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Institutional Evaluations of seven Universities in Bosnia and Herzegovina

Summary report prepared by
the European University Association

Institucionalne analize sedam univerziteta u Bosni i Hercegovini

Kratki izvještaj, opći prikaz pripremljen od strane
Evropske univerzitetske asocijacije



Report prepared under the joint project of the European Commission and the Council of Europe
"Modernising the Management and Governance Capacities of Universities in Bosnia and Herzegovina"

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Joint project of the European Commission and the Council of Europe
“Modernising the Management and Governance Capacities of Universities in Bosnia-Herzegovina”

Zajednički projekat Evropske komisije i Vijeća Evrope
“Modernizacija rukovodnih i upravljačkih sposobnosti univerziteta Bosne i Hercegovine”

**EUA institutional evaluations of seven Universities of
Bosnia and Herzegovina
Cross cutting summary report**

**EUA institucionalne analize sedam univerziteta u
Bosni i Hercegovini
Kratki izvještaj, opći prikaz**

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*Joint project of the European Commission and the Council of Europe
“Modernising the Management and Governance Capacities of Universities in Bosnia-
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Cross cutting summary report



Preamble:

The publication of the report of the European University Associations' institutional evaluation of the Universities of Bosnia and Herzegovina is an important step forward in the process of Higher Education reform. The Council of Europe and European Commission realized the need to provide a diagnostic tool for the higher education reform process. In order to identify the challenges faced by the universities in meeting the requirements for inclusion in the European Higher Education Area by 2010 a decision was made to support the universities by facilitating a series of institutional reviews.

The Bologna Declaration provides the framework for the harmonization of the European Higher Education Area by 2010. A Higher Education system based on the commitments defined in the Bologna Declaration should facilitate the entry of educated professionals into the job market through condensed degrees, enhanced cross-border mobility of students and university professors and increased competitiveness of European higher education by ensuring quality standards. Most European universities, supported by their governments, have embarked on the reform process to provide students and staff with the necessary skills to enable them to move freely in the European Higher Education Area.

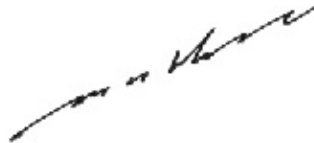
In Bosnia and Herzegovina, the ratification of the Lisbon Convention on recognition of qualifications and its entry into the Bologna process in 2003 are important landmarks in terms of its educational development. As a full partner to the Bologna process and following its agenda, BiH needs to provide proof of the introduction of quality assurance mechanisms in Higher Education by 2005. As the results of the external reviews have highlighted, high student drop out rates, overstretched study programmes, outdated curricula, low professor student ratios and the lack of transparency of data provided by universities are some of the pressing issues that need to be addressed.

We would like to pay tribute to the Rectors and the institutional review teams at the universities and the EUA expert teams for their joint efforts in seeking to critically examine the management and governance of the universities. The foundation for introducing change should be based on a combination of critical self reflection, self evaluation and external review. We are encouraged by the fact that all universities have proven that they are willing to embrace this approach.

We hope that the external review reports and this summary report will provide an essential tool over the coming years for government authorities, university leaders, staff and students in their efforts to reform higher education in Bosnia and Herzegovina to enable the country to be included in the European Higher Education Area by 2010.



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Director of Education
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Bosnia and Herzegovina

Prof. dr. Izudin Kapetanović, Rector, University of Tuzla:

ADDRESS ON THE FINAL REPORT OF

THE EUA INSTITUTIONAL EVALUATION OF UNIVERSITIES IN BIH

**Project: 'Modernisation of Governance and Management Capacities of Universities in BiH'
Final Workshop on External Evaluation, Sarajevo, 23.9.2004**

The project titled *'Modernisation of Governance and Management Capacities of Universities in BiH'*, implemented successfully by the Council of Europe and financed by the European Commission, has contributed to management improvements in all seven universities in Bosnia and Herzegovina. This project has truly strengthened the reforms already under way, stimulating university management structures to adopt reform-oriented thinking and more importantly action. Institutional evaluation of universities, as the central segment of this project, conducted by the European University Association, is the first institutional review of BiH universities ever made. It is indeed a huge step forward towards the establishment of quality assurance standards in compliance with European standards and within the framework of the Bologna Process. The self-evaluation exercises conducted by the universities themselves and preparation for the evaluation were a significant move on the way to establishing the culture of quality in higher education in Bosnia and Herzegovina.

The Final Evaluation Report provides excellent recommendations and will be a truly strong impetus for higher education reforms in BiH. This is particularly so in those chapters of the Report that refer to teaching, research and the Bologna Process. It should be distributed to all the teaching staff at universities, to students, competent authorities and the general public. However, the Report does contain shortcomings in some of its parts. This is, first of all, in reference to different evaluation methodologies applied by different evaluation teams, as well as lack of precision in reporting there are references to 'some universities' or 'most universities' etc.

It is a sociologic axiom that education is a mirror of the society and that bad society cannot engender good education and vice versa. That is why this Report is what it is. However, it does give us guidelines as to how to move from a standstill. Many open questions remain. Listed here are ten of them, which could be paramount for the future process:

1. How to find a matrix to bring these reports to comparable levels?
2. How to move forward, with what funds, with what kind of training for staff and within what legal framework?
3. What can we do today, without a law, without the assistance from state institutions and without funds?
4. How to increase effectiveness of studies in the present circumstances?
5. How to bring universities in Bosnia and Herzegovina closer to one another?
6. How to place students at the centre of events and show them that we, at the universities, are there for them, and not the other way around?
7. How to make universities in Bosnia and Herzegovina more international and more European?
8. How to revive research and how to give it a systemic approach?
9. How to make BiH universities more entrepreneurial, turned towards economy and applicable knowledge, as entrepreneurship is becoming one of the principal doctrines of our societal relationships in transition, and in their own reforms, this is the reform that universities cannot ignore?
10. What can each one of us do to improve our universities and give our youth a better education, for they deserve it, and so do we?

The answers to these questions, just like the process of developing a culture of quality at our universities, require coordinated long-term action, that each member of the academic community must take part in, and so does the entire society. It is clear that through this project we brought together the strength to start. Now, the action needs to expand. Reforming higher education in Bosnia and Herzegovina is not a simple task. And yet, that is the only path for us and that is something we must always bear in mind.

This is also the right opportunity to express gratitude to all the evaluation teams, to the European University Association, to the European Commission and the Council of Europe, without whose assistance this project would not have been as successful.

In Sarajevo, 23.9.2004



Prof. dr. Izudin Kapetanović,
Rector of the University of Tuzla

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EUA institutional evaluations of seven Universities of Bosnia and Herzegovina

Cross cutting summary report

1. Introduction

1. In autumn 2003, the European University Association (EUA) was invited by the seven universities in Bosnia-Herzegovina (BiH) to undertake an institutional evaluation of each university. This State-wide series of evaluations was planned as the first phase of a major project supported by the European Commission and the Council of Europe, entitled “Modernising the management and governance capacities of the universities in Bosnia-Herzegovina”. The purpose of the evaluations was, through a European peer review process, to assist each university in identifying progress already made in the reform of their governance and management structures and systems, to highlight the steps which still needed to be taken, and to contribute to the development of policies and strategies, in order to ensure that the BiH universities become fully integrated into the European Higher Education Area by 2010.
2. The seven institutional evaluations in BiH were undertaken during the academic year 2003-2004, according to the standard EUA methodology. EUA has been providing this service to its member universities since 1994, and approximately 120 universities from across Europe, as well as some from further afield, have used this service. The methodology is based firstly on a self-evaluation process undertaken by the university itself, followed by an external evaluation. This consists of two visits to the university by a team of peer reviewers, all experienced university leaders with training in quality and evaluation processes. The teams are chosen by EUA to suit the specific characteristics and needs of each participating university. The evaluation process follows detailed guidelines provided by EUA, both for the universities and the review teams.
3. Following their second visit, the external reviewers presented a report to each university, based on their examination of the university's own self-evaluation report

and of the situation on the ground, as identified by the reviewers during their visits and through their discussions with a wide variety of people across the university and its stakeholders. These reports are intended for wide circulation and discussion within the university and among its major stakeholders, in order to assist with the ongoing development of each institution. The evaluations are undertaken from a critical yet supportive perspective, encouraging the university to reflect on and learn from its experiences and from those of the review team, and to use these to help plan and implement the next stages in the university's development. The process is designed as a learning opportunity for all involved.

4. While the EUA reports cover a wide range of issues linked to university governance and management, including the organization of teaching, learning and research, they do not enter into details concerning individual disciplines or research fields. This is beyond the scope of the EUA institutional evaluation, and would require a different methodology. EUA encourages the university to put in place institution-wide quality assurance and evaluation procedures for all study programmes and research projects, including the use of external academic and professional expertise. These subject-based reviews, combined with reviews of other university activities and services, should contribute to an overall institutional quality culture. The external EUA institutional evaluation is designed to assist the university in the development of such a quality culture.
5. This cross-cutting summary report covers the main issues which have repeatedly appeared across the seven individual institutional evaluations. While not required under the terms of the European Commission / Council of Europe project, this report is offered by EUA as an independent external analysis of the main issues currently facing the governance and management of higher education in BiH. EUA has worked closely with the universities in their reconstruction and reform processes since before the end of the war, and hopes that this report, in conjunction with the individual institutional evaluations and the other elements of the European Commission / Council of Europe project, will help contribute to a coherent and far-reaching reform of higher education in BiH.

2. The self-evaluation process

6. Each university produced a self-evaluation report, which was translated into English and provided to each EUA team prior to its first visit. The reports followed the EUA guidelines and included an analysis of strengths and weaknesses, opportunities and threats. It is EUA's experience that those universities which undertake the most effective self-evaluations, with critical self-analysis and involving substantial numbers of people, covering the academic and administrative staff, students and external partners, are likely to obtain the greatest benefits from the whole review process. This experience coincides with that from other evaluation procedures. The need for effective self-evaluation is therefore stressed in the EUA guidelines and in initial contacts with each university.

7. A variety of strategies were followed by the BiH universities in undertaking the self-evaluations. Some universities established a small group of reform-hungry individuals to undertake the analysis and write a rather critical report of the prevailing situation. In other universities, the self-evaluation steering committee mirrored the core team from the Rectorate, enlarged by a few supportive senior figures. Another approach also taken was to ask each Faculty to undertake its own self-evaluation and then to analyse these from an institutional perspective and write an overall report. Whatever the methodology, the self-evaluation reports were in general of a reasonable to good quality, and included the necessary annexes with statistical and other details. Where necessary, the EUA teams requested further information which was supplied by the universities, although a number of universities had some difficulties in providing institution-wide data concerning budgets, staff, student and graduation figures.

8. The self-evaluation process showed that a certain development has taken place in BiH higher education over the last eight years. It was clear in most cases that considerable experience had been gained from the wide variety of projects and initiatives undertaken since the end of the war, e.g. the many Tempus projects in the fields of university management and curriculum development, the World Bank supported reform measures, the Council of Europe work in the field of legislation

and recognition, or the many inter-university development projects. The self - evaluation reports showed a reasonable level of sophistication in their analysis and presentation which would not have been possible even in 2000. However, despite these improvements, the fundamental issues facing higher education and universities in BiH remain the same and are largely unresolved. It is hoped that the added impetus created by joining the Bologna Process in 2003, and through the support of the current European Commission / Council of Europe project, including the EUA institutional evaluations, will result in sufficient academic and political support for the wide-ranging reforms necessary to ensure the transformation of higher education and universities in BiH.

