

## **PART II - Regional Overviews**



## Central Asia

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### 1. Introduction

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The present regional overview<sup>5</sup> is based on the findings of the study, which are presented in full in the main report<sup>6</sup>, highlighting regional specificities through common features and particular cases. It covers the following Central Asian countries: Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan.

### 2. National context for human resource management<sup>7</sup>

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In most Tempus countries covered by the study, human resource management is considered a joint responsibility of the national authorities and public higher education institutions.

While, according to the national questionnaires, the importance of human resource management is recognised in many countries and regions included in the study, very few countries have set up national level strategies that deal with staff issues. Out of the five countries which reported on specific human resource - related strategies, two (Kazakhstan and Uzbekistan) are located in Central Asia. In Tajikistan, it seems that some elements

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<sup>5</sup> This version has been updated to reflect changes that have occurred since the publication of the original overview, which was distributed at the regional seminar.

<sup>6</sup> Education, Audiovisual and Culture Executive Agency. "Human Resource Management in Public Higher Education in the Tempus Partner Countries", A Tempus Study, No 10, June 2012, EACEA, Brussels.

<sup>7</sup> The term "human resource management" has been used in this study in the general sense. In other words, human resource management is considered as something wider than the technical management of recruitment procedures, contracts and salaries, bringing in a strong developmental and strategic approach. Issues such as training schemes, incentives and rewards, evaluation and staff development support and systematic planning of future staffing needs are all part of what is considered "human resource management". At the same time, most of the countries investigated in the framework of this study have a slightly more restricted understanding of the concept of human resource management and attention concentrates often on technical aspects related to hiring and management of staff.

related to human resource management have been integrated into overall national strategies on education. In Kyrgyzstan, one of the short term priorities in higher education is to improve career development opportunities for higher education staff and to improve the quality of teaching staff and career development tools. However, it seems that these plans have not yet been translated into concrete action plans and schemes at national level.



*Seminar participants - Tashkent (Uzbekistan), 8-9 October 2012*

While safeguarding institutional autonomy is crucial, national-level recognition of the importance of human resource management and development, backed by concrete policies and schemes, could be useful in providing institutions with a fertile environment in which to develop their own schemes and strategies.

### 3. Academic staff – recruitment, training and working conditions

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#### *Recruitment of academic staff*

In the Tempus Partner Countries, the **number of posts** available at higher education institutions depends often on the financial possibilities on the one hand and national-level or accreditation requirements regarding the staff-student ratio on the other.

Many Central Asian countries need to maintain current levels or reduce staffing levels, due to negative demographic developments. Indeed,

Uzbekistan has already reduced staffing significantly and Kyrgyzstan needs to do so in the coming five years. An exception in the region is Turkmenistan, which is facing an increase in the demand for study places and thus needs to increase the numbers of staff in public higher education institutions.

The minimum number of staff at an institution, when determined by the national authorities, is usually based on the number of students and has to correspond to a nationally approved ratio. This is the case for most of Central Asian and Eastern European countries.

Recruitment of staff is one of the most crucial aspects in ensuring that an institution has good quality staff with appropriate skills, knowledge and attitudes to meet its needs. **Appropriate recruitment** procedures, that are transparent, fair and open, are likely to enable institutions to make a better selection of the best candidates from the available pool. Moreover, the ability of institutions to set their own recruitment requirements, according to their specific needs, supports the management of human resources at the institutional level.



*Plenary session - Tashkent (Uzbekistan),  
8-9 October 2012*

Recruitment of academic staff usually follows nationally set minimum qualification requirements, while additional criteria may be set by the institutions in countries where recruitment is organised at the institutional level. Criteria used by institutions are often set in the institutions' statutes or regulations, in an attempt to increase transparency of recruitment procedures.

However, while there is an attempt to up-grade the qualifications level of staff through higher recruitment requirements, it is not always possible to fill posts with candidates meeting the

formal requirements. In Central Asia, both Tajikistan and Turkmenistan witness decreasing percentages of PhD holders in their academic staff, while the figures are relatively stable in Uzbekistan, standing at around 42%. In Kyrgyzstan, while a PhD is required for senior academic positions and a Master level degree is needed to become a lecturer, in practice staff with lower qualifications is recruited, often due to an insufficient number of qualified candidates.

In Kazakhstan and Uzbekistan, **selection procedures of academic staff** involve other teachers of the institution and the favourite candidate is selected through a vote. In Turkmenistan and Kyrgyzstan, a wide range of actors at the institutional level are also involved in selection procedures.

Overall, there seems to be a trend towards a **larger and better qualified pool of candidates** for jobs in higher education than before. This depends, however, on fields of study, with higher education struggling to compete with private businesses in the recruitment of engineering and technology professionals, for example, as the salaries offered by private companies are higher than those paid by higher education institutions. Moreover, the older and more established universities, usually situated in the capital cities, are better able to attract high quality candidates than institutions in more remote areas.

### *Training*

The need for new skills, such as use of IT in teaching, English and other foreign languages, as well as project management skills, have made it indispensable for most Tempus countries to seriously think about the training needs of their staff and to invest in new systems and incentives for their effective implementation. Across the Tempus countries, training schemes are as varied as the countries and institutions included in the study. Models employed vary from nationally organised, obligatory schemes to voluntary participation in institutionally organised courses and, further, to reliance on European projects and programmes as the main staff development and training tools.

In Central Asia, systematic mandatory training schemes are common practice and have existed for several decades. This was reflected in the on-line survey, where 82% of the respondents in the region declared that their institution offered

training opportunities for academic staff. However, the training schemes may not always be adapted to the actual needs of the institutions in relation to the requirements of the modernisation agendas.

Training is, in many cases, organised by national-level entities, such as institutes for professional training (Tajikistan), institutions for qualifications up-grading (Uzbekistan) or entities in charge of the training of civil servants of the country. Training, which is often obligatory, is used for career promotion and advancement.

Training in these countries is mostly financed through the state budget. Training often takes place at intervals, corresponding to the duration of the contractual period, i.e. all staff is expected

to take up training once during their contract period. In Kazakhstan, such training has to be attended at least once in a five-year period and in Uzbekistan every three years. In Kyrgyzstan, no substantial national training schemes are available and individuals rely, depending on their own interest and initiative, mainly on European programmes and international or foreign organisations for training. Some institutions have taken initiatives to fill the training gap, as can be seen in the example from Kyrgyzstan below.

According to the respondents to the on-line survey, in Central Asia the most commonly offered types of training are: Pedagogy and teaching methods.

### ***Uzbekistan - state training schemes***

The “State requirements for retraining and professional development of pedagogical staff” were adopted by the government in February 2006. The resolution has led to retraining being offered by 28 institutions for qualifications upgrading throughout the country. Every year, more than 6 000 teachers are retrained through this scheme. Training is organised by the Ministry and is compulsory for all fulltime academic staff, at least once every three years. To create a “healthy competitive environment” within teams and to encourage staff to continuously develop their skills, there is an on-going effort to improve the retraining system and to organise differentiated advanced training for every teaching staff member, taking into account his or her professional level and skills. In 2011, a study was carried out to analyse the system of retraining, with the objective of further developing the system. Later, in 2012, a Decree was issued to create a "Head Scientific and methodological centre for professional development of academic and administrative staff in higher education". The purpose of this centre is to create a unified system of retraining and professional development of staff, with the overall objective of improving the quality of higher education. 5 regional centres and 10 branch departments have been established. In total, about 8000 persons will be trained per year through this initiative.

### ***Kyrgyzstan – institutional schemes filling the gap***

In Kyrgyzstan, the main opportunities for training of academic staff are provided by international mobility and participation in training organised through European programmes, such as Tempus. In addition, some foreign organisations, such as the German DAAD, organise training. It is usually up to the individual staff members to look for training opportunities and to engage in different schemes and programmes available.

However, some institutions have also set up their own training schemes. The Kyrgyz State University of Construction, Transportation and Architecture (KSUCTA) has established a Quality Improvement Centre, which offers training for the improvement of qualifications of teaching staff. It is obligatory for all teaching staff to pass a course organised by the centre. The main training subject is determined by the individual’s professional profile. For example, staff involved in distance education need to pass a study programme in distance education and IT, while some others are trained in interactive teaching methods.

Younger staff members demonstrate interest in the programmes and are pleased by the opportunity to develop their skills. It is more difficult to motivate and attract the interest of the older generation of staff.

### *Contractual conditions*

While the **contract duration** may vary in the Tempus countries, in most cases the duration is determined for all academic staff. Five years emerges clearly as the standard contract duration for academic staff (three years in Kyrgyzstan).

In most cases, **promotions** remain the responsibility of the institutions, which can also usually decide on the criteria to be applied. The most commonly cited criteria are years of seniority and continued training and education. The fact that continuous training is a promotion requirement motivates staff to take part in training made available at the institutional level. In Central Asia, the quality of teaching is also considered an important criterion.

The **retirement age** varies from 55 to 63 years and is usually the same for administrative and academic staff.

### *Salaries*

The most common model in the Tempus countries is that national authorities set the basic framework for **salaries of staff at public higher education institutions**, leaving institutions the freedom to implement reward schemes and additional payments or benefits according to their own policies and the funds available.

According to the on-line survey, it seems that reward mechanisms are rather common in Central Asia. These extra reward schemes may however be regulated by the national authorities and differentiation between individuals is only possible in some cases. Sometimes, restrictions or regulations in the implementation of financial awards are introduced to increase transparency and predictability and to ensure that all staff fulfilling the same conditions have access to additional pay.

In Kyrgyzstan, for example, the salary is composed of a state basic salary and an additional part, subject to a separate contract between the staff member and the HEI for specific tasks or for the achievement of specific goals.

On the other hand, differentiations by institutions are not always allowed. Indeed, for example in Turkmenistan, salaries are set by the national authorities and no differentiation by the higher

education institutions is allowed. In fact, salaries are paid directly by the national authorities.

As confirmed by both studies (national questionnaire and on-line survey), salaries in public higher education institutions in Central Asia are generally lower than salaries of comparably qualified individuals in other available jobs, whether in the Ministry or in private institutions or businesses. Low salaries make jobs in higher education less attractive and the best candidates often go into other careers. Low salaries also press staff to hold multiple positions.

According to the data collected at national level, several Central Asian countries have increased the salaries of academic staff and, in Uzbekistan, jobs in higher education are now considered relatively attractive. While conditions have improved for all staff in public institutions, in Kazakhstan salaries have not increased in the same way across all institutions: in the recently established national universities, which are to become the flagships of the country's higher education system, staff receive particularly high salaries, up to 75% higher than in other public institutions. This is considered as a special investment project in a limited number of high profile institutions of excellence.



*Tashkent (Uzbekistan), 8-9 October 2012*

In Kazakhstan, there are also a number of monetary incentives implemented, both by the national authorities, as well as by the higher



education institutions from their own funds. The state award of “Best teacher of the year” is delivered every year on a competitive basis to a number of teachers in different subject areas, who have excelled in their work. This scheme was established in 2005 in order to encourage and support academic staff in their professional growth, further development of science pedagogic qualifications and conduct of science studies, including training abroad. The competition is open to all members of the teaching staff and the award consists of an honorary title, as well as a financial reward.

### *Working hours and multiple positions*

The question of having multiple jobs was explicitly raised in the on-line survey, which provides interesting information on the actual situation in the Tempus Partner Countries. More than 72% of the respondents in Central Asia declared that academic staff in their institution typically holds between one and three jobs, indicating that this practice is very common. It is interesting to note that, according to the on-line survey, multiple jobs are not considered as a significant problem in Central Asia, which confirms that the practice is embedded in the consciousness of the people.

According to the information provided at national level, in Kyrgyzstan, salaries have decreased in purchasing power in the last 10 years and, consequently, about a third of all teachers teach elsewhere. This leaves very little time for academic staff to do other academic activities, such as research, course development, or international projects. In Tajikistan, multiple positions are not officially permitted. However, as confirmed by the on-line questionnaire, they do exist in practice and create a problem for the sector, in particular considering the relatively high number of teaching hours academic teaching staff is already faced with. On the other hand, in Turkmenistan and Uzbekistan, double jobs are allowed and are common.

The gravity of the problem created by multiple positions or extra teaching, taken at other institutions, also depends of course on the number of contractual contact-hours with students at one’s own institution. Logically, the higher the number of hours that need to be taught at the home institution, the more difficult it is to add supplementary tasks and duties without a negative impact on the remaining areas of the job. In Central Asia, there are important differences in student contact-hours and these

vary from 350 in Kazakhstan to 850 in Turkmenistan, for senior teaching staff, and from 550 in Kazakhstan to 850 in Turkmenistan for junior teaching staff. In Turkmenistan, all teaching staff has the same number of obligatory contact hours and in Kyrgyzstan, the difference is also minimal (750/800).

The main issue with student contact-hour workloads is that, in the case of a very high number of contact hours, too little time is left to academic staff to engage in research activities, preparation of publications, international projects and other scientific activities. If high student contact-hours are coupled up with the need to take up extra teaching hours at other institutions to compensate low salaries, the problem may become significant. In addition to risking reducing the quality of teaching and research, the phenomenon may also be an important obstacle to staff development, both in terms of their academic and subject specific skills, often acquired through scientific activity, as well as other skills.

## 4. Administrative and technical staff – recruitment, training and working conditions

### *Recruitment of administrative staff*

In the Tempus Partner Countries, recruitment requirements for administrative and technical staff are, in most cases, decided on by the institutions themselves, according to their needs and the specific technical and other skills required.

In Central Asian countries, positions for administrative and technical staff are often not publicly advertised and senior staff members especially are usually selected from junior staff, through internal selection and promotion. The internal recruitment of administrative staff is considered a serious problem for the sector in Uzbekistan, Turkmenistan and Kyrgyzstan. On the other hand, in Kazakhstan, positions for senior administrative and technical staff are publicly advertised.

### *Training*

Training programmes for academic staff are starting to be developed across the Tempus Partner Countries. However, the development of similar schemes for administrative staff is a step behind and does not seem to be a high priority in

most of the countries investigated. Nevertheless, some countries also organise systematic training at national level for administrative and technical staff. In Kazakhstan, for example, all staff has to take part in training every five years.

### *Contractual conditions*

The most common practice is contracts by institutions or their sub-units. However, much more often than for academic staff, contracts may be of permanent duration. This is the case for Kazakhstan, Kyrgyzstan and Turkmenistan. In Tajikistan and Uzbekistan, all contracts have a standard duration of five years.

### *Evaluations*

Evaluations for academic staff tend to be more frequent and detailed than those of administrative and technical staff and students are involved almost exclusively in the evaluation of the former. Whereas 72% of the respondents to the on-line survey declared that their institution carried out periodic performance evaluations for academic staff, only 37% of them declared similar practices for administrative and technical staff. It seems that in practice, as for the academic staff, evaluation is usually carried out on a yearly basis (64% of the respondents to the on-line survey). According to the national questionnaires, it is common that evaluations take place at the end of the contract period. Consequently, e.g. in Kyrgyzstan, academic staff members are evaluated every year, while administrative staff every five years.

### *Promotions and motivation*

In several countries, senior administrative positions are filled through internal promotions. However, in some Central Asian countries, such as Kyrgyzstan, promotions of administrative staff take place through competitive selection.

According to the on-line survey, the criteria quoted most often for career progression of administrative and technical staff in Central Asia are: responsibilities in collective activities (coordinating working groups, leading teams, etc.) and continuous training and education.

