

NATIONAL REPORTS 2004 – 2005

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1. Main achievements since Berlin***1.1. Give a brief description of important developments, including legislative reforms***

Since Russia joined the Bologna Process, the following steps have been made,
- for a better coordination of activities for the integration of Russian and European higher education system, and for the expansion of contacts with the working teams and other structures of the European Council, UNESCO, etc. a team for implementation of the Bologna Principles in higher education has been created by the Decree of the Russian Ministry of Education and Science of 25 October 2004 (no. 100);

– work has started to create a procedure for the evaluation of the acquisition of the national education programmes by the students of professional HE institutions. For the purpose, “Guidelines for Calculating Workload in Credits in the Main Educational Programmes” have been developed and distributed among the HE Institutions through the letter of the Ministry of Education of 28 November 2002 (no. 14-52-988 in\13). By Ministry’s decree “On launching a pilot project using a system of credits ” (O provedenii exsterimenta po ispol’zovaniyu zachetnykh edinitv v uchebnom protsesse), of 2 July 2003 (no. 2847), the decree of 7 October 2003 (no. 3800) and other decrees, over thirty universities took part in the project.

- recommendations on using the credit system in teaching have been created and distributed among HE Institutions through the Ministry’s letter of 9 March 2004 (no.15-55 357 in/15).

– in 2004 the Russian Peoples' Friendship University has been working on the problems connected with the introduction in the Russian Federation of the European-Type Diploma Supplement. Besides, Cheljabinsk State University and Tyumen State University take part in the pilot project for implementation of the Diploma Supplement. Experts of St. Petersburg State Technical University, in collaboration with representatives of other institutions conducted several seminars and workshops on filling out Diploma Supplement forms.

- on 16 December 2004 a meeting of the Ministry of Education and Science was held, devoted to the “Implementation of the Bologna Principles in Russian professional HE”,

which adopted the measures on implementation of the Bologna Principles in Russian professional HE for 2005 –10. For legislative initiatives, see Section 4.

2. National organisation

2.1. Give a short description of the structure of public authorities responsible for higher education, the main agencies/bodies in higher education and their competencies (For example, do higher education institutions report to different ministries?)

By the decree of the President of the Russian Federation of 9 March 2004 (no. 314), “On the System and Structure of the Federal Executive Agencies” (O sisteme i strukture federal’nykh organov ispolnitel’noy vlasti), the federal education and research agencies were transformed into the Ministry of Education and Science.

According to the decree of the Government of the Russian Federation of 6 April 2004 (no. 158), the Ministry of Education and Science of the Russian Federation has functions connected with the development of the national policies and legislative regulation in the realm of education, research, technology and innovation. Besides, the function of the Ministry is to control and coordinate the activities of its subordinate Federal Agency for Education and Research Supervision and the Federal Agency for Education.

The Government’s decrees of 6 April 2004 (nos. 159 and 168) have defined the functions of the Federal Agency for Education and Research Supervision and the Federal Agency for Education.

The Federal Agency for Education and Research Supervision within its specified realm is responsible for

- control and supervision of legislative execution in the realm of education, research and technology, youth policies, and evaluation of research- and teaching personnel;
- licensing, certification, and national accreditation of educational institutions and their branches, as well as research organisations in the sphere of post-doctoral and post-diploma professional education;
- confirmation, recognition, and establishing the equivalence of the certificates of education and degrees received in and outside the Russian Federation;
- granting the titles and positions of Professor and Docent (Associate Professor), as well as deprivation and restoration of these and the granting of the degrees of Candidate and Doctor, and issuing diplomas of the governmental standard;
- organisation and qualification assessment of councils for the defence of dissertations for the degree of Candidate and Doctor (dissertation councils).

The Federal Agency for Education is responsible for the administration of educational activities of the institutions for general, specialised and post-diploma professional education in the sphere of national educational services.