9. However, a common feature found by EUA was that the self-evaluation reports produced for this exercise, in the case of most of the universities, bore little or no reference to the Institutional Development Plans (IDP) produced by each university in the framework of a World Bank project. Indeed, in the case of the University of Bihac, the EUA team was not informed of the existence of the IDP until during its second visit. This lack of coherence between evaluation procedures and strategic planning was found by EUA to be generalized, to a greater or lesser extent, across all seven universities. The link with the implementation of change appeared to be even weaker, with little application of the findings of analyses and evaluations, nor of the many provisions included in the IDPs.
10. Another weakness of the self-evaluation procedure across some of the BiH universities was that the self-evaluation reports, once written, were not widely distributed and discussed within the university. This was the case particularly with the Universities of Banja Luka and Sarajevo. This meant that staff and students within some of the universities were not fully aware of the context of the EUA evaluation or of the preparation undertaken by their own universities. It also meant that some of these groups were poorly prepared for meetings with the EUA teams.
11. A third generalized weakness of the self-evaluation procedure across a number of universities was the relatively poor involvement of students and student organizations. While efforts were made to include individual students in these procedures, formal involvement was lower than the EUA teams would have

expected, at least from their experience in other parts of Europe. Special efforts appear to have been made to include students in the process in the Universities of Mostar Dzemal Bijedic, Sarajevo and Tuzla. This was highly appreciated and an indication of the important role which students and their organizations can play in developing a quality culture within a university.

3. Conduct of the EUA visits

12. Each EUA team made a first (preliminary) visit to the university during the period January-March 2004, followed by a second (main) visit during the period April-July 2004. These visits were organized by the host university, but follow a standard EUA schedule which ensures that the evaluation team meets a wide variety of actors across the university, including students and administrative staff. Of special importance were meetings which also took place with the university's external partners and stakeholders. The EUA team received the detailed programme in advance of each visit and could make changes to this if needed.
13. The visits to the BiH universities were generally considered by the EUA teams to have been well organized and successful. The teams appreciated the open atmosphere and frank discussions which characterized the visits. A large number of meetings took place as planned within each university, and extra information or documents requested by the EUA teams were, where available, supplied rapidly. The EUA would like to express its thanks to the contact persons in each university who were largely responsible for the smooth operation of each visit.

4. External constraints in the current higher education environment in BiH

14. Higher education in BiH is highly constrained by the legal situation, which does not provide a suitable framework for addressing current or future challenges facing the universities. The University of Tuzla is the only exception to this, in that it benefits from a more modern and progressive Cantonal legislation providing greater respect for the autonomy of the university and allowing an integrated institution. In the other Cantons of the Federation, and also in the Republika Srpska, the various laws in force are variations of the old Yugoslav model, which as a model is incompatible with the goals of the Bologna process and has now been largely abandoned across the successor republics.

15. During the evaluation process, hopes had been high across most universities that the new higher education Framework Law, drafted with the support of the Council of Europe, would be passed by the State Assembly. This however did not happen - on 29 July 2004, the BiH House of Peoples turned down the Framework Law. Following the voting, the draft was sent back to the responsible Ministry to be amended as soon as possible. The result is that there is still no coherent legal framework for higher education across BiH and the existing incoherent legislation therefore remains in force at local levels. The EUA teams strongly hope that the political obstacles, particularly regarding the level of competence of Higher Education, will be agreed upon and that a new draft, still incorporating the Bologna Process principles for BiH as a whole, will be adopted as swiftly as possible.
16. The absence of a coherent legal framework also means the absence of coherent modern funding systems for the universities. Public funds are used almost entirely for salaries and the most basic of recurring costs, while public funding for research is virtually non-existent. The little money available for either education or research is generally used in most inefficient ways, given the disintegrated structures of the universities and poor teaching and learning policies.
17. The legacy of war can still be seen at those universities which suffered the most direct physical damage. All universities continue to suffer due to poor general infrastructure and the lack of up to date scientific equipment and libraries. The outcomes of war have greatly shaped the identity and profiles of the universities during the last ten years. Despite these many difficulties, recent improvements in infrastructure and general conditions are now very visible at all universities. The work towards campus-like settings at the universities of Sarajevo, Mostar Dzermal Bijedic and Banja Luka has and will be of further benefit in providing good environments for students and staff alike.

5. University missions, visions and profiles

18. The EUA teams found that, while each university has an official mission and vision, that there was an urgent need for these to be articulated more clearly and to have greater influence on both the long term strategy and the daily work of the institutions. Some universities, such as Srpsko Sarajevo, and Mostar Dzermal

Bijedic, included a strong commitment to the local community and social responsiveness in these official positions this was welcomed by the EUA teams. In the older universities however, the EUA teams considered that considerable work was necessary in order to move towards a new future, as expressed through the visions.

19. This clearer articulation of mission and vision should also lead to the development of a particular academic profile for each university. This is partly a question of recognizing the current starting points, and of then setting priorities and deciding what type of institution does each university want to be. Realistic choices are needed, for both the short term and medium term/long term periods. Given the current large numbers of students, the resources available to each university, and the wider social and economic situation, it appears to the EUA teams that the universities should concentrate their efforts on education. In parallel, a more realistic approach to research could be developed by fostering centres of excellence, in academic fields central to each university's profile, for the application and transfer of technology and up-to-date international scientific knowledge relevant to BiH social development. The necessary resources including financial and human resources are not currently available for more ambitious research operations, and in the opinion of the EUA teams will not become available in the near future either.

6. Teaching and learning

20. Teaching and learning are at the centre of what a university is and does, and because of the social and economic environment, even more crucially so in BiH. However, the EUA teams formed the unanimous opinion that these aspects of the universities' work across BiH were far from satisfactory. There are many reasons for this, most of which are fully understandable, but the reality is that without substantial improvement in these fields in the near future, the BiH universities will collectively have failed in their primary task.
21. At the same time, the EUA teams would like to praise the many examples of fine efforts which they witnessed in each of the universities where, despite all sorts of bad conditions, dedicated academics are endeavouring to do the best job they can with their students and colleagues. However, these examples are often isolated,

receive little support within the universities, and are due more to the dedication and hard work of individuals than to effective organization, management and leadership at both university and Faculty levels.

22. It is not easy to be a conscientious, hard working and ambitious student in BiH at the moment. The current structure of academic programmes and examinations makes it almost impossible to study correctly, pass examinations and graduate within the normal timeframe. Curricula are overloaded and based heavily, if not exclusively, on traditional *ex cathedra* teaching and rote learning. Academic courses tend to be too specialized and rigid, with many overlaps and incoherencies, thus denying students the flexibility needed to face the future. There are few examples of interdisciplinarity. Theoretical knowledge predominates over practical learning. Timetabling is poor, resulting in many hours lost for the students, without adequate library or other independent learning facilities. All these mean that there is a generalized and urgent need for a learning-oriented approach across all universities, where the student is at the centre of the process, rather than an accidental element on the periphery. The recently introduced interactive teaching methods at Mostar Dzemal Bijedic are a good example of how change in this field can begin.
23. Teaching activity across the BiH universities also appears, to the EUA teams, to be in a rather critical position. Despite a much more favourable staff-student ratio than in most other European countries, BiH university teachers feel overloaded with lectures while having little time for research. However, the reality is that, in at least one of the BiH universities, the minimum obligatory teaching load for full-time staff is three hours per week only, the overloading of teachers especially those above a certain seniority, coming from the fact that they teach simultaneously in other Faculties of the same university or at a different university, thereby drawing several salaries. Indeed, all universities rely extensively on these visiting professors, which is an expensive habit, all the more so as it results in a low research output.
24. The situation regarding the organization of teaching is therefore ridiculous: teachers are badly paid and have very few obligations to their primary employer, but these same employers are spending important amounts of money for teachers from another university or Faculty to come and teach. Apart from the bad economics of such a system, its pedagogic or academic sense is also questionable. One EUA team

made the comment that the system in place appeared more like a scheme for the support of teacher employment than to encourage student learning. The Gordian knot must be cut at some time, and the sooner the better. Staff should have far greater responsibilities at their home institution and be paid accordingly. Visiting professors should become the exception rather than the rule, and only in cases of clear necessity. To achieve this will probably require the complete integration of the universities under one legal structure, with all staff employed by the university rather than the respective Faculties. The recent positive steps taken by the University of Tuzla to reduce reliance on expensive visiting professors are relevant here as they are certainly supported by the university's integration into one single institution.

25. Curricula are at the core of the teaching and learning processes, and the basis by which knowledge is transmitted in an organized way. Universities therefore need to be confident that their curricula are up to date, relevant, adhered to, monitored and improved on a regular basis, and have quality assurance systems in place to ensure this is the case. Curricula across an academic programme need to be coherent and complementary, rather than overlapping and contradictory. Students should know why certain courses and curricula are important or relevant, what different modules will contain, and what they can expect to have achieved at the end of these courses. Learning outcomes and competences are the buzz-words in determining the content and organization of curricula, allowing for an explicit link between learning and wider professional, social and cultural realities. This link is of crucial importance for the rapid development of BiH but, given the evidence from the institutional evaluations, is very underdeveloped at present. The correct use of ECTS and the modular structure, as in certain Faculties of the Sveuciliste in Mostar, will help significantly in developing this coherent approach to curriculum planning and delivery, and should be encouraged across all BiH universities.
26. In a society such as BiH where the vast majority of knowledge is not produced locally, the effective and efficient transmission of this knowledge by the universities is vital. The statistics from all the universities unfortunately do not support this hypothesis; the rates of student drop-out and non-completion are simply too high, and the total number of graduates

each year simply too low to imagine that the universities are successful in fulfilling their responsibilities to the development of BiH and their local communities.

27. Assessment of student performance is necessary for the university to be satisfied that students have met the objectives and standards set for any particular academic course or programme. Examination is one tool for assessment, and oral exams tend to be the main system used for the monitoring of learning in BiH universities. Other forms of assessment, such as marking project or laboratory work, problem solving, writing essays, making presentations, etc, rarely figure. Moreover, it is difficult to ensure objective assessment when currently very few courses or programmes in BiH have any explicit objectives or standards against which a student's work can be judged. The introduction of ECTS, to which all the universities are committed through joining the Bologna Process, will require increased transparency in this process, and will enable universities to assess student progress not only through formal examinations but through a wide variety of other mechanisms, often of much greater pedagogic value.

28. Given that examinations are currently so central to BiH higher education, it is important that the examination systems in place assess students in a timely and relevant way, so that, if objectives and standards are met, the students can progress to the next stage in their studies or to the labour market. Unfortunately, in a majority of the universities, the EUA teams were not able to say that the examination system was either effective or efficient. They found that most examinations do not focus on students' progress in learning; that most exams are oral; that in most cases the student must confront the professor who taught the course, without independent observers and without any means of later verifying what was said or done; that a student can sit an exam five or more times a year for several years, making it easy for either party to delay until "next time"; that any appeal system which may exist is seriously flawed and therefore not used by the students; and that unverifiable allegations of abuse of power and corruption exist.

