this requirement is taken into account. Therefore, a system has been designed that allows for technical, academic as well as commission policy assessment during the selection process, see Box 7.2.

Effectiveness: response rate and quality of applications

Based on a review of a number of project files and interviews with education experts who have been involved in the academic assessment process, the Evaluation Team found that:

- The call for proposals mechanism works well, and the documentation and information supply is more than adequate, in the sense that the programme is well known in the Member States and also in most of the eligible countries. This is reflected in an ample supply of applications.
- The quality of the applications varies. According to information from Tempus lead experts the quality is low in some countries. This may suggest that technical assistance for the applicants during the preparation process is in short supply. One issue here is the extent to which higher education institutions are familiar with writing in a clear and concise way what their problems/needs are and how they expect a JEP to address these problems. The presence or absence of NTOs/TIPs does not seem to affect quality. For example in the Russian Federation there is no NTO and yet the quality of the proposals is generally scored as high. In a number of other Tacis and CARDS countries poorly formulated proposals complicate the selection process, despite the presence of NTOs.

Efficiency: the duration of the selection process.

In the past the duration of the selection process has taken up to 18 months. The last call for tender has, however, been processed within six months. This can be considered a strong efficiency gain, given the various activities involved and the interaction between the various stakeholders and Commission departments.

Transparency: scoring system and documentation of results

Each JEP application that meets the eligibility check of ETF, is assessed for its professional merits by a team of two independent experts. One is a national from the eligible country and the other is a national from an EU Member State. The practice under Tempus III has been that they review five JEPs per day (two hours for each application). They give scores to the applications, based on a fixed instruction and on guidelines and training provided by a lead expert for the selection process for the region. In case the two assessors arrive at widely diverging views (perhaps because they know too much about an application) the lead expert interferes and decides. This process is transparent and the results are well documented during the process.

Text box 7.3

How does the project selection system work?

Example

- Say 100 proposals are received. After the eligibility test only a few do not qualify.
- The academic assessment reduces this number to about 33 proposals.
- The technical check further reduces this number slightly, to approximately 25.
- After refinement in the prioritisation 20 proposals remain.

The appropriateness of the academic selection process

This is a most important issue in the programme management cycle. It deals with the question whether the academic selection process is able to select those projects that are (i) good in terms of quality and (ii) important in terms of relevance. The findings are:

- The academic selection process focuses on the quality of the individual JEPs; there is no second layer of aggregate portfolio analysis.
- The instructions and scoring methods focuses on three main aspects: problem identification, solution formulation and management organisation. The scoring is strongly biased towards the first two aspects. Elements of the first two aspects get 70 out of 100 points. The management issues include organisation (10 points), sustainability (10 points) and dissemination (10 points).
- The academic selection procedure is a desk job, which is based on the quality of the written applications and the provision of documentary proof by the applicants for the problem analysis.

Text box 7.4 Workshop participants on the Tempus project selection process

Comments on the quality of the criteria used in the academic assessment

- The current criteria and scoring system is good
- The academic assessment focuses not on the impact of the total combination of projects, but on each project individually. This broader perspective should come back in the consultations phase but this process does not always work well.

Comments on the quality of the experts and political influence

- Lead expert have little time in advance to look at the projects. Now they can only read the summary and hope that the academic experts do a good job.
- The danger is that the experts like simple projects and reject more complex or subtle projects because they don't understand them.
- The choice of experts changed: this year the Ministries were not pushing so much; we had experts from the regions, who were lobbying less.

Comments on the outcome of the process

- In general the projects that are implemented have been relevant and good. However, the results of the last selection process (2003) were surprising for many of the NTO. The majority of the participants were in favour of involving the NTOs in the selection. A concrete suggestion was to involve NTO in advice on the priority ranking of the projects , before or after the academic quality assessment

Other issues

- The Tempus project scoring system does not distinguish between first time applicants and repeat applicants. In the Netherlands the National Science Foundation gives extra points to first time applicants. This example could be considered also by Tempus to promote new blood in the programme

The analysis presented above suggests that the project selection process is well-elaborated and works well. Room for improvement is found into two directions:

- Learning from experience. There is virtually no feedback to the assessors. They have not visited the universities before or after the projects and have no information on successes or failures. They operate on a “need-to-know” basis, defined as assessing X applications in Y days.

- Relative versus absolute importance. The focus of the process is on the quality of the intervention logic of the individual projects. A comprehensive ranking of the relative importance of the projects is not attempted.

The above findings are in line with the discussions and comments on this issue during the lessons learned workshop in Brussels. For the interested reader some of the comments are reproduced in text box 7.3 and text box 7.4. The boxes give an idea of the reality of the process and the practical issues involved.

7.3.5 Monitoring

“Are monitoring practices sufficient?”

The following quotation from the Tempus Guide for Applicants outlines the Tempus approach to monitoring:

Text box 7.5 The Tempus Guide on monitoring

The Commission's project monitoring policy consists of different instruments: preventive project monitoring, desk monitoring, financial monitoring and visits in situ to projects (field monitoring). The objective of the project monitoring is twofold:

- To provide projects with guidance and advice for optimising the organisation of their activities and for achieving sustainable outcomes in line with project objectives.
- To provide the European Commission with a tool for controlling whether the expenditure of the awarded grant complies with the Tempus contract rules.

Preventive monitoring and desk monitoring is done by the Commission's Tempus Unit in DG EAC with Technical support from ETF. Because DG EAC is the contract party on all Tempus activities, all correspondence on project implementation and contractual matters is sent from Brussels. This way of operating has a strong bureaucratic element. For example a response to a contractual question is drafted in Turin and the final signature comes from the head of DG EAC in Brussels. In the mean time the letter may have passed through six desks in Turin and Brussels.

JEP partners perceive Tempus financial monitoring practices as more bureaucratic than necessary given current Commission guidelines for financial control. The origins of the tight financial procedures can be found in the EC response to the financial scandals, which led to the demise of the Santer Commission. For the future there seems scope to find a better balance between trust and control. For other programmes like Tacis, new financial regulations were put in place, which facilitate invoicing and have reduced payment delays. The Evaluation Team was informed that DG EAC is in favour of adopting the new simplified procedures and has given ETF instructions on this subject.

In the past field monitoring has played a larger role than today under Tempus III. Field monitoring was considered as a tool for disciplining and stimulating people involved in day-to-day project management to think about the total picture again.

When the decision was made to end the eligibility of the ten PHARE/accession countries for Tempus support, the resources available for the programme and for the management of the programme declined drastically. One of the choices made at that time was to cut expenses on field monitoring. Most stakeholders interviewed by the Evaluation Team regret this, but at the same time they consider that investing in JEPs is more important than investing in more monitoring. Participants in the Brussels workshop from countries in the Tacis region further referred to the positive experiences they had with the Tacis monitoring programme, and suggested that in the future the NTOs/TIPs could play a role in monitoring. See for more comments on Text box 7.6.

Text Box 7.6 Experience on Monitoring (Lessons Learned Workshop, Brussels)

Role of monitoring

- Monitoring experience shows that the current contractual situation is too rigid. It should be possible for the Commission to shift responsibilities between contractor and co-ordinator. Monitoring is useful provided follow up action is taken to solve the identified implementation and contractual problems.

