



Overview of the Higher Education System

Russian Federation



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Olga Oleynikova, Anna Muraveva - National Coordinator of Erasmus+ Office in Russian Federation

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For further information:

Education, Audiovisual and Culture Executive Agency (EACEA)

Erasmus+ : Higher Education – International Capacity Building

Postal address: Rue Joseph II, 59 B-1000 Brussels - Belgium

Contact: EACEA-EPLUS-CBHE@ec.europa.eu

Web-site: https://eacea.ec.europa.eu/erasmus-plus_en

Russian Federation National Erasmus+ Office

Postal address: 5, 2nd Entuziastov str., Block 41, Premise V, Room 5, 111024 Moscow, Russian Federation

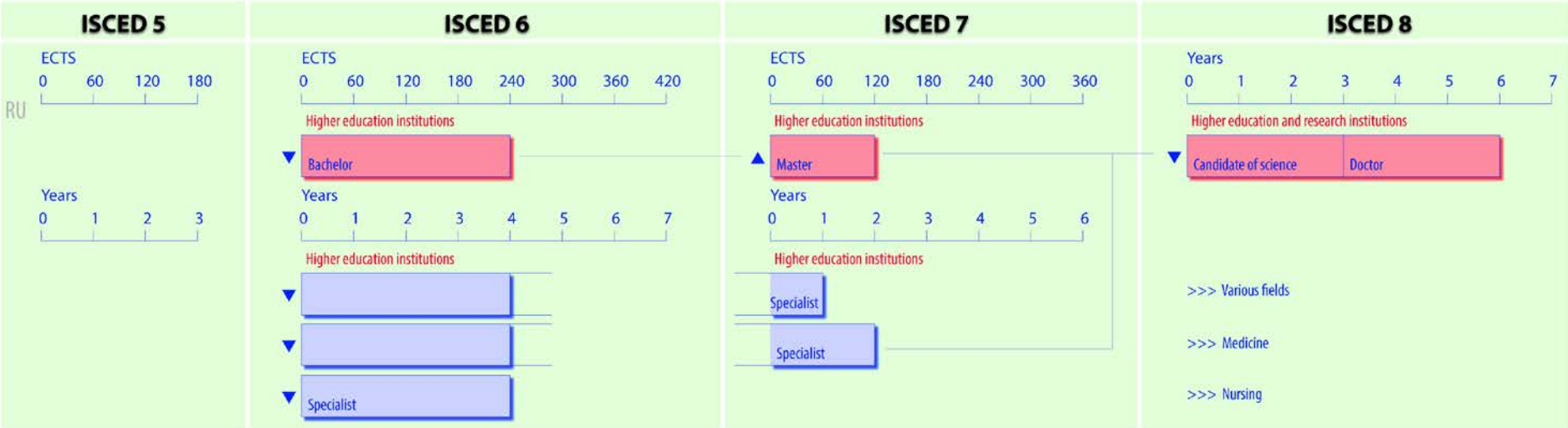
Contact: Olga Oleynikova

Web-site: www.erasmusplusinrussia.ru

Eurydice

Web-site: http://eacea.ec.europa.eu/education/eurydice/index_en.php

The higher education system in Russia



- Most common length of a Bologna cycle
- Other length of a Bologna cycle
- Professional programme

- Programme outside the typical Bologna model
- Professional programme non Bologna

ECTS:
Credits according to the European Credit Transfer and Accumulation System

		regulated at national level	decided at institutional level
All	programmes have admission requirements	▼	▲
SOME		▽	△

Table of Contents

1	Overview	1
1.1	Fundamental Principles and National Policies	1
1.2	Lifelong Learning Strategy.....	2
1.3	Organisation of Private Education	3
1.4	National Qualifications Framework.....	3
1.5	Statistics on Organisation and Governance	5
1.6	Distribution of responsibilities	5
2	Higher Education Funding	7
2.1	Public Education	7
2.1.1	Financial Autonomy and Control	8
2.1.2	Fees within Public Higher Education	9
2.2	Private Education.....	10
2.2.1	Financial Autonomy and Control	10
2.2.2	Fees within Private Higher Education.....	10
2.3	Financial Support for Learners' Families	10
2.4	Financial Support for Learners	11
3	The structure of the Higher Education system	12
3.1	Types of Higher Education Institutions	13
3.2	First Cycle Programmes	14
3.2.1	Branches of Study	14
3.2.2	Admission Requirements.....	15
3.2.3	Curriculum	15
3.2.4	Teaching Methods	16
3.2.5	Progression of Students	16
3.2.6	Employability.....	16
3.2.7	Student Assessment.....	17
3.2.8	Certification	18
3.3	Short-Cycle Higher Education	18
3.4	Second Cycle Programmes.....	18
3.4.1	Branches of Study	18
3.4.2	Admission Requirements.....	19
3.4.3	Curriculum	19
3.4.4	Teaching Methods	19

3.4.5	Progression of Students	19
3.4.6	Employability.....	19
3.4.7	Student Assessment.....	19
3.4.8	Certification.....	19
3.5	Programmes outside the Bachelor and Master Structure	20
3.6	Third Cycle (PhD) Programmes	20
3.6.1	Organisation of Doctoral Studies.....	20
3.6.2	Admission Requirements.....	21
3.6.3	Status of Doctoral Students/Candidates	21
3.6.4	Supervision Arrangements	22
3.6.5	Employability.....	22
3.6.6	Assessment	22
3.6.7	Certification.....	22
3.6.8	Organisational Variation	Error! Bookmark not defined.
4	Teachers and Education Staff in Higher Education.....	23
4.1	Initial Education for Academic Staff in Higher Education	23
4.2	Conditions of Service for Academic Staff Working in Higher Education	23
4.2.1	Planning Policy	24
4.2.2	Entry to the Profession	24
4.2.3	Professional Status.....	24
4.2.4	Salaries	24
4.2.5	Working Time and Holidays.....	24
4.2.6	Promotion, Advancement	25
4.2.7	Retirement and Pensions	25
4.3	Continuing Professional Development for Academic Staff Working in Higher Education.....	25
4.3.1	Organisational Aspects.....	25
4.3.2	Incentives for Participation in Continuing Professional Development (CPD) Activities.....	26
5	Management and Other Education Staff for Higher Education	26
5.1	Requirements for Appointment.....	26
5.2	Conditions of Service.....	26
6	Quality Assurance in Higher Education	27
6.1	Responsible Bodies	27
6.2	Approaches and Methods for Quality Assurance	28
7	Educational Support and Guidance.....	30
7.1	Support Measures for Learners in Higher Education	30

7.1.1	Definition of the Target Group(s)	30
7.1.2	Specific Support Measures	31
7.2	Guidance and Counselling in Higher Education	31
7.2.1	Academic Guidance.....	31
7.2.2	Psychological Counselling.....	31
7.2.3	Career Guidance	32
8	Mobility and internationalization in Higher Education	32
8.1	Student Mobility	32
8.2	Academic Staff Mobility	33
8.3	Other Dimensions of Internationalisation in Higher Education	34
8.3.1	European, Global and Intercultural Dimension in Curriculum Development	34
8.3.2	Partnerships and Networks	36
8.4	Bilateral Agreements and Worldwide Cooperation.....	37
8.4.1	Bilateral Agreements	37
8.4.2	Cooperation and Participation in Worldwide Programmes and Organisations	37
9	On-going reforms and Policy developments	37
9.1	Overall national education strategy and key objectives	37
9.2	Overview of the education reform process and drivers	39
9.3	National reforms in Higher Education.....	39
9.3.1	2015	39
9.3.2	2014	39
9.3.3	2013	39
10	Legislation.....	39

1 Overview

The full name of the country is the Russian Federation (RF). It is situated both in Europe and in Asia, with the dividing line between the two continents laid down by the Ural Mountains. The land area of the country amounts to 17,075,400 km². The population is around 142.9 million people¹. 78% of the population lives west of the Ural Mountains. The population is predominantly urban with three-quarters of the population living in cities. The bigger part of the population lives in European Russia, near the Ural Mountains and in southwest Siberia.

Russia has one of the world's most diverse societies with as many as 160 ethnic groups living there.

The two major cities are the capital Moscow with over 12 million people, and St. Petersburg with over 4 million.

Roughly 80% of the population is ethnic Russian. The rest is a mix of other ethnic groups, with the Tatars and Ukrainians marketing the largest minorities.

The state language is Russian, with overall 100 languages used across the country. Under Article 68 of the Constitution of the Russian Federation, republics within the RF can have own official languages in addition to the Russian language. Around 14 minority languages have the status of languages with an official status.

Four official religions are: Orthodox Christianity (most wide-spread), Islam (second most wide-spread), Buddhism and Judaism.

Russia is a federal presidential republic. Government duties are split between a number of ministries. The Parliament called the Federal Assembly is bicameral.

The GDP amounts to 2,118 billion US\$, GDP per capita is 14818.64 US\$. From January to August 2015 the GDP fell by 3.9 % against the same period of 2014².

The share of education expenses in the GDP amounts to 5.4% and is expected to rise to 6.5% according to the Federal State Target Programme for Education Development.

1.1 Fundamental Principles and National Policies

The education system in the Russian Federation (RF) is regulated by the Constitution of the RF (1993), the Law on Education in the Russian Federation (adopted in 2012 and enacted in 2013) and the State Programme “«Development of Education” for years 2013-2020.

Under Article 43 of the Constitution of the RF [<http://www.constitution.ru/>], citizens have the right to free secondary vocational education and training (VET) and higher professional education (HE) if they are working towards their degree/diploma for the first time.

According to the Para 2 Article 5 of the Law on Education in the Russian Federation [<http://www.rg.ru/2012/12/30/obrazovanie-dok.html>], Russian citizens are entitled to education irrespective of their gender, race, ethnicity, language, origin, residence, religion, convictions, membership in public organisations, age, health, social, material and employment status and previous conviction.

The RF Government Programme “Development of Education for 2013-2020” approved by Resolution of the RF Government of 15 April 2014 No. 295 identifies among key development targets creating

¹ Data of the Global Competitiveness Report, 2014-2015

² Data of the «Interfax» News Agency, based on the Ministry of Finance

conditions for every RF individual to access professional and vocational education and training (including higher education).

The Russian Federation does not have “dead end” learning paths which preclude access to the next level of education.

The key principles governing the education system are universal access, quality and personal development.

Formally, as is indicated above, access and equality are guaranteed by the Constitution. To ensure equal access, a Uniform State Examination (USE, единый государственный экзамен, ЕГЭ) was introduced that is taken on completion of complete general secondary education. While previously enrolment at higher education institutions (HEIs) was based solely on entrance examinations, currently, it is based on the results of the USE (ЕГЭ). Each HEI sets its own requirements for the USE score to be obtained by general school-leavers opting for enrolment on their programmes. Also universities can institute additional selection procedures. The list of programmes enrolment to which requires additional examinations is approved by the Ministry of Education and Science together with a list of subjects for these additional examinations. Only two universities (Moscow State University and St. Petersburg State University) have been granted the right to independently determine subjects for additional examination.

To broaden access to secondary vocational education and to higher professional education for those who have served in the Army for three years under a respective contract, amendments to the Law on Education have been adopted stipulating the right of these persons to free of charge participation in preparatory courses offered by federal state education institutions, with tuition costs paid by the state budget. The above-mentioned persons also have the right to be enrolled in state and municipal higher education institutions without competition and they are entitled to state scholarships if they are full-time students.

At public HEIs, enrolment figures are determined every year by the federal body of the executive power to which the HEI is affiliated. Every HEI can enrol students on a contractual (fee-paying) basis within the maximum enrolment figures indicated in its license.

1.2 Lifelong Learning Strategy

The concept of lifelong learning (LLL) has not been officially adopted in the country, though its key principles can be traced in practice at all levels and in all sectors of the education system, as well as in the training opportunities offered to unemployed population by the employment services introduced by the Ministry of Labour and Social Protection of the Russian Federation.

The terms lifelong learning and continuing education are often confused and used as synonyms. In practical terms universities have recently begun to enhance their roles as drivers of lifelong learning/continuing education.

According to Para 1, Article 34 of the Law on Education students are entitled to be provided with such conditions for learning that would take into account their psycho-physical development and state of health, including access to the social, pedagogic and psychological support, free of charge psychological, medical and academic remedial services.

An important contribution to LLL is the Order N 1367 of the RF Ministry of Education and Science of December 19, 2013 “*On Approval of the Procedure for Organising and Performing Higher Education Programme Activities under Bachelor, Specialist and Master Programme’s*” which provides for changing/shortening the duration of the programme based on the recognition of prior learning outcomes. This Order is based on Para 7, article 10 of Federal Law N273-FZ “*On Education in the Russian Federation*” stipulating that persons who have mastered the study programme in the form of self-

education or family education, or who have mastered a study programme which does not have a state accreditation, have the right to have their learning outcomes recognized. Recognition of the non-formal and informal learning can lead to a complete award of a higher education qualification. To ensure this right, HEIs must provide the relevant procedures for it.