## 5. Management staff – recruitment and working conditions

### *Rectors*

The procedures for the appointment of rectors vary significantly in the Tempus Partner Countries. The main division is that between appointed and elected rectors. The second important factor is, in both cases, who elects and/or finally appoints the rector. Subsequently, in some cases, the appointment or election of a rector, carried out at the institutional level, may need to be approved by the national authorities.

In the vast majority of the Tempus Partner Countries, including Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, and Uzbekistan, the institutional head is appointed by the national authorities. This appointment may take place without consultation of the institutional bodies, such as the Senate or the Academic council or can rely on institutions to make the first selection for a list of suitable candidates, for appointment by the national authorities.

Different national entities may be involved in the appointment of institutional leaders at the national level, depending e.g. on the status of the institutions. In Central Asia, the rectors of higher education institutions are usually appointed by national-level authorities and depending on the country and the status of the institutions, this can be the Education Ministry, the Council of Ministers or the President of the Republic.

The study shows that, overall, the appointment of institutional management, which are positions of power, may also be politically controlled to a high degree. In some cases, the appointment for management-level staff clearly requires that the individual should be politically in line with the national government. The fact that appointments may be based on political connections, rather than on qualities needed to lead an institution, creates problems, as not necessarily the best candidates are chosen through political appointments. Also, the frequent changes in the political sphere lead to frequent changes in institutional management, which creates a lack of continuity within institutions and makes strategic planning difficult.



In the case of appointed rectors, the selection is almost never based on an open competition and positions usually are not publicly announced. However, in most countries, appointed rectors also need to be professors, or high ranking academics to qualify for appointment.

It is interesting to observe some contrasting trends in the way in which the rectors of institutions are appointed. In Kazakhstan, the institutional leaders are currently appointed by different levels of national authorities, but it is planned to gradually change the appointment procedure of rectors by giving full autonomy to higher education institutions.

By contrast, in Kyrgyzstan, the rectors were previously elected, but as the system created frictions between the rector and the members of staff who had been in favour of another candidate, the rectors are now appointed by the President or the Government, depending on the status of the institution (State institution or special status national institution).

### *Deans*

In Kazakhstan, Turkmenistan and Tajikistan, the deans are appointed by the rector, without any public announcement or competition for the positions. In Turkmenistan, approval of the Ministry has to be sought for the appointments. In Kyrgyzstan, a wider academic community is involved in the appointment of deans, through the Academic Council.

### *Training*

While increasing attention is being paid to the training of academic staff, systematic training of management-level staff is still relatively rare. However, in some countries, like Kazakhstan and Uzbekistan, training is obligatory, also for all management-level staff.

## 6. The wider context – brain-drain, gender balance and the aging of staff

### *Brain-drain*<sup>8</sup>

Several countries, such as Kazakhstan and Tajikistan, report internal competition from businesses as the main cause for concern, rather than international brain-drain. Internal competition particularly hits fields such as medicine, technology and engineering, where higher education institutions cannot offer salaries that can compete with those offered by the private sector.

The gravity of brain-drain hits different countries to a different degree, but important differences can be observed also within countries, especially between capital regions and rural areas, the latter suffering from a greater drain of brains both towards the capital and other main cities, as well as abroad. This is the case also with several Central Asian countries. Understandably, brain-drain is more frequent among younger staff, than senior academics, although some exceptions exist.

### *Gender balance*

In Central Asia, there is a lack of precise data on the numbers of women working in higher education. However, according to the national questionnaires, more than 50% of the staff members in Kazakhstan are women and, in Uzbekistan, around 42% of academic staff is female. As an exception to other countries in Central Asia, the gender balance in Tajikistan is considered a significant problem. New policies are in place to guarantee a number of places in higher education for female students.

### *Aging of staff*

Most Tempus Partner Countries report a serious problem with the aging of academic staff in their public higher education institutions. The problem is in most cases less pressing for administrative and technical staff.

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<sup>8</sup> Brain-drain usually refers to the significant emigration of highly qualified individuals towards countries with better financial and other conditions for work and – in the case of academic staff – research. In the study, however, a wider definition of the term was used, which includes competition of public higher education with other sectors of the national economy, such as private higher education institutions and businesses.

In Central Asia, the problem of staff aging does not follow the same trends across the region. Aging is considered a significant issue in Kyrgyzstan, Uzbekistan and Tajikistan, with the latter having a serious problem with late retirements, which inhibit the access of new staff into the sector. In Uzbekistan, specific schemes have been set up to facilitate the entry of younger

staff, by allowing them to enter jobs in higher education institutions temporarily without a competition. As distinct from other countries in the region, higher education jobs in Kazakhstan are considered relatively attractive, also to younger staff, which has led to a more balanced age distribution in both categories of staff.

#### ***Uzbekistan – facilitated first entry to young graduates***

Uzbekistan is combating staff aging through different schemes. Recruitment to academic positions is done through open competition. However, to help young staff to enter the sector, Master graduates may be employed with an initial three-year contract, without a competition. They can thus get into the university environment and gain experience to help them be better placed in the open competition (competing with experienced teachers), which takes place every five years.

#### ***Kazakhstan – investing in high quality staff for the future***

The "Bolashak" international scholarship programme was established upon the proposal of the Head of State in 1993 and is aimed to finance studying abroad. The Scholarship covers tuition costs, insurance, living costs and travel costs from Kazakhstan to the country of destination and back, after completion of study. In the period from 1993 till 2010, a total of 7 356 persons benefited from the scholarship scheme. 2 788 of these have graduated, around 4 000 continue studying and around 300 are about to be employed. Out of the 2 788 graduates of the programme, 1 725 persons are currently engaged in their five-year mandatory post-scholarship work.

## **7. Attractiveness of jobs in higher education and the profile of staff**

In most Central Asian countries, **unattractiveness of jobs** in higher education is considered a significant problem. Low salaries, a high number of student contact-hours and relatively weak side benefits contribute to this situation. There are some variations between staff categories, with the academic jobs being considered more attractive in relative terms, than those in administration or technical positions. However, within the region, in Uzbekistan and Kazakhstan, jobs in higher education are considered relatively attractive and, in the latter, jobs in the special status « national institutions » are considered competitive and attractive, due to the additional salary provisions made for these institutions in the national budget. It is interesting to note that jobs are considered more attractive in the two countries which also have the most advanced training schemes in the region.

The answers to the on-line questionnaire provide more details on the perceived attractiveness of jobs in public higher education. According to the

replies, the perceived advantages of academic jobs in Central Asia are in line with the average results: employment stability, good social status and interesting work are seen as the most important. The main disadvantages are low salaries, a high number of working hours and the lack of autonomy.

For administrative and technical staff, the employment stability, career development perspectives and a well-regarded social status appear as the main advantages. The perceived disadvantages are more or less in line with the other regions (low salary, lack of autonomy) with the difference being the high number of working hours, which is not typically mentioned in most other regions.

According to the perceptions of the national authorities, the perceived lack of attractiveness of jobs in higher education may lead to or have led in some countries to a less qualified pool of candidates, with insufficient skills and motivation. Existing staff also may consider that the demands brought about by the modernisation agendas and increasing internationalisation, are not reflected in their working conditions and remunerations or

that, indeed, they are not given the tools and means to develop the skills needed to address new and changing expectations. This may lead to lack of motivation and in some cases, even to a strong resistance to change. It should however be underlined that, in Central Asia, a majority of respondents (57%) consider academic staff to be motivated.

When respondents were asked in the on-line questionnaire, what would be the best way to boost the motivation of academic staff, financial incentives were most often mentioned in all regions. Improved career perspectives and better research possibilities are also among the most frequently mentioned solutions. For administrative and technical staff, inadequate salaries also appear as the main reason for the lack of motivation, followed by the lack of reward mechanisms and lack of career perspectives.

From the national perspective, the **main weakness in terms of skills** in Central Asia is the lack of foreign language skills of all staff categories, with often a greater lack of skills indicated for administrative and technical staff. Similar results appear in the on-line survey, where the lack of foreign language skills is the most frequently mentioned weakness, for both

academic and administrative staff. According to the national questionnaires, in addition to languages, IT skills are also not always considered to be appropriately developed, though more work seems to have been done in this area than with language skills, e.g. through specific training programmes offered by national-level entities or the institutions. In Tajikistan, the main challenge is presented by the lack of highly qualified academics and the lack of professional, language and IT skills of those employed.

As far as deans and rectors are concerned, the on-line survey also included questions on the skills and attitudes of this staff group. In Central Asia, almost 70% of respondents have confidence in the skills of management level staff. Respondents, who considered the professional skills of deans and rectors insufficient, indicated recruitment criteria mostly based on political considerations or criteria insufficiently focused on competences and skills as the main reasons. When asked in greater detail about the weaknesses in skills and attitudes of rectors and deans, their unwillingness to implement change appears as the main issue, according to the respondents of the on-line survey. The lack of foreign language skills appears in particular in replies concerning Central Asia.



## Eastern Europe

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### 1. Introduction

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The present regional overview<sup>9</sup> is based on the findings of the study, which are presented in full in the main report<sup>10</sup>, highlighting regional specificities through common features and particular cases. It covers the following Eastern European countries: Armenia, Azerbaijan, Belarus, Georgia, Moldova, Russia and Ukraine.

### 2. National context for human resource management<sup>11</sup>

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In most Tempus countries covered by the study, human resource management is considered a joint responsibility of the national authorities and public higher education institutions.

While, according to the national questionnaires, the importance of human resource management is recognised in many countries and regions, very few countries have set up national level strategies that deal with staff issues. Out of the total of five countries which reported on specific human resource related strategies, one is located in Eastern Europe (Moldova). In addition, in Azerbaijan and Belarus, some elements related to

human resource management in higher education are included in other national strategies. Georgia, at the other end of the spectrum, gives strong importance to institutional autonomy and sovereignty, also in human resource management, and thus does not consider it justified to develop national level strategies in this area.



*Seminar participants - Chisinau (Moldova),  
21-23 April 2013*

In the remaining countries in the region, no specific human resource management related initiatives, such as training or reward schemes at the national level, were identified in the study. There is a recognised need to enhance skills and retain qualified staff in public institutions, but creating systems to achieve these aims is mainly left to the institutions. Indeed, competition for well qualified individuals has led many institutions to invest their own resources in training schemes, additional financial incentive funds and mobility and research opportunities.

However, while safeguarding institutional autonomy is crucial, national-level recognition of the importance of human resource management and development, backed by concrete policies and schemes, could be useful in providing institutions with a fertile environment in which to develop their own schemes and strategies. Indeed, as national strategies are often followed by specific financial resources, institutions would be better able to implement new policies and systems with national level support.

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### 3. Academic staff – recruitment, training and working conditions

#### *Recruitment of academic staff*

In the Tempus Partner Countries, the **number of posts** available at higher education institutions often depends on the financial possibilities on the one hand and national-level or accreditation requirements on the other. The minimum number of staff at an institution, when determined by the national authorities, is usually based on the number of students, and has to correspond to a nationally approved ratio. This is the case in most Eastern European countries, as well as in Central Asia for example.

Overall, Eastern European countries need to maintain current levels or reduce staffing levels due to negative demographic developments. Indeed, Georgia has already reduced staffing at HEIs significantly, and Armenia, Moldova, Russia and Ukraine expect to have to do so in the next five years. This trend is similar to what is happening in several countries in Central Asia.

Recruitment of staff is one of the most crucial aspects in ensuring that an institution has good quality staff with appropriate skills, knowledge and attitudes to meet its needs. **Appropriate recruitment procedures**, that are transparent, fair and open, are likely to enable institutions to make a better selection of the best candidates from the available pool. Moreover the ability of institutions to set their own recruitment requirements, according to their specific needs, supports the management of human resources at the institutional level. In all investigated Eastern European countries, the recruitment of academic staff into public higher education institutions follows an open competition after a public announcement of available positions.

Recruitment of academic staff usually follows nationally set minimum **qualification requirements**, while additional criteria may be set by the institutions in countries where recruitment is organised at the institutional level. Criteria used by institutions are often set in the institutions' statutes or regulations, in an attempt to increase transparency of recruitment procedures. In terms of qualifications levels, in most cases a Master's degree is required for junior teaching positions, and to an increasing degree a PhD for senior academic posts. Additional recruitment requirements may include international

publications, other international activities, teaching experience, and in some cases voluntary service to the university community. A PhD is increasingly a requirement for senior academic positions in Eastern Europe, but there are important differences between countries in the proportion of PhDs at this level. Apart from Georgia, Russia and Ukraine, where all senior academics have a PhD, the percentage varies from 43% in Belarus to 60% in Azerbaijan. These figures remain among the lowest across Tempus partner countries.

Overall there seems to be a trend towards a **larger and better qualified pool of candidates** for jobs in higher education than 10 years ago. This depends however, on fields of study, with higher education struggling to compete with private businesses in the recruitment of engineering and technology professionals, for example, as the salaries offered by private companies are higher than those paid by public higher education institutions. Moreover, the older and more established universities, usually situated in the capital cities, are better able to attract high quality candidates, than institutions in more remote areas. In Eastern Europe the pool of candidates is not always considered sufficiently well qualified or large, and e.g. Belarus has reported that some vacancies may remain unfilled because no appropriate candidates can be found.



*Workshop - Chisinau (Moldova), 21-23 April 2013*

#### *Training*

The need for new skills, such as use of IT in teaching, English and other foreign language skills, as well as project management skills, have made it indispensable for most Tempus countries to seriously think about the training needs of their staff and to invest in new systems and incentives for their effective implementation. Across the Tempus countries, training schemes are as varied



as the countries and institutions covered by the study. Models employed vary from nationally organised, obligatory schemes to voluntary participation in courses organised by the institutions and further to reliance on European projects and programmes as the main staff development and training tools.

In most Eastern European countries there is limited systematic training of academic staff and, where training is made available, it is often the responsibility of the institutions, in some cases with earmarked funds from the state budget. When training is offered by the institutions, it concentrates most often on the improvement of language and IT skills of staff. In Russia also pedagogy and teaching methods, as well as academic subjects, are an important area of academic staff training. In Eastern Europe in general, international projects and participation in e.g. European programmes are considered as an

important tool for staff development, and often the only effective development tool available. This seems to be particularly the case in Moldova and Armenia. Also in Russia, European projects are seen as an important training opportunity for academic staff.

Training in the region is often taken on a voluntary basis. However, in Russia and Ukraine, all academic staff must take part in training every five years. In Belarus some training is available for all staff on IT and professional skills. In Armenia, since 2005, a few larger institutions organise training for tenure holding professors every three years, unless the person has participated in international seminars and conferences, which are also considered as training. Interesting differences can be noted when comparing with the situation in other regions. In some Middle Eastern countries, for instance, tenured professors are not obliged to take part in any training.

#### ***Russia – national schemes complemented by institutional support***

A part of the universities' state budget is earmarked for up-skilling, but many additional training schemes are paid for from the universities' own budgets. For example, many teachers get a chance to go abroad sent by their university (especially if it is a large and "modern" university) to be trained. Institutions are ready to invest in such training to respond to the challenges posed by the federal modernisation objectives. Each university can decide how many teachers to send and where, but in order to get financial support from the State budget, the scheme needs to be part of a strategy and the funds need to be won competitively through a tender procedure. In Russia, also management staff is involved in continuous training, and for example in one university all vice-rectors attend short training periods several times a year.