Are monitoring practices sufficient?

- Keeping close contact with ETF is needed to ensure that contractual regulations do not present time consuming barriers for flexible adjustment of project implementation in line with evolving partner needs
- Where would you invest extra money? In more JEPs, improving the selection process, monitoring or dissemination? "In more JEPs" is what most participants answered.

Would more monitoring improve project quality and impact?

- The views of the National programme authorities (CARDS, Tacis, MEDA) are crucial in the annual budget allocation of funds for Tempus. Monitoring should also serve programme transparency and national co-ordinators should receive a short-list of projects.
- To reduce the costs of monitoring and at the same time keep a balance between trust and control, one could concentrate monitoring on first-time applicants.

Some of the participants of the Lessons Learned Workshop also argued that Tempus does not need much field monitoring, because the large majority of the project participants are committed to each other and to the realisation of the project aims⁴⁰. To test the validity of this argumentation, the Evaluation Team reviewed a sample of Tacis monitoring reports on Tempus JEPs. The findings show that in general the JEPs received a somewhat higher performance score than the regular Tacis projects. However, the monitoring reports also indicate that the effectiveness of the JEPs could be increased by more attention from the project partners to planning for concrete outputs and outcomes and by devoting more resources to dissemination activities for tangible outputs. This suggests that more field monitoring can be instrumental for further increasing the benefits of Tempus projects for the participants.

⁴⁰ This argument is supported by the draft final evaluation report on Tempus II, which shows that the success rate of JEPs has been high, and that JEP co-ordinators are satisfied with the results.

7.3.6 Feedback and dissemination

"Are the existing mechanisms for feedback and result dissemination adequate to exploit the experience acquired through the programme?"

During the initial years of Tempus II (1994-1997) the Commission considered dissemination of Tempus outputs as a key instrument for promoting that the impact of Tempus would extend beyond the immediate participants. In this context ETF initiated a number of actions: the Tempus TOP handbook on dissemination, which served as a guide for Tempus applicants⁴¹; an evaluation of the Tempus Output Evaluation Scheme, which established the dissemination demand for good quality outputs in the field of economics education in Tacis and for quality assurance system for Tempus outputs; and a Tempus Compendium on economic training materials⁴². In addition, dissemination was recognised as a legitimate objective for compact measures and projects. Dissemination also featured prominently on the agenda of the Tempus annual conferences in Portoroz (1998) and Kiev (1999).

The following three quotes from the summary report on the Kiev conference of 1999 illustrate the mood of the time and the implied approach.

Text Box 7.7 Excerpts of Kiev Conference on Dissemination

- Good management involves making limited resources go as far as possible. This means not only ensuring that the impact of Tempus reaches as many qualified people as possible but ensuring also that the change that is generated is permanent - in other words that projects are sustainable. This implies promoting quality standards and developing good dissemination strategies.
- The key to achieving the greatest impact from a limited budget is to disseminate the results of the project to as many relevant people as possible. Key lessons were that it is the intangible results that count. The most important effect of a Tempus project is that it induces change in people and in attitudes.
- It is only worth disseminating good outputs, so quality standards are needed. Who should be the judge of educational quality? The establishment of a Tempus quality assurance network should be investigated.

In the years following the Kiev Conference, and under Tempus III, the approach to dissemination has changed. The idea to actively promote tangible outputs of good quality has not been taken up, and the idea to disseminate the intangible outputs has been transformed into an aspect of the academic assessment process. It has not, however, been taken up as originally intended through active promotion measures.

The Evaluation Team formulated four hypotheses, with the aim of triggering discussion during the Lessons Learned Workshop in Brussels. These are presented below with their respective argumentation and comments by the participants.

⁴¹ TOP handbook on dissemination, ETF, 1997

⁴² Tempus Output Evaluation Scheme, NEI, 1998 and Tempus Compendium on economics, 1988

Hypothesis 1 Dissemination for free is contrary to the self-interest of the JEP partners.

Argumentation: Higher education is business and higher education institutes compete with each other in the student fees market. The idea is naive that higher education institutes would be prepared to disseminate, for free, the know-how and outputs which gives them a competitive edge to other higher education institutes.

Workshop: Competition for students between Tempus partners happens only sporadically. Higher Education may be a business, but Tempus support comes from public funds. Dissemination should therefore be free and compulsory.

Hypothesis 2 JEP participants are normally easily motivated for dissemination actions, but lack means/incentives to do so actively.

Argumentation: Dissemination for more impact can be organised in every JEP but this requires a top-down instruction in the Guidelines and reservation of part of the budget for dissemination purposes. This could be arranged by making the final payment conditional on the completion of a built in dissemination programme⁴³.

Workshop: Dissemination is not sufficiently used and thus, the potential impact of Tempus is under-utilised. Therefore, more incentives for dissemination and/or more dissemination conditionality could increase the value of the programme. If the project is not good enough for dissemination it should never have been accepted! All projects have something to disseminate. Dissemination is the test for results. Conferences on Tempus results are needed.. An important channel for dissemination is the Internet. One could consider making dissemination compulsory. Dissemination is the showcase of achievements. Tangible results are the harvest and basis for wider impact

Hypothesis 3 Dissemination beyond the circle of JEP participants should be made the task of strategic partners for the programme.

Argumentation: To encourage dissemination at a higher level, responsibility should be placed with a strategic partner outside the JEP consortium, whose interests also lie in this area, such as the National Tempus Offices, DG EAC itself, ETF or the National Ministries of Education. This partner should become more heavily involved in Tempus at the “production” stage (i.e. when the project has begun to produce proven, tangible results) to aid in the dissemination process.

⁴³ Something similar was done in the late nineties when ETF emphasised dissemination and approved compact projects for this.

Workshop: Tempus III is a bottom-up programme; a top-down approach to dissemination does not fit. On the other hand, there is potential for more co-operation with national authorities for the purpose of dissemination and this might enrich the dissemination strategies which applicants are requested to develop as part of the Tempus III application process.

Hypothesis 4 Dissemination potential is easily overestimated.

Argumentation: Tempus has a strong peoples exchange dimension and this face-to-face, first hand experience can not be disseminated through books or media. Moreover, for dissemination of curriculum development related products (study books, course materials, etc.), the absence of quality control mechanism forms a real barrier.

Workshop: This may be true for the dissemination of tangible outputs. This hypothesis, however, as well as all the other three ignores the important dissemination of intangible outputs that is taking place through students who complete their studies and start working in society.

7.3.7 General management aspects

The context for the start-up of Tempus III and its first three years of operations include:

- The completion of the accession process for eight PHARE countries. This changed the geographical coverage of Tempus and substantially reduced the aggregate programme budget from a peak of some € 150 million in the mid-nineties to below € 40 million in 2000.
- The echoes of the demise of the Santer Commission, which effected financial regulations and shifted the responsibility for contractual monitoring to Brussels.
- The administrative reforms in the Commission including the establishment of EuropeAid, which changed the procedures on Tempus budget negotiations.
- The new elements in the relations between the EU and its partner countries, which are discussed in chapter 2 of this report.