Currently LLL is getting a new impetus thanks to the adoption and institutionalization of a system of assessment and recognition of competences and qualifications. This system will enhance the motivation of the different categories of learners in having their skills recognized. It will also contribute to the enhancing of the flexibility of the learning paths and permeability across the segments of the education system, as well as to contribute to the optimization of the programmes for individuals based on their skills and knowledge.

Tempus projects have significantly contributed to the raising of the awareness of the of LLL and its development in the form of community centres for learning foreign languages, training opportunities for the third age and migrant target groups, validation of non-formal learning, to mention just a few.

LLL has also caught an eye of the private companies who have launched numerous initiatives in this area. An example of such initiatives is a promotion of the financial literacy of the population with the help of the Financial Literacy forums.

1.3 Organisation of Private Education

The number of private universities (called non-state – "негосударственные") was estimated as 885 for 2012-2013, while in 2014 they amounted to 1,029.

The establishment and operation of private education institutions is performed according to the same rules and regulations as for public education institutions. Namely, to have the nationally recognized diplomas/degrees they have to obtain an appropriate license and undergo an external quality assurance procedure called accreditation.

Under the planned targets to optimize and reduce the number of private universities, the number of private universities is expected to go down by 40% [*Programme of Education Development for 2016-2020*].

1.4 National Qualifications Framework

The first efforts to establish NQF go back to 2007, when the National Qualifications Development Agency (NARK) affiliated to the Russian Union of Industrialists and Entrepreneurs was established. The Agency was meant to coordinate the development of occupational standards and sector qualifications. A road map for the NQF was developed by the Agency for Strategic Initiatives. This holistic road map includes career guidance to help citizens choose the occupations relevant for the labour market, a comprehensive standards development programme, as well as targets for education and training. The objective of the roadmap is to set up an interface between the citizens, business structures and the public bodies responsible for education in order to support the development and assessment of competences for a more competitive and productive workforce.

According to the Federal Law of 03.12.2012 N 236-ФЗ, the notions of qualifications and occupational standards have been included in the Labour Code and in the Law "On Technical Regulation".

The development of occupational standards had a new impetus after Presidential Decrees in May 2012 "*On measures for the implementation of the state social policy*" and "*On measures to implement the state policy in the field of education and science*". At this point the targets for occupational standards development were set - 800 occupational standards to be approved by end of 2015.

In 2012 the development of the occupational standards was entrusted to the Ministry of Labour and Social Protection. The Ministry approved the template for the occupational standards development, a methodology for filling out the template and a document entitled "Structure of qualifications" from April 12, 2013^{148n.}. The latter is often mistakenly referred to as the national qualifications framework, which it definitely is not, as it is not fully based on learning outcomes clearly differentiated between levels.

The structure of the qualifications comprises 9 levels with the descriptors compatible with the European Qualifications Framework (EQF). They include the character of knowledge, character of skills, responsibility and autonomy. The latter two refer to the wider competences within the EQF. The descriptors also include "ways of attaining the level of qualification" and "duration of formal education programmes" that limit attainment of qualifications to formal education pathways, which is in contradiction to the lifelong learning philosophy and its practical implementation. Hence, even when a provision is made of practical experience, it contradicts the other parameters in the descriptors.

Thus this structure of qualifications can be called a *quasi* NQF, but in no way can it be considered a full-fledged NQF. Moreover it has been developed without a participation of the stakeholder and has not undergone open public review processes.

An impetus to the development of the NQF has been given by the National Council for Occupational Qualifications established by the Presidential Decree in April 2014 as a consultative body. The establishment of this umbrella high-level body has contributed to the overcoming of the fragmentation of the earlier efforts and has injected a systemic character to the development of up-to-date qualifications in Russia. The Council has five working groups: on the development of the sector qualifications (a prototype of sector skills councils), on occupational standards development; on application of the occupational standards in the system of education and training; on independent assessment of qualifications; on analysis of best practices.

The enhanced interaction between job market on one side and education and training on the other has resulted in the growing awareness of a need to diversify qualifications. To this end applied bachelor qualifications have been introduced in higher education.

The above efforts have triggered off a movement on the part of sector employers to develop sector qualifications frameworks (SQF). Currently, sector qualifications frameworks are under development in quite a few sectors (e.g. welding, vertical transport, railroads, etc.). In Moscow, for instance, SQFs have been developed for the commerce, hospitality and tourism sectors. On top of that, a draft regional qualifications framework has been developed for the Moscow region.

The regional qualifications frameworks (for Chelyabinsk region with participation and direct involvement of 33 regional companies) and sector qualifications frameworks (e.g. in the food industry, environmental field, land management, IT and management, a regional qualifications system) have been developed within the Tempus projects.

The policy documents relating in one form or another to the NQF include:

- Federal Law 273-FZ of December 29, 2012, On Education in the Russian Federation;
- Decree of the President of the Russian Federation 597 of May 7, 2012, On Measures to Implement the National Social Policy;
- Decree of the President of the Russian Federation 599 of May 7, 2012 On Measures to Implement the National Social Policy in Education and Science;
- The Strategy for Innovative Development of the Russian Federation for the Period up to 2020;
- The Government Program of Education Development for 2013-2020;
- The Strategy for Workforce Training and Skills Development in the Russian Federation for the Period up to 2020.

The current issues to be addressed are related to the identification and formulation of the learning outcomes that would be accepted by the higher education system and the private sector.

1.5 Statistics on Organisation and Governance

Colleges

Number of students (in academic year 2014/2015)	
2,103,100	
Public	Private
1,963,300	139,800

However, colleges are under the jurisdiction of the vocational education system and do not implement higher education programmes.

Universities

Number of students (in academic year 2014/2015)	
5,209,000	
Public	Private
4,405,500	803,500

Number of HEIs (in academic year 2014/2015)	
Universities	Colleges
548 (public)	2,665 (public)
402 (private)	244 (private)

Source: Russian Statistics for 2015, http://www.gks.ru/free_doc/doc_2015/rus15.pdf

1.6 Distribution of responsibilities

The governance of the higher education system is executed on three levels: federal, regional and municipal.

The Parliament (the Federal Assembly) of the RF is in charge of adopting federal legislation in the field of higher education and amendments thereof; setting levels of higher and post-graduate professional education; conclusion and ratification of international agreements regulating higher and post-graduate professional education; participation in the development and implementation of the state policy in the above areas; approval of the procedures for adopting state higher education standards, of the procedures of employer participation in the development and implementation of the state policy in the field of professional education, etc.

The **Ministry of Education and Science** - the key federal authority - is responsible for the setting of the education standards and policy making, including the financial policy and the legal regulation of the system of higher professional and vocational education. The Ministry has the right to submit to the **RF Government** legislative initiatives and draft laws. It also supervises the implementation of higher education legislation; in addition, it is in charge of the licensing and accreditation of the higher education institutions and their branches. The Ministry controls almost the entire budget (on average, every state higher education institution gets up to 70-80% of its funding from the state budget).

The higher education policy is implemented by the **regional education administrations** and higher education institutions that have significant autonomy and can adopt their own regulations and regional parliaments can adopt regional education legislation.

Within the structure of the Ministry, the **Federal Inspection/Supervision Service** in the sphere of **Education and Science** and the **Federal Service for Intellectual Property, Patents and Trade Marks** have been established. The Federal Inspection controls the implementation of legislation in the sphere of education, performs the quality controls in education as well as licensing and accreditation of the higher education establishments and research organisations. It is responsible for the recognition of the degrees and qualifications in higher education.

Public higher education institutions are affiliated to and fall under the jurisdiction of 24 federal ministries that are the founders of state higher education institutions. These are: the **RF Ministry of Education and Science** (337 HEI), the **Ministry of Agriculture** (58 HEI), the **Ministry of Health** (52), the **Ministry of Culture** (45).

Since the mid-90s, the administrative, financial and academic autonomy of higher education institutions has grown considerably. Namely, they currently have the right to: independently form their structure, identify goals and objectives of academic and research activities, determine admission rules, set the level of tuition fees and raise them; develop courses and identify areas of training. They may also award qualifications at all levels of higher education, recruit teaching staff (on a competitive basis) concluding employment contracts, implement up-skilling programmes and engage in international cooperation.

On the institutional level, the head of a higher education institution is the **rector** who is elected for five years term and has a number of deputy/vice-rectors responsible for specific activities and operational issues. Issues related to the development of the higher education institution are executed by the **Academic Council** that is elected for five years. The Academic Council comprises the rector (as chairperson), vice-rectors and may also include deans, faculty and student representatives.

The enhanced financial autonomy of higher education institutions (namely the right to develop their own medium-term budget plans) has created new job positions within the HEI structure, such as vice-rector for economic policy. About 1/3 of higher education institutions have started planning strategically and quite a few have formed committees for university management.

The structure of higher education institutions is made up of the faculties that comprise smaller academic units called either departments or chairs/units. University and academy faculties may have the status of institutes.

Jobs in higher education are not considered very attractive. According to data yielded by surveys performed by the **Association of Classic Universities**, older staff work in higher education because of a commitment to certain values, and especially for academics it is rather a question of a choice of a lifestyle. The perception is that for younger staff the salary and career prospects seems to matter more which makes this sector less attractive for them. Russia is seeking new ways to attract and retain highly qualified staff among other things through the creation of new types of higher education institutions with a

special status, special funds, and extended academic freedoms. Key reasons for a lack of motivation of academic staff comprise heavy workload, inadequate salaries.

2 Higher Education Funding

2.1 Public Education

The federal legislation delineates the responsibilities and the financing regulations in the system of education between different parties, such as the federal centre, regions and local autonomous governments/authorities. According to the legislation, the state higher education institutions are affiliated to the federal level and are financed from the federal budget.

In the federal budget for 2016 the planned share of expenses on higher education amounts to 0.8% of GDP.

Currently higher education institutions are legally entitled to acquiring and managing different types of resources (e.g. staff, operational resources and infrastructure, etc.), hence respective administrative staff competences are acquiring a growing importance.

In 2016, increased expenses are planned for teacher salaries, student stipends indexation, support of leading universities, development programmes at leading classic universities, applied research at medical universities, for the Federal Programmes “Support of researchers and teachers for innovation-based Russia or 2014-2020” and “Research under priority development areas of the technology and science complex for 2014-2020».

Despite the crisis, the average financing (per capita) at top 100 Russian universities has increased by 9.8%.

Tertiary education is provided on a fee-paying basis when it is the student's second or third higher education programme of the same cycle.

Public higher education institutions are primarily funded from the state budget (either federal or local), while private higher education institutions receive public funding for the implemented programmes and under the allocations based on the target intake figures identified by the Federal Ministry, and only if the private university complies with the State HE standards and has been awarded state accreditation.

At public HEIs, a certain share of the student cohort is financed from state budget, while the other share, identified by the HEI itself, is financed by the students and their parents. This differentiation refers both to traditional young students and to non-traditional students from older age groups. Students studying part-time or de facto part-time pay the same amount of fees for the same volume of study (i.e. the same number of credits) as students enrolled in full-time programmes. Tuition fee may also be covered by employers under contracts signed between students and enterprises. This is largely the case of Master degree programmes for staff already in employment.

The state funding of public higher education institutions follows the per capita model which means that the allocation of funds is based on the real costs to be incurred by the institution in relation to the number of students to be enrolled in the next academic year (intake figures), and to the number and structure of academic staff. The student intake figures are estimated based on the regional needs and employer requests. In the recent years the volume of funding has increased for the areas/occupations of training most demanded on the regional labour markets.

State higher education institutions are starting to commercialize results of their operation by:

- provision of paid education and training as well as consultative services on top of the implemented compulsory study programmes;
- charging tuition fees (including under contracts with employers who pay for education of their acting or future staff);
- implementing state contracts for research: provision of services to the public sector; state grants for fundamental and applied research;
- obtaining grants from various federal and regional programmes and projects. (Both state and private higher education institutions are entitled to compete for participation in these programmes and projects. The key grant programmes are the federal programme for development of education and the priority regional projects on education);
- engaging in entrepreneurial activities (by means of setting up small enterprises within universities aimed at implementing new technologies
- obtaining income from using rights to intellectual property;
- obtaining income generated by renting out state property managed by HEIs, purchase and sale of goods, provision of intermediary services.

It must be stressed that state/public HEIs must comply with legal constraints relating to obtaining loans and credits and to making profit from the use of state property. Namely, the non-budgetary funds managed by HEIs' Academic Councils must comply with established regulations of the Federal Treasury.