#### ***Armenia – compulsory training measured by credits***

Training of academic staff has been made compulsory by law in Armenia. As a result, the Yerevan State University has developed a programme which includes training on different academic disciplines, languages, IT as well as pedagogical and psychological skills. Academic staff members get 30 credits per lecture or conference that they attend in Armenia or abroad and they have to accumulate 30 credits per 5 year periods. For the moment, there is no data available on the extent to which academic staff attains the required credits in the set timeframe.

#### ***Contractual conditions***

There are no civil servants in Eastern European higher education institutions. However, in Azerbaijan this status is currently under elaboration. For academic staff in Eastern European countries, contracts are often temporary, and most commonly concluded for **five-year renewable terms** (in Armenia, Azerbaijan, Belarus, Moldova and Russia). In Ukraine, contracts for academic staff are 1, 5 or 7-year long, after which the staff members have to

take part in a new competition. In Georgia, all staff has 3-year contracts and the contract duration is set in the Labour Law.

In most cases, **promotions** remain the responsibility of the institutions, which can also usually decide on the criteria to be applied. In Eastern European countries, mainly formal criteria, such as years of service, are taken into account. In Russia, also research performance may be taken into account in deciding on promotions. As the system of staff training is not very

developed in these countries, it is understandable that attendance to training is not part of the promotion criteria. In some countries with a system of open competitions (e.g. Georgia), promotions take place only through participation in competitions.

The **retirement age** varies from 55 to 65 years and is, in all Eastern European countries, the same for administrative and academic staff. However, academic staff is in many cases allowed to continue working after retirement. Women are usually able to retire earlier than men.

### *Salaries*

The most common model in the Tempus countries is that national authorities set the basic framework for salaries of staff at public higher education institutions, leaving institutions the freedom to implement reward schemes and additional payments or benefits according to their own policies and funds available.

According to the on-line survey, it seems that such reward mechanisms are rather common in Eastern Europe. These extra reward schemes may however be regulated by the national authorities and differentiation between individuals is rarely possible. In fact, restrictions or regulations in the implementation of financial awards may be introduced to increase transparency and predictability and to ensure that all staff members fulfilling the same conditions have access to additional pay.

In several Eastern European countries, such as Azerbaijan, Belarus and Ukraine, salaries are determined by the national authorities, which also set the conditions for extra payments to be given by the institutions from their own sources. Also in Russia, the minimum salary is determined by the national authorities, but institutions may and do pay additional top-ups from their own budgets. It is worth noting that, in the on-line survey, the majority of respondents from Eastern Europe stated that academic (and administrative) staff members employed by public higher education institutions in their countries do not receive similar salaries for equivalent positions.

In comparative terms, salaries in public higher education institutions in Eastern Europe are lower than salaries of comparably qualified individuals in other available jobs, whether in the ministry, or in private higher education institutions or

businesses. The low level of salaries makes higher education jobs less attractive, and the best candidates often go elsewhere. In addition to competition from other sectors in the national context, attractiveness of salaries offered abroad is likely to have an important impact on the extent and directions of brain-drain. While the main reasons of brain-drain seem to relate to unattractive research and working conditions, rather than low salaries, the latter continue to play a significant role.

In most of the investigated countries salaries have remained equivalent or increased slightly in purchasing power in comparison to salaries in 2000. This is the case of most Eastern European countries, with the exception of Belarus, which reports an important increase in salaries of academic staff in the past ten years.

### *Working hours and multiple positions*

Low salaries have a clear impact on the need to hold multiple positions. The question of having multiple jobs was explicitly raised in the on-line survey, which provides interesting information on the actual situation in the Tempus Partner Countries. In spite of the limited number of answers in some regions, a clear trend can be identified. Multiple positions are common practice in Eastern Europe: 79% of respondents in Russia and 84% in the other Eastern European countries on average declared that academic staff members in their institution typically hold between one and three jobs. The on-line survey respondents largely consider this to be the main issue (before the aging of staff and brain-drain) preventing public higher education institutions from performing as they should. This perception was confirmed by the data collected at the national level in Ukraine and Armenia, but not in Moldova and Belarus where multiple positions do exist, but are not considered, at the national level, as a problem for the system.

The gravity of the problem created by multiple positions or extra teaching taken at other institutions depends of course also on the contractual student contact hours at one's own institution. Logically, the higher the number of hours that need to be taught at the home institution, the more difficult it is to add supplementary tasks and duties without a negative impact on the remaining areas of the job.

The workload varies significantly between Eastern European countries covering both the lowest figures across all TEMPUS Partner Countries, as well as some of the highest. In Georgia, the contact hours with students vary between only 120 and 180 per year, depending on the staff level. Russia is at the other end of the spectrum with 500-900 annual contact hours. Other countries vary from 150 to 300 annual contact hours for senior academics and from 400 to 520 for junior teaching staff.

The main issue with student contact-hour workloads is that in the case of a very high number of contact hours, too little time is left to academic staff to engage in research activities, preparation of publications, as well as participation in international projects and other scientific activities. If high student contact-hours are coupled up with the need to take up extra teaching hours at other institutions to compensate for low salaries, the problem may become significant. In addition to risking reducing the quality of teaching and research, the phenomenon may also be an important obstacle to staff development, both in terms of their academic and subject specific skills, often acquired through scientific activity, and other skills.

#### 4. Administrative and technical staff – recruitment, training and working conditions

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##### *Recruitment of administrative staff*

In the Tempus Partner Countries in general, recruitment requirements for administrative and technical staff are, in most cases, decided on by the institutions themselves, according to their needs and the specific technical and other skills required. This is also the case for most Eastern European countries.

In Georgia, administrative positions are usually publicly announced, though it is up to the institution in question to choose the procedure to be used. In Azerbaijan, senior administrative posts are publicly announced, but for junior administrative posts the selection is carried out internally within the institution. In Moldova, senior administrative staff jobs are not announced, and the selection is usually based on promotion of junior staff. The recruitment decisions are usually always taken by the institutions. The procedures are relatively unchanged since 2000.

##### *Training*

Training programmes for academic staff are starting to be developed across the Tempus Partner Countries. However, the development of similar schemes for administrative staff is a step behind and does not seem to be a high priority in most of the countries investigated. Overall, only 48% of the on-line survey respondents stated that their institution offers training opportunities for administrative and technical staff (against 62% for the academic staff).

In Eastern Europe, training is mainly organised by the institutions, and the extent of the programmes depends on their interest and availability of funds. This leads to significant variations between institutions and countries.



*Discussions during coffee break - Chisinau (Moldova), 21-23 April 2013*

##### *Contractual conditions*

In the majority of TEMPUS countries and in all Eastern European countries the employment contracts for administrative staff are concluded directly by the institutions. However, much more often than for academic staff, contracts may be of permanent duration. This is the case for Armenia, Azerbaijan, Moldova and Ukraine. In other countries, contracts are often concluded for 5-year periods. In Georgia, all staff has renewable 3-year contracts.

##### *Evaluations*

Evaluations for academic staff tend to be more frequent and detailed than those of administrative and technical staff. Whereas 72% of the respondents to the on-line survey declared that their institution carried out periodic performance evaluations for academic staff, only 37% of them

declared similar practices for administrative and technical staff. It seems that in practice, as for the academic staff, evaluation is usually carried out on a yearly basis (64% of the respondents to the on-line survey). According to the national questionnaires, it is common that evaluations take place at the end of the contract period.

### *Promotions and motivation*

In several countries, senior administrative positions are filled through internal promotions. However, in Georgia, promotions only take place through open competitions.

According to the on-line survey, the criteria quoted most often for career progression of administrative and technical staff in Eastern Europe are responsibilities in collective activities (coordinating working groups, leading teams, etc.) and performance evaluations. Promotion decisions are usually taken by the institutions themselves.

## 5. Management staff – recruitment, training and working conditions

The procedures for the appointment of rectors vary significantly in the Tempus Partner Countries. The main division is that between appointed and elected rectors. The second important factor is, in both cases, who elects and/or finally appoints the rector. Subsequently, in some cases, the appointment or election of a rector, carried out at the institutional level, may need to be approved by the national authorities.

In the vast majority of the Tempus Partner Countries – including Armenia, Azerbaijan, and Belarus - the institutional head is **appointed by the national authorities**. This appointment may take place without consultation of the institutional bodies, such as the Senate or the Academic council or can rely on institutions to make the first selection for a list of suitable candidates, for appointment by the national authorities.

Different national entities may be involved in the appointment of institutional leaders at the national level, depending e.g. on the status of the institutions. Appointment of institutional management, which are positions of power, may also be politically controlled to a high degree. In some cases, the appointment for management-level staff clearly requires that the individual should be politically in line with the national

government. The fact that appointments may be based on political connections, rather than on qualities needed to lead an institution, creates problems, as not necessarily the best candidates are chosen through political appointments. Also, the frequent changes in the political sphere lead to frequent changes in institutional management, which creates a lack of continuity within institutions and makes strategic planning difficult.

In the case of appointed rectors, the selection is almost never based on an open competition and positions aren't usually publicly announced. However, in most countries, appointed rectors also need to be professors, or high ranking academics to qualify for appointment.

The second main model is the **election of the rector** from among a number of candidates. In some cases, all staff and students of the institution can vote in the election, while in others it is one of the main bodies of the institution, such as the Academic or University Council or the Senate that elects the institutional leader. In Ukraine and Russia, the rectors are elected at the institutional level, but the final appointment or approval is up to the national authorities. In Georgia where the rector is also elected at the institutional level, there is however no need to seek approval from the national authorities.

In Moldova, the rector is selected by the institution, based on an open competition for which the requirements are set by the institution. This approach represents the third alternative to finding an institutional leader.

### *Deans*

Similarly to the appointment of rectors, also for deans two main models can be easily identified: election and appointment. However, while election takes place without exceptions at the institutional level, appointment may be left to institutional organs, or to the national authorities.

The most common authority to appoint the deans is the rector. Often in the case of appointed deans, there is no open competition. This is the case in Russia. In Armenia, the deans are selected from internal candidates and appointed by the institution, while in Azerbaijan and Ukraine, the deans are selected through an open external competition. In Georgia, on the other hand, deans are elected internally by the faculty council.

### *Training and career management*

While increasing attention is being paid to the training of academic staff, systematic training of management-level staff is still relatively rare. As regards training activities, opportunities offered to management staff are limited. 47% of the on-line survey respondents stated that their institution did not offer training opportunities for management staff and 23% indicated that they did not know if such training existed. However, the situation seems more favourable in Russia, where the majority (54%) of respondents indicated that there was training available for management staff. On average and according to the respondents, the most commonly offered training relates to institutional management skills (strategy, finance,

HR) except in Russia, where foreign languages and project management were mentioned as the most commonly offered types of training for management staff.

The on-line survey provided some interesting information about career management of the management staff and the conclusions are in line with those concerning the other categories of staff analysed in the study. In particular, it is interesting to note that 59% of respondents from Eastern Europe claim that most of the institutions carry out yearly performance evaluations of deans which take into account staff feedback and evaluations. These evaluations are mostly carried out by the rectors.

#### ***Azerbaijan – educating young academics abroad***

Azerbaijan has a 2007-2015 State Programme for Education of Azerbaijani Youth Abroad. In the framework of this programme, some of the best students are granted scholarships to study at prestigious universities abroad, mostly in economics, management, medicine, social and life sciences, ICT, engineering and services. By 2011, about 700 students had benefitted from the scheme, but the objective is to reach 5 000 students by the end of 2015. The contract, which is signed between the student beneficiaries and the Ministry of Education, includes a duty to return to Azerbaijan after studies for at least five years. The interesting feature of this scheme is that the scholarship graduates may work either in the public or private sector in Azerbaijan.

## 6. The wider context – brain-drain, gender balance and the aging of staff

### *Brain-drain*<sup>12</sup>

Brain-drain is a serious concern for many countries in the region. The seriousness of the problem varies naturally between countries, as well as between subject areas. In Azerbaijan, Belarus and Russia, the main direction of "drain" is towards private businesses in the home country, rather than to foreign countries. In Moldova, Armenia and Georgia, the loss of human resources concerns mainly young people who either move abroad or prefer jobs in private businesses to

those offered by public higher education institutions. The main competitors of public institutions in terms of more experienced teaching staff in these countries are local private higher education institutions.

While brain-drain is a significant issue for the region, no systematic schemes to combat the phenomenon exist at the national level in the investigated countries.

### *Gender balance*

Overall, the study shows that there is a good gender balance in the seven Eastern European countries. Overall, female academic staff account for about 50% of the total number of staff. Generally, the proportion of women is often higher among administrative staff, reaching 72% and 76% respectively in Moldova and Georgia, with lower percentages in Armenia and Belarus. In Russia, the gender balance follows a different pattern, with 60% of academic staff, and only 40% among administrative, staff being female.

<sup>12</sup> Brain-drain usually refers to the significant emigration of highly qualified individuals towards countries with better financial and other conditions for work and – in the case of academic staff – research. In the study, however, a wider definition of the term was used, which includes competition of public higher education with other sectors of the national economy, such as private higher education institutions and businesses.



## *Aging of staff*

Most Tempus Partner Countries report a serious problem with the aging of academic staff in their public higher education institutions. The problem is in most cases less pressing for administrative and technical staff.

Aging of staff is a common problem also in Eastern European countries. From 20 to 25% of the staff in Ukraine and Belarus work beyond retirement age, raising the average age in both staff categories. In Armenia, more than a third of academic staff are over 60. In Russia, 70% of academic staff and 80% of administrative staff are older than 45. Overall staff aging is considered a serious issue to the institutions. Paradoxically, due to demographics and changes in the organisation of teaching, institutions have to reduce staff, which makes it more difficult for young staff to access academic careers.

Georgia is an exception in the region, as more than half of all staff is under 45 years old. Furthermore, it is the only country in the region with a trend to decreasing average age of staff overall.

Some countries are investing in supporting the creation of a new generation of academics through different scholarship schemes.

## 7. Attractiveness of jobs in higher education and the profile of staff

In Eastern European countries jobs in public higher education are not considered particularly attractive: low salaries and relatively weak benefits packages make them overall less attractive than possible alternatives in the private sector. The situation is especially worrying for academic positions, while for administrative and technical staff the conditions are considered more attractive in relative terms. In Moldova, Armenia, and Belarus, however, unattractiveness of jobs in higher education is not considered a major issue by the respondents to the on-line questionnaire. At the same time, brain-drain, especially into the private sector is considered a real challenge, which might indicate, indirectly, the lack of attractiveness of positions offered by higher education institutions. As in many aspects investigated, Georgia differs from other countries in this region: jobs in higher education are considered relatively attractive, mainly because of their stability and prestige. Recent reforms have

resulted in more transparent recruitment and promotions procedures, which is perceived to have increased confidence in the professionalism of the sector. Some countries, like Azerbaijan and Belarus, implement specific actions to increase the attractiveness of the positions in public higher education. These include, for example, the improvement of research conditions by additional funding from the institutions' own funds, or other attractive conditions, such as longer vacations, flexible working hours and internal mobility.

As far as autonomy is concerned, Russia was the only one of the investigated countries where the majority of respondents to the on-line questionnaire stated that academic staff did not see themselves as autonomous in deciding on educational content and teaching methods.

It is worth noting that, in the on-line survey, Eastern Europe was the only region where the fact of having an interesting job was one of the most often quoted advantages of a job as academic staff. Interviews carried out in Russia also showed that older staff works in higher education because of a commitment to certain values, and especially for academics, it is rather a question of lifestyle than a career-driven or financially motivated choice. The perception is that, for younger staff, salary and career prospects seems to matter more, which makes this sector unattractive for them. Russia tries to find new ways to attract and retain highly qualified staff through the creation of new types of higher education institutions with a special status, special funds, and extended academic freedom. This initiative may indeed bring and retain some highly qualified researchers in the country, but overall it only concerns a small number of individuals compared to the whole sector.