In this setting the future of Tempus was unclear when in 2000 a new Tempus management team within DG EAC took over the responsibility of the programme. Looking back, a lot has changed over the first three years of Tempus III. Tempus has extended its coverage in the Western Balkans with Croatia and the Federal Republic of Yugoslavia (now Serbia and Montenegro, plus Kosovo). Moreover, the decision was taken to extent the programme to the MEDA region. As a result, the aggregate programme budget has increased again to some € 60 million per year.

At the same time, the orientation of Tempus objectives was changed to adapt the programme to the needs of the new eligible countries in their relations with the EU. Moreover, the Structural and Complementary Measures (S&C) were introduced as a new

instrument, which gives the programme more flexibility, and an on-line application facility for IMGs was introduced.

In addition, the whole machinery of the programme has moved into a higher gear and DG EAC has taken action to try and remove the bureaucracy stain from the image of Tempus. In this context it can be mentioned that Tempus succeeded in coping with delays in the decision making process that determined amongst other things (caused by external factors) the Tempus budget envelopes per country. Tempus staff has done this by completing the JEP selection process for 2002-2003 within a period of six months, a process, which was known to take over a year in the past.

The experience of Tempus II and III shows that management quality does influence programme quality and impact. In this respect the challenges of the future are numerous:

- The wider European Education Space may extend beyond the current Tacis, MEDA and CARDS countries (see chapter 2).
- The need exists to further reduce the bureaucratic element of the programme and a good balance needs to be found between trust and control mechanisms. In this context the new financial regulations that apply to the Tacis and others programmes seem to indicate that there is a trend towards external audit based accountability at the end of contracts rather than the detailed Guidelines for invoicing that still apply to Tempus.
- Other challenges are found in further improving the capacity of the selection process to identify the most relevant good quality projects.
- Putting in place new procedures to promote regional co-operation.
- Management of the dissemination potential of the programme.
- Re-involvement of higher education institutes from the new accession countries as active EU partners in the Tempus programmes of the future.
- Working on a strategy that may attract new partner institutions from the EU. Linking-up Tempus with research co-operation programmes could be considered.
- Adjusting the technical assistance set-up in line with the needs of programme. In this respect the Evaluation Team expects that the increasing complexity of the issues addressed by Tempus will generate an increasing need for involving experts on national and regional needs in the project preparation and selection phases of the Tempus programme cycle. In this context one may consider further strengthening the NTOs and TIPs.

This indicative list of management challenges suggests that the need of Tempus for a dedicated and qualitative good management team in Brussels with access to good technical assistance support in the EU and in the eligible countries will remain high.

7.4 Analysis

The selection process is functioning well and the various steps in the process ensure that all stakeholders are involved and can express their interests. At the same time the assessment of the content of the proposed academic co-operation provides a basis of separating the good from the bad projects.

There is, however, little evidence of learning from experience and feedback from monitoring of previously selected and implemented JEPs. The selection process is modelled for a bottom-up approach. Top-down considerations are so far only marginally reflected in the consultation phase.

Tempus has always had good name with respect to the fairness and quality of its selection process. It is important that this good name is safeguarded. In this context the growing complexity of the higher education needs at national and regional level in the eligible countries creates a demand for more input of local and regional education expertise in the selection process. It is not anymore enough to have a good project, it is also important that relevance and potential impact is well embedded. In this context it would make sense for the Commission to assess carefully the contributions that the NTOs, TIPs and independent local experts can make in the project preparation and selection process. The independence of the final selection should be guaranteed of course and this means that the role of NTOs and TIPs should be limited to the initial phases of the selection process. A consideration here is that the role of NTOs as technical assistance providers to applicants could conflict with their objectivity in advising on relevance. One may think in terms of a NTO advisory role, in the form of a paper available for the academic assessors, which does not restrict the Commission in its final selection process.

The stakeholders agree that a reorientation of the monitoring effort could improve Tempus impact. In principle, the monitoring system should promote that the programme management mechanism becomes less time consuming for the participants bureaucratic and thus less time less control and more trust, as well as a timely and fast reaction from the Commission to technical support and contractual issues. In this context, improving the information provision on Tempus projects and important outputs to the national authorities deserves more management attention.

The key to achieving the greatest impact from a limited budget is to disseminate the tangible results of the project to as many relevant people as possible. The current requirement in Tempus III that applicants describe their dissemination strategy is a good starting point for this. The Commission can guide Tempus towards more dissemination by informing applicants in the Tempus Guide that this aspect shall receive more attention and weight in the JEP and IMG selection process. Moreover, dissemination of the tangible results through Internet and conferences could be made an obligatory element in the dissemination strategies.

7.5 Conclusions and recommendations

7.5.1 General Conclusions

Conclusion 1: Current implementation tools, management approaches and the modalities of technical support are appropriate and have in the past ensured a satisfactory level of project quality and proper project implementation. This conclusion is valid for the mechanisms and tools looked at in this evaluation i.e. the Guide for Applicants, the project selection process as well as the Technical Assistance mechanism

and the support services provided by the NTOs/TIPs and ETF for project preparation and implementation.

Conclusion 2: The management team responsible in the Commission for the third phase of Tempus has covered a lot of ground. Tempus has extended its coverage in the Western Balkans with Croatia and the Federal Republic of Yugoslavia. Moreover, the decision was taken to extend the programme to the MEDA region. As a result, the aggregate programme budget has increased again to some € 60 million per year. At the same time, the orientation of Tempus objectives was changed to adapt the programme to the needs of the new eligible countries in their relations with the EU. Moreover, the Structural and Complementary Measures (S&C) were introduced as a new instrument, which gives the programme more flexibility, and an on-line application facility for IMGs was introduced. More in general the management team has made an effort to speed up procedures and to get rid of the reputation for bureaucracy, which was built up during the second phase of Tempus. This type of drive and flexibility will continue to be required of the management team to meet the challenges of Tempus III in the coming years, and for starting up Tempus IV.

7.5.2 Specific conclusions and recommendations

The conclusions and recommendations listed below are organised in line with the phases of the Tempus programme cycle listed in table 7.1.

Project identification

Conclusion 3: The Tempus management mechanisms that support the project identification phase of the Tempus programme cycle work in a satisfactory manner. The call for proposals system is working well and the Guide for Applicants and the Tempus website are two good quality information tools which are easy accessible for potential applicants.

Project formulation

Conclusion 4: The quality of the proposals varies from excellent to poor but the average quality offered for academic assessment is fairly low. The main weaknesses are found in the intervention logic of the proposal, and in the proposed project management arrangements.

Recommendation 4.1: Aim for an improvement in the average quality of the applications.
Proposed tools:

- Two new guidelines on the Tempus web-site on: (1) logical framework analysis; and (2) project management arrangements.
- Logical framework training and advice to applicants by the NTOs and TIPs.
- Design a practical Tempus oriented training module for applying log frame analysis and project management advice, and instruct NTO and TIP staff in their use.