Non-budgetary funds comprise, on average, one half of the public higher education institutions budget, sometimes they may amount up to 70%.

In the recent years the so-called "target" funding of public universities has been gaining momentum. Namely, research and federal universities have been entitled to diverse opportunities of obtaining grants to support their activities. Also, there have been various opportunities to obtain grants on a competitive basis for both public and private universities. Another new format of funding are the endowment funds that have been established at a few universities (e.g. at the University for International Relations based in Moscow). However this practice is not wide-spread, with the only 4-5 such funds (amounting to about 300 million rubles on the average) established to date.

2.1.1 Financial Autonomy and Control

The overall financial autonomy of higher education institutions is limited by Federal Law of 21.07.2005 N 94-Φ3 (new edition of 02.07.2013 Federal Law #44-Φ3) "On the placement of orders for the supply of goods, performance of work, provision of services for public and municipal needs" regulating all purchases made by higher education institutions that exceed a certain amount.

The influence of the Ministry of Education and Science in the system of higher education is still very high, as it controls almost the entire budget (on average, every state higher education institution gets up to 70-80 % of its funding from the state budget).

The higher education institution's funds acquired from the state budget are earmarked for a particular budget line, whereas funds from other sources (own income that can come from various sources: projects, consultancy services, equipment, facilities etc.) are subject to the governance by the higher education institution itself. The spending of the institution's own income is governed by the institution's internal acts in accordance with its strategic goals.

The Federal Law on Autonomous Institutions (2006) has granted more freedom to higher education institutions to allocate funds and free them from rigid financial and administrative control, enhancing their responsibility for the rational management of resources.

2.1.2 Fees within Public Higher Education

According to Para 3, article 5 of the Federal Law “On Education in the Russian Federation”, free-of-charge higher education is guaranteed on a competition basis if education in this cycle is provided to a citizen for the first time.

Public universities can charge tuition fees if the demand for certain occupations of training/ fields of study is higher than the number of student “places’ supported from the state budget. A citizen’s higher education at a public higher education institution may be funded by him/herself and/or by a legal entity under a respective contract. The fee is determined by the education provider but the costs charged by the university cannot be lower than the per capita cost established by the Ministry of Education. According to the State Duma data, the fees at public universities have recently soared dramatically, at some – they have increased four times³. Often tuition fees at the public universities are 20-30% higher than at private universities⁴.The fees will vary depending on the field of study as costs will differ depending on the required material resources, supplies, facilities, etc.

The following categories are being admitted on a fee basis:

- Those who failed in the competition for public budget-funded places,
- Those who enrol to study programmes which are not eligible for public funding,
- Those who are getting a second and subsequent education of the same cycle.

The table below shows the range of fees that cover all services provided to the students with the exception of hostel accommodation, meals and other living costs:

First cycle	Minimum amount	Maximum amount
	63,370 rubles (900 euro)	360,000 rubles (5,140 euro)
Second cycle	Minimum amount	Maximum amount
	74,390 rubles (1,060 euro)	360,000 rubles (5,140 euro)

Note: for euro values the average exchange rate of October 2016 is considered: 1 euro = 70 rubles

Foreign citizens and stateless persons have the right to free-of-charge higher education (supported from the public budget) in accordance with international treaties of the Russian Federation, federal laws, or a quota for providing education to foreign citizens and stateless persons set by the Government of the Russian Federation), as well as on a fee-paying basis.

Expatriate foreign citizens and stateless persons residing abroad have the right to higher education on an equal basis with citizens of the Russian Federation subject to their compliance with the requirements stipulated by article 17 of Federal Law N99-FZ of May 24, 1999 “On the Public Policy of the Russian Federation with regard to Expatriates Abroad”.

³ <http://izvestia.ru/news/588272>

⁴ <http://urao.edu/stoimost-obychen-v-urao>

2.2 Private Education

For private education institutions costs per capita cannot be lower than the ones for public education institutions

2.2.1 Financial Autonomy and Control

On the whole education institutions are funded from the budgets of their founders who control the spending of their respective funds.

2.2.2 Fees within Private Higher Education

Private education in Russia can be referred to the grant-aided higher education sector that is partially supported by public funds. Private education institutions are entitled to the same programme budget financing as public ones if they have a state license and accreditation. However they are not entitled to budgetary allocations for construction, maintenance of facilities, supplies, etc.

On the whole, the same rules and regulations apply to private universities, as to public ones. This is true of financial accountability, especially for the use of public funds.

Fees charged by all private education institutions vary considerably from region to region and by field of study. The decision about the fees is taken by the university. Tuition fees at private universities can vary from 20,000 to 200,000 rubles a year (285 to 2,850 euro respectively).

The fees are paid directly to the university. The only restriction set down by the state is that the costs charged by the university cannot be lower than the per capita cost established by the Ministry of Education for this concrete programme based on which private universities are subsidized by the Ministry.

The development of private higher education segment is under continuing attention of the national Parliament (the State Duma). The issues under consideration include tax benefits for private universities as while currently costs of land use and property taxes are compensated to public universities, private ones are not entitled to such benefits.

However, despite the demonstrated interest in the development of private universities, investments in it have slumped from 10% to 2%⁵. In 2015 private universities received only 0.2% of the state budget support⁶.

Nevertheless, according to President of Association of Non-public Universities, some private universities can increase their performance indicators compared to public ones. Currently there are proposals to assess universities not by the form of ownership but by their results.

2.3 Financial Support for Learners' Families

There are family allowances relating to certain benefits for disabled persons and army veterans.

Also, families are entitled to income tax deductions relating to the tuition fees paid for their children. These tax deductions are provided if children are under the age of 24, if they are full-time students, and if the so-called study contract is drawn in the name of the parent. The tax deductions are provided against payment invoices drawn in the parent's name. The maximum amount of the tax deduction per one child is 50,000 rubles/714 euro (6,500 rubles/93 euro reimbursed).

⁵ <http://www.rg.ru/2015/07/14/burokrat.html>

⁶ "Rossiyskaya biznes-gazeta/Российская Бизнес-газета" – Career and management №1006 (27)

As for financial support of students and their families in private higher education, the same rules apply as for students of public education institutions (tax deduction, loans).

2.4 Financial Support for Learners

According to para 2, article 34 of the “Federal Law “On Education in the Russian Federation”, students/learners are provided with the following social support measures and incentives:

- grants/scholarships, material benefits and other monetary payments;
- education loans provided in accordance with the established procedure;

Students studying part-time or de facto part-time are eligible to the same amount of financial support for the same volume of study (i.e. the same number of credits) as students following typical full-time study arrangements.

Also, individuals paying tuition fees are entitled to tax deduction and can return part of the tuition fees (RF Tax Code, article 219) which is about 13% of the tuition costs. The tax deduction can be obtained if the person is a student at an officially recognized education institution (irrespective of the form of study – full-time, part-time, and extramural) and if the person pays income tax.

Students who show good academic performance usually get stipends which are still very low and cannot cover living costs.

Social scholarships are provided for children/youth left without parental care and for disabled students.

There are also a few special scholarships, like the residential scholarships and scholarships given by companies and foundations to support talented students.

Students are also entitled to publicly subsidies or guaranteed student loans to cover their expenses during their higher education studies.

There are financial support (called *social support*) measures for RF students studying abroad. Decree N 967 by the President of the Russian Federation “On Measures to Enhance Human Resource Capacity of the Russian Federation” of December 28, 2013, stipulates the following social support measures for citizens of the Russian Federation who are full-time students of higher education programmes abroad:

- material incentives (grants/scholarships, material benefits and other monetary payments);
- travel support;
- accommodation;
- education loans.

Grants/scholarships for studying abroad are provided on a competition basis.

Subpara 2, para 3, article 105 of the Federal Law “On Education in the Russian Federation” stipulates mobility of Russian HEIs students to foreign HEIs, which includes providing to students special grants/scholarships to study abroad.

The table below illustrates the types of the above grants:

	Credit mobility		Degree mobility	
	1 st cycle	2 nd cycle	1 st cycle	2 nd cycle
Grants/scholarships for				
Study costs/ fees abroad (host institution)	X	X	X	X
Travel costs	X	X	X	X

Currently special attention is paid to the support of the so-called under-represented groups (students with disabilities, mature students, disadvantaged students) as is stipulated in:

- The RF Federal Law “On Education in the Russian Federation” establishing the priority right of disabled children and adults to enrol, within the established quotas, in government-funded bachelor and specialist programmes. It also establishes minimum enrolment quotas for the above target groups to government-funded bachelor and specialist programmes;
- The RF Government Regulation # 722 of 30.04.2014 “On the approval of the plan of measures (the road map) “Changes in the areas of the social sphere aimed at enhanced efficiency of education and training”.

The RF Ministry of Education and Science sets, on an annual basis, quotas for preferential enrolment of individuals from the above-mentioned categories (but no less than 10% of the total enrolment figures, in compliance with Article 71 of the Federal Law “On Education in the Russian Federation”).

To broaden access to secondary vocational education and to higher professional education for those who have served in the Army for three years under a respective contract, amendments to the Law on Education have been adopted stipulating the right of these persons to free of charge participation in preparatory courses offered by federal state education institutions, with tuition costs paid by the state budget. The above-mentioned persons also have the right to be enrolled in state and municipal higher education institutions without competition and they are entitled to state scholarships/stipends if they are full-time students.

3 The structure of the Higher Education system

All higher education institutions in Russia fall under the following categories:

- The public Federal universities and National Research Universities
- The core public regional universities
- The branches of the public federal and national research universities
- other public universities
- the private universities

The higher education policy objectives are to enhance international competitiveness of Russia's universities, the quality of education, ensure the relevance of the education to the labour market, strengthen the support to the engineering education, enhance the knowledge triangle and the role of universities in society, ensure that five Russian universities are in top 100 world universities and to enhance academic mobility of students. To meet the above-mentioned objectives the legal framework has been improved (e.g. new competence-based education standards were introduced); practical orientation of programmes was enhanced (the applied bachelor programmes were introduced); development of networks was enhanced based on a systemic university/enterprise cooperation; internationalization of the higher education was ensured by the further integration in the European Higher Education Area by means of the implementation of the Bologna instruments (ESG, ECTS Guide, among others) and development of the joint curricula with foreign universities. To attain the above-mentioned objectives it is necessary to enhance the competences of the teachers and university administrators, to introduce an innovative learning environment, to use up-to-date technologies, such as MOOC and Open Educational Resources, and a competitive sector system for the accreditation of curricula.

The legal framework of higher education comprises:

- the Constitution of the Russian Federation
- the Federal Law “On Education in the Russian Federation” # 273 of 2012,

- Regulations and Orders of the RF Government
- State Programme “Development of Education for 2013-2020,
- Orders of the Ministry of Education and Science of the Russian Federation.

Under the law On Education doctoral studies (аспирантура/ aspirantura) are recognized as a separate cycle (level – in Russian terminology).

The two-cycle system, compatible with the Bologna requirements, has been mandatory since 2011 with the exception of traditional specialist curricula. The third-cycle programmes have been institutionalized in Russia only recently. Before that they were referred to as postgraduate research programs and that did not presuppose any structured curricula.

Programmes of the three cycles are developed in line with state HE standards. With the emergence of occupational standards all curricula must align with them. To this end respective methodological recommendations have been prepared under the National Qualifications Council and approved by the Ministry of Education and Science in early 2015.

The length and organization of the academic year is determined by the Federal Ministry of Education and Science. The structure of the academic year may include of two or three semesters, the first one traditionally beginning on 1 September. However, there are legal provisions allowing universities to change this date in certain circumstances. At the end of each semester, there is student assessment and/or examinations, the number, format and content of which are determined by the HEI. The maximum number of examinations during the academic year is eleven for full-time students. Academic breaks (student vacations) are determined by the Government.

Higher education institutions deliver Bachelor (бакалавр), Master (магистр) and Doctoral programmes (кандидат наук) as well as traditional one-cycle higher education programmes (специалист), leading to Bachelor, Master, candidate of sciences degrees and specialist qualifications, respectively.

The duration of the programmes is: four years for Bachelor, two years for Master, three (four for certain subject areas) years for full-time doctoral programmes (in Russia called aspirantura/аспирантура), five-six years for one-cycle traditional programmes, depending on the area of training.

A standard programme/course includes lectures, seminars, independent work by students, laboratory work and industry placements/workplace training (practical training periods). Curricula for all cycles comprise the mandatory part and electives. The mandatory part comprises 50% for bachelor programmes, and 70% - for specialist programmes and 15% for master programmes.

