

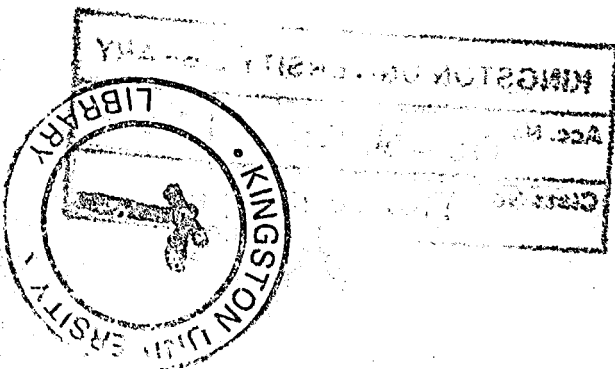
**FOR
REFERENCE ONLY**

**AN ENQUIRY INTO TEAM AND INDIVIDUAL
EFFECTIVENESS IN A TEMPUS PROJECT
(1993-1998)**

DAVID RANDALL

A thesis submitted in partial fulfilment of the
requirements of Kingston University
for the degree of Doctor of Philosophy

January 2004



KP 0828655 8



Acknowledgements

I would like to thank my supervision team at Kingston University School of Education, Dr Barrie Jones and Dr Keith Grieves, Head of Research and my second supervisor, Professor Sheryl Lee Bond of Queen's University, Kingston, Ontario, for their advice and support during my part-time registration for this research at Kingston University.

I would also like to thank Kingston University for its sponsorship and for treating my changing circumstances, in particular my absence on work assignment in Russia for three years from 1999 to 2002, with such sympathy and flexibility. The journey from start to finish has been very long with many interruptions, but this unorthodox pathway has allowed space for different learning experiences which in their way have all contributed to the end result.

Special thanks are due to my colleagues in the Tempus project in all three universities who engaged with the research critically and openly in the search for insights about our experience of international cooperation. In particular my thanks and appreciation goes to Galina Samokhvalova for her professional translation of extracts of my Case Record and thesis into Russian.

Finally, I would like to thank my wife, Svetlana, for shouldering more than her fair share of the responsibility for looking after our sons, Stanley and Alan, during the difficult final stage of writing up this research.

Abstract

The thesis is an evaluative case study in the interpretive paradigm of five-years of collaboration between three universities; one Belarusian, one British and one French. The collaboration, funded by the European Union's 'TEMPUS' programme, was intended to strengthen institutional management at the Belarusian host university following its foundation in 1992.

The research proceeded responsively, adapting to circumstances and conditions as it sought to remain relevant and use appropriate research tools to progress with the enquiry. Eventually four phases were completed including the production of a thick description Case Record which was referred to constantly in dialogue with informants in the phases of the research.

The analysis of the case considers the relevance of the standard project cycle management blueprint by examining the formal project cycle in the light of rich contextual information and reflecting upon the project's outcomes (planned and achieved) and the activities performed. Insight into the social psychology of international cooperation is also offered by the case study, drawing from and building upon theories of project management across cultures.

The study shows that many of the by-products of the collaboration planned in the original project description were of doubtful relevance and were transitory or superficial although some changes turned out to have long-term sustainability.

The findings challenge perceptions of good practice at project, institution and programme level, which others may relate to their own experience. Of particular importance, the research established that the project cycle itself introduced operational weaknesses and imposed limitations which prejudiced team and individual effectiveness. The Tempus project began better to fulfil its potential when personal and culturally based objectives were taken on board as well as the official ones.

Table of contents

Title Page	i.
Acknowledgements.....	ii.
Abstract.....	iii.
Table of Contents.....	iv.
List of Figures.....	vi.
List of Appendices	vii.
List of Annexes.....	vii.
Glossary and abbreviations.....	viii.
Introduction.....	xii.

Chapter 1: Aims & Focus: Using the PCM Approach

1. Project cycle management and the Logical Framework Approach.....	1
2. Stakeholder analysis.	3
3. Problem analysis	5
4. Analysis of objectives.....	6
5. Analysis of strategies.....	7
6. Planning and LogFrame.....	9

Chapter 2: Aims & Focus: In Consideration of Local Context

1. Introduction.....	13
2. Our partner, Minsk-3	15
3. From 1992 to Tempus.....	17
4. The actors and the drama	21

Chapter 3: Research Approach

1. Introduction.....	25
2. Interpretivism, insider research and epistemology of practice	28
3. Changing roles and the concept of 'practice' in Tempus	35
4. Tempus as Case Study, and Grounded Theory.....	41
5. Research methods 1: tools, interview technique and planning.....	50
6. Research methods 2: analysis and interpretation of data: trustworthiness and triangulation	53
7. Research methods 3: more strategies for overcoming ethical dilemmas.....	54
8. Research methods 4: the reporting stage.....	59

Chapter 4: Review of Literature

1. Introduction.....	62
2. Part 1: PCM and Tempus: the experience we know	64
3. Part 2: the cybernetic or 'context rich' perspective in Tempus	71
4. Part 3: facilitating the case study	75
5. Conclusion	80

Chapter 5: Description of the Research

1. Introduction.....	81
2. Phase 1. Exploratory interviews and secondary data gathering	82
3. Methodological insights from Phase 1.....	87
4. Phase 2. Elicitation of information required to complete the Case Record and answer the research questions.	88
5. Methodological insights from Phase 2.....	100
6. Phase 3. Use of the Case Record as a discussion document to further analyse critical issues with informants.	100
7. Methodological insights from Phase 3.....	110
8. Phase 4. Triangulation interviews and discussions used to cross-refer analytical conclusions.....	110
9. Methodological insights from Phase 4.....	113

Chapter 6: Analysis of the Results and Interpretation

1. Introduction.....	114
2. Emerging answers to Question 1	116
3. Discussion on Question 1.....	117
4. Emerging answers to Question 2.....	122
5. Discussion on Question 2.....	123
6. Emerging answers to Question 3	125
7. Discussion on Question 3.....	127

Chapter 7: Conclusions

1. Introduction.....	132
2. Programme level conclusions.....	132
3. Institutional level conclusions.....	135
4. Project level conclusions.....	137

Bibliography
Appendices 1-12
Annexes A and B

List of figures

- Figure 1. Map of the Tempus Tacis region.
- Figure 2. PCM in Tempus showing related programme and project management cycles.
- Figure 3. Fragment of example of a Stakeholder Analysis.
- Figure 4. Tempus Stakeholder Analysis.
- Figure 5. Problem Tree.
- Figure 6. Objective Tree.
- Figure 7. The Logical Framework Matrix showing direction of 'logic' .
- Figure 8. The Logical Framework Matrix (simplified).
- Figure 9. Map of Belarus.
- Figure 10. Tempus in Belarus.
- Figure 11. Comparison of action research principles.
- Figure 12. Reporting according to Stake's case study model.
- Figure 13. Nadler and Tushman diagnostic model (adapted from Nadler and Tushman 1997).
- Figure 14. Nadler and Tushman diagnostic model modified for Case Record.
- Figure 15. Example of data from interview – Phase 1.
- Figure 16. List of research questions for compiling the case record.
- Figure 17. List of analytical research questions.
- Figure 18. Sample of data from Phase 4.
- Figure 19. Project progress to target with narrow operating envelope (target not achieved).
- Figure 20. Project progress to target with wide operating envelope (target achieved).
- Figure 21. The 'Balanced Scorecard': four perspectives on change.
- Figure 22. Tempus project budget.
- Figure 23. Staff costs.

List of Appendices

Appendix 1: List of research resources.

Appendix 2: Informant identities: codes and responsibilities.

Appendix 3: Catalogued Research Archive.

Appendix 4: What are Tempus, Tacis and Phare?

Appendix 5: Information note on restarting Tempus cooperation with Belarus.

Appendix 6: Belarus, Britain & France Country Profiles.

Appendix 7: The Logical Framework Approach.

Appendix 8: Tempus Workplan 1996/97.

Appendix 9: Individual Grantholder Report.

Appendix 10: Table 'Problems and Difficulties'.

Appendix 11: Pre-Mobility Form and Mission Programme Sheet.

Appendix 12: New strategy for the dissemination of Tempus outputs with Tempus III.

List of Annexes

Annex A. Case Record.

Annex B. Tempus project Gantt chart (Microsoft Project presentation).

Glossary and Abbreviations

Inter-university cooperation is unfortunately steeped in the use of acronyms and jargon. Whereas the researcher has made an effort to moderate their use, the reader is recommended to keep one finger in this section for reference purposes.

The glossary was compiled from other publications on project management in order to be consistent with professional practice.

Glossary of Terms

Activities	"The work to be carried out by project staff". The specific tasks to be undertaken during a project's life in order to obtain results. In the project the word 'Activity' was also used to integrate a group of sub-activities (inputs) and outputs. They were referred to as 'Outcomes' after March 1997.
Activity Schedule	A Gantt chart, a graphical representation similar to a bar chart, setting out the timing, sequence and duration of project activities. It can also be used to identify milestones for monitoring progress and to assign responsibility for achievement of milestones.
Alternative Tree Analysis	The technique of reviewing an Objective Tree cause & effect diagram to identify promising alternative 4-level project designs based on comparative and competitive advantage of the agencies concerned.
Appropriateness	An evaluation factor at policy level; includes assessment of the success of the Commission in interpreting the needs of host nations for technical assistance and the corresponding form of technical assistance provided. Dependent upon factors such as transparency of decision-making and accountability of the decision makers.
Assumptions and Risks	"What may delay or prevent achievement of project objectives". External factors in the context which could affect the progress or success of the project, but over which the project manager has no direct control.
Conflict Analysis	Because projects reflect a political process of deciding who benefits from the scarce resources available, interests will be in conflict. Conflict Analysis is the process of identifying stakeholder interests and developing action responses.
Critical Path	The longest path through a network or display of activities/tasks. The path that has no slack time, which must go as scheduled. If this happens, the project will be out of schedule the amount of time the critical path actions exceed the total planned time.
Effectiveness	An assessment of the contribution made by results to achievement of the project purpose and how assumptions have affected project achievements.
Efficiency	The cost, speed and management efficiency with which inputs and activities were converted into results and the quality of the results achieved.
Evaluation	A periodic assessment of the efficiency, effectiveness, impact, sustainability and relevance of a project in the context of stated objectives. It is usually undertaken as an independent examination of the background, objectives, results, activities and means deployed and to draw lessons that may be more widely applicable beyond the project.
Gantt Chart	A graphical display of project activities and tasks over time, showing duration as bars, the length of which corresponds to the amount of time required, and arranged to show dependency and sequencing. The Gantt Chart may also show milestones of Output achievement and the precedence relations in the form of a time-phased network.
Goal	The wider objective to which a project contributes usually specified

	at the sectoral or national level (also known as the overall objective), for which the Purpose is one necessary cause.
Hierarchy of objectives	Activities, results, project purpose, overall objectives as specified in the intervention logic.
Impact	The effect of the project on its wider environment and its contribution to the wider sectoral objectives summarised in the project's Overall Objectives.
Indicators (of achievement)	See Objectively Verifiable Indicators (OVI)
Inputs	"What the project needs in order to complete its activities. Refers to the activities done and equipment purchased and the support measures taken to achieve them.
Intervention Logic	The strategy underlying the project. It is the narrative description of the project at each of the four levels of the 'hierarchy of objectives' used in the LogFrame.
LogFrame	The matrix in which a project's intervention logic, assumptions, objectively verifiable indicators and sources of verification are presented.
Logical Framework Approach (LFA)	A methodology for planning, managing and evaluating programmes and projects, involving problem analysis, analysis of objectives, strategy analysis, preparation of the logframe matrix and activity and resource schedules.
Milestones	A type of OVI providing indicators for short-term objectives (usually activities) which facilitate measurement of achievements throughout a project rather than just at the end. They also indicate times when decisions can be made.
Monitoring	The systematic and continuous assessment of implementation progress, of converting Inputs into Outputs under assumed conditions of uncertainty. Used for the purpose of management control and decision-making.
Objective(s)	Description of the aim of a project or programme. In its generic sense it refers to activities, results, project purpose, overall objectives and goals.
Objectively Verifiable Indicators (OVI)	Measurable indicators of quantity, quality and time that will show whether or not objectives have been achieved at each level of the logframe hierarchy. OVIs provide the basis for designing an appropriate monitoring system.
Outcomes	Overall results. More general than outputs, these results express the fulfilment of the project purpose. In the project each 'Outcome' integrated a group of sub-activities (inputs) and outputs. They were referred to as 'Activities' before March 1997.
Outputs	Concrete results. The deliverables expressed as completed products or services produced by the intervention activities by the end of the project.
Overall Objective	See 'Goal'.
Performance Indicators	See 'Objectively Verifiable Indicators (OVI)'
Project Cycle Management	A methodology for the preparation, implementation and evaluation of projects and programmes based on the integrated approach and the logical framework approach. The project cycle is similar to the learning cycle: creating, planning, implementing and reflecting.
(Project) Purpose	The specific central objective of the project in terms of sustainable benefits to be delivered to the project beneficiaries. It does not refer to the services provided by the project (these are outcomes or results), nor to the utilisation of these services, but to the benefits which project beneficiaries derive as a result of using project services. (Also known as the Specific Objective).
Relevance	The appropriateness of project objectives to the problems that it was supposed to address, and to the physical and policy environment within which it operated.
Results	See 'Outcomes'.
Risks, Constraints & Assumptions	External factors which could affect the progress or success of the project, but over which the project manager has no direct control.