In terms of skills of staff in public higher education, the lack of language skills is one of the main challenges among academic staff in Eastern Europe. The lack of IT skills comes second, both for the academic and administrative staff. As far as attitudes are concerned, the lack of flexibility and resistance to change by administrative staff are a challenge in some countries (Moldova, Armenia, Georgia). In Russia, the administrative staff's lack of adaptability and autonomy is considered as an important obstacle for the development of institutions. As an exception, in Azerbaijan, neither the lack of skills nor resistance towards change were mentioned as problems in the national questionnaire for either of the staff categories.



# Sud de la Méditerranée

## 1. Introduction

Cette synthèse régionale<sup>13</sup> est basée sur les résultats de l'étude, intégralement présentés dans le rapport principal<sup>14</sup>. Il met en avant les particularités régionales tout en soulignant les caractéristiques communes et les cas particuliers. Il couvre les pays méditerranéens suivants : l'Algérie, le Maroc, la Tunisie (Maghreb), et l'Égypte, Israël, la Jordanie, le Liban, la Palestine et la Syrie (Proche-Orient).

Il convient de noter que cette étude a été entreprise au début du «printemps arabe», et que la situation des établissements d'enseignement supérieur peut être quelque peu différente aujourd'hui.

## 2. La gestion des ressources humaines au niveau national<sup>15</sup>

Dans la plupart des pays Tempus couverts par l'étude, la gestion des ressources humaines est considérée comme relevant de la responsabilité conjointe des autorités nationales et des établissements publics d'enseignement supérieur.

<sup>13</sup> Cette version a été mise à jour pour refléter les changements survenus depuis la publication de la version originale qui avait été distribuée lors du séminaire régional.

<sup>14</sup> Agence exécutive Éducation, Audiovisuel et Culture, «Gestion des ressources humaines dans l'enseignement supérieur public dans les pays partenaires Tempus», une étude Tempus, n° 10, juin 2012, EACEA, Bruxelles.

<sup>15</sup> Dans cette étude, l'expression «gestion des ressources humaines» a été utilisée au sens large, c'est-à-dire qu'elle est considérée comme une notion plus vaste que la gestion technique des procédures de recrutement, des contrats et des salaires. Elle inclut également les dimensions stratégiques et de développement. Des questions telles que les programmes de formation, les mécanismes d'incitation et les primes, l'évaluation et le perfectionnement du personnel, ainsi que la planification systématique des futurs besoins en personnel, font toutes partie de ce que l'on considère comme étant la «gestion des ressources humaines». Dans les faits, la plupart des pays interrogés dans le cadre de cette étude ont une définition légèrement plus limitée du concept de gestion des ressources humaines et portent souvent leur attention sur les aspects techniques du recrutement et de la gestion du personnel.

Alors que, d'après les questionnaires nationaux, l'importance de la gestion des ressources humaines est reconnue dans de nombreux pays et régions visés par cette étude, très peu de pays ont mis en place des stratégies nationales pour traiter les questions de personnel. Sur les cinq pays qui ont signalé avoir mis au point des stratégies spécifiques relatives aux ressources humaines, un seul se trouve au Proche-Orient (l'Égypte). Dans d'autres pays du sud de la Méditerranée, à savoir la Palestine, Israël, la Syrie et le Maroc, il semble que certains éléments relatifs à la gestion des ressources humaines aient été intégrés dans des stratégies nationales générales en matière d'éducation.



*Participants au séminaire - Nicosie (Chypre),  
18-20 juin 2013*

Dans les pays du Maghreb dans lesquels le système de l'enseignement supérieur est fortement centralisé, la responsabilité en matière de gestion des ressources humaines relève logiquement du niveau national, tout comme les principales questions de gestion liées au recrutement, à la promotion, aux contrats et aux salaires du personnel des établissements publics. Cependant, aucun plan de formation spécifique, de développement, ni aucun plan de gestion du personnel, n'ont été identifiés dans ces pays. La gestion des ressources humaines est plutôt définie en des termes relativement techniques et est considérée comme un domaine lié au recrutement et aux procédures contractuelles des fonctionnaires.

Au Proche-Orient, les systèmes sont considérés comme étant relativement décentralisés et les établissements sont jugés autonomes en termes de gestion des ressources humaines. À cet égard, la Syrie et la Palestine sont des exceptions où la gestion des ressources humaines est encore fortement centralisée. La gestion des ressources humaines prend de l'importance dans la région, mais ce sont les établissements qui doivent amorcer les changements. Dans de nombreux pays de la région, les établissements d'enseignement supérieur regrettent l'absence de stratégies et d'initiatives nationales dans ce domaine. La Palestine est une exception majeure, car elle dispose d'un programme national spécifique visant à attirer les expatriés hautement qualifiés dans les établissements publics d'enseignement supérieur.

### 3. Le personnel universitaire – recrutement, gestion des carrières et conditions de travail

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#### *Le recrutement du personnel universitaire*

Dans les pays partenaires Tempus, le **nombre de postes** disponibles dans les établissements d'enseignement supérieur est souvent lié aux ressources financières d'une part, et aux exigences nationales ou à celles liées à l'accréditation, d'autre part. Le nombre minimal d'employés dans un établissement, lorsqu'il est déterminé par les autorités nationales, dépend généralement du nombre d'étudiants et doit correspondre à un ratio approuvé au niveau national. Dans les pays du Proche-Orient, les établissements font part de leurs besoins en personnel au ministère, qui approuve les chiffres en fonction du budget disponible.



*Session plénière - Nicosie (Chypre), 18-20 juin 2013*

D'après les questionnaires nationaux, la plupart des pays du Proche-Orient et du Maghreb ont connu une forte augmentation du nombre d'étudiants et ont signalé qu'ils devront augmenter les effectifs du personnel dans l'enseignement supérieur au cours des cinq prochaines années. Certains de ces pays ont déjà commencé à les augmenter lors des cinq dernières années. Dans certains pays, le problème ne concerne pas tant le nombre mais bien la qualité des candidats, la formation permanente du personnel déjà recruté et l'élaboration de procédures permettant de choisir les candidats les mieux adaptés aux postes à pourvoir.

Le recrutement du personnel est l'un des aspects les plus importants pour garantir qu'un établissement dispose d'un personnel de qualité avec des compétences, des connaissances et des attitudes qui répondent à ses besoins. Des **procédures de recrutement adéquates**, transparentes, justes et ouvertes, peuvent permettre aux établissements de mieux choisir les meilleurs candidats disponibles sur le marché. De plus, la capacité des établissements à établir leurs propres critères de recrutement, en fonction de leurs besoins spécifiques, favorise la gestion des ressources humaines au niveau institutionnel.

En Jordanie et en Palestine, le recrutement s'effectue par un concours public général. Au Liban, alors que le personnel universitaire senior est, de manière plus générale, recruté en interne sur décision de l'établissement, les juniors sont généralement recrutés grâce à un concours général. Toutefois, comme dans d'autres régions, même si les critères de sélection sont clairs et objectifs, l'attribution des postes ne respecte pas toujours une classification objective des candidats.

Dans certains pays du Proche-Orient, les établissements recrutent au moins une partie de leur personnel en interne. En Égypte, par exemple, le recrutement pour des postes universitaires seniors s'effectue davantage dans le cadre de promotions ou de changements de titre que dans le cadre de nominations. Dès lors, les postes ne sont que très rarement publiés. De la même manière, les postes universitaires juniors sont souvent attribués à certains des meilleurs étudiants de l'établissement. En Syrie, les promotions ou les nominations en interne constituent également la méthode principale de «recrutement», bien que les postes puissent également être publiés, le cas échéant.

Le recrutement de personnel pour les établissements d'enseignement supérieur en Algérie, en Égypte, au Maroc et en Tunisie est entièrement effectué par les autorités nationales au moyen d'un concours général. Les établissements n'interviennent aucunement dans les procédures de recrutement.

Le recrutement du personnel universitaire respecte généralement des **exigences minimales en matière de qualification** établies au niveau national mais, dans les pays où le recrutement est organisé par les établissements, ces derniers peuvent établir des critères complémentaires. Les critères qu'utilisent les établissements sont souvent déterminés dans les statuts ou dans les règlements de ces derniers, afin d'essayer d'augmenter la transparence des procédures de recrutement. En Algérie, les autorités nationales déterminent entièrement les conditions de recrutement. À l'inverse, en Jordanie et en Israël, les établissements décident des critères de recrutement de manière indépendante.

S'agissant des niveaux de qualification, dans la plupart des cas, un master est nécessaire pour occuper un poste d'enseignant junior et un doctorat est de plus en plus nécessaire pour les postes universitaires seniors. Les conditions de recrutement complémentaires peuvent comprendre des publications internationales, d'autres activités internationales, une expérience dans l'enseignement et, dans certains cas, les services rendus à la communauté universitaire. Les conditions sont particulièrement détaillées et développées dans certains pays du Proche-Orient, notamment en Israël, en Jordanie et dans une certaine mesure en Égypte.

Bien que des pays appliquent des conditions de recrutement plus strictes pour tenter d'élever le niveau de qualification du personnel (dans de nombreux pays, l'obtention d'un doctorat devient la norme habituelle pour tout poste universitaires, ou du moins les postes de haut niveau), il n'est pas toujours possible de trouver les candidats qui satisfont aux exigences formelles des postes. En Palestine, des postes peuvent rester inoccupés si les candidats adéquats ne sont pas trouvés. La charge d'enseignement est couverte par le personnel en place ou par le personnel ayant dépassé l'âge de la retraite et enseignant toujours dans l'établissement. Cependant, comparé à d'autres pays Tempus, la proportion moyenne du

personnel senior disposant d'un doctorat est la plus élevée dans les pays du Proche-Orient et du Maghreb, bien que l'on observe certaines variations dans ces régions.

Selon les données recueillies dans les questionnaires nationaux, tout le personnel universitaire en Jordanie, en Égypte et en Syrie – à l'exception des assistants enseignants et autres juniors – dispose d'un doctorat. En Israël, les chiffres atteignent 95 % et au Liban, environ 85 %. La Palestine constitue une exception, car seul 65 % du personnel universitaire senior possède un doctorat. Puisque le pays produit très peu de docteurs chaque année, la plupart des docteurs recrutés ont été formés à l'étranger. Dans la région du Proche-Orient, la proportion des docteurs reste relativement stable depuis 2000.

En Algérie et en Tunisie, 100% du personnel universitaire senior a un doctorat. Pour l'Algérie, cela représente une augmentation par rapport aux 80 % de docteurs dont le pays disposait en 2000. Au Maroc, environ 40 % seulement du personnel universitaire dispose actuellement d'un doctorat, mais étant donné qu'un doctorat est désormais nécessaire pour le personnel universitaire à tous les niveaux, les chiffres devraient grimper au cours des prochaines années.

### *L'évaluation*

Dans de nombreux établissements, le personnel universitaire est évalué à intervalles plus ou moins réguliers. Selon l'enquête en ligne, cela semble être la norme, puisque 72 % des personnes interrogées déclarent que leur établissement effectue des évaluations périodiques des performances. Malgré un nombre restreint de réponses, il semble que les pays du Maghreb constituent une exception, la majorité des personnes interrogées déclarant que leur établissement n'effectue pas ce type d'évaluations. Cependant, en Algérie et en Égypte, des évaluations sont également effectuées à intervalles réguliers pour le personnel sous contrat à durée indéterminée. L'intervalle entre deux évaluations varie de pays à pays, mais il excède rarement cinq ans. Au Maroc, cependant, certains établissements ont pris des initiatives en faveur d'un système qui facilite les évaluations à tous les niveaux.

### **Université de Tanger, Maroc – Lancement expérimental des fiches de poste à des fins d'évaluation**

L'université de Tanger s'est lancée dans l'élaboration de «fiches de poste individuelles», c'est-à-dire la description des fonctions individuelles comprises dans la mission de la personne, la place de celle-ci dans l'organigramme fonctionnel, ainsi que ses tâches principales (régulières) et secondaires (ponctuelles). Ce document est élaboré par l'occupant du poste, vérifié et discuté avec la hiérarchie, et approuvé par le président de l'établissement. Il peut être révisé et est également utilisé à titre expérimental dans les évaluations de la performance auprès de volontaires. Toutefois, le personnel et les syndicats marocains sont formellement opposés aux évaluations régulières, qu'ils considèrent davantage comme des outils de réprimande et de sanction, plutôt que comme des outils de développement positif. Le succès des expériences pilotes pourrait avoir un effet positif sur l'élaboration des futurs programmes d'évaluation.

### *La formation*

La nécessité de disposer de nouvelles compétences, telles que l'utilisation des technologies de l'information, l'anglais et d'autres langues étrangères, ainsi que des compétences en gestion de projets, a mené la plupart des pays Tempus à sérieusement réfléchir aux besoins en formation de leur personnel et à investir dans de nouveaux systèmes et de nouveaux mécanismes d'incitation pour les mettre en œuvre efficacement. Dans les pays Tempus, les programmes de formation sont aussi variés que les pays et les établissements couverts par cette étude. Les modèles utilisés vont de programmes obligatoires organisés au niveau national, à la participation volontaire à des cours organisés au niveau institutionnel, et les projets et programmes européens sont également considérés comme les principaux outils de formation et de développement du personnel.

Lorsque des formations sont prévues, selon les personnes ayant participé à l'enquête en ligne, les types de formation le plus souvent proposés au Proche-Orient et au Maghreb concernent les technologies de l'information, la pédagogie et les méthodes d'enseignement ainsi que les méthodes de recherche.

Dans plusieurs pays du Proche-Orient, la formation du personnel a également suscité un intérêt accru ces vingt dernières années. Selon l'enquête en ligne, 61 % des personnes ayant répondu ont déclaré que leur établissement offrait des possibilités de formation pour le

personnel universitaire. Cependant, dans cette région, les formations sont principalement organisées par les établissements, et non par des organismes nationaux. Dès lors, les formations ont également tendance à varier selon les établissements (par exemple, en Israël, il existe de grandes différences entre eux). Dans la plupart des pays du Proche-Orient, notamment en Jordanie, en Syrie et en Égypte, les formations sont obligatoires pour tout le personnel universitaire junior (alors qu'elles ne le sont pas pour le personnel senior ou pour les professeurs titulaires). Dans tous ces pays, les formations constituent une condition obligatoire pour la promotion du personnel. Au Liban, des donateurs organisent de temps en temps certaines formations facultatives pour le personnel universitaire. Les principaux sujets de formation concernent les compétences pédagogiques, l'informatique, les langues, l'élaboration des programmes et, dans de rares cas, les compétences entrepreneuriales (en Palestine).

Au Maghreb, selon les questionnaires nationaux, aucun vrai programme de formation ne semble exister pour le personnel universitaire, bien que plusieurs possibilités de stages ou de séjours à l'étranger existent au Maroc. Il convient néanmoins de noter que cette impression n'est pas nécessairement partagée par le nombre limité de personnes qui ont répondu au questionnaire en ligne. En effet, nombre d'entre elles ont déclaré que leur établissement offrait des possibilités de formation pour le personnel universitaire.