Under Article 70 of the Federal Law “On Education in the Russian Federation” and the Procedure for Admission to Bachelor, Specialist and Master Programmes” (Approved by Order of the RF Ministry of Education and Science dated 09 January 2014, No. 3):

1. Admission to bachelor and specialist programmes is competition-based and contingent on the results of the Uniform State Examination (USE) recognized as entrance examination results and (or) on results of admission tests administered by higher education institutions independently.
2. Admission to master programmes is competition-based and contingent on the results of admission tests administered by higher education institutions independently.

3.1 Types of Higher Education Institutions

There are both public and private higher education institutions (HEIs), many of which have branches and representative offices across the country and abroad (mainly in CIS countries).

Currently, the following five types of higher education institution exist:

- **Federal university** (Федеральный университет/federalny universitet): a leading higher education institution and centre of research at the federal level. Currently, there are 9 federal universities that were established following the merge of a number of regional universities.
- **National Research University** (Национальный исследовательский университет/natsionalny issledovatel'sky universitet): a higher education institution integrating regional research activities. Currently, there are 29 such universities.
- **University** (Университет): a higher education institution offering a wide range of programmes of all cycles in many disciplines. Also universities must carry out fundamental and applied research in a wide range of areas. There are public, municipal and private universities.
- **Academy** (Академия): a higher education institution that delivers diverse programmes of all cycles in a certain area (e.g. agriculture, health, arts etc.). It also performs research in this specific area.
- **Institute** (институт): an education institution which trains specialists for a specific profession. Institutes may not have third cycle programmes and they are not obliged to carry out a wide spectrum of research activities.

It has to be noted that under the new Law "On Education in the Russian Federation" there are no formal criteria to differentiate university from academy or institute, so the choice of title is up to the higher education institution.

Higher education institutions differ in their status and academic freedoms including the right to independently design and approve education standards, requirements to conditions and procedure of delivering the higher education programmes. Moscow State University and St. Petersburg State University enjoy a special status granted by the federal law, giving them a right to adopt own HE standards and award own diplomas and degrees.

All types of the higher education institutions in RF provide full-time, part-time, correspondence and external tuition. Distance learning programmes are becoming increasingly widespread. The profile of higher education programmes is either academic or professional.

All public higher education institutions must have a state license and accreditation to award nationally recognised degrees/qualifications.

Every higher education institution has a charter and is an autonomous legal entity.

3.2 First Cycle Programmes

3.2.1 Branches of Study

The standard structure and duration of Bachelor programmes is equivalent to 240 ECTS credits (level 6 of the Structure of Levels of Qualifications, see above). There is also a tiny percentage of programmes equalling 270 and 300 ECTS equivalent credits (0.02 fulltime, 0.001% part-time). They are: Urban development; Architecture; Restoration and refurbishing of architectural heritage sites; Architectural space design; Teacher training.

There are differences in the structure of programmes depending on whether they are academically or professionally oriented (or are located in HEIs that are academically or professionally oriented). Professionally oriented programmes offer more extensive on-the-job/workplace training and practical classes than the academic programmes.

First cycle study programmes cover such broad areas as physics and mathematics (9 subject areas), natural sciences (9 subject areas), humanities (30 subject areas), social sciences (3 subject areas), education/pedagogy (5 subject areas), health (1 subject area), culture and arts (22 subject areas), economics and management (5 subject areas), information security (1 subject area), service sector (5 subject areas), agriculture and fishery (9 subject areas), geodesy and land management (2 subject areas); geology and natural resources exploration (1 area); energy and electric engineering (7 subject areas); metallurgy, machine-building (8 subject areas), aviation and space engineering (9 subject areas), marine engineering (3 subject areas), means of transportation (3 subject areas), instrument-making industry and optics (5 subject areas), electronics, radio-engineering and communications (4 subject areas), automation and control (9 subject areas), ICT (5 subject areas), chemical engineering and biotechnologies (3 subject areas), reproduction and processing of forestry resources (3 subject areas), technology of food products and consumer goods (8 subject areas), architecture and built environment (5 subject areas), life safety environmental engineering and environmental protection (3 subject areas).

3.2.2 Admission Requirements

Access to bachelor programmes is open to the holders of the certificate of the completed general secondary education.

Formally, access and equality are guaranteed by the Constitution. However, given the growing share of paid services offered by HEIs and the financial and social differentiation of the population, there is a risk of seriously limiting access to children from low income or disadvantaged families to higher education. To address this risk, a Uniform State Examination (USE, единый государственный экзамен, ЕГЭ) was introduced and is taken on completion of general secondary education. While previously enrolment at HEIs was based on entrance examinations, currently, it is based on the results of the USE (ЕГЭ). Each HEI sets its own requirements for the USE score obtained by general school-leavers.

The HEIs can carry out additional selection procedures if applicants are required to have certain abilities that the USE cannot assess. The list of occupations of training which requires additional examinations is approved by the Ministry of Education and Science together with a list of subjects for these additional examinations. Only two universities (Moscow State University and St. Petersburg State University) were granted the right to independently determine subjects for additional examination.

At state HEIs, the enrolment figures are identified every year by the federal ministry to which the HEI is affiliated. Every HEI can enrol students on a contractual basis (paying tuition fees) within the maximum enrolment figures indicated in its license. As indicated in the section on lifelong learning recognition of prior learning is possible with a view to shortening the duration of training.

3.2.3 Curriculum

Curriculum development is regulated by the federal HE standards that set requirements to the competences to be developed, to the structure of the programme, learning environment and teacher qualifications.

Based on the standards, a framework curriculum is developed under the aegis of the Ministry of Education and Science by university/college methodological associations, which has the character of a recommendation. Education institutions are free to abide by the framework curriculum or develop a detailed curriculum on their own. The education standards allow a wide margin of academic freedom to ensure curricula content compliance with the regional and local labour market requirements. It is a legal requirement that curriculum development must involve employers and their associations.

3.2.4 Teaching Methods

Teaching methods remain largely traditional and teacher-centred, though under the influence of the processes of internationalization and the impact of a number of Tempus projects there is a visible shift to the student-centred approaches. More attention is being given to students' independent work and the using the acquired knowledge in the practical situations. Traditional lectures are becoming more interactive and contain big-group discussions and presentations that are replacing the "talking heads". Teachers are free to choose their own teaching methods and teaching materials.

3.2.5 Progression of Students

Students' progress from one year/stage of studies to the next is based on the successful results of exams and practical training at an enterprise. Bachelor graduates are entitled to continue to the Master level programmes.

Usually students can take examinations in a given subject twice during the examination session at the end of semester, after which a third attempt may be granted. There is no difference between failing in elective and compulsory subjects. Students are obliged to complete their studies within a prescribed period. However for students with special needs the duration of the programme may be prolonged. Or, the duration can be shortened if the student has had certain competences recognized (see section on LLL).

3.2.6 Employability

There are no specific measures on the part of central authorities and higher education institutions to facilitate graduate access to the labour market after the first cycle (bachelor) degree. As it is, the bachelor degree is often looked upon with suspicion by employers who assume that four years is not enough to acquire the necessary knowledge and skills.

However, with the strengthening of the cooperation link between labour market and the universities, this lack of trust is gradually diminishing.

Effective work placements as part of the programme implementation contribute to students/graduates employability. Under the acting HE Education Standards work placements are integrated in the study programmes. Para 6, article 13 of Federal Law "On Education in the Russian Federation" stipulates compulsory inclusion of practical training in the HE programmes: "The core professional study programs include placement of students for practical training".

Following up on this requirement of the Federal Law, para 10 of RF Ministry of Education and Science Order N 1367 of December 19, 2013, on approval of procedures for organising and implementing higher education programme activities for Bachelor, Specialist and Master programmes, requires compulsory practical training periods for students: "Disciplines/modules and practical training periods included in the study programme, also disciplines/modules and practical trainings included in the elective part of a study programme in accordance with the field of the said programme are compulsory for students".

The length of the work placements will vary depending on the character of the programme (academic or practically oriented) and the subject area. The average share of work placements in the overall programme is around 30%.

Practically all strong universities have special units dealing with cooperation with the world of work, work placements and employment of graduates. The units also provide career guidance and counselling to students. The students can also obtain career guidance at employment service agencies, which is in line with Para 1, article 9 of the Russian Federation Law N1032-1 "On Employment of Population in the

Russian Federation” of April 19,1991, that determines the right of every citizen to “receive free-of-charge counselling, free-of-charge information and services related to career guidance at employment service agencies.”

Order N 407 of the RF Federal State Statistics Service dated July 24, 2012 N 407 (as amended October 12, 2012, amendments taking effect October 12, 2012) on Approval of Statistical Instruments for Organising Federal Statistical Observation of Headcounts, Working Conditions, Labour Remuneration and Activities in the Field of Education establishes the following indicators for HEI students employability:

- number of full-time graduates;
- number of graduates who got a job placement;
- number of graduates who did not get a job placement;
- number of graduates entitled to find a job themselves;
- number of students who continue studies in the next full-time cycle;
- number of students conscripted to the Armed Forces.

Since 2015, graduate employability indicators have been included in the list of monitoring indicators for evaluation of HEI performance. In this case, graduate employability indicators will have a direct effect on HEI funding and future opportunities.

3.2.7 Student Assessment

The most common form of assessment of students is through traditional examinations and graduation projects. A holistic assessment of learning outcomes is not yet in place. Exams and graduation projects largely focus on knowledge assessment. However there is a shift of graduation projects towards addressing concrete needs of enterprises, where the university-enterprise cooperation is well in place.

At the end of each semester, there is a student assessment and/or examinations, the number, format and content of which are determined by the HEI in line with the HE standards. The maximum number of examinations during the academic year is eleven for full-time students.

A student is exempt from part of a course if he/she has completed a course in a related area of training at an education institution of secondary vocational education; however this is done on an administrative but not on a competence basis.

Under Section VIII – Evaluation of the quality of the programme learning outcomes – of the Federal State Education Standards universities must develop objective procedures for assessing knowledge and skills of students and competences of graduates. Final qualifications are awarded on the basis of projects for Bachelor programmes. Bachelor graduates (as well as graduates from traditional one-cycle programmes) are entitled to go on Master level programmes.

Assessment procedures embrace on-going assessment (equivalent of continuous evaluation) called **control** in Russia) of the students' progress, intermediate (equivalent of formative evaluation) and final assessment (equivalent of summative assessment) called **attestation**.

Intermediate attestation is performed to assess students' achievements after completion of a certain subject or module. It is performed in the form of an examination or credit (зачет/zachet). On-going assessment takes place during the course of studying the subject or discipline.

Final attestation presupposes an integrated assessment of all student achievements for the whole of curriculum.

Concrete forms and procedures for on-going assessment and intermediate attestation per specific discipline/module are established by the HE (its departments/entities).

Results of assessment are expressed in marks/ numeric values.

Content of on-going assessment is determined by the teachers of a specific subject. Content of intermediate assessment is developed by the department in charge of the specific subject/module. Content of the final assessment is developed at the institutional level. The system of assessment of student performance and its outcomes are set down in respective normative documents developed and adopted at the institutional level.

Currently all universities are encouraged to develop a repository of assessment assignments following the provisions contained in the Annex "On the repository of assessment tools" to the Order № 1367 of the MoE" of December 19, 2013 «On approval of the procedure for organisation and implementation of education activity under HE curricula».

The progress of individual students is measured by means of the so-called rating system applied at all cycles.

3.2.8 Certification

The term **certification** is not used in Russian higher education system. The closest to **certification** is the term **award of degrees/qualifications**. Upon the completion of the bachelor programme students are awarded a Bachelor degree (степень бакалара).

The authority responsible for awarding the degree is the higher education institution. Upon the completion of the first cycle of higher education, the student receives a diploma with his/her relevant professional title, area of study, awarded degree and the number of ECTS earned. The student also receives a diploma supplement, which contains information regarding the level, type and content of the successfully completed studies (subjects, ECTS credits awarded and marks received).

As for the rights attached to a final degree/qualification in terms of access to further studies, Bachelor graduates and specialists (graduates from traditional one-cycle programmes) are entitled to continue on Master level programmes.

3.3 Short-Cycle Higher Education

There are no short cycle programmes in Russia.