Specific objective	See 'Purpose'
Stakeholder (analysis)	Individuals or institutions with a financial or intellectual interest in the results of a project. (Analysis of this.)
Sustainability	The likelihood of a continuation in the stream of benefits produced by the project without the need for external inputs. Depends upon policy support, economic and financial viability, socio-cultural aspects, appropriateness of technology and institutional capacity.
Technical Assistance	Specialists, consultants, trainers, advisers, etc. contracted for the transfer of know-how and skills and the creation and strengthening of institutions. However, the term does not satisfactorily describe the relationship of EU universities with those in the NIS in Tempus, which is a collaboration of peers.
Time Scaled Network	An innovation of the Gantt (or Bar) Chart which show the precedence relationship among activities and task, thereby identifying the critical path.

Abbreviations used

BEI	British Education Index
BPSM	<i>Belaruskyy patriotichesky soyuz molodezhi</i> (Belarusian Patriotic Union of Youth)
CARDS	Community Programme for Assistance, Reconstruction, Democratisation and Stabilisation in the Western Balkans
CEE	Central and Eastern Europe (not including the CIS)
CIS	Commonwealth of Independent States (of the former Soviet Union)
CME	Complementary Measures Project
CP	Compact Projects
DG EAC	European Commission Directorate General for Education and Culture
EC	Commission of the European Communities (European Commission)
ERD	Enterprise Restructuring & Development
ERIC	Educational Resources Information Centre
ETF	European Training Foundation (Turin)
EU	European Union
FSU	Former Soviet Union
G-24	Group of the 24 most economically developed countries (similar to the member states of the Organisation for Economic Cooperation and Development – OECD)
GIS	Geographic(al) Information Systems
GOPP	Goal-Oriented Project Planning
HRD	Human Resource Development
IGR	Individual Grant Holder Report
IMG	Individual Mobility Grant
JEP	Joint European Project (three year Tempus project)
LAN	Local Area Network
M & E	Monitoring and Evaluation

Continued...

NIHE	National Institute for Higher Education, Minsk
NIS	New(ly) Independent States (of the former Soviet Union)
NTO	National Tempus Office
PERT	Programme Evaluation & Review Technique
*Phare	Pologne Hongroie Aide à la Reconstruction Economique
PJEP/Pre-JEP	Pre-Joint European Project (one year project preceding a JEP)
RAE	Research Assessment Exercise
RBAP	Revised Budget(s) and Activity Plan(s)
SMART	(Objective must be) Specific Measurable Accurate Realistic Time-bound (i.e. has a defined deadline) – Guidelines for applicants (or ‘Specific, Measurable, Achievable, Relevant, Time bound’) (or ‘Specific, Measurable, Attainable, Results-oriented, Time-based’)
*Takis	Technical Assistance to the Confederation of Independent States
*TEMPUS	Trans-European Mobility Programme for University Students
TIP	Tempus Information Point
V-P	Vice-président
WBS	Work Breakdown Structure. The international standard technique of breaking down each activity into the tasks required to achieve them.

*Fuller definitions and explanations of the project names: *Phare*, *Takis*, *TEMPUS*, *TEMPUS (Phare)* and *TEMPUS (Takis)* are given in Appendix 4.

Introduction

This PhD thesis uses a case study methodology to demonstrate the contradictions involved in running a multi-partner development project in the higher education sector. The subject matter is project management and the management of change in a cross-cultural context.

The findings should be interesting primarily for practitioners in the field of human resource development and organisational development, especially people working in and with international donor organisations like the European Union, World Bank, Asian Development Bank and USAID. The findings will also be relevant for management scientists, scholars and specialists of international education and multicultural management.

This introduction explains what is in this report, but it does not completely explain *why* the research was carried out. The answer to this question is given in two contrasting chapters on aims and objectives, Chapters 1 and 2.

The politics of development.

One of the important tensions in development is between the interests of the people funding projects and the people expediting projects at the coalface. Often people closely involved in change processes fail to appreciate the limitations of projects, or they fail to understand the constraints within which donors are working. Both may feel a sense of injustice that, in practice, a project in which they are involved has not realised its full potential.

Public donors and aid agencies, in trying to systematise the process of delivering aid, impose structures and procedures upon applicants interested in external funding to implement their projects. They hope that in so doing they will create order and accountability in the system, improve the quality of outcomes, and establish an audit trail which will protect the interests of the taxpayer who, after all, picks up the bill.

The thrust of procedural innovations by donors has been to try to reorientate change agents away from a focus on the activities which interested them and towards the achievement of results that represent, for the donor, an acceptable return on investment. Most donors now expect projects to be 'objective-orientated', i.e. the objectives have to be stated clearly at the beginning of the project in terms that can allow donors to monitor their achievement, and then management must concentrate on the achievement of those objectives since that will be the measure of success of the project. Failure to realise these objectives in good time will result in sanctions such as discontinuing funding or even demanding repayment of funds already spent.

Donors realise that not everything can be predicted in advance and that good planning allows for a degree of flexibility and re-planning if this becomes necessary. A balance has to be struck between formality and informality, between objective-orientation and flexibility. Some practitioners consider that the balance is wrong and that the project management tools which donors expect them use are flawed or too restrictive. Criticism of objective-orientation in project management usually focuses upon a perceived lack of concern of the funder in the changing needs of the beneficiary, on the lack of flexibility to allow for human limitations or new opportunities to be exploited, and how planning tools fail to accommodate sufficiently local contexts, working methods and cultural specificities. Alternative planning tools are sometimes worked out which are more context sensitive, but often these come into conflict with contract rules and bureaucratic procedures that cannot accommodate too much flexibility.

Tempus (Tacis)

It is against the background of these contradictions that this case study looks in depth at a project in the Tempus programme of the European Union. Tempus supports linkages between universities in the EU and universities in countries outside the EU who would like to benefit from donor support for increased contact and cooperation with the EU universities. The European Commission is one of the international donors that have become strict adherents of objective-orientated project management and design.

The planning system which the EU now applies in all assistance programmes is referred to as *Project Cycle Management* (PCM), and within PCM the approach to planning is called the Logical Framework Approach (LFA) which results in a Logical Framework matrix, or LogFrame, being produced. Likewise, since 1996, the LFA has been incorporated into Tempus projects' planning cycle. In the five years before that, from 1991-1996, Tempus used an 'activities and outcomes' approach, which gave too much scope, it was thought, for participants to concentrate upon activities at the expense of outcomes.

Since 1991 when the programme started, Tempus has developed its own epistemology of practice, refined its codes of practice, rules, regulations and authorities and has become systematised with a regular, centrally-controlled production cycle. Between 1991 and 2002 there have been nearly 15 thousand Tempus projects costing about 800 million Euro (£491 million). The focus initially was on central and eastern Europe but ten of the East European countries originally benefiting from Tempus under the Phare programme, the so-called 'accession' countries, acceded to the European Union and they no longer participate. Tempus

has since been opened up to Mediterranean countries like Egypt and Tunisia and the former Yugoslav republics as well as the countries of the former Soviet Union.¹

Figure 1. Map of the Tempus Tacis region

(*Copied from the website of the European Training Foundation: www.etf.eu.int/tempus)



External evaluations of the Tempus programme carried out in 1992, 1996 and 1998² have shown that the programme is popular with practitioners, that universities benefit enormously from exchanges, and that more exchanges should continue to be funded in the future. However, when one reads case studies done by practitioners the comment is often made that there have been many project management difficulties and that the positive results of the project have come about organically or informally, almost in spite of the formal aims and objectives, whether or not these were achieved. Hence, the question arises about the appropriateness of LogFrame approach, whether or not some other technique would be more appropriate, or if something else should be done to achieve better congruence between policy and practice.

¹ The current list of eligible countries is Tacis (Former Soviet Union and Mongolia) – Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Mongolia, Russian Federation, Tajikistan, Turkmenistan, Ukraine, Uzbekistan; Western Balkans – Albania, Bosnia and Herzegovina, Croatia, former Yugoslav Republic of Macedonia, Kosovo, Serbia and Montenegro; Mediterranean – Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestinian Authority, Syria, Tunisia. (See www.etf.eu.int/tempus and Appendix 4 of this report).

² Coopers and Lybrand 1992, European Commission 1996v, Tempus-Tacis Evaluation 1998.

These issues are under investigation in this case study. Notwithstanding the experience of other projects, the case study focuses upon management issues in this project in depth. This is uncommon in studies of international cooperation and development which usually focus upon many projects or a whole programme.

Tempus projects are a specific example of a kind of change management situation in which the participants are partly funded by a third party to undertake a change ostensibly in the common interest of all three parties. However, this perceived 'interest' must be dissected and analysed to determine the real reasons why universities participate and the groups and individuals who are personally involved.

The project, which is the subject of this case study, had three partner universities. The Partner State University that benefited from the equipment budget, etc. was in Belarus, a country which first became eligible to participate in Tempus in 1993. The other universities were in France and the UK. I worked in the British University. I wrote the proposal for funding and continued to be personally involved throughout. The project took place over a five-year period from 1993 to 1998. The overall objective of the project, which gave it its title, was:

"Strategies for the development of a responsive university management structure for Minsk-3³ University."

Thus the research is a case study of a singularity, i.e. one Tempus project. There is no intent here to generalise about Tempus as a whole, rather to focus upon what support and what constraints were perceived working within Tempus rules.

Arguably, the study of one case in detail may achieve what is more difficult to achieve in the more common multi-case surveys. It will bring into relief the complexity of stakeholder interests, dilemmas for decision-makers and organisational constraints which affect the behaviour of projects at the micro level.

The Title of the Enquiry - An Enquiry into Team and Individual Effectiveness in a Tempus Project (1993-1998)

'Team and individual'

The use of the words in the title 'team' and 'individual' shows that the research is concerned with individuals and the groups in which they work. It takes a detailed look at their

³ The names of the universities and the persons involved in the project are anonymised throughout this report. Only the rough geographical location is given.

motivation to perform in the project, how people work together as individuals and groups and the perceptions that they have of other partners (organisations and individuals).

In Tempus, the project activities and outputs are already anticipated by the time the application is submitted, but the composition of the teams is not detailed. Consequently, temporary groups have to be formed to engage in activities and perform functions which lead to outputs. Moreover, for reasons which are investigated later, the groups have to work within constraints not of their choosing. The teams are therefore culturally and motivationally heterogeneous. Some members expect to participate and do so enthusiastically, others are asked and acquiesce, still others are obliged to participate but would not do so if given a free choice. Under investigation here is the individual's contribution to Tempus both 'in role' as a team member and in relation to their personal sub-agenda.

In this study the international teams were drawn from three universities, supplemented occasionally by externals. The groups were small and were constantly forming and disbanding. Team members did not necessarily recognise themselves as belonging to a team. The words 'team' and 'teamwork' are therefore used loosely to describe any co-operative unit or interaction between persons assigned to the same or similar activities and tasks. The quality of teamwork in these loose groupings is about how well individuals overcome their differences and apply themselves in collaboration across cultures. An important consideration here is the way that project management succeeds in generating a sense of shared values in the team from which other intangible results can emerge. Under particular scrutiny is the way that the teams form and operate in activities and under what conditions they perform 'effectively'.

'Effectiveness'

'Effectiveness' has two meanings relevant to this report, a formal meaning and a more general meaning. Formally, the effectiveness of a project is part of the evaluation and in EU parlance it has a following definition: "An assessment of the contribution made by results to achievement of the project purpose, and how assumptions have affected project achievements"⁴. Variations of this definition have been offered at different times in other project management guidelines or in the terms of reference for evaluations carried out by agents of the European Union and other project donors.⁵

⁴ European Commission, *Project Cycle Management Handbook*, 1999ii, p.64. See *Glossary* for definitions of other evaluation terms.

⁵ See literature review, Chapter 4.

At a more general level, the level which I identify more with personally, the meaning of the word 'effectiveness' intended in the title is more process-orientated, holistic and emotional than the objective-orientated EU definition. It would have to encompass as sense of the satisfactory implementation of the project irrespective of whether the objectives were fully achieved or not. To be personally 'effective' in that sense, one would have to contribute well to inter-university cooperation as a process as well as achieving specific tasks. Giving myself as an example, my personal involvement could impact either directly (by making improvements in the content or quality or activities and outcomes) or indirectly (as a co-ordinator, facilitator or 'ideas' person). I tried to monitor my personal effectiveness through critical self-reflection and by using other members of the team to verify my self-image of my effectiveness.