Involved parties: The Tempus unit of DG EAC and the NTOs/TIPs

Contracting and technical assistance during implementation

Conclusion 5: The Tempus rules for contracting and especially for financial administration, budgeting, invoicing and project completion are more rigid and time consuming than necessary. This is experienced as costly by the contractors and as a barrier for participation.

Recommendation 5.1: Review the contracting procedures and simplify the rules

Proposed mechanism

- Introduce similar financial procedures as have been introduced in the regular Tacis and Cards programmes.

Involved parties: ETF and the Tempus unit of DG EAC.

Project selection and funding decisions

Conclusion 6: The present project selection mechanism may be more suitable for simple projects than for complex projects. This may in the future result in less satisfactory selection results on regional projects in the CARDS and MEDA region and for projects that have a cultural rapprochement dimension. The strong points of the Tempus selection process include the academic assessment, which provides a transparent approach towards identifying the individual merits of projects and ranking them. A weak point of the process is that the assessors have little feedback from Tempus experience, thus the exercise remains rather academic. A further limitation is that the current process is not suitable to compare the relative merits of one project versus another, in the wider context of the higher education reform needs of the eligible countries. This last point implies that the final selection may contain high quality projects, which nevertheless are not perceived as the most relevant by the recognised stakeholders in the eligible countries. This potential shortcoming emerged when the results of the last selection round became known (end of June 2003).

Recommendation 6.1: Adjust the project selection process for more project relevance. In the course of the selection process good on-the-ground insight into the local and regional higher education conditions has to become available.

Proposed mechanisms:

- Include in the terms of reference of the NTOs and TIPs the task of writing a briefing paper for use by the academic assessors which gives the NTOs views on the local and/or regional relevance of each of the proposed JEPs.
- Introduce in the consultation process, a moment for a comprehensive national or regional review of the relevance of the selected projects.

Involved parties: the Tempus Unit of DG EAC, NTOs/TIPs and the Tempus lead experts.

Project implementation monitoring

Conclusion 7: Tempus III monitoring practices are limited but can be considered adequate given the competition for management resources in the programme. Field monitoring has not taken place in a systematic manner during Tempus III, and this has limited the information flow on Tempus achievements in the eligible countries.

Recommendation 7.1: Reintroduce field monitoring on a selective basis to limit the costs.

Proposed mechanisms:

- Issue a new field monitoring guideline, which restricts field monitoring to new co-ordinators, who are first time participants in Tempus as well as to projects identified by other means as experiencing implementation problems.
- Include in the terms of reference for the NTOs/TIPS the task of keeping contact with the Tempus projects implemented in their countries and timely flagging of project implementation problems. The NTOs/TIPS should report back on their 'field monitoring' experience to the Commission (Tempus unit in DG EAC and ETF) for decisions on initiating appropriate follow up action.

Involved parties: Tempus unit DG EAC, NTOs/TIPS and ETF.

Feedback and dissemination

Conclusion 8: Under Tempus III, dissemination has so far received little attention from the Commission. In the opinion of the evaluators too little is being done and this is partly an issue of a conscious choice in the face of limited resources, and partly this is the result of a passive attitude towards this issue. The argument for the passive approach is that the most important results of Tempus are its intangible outputs, i.e. attitude change, etc. These are disseminated slowly but surely and automatically through the students. On the other hand, Tempus does generate important tangible outputs, which at present are only rarely made available beyond the immediate circle of direct project beneficiaries and colleagues. This type of dissemination does not come automatically and most of the stakeholders confirm that many opportunities for disseminating are not used because Tempus III uses neither a carrot nor a stick approach for dissemination.

Recommendation 8.1: Improve the impact of the third phase of Tempus by giving higher priority to dissemination in the project selection process.

The key to achieving the greatest impact from a limited budget is to disseminate the tangible results of the project to as many relevant people as possible.

Proposed mechanisms:

- Emphasise in the Guide for Applicants and on the Tempus web-site that the Commission will as of 2004 attach more importance to dissemination and indicate that this aspect shall receive more attention and weight in the JEP and IMG selection process.
- Adjust the academic assessment guidelines accordingly and increase the scoring weight for an active dissemination project approach from 10 to 25 percent in the total assessment.
- Make dissemination activities obligatory and link the final payment for the contract to dissemination evidence (e.g. conferences or Internet access to tangible results).
- Establish a central Tempus dissemination website, on which each project loads its relevant outputs. With modern Internet technologies this could be a low costs service, based on project specific passwords for feeding directly by the JEP co-ordinators⁴⁴.

Involved parties: Tempus unit of DG EAC and the technical assistance provider, and the JEP applicants/contractors.

⁴⁴ Here are new, low priced and user-friendly commercial products on the market, which cater for such complex multi-user websites e.g. Microsoft and the digital office by ECORYS-Rutten.

8 Conclusions and recommendations

This final chapter of the Mid-term Evaluation of the third phase of the Tempus programme brings together the conclusions and recommendations presented in this report. The chapter is laid out in sections. Each section presents the evaluation question formulated by the Commission in the Terms of Reference as well as the conclusions reached and the recommendations formulated by the Evaluation Team. The text is identical to the relevant sections in the previous chapters.

8.1 The relevance of the Tempus approach in today's circumstances

Evaluation question number 1

Do the socio-economic needs that gave rise to the first and second phase of the Tempus programme persist today and do the objectives of the programme correspond to the existing education conditions in eligible countries? To what extent has the programme contributed to changing the socio-economic conditions in these countries?

Conclusion 1.1 *Tempus III is a highly relevant programme for helping eligible countries to change their higher education conditions and to adapt them for meeting the socio-economic reform needs in their societies.*

The first and second phases of the programme have demonstrated the value of Tempus in PHARE, Tacis, Western-Balkans and for the EU itself. One can, with reason, expect that the third phase of the Tempus will be equally relevant and successful for the Tacis, CARDS and MEDA countries in today's circumstances.

Conclusion 1.2 *The socio-economic needs that gave rise to Tempus are still prevalent today in the Tacis, CARDS and MEDA countries*

The CEEC transition process from communist society to democracies and market economies created the socio-economic needs for *belief system change, institutional change and skills change/training*. These needs gave rise to first phase of Tempus after the fall of the Berlin wall and to the second phase of Tempus in the early nineties. Ten years later the necessary reforms underpinning this transition are in varying degrees in place. In the PHARE countries that were invited to join the EU in 2004 and 2006, these socio-economic needs have to a large extent been met. In eligible countries for the third phase of Tempus these needs are still very much felt and this makes the programme highly relevant.

Conclusion 1.3 *The socio-economic development challenges that face the eligible countries of the third phase of the Tempus programme are no less formidable than those addressed by Tempus I and II and they strengthen rather than weaken the case for giving priority to training and higher education reforms.*

The agenda for the first decade of the new millennium includes: an intensified cultural dialogue; enhanced regional co-operation; catching up in science and ICT; development of economic free trade zones with the EU (Tacis and MEDA); and further economic integration with the EU (CARDS). Belief system change, institutional change and skills changes remain in this context the key areas for intervention. Reforms aimed at meeting these needs and partnership programmes like Tempus are therefore very much needed today to ensure that the EU and its neighbours become a prosperous and peaceful group of countries in the highly competitive globalising world that is taking shape.