3.4 Second Cycle Programmes

3.4.1 Branches of Study

Second cycle study programmes cover such broad areas as physics and mathematics (9 subject areas), natural sciences (10 subject areas), humanities (28 subject areas), social sciences (3 subject areas), education/pedagogy (4 subject areas), health (1 subject area), culture and arts (19 subject areas), economics and management (7 subject areas), information security (1 subject area), service sector (5 subject areas), agriculture and fishery (8 subject areas), geodesy and land management (2 subject areas); geology and natural resources exploration (1 area); energy and electric engineering (7 subject areas); metallurgy, machine-building (8 subject areas), aviation and space engineering (9 subject areas), marine engineering (3 subject areas), means of transportation (3 subject areas), instrument-making industry and optics (5 subject areas), electronics, radio-engineering and communications (4 subject areas), automation and control (11 subject areas), ICT (5 subject areas), chemical engineering and biotechnologies (3 subject areas), reproduction and processing of forestry resources (3 subject areas), technology of food products and consumer goods (9 subject areas), architecture and built environment (5 subject areas), life safety, environmental engineering and environmental protection (3 subject areas),

3.4.2 Admission Requirements

Under Federal Law “On Education in the Russian Federation”, any person completing a bachelor programme (the first cycle of higher education) or a traditional specialist-training programme may enrol in a master programme (the second cycle of higher education).

Under para 3 and 6, Article 69 of Federal Law “On Education” applicants can enrol in master programmes based on results of entrance examinations administered by higher education institutions independently. The law does not establish any other exemptions, additions or withdrawals from this general rule.

According to expert estimates about 70% of first cycle students continue to the second cycle.

3.4.3 Curriculum

The master curriculum comprises 120 ECTS credits, and the duration of studies is 2 years. It is developed according to the same format as bachelor programmes.

The development of curricula is performed in line with the State HE Standards that allow 70% of academic freedom to ensure that the content of the curricula meet the labour market demand.

The methods of implementation depend on the subject area, but as indicated above, an important part is given to work placements at enterprises. The Law on Education stresses the fostering of the networking as a factor of enhancing quality of training graduates. Under the networking schemes, part of curricula can be implemented at other universities or organizations, both at home and abroad.

An important part of the master programmes is the preparation of the master thesis. Due to the enhanced cooperation with the world of work, these are increasingly addressing the needs of regional enterprises.

3.4.4 Teaching Methods

Please see section 3.2.4.

3.4.5 Progression of Students

Graduates from the second cycle programmes are entitled to continue with doctoral studies. Around 20% of second cycle graduates eventually enter into a third cycle programme.

3.4.6 Employability

Please see section 3.2.6 for first cycle programmes. The only difference is that master degrees are more “understandable” for employers and master degree holders find employment more easily than graduates from bachelor programmes.

3.4.7 Student Assessment

Please see section 3.2.7 for bachelor programmes. The only difference is in the final assessment takes the form of presentation of a master thesis.

3.4.8 Certification

The qualification and degree awarded to master students are master degrees (Степень магистра). Also see the respective section for bachelor programmes.

3.5 Programmes outside the Bachelor and Master Structure

These are degree programmes with more than 240 ECTS in such areas as urban development; architecture; restoration and refurbishing of architectural heritage sites; architectural space design; teacher training, as well as in such areas as medicine and healthcare, military field and state security, engineering (partially), culture and arts (partially). The typical duration of such programmes is 300 credits.

The admission criteria for these programmes are the same as for other bachelor programmes. There are no second cycle programmes that would not comply with the standard model.

3.6 Third Cycle (PhD) Programmes

3.6.1 Organisation of Doctoral Studies

Organisation of doctoral studies is regulated by subpara b, para 3, Article 12 of Federal Law "On Education", that stipulates that third cycle higher education programmes include researcher and teacher training.

Doctoral studies follow structured doctoral programmes, which is a recent development in Russia. To provide doctoral programme both universities and research institutes must have a license and state accreditation.

Provision of doctoral programmes is regulated by a number of governmental and MoE regulations and supported from the state budget in the amount identified by the Ministry of Education and Science. These documents include:

- "Regulations on the Supreme Attestation Commission at the RF Ministry of Education and Science" adopted by RF Government on June 20, 2011, № 474,
- Regulation of the Ministry of Education and Science "On the Council Responsible for Defense of Thesis of Candidate of Science and Doctor of Science", of December 12, 2011, № 2817,
- Regulation "On training research and teaching personnel in the system of postgraduate professional education", adopted by MoE on March 27, 1998, № 814,
- Regulation on the "Order of awarding research degrees", adopted by RF Government on January 30, 2002, № 74.

Organizations with a state accreditation of doctoral programmes, award the individuals who have successfully completed the doctoral studies with a respective diploma, a document of higher education and qualification.

Doctoral students study according to individual learning plans that are developed by the student together with the supervisor and approved by the respective Academic Councils.

Branches of doctoral studies embrace: mathematics and mechanics; computer and information sciences; physics and astronomy; chemistry; earth sciences; biological sciences; architecture; construction technology and engineering; informatics and computer engineering; information security; electronics, radio-engineering and communication systems; photonics, optic and biotechnical systems and technologies; electrical and thermal engineering; nuclear engineering; machine-building ; physical and technical sciences and technologies; chemical technologies; industrial ecology and biotechnologies; techno-sphere security and environmental engineering; applied geology, mining, oil production and geodesy; technology of materials; means and technology of land transportation; aviation and space engineering; air-navigation and exploitation of aviation and space technology; techniques and technologies of ship-building and water transportation; technical systems control; nanotechnologies and nanomaterials; light industry technologies; fundamental medicine; clinical medicine; health sciences and

preventive medicine; pharmacy; agriculture; forestry and fishery; veterinary; psychological sciences; economics and management; sociology and social sciences; law; political sciences and regional studies; mass media and library operation; education and pedagogical sciences; history and archeology; philosophy, ethics and religious studies; theology; physical culture and sport; arts; cultural studies and socio-cultural projects.

3.6.2 Admission Requirements

There are uniform admission requirements to the third cycle studies. Admission requirements are stipulated in the Order of MoE of March 26, 2014, № 233 and based on them the organization offering doctoral programmes designs own internal regulations. Namely all candidates must have a master degree or a diploma of specialist. Also entitled for admission are graduates from other doctoral programmes who pay for their tuition.

Doctoral programmes can be full-time and part-time (correspondence courses/ *zaochnaya forma*). Entrance examinations are conducted in the Russian language by an examination board that is formed by the director of the organisation.

The content of examinations is developed by the provider of the doctoral programmes based on the requirements of the Federal State HE Standards. The examinations comprise the subject of specialization, philosophy of science and a foreign language.

The examinations can be held in various formats, including distance formats.

The most common length of doctoral programmes is 3 years (full-time) or 4 years (part-time). One full-time year of doctoral programmes amounts to 60 credits.

Admission of doctoral students for free-of-charge tuition is performed on the basis of quotas (target figures) determined by the Ministry of Education and Science. Paid tuition is provided under contracts with physical and legal entities.

3.6.3 Status of Doctoral Students/Candidates

Doctoral students/candidates are legally considered as students. Social benefits for doctoral students are provided according to the RF legislation and respective by-laws. The period of doctoral studies is included in the overall period of employment.

Full-time doctoral students whose studies are supported from the state budget receive stipends. They are also allowed to work part-time with the approval of their supervisor.

Full-time students are entitled to annual 2-month long vacations. Also all doctoral students studying with the support from the federal budget are entitled to a grant for the purchase of literature in the amount of 2 monthly stipends.

Part-time doctoral students (RF citizens) are entitled to an additional vacation paid by the employer of the doctoral student. Also employers pay for extra time the student needs to travel from the work place to the location of the doctoral studies provider.

Part-time students are also entitled to one extra day a week free from work (with half pay). This category of students is provided with hostel accommodations for the period of examinations. Personal responsibility for organizing and assuring quality of doctoral studies is vested with heads of departments/laboratories, etc.

The doctoral programme is made up of disciplines/modules aimed at assisting students to pass their candidates' examinations; and at preparation for teaching activities. Apart from that there are practical

training periods (work placements). An important component of the curriculum is research performed under supervision of an experienced scholar. Part of that research is a compulsory publication of one article in a referenced journal and presentation/report at a conference (either domestic, or international).

3.6.4 Supervision Arrangements

Supervisors are responsible for the assessment of the dissertations of the full-time doctoral students as well as for the quality of dissertation/performed research, psychological and methodological support. The supervisor's average workload is about 50 hours per one doctoral student.

Supervision can be entrusted to experienced teachers with an academic degree in the respective subject area.

The average number of doctoral students per one supervisor is 3-5 people. The supervisor identifies the research goals and objectives; guides the students towards meeting the goals and objectives; provides consultations to the student; recommends sources of information and literature; assesses the accomplished work.

The students regularly (once a month) inform the supervisor about the achieved progress and seek advice. It is possible to seek supervision of foreign researchers.

Every 6 months the supervisor submits reports about the students' progress to the Academic Council. For part-time doctoral students consultants are appointed whose workload is 25 hours per one student.

For dissertations in multidisciplinary areas students are entitled to have 2 supervisors.

3.6.5 Employability

There are no special provisions about employability of doctoral students.

3.6.6 Assessment

The doctoral programme is made up of disciplines/modules aimed at assisting students to pass compulsory examinations; and at preparation for teaching activities. After completion of every discipline/module the students pass the examinations. Every year doctoral students must undergo *attestation* that is performed at the seminars and is based on the doctoral student's report and review of their work presented by the supervisor. The seminar makes recommendation about the further work of doctoral students that is to be endorsed by the Academic Council. At the end of the course there is final state attestation in the form of state examination and defense of the so-called qualification paper.

Under the acting standard, preparation and defense of the dissertation are not part of the compulsory doctoral curricula. However should the doctoral student have published no less than 3 articles in referenced journals and has got a high opinion of the examination board for the qualification paper, the defense of the latter can be regarded as the so-called pre-defense of the dissertation, and the doctoral student is entitled to present the paper to the dissertation board.

3.6.7 Certification

Upon completion of the doctoral studies the student is awarded a diploma and a qualification "Researcher. Teacher-researcher".

4 Teachers and Education Staff in Higher Education

4.1 Initial Education for Academic Staff in Higher Education

At HEIs, the qualifications required for academic staff are a degree of the higher education and a research degree (candidate or doctor of science in Russian terminology). Selection of staff is made through open competitions. The standard duration of a teaching contract is five years.

There are no specific models for pre-service training of academic staff. As indicated earlier, doctoral programmes contain a teacher training module.

4.2 Conditions of Service for Academic Staff Working in Higher Education

Human resource management in higher education in Russia is the shared responsibility between the institutions and national authorities. There is institutional autonomy in issues related to staff recruitment and promotion.

The number of posts in public higher education institutions is often determined by institutional needs on the one hand and by national requirements (e.g. on student-staff ratio) and available state budget on the other hand.

The job positions at universities embrace the following categories: teaching assistant/; lecturer; senior teacher/ lecturer; associate professor; professor; as well as administrative position of the head of chair/department and dean.

In Russia 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 follows nationally a set of minimum qualification requirements, while additional criteria may be set by the institutions. Currently a PhD is required for all academic posts starting with that of senior teacher/ lecturer and 100% of senior academics have a PhD. The competition-based selection of academic staff is regulated by the "Regulation on the filling of vacancies at higher education institutions" adopted by the MoE and by the "Standard regulation on the education institutions". Concrete terms and duration of job contracts are established with regard to the provisions of the collective bargaining (if available) and to the opinion of the Academic Council.

Teacher performance is regularly assessed under the institutional quality assurance system. In many HEIs young qualified academics are proposed to participate in experimental projects and publications, in order to make the jobs more attractive to them. At some institutions each employee has bi-annual objectives related to the different aspects of his or her work, and monetary awards are linked to reaching these objectives. Staff is motivated to improve their skills in certain areas such as IT, because of financial rewards to those who can create e-learning materials, and because if skills are not sufficient, contracts will not be renewed after the three or five year period. In addition, some institutions have implemented considerable social benefits, such as housing support, which are an important attraction and retention measure.

Due to relatively unattractive salaries, and the failure to match inflation with sufficient salary increases, the phenomenon of multiple positions, or even simply extra teaching outside one's own institution is a widely spread phenomenon (about 79%, according to 'Human Resource Management in Public Higher Education in the Tempus Partner Countries').

The academic staff is entitled to rights and freedoms, measures of social support aimed at ensuring quality of their work, including the right to participate in the management/administration of the university.

4.2.1 Planning Policy

No planning policy has yet been established in terms of teacher supply and demand in higher education.

4.2.2 Entry to the Profession

The higher education institution determines its recruitment policy and specific requirements in accordance with the recommendations of the Academic Council. The state requirements are for senior academics to have a research degree.

4.2.3 Professional Status

Academic staff has not the status of civil servants or public servants. They are appointed in accordance with general employment legislation.

4.2.4 Salaries

Individual salaries depend on both the national and institutional level. The national authorities determine the basic salaries, while institutions may use part of their own budget to integrate the salaries of one part or all of their staff. Hence minimum salary is determined by the national authorities, but institutions may and do pay additionally from their own budgets.

Basic salaries are usually calculated based on the years of experience and the academic title obtained. The differentiated part may regard supplementary responsibilities, above average performance (whether scientific, teaching, or international projects), or simply extra hours.