Combining the formal and the informal definitions, participants' 'effectiveness' would therefore be a combination of evaluative aspects – that of the formal evaluation by external monitors and the desk monitoring done by the EU project managers, and the mid-term critical monitoring and self-monitoring included in the Case Record and in the analysis.

'Tempus Projects'

Projects are defined in various ways, more or less precisely. One of the less precise definitions is, for example, 'any task which has a beginning and end'.⁶ The European Commission stated that 'projects are about the movement of people from a present situation with which they are not satisfied to a future situation which is unknown and uncertain'.⁷ The emphasis on uncertainty is interesting and perhaps a little disconcerting. Literature provided by Tempus states that 'projects are formulated by universities in the Partner Countries (a euphemism for the beneficiaries of aid in the former Soviet Union) in cooperation with their partners from the European Union, where the EU universities supply their know-how and experience'.⁸ The operative words here are 'cooperation' and 'supply', concepts which in some circumstances could be considered contradictory. The contention can also be challenged that universities in the Partner Countries formulate projects. The formulation has commonly been done by the organisation submitting the application, namely the chief western partner. Thus the very definition of a project contains tensions which betray further contradictions.

⁶ Taken from course notes for training in *Project Management* delivered by consultant Valerie Thackeray, 13/12/94.

⁷ European Commission, 1998i.

⁸ *Tempus Handbook: Objective Orientated Project Management and Design*, European Training Foundation, 1997ii, p.iii.

The report of the research is in seven main chapters, with appendices and annexes added after the main text.

The first two Chapters 1 and 2 are used to contrast the formal methodology for project identification using Project Cycle Management with an account of the rich tapestry of life within a project which the formal accountancy approach to project management does not convey. Chapter 1 uses the Logical Framework Approach to arrive at an artificial 'plan' for conducting the present enquiry as an insider within the Tempus project itself. This planning exercise is a demonstration of how the LFA is used.

In Chapter 3 an introduction to the methodology and research methods employed in the research is written. More information about the researcher's learning from experience as a researcher is given subsequently in the description of the research in Chapter 5.

In Chapter 4 a literature review is presented showing how the literature supported the enquiry in three ways; it helped to provide theories and models for capturing the experience of the project team in a Case Record; it helped to describe the political economy of donor support making it easier to comprehend the roles and responsibilities taxing donors as they try to manage the dispersal of funds for development, and also it helped by suggesting alternative approaches to PCM which can offer project teams an advantage if they are looking for ways to come to know their partners better and manage relationships more effectively.

In Chapter 5 the research process is described, showing how it moved from phase to phase, what the researcher learned about research in each phase and how the learning was applied in each subsequent phase. The word 'phase' is used to describe the sequence of steps in the research to distinguish them from the 'stages' in the development of the Tempus project.

In Chapter 6 the results of the research are reported, analysed and interpreted from two perspectives in particular, the PCM perspective and the culturally context-rich perspective referred to above.

In Chapter 7 the conclusions arising from the analysis are summarised and linkages made between them which refer back to the title and which may also inform policy on inter-university cooperation in the future.

In Annex A, the Case Record is enclosed in full in the original version which went to consultation with project partners and informants in the analytical phases of the research. The Case Record provides literally a 'thick description' of the project's progress from preparation through to evaluation using a five-stage theory of how a project develops.

In the Case Record and elsewhere in this report the identities of the three participating universities in the case study have been anonymised, not so much in an attempt to protect the institutions and their employees from any controversial remarks which have been made, as an attempt to focus upon the issues developed in the research rather than the identities of the universities themselves. The three universities are described as:

- Thames-1, a university in Southern England which co-ordinated the project
- Somme-2, a university in Northwest France which was the second EU partner
- Minsk-3, a state university in the Belarusian capital city, Minsk, which was the Partner State University and beneficiary of the project.

In Annex B, a chart showing all of the activities in the project is provided so that the reader can appreciate better its considerable scope and complexity.

Referencing is done using a system of footnotes which refer to the bibliography at the end of the thesis and to cross-refer to research data sources. The research uses input from a very wide range of sources including e-mail, Web, oral interview, conferences and seminars. They appear as references in the footnotes codified according to message type (such as tape recording T-002, Diary entry D-045, etc.) and are listed in Catalogued Research Archive at Appendix 3. Footnotes are also used, as usual, to provide clarification and additional information without interrupting the main text.

Chapter 1 Aims & Focus: Using the PCM Approach

About this chapter.

In this chapter the aims and focus of the research are arrived at using methods applied by aid donors like the European Union under Project Cycle Management (PCM). A Logical Framework matrix is produced to demonstrate how the tool is used in objective orientated projects.

The working out of the LogFrame will start to show what 'problems' the enquiry is addressing (focus of concern). The problems are then transposed into objectives, and the final LogFrame will show what the overall objective is of the research, what its specific 'purpose' is, what will be the results of the enquiry and what activities will be done to produce these results.

Unorthodox in a PhD thesis, this 'planning exercise' is done to demonstrate PCM prior to the analytical part of the thesis in which PCM is evaluated. However, it does have a practical purpose in explaining (with Chapter 2), why the enquiry was conducted.

1. Project cycle management and the Logical Framework Approach.

The planning system which the EU now applies in all assistance programmes is referred to as Project Cycle Management (PCM), and within the PCM approach the main planning method is the Logical Framework Approach (LFA) which results in a Logical Framework matrix, or LogFrame¹.

A graphic is shown below of the interweaving programme and project cycles (Figure 2)². In this chapter I will mirror the PCM approach in accounting to the reader for the aims and objectives of the present research. In demonstrating the Logical Framework approach I will be setting up the discussion in the case study analysis which puts the formal approach of PCM into the case context and tests the risks and assumptions against reality in the case. The discussion will further engage the reader in the aforementioned debate about whether or not the LFA is adequate in the local context of the present Tempus project.

This chapter is written as much as possible without the benefit of hindsight, since project planners do not have the benefit of hindsight when they have to go through the same process.

¹ See the full description of the LogFrame in Appendix 7.

² Adapted for Tempus from European Commission 1999ii and 2001.

According to the PCM LogFrame Approach used in Tempus, building a LogFrame is done in two phases, the Analysis Phase and the Planning Phase as follows:

1. There are four steps to the *Analysis Phase*:
 - ⇒ Stakeholder Analysis
 - ⇒ Problem Analysis (image of reality)
 - ⇒ Analysis of Objectives (image of an improved situation in the future)
 - ⇒ Analysis of Strategies (comparison of different options to address a given situation).
2. The *Planning Phase* is when the project idea is further developed into a practical, operational plan ready to be implemented. In this Phase, the LogFrame is drawn up and activities and resources are defined and scheduled.³

We begin therefore with a stakeholder analysis.

2. Stakeholder analysis.

According to the EU guidelines, the purpose of stakeholder analysis is to identify key stakeholders, assess their interest or *stake* in the project and the ways in which these interests affect viability and risk in the project.⁴ It achieves this by identifying:

- the interests of stakeholders in relation to the problems to be addressed, and the main assumptions to be made about their involvement in the project.
- conflicts of interest between stakeholders, which will affect the project's risk.
- existing and potential relationships between stakeholders that can be built on to enhance the prospects for project success.
- appropriate ways by which different stakeholders can participate in the project.

In Figure 3 (below) we see an example of how this is laid out.

Figure 3. Fragment of example of a Stakeholder Analysis.⁵

Stakeholder Group	What is their stake?	Requirements for their continued support of the project	Appropriate participation mechanism
Social workers	+ training & new skills + improved job prospects + improved work practices	<ul style="list-style-type: none"> ■ consultation in development of new curricula ■ non-discriminatory access to training 	<ul style="list-style-type: none"> ■ inform about project progress ■ involve in design of practical placement element of training ■ consult about training needs & priorities
Social work organisations	+ access to better qualified professionals	<ul style="list-style-type: none"> ■ consultation in development of new curricula ■ involvement in development of new work practices 	<ul style="list-style-type: none"> ■ inform about project progress ■ consult about training needs & priorities ■ involve in design of practical placement element of training

³ European Commission, 2001, p.10.

⁴ European Training Foundation, 1997 ii. p. 9.

⁵ European Training Foundation, 1997 ii. p.10.

The stakeholder group has to be identified by the project managers and ideally all of the stakeholders should be invited for a brainstorming meeting. Usually this does not happen, but at least the proposed co-ordinator and the beneficiary should have a chance to discuss their potential role in any project. Here is a simplified stakeholder analysis which uses exactly the heading recommended by the European Training Foundation, which administers the Tempus Programme on behalf of the European Commission.

Figure 4. Tempus Stakeholder Analysis.

Stakeholder Group	What is their stake?	Requirements for their continued support of the project	Appropriate participation mechanism
Minsk-3	+ Increased value added from Tempus. - Resistance to change. +/- Willingness to participate in research.	<ul style="list-style-type: none"> Project must work in the general direction of development. Not too intrusive. Continue to meet expectations regarding programming of activities, financial support, etc. 	<ul style="list-style-type: none"> Visits and exchanges in accordance with activity plan. Organisation into work groups to fulfil tasks. Internal dissemination of project aims and objectives.
Thames-1	+ Increased value added from Tempus. - Resource implications.	<ul style="list-style-type: none"> Allocate appropriate time to the project. Project a positive image of the University. 	<ul style="list-style-type: none"> Visits and exchanges in accordance with activity plan. Co-ordination responsibilities fulfilled.
Somme-2	+ Increased value added from Tempus. - Resource implications.	<ul style="list-style-type: none"> Maximise networking potential from project. Pitch their involvement at the right level. 	<ul style="list-style-type: none"> Visits and exchanges in accordance with activity plan. Networking activity.
Informants from outside the Project	+ Exchange of information, possible mutual benefit. + Possible policy implications. +/- Willingness to participate in research.	<ul style="list-style-type: none"> Meet their expectations on confidentiality. Provide information/-comment in exchange. 	<ul style="list-style-type: none"> Interview, email and telephone conversations. Follow up with hard copy – right to reply.
Dissemination group	+ Sharing contribution to knowledge. + Possible policy implications.	<ul style="list-style-type: none"> Try to contact them at appropriate times in their work cycle. Feed in outputs in a way that meets their needs. 	<ul style="list-style-type: none"> Document review. Seminars. Can be involved as informants where possible.
Research supervisors.	+ Tutorial. + Quality assurance. + Strengthen RAE.	<ul style="list-style-type: none"> Transfer MPhil/PhD Involvement in research and drafting process. 	<ul style="list-style-type: none"> Attend research meetings and seminars. Meet Project participants. Regular e-contact.
Investigator, D. Randall	+ increased value added from Tempus. +Increase qualification. - Resource implications. - Opportunity costs.	<ul style="list-style-type: none"> Continued progress of the project towards completion and involvement in it. Good 2-way contact with in- and out-groups of informants. 	<ul style="list-style-type: none"> Insider work routines. Data collection and analytical activity. Research training, seminars, etc.
Notes: + signifies a potential benefit - signifies a potential negative effect			

3. Problem analysis.

I was present when the Rector of Minsk-3 first came to visit Thames-1 back in 1992 and struck up a friendship between the two institutions, based largely upon the Rector's acute sense of mission: He was building a new university literally from scratch and western donors were asked to provide all sorts of assistance.

Thankfully, in the case of Thames-1 and Somme-2, there seemed to be a lot of support from senior management for collaboration with Minsk-3 and this would sustain us through five years of effort in the Tempus project.

More is said about this early contact in Chapter 2 and in the Case Record, but for the purposes of this problem analysis, I could see a number of reasons why international cooperation would be problematic. From the stakeholder analysis we can also see the following:

- Minsk-3 wishes to invite foreign academics to assist with institution building but there could be resistance to change from within;
- Thames-1 wishes to participate in Tempus but there will be limited staff availability unless extra resources are found;
- Somme-2 is interested in the networking potential of a new project but it is unclear what their availability will be for seeing results through.

A self-evaluation could be part of a strategy for addressing potential problems and it could be a subject for PhD research for me at the same time. The more successful I am in eliciting the cooperation of informants in the research, the more involved they will become in seeking to improve professional practice in international cooperation.

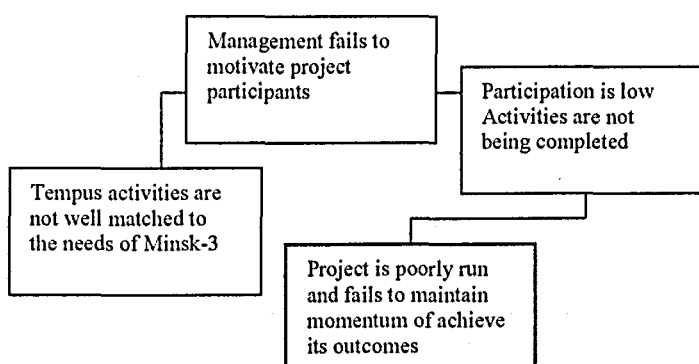
Given my own knowledge of the LFA, I wondered what role the approach would have in project management. I saw the LFA as problematical owing to:

- The lack of expertise available for using the approach effectively as a project management tool.
- Adverse PCM conditions and loss of was goodwill aggravated by:
 - Hasty, incomplete and exclusive project planning (not benefiting from professionally produced intervention logic).
 - Adverse organisational contexts (overwork, people leaving, lack of available expertise).
 - Failure to invest in communication strategies.
 - Difficulty resolving team (activity) leadership issues (most immediately, who should be leader).
- Failure to fully exploit the strengths of each institution.