Beside this, the system of institutional hierarchy of the governmental institutions of higher education has been retained, the Ministry of Education and Science (Federal Agency for Education) being the founder of 336 higher education institutions, Ministry of Agriculture, 59 institutions, Ministry of Culture, 57 institutions, Ministry of Defence, 51 institutions, Ministry of Health, 48 institutions, Ministry of Interior, 27 institutions, and Ministry of

Roads and Routes, 10 educational institutions. Thirty other ministries and agencies (federal executive bodies) are the founders of the rest of the governmental institutions of higher education.

The Ministry of Education and Science of the Russian Federation is responsible for developing the national policies and legal regulation in the realm of education. The respective legal and procedural acts in this sphere apply to all HE institutions irrespective of the structure, to which they belong or their own legal and organisational structure.

2.2. Give a short description of the institutional structure

(For example, number of public/private universities/other HE institutions or numbers/percentage of students in public/private sector. To what extent are private and State higher education institutions covered by the same regulations?)

Nowadays, the country has 685 governmental higher education institutions, all of these having state accreditation. Besides, 619 non-governmental higher education institutions have been licensed for educational activities, 367 of these having been given accreditation in the past decade. Thus, the number of higher education institutions is 1304, 1162 of these being accredited ones. In 2003-2003, the total number of students of higher education institutions was 5947500, including 52287000 and 718800 in governmental and non-governmental education institutions respectively.

2.3. Give a brief description of the structure which oversees the implementation of the Bologna Process in your country

(National Bologna group, thematic working groups, composition and activities, stakeholder involvement)

Even before joining the Bologna Process, in 2002 the Ministry of Education began a survey of higher education integration in Europe. At the initiative of the State University of St. Petersburg, a working team was created for the purpose, headed by the Vice-Minister for Education and Science of the Russian Federation, the Chair of the Committee for Education and Science, and the Rector of the State University of St. Petersburg. The team included rectors of the most important Russian universities and international cooperation experts. The team analysed the development of higher education in Russia and Europe generally. Its work contributed to attracting the attention of the academic milieu to the Bologna Declaration and clarification of its significance to the public generally. After Russia had joined the Bologna Process, Working Group for implementation of the Bologna Principles in higher education was created on the basis of this team by the Decree of the Russian Ministry of Education of 9 March 2004 (no. 1291). For a better coordination of activities for the integration of Russian and European higher education systems, by the decree of the Minister of Education and Science of 25 October 2004 (no. 100) the working group has been reorganised. The group is headed by the Vice-Minister for Education and Science, A.G. Svinarenko, its responsibilities now being as follows,•

- survey of higher education in Russia;
- working out recommendation for the implementation of the Bologna principles;
- coordination of the Federal Government administration bodies towards implementation the Bologna Process in Russia. The group comprises twenty-eight members, including representatives of higher education institutions, a number of ministries, the Rectors' Union, the Association of Non-Governmental Institutions, etc. Each member of the group is responsible for the implementation of certain aspects of the Bologna Process in accordance with the scheme adopted.

3. Quality assurance

The following questions have been included in the template at the request of the Working Group on Stocktaking.

3.1. National quality assurance systems should include a definition of the responsibilities of the bodies and institutions involved.

Please specify the responsibilities of the bodies and institutions involved.

Prior to April 2004, the Ministry of Education of the Russian Federation was the governmental body responsible for education quality assurance and evaluation. Nowadays, this function has been relegated to the Federal Service for Supervision in Education and Research (see Decree of the Government of the Russian Federation, 6 April 2004; no. 159). The board is entitled

- to receive and consider HE Institutions' applications for licensing and accreditation;
- to coordinate and carry out evaluation of the quality of educational programmes and the work of HE Institutions;
- to issue licenses and certificates of accreditation.

In April 1997, state accreditation became the responsibility of the Accreditation Board, which consists of representatives of Federal Ministries and agencies, other governmental and non-profit organisations, Rectors' National Conference, associations of non-governmental HE Institutions and degree- and diploma professional education institutions. The Board is also responsible for the development of accreditation system. Informational and methodological aspects of accreditation procedures are the responsibility of the National Accreditation Centre, which is a federal supervision agency for education and research. The procedure of national quality evaluation includes self-evaluation and report carried out by universities prior to (external) peer evaluation (see Decree of the Ministry of Education of 29 June 2000, no. 1965). At present, quality assurance programmes based on the international ISO 9000:2000 standards are being introduced. In October 2004, training of experts for quality assurance programmes for HE Institutions began.