The role of national authorities in salary decisions is in the determining of pay-scales within staff categories.

As for the average income of university teachers, as of 2015 it amounted to only 40% of the average wages in the regions, though it should have amounted to 130% (data from a session of the State Duma). Thus at many universities the salary of teaching assistant amounted to 23,000 rubles. However the actual salaries depend on the university and the amount of non-budgetary funds it generates through various activities. At some it may reach 1,000 euro.

Salaries are often lower at public HEIs as compared to private ones. Also salaries at public HEIs are generally lower than salaries of comparably qualified individuals in other available jobs, whether in the ministry, or in private institutions or businesses.

Non-salary benefits of university academic staff include standard social benefits, such as pensions/retirement funds, childcare allowance, holiday allowance, health insurance, maternity leave.

4.2.5 Working Time and Holidays

Universities have the right to determine specific volume of workload for their academic staff within the norms established by higher order legal documents (The RF Labour Code, the Law "On Education in the Russian Federation", respective regulations of the Ministry of Education and Science, and the charter of the university).

The maximum student contact hours amount to 900 for junior staff, and 850-880 – for senior staff. In addition to this, all academic staff is engaged in research work, in methodological work (preparation for lectures, writing of textbooks and teaching and learning materials and methodological recommendations and guides, etc.), in the work of different academic bodies of the university, in the supervision of bachelor, master and doctoral students projects/papers/theses and of students independent work (in the form of consultations, both group and individual), in the examination boards and in the admission board, in the

supervision of students during their work placements. The maximum workload including all types of activities amounts to about 1,700 hours for full-time teachers. The overall weekly working time is 36 hours per week. The paid annual vacation is 56 calendar days.

Within the average figures the specific working time will depend on the job positions that currently embrace the following categories: teaching assistant; lecturer, senior teacher/ lecturer; associate professor; professor; head of chair/department and dean.

4.2.6 Promotion, Advancement

Promotion of academics is merit-based, also years of seniority are one of the main criteria on which career progression is based, and endorsed by respective decisions taken by the university administration and approved by respective university authorities (Rector, Academic Council).

Factors impacting promotion embrace research outputs (e.g. defense of doctoral, post-doctoral thesis); years of work experience; results of performance evaluations including student feedback on the quality of teaching.

4.2.7 Retirement and Pensions

Retirement and pensions are regulated by the RF Labour Code, including terms of early retirement. And there are no specific additional regulations for the academic staff. Retirement age for women is 55 years, for men - 60 years.

4.3 Continuing Professional Development for Academic Staff Working in Higher Education

4.3.1 Organisational Aspects

Issues relating to skills enhancement and retaining of qualified staff in public institutions are largely in the jurisdiction of universities. In fact, competition for well qualified individuals has led many institutions to invest their own resources on training schemes, additional financial incentive funds, and mobility and research opportunities.

Often when taking decisions about hiring academic staff, special attention is paid to evidence about the candidate's completion of continuing training (in-service training) courses during the past 5 years. Under the Law "On Education in the Russian Federation", academic staff are entitled to up skilling (continuing education opportunities) in their area of teaching no less than once in three years (Para 5, Article 47). Apart from that, public universities must provide the academic staff with an up skilling opportunity once in every five years.

As a rule continuing training is organized outside working hours.

Depending on the specific objectives of the up skilling/ continuing training/in-service training the providers can be within or outside the institution.

In-service teacher training is provided by all universities. The most common subjects are pedagogy and teaching methods, as well as foreign languages.

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 has to be part of a strategy and the funds need to be won

competitively through a tender procedure. In HE management personnel is involved in continuous training: for example in one university all vice-rectors attend short training several times a year.

4.3.2 Incentives for Participation in Continuing Professional Development Activities

Though not explicitly stipulated the incentives can be related to self-fulfilment and to prospects of career advancement. The fact that the training leave is regarded as working time and remunerated accordingly is not among the most popular motives⁷.

At some institutions in Russia, young qualified academics are given structured support to participate in experimental projects and publications, in order to make the jobs more attractive to them. At some institutions each employee has bi-annual objectives related to the different aspects of his or her work, and monetary awards are linked to reaching these objectives.

Staff are often motivated to improve their skills in certain areas such as IT, because of financial rewards to those who can create e-learning materials, and because if skills are not sufficient, contracts will not be renewed after the five year period. In addition, some institutions have implemented social benefits, such as housing support, which are an important attraction and retention measure.

5 Management and Other Education Staff for Higher Education

5.1 Requirements for Appointment

Under the Law “On Education”, the **Rector** is appointed by general election of the staff and students, or appointed by the founder of university, or appointed by RF government (for federal universities).

The decision on the appointment of the administrative staff is usually taken by the institutions. Under the recent ministerial regulation, nomination of candidates for the position of rector has been included in the provisions of the university Charter. Hence the university's strategic governance body – the supervisory council (made up by public servants, representatives from businesses and non-governmental organisations) – nominates a list of candidates out of which the ministry appoints the rector. The nomination can be carried out either through open competition or by own decision of the supervisory council.

The **President** of the university is appointed by the decision of the Academic council. President concludes a contract with the founder of the university; the position of the rector can be combined with that of a president. The President performs mostly representational duties and many universities choose not to appoint one.

Vice-rectors are appointed for a period of Rector's office. They work under a labour contract. They must have a research degree and are in charge of specific area of activities of the university.

The **deans** are elected in line with the Charter of the University and local regulations for the term of 5 years and are approved by the Rector. The deans must have a higher education background, work experience in research and teaching no less than 5 years, and a research degree or title. The dean is responsible for organising and managing the operation of the department/faculty.

5.2 Conditions of Service

Rectors are entitled to the same rights, social benefits and social support measures as other staff including shorter working hours, the right to continuing education, once in 3 years; the right to paid

⁷ <http://cyberleninka.ru/article/n/motivatsiya-trudovoy-deyatelnosti-professorsko-prepodavatskogo-sostava-vuza>

vacations, the right to a prolonged leave up to 1 year once every 10 years of uninterrupted work and the right to retirement pension.

Candidates for the post of rector must have a higher education background and must comply with national qualifications requirements or/and occupational standards (the latter are currently under development). Prior to appointment all candidates must undergo compulsory attestation, the procedures for which are established by the founder of the university. Rectors cannot work in other organizations than the university.

In Russia most of the institutions carry out yearly performance evaluations of deans which take into account staff feedbacks / evaluations. These evaluations are mostly initiated and organised by the rectors.

While increasing attention is being paid to the training of academic staff, systematic training of management level staff is still relatively rare. In Russia, such training opportunities are available and management is advised to take part in it, but it is not compulsory. Foreign languages and project management are considered as the most commonly offered types of training for managerial staff.

6 Quality Assurance in Higher Education

6.1 Responsible Bodies

Quality assurance (QA) mechanisms are the same for public and private HEIs that award nationally recognised diplomas and degrees.

The system of higher education quality assurance is established by the Law "On Education in the Russian Federation".

The state regulated external quality assurance procedures have been brought in line with the European Standards and Guidelines of the European Association for Quality Assurance in Higher Education (ENQA) and now include licensing (ex-ante) and accreditation (ex-post).

The above procedures involve "experts" as "a peer review team members", as well as envisage a requirement for training and certification of experts. The formal involvement of students and employers in the quality assurance of education is mandatory.

The external quality assurance in education is in the jurisdiction of the Federal Inspection in Education and Science. Within the Federal Inspection Service there is a Department of Licensing, Accreditation and Inspection. To perform external QA methodological and regulatory materials have been developed.

Certain tasks and evaluation procedures are delegated to such state institutions as:

- The National Accreditation Agency in the Sphere of Education that provides information and organisational support on quality assurance procedures and maintains and updates a data bank of accreditation results;
- The State Expert Centre for Evaluation of Education that provides experts to perform site visits to evaluate HEIs and validate self-evaluation reports;
- The Information and Methodological Centre for Evaluation of Education Institutions that assists HEIs in preparing for accreditation and reviews courses in terms of their compliance with the State higher Education Standards.

The scope and the geographic diversity of the Russian system of education call for a wide use of information technology in the state accreditation process. To this end, Internet exams (tests) in different subjects have been introduced that are conducted twice-a-year (during winter and summer examination

sessions). The participation of HEIs in this type of examination is voluntary. The exams are arranged by the Federal Testing Centre.

Quality assessment results are open to the general public on a website. Since 2005 a new Journal entitled "Accreditation in Education" has been published. Quality assurance measures are financed from the state budget, also education establishments pay for the provided external QA services.

Apart from the state quality assurance bodies there are two major independent quality assurance bodies in Russia: The Accreditation Centre for Engineering Programmes and the Agency for Higher Education Quality Assurance and Career Development (AQA) which are prototypes of awarding bodies in European countries.

In line with the Standards and Guidelines for Quality Assurance in the European Higher Education Area, Russia is represented in the European Association for Quality Assurance in Higher Education (ENQA). The National Accreditation Agency is a member of the International Network for Quality Assurance Agencies in Higher Education (INQAAHE) and Central and Eastern European Networking Association (CEENET).

Independent accreditation both of quality of education and of curricula is expanding, as is accreditation of curricula with international and foreign organizations, such as ACQUIN (Germany), FIBAA (Germany). Under Tempus projects certain curricula have been quality assured in UK.

6.2 Approaches and Methods for Quality Assurance

As indicated above, currently the external quality assurance system in education comprises of two procedures: licensing and accreditation.

External quality assessment is regulated by Resolution of RF Government No. 966 "On Licensing Education Activity" of 28 October 2013, "Regulations on licensing education activity"⁸ and Resolution of RF Government No. 1039 "On State Accreditation of Education Activity" of 18 November 2013⁹.

Under the Federal Law "On Education in the Russian Federation" and Regulations on State Accreditation of Education Activity, religious organisations, private funds and other entities have the right to perform licensing and accreditation.

Licensing means the assessment of compliance with the standard requirements and conditions for carrying out the education activities. These requirements relate to premises, laboratory equipment, teacher qualifications and textbooks etc. Hence, a license is a document entitling education institutions to deliver instruction and benefit from certain tax benefits.

Licensing includes a review by the authorized experts of a standard package of documents and an external assessment of the education institution by a group of experts in the format of a site visit. Licensing is similar to the ex-ante procedure in European terms and is carried out by the State Federal Inspection. Licensing is mandatory for both state and private HEIs.

The Federal Law "On Education in the Russian Federation" provides for state *accreditation* of education activity and for the federal government quality control of education that is performed by the accreditation agency. Accreditation aims at granting the education institution its status and type (institute, academy or university) and at approving the range of courses for which a nationally recognized degree is awarded. Accreditation is similar to the ex-post procedure at European Universities. Accreditation is mandatory for

⁸ http://www.consultant.ru/document/cons_doc_LAW_153731/

⁹ http://www.consultant.ru/document/cons_doc_LAW_154680/

state HEIs. Private institutions seek accreditation only if they want to award nationally recognized diplomas/degrees.

The first accreditation procedure is carried out three years after the licensing and after the first cohort of students has graduated.

The decision on accreditation is made by a collective body named the Accreditation Board which comprises representatives from education administrations, HEIs, professional associations, employers and the president of the National Union of Students.

The decision is based on:

- the outcomes of the analysis of the self-assessment of a HEI carried out in the year preceding the external assessment. It is mandatory that a HEI includes student survey results in the self-assessment report that is to be placed on the HEI's web-site three months prior to the site visit;
- the outcomes of a five-day site visit to the HEI by a peer review panel;
- the analysis of the HEI's compliance with performance indicators set down by the National Accreditation Agency (NAA).

The following issues are typically included in the external Quality Assurance evaluation: Teaching, Research, Student support services, Admissions processes, Student progression, drop-out and completion, Employability, Internal Quality Assurance/Management system.

In submitting documents to obtain accreditation, an education institution may provide information on its independent accreditation with Russian, foreign and international organisations and (or) public-vocational accreditation.

If the findings of the external quality assurance are unsatisfactory, the founders of a poorly-performing HEI may be recommended to take a decision to liquidate (re-organise) the education institution. If a HEI fails to get state accreditation or has its accreditation withdrawn, the government funding of the education institution will be discontinued.

State accreditation procedures presuppose participation only of representatives of the academic community, while administrative staff is involved in self-evaluation.

As for internal quality assurance in the form of self-evaluation, according to experts estimate, at 67.5% of the universities students are involved in self-evaluation, and in 56.3% of universities they are involved in decisions taken as a follow-up of self-evaluation.

The outcomes of both types of evaluations are made public.