- Senior managers tacitly disputing the legitimacy of Tempus (less of a problem at middle management level where Tempus has made some noticeable improvements).
- Project activities not being well integrated into mainstream university activity (lack of internal dissemination) - a deleterious effect on sustainability.

A 'problem tree' from this analysis would be something like this (example):

Figure 5. Problem Tree.



4. Analysis of objectives.

The objective analysis follows the problem analysis and should result in an 'objective tree'.

The overall objective of Tempus Programme is:

- To promote the quality and support the development and renewal of the higher education systems in the eligible countries;
- To encourage their growing interaction and as balanced a cooperation as possible with partners in the European Community, through joint activities and relevant mobility.⁶

Within the title of the Tempus project, "Strategies for the development of a responsive university management structure for Minsk-3 University", were several implicit goals:

- To strengthen university management
- To improve the quality assurance of academic programmes, and
- To complete the building up of an infrastructure for international relations that will assist Minsk-3 in the future to access donor sponsorship and participation in cooperation programmes.

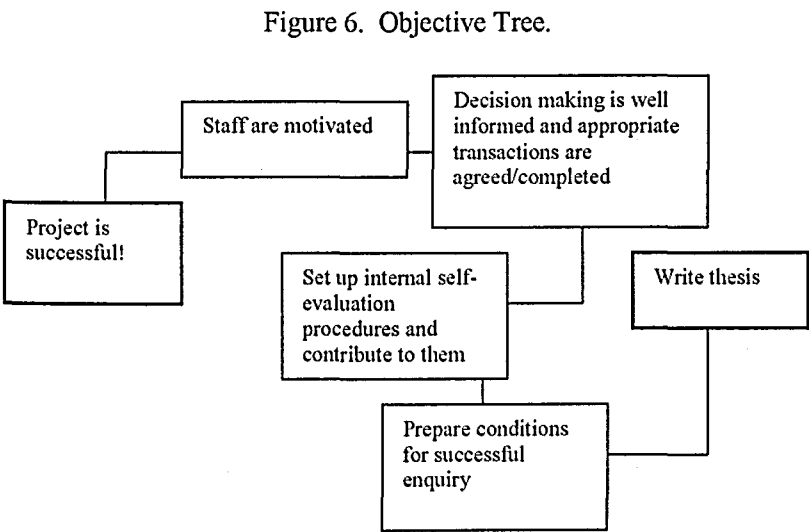
⁶ From 1994 *Guidelines for Applicants* produced by the European Training Foundation.

In the initial stages of the project all partners felt comfortable with these goals, but as the project progressed we became more conscious of the gap between the ‘goals’, which were merely poorly stated objectives, and their realisation.

There seemed therefore to be plenty of scope for improvement. My goal with respect to enquiry was: To do an interpretive case study of a Tempus project, learning from experience, contributing to and applying new knowledge in the field of interuniversity cooperation.

To complete the enquiry successfully I would need to enrol as a research student, undertake training in research, carry out my research and produce a thesis that could then be disseminated.

From the above, an objective tree that one could build might include the following:



5. Analysis of strategies.

Successful coping strategies would be required to manage the identified problems and difficulties. I expected that the evaluation could be a catalyst for appropriate interventions in project management as follows:

- A system for personalising the input of staff, discussing and meeting their individual needs as well as the project needs. Staff members’ personal development agenda needs to become explicit so that Tempus can negotiate a psychological contract with them and improve their teamworking. The project would then be more successful were it to concentrate less upon direct intervention in activities and the achievement of measurable outputs than on

supporting the implementation of individuals' psychological contract within their team context.

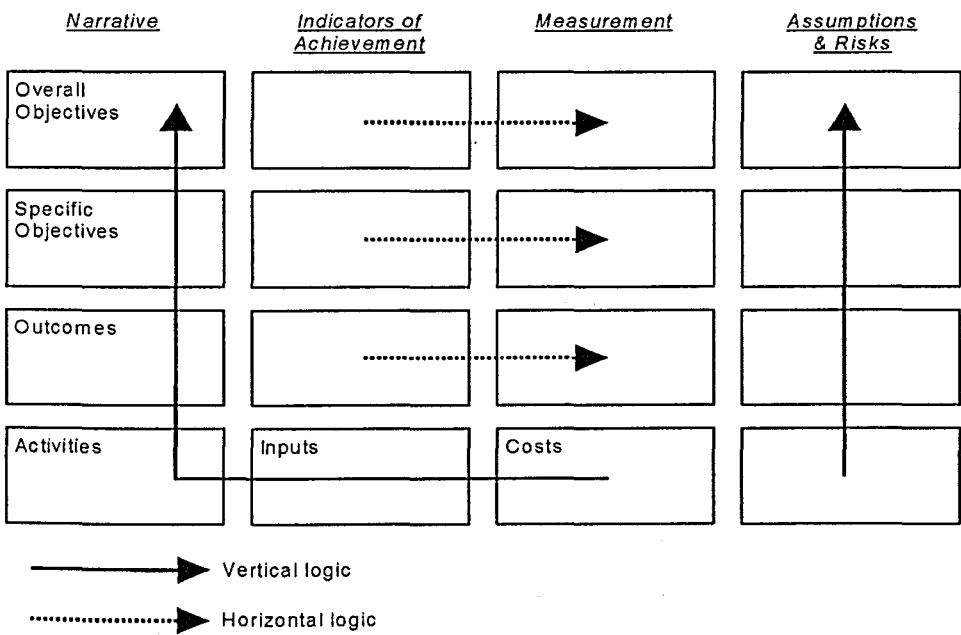
- Strong motivation by charismatic leadership 'with attitude' to make up for the lack of a corporate planning process.
- Self-evaluation generating feedback –loops independent of the formal reporting process.
- Focus on building up systems and procedures rather than relying upon the training of staff since there is a problem of 'brain drain'.
- Expertise needs to be made available from project funds to help universities to cope with the difficulties of the LFA.
- Certain procedural failures in PCM can be corrected using better processes of management across cultures employed to make the best of the opportunity of the Tempus funding.
- The evaluation/appraisal scheme should be integrated into a system of departmental performance management of activities (including Tempus activities).

As far as transposing all of this into the LogFrame is concerned, the way to do this would be to treat each 'strategy' as an activity and to match activities to desired outcomes/objectives. For the purposes of this exercise I entered into the LogFrame the steps required to put into place an ongoing self-evaluation based on the present enquiry.

6. Planning and LogFrame.

Having completed the analysis phase, the information could be transposed into the Logical Framework matrix, which looks like this:

Figure 7. The Logical Framework Matrix showing direction of 'logic'⁷



According to the logic of the framework, when the outcomes are achieved, the specific objective is also considered to be achieved. In order to achieve each objective, it is necessary to undertake certain activities. 'Activity 1' supports 'Objective 1', 'Activity 2' - 'Objective 2', etc. (Sub-activities can be labelled 1.1, 1.2, etc.).

The column, 'Indicators of Achievement' shows how the planner understands success in terms of the achievement of the outcome. Quantitative targets are given in the next column 'Measurement' if possible. If not, a qualitative description of the measurement of success is used. Against the list of activities, the columns 'Indicators of Achievement' and 'Measurement' are replaced by estimates of the inputs required to complete each activity and the cost of these inputs which has to be planned. In the right-hand column is prognosis of the assumptions that one needs to make in order for the left hand columns to be relevant and also the risks that may effect planning in the future.

⁷ Reproduced from the manual *Objective-Orientated Project Management and Design*, European Training Foundation, 1997ii, p.18.

The LogFrame is not expected to remain static throughout a project. It is a tool which is supposed to be updated regularly. Figure 8 below is the matrix applicable when the research methodology was fully developed (see Chapter 3).

Inspection of the LogFrame will show immediately the linearity of the tool, in other words it seems to anticipate strict conclusions from discussions alleged to have taken place in the analysis phase, leading to accepted decisions which all parties are fully committed to. I questioned whether or not consensus about aims and activities could be reached in these deliberate steps. Also the structure insists upon an analysis of risks and assumptions which establishes a hierarchy of dependencies that seemed rather artificial in the context of higher education, where actors involved in international projects can often operate with a high degree of autonomy.

Although objectively verifiable indicators are requested in the LogFrame, very often these indicators refer only to a limited range of specified end products. One output is supposed to refer to one activity and vice versa, so there is no space to break down these deliverables into several milestones, the achievement of which can be monitored before it is too late to speed the production process up for the main deliverable.

Finally, it is obvious that many people will not have the inclination or the aptitude to complete the LogFrame diligently. It is too easy to simply produce the LogFrame independently without consultation and, once it is produced, to fail to keep it up-to-date. Someone who completes the LogFrame him or herself without consultation will clearly run into difficulties when they try to implement it later. Hence, a completed LogFrame is no evidence of ability as a project manager.

Having levelled some criticisms, it must be said that the LogFrame must be an improvement on starting out on cooperation without having any idea what the end point is going to be. For this reason the LogFrame is strongly supported in circles which suspect higher education of poor change management skills!

The LogFrame below is the result of a planning exercise which was to show *why* the present enquiry was being undertaken and to demonstrate what the focus of concern was. The reader will notice that the LogFrame does not provide much evidence to support any decision-making about why one course of action is supported and not another.

In the next chapter I will have more space to go into detail about that.

Figure 8. The Logical Framework Matrix (simplified).

Logical Framework for Project: 'An Enquiry into Team and Individual Effectiveness in a Tempus Project (1993-1998)'			
Objectives, Outcomes and Activities	Indicators of Achievement	Measurement	Assumptions and Risks
Overall Objective To contribute to the effectiveness of the Tempus programme.	Projects are more successful in achieving their outputs and cooperation continues.	Growth in number of projects with good evaluations. Extension of the Tempus programme to 2006 and beyond. ⁸	Member States will continue to support Tempus politically and financially.
Specific Objectives To do an interpretive case study of a Tempus project, learning from experience, contributing and applying new knowledge in the field of interuniversity cooperation.	Recognition of useful and high quality to the literature and debate on project management issues in interuniversity cooperation.	Case study is completed by the deadline and passes examination. Other stakeholders are interacting with the data and findings.	All preparation and examination procedures are successfully concluded. Dissemination takes place
Outcomes Outcome 1: Team and individual effectiveness during the project is improved.	Results of project achieved. Results of qualitative analysis during and after the project (during research). Good monitoring reports.	PI's in accordance with project documentation, (e.g. Corporate plan written, LAN installed, etc.) Evaluation conducted by researcher and other stakeholders reported in the case record. External evaluation scores by Monitoring and Evaluation Team.	The group continues to interact and grow in all project components. Participants in the project take full advantage of opportunities for improvement. Monitoring team gives consistent advice.
Outcome 2: My project-related professional skills are improved.	Improvement in performance in existing and new projects activities, improved job prospects, etc.	Involvement in new activities using project management abilities not previously used.	Continue working in subject specialism.
Outcome 3: I am trained in research methods.	PhD thesis, incorporating case Record, is passed by examiners New research undertaken successfully.	Examiners comments on data management, rigour, validity, style and presentation. According to performance indicators of new research	Training is completed according to PhD course.
Outcome 4: A case record is produced and validated.	Case record is circulated for critical feedback and validated.	Stakeholders have endorsed the final version.	Good communications with stakeholders (translation of documents where required, etc).
Outcome 5: The research data is analysed, a report written (thesis) and the results validated.	PhD is passed by examiners	Examiners comments on rigour, validity, style and presentation.	Examination concluded successfully.
Outcome 6: The results of the research are disseminated contributing to knowledge in the field of interuniversity cooperation.	Thesis becomes available to the academic community and other Tempus stakeholders.	Number of copies of work available in full, summary or abstract versions. Number of citations in other people's writing.	Thesis is read by a reasonable number of people and there are opportunities for discussion.

⁸ It is very difficult to isolate the specific contribution of one project to *Overall Objectives*. It would be a matter for the political programmers to consider how to measure the success of the programme as a whole. Hence, this research is offered merely for consideration alongside the ongoing evaluation carried out by the Tempus authorities.