29. When linked to the overloaded and sometimes incoherent study programmes, it is clear that such an examinations system must also share responsibility for the excessively long study times and low completion rates which can be found at all BiH universities. If ECTS and the other elements of the Bologna Process are to be introduced, then those universities still using such outdated and pedagogically unsuitable exam procedures will need to abandon these completely and think seriously about the purpose of and mechanisms for assessing student learning. Regarding the most serious issues of the abuse of power and corruption, the proactive steps taken at the University of Tuzla to combat and remove these are worthy of note and praise.

7. Research

30. Research is a key and integral element of the University's mission. Through basic research it generates new knowledge of benefit to society, and through applied research it uses existing knowledge to find solutions to needs expressed by society. The need for both basic and applied research is clear in BiH today.
31. However, successful and useful research usually requires significant resources, firstly in terms of scientific and other staff, and secondly in terms of infrastructure, equipment, funding, etc. Given that, as already discussed, the public funding of research at the BiH universities is very low, and the current emphasis is, *de facto*, on teaching activity, a number of EUA teams recommended that the universities should concentrate on applied research in a limited number of strategic fields of most relevance to the university's partners.
32. Another additional element of importance in developing research activity at universities is that of research strategy and management. All the EUA teams came to the same conclusions in this regard: that there are no effective university-wide research strategies in place at the moment, that the current fragmented university structures work against any coherent approach to research management, and that the current capacity is limited to individual activities rather than developing critical mass in a number of defined strategic fields. Only the University of Tuzla seems so far to have been able to create a university-wide research fund, based on overhead contributions, for encouraging individual researchers. But even here, there is no strategy or prioritization of research fields in place.

33. These findings are echoed in the low numbers of Masters students at each university, and the even lower numbers of PhD students. Given the size of many of the BiH universities, the output figures for graduates at these levels are far too low, even to ensure continuity in academic staff numbers for the years to come, let alone to provide highly qualified scientists for the BiH economy. Crude calculations by the EUA teams based on figures provided by the universities showed that the average total cost of educating a student to post-graduate degree level from a BiH university came close to the fees asked for similar post-graduate degree programmes from the most expensive and highly reputed European or US universities.
34. In terms of broadening the universities' scientific and academic base and reversing the terrible brain-drain of the last decade, only the University of Tuzla appears to have put in place a concrete strategy for its post-graduate students to obtain research experience abroad as part of their PhD studies, and to return to academic positions in Tuzla.
35. An important issue for the future of research in BiH is the status of the Institutes of Research, which are currently independent of the universities. Where this issue was raised during the visits, the EUA teams strongly recommended that these institutes be brought back into the structure of the university, in order to encourage scientific, personnel and funding coherence.

8. Bologna Process

36. BiH formally joined the Bologna Process in September 2003, and had been working towards this objective for some time previously. The BiH universities should now implement a range of fundamental structural reforms in the same way as the universities across all the other participating countries. The EUA teams encouraged the BiH universities to see these Bologna reforms as opportunities for modernization and internationalization in a compatible and convergent manner.

37. However, the rapid reform of all BiH universities to the Bologna model has been set back by the rejection of the proposed Framework Law. This draft, which contained clear and simple provisions for implementing the Bologna reforms, may be reintroduced to the BiH Assembly in some modified format. The EUA teams encourage the universities to ensure that whatever law is introduced contains the same clear and simple provisions for Bologna, and that these are introduced and implemented rapidly across both Entities and other administrative units.
38. At university level, the EUA teams found that there was little Bologna coordination so far. Although this is also due to the fragmented structures still in place, recommendations were made to some universities to establish an institution-wide Bologna committee to prepare for coordinated implementation. In general, the EUA teams found that levels of awareness of Bologna issues across the universities were not high, and that much more structured information was needed. This is one area where, working together through HECB, the universities could possibly act collectively.
39. Some specific elements of the Bologna reforms, such as ECTS, have already been discussed. As with ECTS, other such elements including the Diploma Supplement will also need central coordination, maybe facilitated by HECB.
40. The major Bologna reforms however will be the introduction of the Bachelor-Master two-cycle structure, and the introduction of quality assurance mechanisms at all levels of higher education. The universities urgently need to start work on these issues, both individually and collectively, without waiting for the relevant legislation to be in place. Few preparations seem as yet to have been made, but considerable time will be needed as these entail not just the restructuring of all existing study programmes and degrees, but also rethinking of these along the lines discussed already in the context of ECTS.

9. Quality Assurance

41. As noted, quality assurance is not only a central element of the Bologna Process, but in fact is key to the whole academic work and existence of the University. A

university must be able to demonstrate that it knows what it is doing, how it is doing this, that it knows that it works and that it can adapt to make things better. The EUA evaluation process is built around these central questions.

42. At the BiH universities, the EUA teams found that universities were formally able to state what they were doing, thanks to their recently created mission statements. Through their draft institutional development plans, they were also able to make some statements about how they were achieving this. However, as mentioned already, some universities had not made the link between the IDP, strategic management and the quality assurance and evaluation procedures.
43. In terms of assessing feasibility and implementation of strategies, the EUA teams found that the universities under review did not have effective monitoring systems in place. No body at the university was charged with this important responsibility, there were few or no student feedback mechanisms, and that even where some monitoring was in place, this was largely routine work with no consequences and therefore no real scrutiny.
44. Some of the essential tools for quality assurance are also lacking. The difficulty of obtaining university-wide data has already been mentioned. The lack of an effective management information system in a majority of the universities means data gathering and analysis is time consuming and haphazard. An integrated university will also need these tools to manage - centralized student registration and records, for instance.
45. Some international experience has already been gathered by the BiH universities in quality assurance issues, eg through Tempus projects or the EUA quality culture project. However, as yet few academic programmes or departments in BiH have undergone any form of external review. The EUA teams at two universities strongly encouraged these universities to broaden their experiences by using a variety of external review procedures at whatever level possible. This would also help the universities develop their own comparative tools internally, and lead to a broad understanding of quality issues among a wider group of people, as well as putting in place international partnerships for continued work in this field.

46. The scope for cooperation between the BiH universities in this field is considerable. Indeed, a central element of the draft Framework Law would have gone in this direction. It is to be hoped that any future version of this law will retain such elements. Common guidelines and training opportunities may be areas where joint activities could start even in advance of any new legislation.

10. University integration

47. The EUA teams strongly support the proposals to integrate each university in BiH under one single legal entity. This would follow the successful models in place in almost all other countries of Europe. The exceptions to this rule are Serbia and Macedonia, where universities continue to exist as loose conglomerates of highly independent Faculties and other units. While integration would not immediately solve some of the major problems facing the BiH universities, it would allow for these to be addressed in a realistic way over a few years. The example of what has already been achieved by the University of Tuzla since 1999 is interesting.
48. Any fears have been voiced concerning the issue of integration, and many of these fears are legitimate. If a reform process towards a more integrated structure is to succeed, it is vital that each of them must be addressed and that a solution that satisfies the vast majority of actors is found. From a European perspective - based upon the experience of integrated universities across the continent - there is no reason to suppose that an integrated structure implies any of the disadvantages that are feared. However, if reforms are undertaken without adequate negotiation, and without explaining how concerns will be addressed, the fears are indeed legitimate.
49. From the perspective of Deans, who in the current structure have ultimate responsibility over matters at their Faculty, it will be important to demonstrate that an integrated university model will bring many advantages. It will also be necessary to reassure them that decisions which concern the internal management of the Faculty will continue to be taken at Faculty level. In other words a model will need to be found whereby responsibility that now rests with faculties will be shared with the university in the common interest, eg in fields such as central administration,

international relations, quality assurance, student policies, language training, buildings and maintenance, staff development, etc. There should be no question of power being removed from Faculties and given to the central level; rather responsibility should be assumed at the most appropriate level of management, using the principle of subsidiarity.

11. Human Resources

50. BiH has suffered large scale emigration, both during and since the war. This emigration has included a high proportion of educated young people, including students, graduates and academic staff. Although at the moment there would still appear to be plenty of students who wish to study and overall BiH student numbers have expanded very rapidly over the last five years figures provided to the EUA teams indicated serious underlying demographic decline across the country. This trend needs to be seen in conjunction with the current age structure of academic staff at the universities. A large proportion of staff are already approaching, if not already beyond, the official retirement age, and young staff have not been recruited to replace them. This situation appears to be better in Tuzla and Mostar Dzemal Bijedic, where deliberate attempts have been made to appoint such younger staff.
51. New staff, but also existing staff, need support and encouragement in their work, especially when expected to introduce new teaching and assessment methods, work with more diverse groups of students, increase their research outputs, etc. Such issues of human resource management and development will become increasingly important in BiH universities in the years to come. Universities will need to put in place systems for upgrading the skills of academic staff and to help them respond to new challenges and demands. This is a central element in maintaining quality at a university, and one which has been neglected for too long at present.

12. Students and governance

52. Student input to the governance of universities in BiH is currently very weak. This is partly due to the fragmented nature of their presence at the university, mirroring current structures, eg students enroll at Faculties not at the University. Another

reason is the generally weak position of students at all levels of the university, as already discussed. However, if the universities in BiH are to become student-centred institutions, with a focus on teaching and learning, it will be important for students to become more active institutional stakeholders.

53. Students invest an essential part of their life into academic education. This best part of their youth needs fair handling by the institution to which they entrust their personal and social development. From that point of view, the University can organise activities in function of student potential achievements. Students should not only be consulted on the process of their learning but also on their ambitions for the community they will inherit, a society that is being shaped in good part by the university to which they belong.
54. For the moment, universities do not fully recognise the vital role that students play as partners in the academic community, and indeed as the most important collective group that is to be entrusted with the future of the country. Neither are there sufficient measures in place to protect student interests. Instead, in the worst cases, students may be perceived as an additional income source to be exploited by underpaid professors leading to various forms of malpractice being tolerated. For any department, faculty or institution to adopt such an approach is terribly short-sighted and dangerous for the long term integration of BiH in the community of European nations.
55. Recent moves taken to address this situation include the formal strengthening by the University of Tuzla of the student presence in its Senate. Good examples of student participation in formal bodies across the university also exist in Mostar at both the Sveuciliste and Djemal Bijedic; the EUA teams recommended that student participation in these bodies be increased. The development of a Student Charter, as recommended to the Universities of Sarajevo and Srpsko Sarajevo, could also be an interesting mechanism to increase awareness of the rights and obligations of students at the university. Such a document would reinforce both internal transparency and external visibility and could constitute a clear element of the profile of the university.