The acting RF legislation does not carry mandatory requirement as to the participation of the national quality assurance agency (Education Inspection) either in ENQA or in EQAR. However the Russian Accreditation Agency has successfully passed external evaluation with the ENQA in 2008 and the National Accreditation Centre has been positively evaluated by ENQA in March 2014 and awarded full membership in that organisation for 5 years.

About 46% of universities cooperate with international QA organisations, such as EFQM, ECBE, the European Network for Accreditation of Engineering Education (ENAE), ABET (Accreditation Board for Engineering and Technology), ACBSP, etc.

The second type of external quality assurance is independent education quality assessment (*independent accreditation* of education institutions and professional accreditation of curricula). Under Articles 92, 93, 95 and 96 of the Federal Law "On Education in the Russian Federation" the aim of accreditation is to establish a compliance with the Federal State Education Standards of the content and quality of the

training provided. The result of an independent accreditation is the recognition of quality of curricula and its compliance with the set by the independent agencies' standards, as well as recommendations on quality enhancement.

About 67% of universities turn to foreign QA agencies in case of implementation of joint programmes.

However there are no legal provisions in the National Quality Assurance system or in the legislative framework explicitly allowing higher education institutions to choose a Quality Assurance Agency from outside the country as part of the initial and/or periodic external QA review.

There is no specification within the current legislation or steering documents as to the use of the ESG. However, given the active participation of Russia in the Bologna Follow Up Group (BFUG) and in fostering introduction of the Bologna instruments in the HE system in Russia, the MoE has recommended universities to use the new edition of the ESG in their practical activities.

The stakeholder's involvement is envisaged to include students, academic staff and employers. Students can be involved as observers in external review teams, in the preparation of the self-evaluation reviews. It is recommended that academic staff and employers be involved in governance structures of national QA agencies, as full members and observers in external review teams, and in the decision-making process for external reviews.

Under the Law "On Education in RF", all HEIs must perform self-evaluation every year and publish results thereof on their web-site. The self-evaluation report includes a description of the mission, governance system and expected outcomes of the HEI performance as set down in the HEI's Development Strategy. It also carries an analysis of the internal quality assurance system, of the staff performance, of data on the staff professional development, an analysis of the age characteristics of the academic staff, etc.

Self-evaluation has to be completed by April 1 each year and respective report has to be placed on the university web-site.

Academic staff is actively involved in internal quality assurance in 100% of HEIs, academic staff participate in taking decisions on the findings of internal quality evaluation in 80% of HEIs.

The following forms of employer participation in quality assurance comprise curricula accreditation by employer associations; participation in attestation boards, commissions for internal and external quality assessment; participation in network-delivered programmes and in own evaluation of the programmes quality.

In 95% of HEIs students participate in self-evaluation and/or internal quality evaluation; in 79.6% of HEIs students participate in taking decisions by the HEI on findings of internal quality evaluation.

7 Educational Support and Guidance

7.1 Support Measures for Learners in Higher Education

7.1.1 Definition of the Target Group(s)

The RF Federal Law "On Education in the Russian Federation" establishes the priority right of disabled children and adults, as well as of orphans and children left without parental care to enrol, within the established quotas, in government-funded bachelor and specialist programmes. It also establishes minimum enrolment quotas to government-funded bachelor and specialist programmes in the amount which may not be below 10% of the total enrolment at government –funded programmes.

The qualitative objectives are set down in Regulation of the RF Government # 722 of 30.04.2014 "On the approval of the plan of measures (the road map) "Changes in the areas of the social sphere aimed at enhanced efficiency of education and training".

7.1.2 Specific Support Measures

The RF Ministry of Education and Science sets on an annual basis, quotas for preferential enrolment of individuals from the above-mentioned categories (but no less than 10% of the total enrolment figures, in compliance with Article 71 of the Federal Law "On Education in the Russian Federation)."

For certain groups of individuals (disabled persons and orphans) to be admitted to a university within the established quota of publicly-funded places one must submit a document testifying to results of prior learning and to pass entrance exams (this includes the results of the Uniform State Exam).

Para 7 and 8, Article 71 of the Federal Law "On Education in the Russian Federation" provide for free, government – funded training of certain groups of individuals at preparatory courses of higher education institutions.

These categories include:

1. orphans and children without parental care as well as individuals from among orphans and children without parental guardianship;
2. disabled children whose health allows them to study in appropriate education institutions;
3. under 20-year olds with disability who have only one parent, provided the average per capita family income is below the minimum subsistence level established in the RF region.

7.2 Guidance and Counselling in Higher Education

Under subpara 28, para 1, Article 34 of the Federal Law "On Education in the Russian Federation", students are entitled to receive information from the education institution on the employment situation in the Russian Federation relating to their chosen occupation, specialty and field of learning.

Provision of Information, consultations and career guidance is available to all prospective students free of charge.

There are measures/incentives encouraging higher education institutions to provide support for the transition of newly admitted students to higher education such as introductory courses "introduction to the occupation".

However there is no additional public funding allocated to improve career guidance services in higher education institutions.

7.2.1 Academic Guidance

Academic guidance is performed by teachers/ lecturers/ tutors upon requests from students.

7.2.2 Psychological Counselling

For psychological counselling universities establish respective services that assist students to deal with the various psychological problems such as academic problems, conflicts in the family or in the student group, adaptation to new environment, problems with self-identification, interpersonal communication problems, and to overcome difficult life situations. The counselling is provided by students and teachers having respective qualifications.

7.2.3 Career Guidance

Pursuant to subpara 28, para 1, Article 34 of the Federal Law “On Education in the Russian Federation”, students are entitled to receive information from the education institution on the employment situation in the Russian Federation relating to their chosen occupation, specialty and field of learning. Also there are popular Internet resource providing orientation and guidance services. Usually such support is provided by specialized units at the university engaged in cooperation with the labour market, as well as by academic staff.

8 Mobility and internationalization in Higher Education

Para 2, article 105 of Federal Law N273-FZ On Education in the Russian Federation dated December 29, 2012 defines the following national policy vectors in the field of internationalisation:

- Sending teachers and researchers from Russian education providers to foreign education providers and also hosting the foreign teachers and researchers;
 - joint research, fundamental and applied research in the field of education, joint innovation activities;
 - participation in networking forms of the study programmes implementation;
 - participation in the activities of international organisations, in international education, research and scientific projects, congresses, symposia, conferences, and workshops, or in organizing the said types of events, as well as sharing study and research materials on a bilateral and multilateral basis.
- The monitoring of HEI performance includes targets related to internationalization.

8.1 Student Mobility

International cooperation is one of the priorities of the Ministry of Education and Science. Student mobility is also an issue of special importance, given that both national and international mobility is still weak, mostly due to financial reasons and to lack of foreign language competence of students and teachers. The Ministry of Education and Science lays special emphasis both on the "export" of education and on attracting foreign students to HEIs.

Thanks to international programmes such as Tempus and Erasmus Mundus the mobility figures have been improving and will further improve under the Erasmus+ Programme, namely under its *International credit mobility* strand, part of which is student credit mobility entitling students at all cycles of higher education to study from 3 to 12 months abroad This type of mobility is implemented on the basis of the inter-institutional agreements.

Under this learning mobility strand, focus areas are joint master degrees (JMD) that also include JMD student scholarships.

Mobility targets are defined as part of the education services export concept for credit mobility, and in terms of degree mobilities there are targets for the number of foreigners whose studies will be funded from the Russian Federation budget (quota for foreign citizens and stateless persons to get education in the Russian Federation set by the RF Government).

The Federal Programme for Development of Education for 2011 – 2015 set the following targets for international student mobility: the share of students with built-in mobility periods abroad in the overall student cohort was to increase from 3% to 30% by end of 2015. However, there are yet no data about the results.

Students' academic mobilities are supported by the development of joint programmes with EU universities. Yet, the overall number of joint programmes is still very low – around 246, implemented at 78 universities (only 2% of the delivered programmes). They comprise of 20% of Bachelor programmes,

65% of Master Programmes, 9% of traditional one-cycle programmes and 6% of Doctoral programmes. Joint degree programmes comprise 45% in economics and management, 36% in engineering and ecology, 14% in humanities and 5% in natural sciences.

Leaders in international cooperation, to mention just a few, include Moscow State University, St. Petersburg State University, Tomsk Polytechnic University, Moscow State Technical Bauman University, Far-Eastern State university, Russian university named after Immanuel Kant, Nizhny Novgorod State University.

Main obstacles to student mobility are lack of funding, recognition issues, foreign language skills, and lack of motivation. To help address the above issues organisational and financial support measures at the government level has been envisaged to promote academic mobility; also a set of measures at the HEI level have been introduced aimed at raising awareness, streamlining organizational efforts. These include setting up double-degree programmes, attraction of sponsors, enhanced information support, language courses including distance-learning courses; development of a system of education exhibitions, information centres, HEI websites, and other forms of information support for academic mobility; and improvement of the regulatory framework for academic mobility at the HEI level. Information about all mobility schemes can be found on <http://www.russianenic.ru/> - the site of the National Information Centre for Academic Recognition and Mobility.

In 2014 the programme “Global Education” was approved by the Russian Government. The Programme provides funding for training Russian citizens, who independently opted to study at leading foreign universities. Participants of the Programme receive a grant of 2,763,600 rubles a year. The programme addresses the three cycles in five priority areas as: science, education, engineering, medicine and management in the social sphere. After graduation from the foreign university of their choice the participants of the Programme are to work for 5 years in Russia.

8.2 Academic Staff Mobility

Within the Erasmus+ Programme’s international credit mobility strand, staff mobility is envisaged for 5 days to 12 months.

Under the 2011 – 2015 Federal Target Programme for Education Development, the share of teachers at HEIs involved in inter-university cooperation and in research at other institutions in the total number of HEI teaching staff was to change from the baseline value of 5% (as per 2010 year-end) to the target value of 52% (2015 year-end). However, there are yet no data about the results.

Obstacles for staff mobility relate to obtaining visas, language skills, funding, difficulties relating to finding staff who could cover for the mobile teacher, as well as legal issues

Measures/ programmes implemented to tackle and remove the obstacles to staff mobility comprise:

- development of information and organisation support for academic mobility of teachers and other staff;
- development of model regulations and other normative documents regulating academic mobility at the HEI level;
- creation of regulatory and methodological support for academic mobility at the HEI level (Regulations on Academic Mobility of HEI Staff, etc.) to optimise the academic mobility process;
- financial incentives (for example, some HEIs offer monetary benefits for publications in journals which are included in international data bases such as Web of Science, Scopus, etc.);
- foreign language courses for academic staff.

In the recent years the number of foreign teachers coming to Russian universities has increased: 52.6% of universities invited about 10 teachers, 33.3 % of HEIs invited from 10 to 30 lecturers while 2.9% of them invited over 80 teachers within 2 years to deliver complete courses.

8.3 Other Dimensions of Internationalisation in Higher Education

8.3.1 European, Global and Intercultural Dimension in Curriculum Development

The Russian Federation promotes cooperation between Russian and foreign education institutions, international academic mobility of students, teaching professionals, scholars and other workers in the system of education, promotes attracting foreigners to study in Russian HEIs, mutual recognition of education and/or qualifications. Compliant with international treaties, the Russian Federation participates in the activities of various international organisations in the field of higher education. In the field of education, federal executive authorities and regional governments of the RF regions interact with international organisations, foreign governments and foreign NGOs.

Para 1, Article 105 of Federal Law “On Education in the Russian Federation” defines such goals of international cooperation in the field of higher education:

1. expansion of access to education for citizens of the Russian Federation, foreign nationals and stateless persons;
2. coordination of interaction between the Russian Federation and foreign states and international organisations in the development of education;
3. improvement of international and national education development mechanisms.

Under the Presidential Decree of May 2012, № 599 «On measures of state policy in the field of education and science” it is envisaged to ensure that 5 RF universities would enter the 100 top world universities.

In 2013 the Programme 5 in top 100 was adopted. Under the Programme 21 universities were selected through a competition. Each has developed a “road map” to improve competitiveness. The road map includes:

- the formation of a reserve of management staff at the university by means of attracting specialist to the managerial positions with a prior experience at established foreign and Russian universities and scientific organization;
- attracting young researches and teachers who have prior experience in performing research and doing teaching at leading Russian and foreign universities and research organizations;
- implementation of programmes with in-built international and domestic academic mobility of academic staff (internships, training and retraining periods and programs);
- improving the third cycle programmes;
- support for students, trainees, young researches and teachers;
- implementation of joint curricula with leading Russian and foreign universities and research organizations;
- attracting foreign students to study at Russian universities;
- conducting fundamental and applied research in collaboration with local and international research organizations.

The role of coordination of the internationalisation processes is carried out by the International Department of the RF Ministry of Education and Science. In addition to it, the National Information Centre for Academic Recognition and Mobility is dealing with academic recognition.