Logical Framework for Project: 'An Enquiry into Team and Individual Effectiveness in a Tempus Project (1993-1998)'			
Objectives, Outcomes and Activities	Inputs	Costs	Assumptions and Risks
<u>Activities</u> Activity 1: Maintenance of continuous quality improvement during project.	Meetings and visits with participants to critically review progress and learn from mistakes.	Travel costs. Office stationary, etc.	All team members would need to take quality improvement seriously.
Activity 2: Upgrading of personal professional skills.	Research on new methods, theory, practice and critical review.	Interaction with peer professionals, seminars and conferences, papers, Library resources, Internet.	Learning resources available and used properly.
Activity 3: Training in research methods.	Activities in University, 'Thames-1', Action Research Group. Papers written. Seminars and conferences. Supervisory meetings. Feedback from discussions with critical friends.	Costs of enrolment at university. Communications and stationary costs.	Interaction with teachers and peers generates positive results. Relationship with supervision team develops satisfactorily.
Activity 4: Data collection and validation.	Case record compiled from data items collected in the project, journal, diary, audio tape recordings and documentary evidence. Establishment of ethical limitations.	Costs of data collection and validation events. Travel costs.	Volume and quality of material is satisfactory.
Activity 5: Data analysis, validation and report.	Literature search, Development and testing of analytical framework. Modelling of results and writing up. Supervisory meetings. Feedback from discussions with critical friends. Examination.	Library and Internet resources. Computing and printing (drafting and redrafting). Binding. Supervision costs. Examination costs	Training begins to pay off. Writing-up accomplished successfully. Examination requirements are met.
Activity 6: Dissemination and follow-up.	Seminars to discuss results. Spin-off work. Follow-up activity involving Tempus stakeholders.	Printing, publishing. Distributions costs. Travel costs. Communications and Internet..	Dissemination channels are available and are used. Opportunities for follow-up can be taken up.

Chapter 2: Aims & Focus: In Consideration of Local Context

About this chapter.

In contrast to the dry PCM approach to project identification in Chapter 1, fuller contextual information is given in this Chapter about the special conditions prevailing in the Tempus project in Belarus. This information starts to demonstrate the importance of feedback in project identification, and points to the existence of alternative cybernetic approaches for evaluating project progress.

In addition, quotations and images are used to convey something of the drama and human interest which was part of the five-year story of the cooperation during Tempus.

1. Introduction.

In the last chapter some of the strengths and weaknesses of the Logical Framework Approach were discussed in the process of arriving at aims and objectives for the research using the LFA itself. The approach is essentially linear, i.e. problems are identified, solutions are discussed alongside obstacles which might impede progress, and risks and assumptions are generated to help with project management.

Defenders of the LogFrame argue that is a flexible planning tool, and that all that one has to do to keep getting good value out of it is to keep it well up-to-date. However, when it comes to accounting for decision-making in the projects, and this applies in other Tacis consultancy projects where I have worked, the 'senior' project document is the LogFrame, and if the argumentation for the deviation from a plan or an excuse for some failure is recorded in other project documents, the LogFrame is often considered part of the contract and therefore not to be updated.

In the sense that the Logical Framework is completed once at the beginning of a project and the process is not gone through again subsequently, the LFA as a control system can be seen as two-dimensional compared to non-linear or *cybernetic* approaches. The word cybernetic has Greek origins and refers to the intelligent steering of a course. A cybernetic control system has one or more feedback loops between its deployment and its redesign; where the decision making of project management and the stimuli which they employ is influenced by the changes to participant behaviour brought about by the changing circumstances. Just like a ship will not stay on course when rocked by wind and sea, so in the three-dimensional world

of real life, events intervene to test the quality of decision making. They can break the causal *chain*, falsifying assumptions and undermining the basis for project planning. A project manager, like a helmsman, needs to use feedback about the project's direction to adjust the steering to keep the project on course.

This chapter is an illustration of the problem of 'events' and how they have a habit of occurring. However, it also shows that the helmsman problem is not just one of steering a course between fixed points, but to correctly identify the destination (the objective) and the starting point. Cybernetic systems inevitably lead to information which turns these apparently fixed points into variable ones.

Goals and objectives are not necessarily known at the start but become progressively clarified through the cycles of experience, action and reflection.⁹

Clearly there is a difficulty in Tempus and other projects that project identification and evaluation has to be made in spite of the number of variables. But how do we estimate the costs and benefits of not using cybernetic control systems? We need to evaluate the success of the project in terms relative to LFA and in more objective terms. And in terms of this research, more dramatic reference to the events surrounding the project will help the reader to understand better than the preceding chapter the aims and focus of concern. This contrast between the LFA used in Chapter 1 and this narrative in Chapter 2 demonstrates the problem which project evaluators have in coming to really *know* the project.

There is some space in a Tempus proposal for narrative descriptions of how the partnership was formed and what role each partner is likely to play in the consortium. This kind of contextual information is considered essential for the purpose of evaluating the likely success of the project. Similarly, there was much to know and understand about Minsk-3 and of course the other stakeholders which could have had a considerable bearing upon the outcome of the planning process and subsequently, on work with colleagues in Minsk-3 and Thames-1.

At the risk of repeating some of the contextual material used in the Case Record, we now look at the local context in relation to each of the major stakeholders, structuring the discussion by focussing upon the three levels: programme level, institutional level and project level.

In the conclusion to this chapter, the aims and focus of the research are summarised, completing the discussion on aims and focus begun in Chapter 1. We will see how much was missed in comparison with the PCM approach.

⁹ Sommerlad, 1992 p.16.

2. Our partner: Minsk 3.



Figure 2. Map of Belarus.

Poland, Ukraine, Latvia and Lithuania.

Belarus has a highly educated population of about 10 million people, but instead of undertaking a rapid transition to a market economy like neighbouring Poland, Belarus has become economically and politically

isolated. The establishment of Minsk-3 as a college, then an institute, was a rare public sector initiative. It was set up by government decree under the control of the Ministry of Education with an immediate dependency upon the latter funding. Whilst all its teaching, laboratory and research facilities had to be built up almost from scratch, the teaching staff brought with them skills, knowledge and materials which they had acquired elsewhere. As new material was step-by-step introduced into the curriculum, the teaching staff was working in familiar conditions, and in many cases teachers were adding a job at Minsk-3 to their portfolio of teaching jobs. Minsk-3 rapidly opened three undergraduate courses, a PhD programme and research laboratories. This new institute had a dynamic Rector, who was looking for international grants and contracts to stimulate his institute's development.

The Rector was a source inspiration for new academic methods as well as bringing a charismatic style of management. The Rector was quite clearly the founding entrepreneurial spirit who shaped most of what happened in the institute. His original mind challenged some of the cultural assumptions that had been left over from the Soviet system, and from academic life in particular. The Rector had strong views about the role of leadership in institution

'Minsk-3' university.

Minsk-3 was founded in 1992 in the capital of the newly independent former Soviet republic of Belarus. Situated on the strategically important gateway between Russia and Western Europe, Belarus borders also

Vignette 1.

Modern encyclopaedists are to be brought up from the gifted and inquisitive youth. It is true enough that to this end a quite different technology of education based on the synergetic approaches to scientific training is required.

The Little Prince was lucky in being the master of a tiny planet – not so with us. We have to think first what we should do, then we need an action plan and ideas.

Prologue by Rector M3-AK to Newsletter No. 1 March 1996

The Rector of Minsk-3 until September 1997, when he died suddenly, was a charismatic figure. His faith in youth sustained his vision of the institution and its role.

building. He was insistent that good leadership was about gathering talent together and

Vignette 2.

The most urgent concern of ours is the Minsk-3 library. The Institute was opened in the period when most of the publishing houses ceased to publish textbooks and scientific materials. Scientific books have one disadvantage – they get out of date. With the specialised scientific periodicals being rather costly. Computerisation of the library offers the cheapest access to the up-to-date information.

From Newsletter No. 1 March 1996: P.15

Minsk-3 offers to its students more than 100 learning modules on basic and special courses. The lack of textbooks made the Academic Board adopt the decision on publishing study packages and learning materials in small editions. The decision is also made on behalf of the British coordinators of the jointly run Tempus JEP to allocate \$2,000 for the Tempus budget on printing and publishing learning materials at the Institute.

From Newsletter No. 2 September 1996, p.8

The shortage of suitable learning resources preoccupied staff at Minsk-3.

enabling creativity, advocating his personal 'theory of abnormality', which held that it was

better to have one's authority constantly challenged than to be surrounded by sycophants. As many as possible of the abnormal types, the 'hooligans' he liked to call them, were supposed to provide the brain power to shake up the study of environmental science and build theories which could one day solve the most complex of environmental and human problems. As Edgar Schein wrote in *Culture and Leadership*¹⁰, 'the trauma of growth is so constant and so powerful that, unless a strong leader plays the role of anxiety and risk absorber, the group cannot get through its early stages of growth and fails.

The Rector played this role marvellously, but although he was strong in some areas, he was weak in others, and the ideal management situation envisaged in the theory of abnormality

Vignette 3.

The distribution of the academic time for the blocks of disciplines looks as following:

General professional	-8%	Humanities	-12%	Specialisation	-10%
General Scientific	-23%	English	-16%	Speciality	-25%
		2 nd European Language	-6%		
Total:		31%	34%		35%

From Newsletter No. 1 March 1996: P.12

Undergraduate students had heavy academic loading in Minsk-3 in accordance with the 'encyclopaedic' approach. A large number of small courses with high classroom hours made it difficult to relate to Western modular course design.

was not established. Internal tensions, staffing problems and economic factors meant that the academic services developed more quickly than the management structure. However, the international dimension afforded, at least for the Rector, new comparative perspectives on management which were sought after energetically.

¹⁰ Schein, 1985.

On the other hand, the partners in Minsk-3 would not consider themselves particularly in need of know how 'transfer' on the subject of university management, including the Rector. Soviet universities had been successful knowledge factories, meeting the needs of Soviet society and providing pathways into scientific research and deep specialisation. They seemed to think 'the system works, so why tamper with it?' Hence the project on 'university management' is going to have to first build up internal pressure for change before it is seen as relevant.

I expected pressure for change to come, despite the apparent satisfaction of Belarusian colleagues in their system. By the time of the break-up of the former Soviet Union, the education system was under attack on several fronts. Critics said that the curriculum was out of date, overstuffed and inflexible. There were yawning gaps in provision, especially in the social sciences and information technology. Character-building aspects of the student's academic experience were neglected owing to the concentration on lecture-style teaching and rote learning. The result was that graduates were ill prepared for the new labour market in both skills and knowledge.¹¹ The most vociferous critics came from international organisations like the World Bank and OECD, busily promoting the market economy.

Nevertheless, many Belarusians, including persons I intended to interview in the study, defended the present system¹², citing its perceived high quality or high standards, the slow pace of change in the economy and the shortage of funds as good reasons not to 'tamper' and 'experiment'. The same people had levelled criticism in the opposite direction during the preparatory project at the British and French systems, which seemed lightweight and academically inferior given the prodigious quantity of material which Belarusian students had to plough through.

2. From 1992 to Tempus.

Between the summers of 1992 and 1993, a combination of circumstances brought the Rector of Minsk-3 into contact with staff from Thames-1 and Somme-2, and the chance meeting provided the necessary contact for a future consortium for international cooperation. The initial funding for cooperation came not from Europe, but from national sources for bilateral academic links. For example, in Britain small grants were disbursed by the British Council and the Learned Societies to encourage enthusiastic would-be collaborators to get their 'feet wet'. Perhaps the hope was that universities, after a period of initial help, would then call upon their own resources to complete cooperative projects. Unfortunately, the fall of the Berlin Wall coincided with a very tight financial squeeze on British universities and great

¹¹ Tomiak, 1992; OECD, 1992; Savalev, 1990.

¹² Avis, 1998.

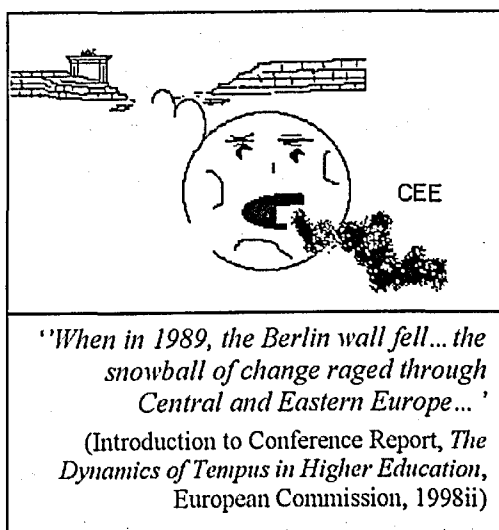
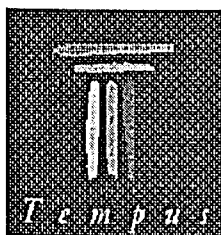
expansion in student numbers. There was therefore very little money available to maintain links and projects from universities internal resources.

The British Council academic linkage funding, though small, facilitated work for two years with Minsk-3 – a very important time when the needs of the institution became better understood. As a result of the British Council funded visits, Minsk-3 and Thames-1 developed tentative plans to collaborate on an appropriate model for internationally compatible course design validation and delivery. It was felt that the new Minsk-3 science courses could work within a modular scheme similar to the Science Modular Scheme at Thames-1 and that eventually both universities would benefit from reciprocal recognition of degrees if not joint degree schemes. The list of fruitful areas for collaboration started to lengthen as the two institutions got to know each other better. They included staff and student exchange, joint research, joint recognition of awards and academic quality assurance development. The latter started to touch upon the area of university management.