3.2. National quality assurance systems should include a system of accreditation, certification or comparable procedures.

Describe the system of accreditation, certification or comparable procedures, if any.

In the past ten years, the legal basis of the quality assurance system for the HE institutions has been created, viz. the Russian Federation Law "On Education" (Ob obrazovanii) of 10 July 1992 (no. 3266-1) and the Federal Law "On Higher and Post-graduate Professional Education" (O vysshem i poslevuzovskom professional'nom obrazovanii) of 29 August 1996 (no. 125-FZ), as well as the acts of the Government of the Russian Federation, "On State Accreditation of HE Institutions" (O gosudarstvenoj akkreditacii visshogo uchebnogo zavedeniya) of 2 December 1999 (no. 1323) and "On Education Licensing" (O licenzirovanii obrazovatel'noj deyatel'nosti) of 18 November 2000 (no. 796).

The State accreditation was legally implemented in 1992, as a governmental instrument of quality assurance and establishing the official status of HE Institutions (resp. type and category of an institution).

The procedure of state recognition consists of three stages: Licensing, i.e. evaluation of the conformity of teaching conditions to the governmental requirements to classrooms, laboratory equipment, faculty, teaching materials, etc.; Attestation, i.e. evaluation of the conformity of the content, level, and quality of training to the governmental educational

standards; Accreditation, i.e. recognition (confirmation) of the governmental accreditation status of a HE Institution according to its type (higher educational establishment) and category (institute, academy, university), with the specification of diploma/degree educational programmes, in which the institution is entitled to award diplomas of the governmental standard. In order to reduce paperwork and evaluation costs on the part of HE Institutions, the Ministry of Education introduced, on 1 January 1, 2000, a single complex evaluation that includes the three procedures.

3.3. National quality assurance systems should include international participation, co-operation and networking.

Are international peers included in the governing board(s) of the quality assurance agency(ies)?

International experts do not take part in the administration of quality assurance agencies of the Russian Federation. Using international experts on evaluation panels is planned beginning 2005. The National Accreditation Centre of the Ministry of Education of Russia is a member of the International Network for Quality Assurance in Higher Education (INQAAHE) and the Central and Eastern European Network (CEENET). In May 2004, the Centre applied for membership in ENQA.

Please add any general comments, reflections and/or explanations to the material on quality assurance in the stocktaking report.

None

4. The two-cycle degree system

The two-cycle degree system is covered by the stocktaking exercise. Please add any comments, reflections and/or explanations to the stocktaking report.

In Russia, the multi-tier pattern of professional higher education, which is one of the most important aspects of the Bologna process has been introduced by the Decree of the Committee for Higher Education, of the Ministry of Science, 13 March 1992 (no. 13.), "On the Introduction of a Multi-level Structure of Higher Education in the Russian Federation" (O vvedenii mnogourovnevoy struktury vysshego obrazovaniya v Rossiyskoy Federatsii). According to it, bachelor degree is the basic for of education implying its continuation at the master's programme level.

The Government Decree "On the Adoption of the National Standards of Professional Higher Education" (Ob utverzhdenii gosudarstvennogo obrazovatel'nogo standarta vysshego professional'nogo obrazovaniya), 12 August 1994 (no. 940), specified the structure of professional higher education, viz. Specialist's Diploma (5 years), beside Bachelor's degree (4 years), and Master's degree (6 years, including the 4 years of bachelor's degree). The Federal Law "On Higher and Postgraduate Professional Education" (O vysshem i poslevuzovskom professional'nom obrazovanii), 22 August 1996, no. 125-FZ legally mandated the three kinds of professional higher education programmes, viz. Bachelor's, Specialist's, and Master's.