The MoE coordinates drafting intergovernmental and interdepartmental agreements in the field of education, science, technologies and innovations, as well as intergovernmental agreements on the

recognition of documents on education and/or qualifications and degrees awarded by foreign states. It assures fulfilment of assignments from the President of the Russian Federation and Government of the Russian Federation relating to developing interaction in a particular field, on a multilateral and bilateral basis, with foreign countries and close neighbours, international and regional organisations, CIS-member states, member states of the Eurasian Economic Community (EurAsEC), also with the Eurasia Economic Commission, Shanghai Cooperation Organisation (hereinafter - SCO), etc.. It also coordinates development of proposals and concepts relating to the export of RF educations services.

The overall internationalization efforts have resulted in the development of respective strategies at HEIs. From 51 to 75% of universities adopted an internationalisation strategy. Practically all universities are engaged in internationalisation actions without adopting a formal strategy

In the context of internationalisation, joint programmes are becoming increasingly widespread. In 2013 (latest data available) such programmes were implemented in the following subject areas (percentage to the total number of implemented programme at universities):

	Subject area	The weight of subject area
1.	Philology, linguistics	13
2.	Management	11
3.	ICT	9
4.	Economics	8
5.	Engineering	7
6.	Tourism, hospitality, recreation, service sector	7
7.	Ecology and environmental engineering, technospheric security	5
8.	Chemistry, chemical technologies	5
9.	Pedagogy, psychology	5
10.	Law	4
11.	Physics	4
12.	Architecture, built environments	4
13.	Electric engineering	3
14.	International relations, oriental and African studies	2
15.	Geophysics and oil basin exploration, geodesy and distance probing	2
16.	Forestry	2
17.	Oil and gas	2
18.	Design	2
19.	Other (mathematics, social work, PR, history, culture and arts)	5
	Total	100

However the joint programmes are not many. According to the recent research of joint programmes completed on the initiative of the EU Delegation in Russia, the overall number of full-fledged joint programmes (with a common curricula structure, learning outcomes, in-built mobilities, and quality assurance systems) is only 1% (186). These 186 programmes are implemented in cooperation between 79 Russian universities and 156 EU universities and in the framework of multipartite consortia (49%); bilateral agreements (89%) and ERASMUS Programme (22%).

The most popular subject areas for joint programmes are: social sciences, law and business (47%), engineering, industrial and construction occupations (23%), humanities and arts (10%), natural sciences (9%), service sector (6%).

Subpara “c”, para 1 of Decree N 599 by the President of the Russian Federation of May 7, 2012, “On Measures to Implement the National Policy in the Field of Education and Science” contemplates achievement of the following targets in the internationalization of education: by 2020, at least five Russian universities must be among the world’s one hundred leading universities in accordance with the global university rating.

Subpara “d”, para 1 of the same Decree envisage raising the share of Russian researchers’ publications in the total number of publications in the world’s leading journals in the WEB of Science data base to 2.44 per cent.

8.3.2 Partnerships and Networks

Partnerships and networks in higher education are expanding both across Europe and beyond it. In terms of European context, Russia has resumed participation in the BFUG, and its representatives are involved in a number of the BFUG working groups. Under the RF Ministry of Education a Bologna working group has been established to disseminate Bologna instruments and enhance integration in the EHEA.

Outside Europe Russia is involved in cooperation with universities of the BRICS countries (Brazil, Russia, India, China and South Africa). Under this partnership, the Centre for BRICS countries studies has been established in Yekaterinburg. Also a Forum “Cooperation of universities and research centres of the BRICS countries: education, research, innovations” was launched, as well as a BRICS network university.

Another network covers (Asia-Europe Meeting) ACEM countries and aims at fostering a global education area, enhanced networking, increased student flows from Europe to Asia, enhanced transparency in the sphere of recognition of the quality of education, and enhanced academic mobility.

Partnerships and networks with foreign universities are observed at the majority of RF universities. 77% cooperate with universities in the CIS and European countries, about 17% cooperate with US partners, and 17% with China.

Within the internationalization context, recognition of qualifications is an important issue. Experts prepare a substantiated conclusion about the compliance of a qualification received abroad with the Russian State Educational Standards and about possible ways of addressing the gaps of non-compliance. The National Information Centre on Academic Recognition and Mobility provides information about national systems of education and national qualifications, about the accreditation status of Russian and foreign HEIs, about the recognition procedures, possibilities for application and other recognition-related issues. The Centre provides information on recognition issues to all interested parties. It actively assists in the recognition of Russian education documents abroad and takes an active part in the European network of information centres ENIC network.

To promote academic mobility, the Russian Council for Academic Mobility (RCAM) has been set up as a voluntary association of HEIs and other Russian organisations working in the field of education and science.

Internationalization achievements are taken into account in the course of annual monitoring of universities instituted by the Ministry of Education and Science. About 85% of universities affiliated to the MoE train foreign students (in the past years the share of foreign students has comprised on the average 4% of the overall student cohorts). Overall about 93% universities have foreign students.

8.4 Bilateral Agreements and Worldwide Cooperation

8.4.1 Bilateral Agreements

Bilateral agreements with foreign universities are observed at practically all Russian universities; depending on the university they can vary from a couple to dozens. These agreements envisage student mobilities, teacher mobilities, joint summer schools, joint research as well as joint programmes implementation (see sections above).

8.4.2 Cooperation and Participation in Worldwide Programmes and Organisations

Russia takes part in the EU Erasmus+ Programme that has integrated former Tempus, Jean Monnet, Marie Skłodowska-Curie and Erasmus Mundus instruments. These programmes pursued a wide range of activities: mobility visits (credit and degree mobility), training, curriculum development, capacity building of institutional structures and management, reform of higher education policies, equipment purchase, research, etc.

The Tempus projects have contributed to the promotion of the lifelong learning models, modernisation of curricula for all 3 cycles based on learning outcomes/competences, spread of joint programmes, internationalisation of universities, enhanced cooperation with EU universities, improvement of quality assurance systems, gradual transition to student-centred teaching and learning, integration in the EAHE and implementation of Bologna process instruments, to mention just a few results.

9 On-going reforms and Policy developments

9.1 Overall national education strategy and key objectives

Overall higher education policy objectives are aimed at enhancing international competitiveness of Russia's universities and quality of education, at ensuring labour market relevance of delivered curricula and employability of graduates, at strengthening support to engineering education. It is also envisaged to ensure that 5 Russian universities be included in the 100 top world universities.

The State Programme "Development of Education" (approved by RF government on April 15, 2015 r. № 295) aims at ensuring a high quality of Russia's education in line with the needs of the population and goals of Russian society and economy. To this end specific objectives include creation of a flexible, accountable to the society system of continuing education that enhances human capital capable of addressing the current and prospective needs of social and economic development of Russia; development of an infrastructure, organizational and economic mechanisms ensuring equity of access to education services for children; modernization of school curricula; creation of an up-to-date system of education quality evaluation based on the principles of openness and transparency.

Stages of Programme implementation:

- Stage 1 – 2013-2015
- Stage 2 – 2016-2018

- Stage 3 – 2019-2020

The expected outcomes include: improved results demonstrated by Russian schoolchildren in such international competitions as Progress in International Reading Literacy Study (PIRLS), Trends in International Mathematics and Science Study (TIMSS), Programme for International Student Assessment (PISA); increased share of education expenses in the GDP from 5.4 to 6.5 %; enhanced qualifications of teachers and improved attractiveness of the teaching profession; enhanced efficiency of using the state budgetary funds under new financial mechanisms based on public/municipal assignments (tasks); reduced/eliminated gap between the demand and supply of skills for key areas of economic and industrial innovative development; increased number of RF universities in the first 500 top world universities; diversified opportunities for lifelong education; network of leading universities, etc.

The RF Government Programme “Development of Education for 2013-2020” approved by Resolution of the RF Government of 15 April 2014 No. 295 identifies among key development targets creating conditions for every RF individual to get high quality professional and vocational education and training (including higher education).

Other documents relating to the education reform strategy comprise:

- Order N 1367 of the RF Ministry of Education and Science of December 19, 2013 “On Approval of the Procedure for Organising and Performing Higher Education Programme Activities under Bachelor, Specialist and Master Programmes” that carries provisions about changing the duration of the programme based on the recognition of prior learning outcomes which is a contribution to lifelong learning enhancement.
- May 2012 Presidential Decrees “On measures for the implementation of the state social policy” and “On measures to implement the state policy in the field of education and science”.
- The Strategy for Innovative Development of the Russian Federation for the Period up to 2020 (Directive of the Government of the Russian Federation # 2227-p of December 8, 2011);
- the Federal State Target Programme of Education Development for 2016-2020 (approved by RF government on May 23, 2015, № 497). The Programme’s objectives include implementation of structural and technological innovations in Vocational Education and Training (VET) and HE, development of up-to-date content and methodology of teaching and learning, establishment of an infrastructure for training and up skilling work force for the economy and of a up-to-date system of QA in VET and HE.

Under the Programme it is envisaged to provide subsidies from the federal budget to RF regions to enhance quality and competitiveness of education, dissemination of the new models of accessible learning environment, structural, content and technological innovations¹⁰.

In implementation of the above, under the aegis of the National Council for Qualifications Development, basic principles have been developed and approved on the independent accreditation of HE curricula (January 2015). In the same month Methodological Recommendations for the Updating of HE Standards in Line with Occupational Standards were adopted.

Also the legal framework has improved (e.g. new competence-based education standards have been adopted and are currently updated); practical orientation of programmes and the development of networks have enhanced based on systemic university-enterprise cooperation and of the internationalization processes in higher education. A new qualification of the applied bachelor has been

¹⁰ <http://www.rosbalt.ru/main/2015/01/08/1355241.htm>]

introduced. Due to the above, further integration in the European Higher Education Area, including the use of Bologna instruments (ESG, ECTS Guide, among others) has been achieved.

These factors will be conducive to fostering joint curricula with foreign universities and to meeting the needs of diversified target groups by using up-to-date technologies, such as MOOC and Open Educational Resources, among others.

9.2 Overview of the education reform process and drivers

The key drivers of reform process are universities and labour market actors as well as the MoE that accumulates the incoming signals and turns them into regulatory documents. Since 2013 a mighty actor in the reform process is the National Council for Qualifications Development that has served as a bridge between the world of work and education.

Considerable contribution to the reform process is made by international projects and initiatives (see above).

9.3 National reforms in Higher Education

9.3.1 2015

Updates of HE curricula and education standards based on Occupational standards OS (on-going). e.g. Order of MoE of October 2015, № 1080 “On changes in the lists of occupations and subject areas of higher education” approved in 2013.

9.3.2 2014

Adoption of the Federal State Target Programme of Education Development and of the Government Program of Education Development.

9.3.3 2013

Start of the development of occupational standards; adoption of a new generation of HE standards (the so-called 3+ standards).

10 Legislation

1. Federal Law # 273-FZ of December 29, 2012, *On Education in the Russian Federation*;
2. Decree of the President of the Russian Federation # 597 of May 7, 2012, *On Measures to Implement the National Social Policy*;
3. Decree of the President of the Russian Federation # 599 of May 7, 2012, *On Measures to Implement the National Social Policy in Education and Science*;
4. The Strategy for Innovation-based Development of the Russian Federation for the Period up to 2020 (Directive of the Government of the Russian Federation # 2227-p of December 8, 2011);
5. The Strategy for Workforce Training and Skills Development in the Russian Federation for the Period up to 2020.
6. The Federal State Target Programme of Education Development for 2016-2020 (approved by RF government on May 23, 2015, № 497).
7. The State Programme “Development of Education” (approved by RF government on April 15, 2015 r. № 295).
8. Federal portal ‘Russian Education’ www.edu.ru (Education Laws, by-laws and norm-setting materials).
9. Web-site of the RF Ministry of Education and Science www.mon.ru (education legislation and legal acts of the Ministry of Education and Science).

10. The Russian Federation National Report on the Implementation of the Bologna Process, 2015.
11. Russia in Figures. Moscow: Federal State Statistics Service, 2014.

List of Useful Websites:

- Higher education in Russia: <http://www.vovr.ru/>
- Higher education today: <http://www.hetoday.org/>
- Questions of Education: <http://vo.hse.ru/>
- Quality of Education: <http://www.platobraz.ru/>
- Ministry of Education and Science of RF <http://mon.gov.ru/>
- Federal Supervision Service in Education and Science (ROSOBRNADZOR) <http://www.obrnadzor.gov.ru/>

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Erasmus +
Rue Joseph II, 59 (J-59 04/33)
B-1000 Brussels
Belgium

Visit us:

Rue Joseph II, 59
B-1000 Brussels
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