The perilous progress of the raging snowball.

The opportunity for major funding needed for collaborative activity, i.e. more than £100,000, came only when the Tempus programme became accessible to Belarus. Set up by the Member States of the European Union after the liberation of Eastern Europe in 1989/1990 but before the break up of the Soviet Union in 1991, the Tempus programme was a political measure to provide support to Eastern European universities to help them to take on a new role during the transitional period from a centrally-planned to a market economy.

Vignette 4.



As the European Union publicity explains:

Tempus is the European Union's major instrument for the development and restructuring of higher education in Central and Eastern Europe and the New Independent States and Mongolia. Tempus forms part of the overall EU initiatives to support economic and social restructuring of central and Eastern Europe¹³

Tempus was adopted by the Council of Ministers of the European Union on 7 May 1990 and was extended for the third time on 29 April 1999, until the year 2006 (Tempus III).¹⁴ Tempus is now in its fourth phase, the others being Tempus I 1990-1994, Tempus II 1994-1998, and Tempus II bis (extension) 1998-2000. Tempus was originally an acronym of the phrase, *Trans-European Mobility Programme for University Studies*. The word *Tempus* has stuck with the programme through several stages of development but now the name is no longer an acronym. The programme, which deals only with academic links and university management projects and not with research, supported Hungary and Poland initially and then it expanded to involve most of the East European countries and the Baltic States. From 1993 some of the new republics of the former Soviet Union (FSU) were admitted, including Belarus, and then all of the CIS including Central Asia. Mongolia was also included (not in the former Soviet Union of course but nevertheless emerging from central planning) and now the programme has been extended to the former Yugoslavia. Any higher education institution in these countries or of the 15 member states of the EU can be involved in Tempus, whether they have received a grant previously or not.

At one level the Tempus Programme is not small. Between 1990 and 1998 the EU has invested nearly 800 million Euro (£491 million) in restructuring higher education in the East European and former Soviet Union partner countries by supporting more than 14,950 projects through Tempus. However, when considered in comparison with EU member states' higher education budgets the funding seems a small gesture indeed. For example, excluding research income, UK higher education institutions received £10.8 Bn.¹⁵ in tuition grant, fees and other income in academic year 1999/2000, so a mere 800 million Euros is not even three week's income.

¹³ From the Tempus publicity on the European Training Foundation Website (see www.etf.eu.int).

¹⁴ As above.

¹⁵ Funding Statistics for 1999/2000 provided by the Higher Education Statistics Agency (HESA). See HESA Reference Volume 'Resources of Higher Education Institutions 1999/2000', from HESA Services Limited, 18 Royal Crescent, Cheltenham, Glos. GL50 3DA. Extracts available on <http://www.hesa.ac.uk/>.

Tempus in Belarus

Tempus is a much smaller programme in Belarus than in neighbouring Russia, but about a quarter of all universities have received by now a Tempus grant. Relations between the EU and the regime in Belarus led by President Alyaksandr Lukashenka have been politically very tense. In recent times the object of foreign Lukashenka’s foreign policy has been union with Russia which was partly achieved in two diplomatic initiatives in



A. R. Lukashenka
President of the Republic of Belarus

Basic data on Tempus in Belarus

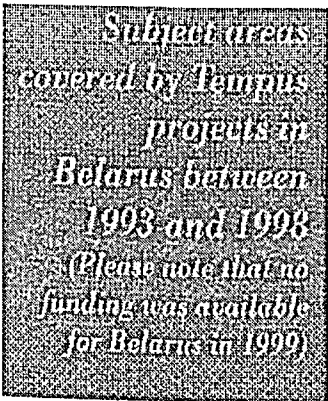
Year of inclusion in Tempus
1993

Total number of institutions involved in Joint European and Compact Projects between 1993 and 1998
8

Total number of projects 1993-1998
38

Budget 1993-1998 (in MKDR)
7.615*

**These are the amounts of funding for Belarus that were suspended in 1999*



University Management	14
Economics	6
Languages	4
Agriculture and Food Sciences	2
Humanities	1
European Studies	2
Library Science, Communication and Journalism	1
Law	4
Psychology	1
Social Sciences	3

Figure 10. Extracts from ‘Tempus at Work’, Country Fiches produced by the European Training Foundation.

April 1996 and April 1997¹⁶. Otherwise, Lukashenka has turned his face away from the West which became increasingly vocal in its criticism of the lack of progress in democratic and economic reform in the country.

¹⁶ Union Treaty and Union Charter, 2 April 1997. These contained commitments to monetary union, equal rights, single citizenship and supranational organs and provided for projects to make the union concrete. Although further rapprochement was intimated in 1998 and 1999, there is little evidence of the development of a Union.

In 1997 the Partnership and Cooperation Agreement (PCA) with the European Union was not concluded nor its trade related part (Interim Agreement). Economic assistance to Belarus, including Tempus, was suspended in 1998 for political reasons and the boycott continued throughout 1999. Funding was only restored in 2001 and now there are again a small number of Tempus projects, six, running in Belarus.

4. The actors and the drama.

The Tempus project as Case Study – ‘wheelbarrow’ or ‘cart’?

An application was made for a Preparatory Joint European project, and the successful application was awarded a grant for activities commencing on 1st January 1994. During the first part of the Pre-JEP a proposal for a three-year main project was worked out. The final project proposal was the product of disappointment and *realpolitik*, because without the major funding, there would be no collaboration. What Minsk-3 wanted to see in a Tempus project, from joint dissertation supervision to academic research, was unfortunately, ruled out as Belarus had not apparently prioritised the academic subject area in the conditions for a grant award. All that was left was the prospect of a ‘university management’ project. Another charismatic figure, the Vice-President of Somme-2 responsible for international relations, was convinced that it was worth pursuing a project in any case. He was a man of action, although he liked to talk as well. He said, ‘You do not negotiate with a wheelbarrow. The point is to push it!’

The dividing line between ‘management’ and ‘academic’ was blurred in any case. The project was about the strengthening and development of Minsk-3 as an organisation, but as an academic institution most of the issues under consideration also related in some way to the provision of teaching, learning and research.

The project title was ‘Strategies for the development of a responsive university management structure for Minsk-3’. The overall objective was to support the sustainability of Minsk-3 through management development, and four sub-projects were identified – corporate planning, academic planning, quality assurance and international relations (quality assurance was later dropped).

Vignette 5.

Our English chair does not boast the presence of a single man - I wonder if we had a man, would he be worth of boasting? So we live and work. Always together. A dozen young, beautiful and talented women. (Good statement isn't it? Nobody has tried to say it is wrong). When we realise our ideas at work, we let men take part in it. When they work with us they follow the principle: a woman is always right, even if she is not. It does not mean at all we want to give orders to our men. We listen to them, we agree with them, but we do everything, as we want.

From Newsletter No. 2 September 1996, p.14

Countries in the former Soviet Union tend to have more traditional attitudes to gender than in Western Europe.

As the activities progressed between May 1995 and August 1998, much effort was expended in visit planning and hosting. 60 people spent over 100 weeks on visits in the course of the project, all of which had to be planned and executed with attention to detail and protocol. The costs were high for the hosting university, as no matter how much money was available to the guests in *per diem* allowances it was necessary to show hospitality and in the age of ‘facilities management’¹⁷ there are very few subsidies available for official hosting.

Vignette 6.

The rewards of leaving behind one’s everyday job

Question

What did make you to arrange a gathering with that cool name – Guild?

Answer

Just a desire to have at least something. In the West the students have got their clubs, printing houses, bars and buses. We have none, but lots of free time and empty pockets. It is rather disappointing.

Question

But what have you already got?

Answer

Discothèques, the rock group of our own shakes the Minsk-3 walls while rehearsing, musical chamber concerts given by virtuosos of the State Concert Hall, long rambles with tents and fishing rods, beer parties with guitars (and without them). What else? Well, if seriously we have a good time here.

From Newsletter No. 1 March 1996: Student’s Page

Students in Minsk-3 named their society after the students’ union in Thames-1 – the ‘Guild of Students’.

and entering into international-collaboration were apparent, but the problem of making progress on the way to achieving the tasks in the project began to stare everyone in the face mid-way through the project. Just then there was external monitoring which indicated that the project was orientated too much on activities and not enough on task achievement. The ‘wheelbarrow’, although being pushed, was not apparently moving. In a Russian saying, there is another vehicle which unlike the wheelbarrow is not destined for pushing, but for sitting, obstinately - the farmyard cart. Our

‘cart’ was the ‘university management structure for Minsk-3’, which was somehow supposed to move forward. We pushed the cart, but as the Pro-rector of Minsk-3 for international relations said at the end of the project, quoting a famous Russian saying, ‘A voz i ninye tam...’ (*But the cart, is still there...*).

By 1995 my Tempus experience was starting to tell me that the reality in our Tempus project was different from the well meaning life cycle of the ideal type of Tempus project. In an article for the journal *Education in Russia, the Independent States and Eastern Europe*¹⁸, I started to draw comparisons between possible cybernetic evaluations of Tempus and the

¹⁷ Under facilities management, services like catering, hostels and maintenance are provided by contractors instead of university employees. These contractors recover the full cost of services from customers, so there is no question of free or subsidised services to reduce the costs of hosting Tempus visits, even in ‘university’ restaurants.
¹⁸ Randall, 1995.

evaluation of change in terms of the simplistic linear chain of causes and effects. The dependence of international donors on linear management processes seemed more incongruent with the Tempus experience the longer the Minsk project progressed, calling into question the effectiveness of our approach as agents of change.

A central research question and subsidiary research questions were derived from the main focus of concern about Tempus and its effectiveness as a change agent, taking into account the two major and several minor evaluations already conducted of components of the Tempus programme¹⁹. Whilst the broadly-based evaluations done by consultants speak of the benefits of inter-university cooperation they also include evidence of inefficiency, dysfunction and failure. Similarly, in some of the quotations in the Case Record of the Minsk Tempus project participants expressed strong doubts about the relevance of the project, some complained about aspects of its conduct and others questioned if the outcomes were in fact achievable. There was, it seemed, ample room for improvement. The need to do a good job whilst actually undertaking a Tempus project constituted, initially, the main focus of concern. This was essentially the problem of how practitioners and team members can make the best use of the opportunities afforded by the Tempus funding within their existing organisational constraints and personal limitations.

As a researcher-participant I faced a conflict of interest. On the one hand I wished to make an impression as a change agent and expose any weaknesses (including my own) in the effort to identify appropriate strategies for the resolution of the ongoing problems in the 'case' – the Tempus project with Minsk-3. On the other hand I was dependent upon other participants' goodwill to work on the project's quality issues and to cooperate with my research. It was inappropriate to go around pointing the finger of blame at people as a sort of self-appointed quality policeman. Nor was it appropriate to attempt a critique of the European Commission and its agents, the European Training Foundation, in relation to its management of the project, just on the basis of our own experience. Information of about these important environmental factors would have to be researched pro-actively. Nevertheless, from the earliest stage of the project, we experienced difficulty in creating and sustaining effective teamworking and this difficulty raised questions about the Tempus project management methodologies (sometimes called *modalities* in 'Europe') and the role of the Tempus stakeholders in project management and policy.

¹⁹ Tempus Tacis Evaluation, 1998, done by consultants FTP International Ltd., Helsinki and SPAN Consultants B.V., Utrecht is the main one. See also previous evaluations: Coopers & Lybrand, 1992, Hungarian National Tempus Office, 1994, European Commission, 1996iii, European Commission, 1996 v (done by University of Kassel Centre for Research on Higher Education and Work), Tacis, 1997. An evaluation of work of other donors including Tempus was also done by USAID, see Brookes, E & Jessup, J., 2000, and the US government's General Accounting Office has made short review of Tacis in its report, see United States GAO etc., 2001.

Ethical guidelines were drawn up, as described in Chapter 3, to resolve my conflict of interest. Taking into account these guidelines, the position taken in the thesis with regard to the aims of the research and the focus of concern was that it was fairer to stakeholders and timelier in terms of a useful contribution to knowledge to focus primarily upon issues involving the actors at project level within the existing administrative environment. However, when it came to conducting the analysis, making interpretations and providing conclusions from the enquiry, I refer outside the immediate project environment to comment upon factors affecting the project arising at the institutional level, and also at the programme level where the national stakeholders operate in the EU and the FSU as well the European Commission and the European Training Foundation. Hence, the three overarching research question, which became a useful framework for analysis in the analytical stage, were the following:

1. Why was the Tempus project cycle management method using the Logical Framework Approach (LFA) difficult to apply in the project?
2. What solutions were found in trying to make the Tempus project in Minsk-3 as successful as possible and is there an alternative theory of inter-university cooperation which explains what motivated and maintained our inter- university cooperation?
3. What would have needed to be different at Programme, institutional and Project level to support this?