Conclusion 1.4 *In the eligible countries the needs for further innovation and investment in the higher education sector are much higher than they can afford at present, and the needs can be expected to increase.*

The “economics of education” clearly point at the strong cause-effect relationship between the level of investments in higher education & research and the pace of economic development & welfare creation. Today, the levels of investment in the higher education sector in most of the Tempus II partner countries are inadequate. Inadequate in view of the increasing demands of society for people with tertiary education. Universities have to prepare students for the labour market as well as attract, coach and educate top talent as researchers, for their future positions of public responsibilities in the state sector and the private sector.

Conclusion 1.5 *The rationale for higher investment levels in the higher education and research sector is strong.*

Investment in higher education is not only justified on the basis of its growing importance for economic development in the knowledge and technology based societies that are evolving in neighbourhood of the EU. The (higher) education institutions play a crucial role as bearers of a country's individual culture and as bearers of a common academic culture. Moreover, HEIs play a key role in the whole education sector and in society at large as agents for transmitting important civic values through its graduates. The Tempus programme has for more than a decade now demonstrated that it is a strong catalyst for promoting inter-university co-operation, for establishing international cross-cultural personal contacts and academic relations and thereby for promoting cultural dialogue and cultural rapprochement. Furthermore the Bologna process is recognised as an important horizontal need across all eligible countries for participation in the free trade zones and Common European Economic Spaces that the EU is aiming for with its main neighbouring regions and third country partners.

Conclusion 1.6 *The Council decisions on the objectives of third phase of Tempus have provided programme continuity, renewal and reorientation in line with the changing socio-economic conditions and higher education reform needs of the eligible countries.*

Continuity is provided with the objective that Tempus III shall facilitate the adaptation and development of higher education to better respond to the socio-economic needs and cultural needs of the eligible countries. **Renewal** is provided by the new objective that Tempus III shall promote understanding between and rapprochement of cultures, develop free and flourishing civil societies and by its extension to the MEDA countries.

Reorientation, furthermore, is provided in the Guidelines for Applicants by the set of common orientations based on the Bologna process, the PCA agreements with Tacis countries, the Stabilisation and Association agreements with CARDS countries and the Euro-Mediterranean agreements with MEDA countries.

Conclusion 1.7 *Evidence collected for the final report on the second phase of Tempus demonstrates that the scheme has in many respects been a very successful programme, which has reached its expected outcomes and has contributed to changing the socio-economic conditions in the eligible countries.*

Tempus has contributed to belief system changes, institutional framework changes and, has provided students and teachers with new skills that are needed for employment in society and for meeting the training needs of the new generation of students in the higher education system.

Conclusion 1.8 *Tempus III has considerable potential for positive impact in the eligible countries.*

The scheme has qualities that serve to bring a more human, ethical dimension to the process of globalisation, which is presently mainly driven by commercial relations and shareholder profitability. The future impact of Tempus III will be strongly influenced by the measures which the higher education institutes take to further strengthen their role as agents of change in society. In this context the Tempus selection process is very important to ensure that Curriculum Development JEPs, University Management JEPs, Institution Building JEPs and S&C Measures are not implemented in isolation of other higher education policies and initiatives.

Recommendation 1.1 *Use the successful multilateral model of Tempus to further promote cultural rapprochement and extension of the European Higher Education Space towards other countries and regions with whom the EU has partnership cooperation and/or association agreements in e.g. Latin America, Asia and Africa, the Caribbean and the Pacific.*

Proposed action: The Tempus Unit of DG EAC prepares for decision by the Council a proposal for Tempus world-wide⁴⁵, a simplified version of today's programme.

⁴⁵ The Evaluation Team proposes that TEMPUS World-Wide would be based on a call for proposals approach for one project type only i.e. the curriculum development JEP. Tempus World-Wide should be eligible for funding by existing cooperation programmes e.g. Mercosur etc. and have a separate DG EAC budget allocation for programme management.

Recommendation 1.2 *Increase the budget for the third phase of Tempus.*

Proposed action: DG EAC in orchestration with EuropeAid start a consultation process with the national authorities of Tacis, CARDS and MEDA programmes on the rationale for increasing the earmarked indicative budgets for Tempus in the national financing memoranda of the eligible countries.

8.2 The validity of the national priorities approach

Evaluation question number 2

Are the call for proposals and selection process based on national priorities a valid approach and how appropriate is it to encourage co-operation between neighbouring eligible countries in a programme driven by national priorities?

Conclusion 2.1 *The validity of the national priority approach mainly depends on the appropriateness of the process established to formulate them.*

In countries where the main stakeholders in the Tempus programme were consulted, the National Priority approach was considered useful for guiding applicants. In countries where the priorities were clearly set without consultation, the selection was considered arbitrarily.

Conclusion 2.2 *The needs for intensified cultural co-operation, security co-operation, EU accession prospects and the Bologna process provide a strong case for intensifying university co-operation at regional level.*

The relevant Tempus Guides have encouraged applicants to propose regional projects. Given today's socio-economic needs and higher education conditions in the Tempus III eligible countries, this encouragement can be considered a valid approach. Moreover, the multi-lateral bottom up approach of Tempus and the cultural rapprochement objective of Tempus III, give the programme the tools and the mandate to make a positive impact on the evolution of closer regional ties in the Tacis, CARDS and MEDA regions

Conclusion 2.3 *The third phase of the Tempus programme does not have all the tools needed to meet this demand with appropriate grant funding.*

The result is that the success chance of regional projects is lower than for national projects. The applicants have not been informed of this.

Recommendation 2.1 *Increase the validity and value of the National Priorities Approach by improving the formulation process.*

Proposed actions:

1. The Tempus Unit of DG EAC issues a best practice guideline for the formulation process of the Tempus specific National Priorities. An important element of such a guideline would be a transparent consultation process, in which higher education institutes, employer organisations and the key ministries as well as education experts are asked to indicate how they see the National Priorities for Tempus in the coming few years
2. Endorsement of the guideline by the Higher Education Authorities in the eligible countries who deal with the third phase of the Tempus programme.

3. The Commission in consultation with the HEAs gives the NTOs the task of supporting the Ministry of Education in the organisation of this process.

Recommendation 2.2 *Increase the usefulness of the National Priorities further by specifying the priorities as horizontal education issues, rather than as list of vertical academic specialisation's.*

Proposed action

- The Commission urges HEA in the eligible countries to follow the example of setting the National Priorities along horizontal lines provided by Russia, Egypt and Tunisia in the Guide for Applicants, part 3 activities 2003-2004. (e.g. teacher training, two-cycle degrees, ECTS, quality assurance systems, university-industry-civil society partnerships, life-long learning).