13. Stakeholders, society and governance

56. The EUA teams met selected groups of external stakeholders at all of the BiH universities. It is clear from the perspective of these persons that the BiH universities play vital roles; the expectations of stakeholders are indeed high. There are enormous educational needs across BiH society, but these are very poorly articulated at present. There is also great need across BiH for technology transfer, applied research, consultancy and other advisory services. The universities are one of the few institutions able to respond to these varied needs, and with the social obligation to do so. The universities can also benefit through a number of ways, not least through financial possibilities and by obtaining employment or placement opportunities for their students. However, current structures and systems make it difficult to make such mutual beneficial arrangements in a coherent or organized way.
57. There are currently few mechanisms for structured exchange and dialogue between the universities and their stakeholders, although there are many possible opportunities to improve this, for the benefit of everybody concerned. The universities certainly need to become better at communicating their current or potential contributions and input to societal questions. They also need to become better listeners and more engaged at local and regional levels.
58. One practical recommendation made by two of the EUA teams was that, in order to improve the formal dialogue between the university and its societal partners, key stakeholders could be represented on the steering boards of the universities, as is found in a number of other European countries.

14. Concluding remarks

59. This summary report is based on a cross-cutting analysis of the findings of the EUA teams in all seven BiH universities. It has focused more on the challenges facing the universities for the years to come than on their successes in the years past. It has focused particularly on issues which are covered under the broad headings of governance and management, and where the leaders of the university at central,

faculty and departmental levels - have a strong obligation to take clear steps in developing collective institutional solutions to these challenges.

60. This work within the universities, much of which has already started and was warmly encouraged by the EUA teams, also needs strong support from the public authorities. The structure of BiH means that the universities are subject to very local political forces and demands not all of which coincide with the universities' own needs and strategies and the long term interests of students. The closeness of the local relationships may mean in some cases that these institutional differences are not respected, to the long term damage of both the university and the local and regional community.
61. The EUA teams would like to thank once again the Rectors of the BiH universities for inviting us to undertake these institutional evaluations, the European Commission and the Council of Europe for their support in this, and the entire staff and students of the seven universities who made us feel so welcome in their academic communities. We have found this to be a challenging but fascinating experience, and we hope that our work, both individually and collectively, will be of use to you for the years to come.

Council of Europe
European Commission



Conseil de l'Europe
Commission européenne

*Zajednički projekat Evropske komisije i Vijeća Evrope
“Modernizacija rukovodnih i upravljačkih sposobnosti univerziteta Bosne i
Hercegovine”*

**EUA institucionalne analize sedam univerziteta u
Bosni i Hercegovini
Kratki izvještaj, opći prikaz**



Ovaj dokument je izrađen uz finacijsku pomoć Evropske unije. Stavovi izneseni u njemu ne mogu se ni na koji način smatrati odrazom zvaničnog mišljenja Evropske unije.



Preambula:

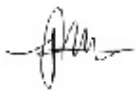
Objavljivanje izvještaja institucionalne ocjene univerziteta u Bosni i Hercegovini, koju je obavila Evropska asocijacija univerziteta, značajan je korak naprijed u procesu reforme visokog obrazovanja. Vijeće Evrope i Evropska komisija uvidjeli su potrebu da se procesu reforme visokog obrazovanja da jedno dijagnostičko sredstvo. Da bi se identificirali izazovi sa kojima se univerziteti suočavaju pri ispunjavanju uslova za ulazak u Evropski prostor visokog obrazovanja do 2010. godine, donesena je odluka da im se da podrška u obliku serije institucionalnih analiza.

Bolonjski proces daje okvir za usklađivanje Evropskog prostora visokog obrazovanja do 2010. godine. Visokoškolski sistem zasnovan na obavezama definiranim u Bolonjskoj deklaraciji trebao bi školovanim profesionalcima omogućiti ulazak na tržište rada kroz objedinjene stepene, bolju mobilnost i studenata i univerzitetskih profesora preko međunarodnih granica, i veću konkurentnost evropskog visokog obrazovanja putem osiguranja standarda kvaliteta. Većina evropskih univerziteta su, uz podršku svojih vlada, krenuli u proces reforme, da bi studentima i osoblju omogućili sticanje vještina koje su im potrebne da bi se mogli slobodno kretati kroz Evropski prostor visokog obrazovanja.

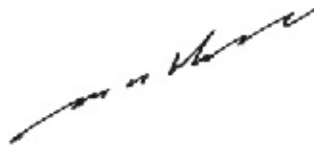
U Bosni i Hercegovini, ratifikacija Lisabonske konvencije o priznanju kvalifikacija i njen ulazak u Bolonjski proces 2003. godine, predstavljaju značajne prekretnice u pogledu razvoja obrazovanja. Kao punopravni partner u Bolonjskom procesu i u skladu sa onim što proces podrazumijeva, BiH mora pružiti dokaz o uvođenju mehanizama u visoko obrazovanje do 2005. godine. Kako naznačavaju vanjske analize, visok procenat odustajanja od studija, predugi studijski programi, zastarjeli nastavni planovi i programi, nizak omjer profesor student i nedostatak transparentnosti podataka koje daju univerziteti, samo su neka od hitnih pitanja koja se moraju hitno tretirati.

Posebno želimo odati priznanje rektorima i timovima za institucionalnu analizu na samim univerzitetima, kao i stručnim timovima EUA, za njihov zajednički trud uložen u kritički pregled upravljanja i rukovođenja na univerzitetima. Osnov za uvođenje promjena trebao bi biti u kombinaciji kritičke samoanalize, samoocjenjivanja i vanjskog ocjenjivanja. Ohrabruje nas činjenica da su svi univerziteti dokazali da su spremni prihvatiti ovakav pristup.

Nadamo se da će izvještaji o vanjskoj analizi i ovaj kratki pregled u godinama pred nama, vlastima, rukovodstvima univerziteta, osoblju i studentima poslužiti kao jedno od osnovnih sredstava u naporima da reformiraju visoko obrazovanje u Bosni i Hercegovini, da bi omogućili zemlji da do 2010. godine bude uključena u Evropski prostor visokog obrazovanja.



Gabriele Mazza
*Direktor Odjela za obrazovanje
Vijeća Evrope*



Ambassador Michael Humphreys
*Šef delegacije Evropske komisije
u Bosni i Hercegovini*

Prof. dr. Izudin Kapetanović, rektor Univerziteta u Tuzli:

**IZLAGANJE O ZAVRŠNOM IZVJEŠTAJU
EUA INSTITUCIONALNE EVALUACIJE UNIVERZITETA O BIH**

**Projekt «Modernizacija rukovodnih i upravljačkih sposobnosti univerziteta u BiH»
Završna radionica o institucionalnoj evaluaciji EUA, Sarajevo, 23.9.2004. godine**

Projekt «*Modernizacija rukovodnih i upravljačkih sposobnosti u Bosni i Hercegovini*» koji vrlo uspješno implementira Vijeće Evrope, a finansira Evropska komisija, doprinio je poboljšanju menadžmenata svih sedam univerziteta u Bosni i Hercegovini. Ovaj projekt je uistinu osnažio započete reforme, stimulirajući univerzitetske menadžmente na reformsko promišljanje, i što je još važnije na akciju. Institucionalna evaluacija univerziteta kao središnji dio ovoga projekta, obavljena od strane Evropske asocijacije univerziteta, prvi je institucionalni pregled bosanskohercegovačkih univerziteta ikada učinjen. On predstavlja snažan iskorak prema uspostavi standarda osiguranja kvaliteta po evropskim standardima uokvirenim u bolonjski proces. Postupci samoevaluacije koje su obavili svi univerziteti, te pripreme za evaluaciju značajni su koraci na uspostavi kulture kvaliteta u visokom obrazovanju u Bosni i Hercegovini.

Završni Izvještaj o evaluaciji daje odlične preporuke i on će uistinu biti snažan impuls reformama visokog obrazovanja u Bosni i Hercegovini. Ovo se posebno odnosi na poglavlja Izvještaja koja govore o nastavi, o istraživanjima i o bolonjskom procesu. Njih treba distribuirati svakome nastavniku na svim univerzitetima, studentima, nadležnim institucijama i javnosti. No, u nekim je dijelovima Izvještaj manjkav. To se, prije svega, odnosi na različite metodologije evaluacije koje su primjenili evaluacijski timovi na univerzitetima, zatim na nepreciznosti u izvještaju vrlo često se tretiraju «neki univerziteti» ili «većina univerziteta» i sl..

Sociološki je aksiom da je obrazovanje slika društva i da iz lošeg društva ne može proizići dobro obrazovanje i obrnuto. Zbog toga i ovaj izvještaj izgleda ovako. No, on nam stvarno daje smjernice kako pokrenuti stvari s mrtve tačke. Ostala su otvorena brojna pitanja. Ovdje se apostrofira njih 10 koja mogu biti ključna za daljnji proces:

1. Kako pronaći matricu da se ovi izvještaji dovedu na usporedive nivoe?
2. Kako naprijed, s kojim sredstvima, s kojom obukom osoblja i u kojim zakonskim okvirima?
3. Šta možemo uraditi danas, bez zakona, bez pomoći državnih institucija i sredstava?
4. Kako u ovakvim uvjetima povećati efikasnost studija?
5. Kako nas univerzitete u Bosni i Hercegovini približiti jedne drugima?
6. Kako studente staviti u centar zbivanja i pokazati mu da smo mi na univerzitetima zbog njih, a ne obrnuto?
7. Kako povećati internacionalizaciju i europeizaciju univerziteta u BiH?
8. Kako pokrenuti istraživanja s mrtve tačke i kako im dati sistemski pristup?
9. Kako postići da univerziteti u Bosni i Hercegovini postanu poduzetnički, da postanu okrenuti prema privredi i primjenjivim znanjima, budući da poduzetništvo postaje jedna od osnovnih doktrina našeg društvenog odnosa i tranzicije, a univerziteti u svojim reformama ne mogu zanemariti tu reformu?
10. Šta svako od nas da učini da unaprijedimo univerzitete i mladima pružimo bolje obrazovanje, jer to zaslužuju i oni i mi?

Odgovori na ova pitanja, baš kao i proces izgradnje kulture kvaliteta na našim univerzitetima, traže koordiniranu dugotrajnu akciju u kojoj mora uzeti učešće svaki sudionik akademske zajednice, ali i društvo u cjelini. Izvjesno je da smo kroz ovaj projekt uspjeli okupiti snage za početak. Sada djelovanja treba širiti. Reformirati visoko obrazovanje u Bosni i Hercegovini uopće neće biti jednostavno. No, to nam je jedini put i to uvijek trebamo imati na umu.

Ovo je zasigurno mjesto i prilika da se iskažu zahvale svim evaluacijskim timovima, Evropskoj asocijaciji univerziteta, Evropskoj komisiji i Vijeću Evrope, bez čije pomoći ovaj projekt ne bi bio ovako uspješno proveden.

U Sarajevu, 23.9.2004. godine



Prof. dr. Izudin Kapetanović,
Rektor Univerziteta u Tuzli

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EUA institucionalne ocjene sedam univerziteta u Bosni i Hercegovini

Kratki izvještaj, opći prikaz

1. Uvod

1. U jesen 2003. godine, sedam univerziteta u Bosni i Hercegovini (BiH) pozvali su Evropsku asocijaciju univerziteta (European University Association - EUA) da obavi institucionalnu ocjenu svakog univerziteta. Ova serija ocjena u cijeloj zemlji planirana je kao prva faza većeg projekta koji podržavaju Evropska komisija i Vijeće Evrope pod nazivom "Modernizacija rukovodnih i upravljačkih sposobnosti univerziteta u BiH". Svrha ove ocjene bila je da se, kroz proces ocjene evropskih kolega, pomogne svakom univerzitetu da identificira napredak koji je već ostvaren u reformi rukovodnih i upravljačkih struktura i sistema, da se podcrtaju koraci koje tek treba poduzeti, i da se doprinese razvoju strategije i politike rada, da bi se osiguralo da se bh. univerziteti u potpunosti integriraju u Evropsko područje visokog obrazovanja do 2010. godine.