Having these questions as a focus of concern was a useful rhetorical device, but of course the intention was not to exclude any other productive lines of enquiry.

Chapter 3 Research Methodology and Methods

About this chapter.

The process of deriving a methodology and appropriate research methods to meet the needs of the enquiry was a progressive focusing upon the nature of practice in Tempus.

The methodology had to be fit for purpose within the value system of Tempus and stand up to scrutiny as a rigorous response to the challenges imposed by the Tempus project conditions.

This chapter is a complete account of that intellectual journey ending with a four Phase plan for conducting the research and a concept for writing up at the end of it.

1. Introduction.

This chapter sets out the methodological underpinning for research on the Tempus project. Methodology and methods should be considered separately, as they are in the various definitions offered by Kaplan, Merton, Kendall, Travers, and others.²⁰ Here the word 'methodology' goes by Travers's definition²¹, i.e. it refers to the assumptions which one has as a researcher, which can be epistemological or political in character, or mean that one supports the view of the world promoted by a particular tradition. 'Methods' refer to techniques used for data collection, analysis and reporting. My position on both has changed during the project.

Like every project, Tempus was a unique confluence of events, albeit bounded by a relatively long time frame of several years. Learning more about teamworking and efficiency in this rather complicated international social context was not an attempt to yield generalisable data, but a study of a singular incidence dealt with in depth – a case²². It was also intended to be a self-evaluation, a response to external evaluation in order to compare and contrast the findings. I had no intention of adopting scientific method, of making direct comparisons or of hypothesising outcomes from theory, nor was the enquiry specifically theory seeking, although there is a contribution to theory argued in the findings.

²⁰ See Cohen and Manion, p.31.

²¹ Travers, 2001, p.vi.

²² Definitions of case are given in the section on case study below.

As the project was ongoing during the earlier stages of the enquiry 1995-1998, the enquiry admitted various possibilities to help apply what we were learning learn from experience. In paradigmatic terms the enquiry was interpretive, informed by theory, especially on the dynamics of change, but focusing upon practice and seeking to contribute to knowledge from practical experience. In disciplinary terms I expected to touch upon a range of disciplines including history, politics, social anthropology, management studies, cultural studies and evaluation²³. I also expected disciplinary boundaries in reporting social phenomena like Tempus to overlap considerably.

Although not generally applicable, I hoped that readers would use the research appropriately to compare the experiences shown with their own experience, and that in its way the research could make a contribution to policy on Tempus as well as a general contribution to knowledge. The enquiry was therefore, by example, an implicit critique of Tempus as whole, but others would need to consider the findings alongside those from comparative evaluations involving multiple cases. For my part, I would make an effort to disseminate the findings and in 2002 there were visits to the European Commission in Brussels and to the Tempus Information Point in Minsk to do exactly that.

In problematising methodology as a research student I had the opportunity to compare and contrast the approaches of fellow researchers who were involved in their own projects. I was a member of a community consisting mainly of teachers and health care professionals examining their own practice to fulfil MA research projects in education, education management and the health sector. A keen interest at that time in my research group was action research. I was influenced by the innovative work going on around me in AR and of the moral case for socially and professionally impactful research²⁴. However, it seemed to pose a major challenge to apply AR in the international work group of a Tempus project. Apart from being very time consuming, I associated AR with professional practice in controlled circumstances. Tempus is a much looser structure. For these and other reasons I reserved judgement on whether or not the conditions were right for AR to be a successful strategy for delivering answers to my research questions.

Apart from applying AR, other interpretive methodologies were considered such as case study²⁵, ethnography²⁶, a social-phenomenological report²⁷ or the enquiry could have been treated as an evaluation of professional practice (using criteria common in public sector

²³ Evaluation can be treated theoretically as a meta-discipline (House, 1993). However, given the existence of practitioner evaluators with their own literature and policy community I prefer to treat evaluation more straightforwardly as a 'discipline'.

²⁴ Winter, 1997, 1989; Kember, 2000; Day et al, 2002; Hollingsworth, 1997.

²⁵ Yin, 1994; Stake, 1973, 1995, 2003; Travers, 2001, etc.

²⁶ Guba and Lincoln, 1989; Zabusky, 1995.

²⁷ Researched using ethnomethodology or phenomenological method.

programming²⁸) or developed as some sort of management report using another method such as narrative enquiry. I was not obliged by peer pressure or inexperience to buy into the interpretivist critique of positivism. Instead, I tried to maintain an independent stance whilst searching for an appropriate methodology for Tempus. As a graduate of the MA in Higher and Further Education from the University of London Institute of Education, I was more used to normative theorists, policy analysis and sector-level comparative research on education²⁹. Policy studies in education had to be generalisable to policy makers and took, of necessity, an outsider's perspective on cross-institutional issues including the sociology of education, economics of education, quality, leadership, curriculum, access and change. Quantitative and qualitative methods were used in the course literature. My 1993 MA dissertation was a comparative study on higher education change issues in the UK, France, Germany and Russia. There was no trace of self-study or personal involvement in this work.

Notwithstanding the above, I warmed to AR because I empathised with the moral imperative driving reflective practice in groups of practitioners. I was sure that a commitment to learning from experience during and not just after the project could lend considerable support to the complex change process envisioned in the project. Another reason was that both action research and Tempus are strongly concerned with 'outputs', i.e. the focus of concern is with improvement. If the criteria for AR were not met the enquiry could still been designed as something other than action research but nevertheless a form of field research or grounded theory steeped in concern for the improvement of practice.³⁰ In fact, for reasons given later in this chapter, I did feel that the project did not meet the conditions to withstand scrutiny as an action research project, and that a more appropriate description would be an interpretive and illuminative case study. The design involved the use of a thick narrative case record as a 'thick description'³¹ of the activity in the project, sourced from all available media, to stimulate participant self-analysis and analytical triangulation.

In withdrawing from AR there was no loss of focus upon practice, rather a greater concern with developing a meaningful and accessible interpretation of a social phenomenon for others to share. The objective-orientated approach referred to in the Logical Framework continued to be informed and improved by its references to AR methodology and supervision by, and critical friendship with, AR proponents.

²⁸ Brookes and Jessup, 2000; Tacis, 1996, 1997; Kehm et al, 1997; European Commission, 1999ii, Coopers and Lybrand, 1992, SOFRECO, 1997, etc.

²⁹ Such as Duke, Becher, Gellert, Goodlad, Trow, Barnett, Middlehurst, Teichler, Neave, etc, writing about higher education in developed systems (North America, UK, Europe and Australia). Kallen, 1991; OECD, 1992 and Hare, 1997, compare higher education in former Soviet countries with the EU. Prokhorov, 1994 writes on higher education in Belarus.

³⁰ Argyris, 1992; Burgess, 1984; Strauss and Corbin, 1997, 1998; Glaser, 1978i, 1978ii, Locke, 2001.

³¹ Drawing from the ideas of Gilbert Ryle and Clifford Geertz (see Geertz, 1973).

This chapter conducts a progressive methodological focussing process, beginning with critical reflection on the insider perspective and the epistemology of practice with reference to action research and critical theory. Subsequently, I discuss the refocusing onto case study and evaluation and the crystallisation of a hybrid methodology with reference to grounded theory. Finally, I show what methods were applied in the enquiry to complete a rigorous and ethical design.

2. Interpretivism, insider research and epistemology of practice.

In Tempus we were all involved; there was no room for 'passenger' - researchers. The luxury of detachment from activities was not affordable in such a small team, nor was it acceptable to maintain 'distance' from colleagues in the social milieu of the project. Involvement in Tempus was a great motivating factor at work, but there was no real possibility of remaining an outsider even if I wanted to. Hence, the consequences of this involvement as an insider rather than as a detached observer needed to be fully understood in research terms.

In coming to an understanding about the advantages and disadvantages of insider research, I first compared and contrasted the dynamic new approaches to insider research that I came into contact with as a research student with my former experience of traditional academic method.

The main advantage of insider research is often seen³² as the opportunity for practitioners to exploit insider knowledge to bring about social or professional improvements. The main disadvantage emphasised by proponents of positivistic³³ and even by some of the alternative naturalistic researchers³⁴, is the threatened subjectivity and relativism of insider case research.

We are familiar with the positivist argument against insider research. Being an 'insider', opponents argue, leads to a raft of dangers; the distorting influence on the activity being researched by the researcher, potential dysfunctions in data collection and analysis caused by the researcher researching him/herself and creating reporting bias. Critics say that the involvement of the researcher in the thing being researched does not preserve a reasonable distance of the researcher from the subject matter to allow for objective comparison, contextualisation and critical reflection. Researchers should always strive for objectivity and detachment, they argue, because it affords the data a fair representation in interpretation and minimises the effect of personal bias.

³² Ennals, 2000; Winter, 2002; Bassey, 1998; Lomax, 1995a, 1995b; Elliott, 1991; Zabusky, 1995.

³³ See Giddens, 1984, Cohen and Manion, 1994.

³⁴ Guba and Lincoln, 1985; Kember, 2000.

Invoking Aristotle, positivists also claim that subjective research threatens to ignore, or at least fails to fully apply, scientific knowledge derived previously by the (positivistic) academy.³⁵ Aristotle's view of reasoning³⁶ was that it should be done against the background of generally accepted theory, which is a development of notions of truth developed through argumentation advanced by Socrates and Plato.

Interpretivism is also criticised for failing to contribute meaningfully to science. Rex writes that the newer qualitative perspectives are too limited in scope:

Whilst patterns of social reactions and institutions may be the product of the actors' definitions of the situations there is also the possibility that those actors may be falsely conscious and that sociologists have an obligation to seek an objective perspective which is not necessarily that of the participating actors at all.³⁷

Giddens too is concerned that researchers should be involved in 'the task of making into an explicit and comprehensive body of knowledge that which is only known in a partial way by lay actors themselves'.³⁸

In opposing positivist arguments, interpretivist researchers claim that the pursuit of object truth is bound to fail and that categorical comparison between social situations is at best highly problematical and usually irrelevant for practical purposes. Furthermore, they argue that categorical comparison is unnecessary in most cases. Defenders of insider research argue that only insiders, close to the problem, are able to define the problem for practical purposes and therefore define research to address the problem. Insiders can turn the disadvantages of involvement into advantages in terms of practical research outputs and obtain academic rigour by other means than preserving detachment. It is accepted that objectivity in insider research is desirable but illusive³⁹ or unobtainable⁴⁰. Instead we should strive for rationalised subjectivity rather objectivity.

Qualitative researchers counter conservative, normative criticism employing Aristotelian and dialectical arguments by grounding their own methodology in the classical philosophy of the nature of knowledge and reality, in particular through developing the concept of the epistemology of practice and internalising dialectic. The epistemology of practice is an alternative to classical ontology that interpretivist thinkers like Dewey and Lewin considered the dream of a knowledge that has to do with objects having no nature save to be known⁴¹.

³⁵ Cohen and Manion, 1994; Carr and Kemmis, 1986.

³⁶ The works which are usually cited are *Ethica Nicomachea* and *Topica*.

³⁷ Rex, 1974, quoted in Cohen and Manion, 1994 p. 34.

³⁸ Giddens, 1976, quoted in Cohen and Manion, 1994 p. 34.

³⁹ Strauss and Corbin, 1997, 1998; Yin, 1994; Powney and Watts, 1987, Sommerlad, 1992.

⁴⁰ Stenhouse, 1975, Schein, 1985; Mead, 1934, Somekh and Thaler, 1997.

⁴¹ Adelman, 1993.

Epistemology of practice is the basis upon which AR methodology establishes the ontological status of the products of research, i.e. what counts as knowledge⁴².

Dialectic has both logical or rational and metaphysical or spiritual meanings in philosophy. Dialectic was seen as a threefold concept or process in which reason is revealed through reality⁴³. Modern philosophers such as Kant and Hegel⁴⁴, have reinterpreted classical philosophy and arrived at a new principles for the relative establishment of thought, reality and knowledge. Dialectic informs the modern concept of academic rigour in qualitative research, which is chiefly 'triangulation'. Qualitative researchers understand triangulation as the crosschecking of data sources, i.e. amongst different evaluators of the same data, of theoretical perspectives on the same data, and of methods.⁴⁵ AR is no different in this respect, and most AR practitioners put triangulation in their list of principles for producing reliable results.

Thus in working within the interpretive paradigm I felt secure that the response to positivist critique was robust. What, I did find awesome, however, was the range of qualitative approaches from which to choose. The challenge was to choose a model for research that was logical, rigorous, recognised the researcher's involvement as an insider and provided a balanced justification for its academic rigour within the ongoing debate between objectivists and subjectivists.

A popular definition of action research shows that AR could embrace insider perspectives from practical work like Tempus. According to Carr and Kemmis:

Action research is simply a form of self-reflective enquiry undertaken by participants in social situations in order to improve the rationality and justice of their own practices, their understanding of these practices, and the situations in which the practices are carried out.⁴⁶

This is similar to Elliott's earlier definition that action research is 'the study of a social situation with a view to improving the quality of action within it,'⁴⁷ but the Carr and Kemmis definition implies greater participation. As a way of working, Elliott's definition of action research is very close to the notion of reflective practice coined by Donald Schön.⁴⁸ For Schön, experience is at the heart of his reflective practice and theory and advice for the

⁴² Somekh, 2002, p.89.