Recommendation 2.3 *Improve the call for proposal approach and selection mechanism for regional projects*

Proposed actions

1. The Commission introduces a financing mechanism, which gives regional projects and national projects an equally fair chance to be selected on merit. The best option might be to set aside from each national Tempus allocation, a small percentage as a contingency amount to be used for supplementary funding of high quality regional projects that fail to get priority markings in all participating countries. To increase the transparency of the use of these contingencies in the final project selection, the Commission needs to draw up criteria for contingency use.
2. The Commission explores the merits of formulating Tempus specific Regional Priorities in its contacts with the NTOs and with the higher education authorities in the partner countries.
3. The Commission raises this issue in the context of existing consultation processes (e.g. the working group for higher education under the Stability Pact -enhanced Graz process, in the CARDS region). The aim is decision making in time for the publication of the Guide for Applicants for the Tempus projects funded from the 2004 budget.

8.3 The validity and value added of the multilateral model

Evaluation question number 3

Is the multilateral model involving EC and eligible countries' institutions a valid one to achieve the objectives of the programme and in particular what is the value added in relation to structural investment in educational reform?

Conclusion 3.1 *The multilateral model of cooperation is the essence of the IMGs and JEPs and forms the heart of the Tempus approach. The model is valid and has proven successful in promoting that Tempus achieves its twin objectives of cultural rapprochement and adaptation of higher education systems.*

IMGs and JEPs have a direct major impact on building sustainable personal networks and institutional partnerships between HEIs in the eligible countries and in the EU Member States and this is a main indicator of success for the 'cultural rapprochement' objective of Tempus III. The validity of the multilateral model for the 'adaptation objective' of Tempus III is confirmed in this evaluation by the impact which the curriculum development JEPs, university management JEPs and institution building JEPs have had during the period 1994-2000.

Conclusion 3.2 *The assumptions on which the multilateral model is based have proven to be correct in the practice of the Tempus programme.*

The bottom up calls for tender approach is working well and has generated sufficient proposals to select good quality projects within the budget envelopes of the third phase of the Tempus programme.

Conclusion 3.3 *The multilateral model remains valid for the eligible countries and for period covered by the third phase of Tempus (2000-2006).*

This is the perceptions of the Tempus III stakeholders from the Tacis, CARDS and MEDA countries who contributed to this evaluation by their participation in the workshops organised in the course of this evaluation. These perceptions reflect the enthusiasm of the target groups for participating in the programme as well as the high degree of satisfaction by Tempus II participants that was found to exist by the Evaluation Team.

Conclusion 3.4 *Tempus provides very good value for money.*

On this indicator Tempus compares very favourably with technical assistance projects financed by bilateral donor programmes and by the Commission's Tacis and CARDS programmes. The explanation for this is found on the one hand in the budgeting guidelines of Tempus which sets low compensation rates for expert inputs, and on the other hand in the opportunities which academics have to match their Tempus inputs with their academic interests.

Conclusion 3.5 *In the Tempus eligible countries there has up to now not been a real structural investment programme for higher education.*

The value added of Tempus in relation to structural investment in educational reform could therefore not be assessed in a satisfactory manner in this evaluation. In principle the strengths of structural investment is that all HEIs are eligible and get access to the reform initiatives and funding while Tempus reaches only a part of the higher education sector directly. The Commission with its Tempus programme has so far been the main investor for innovation in higher education.

Conclusion 3.6 *The Tempus approach and the concept of structural investment in higher education can be considered as complementing each other.*

The value added of Tempus compared with structural investment in education lies in its promotion of international co-operation, which generates new insights, ideas and new networks of personal and professional contacts. In addition, the strength of multilateral mobility model is that it facilitates entrepreneurship at faculty level, which provides a bottom-up motor for innovation and reforms. As a result the diversity of the innovation projects is very large. The value added of structural investment in higher education lies in its consultation process with higher education authorities and university deans, which can provide a common policy direction for legal, administrative and institutional changes (reforms). This Evaluation shows that the conditions for such a programme are not yet favourable in most of the Tempus eligible countries.

Recommendation 3.1 *Keep Tempus focused in the coming years on what the multilateral model of university co-operation does best i.e. promoting mobility; exchanges and innovation of study programmes and teaching methods.*

University Management issues should be built into the project design of JEPs rather than addressing them with separate projects.

Proposed action: The Tempus unit of DG EAC emphasises in its Guide for Applicants, the importance of sustainable partnerships for 'cultural rapprochement' and university capacity development for adaptation of higher education system to changing socio-economic needs.

Recommendation 3.2 *Use the available funds more efficiently.*

In most countries eligible under Tempus III, the conditions for absorbing Structural Investment loans are not yet favourable and government budgets for higher education are in general inadequate to enable serious investments in innovation. In this situation, Tempus III remains essential. "A lifeline for the survival of higher education and research", was the qualification by a workshop participant.

Proposed action: The Commission services responsible for multi annual programming of the Tacis, CARDS and MEDA programmes jointly plan their Tempus and other EuropeAid interventions in the field of higher education. The cost effectiveness advantage of Tempus over technical assistance projects in the field of higher education suggests that efficiency gains are possible. The new Tempus instrument of Structural and Complementary Measures might provide the programme with the opportunity and flexibility needed to cover higher education institutional reform issues also at national level.

8.4 The relevance and effectiveness of the Tempus project types

Evaluation question number 4

Are the type of projects (outputs) supported by the programme (Joint European Projects and Individual Mobility Grants in particular) relevant in the light of expected results, outcomes and impact on higher education systems

Conclusion 4.1 *Each of the project types of Tempus has its own relevance and proper place in the Tempus intervention logic.*

The IMGs and JEPs can be considered relevant for their contributions to awareness raising and promoting reform commitment in the target groups. The JEPs and IMGs both promote mobility and cultural dialogue and therefore can be considered relevant and instrumental for achieving the Tempus III objective of rapprochement of cultures and civil society development.

With respect to the second Tempus III objective i.e. the adaptation and development of higher education systems, the JEP and S&C project types are important because they provide access to the expertise and reform know how of West European project partners. The project types make this expertise available and affordable. The relevance of the project types can further be shown by their link with main higher education reform dimensions:

- Innovation of study programmes (Curriculum Development JEPs)
- Management reforms in the higher education institutes (University Management JEPs)
- Education system reforms at national level (S&C Measures)
- Short-term professional training outside the higher education institutes (Institution Building JEPs).

Conclusion 4.2 *Each of the different project types is effective in terms of project results, and has been instrumental for the achievement of the expected outcomes of the programme and the overall Tempus impact on higher education reforms.*

The IMGs, are in general effective, but there is room for some improvement in the management of the tool. The S&C has the potential of becoming an effective and efficient tool for promoting higher education system reforms at national level in the eligible countries in close cooperation with the higher education authorities. JEPs have proven their worth as effective project types for promoting Tempus impact on:

- Legislative/regulatory change in the field of higher education
- HEI openness and preparedness for international cooperation
- HEI management reform
- Curriculum development
- Training of decision makers; and on
- Sustainable partnerships between HEIs in the EU and the eligible countries.