2. U toku akademske godine 2003-2004. obavljeno je sedam institucionalnih ocjena u skladu sa standardnom metodologijom EUA. EUA ovakve usluge pruža svojim članicama od 1994. godine, i koristilo ih je nekih 120 univerziteta u cijeloj Evropi, a i puno šire. Metodologija se temelji prvo na procesu samoocjenjivanja koje izvrši sam univerzitet, nakon kojeg slijedi vanjska evaluacija. Ona se sastoji od dvije posjete univerzitetu, koje obave timovi kolega, iskusnih lidera univerziteta kvalificiranih za ocjenu kvaliteta. Timove je odabrala EUA na osnovu specifičnih karakteristika i potreba svakog univerziteta koji učestvuje u procesu. Proces ocjenjivanja slijedi detaljne smjernice koje daje EUA, i za univerzitate i za timove za ocjenu.

3. Nakon druge posjete, vanjski ocjenjivači svakom univerzitetu su prosljedili izvještaj, na osnovu sopstvenog razmatranja izvještaja o samoocjenjivanju datog univerziteta i situacije na terenu, kako su je identificirali članovi tima tokom posjeta i kroz razgovore sa širokim spektrom svih aktera vezanih

za univerzitet. Izvještaji su namijenjeni široj distribuciji i diskusiji unutar univerziteta i među glavnim akterima, da bi se pomoglo trenutnom razvoju svake ustanove. Ocjene se vrše iz kritičkog ugla, ali i iz ugla podrške, i potiču univerzitet da razmatra i uči i iz svojih iskustava, i iz iskustava tima, i da sve to koristi da bi planirao i provodio naredne faze svog razvoja. Proces je zamišljen i kao prilika da svi koji u njemu učestvuju kroz njega i uče.

4. Mada izvještaji EUA pokrivaju širok spektar pitanja vezanih za rukovođenje i upravljanje univerzitetom, uključujući organizaciju nastave, učenja i istraživačkog rada, ne ulaze u detalje u vezi pojedinačnih disciplina ili područja istraživanja. To je izvan opsega institucionalne ocjene EUA, i tražilo bi drugačiju metodologiju. EUA potiče univerzitete da uspostave procedure osiguranja kvaliteta i ocjenjivanja na cijeloj ustanovi, za sve studijske programe i istraživačke projekte, uključujući i korištenje vanjske akademske i profesionalne ekspertize. Ovakve tematske revizije, u kombinaciji sa revizijom drugih univerzitetskih aktivnosti i usluga, trebale bi doprinijeti sveukupnoj kulturi kvaliteta ustanove. Vanjska ocjena EUA za cilj ima da univerzitetu pomogne u razvoju takve kulture kvaliteta.
5. Ovaj kratki opći prikaz pokriva osnovna pitanja koja su se ponavljala u svih sedam ocjena institucija. Mada nije tražen u sklopu projekta Evropske komisije i Vijeća Evrope, ovaj izvještaj EUA nudi kao nezavisnu eksternu analizu osnovnih pitanja s kojima se trenutno suočavaju rukovodstvo i uprava univerziteta u BiH. EUA od prije završetka rata tijesno saraduje sa univerzitetima u procesu rekonstrukcije i reforme, i nada se da će ovaj izvještaj, zajedno sa pojedinačnim ocjenama institucija i drugim elementima projekta Evropske komisije i Vijeća Evrope, dati doprinos u koherentnoj i dalekosežnoj reformi visokog obrazovanja u BiH.

2. Proces samoocjenjivanja

6. Svaki univerzitet izradio je svoj izvještaj o samoocjenjivanju, koji je preveden na engleski jezik i dostavljen svim EUA timovima prije prve posjete. Ti izvještaji su slijedili smjernice EUA i uključivali su i analizu snaga i slabosti, mogućnosti i opasnosti. Iskustvo EUA ukazuje da će oni univerziteti koji poduzmu najdjelotvornije samoocjenjivanje, sa kritičkom samoanalizom i uz uključivanje

većeg broja ljudi, i akademskog i administrativnog osoblja, studenata i vanjskih partnera, vjerovatno imati i najveću korist od cijelog procesa. Ovakvo iskustvo koincidira sa iskustvima drugih procesa ocjenjivanja. Potreba za djelotvornim samoocjenjivanjem je, upravo iz tog razloga, naglašena u smjernicama EUA i u inicijalnim kontaktima sa svakim univerzitetom.

7. Univerziteti u BiH su u svojim samoocjenjivanjima slijedili različite strategije. Neki su uspostavili manju grupu pojedinaca željnih reforme, da obave analizu i izrade dosta kritičke izvještaje o trenutnoj situaciji. Drugi su uspostavili komisije za samoocjenjivanje, slično osnovnom timu rektorata, uz dodatak nekoliko uglednih ličnosti. Drugi pristup je bio i da svaki fakultet obavi svoje samoocjenjivanje, pa da se oni analiziraju iz institucionalnog ugla i da se na osnovu toga izradi sveobuhvatni izvještaj. Neovisno o metodologiji, izvještaji o samoocjenjivanju su generalno bili dosta kvalitetni, i sadržavali su potrebne priloge sa statističkim i drugim detaljima. Tamo gdje je to bilo potrebno, EUA timovi su tražili dodatne informacije koje su univerziteti dostavljali, mada su neki imali teškoća u davanju podataka za cijelu instituciju u vezi sa budžetom, osobljem, studentima i prolaznošću.
8. Proces samoocjenjivanja pokazao je da u visokom obrazovanju u proteklih osam godina jeste došlo do određenog napretka. U većini slučajeva je bilo jasno da se dosta iskustva steklo na različitim projektima i inicijativama poduzetim od kraja rata, npr. mnogim TEMPUS projektima u području rukovođenja univerzitetima i razvoja planova i programa, mjerama reforme uz podršku Svjetske banke, radu Vijeća Evrope na polju zakona i priznavanja, i mnogim međuuniverzitetskim razvojnim projektima. Izvještaji o samoocjenjivanju pokazali su znatan nivo sofisticiranosti u analizi i prezentaciji, kakav nije bio moguć prije 2000. godine. Međutim, uprkos ovakvom napretku, temeljna pitanja s kojima se suočavaju visoko obrazovanje i univerziteti u BiH i dalje su ista i uglavnom neriješena. Za nadati se da će dodatni poticaj nastao pristupanjem Bolonjskom procesu 2003. godine, i kroz podršku ovog projekta Evropske komisije i Vijeća Evrope, uključujući i institucionalnu ocjenu EUA, za rezultat imati akademsku i političku podršku dovoljnu za sveobuhvatne reforme neophodne za transformaciju visokog obrazovanja i univerziteta u BiH.

9. Međutim, zajednička karakteristika koju je EUA identificirala je da izvještaji o samoocjenjivaju izrađeni u toku ove operacije, u slučaju većine univerziteta, imaju malo ili nimalo veze sa planovima institucionalnog razvoja koje je svaki univerzitet izradio u okviru projekta Svjetske banke. Zapravo, u slučaju Univerziteta u Bihaću, EUA tim sve do druge posjete nije bio ni obaviješten o postojanju plana institucionalnog razvoja. Ovakav nedostatak koherentnosti između procedura ocjenjivanja i strateškog plana EUA smatra, u manjoj ili većoj mjeri, generalno prisutnim na svih sedam univerziteta. Veza između provedbe promjena izgleda još slabija, sa vrlo malo korištenja zaključaka bilo analiza i ocjena, ili velikog broja stavki sadržanih u planovima institucionalnog razvoja.
10. Još jedna slabost procedure samoocjenjivanja na nekim bh. univerzitetima bila je i da nakon što su izrađeni, izvještaji o samoocjenjivanju nisu išli na širu distribuciju i diskusiju unutar univerziteta. Ovo je posebno bio slučaj sa univerzitetima u Banjoj Luci i u Sarajevu. To znači da na nekim univerzitetima osoblje i studenti nisu bili u potpunosti upoznati sa sadržajem ocjena EUA ili sa pripremama koje njihovi univerziteti obavljaju. Ovo također znači da su neke grupe bile loše pripremljene za sastanke sa timovima EUA.
11. Treća generalna slabost procedure samoocjenjivanja na nekim univerzitetima bilo je slabo učešće studenata i studentskih organizacija. Mada se neki napori jesu uložili da se u proceduru uključe pojedinačni studenti, formalno učešće bilo je manje nego što su EUA timovi očekivali, barem na osnovu iskustava iz drugih dijelova Evrope. Može se reći da su posebni napori uloženi da se u proces uključe studenti na univerzitetima "Džemal Bijedić", na sarajevskom i tuzlanskom. Ovo se itekako cijeni i predstavlja naznaku značaja uloge koju studenti i njihove organizacije mogu igrati u razvoju kulture kvaliteta na univerzitetu.

3. Posjete EUA

12. Svaki EUA tim obavio je prvu (preliminarnu) posjetu univerzitetu u periodu januar-mart 2004. godine, nakon koje je uslijedila druga (glavna) posjeta u periodu april-juli. Posjete je organizirao univerzitet-domaćin, u skladu sa standardnim programom EUA, koji podrazumijeva da se tim za ocjenjivanje sastane sa različitim

akterima na cijelom univerzitetu, uključujući studente i administrativno osoblje. Posebno su značajni bili sastanci sa vanjskim partnerima univerziteta i drugim akterima. EUA tim je prije svake posjete dobio detaljan program, i mogao je po potrebi unositi promjene.

13. EUA timovi posjete univerzitetima u BiH generalno smatraju dobro organiziranim i uspješnim. Timovi cijene otvorenu atmosferu i iskrene razgovore, koji su bili karakteristika svih posjeta. Veliki broj sastanaka se, u skladu sa planovima, na svakom univerzitetu i održao, a dodatne informacije i dokumenti koje su tražili EUA timovi, dostavljani su brzo, tamo gdje su bili dostupni. EUA želi uputiti izraze zahvalnosti kontakt osobama na svakom od univerziteta, koje su u velikoj mjeri zaslužne za nesmetano obavljanje svake posjete.