At present, suggestions concerning the amendments to made to the laws, "On education" and "On Higher and Postgraduate Professional Education" have been submitted for the legislators' consideration. The amendments include

- the legal establishment of a two-level system of higher education, viz. either bachelor's degree (3 to 4 years) and master's degree (2 years) or specialist's diploma on the basis of bachelor's degree (1 to 2 years);
- creating favourable conditions for continuous education (lifelong learning);
- further expansion of the autonomy of higher education institutions (universities);
- further integration of education and research.

Besides, suggestions have been prepared concerning changes and additions to the legal acts on delegating the right to participate in working out standards of the competence for graduates of various educational programmes to representatives of employers' unions.

5. Recognition of degrees and periods of study

Recognition of degrees and periods of study is covered by the stocktaking exercise. Please add any comments, reflections and/or explanations to the stocktaking report.

The function of recognition and equivalence of various national degrees/diplomas belongs to the Federal Agency for Education and Research Supervision, rather than individual higher education institutions. Since 1 July 2000, Russia has been member of the Lissabon Recognition Convention.

6. Doctoral studies and research

6.1. Give a short description of the organisation of third cycle studies

(For example, direct access from the bachelor level, balance between organised courses, independent study and thesis)

Aspirantura (post-graduate studies) is a traditional 3 years' programme at HE institutions and research organisations, leading to the degree of Kandidat Nauk ('candidate of sciences/arts'). It has not been subject to modifications within the Bologna Process. Formally, aspirantura is not regarded as the third HE level. The latest acts regulating Kandidat Nauk training are the Federal Law "On Higher and Post-graduate Professional Education" of 29 July 1996 (no. 125-FZ) and the "Regulations on Training Research and Pedagogical Personnel in Professional HE in the Russian Federation" (Polozhenie o podgotovke nauchno-pedagogicheskikh i nauchnykh kadrov v sisteme poslevuzovskogo obrazovaniya v Rossiskoi Federatsii) of 27 March 1998 (no. 581) adopted by the Ministry Decree. The Kandidat Nauk programmes include compulsory theoretical courses taught in accordance with a Ph.D. students' individual curricula. These courses include foreign languages (Russian for foreign students), philosophy, and special disciplines, each of these culminating in a State exam. Theoretical courses cover approximately 20 per cent of the programme, the rest of it being devoted to research. Eligible for Kandidat Nauk programmes are holders of specialist's diploma and master's degree. Officially, bachelor's degree holders are also eligible, provided they pass the entrance exams.

6.2. What are the links between HE and research in your country?

(For example, what percentage of publicly-funded research is conducted within HE institutions?)

The government budget portion amounts to 60 per cent of the total research financing, about 8 per cent of this being the means allotted for universities. Non-governmental funding is distributed in a similar way.

7. Mobility of students and staff

7.1. Describe the main factors influencing mobility of students from as well as to your country (For instance funds devoted to mobility schemes, portability of student loans and grants, visa problems)

The indicator of international academic mobility is the number of foreign students in Russia and Russian students abroad. In 2002-03, Russia had 61,497 foreign students; of them, 33,091 from the NIS countries, and 28,045 from other countries, mostly developing. In 2003 – 04, the number of foreign students supported by the Russian national budget was about 25,000, including 15,700 students from the NIS countries. Nowadays, over 80,000 foreign students are studying in Russia on the principle of education cost compensation. About 20,000 Russian students are studying abroad, mainly the U.S.A. and Western Europe. Every year, over 6,000 Russians (undergraduates, post-graduates, faculty and researchers) undergo study programmes in more than 30 countries, either on the basis of Russia's international agreements or as a result of direct contacts of Russian and foreign educational institutions. The forms of study include (a) full course of studies, (b) short-term visit for professional or language practice, (c) research, and (d) professional upgrading.

Factors limiting the participation of Russian higher education institution in the European mobility process include•

inability of the majority of Russian HE institution to finance studies at Western European schools;•

lack of an infrastructure to provide for the participation of Russian HE institutions in European programmes implying academic mobility development;• visa problems, including Schengen visas.