Conclusion 4.3 *Within its framework of multilateral university cooperation, the Tempus toolbox of project types effectively addresses the most important needs that exist in higher education reform. The need for a new project type seems limited to the organisation of conferences in support of regional cooperation and dissemination.*

Not all the reform needs identified in the Council Decision on Tempus III are adequately addressed. Scope for further Tempus impact exists in information exchange between Tempus participants and dissemination of intangible and tangible results. Moreover, evidence from the Tempus III portfolio reflects that the applicants give little priority to such issues as: (a) university-industry relations and employability of university graduates; (b) integration of Tempus JEPs with vocational training programmes for teacher training and dissemination of the innovations to other training centres, including secondary schools and primary schools; and (c) educating top students for a research careers.

Recommendation 4.1 *Increase the relevance and effectiveness of the IMGs further and limit the room for misuse of the grants.*

Proposed actions:

1. DG EAC harmonises the IMG grant conditions with the mobility grants of the JEP; and
2. The Commission includes in the IMG contract a grant pay back clause linked to approval of the participants IMG 'end of mission report' by the Commission
3. The Commission enforces the payback clause, by providing the NTOs/Tips with the task to undertake an annual review of IMGs implemented in each eligible country on the basis of the 'IMG end of mission reports'. This IMG annual implementation review should result in a memo to the Commission for follow up action.

Involved parties: The Commission, the NTOs/TIPs and the successful IMG applicants.

Recommendation 4.2 *Improve co-ordination with EuropeAid for project interventions on higher education reform and promote the use of S&Cs during Tempus III.*

Proposed actions

1. The Commission sets up a semi-annual exchange of information with the Delegations of the Commission in the eligible countries on higher education sector reforms in order to avoid that EuropeAid starts funding projects in this field, which are not co-ordinated with planned or ongoing JEPs
2. The NTOs and TIPS promote awareness amongst the stakeholders of the S&Cs as a suitable project type for meeting policy work needs by higher education authorities.

Involved parties: The Commission, Tempus unit of DG EAC and EuropeAid staff in the Delegations, and HEAs in the eligible countries.

Recommendation 4.3 *Investigate the feasibility of reducing the maximum JEP grant amounts to say 200,000 for a two-year project.*

Proposed action:

- The Commission organises a survey amongst JEP Co-ordinators and JEP partners to assess their views on smaller JEP budgets. The Commission can initiate a tender procedure for the survey or instruct ETF to undertake it (Budget Euro: 10,000)

Involved parties: The Commission, ETF or a consulting firm and the Tempus III project partners.

Recommendation 4.4 *Introduce a new project type for conference organisation in support of regional cooperation/networking and dissemination of project results.*

Proposed action:

- The Commission makes arrangements with the view of introducing a Tempus Conference Project (TCP) type within a year. The guidelines for the project type could specify that the applicants have to be involved in one of the priority areas for regional cooperation listed in Regional Project Guidelines (see chapter 3).

Recommendation 4.5 *Reserve funding for actions that will promote information exchange and more dissemination of the intangible and tangible results of Tempus.*

Proposed actions

1. The Commission formulates an information exchange project for implementation in each country. The project would undertake the following activities: the organising of an annual or bi-annual country specific Tempus conference/fair, and updating the country section on the Tempus Gateway web site with tangible project results.
2. The Commission issues a tender for this project and/or change the terms of reference for the NTOs/TIPS to implement the activities.
3. The Commission allocates funds from the Tempus country allocations for this purpose (Maximum 5%).

Recommendation 4.6 *Focus the Tempus Guidelines for Applicants more firmly on the promotion of top talent education, employability, university-industry-civil society relations and the trickle-down of JEP innovation to other training establishments including secondary and primary education programmes.*

Proposed tools:

- The National education authorities can include these issues in the National Priorities for JEPs or
- The Commission can include these issues in as part of the S&C Guidelines.

8.5 Funding levels and critical mass

Evaluation question number 5

Is the level of funding sufficient in the light of the objectives to be achieved? Does the present approach generate a critical mass capable of producing a durable impact?

Conclusion 5.1 *During the initial years of Tempus III funding levels have been insufficient to fund all relevant and high quality proposals generated by the call for proposal approach.*

For some of the eligible countries this can be considered an indicator of under-funding. Apart from this absorption capacity approach, there are no other objective methods for establishing how much funding would be sufficient or needed to achieve the Tempus objectives.

Conclusion 5.2 *In the third phase of the programme, the Tempus approach is capable of producing durable impact by generating a critical mass at faculty levels and by reaching the right people on the right subject at the time.*

In this respect the programme is now different from the one that focused on the PHARE countries during the second phase of the Tempus programme (1994-2000). In the 10 accession countries, the sheer quantity of Tempus projects contributed to bringing about durable impact. During the Tempus III durable impact in the Tacis, CARDS and MEDA countries will depend not on quantity but on the quality of the individual JEPs and S&Cs.

Conclusion 5.3 *Tempus III has considerable potential for positive impact in the eligible countries, provided that funding levels are sustained or increased.*

Recommendation 5.1 *Publish statistics on the absorption capacity of the Tempus programme for good quality national and regional projects in the different countries.*

Proposed actions:

1. ETF publishes statistics, on the Tempus website, on the number of applications that have been received per round and that were considered relevant and of high academic quality (>70 points) The statistics should cover national and regional projects
2. The Tempus unit of DG EAC designs an “innovation investment potential” index. This index would show for each country and/or region how much money would have been needed to fund all high quality projects. This would give the Commission and the Tempus partner countries an indication of the desirable funding levels in the short term.

Involved parties: The Tempus unit of DG EAC initiates the necessary arrangements.

Recommendation 5.2 *Promote impact by increasing the quality level demanded from the applicants.*

Proposed actions:

1. DG EAC informs the potential applicants on the Tempus web-site that the selection process will give considerable weight (25%) to the durable impact, and especially to bringing about reforms that reach beyond the immediate level of the participants.
2. The Commission adjusts the Guide for applicants and the scoring guidelines for the academic assessors accordingly

Involved parties: The Tempus unit of DG EAC, and all potential applicants and the academic assessors/lead experts.

Recommendation 5.3 *Promote that the authorities in the eligible countries allocate more Tacis, CARDS and MEDA funds for the third phase of Tempus.*

Proposed strategy and tools:

1. Increase publicity on Tempus results and take measures to ensure that Tempus projects are perceived by the higher education authorities and national programme authorising officers as relevant in the context of their own reform priorities.
2. Invite relevant authorities to project events (networking)
3. Arrange an annual country meeting/conference for dissemination and promotion purposes
4. Increase the use of S&Cs for promoting policy changes and legislative/regulatory reforms
5. Prepare annually a country briefing paper which summarises what issues the running projects address and what the expected outcomes are of each of the Tempus projects (This task can be given to ETF or to the NTOs/TIPs).

Involved parties: Tempus unit of DG EAC, NTOs/TIPs and JEP/S&C participants.

8.6 Management efficiency

Evaluation question number 6

Are current implementation tools, management approaches and in particular the modalities of technical support appropriate and sufficient to ensure project quality and proper project implementation? Are monitoring practices sufficient? Are the existing mechanisms for feedback and result dissemination adequate to exploit the experience acquired through the programme?