4. Vanjska ograničenja u sadašnjem visokoškolskom okruženju u BiH

14. Visoko obrazovanje u BiH u velikoj je mjeri ograničeno zakonskom situacijom, koja ne pruža odgovarajući okvir za rješavanje sadašnjih i budućih izazova koji stoje pred univerzitetima. Univerzitet u Tuzli jedini je izuzetak u ovome, u smislu da uživa korist od savremenijih i progresivnijih kantonalnih propisa, koji više poštuju autonomiju univerziteta i omogućavaju integriranu instituciju. U drugim kantonima u Federaciji, kao i u Republici Srpskoj, različiti zakoni koji su trenutno na snazi su varijacije starog jugoslovenskog modela, koji kao model nije kompatibilan sa ciljevima Bolonjskog procesa i u velikoj se mjeri napušta u zemljama nasljednicama.
15. U toku procesa ocjenjivanja, većina univerziteta se nadala da će novi Okvirni zakon o visokom obrazovanju, izrađen uz podršku Vijeća Evrope, biti usvojen u državnom parlamentu. To se nije desilo 29. jula 2004. je Dom naroda BiH odbacio Okvirni zakon. Nakon glasanja je nacrt vraćen nadležnom ministarstvu na izmjene što je moguće prije. Rezultat je da još uvijek nema koherentnog zakonskog okvira za visoko obrazovanje u cijeloj BiH, i postojeći, nekoherentni zakoni su i dalje na snazi na lokalnom nivou. EUA timovi se svakako nadaju da će političke prepreke, posebno u vezi sa nivoom nadležnosti za visoko obrazovanje, uskoro biti otklonjene i da će se novi nacrt, koji će opet u sebi sadržavati principe Bolonjskog procesa za BiH u cjelini, biti usvojen što je moguće prije.

16. Odsustvo koherentnog zakonskog okvira znači i odsustvo savremenog sistema financiranja univerziteta. Javna sredstva se koriste skoro u potpunosti za plate i najnosniji tekuće troškove, a javnih sredstava za istraživački rad jednostavno nema. Ono malo novca što postoji bilo za obrazovanje ili za istraživački rad generalno se koristi na najneefikasniji mogući način, obzirom na dezintegrirane strukture univerziteta i lošu politiku nastave i učenja.
17. Zaostavština iz rata još uvijek se može vidjeti na onim univerzitetima koji su pretrpili najveće fizičke štete. Svi univerziteti i dalje trpe zbog loše generalne infrastrukture i nedostatka savremene naučne opreme i biblioteka. Ishod rata u velikoj je mjeri uobličio identitet i profile univerziteta u proteklih deset godina. Uprkos mnogobrojnim teškoćama, nedavno unaprjeđenje infrastrukture i općih uvjeta rada su sad jasno vidljivi na svim univerzitetima. Rad na uspostavi objekata tipa kampusa na univerzitetima u Sarajevu, Mostaru "Džemal Bijedić" i u Banjoj Luci, jesu i bit će od koristi u stvaranju dobrog okruženja i za studente i za osoblje.

5. Zadatak, vizija i profil univerziteta

18. EUA timovi su zaključili da, mada svaki univerzitet ima zvanični zadatak i viziju, postoji hitna potreba da se oni jasnije artikuliraju i da imaju više utjecaja i na dugoročnu strategiju i na svakodnevni rad samih institucija. Neki univerziteti, kao što su Srpsko Sarajevo i Mostar "Džemal Bijedić", u svoje zvanične stavove uključuju i jaku vezu sa lokalnom zajednicom i odgovornost prema društvu. EUA timovi to pozdravljaju. Međutim, na stariji univerzitetima, EUA smatra da je potrebno dosta rada da se krene ka novoj budućnosti, izraženoj kroz viziju.
19. Ovakva, jasnija artikulacija zadatka i vizije trebala bi voditi i do razvoja određenog akademskog profila za svaki univerzitet. To je posebno pitanje priznavanje sadašnjih polaznih tačaka i uspostave prioriteta, kao i odlučivanja o tome kakva institucija svaki od univerziteta želi da bude. Potrebni su realni izbori, i kratkoročno i dugoročno. Obzirom na velik broj studenata, resurse koji su na raspolaganju univerzitetima, i širu društvenu i ekonomsku situaciju, EUA timovima se čini da bi univerziteti trebali svoje napore koncentrirati na obrazovanje. Paralelno s tim, trebalo bi razvijati više realan pristup istraživačkom radu, putem podržavanja

centara kvaliteta u akademskim područjima koja su najznačajnija u profilu svakog pojedinačnog univerziteta, za primjenu i transfer tehnologije i najsavremenijih naučnih znanja relevantnih za društveni razvoj BiH. Potrebni resursi uključujući i financijske i ljudske trenutno nisu dostupni za ambicioznije istraživačke operacije, i mišljenje EUA timova je i da neće biti dostupni u skorijoj budućnosti.

6. Nastava i učenje

20. Nastava i učenje su u srži onoga čime se univerzitet bavi, a to je u BiH još značajnije, obzirom na društveno-ekonomsko okruženje. Međutim, EUA timovi su jednoglasnog mišljenja da su ovi aspekti rada univerziteta u cijeloj BiH daleko od zadovoljavajućih. Mnogo je razloga za to, od kojih su većina u potpunosti razumljivi, ali stvarnost jeste da bez značajnog napretka u ovim područjima u skorijoj budućnosti, univerziteti u BiH kolektivno neće ispunjavati svoj primarni zadatak.
21. U isto vrijeme, EUA timovi željeli bi pohvaliti mnogobrojne primjere kvalitetnih napora koje su imali priliku vidjeti na svim univerzitetima gdje, neovisno o raznim vrstama loših uvjeta, predani akademski radnici nastoje da sa studentima i kolegama urade najbolje što mogu. Međutim, takvi primjeri su često izolirani, imaju slabu podršku unutar univerziteta, i uglavnom su stvar predanosti i marljivog rada pojedinaca, a ne stvar djelotvorne organizacije, rukovođenja ili liderstva i na nivou univerziteta, i na nivou fakulteta.
22. U ovom trenutku nije lako biti savjestan, marljiv i ambiciozan student u BiH. Sadašnja struktura akademskih programa i ispita skoro potpuno onemogućava pravilno učenje, polaganje ispita i diplomiranje u normalnom vremenskom okviru. Planovi i programi su pretrpani i u velikoj mjeri, ako ne i isključivo, zasnovani na nastavi *ex cathedra* i učenju napamet. Akademski predmeti uglavnom su previše specijalizirani i kruti, sa dosta preklapanja i nekoherentnosti, i na taj način studentima onemogućavaju fleksibilnost potrebnu za spremanje za budućnosti. Vrlo je malo primjera interdisciplinarnosti. Teoretska znanja dominiraju u odnosu na praktično učenje. Vremenski rasporedi su loši, za rezultat imaju da studenti gube veliki broj sati, bez odgovarajuće biblioteke ili drugih uvjeta za samostalno učenje.

Sve to znači da postoji generalna i hitna potreba da se na svim univerzitetima uvede pristup okrenut ka učenju, u kojem je student u centru procesa, a ne slučajni element na periferiji. Nedavno uvedene metode interaktivnog učenja u Mostaru "Džemal Bijedić", dobar su primjer kako se može otpočeti promjena u ovom polju.

23. EUA timovima se čini i da su nastavne aktivnosti na svim univerzitetima u BiH u dosta kritičnoj situaciji. Uprkos omjeru nastavnika i studenata koji je dosta povoljan u odnosu na većinu evropskih zemalja, univerzitetski nastavnici u BiH osjećaju se pretrpani predavanjima, sa vrlo malo vremena za istraživački rad. Međutim, u stvarnosti, barem na jednom univerzitetu u BiH, minimalna nastavna obaveza stalno zaposlenog osoblja je samo tri sata sedmično, a pretrpanost nastavnika posebno onih iznad određenog nivoa, proističe iz činjenice da predaju istovremeno na drugim fakultetima istog univerziteta, ili na drugim univerzitetima, i na taj način primaju po nekoliko plata. Svi se univerziteti, zapravo, u velikoj mjeri oslanjaju na ovakve gostujuće profesore, što je skupa navika, posebno što je rezultat malo istraživačkog rada.
24. Prema tome, situacija s organizacijom nastave je besmislena: nastavnici su loše plaćeni i imaju vrlo malo obaveza prema primarnom poslodavcu, ali ti isti poslodavci troše značajne sume da bi im predavali nastavnici sa drugih fakulteta i univerziteta. Uz lošu ekonomsku stranu takvog sistema, upitni su pedagoški i akademski razlozi. Jedan EUA tim dao je komentar da postojeći sistem više djeluje kao šema za podršku zaposlenosti nastavnika, a ne nešto što kod studenta potiče učenje. Ovaj Gordijev čvor mora se u nekom trenutku presjeći, a što prije, to bolje. Osoblje mora imati veće odgovornosti na svojim matičnim ustanovama i mora biti plaćeno u skladu s tim. Gostujući profesori trebali bi biti izuzetak, a ne pravilo, i to samo gdje je to očigledno neophodno. Da bi se to ostvarilo, vjerovatno će biti potrebna potpuna integracija univerziteta u jednoj pravnoj strukturi, gdje će osoblje biti uposlenici univerziteta, a ne pojedinačnih fakulteta. Nedavni pozitivni koraci koje je poduzeo Univerzitet u Tuzli u cilju smanjenja potrebe za gostujućim profesorima su ovdje relevantni, jer svakako idu u prilog integraciji univerziteta u jedinstvenu ustanovu.

25. Nastavni planovi i programi su u samoj srži procesa nastave i učenja, i osnov na kojem se znanje prenosi na organiziran način. Univerziteti stoga moraju biti sigurni da su im planovi i programi ažurirani, relevantni, da se poštuju, nadziru i redovno unaprjeđuju, i da imaju uspostavljen sistem osiguranja kvaliteta, da bi se sve ovo osiguralo. Planovi i programi u jednom akademskom programu moraju biti koherentni i komplementarni, a ne kontradiktorni i sa preklapanjima. Studenti bi trebali znati zašto su određeni predmeti i programi bitni i relevantni, šta će različiti moduli sadržavati, i šta mogu očekivati da će postići do kraja predmeta. Ishodi učenja i kompetentnost su ključne riječi u određivanu sadržaja i organizacije plana i programa, i omogućavaju jasnu vezu između učenja i šire profesionalne, socijalne i kulturne stvarnosti. Takva veza je od presudnog značaja za brz razvoj BiH, ali obzirom na dokaze prisutne u ocjeni institucija, trenutno je vrlo slabo razvijena. Ispravna upotreba ETCS sistema i modularne strukture, kao što je slučaj na nekim fakultetima Sveučilišta u Mostaru, u velikoj će mjeri pomoći u razvoju ovakvog koherentnog pristupa planiranju i izvršenju plana i programa, i treba se poticati na svim univerzitetima u BiH.
26. U društvu kakvo je bosanskohercegovačko, gdje se velika većina znanja ne proizvodi lokalno, djeltvorno i efikasno prenošenje ovakvog znanja na univerzitetima od vitalnog je značaja. Statistički podaci sa svih univerziteta ovakvu hipotezu, nažalost, ne podržavaju. Stopa osipanja studenata i odustajanja od studija jednostavno je previsoka, a ukupni broj svršenih studenata svake godine jednostavno je isuviše nizak da bi se moglo misliti da su univerziteti uspješni u ispunjavanju svojih obaveza u razvoju BiH i svojih lokalnih zajednica.
27. Provjera znanja studenata neophodna je da bi univerziteti bili sigurni da su studenti ostvarili ciljeve i standarde uspostavljene za svaki akademski predmet ili program. Ispit je jedno od sredstava provjere, a usmeni ispiti su najčešći sistem koji se koristi za praćenje učenja na univerzitetima u BiH. Drugi vidovi provjere znanja, kao što su ocjena projekata ili laboratorijskog rada, rješavanje problema, pisanje eseja, držanje prezentacija i sl., rijetko se pojavljuju. Uz to, teško je osigurati objektivnu provjeru kad vrlo malo predmeta i programa u BiH imaju eksplicitne ciljeve ili standarde na osnovu kojih se može cijeliti rad studenata. Uvođenje ECTS-a, na koje su se kroz Bolonjski proces opredijelili svi univerziteti u BiH, tražit će veću transparentnost u

ovom procesu i omogućit će univerzitetima da provjeravaju napredak studenata ne samo kroz formalne ispite, već i kroz širi spektar drugih mehanizama, koji su često od veće pedagoške vrijednosti.