### ***Jordanie – répondre aux besoins institutionnels grâce aux formations***

L'université de Jordanie souhaite devenir une université de premier plan en matière de recherche dans le pays. Afin d'atteindre cet objectif, l'université a mis en place un plan stratégique qui se concentre sur le renforcement des capacités dans le domaine de la recherche et de la formation du personnel, en transmettant les compétences adéquates. L'établissement est convaincu que tout son personnel doit suivre des formations. Un centre pour le développement et la formation des ressources humaines a été établi afin de créer des programmes consacrés à la rédaction de demandes de bourses et d'articles scientifiques, ainsi qu'à d'autres domaines liés à la recherche universitaire. Cependant, l'un des problèmes majeurs est qu'il est difficile de motiver les universitaires nouvellement nommés à suivre des formations et que, de manière générale, les universitaires ne sont pas très enclins à être formés. Néanmoins, d'autres universités de Jordanie lancent actuellement des initiatives similaires.

#### *Les promotions et la motivation*

Au Maghreb, les autorités nationales décident entièrement des promotions, tandis qu'en Syrie et en Palestine, les autorités nationales coopèrent avec les établissements pour prendre les décisions en matière de promotion et pour établir les critères dans ce domaine. Dans la plupart des pays, des critères minimaux pour le recrutement et la promotion sont appliqués pour certains postes, c'est le cas pour les postes de professeurs. Dans ces cas, les établissements ne peuvent pas attribuer de promotion à une personne qui ne remplit pas les critères nationaux de base propres au poste.

Les pays du Maghreb et d'Europe orientale tiennent principalement compte de critères formels, tels que les années de service. Étant donné que le système de formation du personnel n'est pas développé dans ces pays, il est normal que la participation aux formations ne fasse pas partie des critères de promotion.

Dans la majorité des pays du Proche-Orient, les établissements sont autonomes dans les décisions relatives à la promotion du personnel.

Dans plusieurs pays du Proche-Orient, les promotions peuvent également tenir compte des années de service, mais les performances et les formations sont des facteurs essentiels dans les décisions relatives aux promotions. En Jordanie, par exemple, un ensemble très complexe de facteurs est pris en considération pour les promotions du personnel, tels que les services fournis à la collectivité et la participation à des activités supplémentaires.

En revanche, selon les résultats de l'enquête en ligne, l'évolution professionnelle du personnel

universitaire repose principalement sur les résultats liés aux activités de recherche. Au Maghreb, des critères tels que la responsabilité en matière d'activités collectives, sont considérés comme des critères importants. Le Proche-Orient mentionne les années d'ancienneté comme l'un des principaux critères d'évolution professionnelle.

#### *Les conditions contractuelles*

Dans la majorité des pays de la région, à savoir l'Algérie, l'Égypte, le Maroc, la Palestine, la Syrie et la Tunisie, le personnel universitaire est directement engagé par les autorités nationales. Les contrats d'emploi sont à durée indéterminée, la sélection est généralement effectuée au niveau national et les membres du personnel ont le statut de «fonctionnaires» (en Algérie, l'appel à candidatures est publié au niveau national, mais la sélection est effectuée par les établissements). Le statut de fonctionnaire est jugé attractif pour les employés en raison des avantages qui y sont associés et de la stabilité de l'emploi. Souvent, le statut de fonctionnaire est également associé à un statut social plus élevé et prestigieux. Cependant, même dans plusieurs pays où le personnel des établissements d'enseignement supérieur n'a pas le statut de fonctionnaire (c'est-à-dire où le personnel n'est pas directement engagé par l'État dans le cadre de contrats à durée indéterminée), les emplois font partie du secteur public et s'accompagnent donc de bon nombre des avantages offerts aux fonctionnaires.

La Palestine est une exception en ce qui concerne le statut traditionnel de fonctionnaire, car le personnel universitaire peut également être engagé directement par les établissements dans le cadre de contrats à durée déterminée.



Au Liban, environ 27 % du personnel universitaire est engagé directement par les autorités nationales.

En Jordanie, le personnel universitaire commence avec des contrats d'un ou deux ans. Par la suite, il est soumis à une procédure de nomination normale jusqu'à être promu au rang de professeur agrégé. Après un an, le personnel peut postuler pour un poste permanent.

En Israël, les conditions contractuelles varient fortement selon les établissements, allant de contrats d'un an à des postes permanents.

Le Maroc a récemment tenté de modifier le statut du personnel des établissements publics d'enseignement supérieur en lui octroyant le statut d'employé (le ministère préférant cette forme), mais les syndicats s'y sont formellement opposés et le projet a donc été provisoirement abandonné au moment de la publication du rapport.

Dans les pays Tempus, l'âge officiel de la retraite pour le personnel universitaire varie de 55 à 70 ans. Il est relativement élevé dans les pays du Proche-Orient, où il varie de 67 à 70 ans pour le personnel universitaire. La Palestine constitue une exception, car tous les fonctionnaires peuvent y prendre leur retraite à 60 ans. Toutefois, le pays a récemment envisagé de relever l'âge de la retraite des fonctionnaires à 65 ans. Au Maroc, l'âge de la retraite est fixé à 65 ans pour tout le personnel universitaire et de direction. L'Algérie n'a fixé aucun âge pour la retraite des enseignants. En Tunisie, l'âge de la retraite pour les assistants d'enseignement et professeurs assistants est fixé à 60 ans, alors que pour les maîtres de conférences et les professeurs il est fixé à 65 ans.



Session plénière - Nicosie (Chypre), 18-20 Juin 2013

## Les salaires

Dans les pays Tempus, le modèle le plus courant est celui où les autorités nationales établissent le cadre de base des **salaires du personnel des établissements publics d'enseignement supérieur**, tout en laissant aux établissements la liberté d'appliquer des régimes de rémunération, de primes et d'avantages complémentaires, en fonction de leurs propres politiques et des moyens disponibles.

Dans les établissements d'enseignement supérieur israéliens, il existe des conventions collectives pour tout le personnel, qui fixent des limites aux primes financières et déterminent les critères objectifs qui doivent être utilisés pour l'octroi de ces primes. Les règles et les limites sont les mêmes pour tous les établissements publics du pays. Les salaires de base sont généralement calculés en fonction des années d'expérience et du titre universitaire obtenu. La partie variable peut dépendre des responsabilités supplémentaires, des performances (en matière de projets scientifiques, d'enseignement ou internationaux), ou simplement des heures de travail supplémentaires.

En Égypte, les salaires sont fixés et versés par les autorités nationales. Cependant, comme dans les autres pays du Proche-Orient, les établissements peuvent proposer des primes et des incitations financières en utilisant leurs propres moyens. Ces primes et incitations sont généralement les mêmes pour tout le personnel d'une même catégorie et, en pratique, aucune distinction n'est faite entre les personnes. En Syrie, les salaires sont également fixés au niveau national. Les établissements peuvent accorder certaines primes, mais de façon très restreinte et sous le contrôle du ministère des finances. En Jordanie, les salaires de base peuvent être augmentés en fonction des performances, à la discrétion des établissements d'enseignement supérieur, tout en respectant les limites établies dans la législation et dans les statuts. Au Liban, la seule université publique, l'université libanaise, peut proposer des primes financières en plus des salaires de base, mais elle ne peut pas faire de différenciation au sein de la même catégorie de personnel.

En Palestine, le ministère fixe les niveaux de salaire pour tous les fonctionnaires et aucune différenciation ou prime financière n'est autorisée.



Au Maghreb, les autorités nationales déterminent et versent généralement tous les salaires et interdisent tout complément ou différenciation.

Dans la plupart des pays Tempus inclus dans l'enquête, les salaires sont restés équivalents ou ont légèrement augmenté en termes de pouvoir d'achat par rapport aux salaires en vigueur en 2000. Dans la région du Sud de la Méditerranée, les salaires ont considérablement augmenté en Algérie depuis 2000, surtout ces dernières années. Au Liban, le gouvernement a récemment adopté une nouvelle échelle salariale qui augmente d'environ 80 % les salaires du personnel universitaire de l'enseignement supérieur public. Enfin, en Tunisie, le gouvernement a augmenté les salaires des enseignants en 2013.

Il convient cependant de noter qu'au niveau national, plusieurs pays du Proche-Orient signalent une diminution de la valeur réelle des salaires du personnel universitaire, étant donné que les salaires n'ont presque pas changé au cours des dix dernières années. C'est notamment le cas au Liban et en Jordanie. En Jordanie, afin de remédier à cette situation, l'échelle de rémunération dans les établissements d'enseignement supérieur a été modifiée en 2013 pour permettre une augmentation des salaires de 15 à 20%.

### *Avantages complémentaires*

Dans les pays Tempus, les avantages les plus souvent mentionnés comprennent les régimes de retraite, les congés maternité, les pécules de vacances et les allocations pour enfants à charge. De plus, le régime d'assurance maladie et les frais de transport gratuits/subventionnés/remboursés sont souvent cités par les personnes ayant répondu à l'enquête en ligne au Proche-Orient. Dans la région, les avantages sociaux sont complets et ils sont très appréciés par le personnel.

Dans les pays du Maghreb, l'enquête en ligne révèle que la grande majorité des personnes ayant répondu bénéficient d'une protection sociale comprise dans leur régime de rémunération. De plus, les allocations pour enfants à charge sont aussi souvent mentionnées. Cette situation est probablement liée au statut de fonctionnaire. Selon les questionnaires nationaux, à la date de l'étude, le personnel bénéficiait d'avantages sociaux intéressants, en particulier en Algérie. Cependant, depuis lors, la situation a pu se

dégrader, comme c'est le cas au moins en Tunisie, où les enseignants et les syndicats ont réclamé une revalorisation salariale et une amélioration des avantages sociaux pour tenir compte de l'inflation.

En Israël, le personnel universitaire dispose également de crédits personnels pour la participation à des conférences internationales et pour les abonnements à des revues professionnelles. En Jordanie, après dix années de service, les membres du personnel reçoivent également une assurance maladie à vie pour eux-mêmes et les membres de leur famille. Selon le personnel interrogé dans les établissements jordaniens, l'un des avantages les plus intéressants reste cependant celui qui permet aux employés de disposer d'un nombre de places réservées pour leurs enfants dans cette même université.

Par contre, en Syrie, les avantages ne sont pas aussi complets que dans d'autres pays de la région. Dans le cas de la Palestine, il a été souligné que les avantages pourtant intéressants ne peuvent pas compenser entièrement les salaires peu élevés.

### *Les emplois multiples*

Dans de nombreux pays partenaires Tempus, les salaires bas ont clairement un impact sur la nécessité d'occuper plusieurs emplois. La question des emplois multiples a été explicitement abordée dans l'enquête en ligne. Celle-ci fournit des informations intéressantes sur la situation réelle dans les pays partenaires Tempus.

Au Proche-Orient, il existe des restrictions sur la possibilité d'occuper un emploi en dehors de sa propre université, et il est souvent nécessaire d'obtenir la permission du recteur. Toutefois, le questionnaire en ligne montre que les avis sont mitigés en ce qui concerne l'enseignement à la vacation dans plusieurs établissements. Ceux qui critiquent cette pratique estiment qu'elle constitue un problème, étant donné que le personnel universitaire consacre alors moins de temps aux activités de recherche, à l'élaboration de matériel pédagogique ou à la participation à des projets internationaux. Les données recueillies au niveau national permettent de compléter ce tableau. En Israël, le personnel universitaire peut occuper des emplois multiples, mais le temps de travail total ne doit pas dépasser 150 % d'un poste à temps plein. En Jordanie, les heures

supplémentaires dans d'autres établissements – souvent privés – sont très courantes parmi le personnel universitaire, mais ce dernier occupe très rarement un poste effectif en dehors de son propre établissement.

En Égypte, les emplois multiples sont également courants, notamment en ce qui concerne les postes de consultance ou de direction dans des entreprises ou des administrations. Ces emplois multiples peuvent être occupés parallèlement à la charge d'enseignement habituelle ou dans le cadre d'un «prêt» de l'établissement d'origine, sous la forme de personnel détaché. En Syrie, près de la moitié du personnel universitaire des établissements publics occupe plusieurs postes d'enseignant à temps partiel. La Palestine et le Liban sont des exceptions dans cette région car les emplois doubles y sont tout à fait interdits. Toutefois, au Liban, les doubles emplois sont devenus une pratique relativement courante parmi le personnel universitaire, mais vu la récente augmentation salariale à l'université libanaise (le seul établissement public d'enseignement supérieur), une pression plus forte sera exercée sur le personnel afin qu'il renonce à ces pratiques.

En Algérie et en Tunisie, les emplois multiples sont autorisés dans le secteur privé, pour exercer des fonctions de consultant, ou dans le milieu politique, bien que pour ce dernier il soit nécessaire d'obtenir une autorisation. Aucun de ces deux pays ne considère les emplois multiples comme un problème. Au Maroc, tous les emplois multiples sont interdits.

#### *Les heures de travail*

Le principal problème lié aux heures de contact avec les étudiants est que, dans le cas d'un nombre très élevé d'heures de contact, le personnel universitaire ne dispose pas de suffisamment de temps pour effectuer des recherches, pour rédiger des publications et pour participer à des projets internationaux ainsi qu'à d'autres activités scientifiques. Le problème s'accroît si au nombre élevé d'heures de contact avec les étudiants s'ajoute la nécessité d'accepter des heures de cours supplémentaires dans d'autres établissements afin de compenser des salaires peu élevés. Le phénomène, qui risque de nuire à la qualité de l'enseignement et de la recherche, peut également entraver considérablement la formation du personnel, tant en ce qui concerne les compétences académiques

et scientifiques, souvent acquises grâce à une activité scientifique, que d'autres compétences.

Au Proche-Orient, le nombre d'heures de cours données varie significativement d'un pays à l'autre. Au Liban, il varie de 250 heures par an pour les professeurs titulaires à 300 heures par an pour les chargés de cours, tandis qu'en Égypte, le personnel universitaire junior peut cumuler de 800 à 1000 heures de contact par an, et le personnel senior de 500 à 600. En Jordanie, le nombre d'heures de contact avec les étudiants est jugé si élevé qu'il menace le développement à long terme du personnel universitaire et donc des établissements.

Au Maghreb, le nombre d'heures de contact du personnel universitaire avec les étudiants peut être considéré comme étant raisonnablement bas, la charge de travail ne dépassant pas 450 heures pour les juniors et 250 pour les seniors.

#### 4. Le personnel administratif et technique – recrutement, gestion des carrières et conditions de travail

##### *Le recrutement du personnel administratif*

Dans les pays partenaires Tempus, les critères de recrutement du personnel administratif et technique sont, dans la plupart des cas, déterminés par les établissements eux-mêmes, en fonction de leurs besoins ainsi que des compétences techniques spécifiques et autres compétences nécessaires. Dans toutes les régions, les procédures n'ont presque pas changé depuis 2000. Nous pouvons en conclure que la prise de conscience par rapport à la nécessité d'adopter de nouvelles méthodes en vue d'un meilleur recrutement du personnel universitaire ne s'est pas encore produite en ce qui concerne le personnel administratif et technique. En effet, dans les questionnaires nationaux, la plupart des pays ont signalé l'absence de compétences adéquates du personnel administratif et technique ainsi que le nombre élevé de recrutements internes, parmi les principaux problèmes liés à cette catégorie de personnel.

En Égypte et en Syrie, les postes administratifs et techniques peuvent être publiés, mais cette pratique est relativement rare. Au Liban, le recrutement du personnel administratif senior repose sur le système général des fonctionnaires, tandis que les juniors sont recrutés directement

par les établissements d'enseignement supérieur au moyen de contrats à durée déterminée.