7.2. Describe any special measures taken in your country to improve mobility of students from as well as to your country

Russia is taking part in the co-financing of a number of student- and academic mobility programmes, e.g. the Russo-German Mikhail Lomonosov Programme. Various international and inter-governmental student- and academic mobility programmes have been prepared, such as instituting quotas and sending students abroad. According to the Presidential Programme of undergraduate and post-graduate training in European Hes, 100 scholarships are allotted annually. Nowadays, students from European countries (other than those of the NIS) comprise 8.1 per cent of the foreign students studying in the Russian Federation.

7.3. Describe the main factors influencing mobility of teachers and staff from as well as to your country (For instance tenure of appointment, grant schemes, social security, visa problems)

Intergovernmental agreements to facilitate visa regime for undergraduate- and Ph.D. students and professors, for study and work in Europe and Russia. Such agreements have already been concluded with Germany and France.

7.4. Describe any special measures taken in your country to improve mobility of academic teachers and staff from as well as to your country

See para 7.2.

8. Higher education institutions and students

8.1. Describe aspects of autonomy of higher education institutions

Is autonomy determined/defined by law? To what extent can higher education institutions decide on internal organisation, staffing, new study programmes and financing?

Clause 3 of the Federal Law “On Higher and Post-Graduate Professional Education” (O vysshem i poslevuzovskom professional’nom obrazovanii) of 22 August 1996 (no. 125-FZ) has defined the autonomy of HE institutions, as the degree of self-government, necessary for an institution to administer efficiently its affairs within the range of governmentally defined activities. HE institutions are entitled•

- to unite into associations and define their institutional structure;
- to work out and adopt rules of admitting students, unless these contradict the laws of the Russian Federation and the rules established by the Ministry of Education and the total number of students at the institutions exceeds that established by the institution’s license;•
- to administer its affairs in accordance with the laws of the Russian Federation, Model Regulations, HE Institution’s Constitution, and Contract with the founder, as well as on the basis of the principles of corporation and unified management;
- to take decisions concerning making contracts and defining responsibilities;•
- to define the amount of the employees’ extra remuneration, salary raise, bonuses, etc., within the means available; to establish international ties for cooperation; •
- to admit foreign students, both on the basis of intergovernmental or interdepartmental agreements and agreements with foreign legal entities including HE institutions, and foreign citizens;
- to administer the budget financing allotted and carry out profit-making activities, including international, in accordance with the laws of the Russian Federation and the institution’s constitution;•
- to work out programmes of studies on the basis of the national educational standards determined by the associations of HE institutions of respective branches of learning, 50 per cent of the theoretical disciplines within the systematically upgraded national standards being determined by the intuitions themselves; •
- to invite applications and make contracts with those elected to fill up teaching positions. Regulation of work- and social and economic relations of faculty and staff is subject to collective agreement between the institution’s administration and trade-union organisation.

As its consequence, the above academic freedoms imply responsibility for creating optimal conditions for the search of truth, as well as its unlimited expression and dissemination.

8.2. Describe actions taken to ensure active participation from all partners in the process

Laws are being prepared to broaden the autonomy of HE institutions and to further insure their responsibility in various matters including finances. Possibilities of student participation in HE administration are being considered.

8.3. How do students participate in and influence the organisation and content of education at universities and other higher education institutions and at the national level?

(For example, participation in University Governing Bodies, Academic Councils etc)

Students and student organisations are represented in the Academic Councils of HE Institutions, taking part in the evaluation of teaching. Students’ evaluation of the organisation of teaching process as part of the self-evaluation procedure is being introduced. At the national level, the Russian Association of the Student Trade-Union Organisations of HE

institutions assists in
clarification of the national educational policies among students;
improvement of educational process; control of education quality, on the basis of close cooperation with the educational bodies and employers; research of labour market and the conditions of training specialists in accordance with its demands.