28. Obzirom na to da u visokom obrazovanju u BiH ispiti u ovom trenutku imaju tako centralnu ulogu, bitno je da ispitni sistem provjerava studente na blagovremen i relevantan način, tako da, ako se ostvare ciljevi i standardi, student može napredovati do naredne faze studija ili do tržišta rada. Nažalost, na većini univerziteta EUA timovi nisu bili u stanju reći da li je ispitni sistem djelotvoran i efikasan. Zaključili su da se većina ispita ne fokusira na napredak koji je student ostvario učenju; ispiti su uglavnom usmeni; u većini slučajeva student se mora suočiti s profesorom koji je predavao predmet, bez nezavisnih predavača i bez bilo kakvog sredstva kojim bi se rečeno ili učinjeno kasnije moglo potvrditi; student na ispit može izaći pet ili više puta godišnje u periodu od nekoliko godina, čime je lako i jednoj i drugoj strani ispit odgađati za "sljedeći put"; svi sistemi žalbe koji postoje imaju ozbiljne nedostatke i studenti ih ne mogu koristiti; postoje nepotvrdivi navodi o zloupotrebi ovlaštenja i korupciji.
29. Kad se poveže sa pretrpanim i ponekad nekoherentnim studijskim programima, jasno je da ispitni sistem mora snositi dio odgovornosti za pretjerano dugo vrijeme studiranja i nisku stopu završetka studija, kakve se mogu naći na univerzitetima u BiH. Ako će se uvesti ECTS i drugi elementi Bolonjskog procesa, onda će oni univerziteti koji još uvijek koriste takve prevaziđene i pedagoški neodgovarajuće ispitne procedure morati potpuno da ih odbace i ozbiljno razmisle o svrsi i mehanizmima provjere učenja studenata. Što se tiče najozbiljnijih pitanja zloupotrebe ovlaštenja i korupcije, za svaku su pohvalu proaktivni koraci koji se poduzimaju na Univerzitetu u Tuzli u cilju njihovog uklanjanja i sprječavanja.

7. Istraživački rad

30. Istraživački rad je ključni i integralni element zadatka univerziteta. Osnovnim istraživačkim radom univerzitet stvara nova znanja za dobrobit društva, a kroz primijenjena istraživanja koristi postojeća znanja da bi pronašao rješenja za potrebe koje društvo izrazi. U BiH danas postoji jasna potreba i za osnovnim i za primijenjenim istraživanjima.

31. Međutim, uspješan i koristan istraživački rad obično traži značajna sredstva, prvo u smislu naučnog i drugog osoblja, i drugo, u smislu infrastrukture, opreme, financiranja, itd. Obzorom na to da je, kao što je već rečeno, javno financiranje istraživačkog rada na univerzitetima u BiH na vrlo niskom nivou, i trenutno je naglasak *de facto* na nastavnim aktivnostima, neki EUA timovi su preporučili da bi se univerziteti trebali koncentrirati na primijenjena istraživanja u ograničenom broju strateških područja koja su najrelevantnija partnerima univerziteta.
32. Dodatni element od značaja za razvoj istraživačkih aktivnosti na univerzitetima su strategija i menadžment istraživačkog rada. Svi EUA timovi su u tom smislu došli do istog zaključka: da u ovom trenutku nema djelotvornih istraživačkih strategija na nivou cijelog univerziteta, da sadašnja fragmentirana struktura univerziteta ide protiv bilo kakvog koherentnog pristupa menadžmentu istraživačkog rada, i da su sadašnji kapaciteti ograničeni na pojedinačne aktivnosti, a ne na razvijanje kritične mase u određenom broju definiranih strateških područja. Može se reći da je samo Univerzitet u Tuzli bio u stanju formirati fond za istraživački rad na nivou univerziteta, na osnovu doprinosa po vanrednim prihodima, čime se podržavaju pojedinačni istraživački projekti. Mada ni tu nema strategije određivanja prioriteta u područjima istraživanja.
33. Ovakvi zaključci odraženi su i kroz vrlo nizak broj magistranata na univerzitetima, i još niži broj doktoranata. Obzirom na veličinu većine univerziteta u BiH, sadašnji nivo svršenih studenata je prenizak, čak i u svrhu osiguravanja kontinuiteta broja akademskog osoblja u budućnosti, a kamoli formiranja visoko kvalificiranih naučnika za bh. privredu. Gruba izračunavanja EUA timova na osnovu cifri koje su dali sami univerziteti pokazuje da je prosjek ukupne cijene školovanja studenta do postdiplomskog stepena na univerzitetima u BiH vrlo blizu školarina koje naplaćuju slični postdiplomski programi na najskupljim i vrlo uglednim evropskim i američkim univerzitetima.
34. U smislu proširivanja naučne i akademske baze univerziteta i preokreta u odlivu pameti u protekloj deceniji, može se reći da je samo Univerzitet u Tuzli uspostavio konkretnu strategiju kojom njihovi postdiplomci u toku doktoralnog studija stiču

istraživačka iskustva u inostranstvu i vraćaju se na svoje akademske dužnosti u Tuzli.

35. Bitno pitanje za budućnost istraživačkog rada u BiH je status istraživačkih instituta, koji su trenutno nezavisni od univerziteta. Tamo gdje je to pitanje postavljeno u toku posjete, EUA timovi jasno su dali preporuku da se ti instituti vrate u strukturu univerziteta, da bi se potakla naučna, personalna i finansijska koherentnost.

8. Bolonjski proces

36. BiH je formalno pristupila Bolonjskom procesu u septembru 2003. godine, a od prije toga radi na ostvarenju tog cilja. Univerziteti u BiH sad provode cijeli spektar strukturalnih reformi na isti način kao i univerziteti u drugim zemljama u ovom procesu. EUA timovi podržavaju univerzitete u BiH da reforme Bolonjskog procesa vide kao priliku za modernizaciju i internacionalizaciju na kompatibilan i konvergentan način.
37. Međutim, brza reforma svih univerziteta u BiH na Bolonjski model doživjela je veliku smetnju odbijanjem predloženog Okvirnog zakona. Ovaj nacrt, koji je sadržavao jasne i jednostavne odredbe o provedbi reformi Bolonjskog procesa, mogao bi se ponovo podnijeti Skupštini BiH u nekom modificiranom formatu. EUA timovi potiču univerzitete da, ma kakav zakon da se usvoji, sadrži iste jasne i jednostavne odredbe za Bolonju, i da se one brzo uvedu i provedu u oba entiteta i drugim administrativnim jedinicama.
38. Na nivou univerziteta, EUA timovi su zaključili da je do sada malo koordinacije u smislu Bolonjskog procesa. Mada je to uzrokovano i fragmentiranom strukturom koja još uvijek postoji, nekim univerzitetima su date preporuke da uspostave komisije za Bolonjski proces na nivou cijele institucije, da se pripreme za koordiniranu provedbu. EUA timovi su generalno zaključili da na univerzitetima nivo svijesti o pitanjima vezanim za Bolonjski proces nije visok, i da je potrebno više strukturiranih informacija. Ovo je područje u kojem bi univerziteti, kroz rad u KOVO-u, eventualno mogli djelovati kolektivno.

39. Neki specifični elementi reformi iz Bolonjskog procesa, kao što je ECTS, već su razmatrani. Isto kao i ECTS, i neki drugi elementi, kao što je dodatak diplomi, tražit će koordinaciju na centralnom nivou, a to bi mogao omogućiti KOVO.
40. Međutim, najvažnije reforme iz Bolonjskog procesa su uvođenje strukture od dva ciklusa, dodiplomski i magistarski studij, i uvođenje mehanizama osiguranja kvaliteta na svim nivoima visokog obrazovanja. Univerziteti moraju hitno početi s radom na ovim pitanjima, i pojedinačno i kolektivno, bez čekanja na usvajanje relevantnih zakona. Može se reći da je do sada obavljeno malo priprema, ali dosta će vremena biti potrebno, jer one podrazumijevaju ne samo restrukturiranje svih postojećih studijskih programa i stepena, već i ponovno razmatranje u smislu onoga što je već rečeno u kontekstu ECTS-a.

9. Osiguranje kvaliteta

41. Kao što je rečeno, osiguranje kvaliteta nije samo jedan od centralnih elemenata Bolonjskog procesa, već i od ključnog značaja za sveukupni akademski rad i postojanje univerziteta. Univerzitet mora biti u stanju da pokaže da zna šta radi, kako to radi, da je svjestan onoga što radi i da se može prilagoditi da to unaprijedi. Proces ocjene EUA izgrađen je na ovim centralnim pitanjima.
42. Na univerzitetima u BiH, EUA timovi su zaključili da su univerziteti formalno u stanju da kažu šta rade, zahvaljujući svojim nedavno razrađenim izjavama o misiji. Kroz nacрте planova institucionalnog razvoja u mogućnosti su i da daju određene izjave i o tome kako će to ostvariti. Međutim, kako je već rečeno, neki univerziteti nisu uspostavili vezu između planova institucionalnog razvoja, strateškog menadžmenta i procedura osiguranja kvaliteta i ocjenjivanja.
43. U smislu ocjene izvodivosti i provedbe strategija, EUA timovi su zaključili da univerziteti koji su bili predmet ocjenjivanja nemaju djelotvorne sisteme praćenja. Nema tijela na univerzitetu kojem je dodijeljena ova značajna odgovornost, vrlo je malo ili nimalo mehanizama za davanje povratnih informacija od studenata, a tamo gdje ih ima, to je uglavnom rutinski rad i bez nekog velikog značaja, a time i bez prave analize.

44. Nema i nekih od osnovnih sredstava osiguranja kvaliteta. Problem pribavljanja podataka za cijeli univerzitet je već pomenut. Nedostatak djelotvornog informacionog sistema na rukovodnom nivou na većini univerziteta znači da se podaci prikupljaju i obrađuju na vremenski opterećen i sporadičan način. Integrirani univerzitet također će trebati ovakve mehanizme za rukovođenje recimo, centraliziranu registraciju i evidenciju studenata.
45. Univerziteti u BiH već imaju nekog internacionalnog iskustva u pitanjima osiguranja kvaliteta, npr. kroz TEMPUS projekte ili kroz EUA projekat kulture kvaliteta. Međutim, za sada je vrlo malo akademskih programa ili odsjeka u BiH prošlo kroz bilo kakav oblik vanjske revizije. EUA timovi za dva univerziteta snažno ohrabruju te univerzitete da prošire svoja iskustva, korištenjem različitih procedura vanjske revizije na bilo kom nivou na kojem je to moguće. To bi i pomoglo univerzitetima da interno razviju sopstvene komparativne mehanizme, i da krenu ka širem razumijevanju pitanja kvaliteta u većoj grupi ljudi, kao i ka uspostavi internacionalnih partnerstava za kontinuirani rad na ovom polju.
46. Opseg za saradnju univerziteta u BiH na ovom polju je velik. Centralni element nacarta Okvirnog zakona bi, zapravo, išao u tom smjeru. Za nadati se da će svaka buduća verzija ovog zakona zadržati te elemente. Zajedničke smjernice i mogućnosti za obuku mogu biti područja gdje bi zajedničke aktivnosti mogle početi i prije usvajanja zakona.