### *L'évaluation*

L'évaluation du personnel universitaire est plus fréquente et plus détaillée que celle du personnel administratif et technique. Alors que 72 % des personnes ayant répondu à l'enquête en ligne ont déclaré que leur établissement procédait à des évaluations périodiques des performances du personnel universitaire, seuls 37 % ont signalé l'existence de pratiques similaires pour le personnel administratif et technique. Comme pour le personnel universitaire, il semble qu'en pratique, l'évaluation est généralement effectuée sur une base annuelle (64 % des personnes ayant répondu à l'enquête en ligne). Selon les questionnaires nationaux, les évaluations se déroulent généralement à la fin de la période contractuelle.

En Jordanie, en Égypte et en Palestine, tout le personnel administratif et technique est soumis à des évaluations annuelles. En Jordanie, ces évaluations sont combinées avec des formations annuelles obligatoires pour le personnel.

Au Maghreb, la majorité des personnes ayant répondu à l'enquête ont déclaré qu'aucun objectif annuel n'était fixé.

### *La formation*

Les programmes de formation pour le personnel universitaire commencent à se développer dans les pays partenaires Tempus. Cependant, le développement de programmes similaires pour le personnel administratif est à la traîne et ne semble pas être prioritaire dans la plupart des pays étudiés. Cette constatation ressort également de l'enquête en ligne. De manière générale, seuls 48 % des personnes ayant répondu à l'enquête en ligne ont déclaré que leur établissement offrait des possibilités de formation pour le personnel administratif et technique (62 % pour le personnel universitaire).

Au Proche-Orient, les formations sont principalement organisées par les établissements, et la composition des programmes dépend des intérêts et des fonds disponibles. Cette situation entraîne d'importantes variations entre les établissements. En Syrie, les formations en matière de TIC sont obligatoires pour le personnel administratif à des fins de promotion. Au Liban,

les établissements ou les donateurs organisent certaines formations facultatives pour le personnel administratif. Il existe peu de formations systématiques pour le personnel administratif et technique en Égypte. De plus, les autorités nationales n'affectent que peu ou pas de fonds publics à cet effet.

En Algérie, certaines formations périodiques en matière de compétences professionnelles sont organisées pour certaines catégories de personnel administratif. Au Maroc, il existe plusieurs possibilités pour effectuer des stages à l'étranger.



*Événement en soirée - Nicosie (Chypre),  
18-20 Juin 2013*

### *Les promotions et la motivation*

Dans les pays où le personnel a le statut de fonctionnaire, les autorités nationales prennent les décisions en matière de promotion (Maghreb) ou les approuvent (Syrie et Palestine).

Au Maghreb et au Proche-Orient, les critères les plus souvent cités pour l'évolution professionnelle du personnel administratif et technique sont l'ancienneté et les résultats d'évaluations de la performance.

Dans les pays comme la Syrie où il n'existe encore aucun mécanisme d'évaluation systématique pour le personnel administratif et technique, les promotions reposent sur d'autres critères, principalement les années d'expérience. Au Liban, le seul moyen d'obtenir une promotion est la participation aux examens nationaux.

### *Les conditions contractuelles*

Dans la plupart des pays Tempus, les contrats du personnel administratif sont directement conclus par les établissements. Cependant, bien plus que

pour le personnel universitaire, les contrats peuvent avoir une durée indéterminée.

En Algérie, au Maroc, en Tunisie, en Égypte, en Palestine et en Syrie, les membres du personnel sont généralement des fonctionnaires et la plupart des contrats du personnel administratif et technique sont à durée indéterminée. En Palestine, les établissements ont récemment été autorisés à recruter du personnel contractuel supplémentaire en proposant des contrats de un à quatre ans. Le Maroc a récemment tenté de modifier le statut du personnel des établissements publics d'enseignement supérieur en lui octroyant le statut d'employé (le ministère préférant cette forme), mais les syndicats s'y sont formellement opposés et le projet a donc été provisoirement abandonné. En Égypte, certains membres du personnel administratif et technique junior sont engagés directement par les établissements, souvent pour des contrats à court terme.

Dans la plupart des pays du Proche-Orient, les contrats du personnel administratif et technique sont conclus pour une durée limitée par les établissements ou leurs sous-unités. En Israël, les conditions contractuelles varient fortement entre les établissements d'enseignement supérieur et vont de contrats à durée indéterminée à des contrats de quatre, trois ou un an(s).

### *La retraite*

L'âge normal de départ à la retraite est différent d'une région à l'autre, mais varie de 55 à 63 ans au Proche-Orient et au Maghreb.

Deux pays où l'âge de la retraite est fixé à 60 ans prévoient actuellement de le relever à 65 ans (Maroc et Palestine).

## 5. Le personnel de direction – recrutement et conditions

Les procédures pour la nomination des recteurs varient de manière significative entre les pays partenaires Tempus. La principale différence concerne les recteurs nommés et ceux qui sont élus. Dans les deux cas, la question essentielle est : qui élit et/ou approuve définitivement le recteur ? Ainsi, dans certains cas, la nomination ou l'élection d'un recteur effectuée au sein des établissements peut nécessiter l'approbation des autorités nationales.

Dans la grande majorité des pays partenaires Tempus – dont l'Algérie, le Maroc, l'Égypte, la Jordanie, le Liban, la Palestine et la Syrie – la direction des établissements est **nommée par les autorités nationales**. Cette nomination peut avoir lieu sans consultation des organes institutionnels, tels que le conseil d'administration ou le conseil académique, ou bien les établissements peuvent procéder à une première sélection de candidats qualifiés avant la nomination par les autorités nationales.

Différents organes nationaux peuvent participer à la nomination des responsables d'établissement au niveau national, en fonction, par exemple, du statut des établissements. La nomination de la direction des établissements, qui représente des postes de pouvoir, peut également être contrôlée politiquement dans une large mesure. Dans certains cas, la nomination du personnel de direction exige clairement que l'opinion politique des candidats soit conforme à celle du gouvernement national. Le fait que les nominations peuvent reposer sur des liens politiques, plutôt que sur les qualités nécessaires pour diriger un établissement, engendre des problèmes pour le secteur, étant donné que les nominations politiques ne sélectionnent pas nécessairement les meilleurs candidats.

Dans le cas des recteurs nommés, la sélection ne dépend presque jamais d'un concours général et les postes ne sont généralement pas publiés. Cependant, dans la plupart des pays, les recteurs nommés doivent être des professeurs ou des universitaires de haut rang pour prétendre à la nomination.

Au Proche-Orient, les autorités nationales jouent également un rôle essentiel global dans la nomination du personnel de direction. Généralement, les recteurs sont nommés par les plus hautes autorités de l'État, et les critères et procédures de recrutement sont déterminés par les autorités nationales. En Algérie, les recteurs sont nommés par décret présidentiel, sur proposition du ministère. Au Maroc, le recteur est nommé par le roi après une procédure de sélection effectuée par le ministère.

Le second modèle principal est **l'élection du recteur** parmi plusieurs candidats. Dans certains cas, la participation à l'élection est ouverte à tout le personnel et tous les étudiants de l'établissement, tandis que dans d'autres, c'est l'un des principaux organes de l'établissement, comme le conseil académique ou universitaire, ou

encore le conseil d'administration, qui élit le directeur. En Tunisie, le recteur est élu au sein de l'établissement et aucune approbation nationale n'est nécessaire.

En Égypte, au moment de la rédaction du rapport, une procédure était en cours afin d'adopter, à court terme, un modèle «d'élection par la base» pour les recteurs et les doyens, bien que la «base électorale» n'ait pas encore été définie.

### *Les doyens*

Comme pour la nomination des recteurs, deux principaux modèles peuvent être facilement identifiés en ce qui concerne la nomination des doyens : l'élection ou la nomination. Cependant, alors que l'élection est le modèle appliqué sans exception au niveau des établissements, la nomination peut relever soit des compétences relevant d'organes institutionnels, soit des compétences relevant des autorités nationales.

Le recteur est l'autorité la plus courante qui nomme les doyens. Dans le cas des doyens nommés, il n'y a souvent aucun concours général. C'est le cas en Jordanie, où les changements fréquents de recteur se répercutent sur l'ensemble de la direction de l'établissement. Les postes de doyens ne sont pas publiés. En Égypte, le recteur désigne trois candidats pour chaque poste de doyen, mais la décision finale revient au ministère.

Toutefois, au Maroc, la nomination des doyens relève des compétences des autorités nationales (ministère de l'enseignement). Les doyens sont choisis parmi les trois meilleurs candidats, à la suite d'un concours général.

### *La formation et la gestion des carrières*

Alors qu'une attention accrue est accordée à la formation du personnel universitaire, la formation systématique du personnel de direction est encore relativement rare. Dans certains pays, comme l'Égypte, les formations sont obligatoires, même pour l'ensemble du personnel de direction. Dans d'autres pays, notamment la Palestine, les formations existent et il est conseillé à la direction d'y participer, mais sans obligation.

En ce qui concerne les activités de formation, les possibilités offertes au personnel de direction sont limitées. Dans l'enquête en ligne, 47 % des personnes ont indiqué que leur établissement

n'offrait pas de possibilités de formation au personnel de direction et 23 % ont indiqué qu'elles n'en savaient rien.

En moyenne et selon les personnes ayant répondu à l'enquête en ligne, les formations les plus souvent proposées concernent la gestion des établissements (stratégie, finance, RH), la gestion de projets (Maghreb) et les compétences en management (Proche-Orient).

L'enquête en ligne fournit des informations intéressantes concernant la gestion des carrières du personnel de direction et les conclusions sont semblables à celle des autres catégories de personnel analysées dans cette étude. Il est par exemple intéressant de noter qu'en moyenne, 65 % des personnes ayant répondu à l'enquête au Maghreb et au Proche-Orient indiquent que leur établissement n'évalue pas les performances des doyens.

Les mandats des recteurs et des doyens diffèrent selon les pays, même si des mandats de trois à cinq ans sont les cas de figure les plus courants. Le mandat le plus court identifié dans cette étude est un mandat d'un an appliqué dans certains établissements d'Israël.

Dans certains pays, les conditions de travail des recteurs sont très attractives. Au Maroc, les recteurs d'universités perçoivent la même rémunération qu'un ministre.

## 6. Le contexte élargi – la fuite des cerveaux, l'équilibre entre les hommes et les femmes et le vieillissement du personnel

### *«La fuite des cerveaux»<sup>16</sup>*

Les questionnaires nationaux et les réponses à l'enquête en ligne montrent que la fuite des cerveaux est un problème majeur dans les pays du

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<sup>16</sup> La «fuite des cerveaux» désigne généralement l'importante émigration de personnes hautement qualifiées vers des pays proposant de meilleures conditions financières et de meilleures conditions de travail et – dans le cas du personnel universitaire – de recherche. Cependant, cette étude utilise une définition plus large de l'expression, qui inclut également la concurrence avec d'autres secteurs de l'économie nationale, tels que les établissements privés d'enseignement supérieur ou les entreprises.



Proche-Orient participant au programme Tempus (à l'exception du Liban).

Dans la région, seul le Liban souligne que la concurrence provenant des entreprises est une plus grande source de préoccupation que la fuite de cerveaux vers l'étranger.

Dans les pays du Maghreb, la concurrence interne avec d'autres secteurs est presque inexistante, en raison de l'attractivité importante des emplois dans l'enseignement supérieur. En Tunisie, cependant, la fuite des cerveaux à l'international est devenue un problème sérieux dans la mesure où un nombre important d'enseignants a quitté le pays à la recherche de meilleurs salaires dans les pays du Golfe après le printemps arabe.

### ***Palestine – mobiliser les ressources humaines à l'étranger***

La Palestine s'attelle à la création d'une base de données nationale des Palestiniens hautement qualifiés à l'étranger. Cette base de données permettra de contacter des experts palestiniens dans d'autres pays lorsque des besoins spécifiques se feront sentir. Des rémunérations élevées sont proposées aux personnes sur la liste, en fonction de leur expérience et de leurs qualifications, pour qu'elles participent à des projets ou travaillent dans des établissements d'enseignement supérieur en Palestine.

### ***Équilibre entre les hommes et les femmes***

Dans les pays du Maghreb, le personnel universitaire est composé de beaucoup plus d'hommes que de femmes. Ces dernières représentent entre 25 et 30 % de l'ensemble du personnel universitaire. Le problème est plus aigu dans plusieurs pays du Proche-Orient. En Jordanie, très peu de femmes enseignent (6 %), bien que plusieurs femmes occupent des postes de direction. Il s'agirait d'une question de choix personnel pour les femmes, plutôt que d'une question de religion ou de culture. En effet, il y a beaucoup plus de femmes (jusqu'à 40 %) en début de carrière universitaire, mais leur évolution professionnelle est plus lente en raison des obligations familiales. Cependant, la proportion de femmes à des postes administratifs peut être jugée relativement satisfaisante (40 %). Les postes administratifs dans les établissements publics sont jugés très attrayants pour les mères de famille, en raison des avantages sociaux, de la flexibilité et du prestige.

En Palestine, la proportion de femmes est très peu élevée et représente 17 % du personnel universitaire et 33 % du personnel administratif (pour une moyenne de 23 % de tout le personnel). Bien qu'il y soit légèrement meilleur, le bilan reste également négatif en Israël (27-34 %) et en Syrie (32 % du personnel universitaire). En Israël, le nouveau «programme de renforcement du personnel» comprend des initiatives en faveur d'une meilleure représentation des femmes ainsi que des minorités ethniques dans les établissements publics d'enseignement supérieur.

Contrairement à de nombreux autres pays du Proche-Orient, l'équilibre entre les hommes et les femmes en Égypte est relativement satisfaisant, avec environ 40 % de femmes dans le personnel universitaire. Au Liban, la situation est également meilleure que dans d'autres pays de la région, puisque 34 % des enseignants sont des femmes.

### ***Le vieillissement du personnel***

La plupart des pays partenaires Tempus ont estimé que le vieillissement du personnel universitaire était un problème grave dans leurs établissements. Dans la plupart des cas, la situation est moins problématique en ce qui concerne le personnel administratif et technique.

Le vieillissement du personnel est également un problème fréquent au Proche-Orient. Cependant, il est intéressant de noter que selon l'enquête en ligne, 66 % des personnes ayant répondu dans cette région ne considéraient pas la pyramide des âges comme un problème – ce qui montre une différence évidente entre les points de vue individuels et les points de vue nationaux. Toutefois, en analysant les données statistiques recueillies dans les questionnaires nationaux, on note par exemple qu'en Israël, la proportion de personnel âgé de plus de 60 ans dépasse celle des moins de 45 ans. Le Liban présente le pourcentage le plus élevé, avec 71 % du personnel universitaire âgé de plus de 45 ans. La tendance montre que de manière générale, le personnel est plus âgé qu'en 2000. La plupart des pays autorisent la poursuite d'une carrière universitaire au-delà de l'âge de la



retraite, ce qui augmente la moyenne d'âge du personnel universitaire. En Syrie, le personnel universitaire est généralement plus jeune qu'il y a dix ans, même si encore 30 % du personnel universitaire a plus de 60 ans. La Palestine est une exception dans cette région : aucun membre du personnel n'y dépasse l'âge officiel de la retraite fixé à 60 ans et près de la moitié du personnel universitaire est âgé de 35 à 45 ans. Actuellement, la moyenne d'âge du personnel est moins élevée qu'en 2000.