8.6.1 General Conclusions

Conclusion 8.1 *Current implementation tools, management approaches and the modalities of technical support are appropriate and have in the past ensured a satisfactory level of project quality and proper project implementation.*

This conclusion is valid for the mechanisms and tools looked at in this evaluation i.e. the Guide for Applicants, the project selection process as well as the Technical Assistance mechanism and the support services provided by the NTOs/TIPs and ETF for project preparation and implementation.

Conclusion 8.2 *The management team responsible in the Commission for the third phase of Tempus has covered a lot of ground.*

Tempus has extended its coverage in the Western Balkans with Croatia and the Federal Republic of Yugoslavia. Moreover, the decision was taken to extend the programme to the MEDA region. As a result, the aggregate programme budget has increased again to some € 60 million per year. At the same time, the orientation of Tempus objectives was changed to adapt the programme to the needs of the new eligible countries in their relations with the EU. Moreover, the Structural and Complementary Measures (S&C) were introduced as a new instrument, which gives the programme more flexibility, and an on-line application facility for IMGs was introduced. More in general the management team has made an effort to speed up procedures and to get rid of the reputation for bureaucracy which was built up during the second phase of Tempus. This type of drive and flexibility will continue to be required of the management team to meet the challenges of Tempus III in the coming years, and for starting up Tempus IV.

8.6.2 Specific conclusions and recommendations

The conclusions and recommendations listed below are organised in line with the phases of the Tempus programme cycle listed in table 7.1. The numbering of the recommendations refers back to the numbering of the conclusions.

Project identification

Conclusion 8.3 *The Tempus management mechanisms that support the project identification phase of the Tempus programme cycle work in a satisfactory manner.*

The call for proposals system is working well and the Guide for Applicants and the Tempus website are two good quality information tools which are easy accessible for potential applicants.

Project formulation

Conclusion 8.4 *The quality of the proposals varies from excellent to poor but the average quality offered for academic assessment is fairly low.*

The main weaknesses are found in the intervention logic of the proposal, and in the proposed project management arrangements.

Recommendation (8.4) *Aim for an improvement in the average quality of the applications.*

Proposed tools

- Two new guidelines on the Tempus web-site on: (1) logical framework analysis; and (2) project management arrangements.
- Logical framework training and advice to applicants by the NTOs and TIPs.
- Design a practical Tempus oriented training module for applying log frame analysis and project management advise, and instruct NTO and TIP staff in their use.

Involved parties: The Tempus unit of DG EAC and the NTOs/TIPs

Contracting and technical assistance during implementation

Conclusion 8.5 *The Tempus rules for contracting and especially for financial administration, budgeting, invoicing and project completion are more rigid and time consuming than necessary.*

This is experienced as costly by the contractors and as a barrier for participation.

Recommendation (8.5) *Review the contracting procedures and simplify the rules*

Proposed mechanism

- Introduce similar financial procedures as have been introduced in the regular Tacis and Cards programmes.

Involved parties: ETF and the Tempus unit of DG EAC

Project selection and funding decisions

Conclusion 8.6 *The present project selection mechanism may be more suitable for simple projects than for complex projects.*

This may in the future result in less satisfactory selection results on regional projects in the CARDS and MEDA region and for projects that have a cultural rapprochement dimension. The strong points of the Tempus selection process include the academic assessment, which provides a transparent approach towards identifying the individual merits of projects and ranking them. A weak point of the process is that the assessors have little feedback from Tempus experience, thus the exercise remains rather academic. A further limitation is that the current process is not suitable to compare the relative merits of one project versus another, in the wider context of the higher education reform needs of the eligible countries. This last point implies that the final selection may contain high quality projects, which nevertheless are not perceived as the most relevant by the

recognised the stakeholders in the eligible countries. This potential shortcoming emerged when the results of the last selection round became known (end of June 2003).

Recommendation (8.6) Adjust the project selection process for more project relevance.

In the course of the selection process good on-the-ground insight into the local and regional higher education conditions has to become available.

Proposed mechanisms:

- Include in the terms of reference of the NTOs and TIPS the task of writing a briefing paper for use by the academic assessors which gives the NTOs views on the local and/or regional relevance of each of the proposed JEPs.
- Introduce in the consultation process, a moment for a comprehensive national or regional review of the relevance of the selected projects.

Involved parties: the Tempus Unit of DG EAC, NTOs/TIPs and the Tempus lead experts

Project implementation monitoring

Conclusion 8.7 Tempus III monitoring practices are limited but can be considered adequate given the competition for management resources in the programme.

Field monitoring has not taken place in a systematic manner during Tempus III, and this has limited the information flow on Tempus achievements in the eligible countries.

Recommendation (8.7) Reintroduce field monitoring on a selective basis to limit the costs.

Proposed mechanisms:

- Issue a new field monitoring guideline, which restricts field monitoring to new coordinators, who are first time participants in Tempus as well as to projects identified by other means as experiencing implementation problems.
- Include in the terms of reference for the NTOs/TIPS the task of keeping contact with the Tempus projects implemented in their countries and timely flagging of project implementation problems. The NTOs/TIPs should report back on their 'field monitoring' experience to the Commission (Tempus unit in DG EAC and ETF) for decisions on initiating appropriate follow up action.

Involved parties: Tempus unit DG EAC, NTOs/TIPs and ETF.

Feedback and dissemination

Conclusion 8.8 During Tempus III, dissemination has so far received little attention from the Commission.

In the opinion of the evaluators too little is being done and this is partly an issue of a conscious choice in the face of limited resources, and partly this is the result of a passive attitude towards this issue. The argument for the passive approach is that the most important results of Tempus are its intangible outputs, i.e. attitude change, etc. These are disseminated slowly but surely and automatically through the students. On the other hand, Tempus does generate important tangible outputs, which at present are only rarely made available beyond the immediate circle of direct project beneficiaries and colleagues. This type of dissemination does not come automatically and most of the stakeholders confirm

that many opportunities for disseminating are not used because Tempus III uses neither a carrot nor a stick approach for dissemination.

Recommendation (8.8) *Improve the impact of the third phase of Tempus by giving higher priority to dissemination in the project selection process.*

The key to achieving the greatest impact from a limited budget is to disseminate the tangible results of the project to as many relevant people as possible.

Proposed mechanisms:

- Emphasise in the Guide for Applicants and on the Tempus web-site that the Commission will as of 2004 attach more importance to dissemination and indicate that this aspect shall receive more attention and weight in the JEP and IMG selection process.
- Adjust the academic assessment guidelines accordingly and increase the scoring weight for an active dissemination project approach from 10 to 25 percent in the total assessment.
- Make dissemination activities obligatory and link the final payment for the contract to dissemination evidence (e.g. conferences or Internet access to tangible results).
- Establish a central Tempus dissemination website, on which each project loads its relevant outputs. With modern Internet technologies this could be a low costs service, based on project specific passwords for feeding directly by the JEP co-ordinators⁴⁶.

Involved parties: Tempus unit of DG EAC and the technical assistance provider, and the JEP applicants/contractors.

⁴⁶ There are new, low priced and user-friendly commercial products on the market, which cater for such complex multi-user websites e.g. Microsoft and the digital office by ECORYS-Rutten.