10. Integracija univerziteta

47. EUA timovi snažno podržavaju prijedloge da se svaki univerzitet u BiH integriira u jedno pravno lice. To bi bilo u skladu sa uspješnim modelima koji postoje u skoro svim evropskim zemljama. Izuzetak ovom pravilu su Srbija i Makdonija, gdje univerziteti i dalje djeluju kao labavi konglomerati izuzetno samostalnih fakulteta i drugih jedinica. Mada integracija ne bi odmah riješila neka od najvećih pitanja sa kojima se suočavaju univerziteti u BiH, ona bi omogućila da se ona u periodu od nekoliko godina realno razmotre. Zanimljiv je primjer onoga što je Univerzitet u Tuzli već postigao od 1999. godine.

48. Mnogi su strahovi izraženi u vezi sa pitanjem integracije, i mnogi od tih strahova su legitimni. Ako će proces reforme ka više integriranoj strukturi uspjeti, neophodno je da se sve razmatra i da se pronađu rješenja koja zadovoljavaju veliku većinu aktera. Iz evropske perspektive na osnovu iskustava integriranih univerziteta na cijelom kontinentu nema nikakvog razloga da se misli da integrirana struktura implicira bilo koji od nedostataka za koje je izražena bojazan. Međutim, ako se reforme poduzmu bez odgovarajućih pregovora i bez objašnjavanja kako će se problemi rješavati, onda strahovi zaista jesu legitimni.
49. Iz ugla dekana, koji u sadašnjoj strukturi nose konačnu odgovornost za pitanja vezana za njihov fakultet, bit će bitno pokazati da će model integriranog univerziteta donijeti velike prednosti. Bit će neophodno i jasno ih uvjeriti da će odluke koje se tiču internog menadžmenta fakulteta i dalje da se donose na nivou fakulteta. Drugim riječima, morat će se pronaći model kojim će se odgovornost koju trenutno nose fakulteti biti dijeljena sa univerzitetom u zajedničkom interesu, npr. u područjima kao što su administracija, međunarodni odnosi, osiguranje kvaliteta, studentska politika, obuka iz jezika, gradnja i održavanje, razvoj osoblja, itd. Ne bi trebalo da postoji pitanje oduzimanja ovlaštenja fakulteta i prebacivanja na centralni nivo. Odgovornost bi trebala ići na najprimjereniji nivo menadžmenta, uz korištenje principa supsidijarnost.

11. Ljudski resursi

50. BiH je doživjela iseljavanje velikih razmjera, i u toku i nakon rata. To iseljavanje je uključilo i veliko broj obrazovanih mladih ljudi, uključujući studente, svršene studente i akademsko osoblje. Mada u ovom trenutku izgleda da postoji još uvijek dosta studenata koji žele studirati a ukupni broj studenata u BiH je naglo porastao u proteklih pet godina - brojke koje su dobili EUA timovi ukazuju na ozbiljan demografski pad u cijeloj zemlji. Ovakav trend mora se sagledati u vezi sa sadašnjom starosnom strukturom akademskog osoblja na univerzitetima. Veiliki dio osoblja se približava, ako već nije i prešao, starosnu granicu za penziju, a mladi ljudi koji će ih zamijeniti još nisu zaposleni. Ova situacija bolje izgleda u Tuzli i Mostaru "Džemal Bijedić", gdje postoje osmišljeni naponi da se imenuje mlađi kadar.

51. Novom, ali i postojećem osoblju, potrebna je podrška i pomoć u radu, posebno kad se od njih očekuje da uvode nove nastavne metode i metode provjere, da radi sa raznovrsnijim grupama studenata, da poveća svoj istraživački rad, itd. Takva pitanja menadžmenta i razvoja ljudskih resursa bit će sve značajnija na univerzitetima BiH u narednih nekoliko godina. Univerziteti će morati uspostaviti sisteme unapređenja vještina svog akademskog osoblja, da bi im pomogli da odgovore na nove izazove i zahtjeve. To je centralni element u održavanju kvaliteta na univerzitetu, koji je u ovom trenutku predugo bio zanemaren.

12. Studenti i upravljanje

52. U ovom trenutku je učešće studenata u upravljanju univerzitetima u BiH vrlo slabo. Ovo je djelimično uzrokovano njihovim fragmentiranim prisustvom na univerzitetu, što je odraz sadašnje strukture, odnosno studenti se upisuju na fakultete, a ne na univerzitet. Još jedan razlog je i generalno slaba pozicija studenata na svim nivoima univerziteta, što je ranije razmatrano. Međutim, ako univerziteti u BiH žele da postanu institucije usmjerene ka studentima, sa fokusom na nastavu i učenje, bit će bitno da studenti postanu aktivniji institucionalni akteri.

53. Studenti u akademsko obrazovanje ulažu značajan dio svog života. Taj najbolji dio njihove mladosti institucija kojoj provjeravaju svoj lični i društveni razvoj mora tretirati pravično. Gledano iz ovog ugla, univerzitet može organizirati aktivnosti u svrhu potencijalnih uspjeha studenata. Studenti bi se trebali ne samo konsultirati u vezi s procesom učenja, već i o svojim ambicijama vezanim za zajednicu koju će naslijediti, za društvo koje u velikoj mjeri uobličava i univerzitet kojem oni pripadaju.

54. U ovom trenutku univerziteti ne priznaju u potpunosti koliko je značajna uloga koju studenti igraju kao partneri u akademskoj zajednici, i kao najznačajnija kolektivna grupa kojoj će se povjeriti budućnost zemlje. Nema ni odgovarajućih mjera zaštite interesa studenata. Umjesto toga, u najgorem slučaju, studenti se posmatraju kao dodatni izvor prihoda, koji loše plaćeni profesori mogu iskorištavati, što vodi do toga da se toleriraju različiti oblici nekorektnog rada. Bilo bi krajnje kratkovidno i za dugročnu integraciju BiH u zajednicu evropskih nacija opasno da bilo koji odsjek, fakultet ili ustanova prihvati takav pristup.

55. Nedavno poduzeti koraci u cilju otklanjanja te situacije uključuju i formalno jačanje prisustva studenata u Senatu Univerziteta u Tuzli. Dobri primjeri učešća studenata u formalnim tijelima univerziteta postoje u Mostaru, i na Sveučilištu, i na Univerzitetu "Džemal Bijedić". EUA timovi su preporučili da se učešće studenata u tim tijelima poveća. Izrada Studentske povelje, što je preporučeno univerzitetima u Sarajevu i u Srpskom Sarajevu, također može biti zanimljiv mehanizam razvoja svijesti o pravima i obavezama studenata na univerzitetu. Takav dokument osnažio bi i internu transparentnost i eksternu vidljivost, i mogao bi predstavljati jedan od elemenata profila univerziteta.

13. Akteri, društvo i upravljanje

56. EUA timovi sastali su se sa odabranim grupama vanjskih aktera na svim univerzitetima u BiH. Iz ugla tih osoba je jasno da bh. univerziteti imaju vrlo značajnu ulogu; očekivanja tih aktera zaista su visoka. U cijelom bosanskohercegovačkom društvu postoji velika potreba za obrazovanjem, ali je ta potreba trenutno dosta loše artikulirana. Postoji i velika potreba za transferom tehnologije u cijeloj BiH, kao i za primijenjenim istraživanjima, konsultantskim i drugim savjetodavnim ulogama. Univerziteti su među ključnim institucijama koje mogu odgovoriti na ove vrlo raznovrsne potrebe, a imaju i društvenu obavezu da to čine. Univerziteti mogu i na različite načine od toga imati koristi, između ostalog i kroz financijske mogućnosti, prilike za zapošljavanje ili upućivanje svojih studenata. Međutim, sadašnje strukture i sistemi otežavaju koherentno i organizirano stvaranje ovakvih uzajamno korisnih aranžmana.

57. U ovom trenutku postoje malobrojni mehanizmi za strukturiranu razmjenu i dijalog između univerziteta i njihovih aktera, odnosno zainteresiranih strana, mada ima dosta mogućnosti da se to unaprijedi, na korist svih zainteresiranih. Univerziteti svakako trebaju unaprijediti svoje sposobnosti da predstavljaju svoj sadašnji i potencijalni doprinos društvenim pitanjima. Moraju biti bolji i u slušanju, i više uključeni na lokalnom i regionalnom nivou.

58. Praktična preporuka koju su dala dva EUA tima je da, u cilju unaprjeđenja formalnog dijaloga između univerziteta i njegovih partnera u društvu, ključni zainteresirani akteri budu zastupljeni u upravnim odborima univerziteta, kao što je slučaj u mnogim drugim evropskim zemljama.

14. Završne primjedbe

59. Ovaj sažeti izvještaj zasniva se na sveobuhvatnoj analizi zaključaka EUA timova sa svih sedam univerziteta u BiH. Više se fokusirao na izazove koji su pred univerzitetima u narednih nekoliko godina, nego na njihove uspjehe u prošlosti. Posebno se fokusirao na pitanja koja su obrađena u širim segmentima upravljanja i rukovođenja, gdje lideri univerziteta na centralnom nivou, na nivou fakulteta i odsjeka imaju čvrstu obavezu da poduzmu jasne korake u razvijanju kolektivnih institucionalnih rješenja za te izazove.

60. Ova aktivnost univerziteta, koja je u velikoj mjeri već otpočela i koju svesrdno potiču EUA timovi, traži i jaku podršku organa vlasti. Struktura BiH znači da su univerziteti izloženi potpuno lokalnim političkim silama i zahtjevima od kojih se ne poklapaju baš svi sa potrebama i strategijama univerziteta i sa dugoročnim interesima studenata. Bliskost tih lokalnih veza može u nekim slučajevima značiti da se institucionalne razlike ne poštuju, što je dugoročno štetno i za univerzitet, i za lokalnu, odnosno regionalnu zajednicu.

61. EUA timovi žele još izraziti zahvalnost rektorima univerziteta u BiH što su nas pozvali da izvršimo ovo institucionalno ocjenjivanje, kao i Evropskoj komisiji i Vijeću Evrope na podršci, i svom osoblju i studentima sedam univerziteta, koji su nas toplo dočekali u svojim akademskim zajednicama. Nama je ovo bilo izazovno, ali i fascinantno iskustvo, i nadamo se da će naš rad, i pojedinačni i kolektivni, u godinama koje dolaze vama biti od koristi.

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