Dans cette région, le vieillissement du personnel administratif est moins préoccupant que celui du personnel universitaire. En Jordanie par exemple,

le personnel de cette catégorie est généralement plus jeune qu'il y a dix ans. En Égypte, 30 % du personnel administratif et technique est jeune également. En Palestine, près de la moitié des membres du personnel administratif et technique ont moins de 35 ans.

Dans la région du Maghreb, le vieillissement du personnel ne pose pas de sérieux problèmes à l'Algérie, où 40 % de chaque catégorie de personnel a moins de 35 ans et seulement 5 % des enseignants (et aucun membre du personnel administratif) ont plus de 60 ans. La situation est différente au Maroc, où plus de la moitié de l'ensemble du personnel a plus de 45 ans.

### ***Israël – 600 millions d'euros d'investissement dans le renforcement du personnel***

Le vieillissement pose un sérieux problème dans ce pays, étant donné qu'environ 800 enseignants prendront leur retraite entre 2010 et 2015. Dès lors, le gouvernement a investi de manière significative dans un programme de renforcement du personnel. Ce programme permettra de recruter environ 2000 nouveaux enseignants pendant cette période.

### ***Jordanie – soutenir les jeunes talents grâce à des bourses***

L'université de Jordanie dispose d'un programme de bourses qui permet d'envoyer les bons étudiants (tous ceux qui ont obtenu les meilleures notes sont admissibles) dans certaines des meilleures universités du monde afin d'y poursuivre leurs études. Les étudiants doivent revenir dans les six mois après la fin de leurs études et doivent travailler à l'université pendant une période minimale, correspondant au double du temps passé à l'étranger grâce à la bourse. Si les étudiants ne remplissent pas ces obligations, ils doivent rembourser la bourse et également s'acquitter d'une amende. Le projet est financé par le budget de l'institution (et, par exemple, les frais d'inscription peuvent être en partie annulés grâce à des accords interinstitutionnels). La loi oblige les établissements à affecter 3 % de leur budget aux bourses.

## **7. L'attractivité des emplois dans les établissements d'enseignement supérieur et le profil du personnel**

D'après les personnes interrogées au **Proche-Orient**, parmi les principaux attraits pour les emplois dans les établissements d'enseignement supérieur figurent la stabilité de l'emploi, le statut de fonctionnaire et les avantages sociaux. Dans le même temps, les salaires ne sont pas considérés comme étant compétitifs, ce qui pousse le personnel à occuper plusieurs postes ou à donner des heures de cours supplémentaires dans d'autres établissements (généralement privés). Pour le personnel administratif, l'attractivité des emplois dans les établissements d'enseignement supérieur semble plus importante, par rapport à d'autres alternatives, que pour le personnel universitaire.

Le manque d'attractivité pose logiquement un plus grand problème pour les établissements se trouvant dans des régions éloignées ou dans des pays touchés par une forte instabilité et des troubles politiques. En Égypte, où les emplois universitaires dans les établissements publics ne sont pas considérés comme particulièrement attrayants, des programmes de bourses compétitifs et de meilleures conditions de recherche sont proposées afin d'attirer un personnel jeune et hautement qualifié. Le Liban a prévu de modifier le statut du personnel contractuel, de renforcer les politiques en matière de recherche, d'améliorer les allocations sociales et de mettre en œuvre un régime de retraite afin d'augmenter l'attractivité des emplois dans l'enseignement supérieur.

Selon l'enquête en ligne, l'une des principales différences entre le Proche-Orient et d'autres régions est l'absence d'opportunités pour la recherche. Cette question apparaît comme l'un des principaux problèmes. En ce qui concerne le personnel administratif et technique, le prestige du statut social est l'un des principaux avantages, ce qui n'est pas le cas dans toutes les régions.



*Manifestation culturelle - Nicosie (Chypre),  
18-20 Juin 2013*

Au **Proche-Orient**, selon les questionnaires nationaux, le niveau de compétences du personnel universitaire est jugé satisfaisant dans la région, grâce à des critères de recrutement de haut niveau et à la présence quasi exclusive de docteurs aux postes d'universitaires de haut niveau. Les principales lacunes résident dans l'attitude du personnel, notamment le manque de flexibilité et l'opposition au changement, bien que cet aspect ne soit pas mentionné comme un problème en Égypte ou au Liban. Dans les réponses à l'enquête en ligne, les principales lacunes du personnel universitaire ne concernent pas les compétences de base en langues ou en informatique, mais le manque de compétences en matière de travail en équipe et la réticence aux changements. La Syrie constitue une exception dans les questionnaires nationaux. Dans ce pays, les compétences informatiques, linguistiques et professionnelles ne sont pas jugées suffisantes pour répondre aux besoins du secteur.

En ce qui concerne le personnel administratif, il convient impérativement de remédier au manque de compétences linguistiques et, dans certains cas, de compétences professionnelles et informatiques, afin de pouvoir mieux répondre aux besoins d'un secteur de plus en plus

international et à l'utilisation de technologies plus avancées. L'opposition du personnel administratif au changement est également un obstacle majeur dans plusieurs pays, dont la Jordanie, le Liban et la Syrie. Les réponses aux questionnaires en ligne vont dans le même sens. Les compétences linguistiques constituent la principale faiblesse, laquelle est suivie d'une réticence aux changements et d'un manque de compétences en matière de travail en équipe.

Alors que dans la plupart des régions, les emplois dans l'enseignement supérieur semblent pâtir d'un manque d'attractivité vis-à-vis d'autres secteurs de l'économie, la situation est quelque peu différente au **Maghreb**. En effet, les emplois dans l'enseignement supérieur y sont jugés relativement attrayants. En Algérie et au Maroc, les emplois dans l'enseignement supérieur sont considérés comme très attrayants grâce à la flexibilité des heures de travail, à la stabilité de l'emploi et à de bonnes rémunérations. De plus, en Algérie, de bonnes subventions de recherche attirent les enseignants de haut niveau, et, par ailleurs, les possibilités de mobilité et d'attribution de bourses augmentent l'attrait de ce pays. Au Maroc, le principal problème des emplois dans l'enseignement supérieur n'est pas lié au manque d'attractivité, mais plutôt à la difficulté à trouver des personnes disposant du profil recherché sur le marché du travail, satisfaisant aux critères du secteur de l'enseignement supérieur.

Il est difficile de tirer des conclusions de l'enquête en ligne pour la région du Maghreb, étant donné que très peu de personnes ont répondu à toutes les questions liées à l'attractivité. La principale conclusion pouvant être tirée est que la stabilité de l'emploi semble être considérée comme le principal avantage pour le personnel universitaire et administratif.

Au **Maghreb**, les compétences du personnel universitaire sont généralement considérées comme bonnes, malgré un problème signalé au Maroc sur le plan des compétences linguistiques. En ce qui concerne les mentalités, l'Algérie est quelque peu préoccupée par l'opposition au changement du personnel universitaire. Au Maroc, le manque de compétences linguistiques et professionnelles est un problème qui concerne le personnel administratif.

## Western Balkans

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### 1. Introduction

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The present regional overview<sup>17</sup> is based on the findings of the study, which are presented in full in the main report<sup>18</sup>, highlighting regional specificities through common features and particular cases. It covers the following Western Balkan countries: Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Montenegro, Serbia and Kosovo<sup>19</sup>.

### 2. National context for human resource management<sup>20</sup>

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In most Tempus countries covered by the study, human resource management is considered a joint responsibility of the national authorities and public higher education institutions. However, in the **Balkan region**, higher education is highly decentralised, sometimes also at the institutional level, and human resource management is considered almost exclusively the responsibility of institutions or – as in the case of Serbia, for example – of their sub-units. Institutions enjoy

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<sup>17</sup> This version has been updated to reflect changes that have occurred since the publication of the original overview, which was distributed at the regional seminar.

<sup>18</sup> Education, Audiovisual and Culture Executive Agency. "Human Resource Management in Public Higher Education in the Tempus Partner Countries", A Tempus Study, No 10, June 2012, EACEA, Brussels.

<sup>19</sup> This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence

<sup>20</sup> The term "human resource management" has been used in this study in the general sense. In other words, human resource management is considered as something wider than the technical management of recruitment procedures, contracts and salaries, bringing in a strong developmental and strategic approach. Issues such as training schemes, incentives and rewards, evaluation and staff development support and systematic planning of future staffing needs are all part of what is considered "human resource management". At the same time, most of the countries investigated in the framework of this study have a slightly more restricted understanding of the concept of human resource management and attention concentrates often on technical aspects related to hiring and management of staff.

high autonomy in setting up recruitment systems, in determining the number of posts and salaries. Recruitment requirements and contractual conditions are managed by institutions themselves, though in some countries, such as Bosnia and Herzegovina, Serbia and the former Yugoslav Republic of Macedonia, institutions collaborate with the national authorities on some of these aspects. However, promotion criteria and decisions for both administrative and academic staff are, without exception, in the hands of the institutions. The highest degree of collaboration is in the area of setting individual salaries, where usually both levels are involved. Only Albania has reported that salaries are set by the national authorities alone.



*Workshop - Sarajevo (Bosnia and Herzegovina),  
14-15 June 2012*

Most countries in the Western Balkan region do not seem to have **national strategies** on human resource management even if, cross the region, there is an increasing awareness that something needs to be done in terms of staff training, better working conditions and increasing attractiveness. However, the initiative is left principally to the institutions and there is an apparent lack of national-level support and initiatives in the area of human resource management in the region. An exception is provided by Albania, where the importance of human resource development has been taken on board also by the national-level authorities and the strategic priorities are pushed forward by collaborative action from both the national and institutional level.

While safeguarding institutional autonomy is crucial, national-level recognition of the

importance of human resource management and development, backed by concrete policies and schemes, could be useful in providing institutions with a fertile environment in which to develop their own schemes and strategies.

### 3. Academic staff – recruitment, training and working conditions

#### *Recruitment of academic staff*

In the Tempus Partner Countries, the **number of posts** available at higher education institutions depends often on the financial possibilities on the one hand and national-level or accreditation requirements regarding the staff-student ratio on the other. In the Western Balkans, institutions may decide themselves on the number of staff, but in practice, the available state budget determines, to a high degree, the number of staff that the institutions are actually able to employ, even if in many countries, institutions may decide to employ other staff at their own cost, e.g. with funding deriving from tuition fees or services. Most countries in the Western Balkans have witnessed important increases in student numbers and report a need to increase the total number of staff in higher education in the next five years<sup>21</sup>. Some of these countries have already started to increase staff levels some years ago. In some countries, the problem is not related to numbers, but rather to the quality of candidates, the constant development of already recruited staff and the development of procedures that enable the best suited candidates to be selected. In some institutions in the Western Balkans, positions may remain unfilled, if appropriate candidates cannot be found and the teaching load is covered by staff in post, or staff beyond retirement age still teaching at the institution. According to the respondents of the on-line survey, possible other reasons for the insufficient numbers of staff, in addition to the lack of candidates with required qualifications, are poor salaries (compared to private sector and companies or positions abroad), the lack of career

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<sup>21</sup> Interestingly, the majority of individual staff members that responded to the on-line survey stated that in their opinion, there is not and will not be in the coming 5 to 10 years, an insufficient number of academic and administrative and technical staff in public higher education institutions in their country. It is difficult to explain the reasons for this difference in views between national authorities and representatives of staff.

perspectives, the closed system of recruitment and lack of funds.

Recruitment of staff is one of the most crucial aspects in ensuring that an institution has good quality staff with appropriate skills, knowledge and attitudes to meet its needs. **Appropriate recruitment procedures**, that are transparent, fair and open, are likely to enable institutions to make a better selection of the best candidates from the available pool. Moreover the ability of institutions to set their own recruitment requirements, according to their specific needs, supports the management of human resources at the institutional level.

The selection processes are open in most Western Balkan countries, including Serbia, Albania and Bosnia and Herzegovina. Criteria used by institutions are often set in the institutions' statutes or regulations, in an attempt to increase transparency and predictability of recruitment procedures. In Serbia, posts of senior and junior academics are publicly announced through open competitions. The decision is taken by the institution, but for full professors it needs to be confirmed by the Senate of the university. All administrative jobs may also be publicly announced and follow an open competition, but it is not necessary. In Bosnia and Herzegovina, all posts are filled through open competitions. The final recruitment decision is usually in the hands of the institutions. Interestingly, only in very few countries (for example in Albania) have there been changes in the recruitment procedures in the past ten years. The situation can mainly be considered static. However, important changes have often taken place in respect to the *requirements* for recruitment to different positions, rather than in the procedures applied.

In spite of the recent efforts to introduce more transparent and open selection procedures, some staff interviewed or surveyed for the study reported that, while the procedures may seem perfect on paper, they are not always implemented perfectly in practice. Indeed, personal connections continue sometimes to play an important role in appointments. For example, in Montenegro the selection of senior academics is officially external and open, but in practice, the appointments take place through an internal faculty-led selection. The fact that many positions are in practice assigned through internal procedures, without open Calls and competitions, is considered an important problem in the region. According to the on-line survey, however, the



problem is considered more serious for administrative and technical positions than for academic appointments.

Recruitment of academic staff usually follows nationally-set minimum **qualification requirements**, while additional criteria may be set by the institutions. Usually a Master is required for lecturer positions and a PhD for professorships. Additional requirements may include international publications, other international activities and teaching experience. These requirements are in many cases, set in the institution's statutes or regulations, in the attempt to increase transparency.

In some of the Western Balkan countries – namely in Serbia, Albania and Bosnia and Herzegovina - the recruitment requirements and qualification levels are higher for all positions than 10 years ago. Also, the number of PhD holders is high among senior academics and has reached 100% in Serbia (in universities but not yet in colleges) and in the former Yugoslav Republic of Macedonia and nearly 100% in Bosnia and Herzegovina (professors in the field of arts are excluded from this requirement). In Albania, around 60% of senior staff currently has a PhD, but, as a doctoral degree has become a recruitment requirement, the percentage is set to increase in the coming years. Montenegro has lower recruitment requirements than other countries in the region, but 100% of senior academics have a PhD.

Overall there seems to be a trend towards a **larger and better qualified pool of candidates** for jobs in higher education than before. This depends however, on fields of study, with higher education struggling to compete with private businesses in the recruitment of engineering and technology professionals, for example, as the salaries offered by private companies are higher than those paid by higher education institutions. Moreover, the older and more established universities, usually situated in the capital cities, are better able to attract high quality candidates, than institutions in more remote areas.

### *Training*

The need for new skills, such as use of IT in teaching, English and other foreign languages as well as project management skills, have made it indispensable for most Tempus countries to seriously think about the training needs of their staff and to invest in new systems and incentives

for their effective implementation. Across the Tempus countries, training schemes are as varied as the countries and institutions included in the study. Models employed vary from nationally organised, obligatory schemes to voluntary participation in institutionally organised courses and further to reliance on European projects and programmes as the main staff development and training tools.



*Discussions during coffee break - Sarajevo (Bosnia and Herzegovina), 14-15 June 2012*

In the Western Balkans, there is limited systematic training of academic staff and, where training is made available, it is the responsibility of the institutions, with earmarked funds from the state budget, or entirely at the discretion of individual institutions. In some countries, like Bosnia and Herzegovina, institutions have a duty to adopt a professional development policy for their teaching staff and to allocate resources to their professional and scientific development and progress. In Kosovo, one institution has detached, on a voluntary basis, a part of its own budget for funding 4-month stays in European higher education institutions for staff development. Twenty academic staff members have benefitted so far from this scheme. In Albania, several institutions organise training programmes for academic staff in foreign languages, the use of IT in teaching and academic writing skills.