9. The social dimension of the Bologna Process

9.1. Describe measures which promote equality of access to higher education

Equal opportunities in the sphere of higher education is guaranteed by the Constitution of the Russian Federation; it can be achieved as a result of the increased number of students admitted and making the admittance more accessible through introduction of the uniform national high school graduation exam. Between 1998/99 and 2002/03, student admittance increased from 912,900 to 1,503,900; nowadays it is further increasing. Public-opinion polls show that 87 per cent of families are in favour of higher education for the children. Today, a little more than 87 per cent of high school graduates enter universities. In 2004, a uniform competition admittance system was used for the first time. Both student admission and information does not require students' presence at the institution. Fourteen higher schools of eleven Federation Entities were involved in the experiment with the participation of 33,600 students, about 7,000 of them admitted. The number of high school graduates involved in the uniform national high school graduation exam increased from 752 in 2003 to 982 in 2004. Seventy-eight Federation Entities decided to take part in the experiment in 2005. It is planned that in 2005 the number of high school graduates involved in the uniform national high school graduation exam will reach 1,200,000, while the number of HE institutions relying on its results will increase from 946 to 1,650. In 2006, approbation of the exam technique and procedure in all the Federation Entities involved will be completed. More popular is becoming the practice of admitting students on the basis of high school competitions in general subjects, both in the Federation Entities and the Russian Federation as a whole.

10. Developments in lifelong learning

10.1. What measures have been taken by your country to encourage higher education institutions in developing lifelong learning paths?

The Committee for Education and Science of the State Duma has proposed supplements to the law to promote the development of the system of continuous education (lifelong learning). Not less than 10 – 12 per cent of employees will become involved in lifelong learning programmes. . For this purpose, post-diploma education programmes based on modules will be used, in conjunction with a unified credit system providing for flexibility of programmes and objective evaluation of their results, as well as the right to carry out professional upgrading programmes not only for educational institutions but also other organisations.

10.2. Describe any procedures at the national level for recognition of prior learning/flexible learning paths

Only procedures for evaluation and recognition of degrees/diplomas and study periods at educational institutions have been legally mandated.

11. Contribution to the European dimension in higher education

11.1 Describe any legal obstacles identified by your country and any progress made in removing legal obstacles to the establishment and recognition of joint degrees and/or joint study programmes

No decrees regulating mutual recognition of degrees/diplomas have been adopted. It should be noted, however, that no legal obstacles for it exist, because the recognition bodies rely on the Lissabon Recognition Convention and the UNESCO's Recommendations on the Recognitions of Joint Degrees (adopted in June 2004) that supplement the Convention.

11.1.1. Describe the extent of integrated study programmes leading to joint degrees or double degrees

About 20 HE institutions have joint educational programmes with those of European countries and the U.S.A., leading to joint degrees.

11.1.2. How have these programmes been organised? (joint admissions, mobility of students, joint exams, etc.)

The main aspect is joint programmes that imply study abroad during 1 or 2 semesters.

11.2. Describe any transnational co-operation that contributes to the European dimension in higher education

Many universities have educational programmes of European orientation in economics, law, sociology, and history. Kaliningrad State University has the Eurofaculty.

11.3. Describe how curriculum development reflects the European dimension (For instance foreign language courses, European themes, orientation towards the European labour market)

No special measures to reflect the European dimension in curriculum development have been taken. The existing curricula of the Humanities (economics, law, social sciences, linguistics, etc.) are largely European in orientation.

12. Promoting the attractiveness of the European Higher Education Area

12.1. Describe actions taken by your country to promote the attractiveness of the EHEA

No special measures have been taken.

13. Concluding comments

13.1. Give a description of your national Bologna strategies

1. Legal changes in 2005 in keeping with the requirements of the Bologna Process.
2. Making HE institutions familiar with the principles and trends of the Bologna Process by means of
 - publication of the corpus of official documents of the Bologna Process in Russia as a separate volume;
 - the media and thematic publications;
 - national and regional thematic seminars (conferences)
3. Contacts with the public and the legislative and the executive bodies in implementing the Bologna principles;

4. Cooperation with the western organisations in coordination of the Bologna Process, reliance on Western European experience of solving similar integration problems.

13.2. Give an indication of the main challenges ahead for your country

1. Financial, administrative and infrastructural limitations for the participation in European academic mobility programmes.
2. Extent of the system to be reformed.
3. Traditional dissociation of of research and leaning in HE institutions and those of the Russian Academy of Sciences.