Trainings are usually compulsory for all staff members and used as a criterion for promotions. This shows that, while the importance of training of higher education staff may not have been fully understood at the national level in the Western Balkan region, or this understanding has not led to the creation of appropriate training schemes or allocation of funding by the national authorities, some institutions recognise the central aspect of human resources for institutional development and attractiveness and are ready to invest in training from their own funds. International projects and participation in European programmes, for example, are considered important tools for staff development and they are often the only effective professional development tool available.

### *Contractual conditions*

The **status of civil servants** among academic staff at public higher education institutions is not evenly spread across the Western Balkans. In Montenegro, all senior academic staff members are civil servants and in the former Yugoslav Republic of Macedonia all staff members have this status. On the other hand, in Serbia, Albania, Kosovo and Bosnia and Herzegovina, there are no civil servants among academic staff in higher education institutions. The most common model of employment for this staff category is thus direct employment by the institutions or their sub-units. While the **contract duration** may vary, in most cases the duration is determined for all academic staff. Five years emerges clearly as the standard contract duration for academic staff, though with variations. In Bosnia and Herzegovina, institutions use four to six-year contracts, renewable unlimited times, as long as a PhD has been obtained and in Kosovo, renewable contracts for academic staff are concluded for three to four years. In Albania, the length of contract depends on the institution and usually starts with a one-year contract for senior academic staff and six months, for junior academic staff. This is however, considered rather as a trial period and there is a *de facto* automatic renewal and continuation of the contract. Indeed, regardless of the short contract duration, the stability of jobs in higher education is considered as one of their main advantages. Previously, contracts were longer, but new short contracts are intended to enable institutions to always recruit the best staff and to motivate staff to perform. In some countries, such as Bosnia and Herzegovina, Serbia, Montenegro and the former Yugoslav Republic of Macedonia,

senior academics or full professors may have permanent contracts.

In most cases, **promotions** remain the responsibility of the institutions, which can also usually decide on the criteria to be applied. The most commonly cited criteria are years of seniority and research outputs (measured mainly through the number of publications). In Montenegro, the promotion requirements are set collaboratively by the institution and the national authorities for all civil servant staff. Even though senior academic staff members have a permanent contract, they also have a duty to advance in their career and aim at achieving new academic titles. In Albania, promotions are based on years of service, participation in continuous training and performance (the latter only for academic staff). The fact that continuous training is a promotion requirement motivates staff to take part in training made available at the institutional level.

The **retirement age** varies from 60 to 65 years and is usually the same for administrative and academic staff. However, academic staff is often given the possibility to extend employment until the age of between 68 and 70.

### *Salaries*

The most common model in the Tempus countries is that national authorities set the basic framework for **salaries of staff at public higher education institutions**, leaving institutions the freedom to implement reward schemes and additional payments or benefits according to their own policies and the funds available. The Western Balkans follow the same pattern. In Montenegro, institutions decide on salaries following a national framework. In the former Yugoslav Republic of Macedonia, salaries are composed of two parts: a basic salary from State funds, which is the same for all, and additional payments by the institutions. This is similar to most other countries, where additional financial rewards can be implemented by the institutions from their own funds, making it possible to differentiate between salaries within the same staff category. In Serbia, there are big differences in contracts and salary scales between faculties, because of decentralisation, but the planned integration of universities should lead to a more uniform treatment of all employees with the same status within an institution.



In practice, salaries are paid by national authorities for the basic part and additional amounts by the institutions. Normally institutions can pay top-ups of up to 30% of the normal salary, if they can afford it. The official limits are not always fully respected however. Ways around this limitation are often found, allowing huge differences in salaries (for the same staff category and between faculties). A number of interviewees also underlined that the allocation of these funds is not always proportional to the quantity of teaching hours or work performed. In Albania, basic salaries are established in the decisions of the Council of Ministers. However, financial rewards based on performance, participation in international conferences, overtime, etc. may be implemented, but need to follow national regulations. According to the on-line questionnaire, the lack of reward mechanisms is the main reason for the lack of motivation of academic staff, and a more important factor than the inadequate level of salaries.



*Plenary session - Sarajevo (Bosnia and Herzegovina), 14-15 June 2012*

In several Western Balkan countries, salaries in public higher education institutions are considered relatively attractive. In Montenegro, salaries are considered equivalent to those in private business and higher than for comparably qualified staff working in the Ministry of Education. In Bosnia and Herzegovina, the salaries of academic staff are relatively competitive, which could be a result of the shortage of teaching staff in the country. In Kosovo and the former Yugoslav Republic of Macedonia, salaries in public higher education are considered to be higher than those of equivalent staff in the Ministry in all staff categories. At the same time, almost half of the respondents to the on-line questionnaire consider that their salary allows them to live in roughly the same or worse conditions than they did ten years ago.

### *Working hours and multiple positions*

Multiple positions are relatively common in the Western Balkans and are considered in many cases to have a negative impact on the quality of teaching and research. This is the case in Bosnia and Herzegovina and in Serbia, for example, even though no precise data on the extent of the problem is available. Differently from many other countries in the region, in Albania, multiple teaching jobs are not necessarily seen as a problem: there is a shortage of highly qualified staff and it is considered good for Albanian students, if good professors from public institutions also teach in private institutions. There is a high number of part-time academic staff, who are doing teaching alongside another (main) job, e.g. in industry. In Montenegro, the phenomenon of multiple jobs is also common, but is not considered a problem for the sector.

The gravity of the problem created by multiple positions or extra teaching, taken at other institutions, also depends of course on the number of contractual contact-hours with students at one's own institution. Logically, the higher the number of hours that need to be taught at the home institution, the more difficult it is to add supplementary tasks and duties without a negative impact on the remaining areas of the job. The contact-hour load of academic staff in the Western Balkans can be considered relatively low in comparison to several other Tempus regions investigated. It varies from 140-270 hours/year for senior academics, to 170-450 hours/year for junior teaching staff. This could explain why, at least in some countries in the region, multiple positions are not considered a significant problem for the sector.

## 4. Administrative and technical staff – recruitment, training and working conditions

### *Recruitment of administrative staff*

In the Tempus Partner Countries, recruitment requirements for administrative and technical staff are, in most cases, decided on by the institutions themselves, according to their needs and the specific technical and other skills required. In most countries in the Western Balkans, at least a Bachelor degree is required for administrative and technical staff, as well as IT and foreign language skills. Although language skills are an increasingly important recruitment criterion, in

practice, the lack of language skills persists as an important obstacle and is often mentioned as the most important training need.

Systematic evaluation methods for administrative staff are not common in the Western Balkans. In Montenegro, administrative staff is evaluated continuously by immediate superiors. In Serbia, evaluation of administrative staff is not obligatory and does not have a set frequency. In Bosnia and Herzegovina, there is also no system for the evaluation of administrative staff. In these countries, promotions are based on other criteria, mainly years of experience. On the other hand, in Kosovo, administrative staff members are evaluated annually by their head of department or at faculty level, on the basis of national regulations related to civil servants.

### *Training*

There is also little systematic training available for administrative and technical staff in the Western Balkans and little or no public funding is made available for this purpose by the national authorities. However, institutions sometimes take significant initiatives in this matter and, for example in Albania, several institutions organise training programmes for administrative and technical staff. In cases where training programmes exist, they are usually compulsory for all staff members and used as a criterion for promotions. The main areas of training for administrative and technical staff include IT, professional skills and English (or another foreign) language. In addition, several information seminars may be organised by the national authorities or the institutions on new legal frameworks or new administrative systems and tools employed nationally. However, these have not been considered as actual training sessions or skills-upgrading in this context.

### *Contractual conditions*

In the Western Balkans, contracts are concluded directly by the institutions, but need to follow national regulations and requirements (labour Laws). Contracts of administrative and technical staff may be of permanent duration (which is much more common than for academic staff). This is the case in Serbia, Montenegro and Bosnia and Herzegovina. Contract duration varies however and for example, in Albania, Kosovo and the former Yugoslav Republic of Macedonia,

administrative and technical staff members have short-term renewable contracts.

Jobs are often considered very stable, also in countries where contracts may be temporary. This is mainly because in most cases, renewals are de facto automatic or the initial short-term is considered rather as a trial period. This is the case in Albania, for example where the length of the contract depends on the institution, but the usual starting contract for administrative staff is for 3 months. However, as the prolongation of the contract is quasi-automatic, the stability of the jobs in higher education is considered as one of their main advantages. Shorter contracts were adopted in Albania to enable institutions to always recruit the best staff and to motivate staff to perform.

Overall, in the Western Balkan region, there seems to be no part-time administrative staff.

## 5. Management staff – recruitment and working conditions

The procedures for the appointment of rectors vary significantly in the Tempus Partner Countries. The main division is that between appointed and elected rectors. The second important factor is, in both cases, who elects and/or finally appoints the rector. Subsequently, in some cases, the appointment or election of a rector, carried out at the institutional level, may need to be approved by the national authorities. One of the two main models - and a more recent one in many countries in the Western Balkans too - is the election of the rector from a number of candidates. In some cases, the election is open to all staff and students of the institution (e.g. in Albania), while in others, it is one of the main bodies of the institution, such as the Academic or University Council or the Senate (in Serbia and Bosnia and Herzegovina), which elects the institutional leader. In Albania, the final appointment or approval following on from an institutional-level election is, however, up to the national authorities. On the other hand, in Bosnia and Herzegovina, Montenegro, Serbia and the former Yugoslav Republic of Macedonia, no national-level approval is required.

In the Western Balkans, the rector is elected, either from internal candidates or through an open competition. In Serbia, all full professors are eligible to compete for management positions. In Bosnia and Herzegovina, candidates for management positions need to be employed by

the institution in question, but the selection is open to all qualified candidates within the institution. In the former Yugoslav Republic of Macedonia, the candidates can come from outside or inside the institution. Albanian institutions require at least a PhD from a prestigious institution abroad or professorship in an institution in Albania, to qualify for election. Rectors of public institutions are elected by a secret ballot by all academic staff, all non-academic staff and all students of an institution. The votes are weighed with the student votes counting for 20% of the total and non-academic staff votes for 5% of the total. The final appointment of the rector must be approved by the president of the Republic.

In some cases, institutional organs are involved in the selection of the rector from qualified candidates, either at the institutional level or through an open competition. In such cases, there is no election, but rather a selection by a body within the institution. The selection must often be approved by the national authorities. This is the case in Kosovo, where the rector is appointed through an open competition based on the Statutes of the University and other normative acts. The decision is taken by the University Board.

The typical term of a rector or a dean in the Western Balkans is three or four years, renewable once or twice, depending on the country.



*Evening event - Sarajevo (Bosnia and Herzegovina),  
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## 6. The wider context – brain-drain, gender balance and the aging of staff

### *Brain-drain<sup>22</sup>*

Brain-drain is considered a significant problem in the Western Balkans. In particular international brain-drain is said to persist as a major problem in Serbia and Bosnia and Herzegovina. Also internal competition, such as that from the private sector and even private higher education institutions within the country, may pose a problem through the higher competitiveness of their salaries and other conditions, in respect to public higher education institutions. Such internal competition is a central issue for Montenegro and the former Yugoslav Republic of Macedonia.

Kosovo does not consider brain-drain to be a problem for the national higher education sector. In Albania, some interesting schemes to reduce brain-drain have reduced the negative trend and could be used as a good practice example on how to combat the challenges posed by this phenomenon. The Novi Sad region in Serbia (where academic staff refers to “brain circulation” rather than to “brain-drain” pointing out that staff leaves but also returns) has taken the initiative to promote “brain circulation” through building flats for young scientists who benefit from subsidised loans. At the national level, the opening of research projects to young scientists even if they have left the country, is hoped to further support such brain circulation.

### *Gender balance*

Gender balance is not causing particular concern in the region, with the exception of Kosovo, where less than 30% of academic staff members are women. Otherwise, the percentages vary from 34 to 54% of women in academic positions and from 50 to 60% in administrative and technical positions. In Albania (54%) and Montenegro (45%), the proportion of women among academic staff is relatively well balanced. Administrative

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<sup>22</sup> Brain-drain usually refers to the significant emigration of highly qualified individuals towards countries with better financial and other conditions for work and – in the case of academic staff – research. In the study, however, a wider definition of the term was used, which includes competition of public higher education with other sectors of the national economy, such as private higher education institutions and businesses.

positions at public institutions are considered very attractive for women with families, because of the extra benefits, flexibility and prestige. In Serbia, Bosnia and Herzegovina and the former Yugoslav Republic of Macedonia, there are somewhat less female academics than male, around 40% of the total.

In several countries of the Western Balkans, there are more women than men working in administrative and technical positions. This is the case in Montenegro, Serbia and the former Yugoslav Republic of Macedonia (60-63%). In Albania, 57% of administrative staff members are female.

### *Aging of staff*

Most Tempus Partner Countries report a serious problem with the aging of academic staff in their public higher education institutions. The problem is in most cases less pressing for administrative and technical staff. The Western Balkans is the only region where, overall, aging is not considered as a great threat to the development of the higher education sector. In fact, the age structure of staff in higher education is relatively young compared to all other regions included in the study. The main problem is rather the fact that the “middle generation” is missing in many countries in the region, due to the war in the 1990s. While many young staff members are being recruited as older staff retires, there is a lack of staff that is not yet near or beyond retirement age, but at the same time sufficiently experienced. For example, in Kosovo, almost 40% of academic staff members are under 30 years of age, which shows a positive potential for the future, but which might indicate that currently, a large proportion of teaching staff lacks significant experience.

The trend in all Western Balkan countries is that staff in general is younger than 10 years ago. In most countries of the region, the majority of staff members in both staff categories (academic and administrative) are under 45 years of age and very few of them, including even academic staff, are over 60. The exception in the region is Serbia, where the trend is in reverse, and staff is significantly older. Differences can be observed between different institutions, with older staff in consolidated universities in general, compared to newly established ones.

## 7. Attractiveness of jobs in higher education and the profile of staff

While, in most Tempus regions, it seems that jobs in higher education suffer from a lack of competitiveness vis-à-vis other sectors of the economy, the picture is somewhat different in the Western Balkans. Indeed, **jobs in higher education in general are considered relatively attractive**, or at least not particularly unattractive, with the employment stability being pointed out by the respondents to the on-line questionnaire as one of the main advantages of a job in a public higher education institution. This is valid equally for academic and administrative positions in most countries.

Looking at the profile of staff in terms of skills and motivation, the main problem area in relation to academic staff concerns the **inflexibility of staff and their resistance to change**. Skills are considered satisfactory in general, though in some national contexts, language skills are not yet considered sufficient. Furthermore, the respondents to the on-line questionnaire consider that academic staff in the region lack team-working skills, willingness to implement changes and do not feel they have the capacity to propose and implement changes. The national questionnaire from Bosnia and Herzegovina expressed a concern about the lack of experienced academic staff members, who would, at the same time, be open to change. In other words, young staff may be more open to change, but lack the needed experience.

For administrative staff, the main issues rotate around the **lack of language and IT skills**. Resistance to change is also sometimes considered an issue; the lack of team-working skills is also pointed out by the respondents to the on-line questionnaire.

Overall the respondents to the on-line questionnaire attribute the lack of the above mentioned skills of both academic and administrative and technical staff to the **lack of training and inadequate recruitment criteria**. The lack of motivation of both of academic and administrative and technical staff is consistently pointed out by the respondents to the on-line questionnaire, who largely recommend the introduction of financial rewards and increased research opportunities to boost motivation.



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ISBN 978-92-9201-490



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