⁴³ To gain an understanding of the mind: to understand and experience the Idea of the Good and to achieve a vision of the Good itself. Plato, *Republic*.

⁴⁴ Hegel, *The Logic*. Cf. Lenin's threefold definition of dialectic including 'Determination, Contradiction and Unity'.

⁴⁵ Yin, 1994, p.92.

⁴⁶ Carr and Kemmis, 1986, p.162

⁴⁷ Elliott, 1982, quoted in Winter 1989, p.3.

⁴⁸ Schön, 1983.

professions. He contends that reflected-upon experience becomes knowing-in-action, the 'characteristic mode of ordinary practical knowledge'⁴⁹.

What would perhaps distinguish Tempus from professional reflective practice would be the peculiarities of the project environment, i.e. it is hard to speak of professional practice in Tempus as most of the participants enter projects at a tangent to their regular duties (their core 'practice') of, for example, radiobiologist, university administrator, or English teacher. Also, Tempus is not an organisation with a collective memory in which practice can be developed, long-term. The best that can be expected is for a group to work together in missions of up to one month's duration over a period of a few years. However, Tempus is certainly a social situation that can be defined and scrutinised, and it provides for very interesting social material for naturalistic enquiries in which the voices of the incumbents are heard as much as possible in context.

AR methodology always follows variations of the experiential learning cycle: plan – act – observe – reflect – plan – act⁵⁰, etc., and the object of the research is continuous improvement rather than publication. All action researchers also agree that since AR is supposed to be led by problem solving and results, theory will follow action rather than the other way around. But although AR is just over half a century old in terms of the development of literature and practice, there are already distinct differences in emphasis and practical application in terms of who is doing the action research, why and in what context.

In the UK and Australia, AR seems to split in to roughly two or possibly three camps; (i) the *practical* AR groups concerned mainly with issues of professional practice (Schön, Elliott), (ii) the socially and methodologically *critical* or politically aware group (Carr and Kemmis, Somekh, Whitehead and Lomax), and another group (iii) which Kemmis dismisses as *technical* AR 'which is frequently like amateur research conducted under the eye of university researchers'⁵¹. I am not convinced about the latter grouping as university researchers seem to lean into the critical camp, the more so since AR is popular with teachers and health care workers, groups who unfortunately in recent times bear huge political grievances.

In the USA action research is less critical and more practical, seen as a tool for 'helping teachers develop professionally' and as promoting methods 'to provide an effective process for linking assessment and evaluation to quality instruction'.⁵² In the example from the education sector, six sub-divisions of AR are identified⁵³:

⁴⁹ Schön, 1983, p.54.

⁵⁰ Lewin, 1947, Kolb, 1984.

⁵¹ Kemmis, 2004.

⁵² NCREL, 2004.

⁵³ *Ibid.* This is an abridged quotation from the NCREL paper. For references refer to the bibliography found in the reference.

- Practice as Inquiry (North, 1987).
- Narrative Inquiry (Connelly & Clandinin, 1988).
- Traditional Teacher Research (Rudduck & Hopkins, 1985).
- Critical Inquiry (Boomer, 1987; Smyth, 1992).
- Case Study (Winter, 1986).
- Reflective Practice (Schön, 1987).

According to critical theory the result of critical analysis should be what Guess calls 'emancipatory action'⁵⁴, i.e. action that results in political change. This appeal to political change is often pitched at the macro level, i.e. at the level of socio-political or systemic change in the sense that the Durkheimian critical realists use it. Here, we refer to political change at the level of Tempus practice without attempting to paradigm shift from interpretivism into realism, but practice in Tempus does have a macro level (international relations and national policy) as well as its micro level (internal university politics and politics of social intercourse within the project). I was very interested in discussing and uncovering instances of injustice with respect to things like the fairness of the Tempus programming cycle and the response of universities to international development problems and issues.

From this American list I was also interested equally in case study, because of the opportunity to accept a wide range of input and not be limited to a narrow empirical lines of enquiry or evaluative criteria. Winter is described as the chief proponent of this case study sub-division but I agree with Kemmis⁵⁵ that Winter would more properly be shown in the 'critical' camp. Probably someone like Stake should be the case study expert.

At this point I would argue the further sub-division of the critical-emancipatory school of AR into two sub-divisions, the one which is more intentionally emancipatory and less philosophical (Whitehead, McNiff, Lomax) and the other which is more reluctant to 'go with the flow' of practitioner empowerment without first proving the case for it in philosophical terms (Winter). The former is concerned that dialectical and critical theories are not accessible to ordinary practitioners; hence if AR is to be performed only by the academy then by definition it is hardly worth doing.⁵⁶ Within this school, Lomax⁵⁷ is a strong proponent of the educative community formed by practitioners in action research projects, a notion that relates to Wenger's popular concept of the community of practice.⁵⁸

Comparing the views of Winter⁵⁹ and Lomax⁶⁰, which characterise the debate on research methods in critical-emancipatory AR, each has each suggested six principles for conducting

⁵⁴ Guess, 1981, in Travers, 2001, p.115.

⁵⁵ Kemmis, 2004.

⁵⁶ See Somekh's critique of Winter in Loftus, 1999.

⁵⁷ Lomax, 1999.

⁵⁸ Wenger, 1998.

⁵⁹ Winter, *op cit.*

⁶⁰ Lomax, 1995a, pp.5-6.

action research, but as can be seen in the table below the language and emphasis is completely different.

Figure 11: Comparison of action research principles.

	Winter	Lomax
Principle 1	Reflexive critique - 3 steps: data collection, explication of reflexive basis of accounts, claims turned into questions and alternatives discussed.	AR is about seeking improvement by intervention.
Principle 2	Dialectical critique – Challenging the context of our understanding of reality to reveal its constituent contradictions.	The researcher is involved as the main focus of the research.
Principle 3	Collaborative resource – sourcing data from a number of viewpoints.	Participatory, and involves others as co-researchers rather than informants.
Principle 4	Risk – Management of threat, and acceptance of challenges to our professionalism, the identification of contradiction	AR is a rigorous form of enquiry that leads to the generation of theory from practice.
Principle 5	Plural structure – Data collection and interpretation about all of the elements relevant to the enquiry.	Needs continuous validation by 'educated witnesses from the context it serves.
Principle 6	Theory, Practice, Transformation – Theory and practice question each other endlessly, both are transformed.	AR is a public form of enquiry.

The extent to which any methodology has to be grounded in theory is dependent upon the amount of acceptance expected of the academy. Methods, which so not seek this acceptance, can be perfectly adequate for certain specific needs. If the present research were to be presented as action research, then an acceptable theory would need to be generated, if not at the outset then by the reporting stage.

According to Winter, the dialectical approach is central to action research because it asserts the change process as a fundamental axiom⁶¹. Action researchers emphasise that action should not be identified with behaviour (the effect of a cause), but praxis (the creative implementation of a purpose). Hence, in Aristotelian terms, the 'generally accepted theory'

of importance would be on *change*, rather than behaviour. The sources of data about change are self-selected by their proximity to the researcher since (i) dialectic is about communication rather than observation, and (ii) praxis requires concrete actors to bring about change.

My own combination of principles for constructing AR on Tempus would have to include a modified dialectic for our times, just as Marx and Engels rejected the idealism of contemporary Hegelian dialectical philosophy in promoting the concept of Dialectical Materialism, in which they described the natural/materialistic process of reality in society experiencing the perpetual struggle of opposites.⁶² Neo-Marxist AR, adopting Habermas's critical model,⁶³ continues the notion of social critique as a basis for action in three phrases: theory, enlightenment and action.

A critical theory for Tempus should respect the changes in the world since either Marx or Habermas wrote their seminal contributions. It would be essentially post-modern, and would help us to interpret meaning in the micro world that we inhabit as actors in Tempus, whilst cognizant of the flows and counterflows of influence from external 'macro' events, such as the break-up of the Soviet Union and the triumph, if you like, of the bourgeoisie.

According to Kemmis⁶⁴, more dialectical conceptualisations of macro-micro issues, such as Giddens' theory of structuration⁶⁵, allow for political and social commitment in research, avoiding the need to be politically neutral in order to make it easier to draw relationships between local and global change. There is no space in this chapter to develop a thesis on post-modernism. However, post-modern thought is referenced in the literature review in the discussion on theories of change.

As well a concern for change in our methodology, Carr claims, and I would agree, that what is paramount in understanding our methodological needs as insider-researchers is a developed concept of action or *practice* that we need to hold.⁶⁶ To summarise, the concept of practice in Tempus, within a post-modern theory of change, needs to be developed in order to establish the intuitive orientation of insider research of this case study. We turn now, in the next section, to develop the concept of Tempus practice.

⁶¹ Winter, 1989, p.51.

⁶² Marx and Engels, *The German Ideology*.

⁶³ Habermas, 1976.

⁶⁴ Kemmis, 1993.

⁶⁵ Giddens, 1984.

⁶⁶ Carr, 1995.

3: Changing roles and the concept of 'practice' in Tempus.

A clear understanding of *role* assists the researcher in understanding the epistemology of practice, but equally importantly it helps readers to validate their own naturalistic generalisations about the experiences accounted for in this report. Hence, I have tried to provide a full account of my role, showing again the participative aspects which gave me an insider's perspective, but contrasting this with changes in our practice taking place on the ground.

Project *participant* and *researcher* are the obvious roles that offer different interpretive perspectives on practice, but other roles can be identified. Stake talks about the roles of *teacher, advocate, counsellor, evaluator, biographer* and *interpreter*, amongst others.⁶⁷ Perhaps my role in Tempus was defined most importantly by a strong sense of purpose as a *change agent*. This had been developing since 1987, when I was doing Soviet studies at the LSE in the thick of *glasnost* and *perestroika* and afterwards in 1990/91, when I spent a year in Saint Petersburg as an English teacher. During this dangerous period in Russian history, before the August coup and the December break up of the Soviet Union, I had a chance to share something of the experience of my Russian colleagues; like them standing in bread queues, discussing the future and being fearful of civil war, but unlike them always having the option of escaping to the relative safety of home, back in the UK.

I was motivated by a variety of emotional and practical reasons to try to help, but I was missing a focus for this energy. At first my only qualifications for doing anything to help were enthusiasm and language skills (I could speak Russian), but later I developed an interest in higher education reform and slowly built up a track record of working and consulting in the field. An interest in projects and how they were run developed at the same time because the more I became involved in donor-assisted projects the more aware I became of their problems and contradictions.

In my position in the International Office at Thames-1 University with my occasional consulting missions and involvement in projects, I had ready access to sources of information about all aspects of international cooperation which fed my interest, added to my stock of social science resources from earlier studies and furnished me with a new skill, one of moderator or facilitator in international cooperation. However, the ability to apply this skill set was by no means guaranteed in inter-university cooperation, where languages, consulting and process reform are far from being central concerns. The central concern of managers in education is acquiring capital to perform teaching and research and projects can sometimes

been seen as (and sometimes are) a distraction from this endeavour. Thus despite my enthusiasm and self-image as a change agent, my actual role was circumscribed by reality. I had to accept that not everyone looked upon the opportunities afforded by Tempus in the same light. Although I identified with the role of change agent, others either supported or dismissed it.

Amongst the supporters of change agency as a role would be the European Commission and certain colleagues involved in the project. In Tempus public money is spent upon university reform, hence the expectation, rather than the hope, is that participants are passionate about working effectively as agents of change. The university upon signing the contract for a Tempus grant is expected to subscribe to Tempus values and take the responsibility very seriously. Failure to do so would also hit hard on the institutional wallet, as it is not unknown for institutions to be asked to repay the whole grant if things go wrong.

Amongst the detractors would be those who doubted the validity or the relevance of Tempus, those who would challenge the motives, the reasoning or the qualifications of those who advocate change, or those who question the return on investment of time spent trying to help the 'unhelpable'. Of course I would defend Tempus and myself from these detractors, but doubts persisted even in my own mind. Was there really a change process going on at Minsk-3 which justified time and money spent on cooperation? As I debated these contradictions with myself, I reached the accommodation that ultimately it was a function of the project planning process to try to meet the expectations of both sides in coming up with meaningful objectives and relevant activities to support their achievement. There would always be an inherent element of risk to this.

At one level Tempus had first to prove itself because cautious academics were unsure what benefits they could derive from cooperation, other than the obvious benefit of free computers and travel to the West. We were aware of this caution. However, in comparison with older institutions with an established culture, Minsk-3 presented itself as a different proposition because it was a new, 'green field' site and because of the Rector's international outlook. His commitment to internationalism was infectious, especially during the start up period, and we had faith in his leadership to bring his team on board.

When I started to research the Minsk-3 project I added another change of role, adding observation, data collection and analytical activity to the list of practical responsibilities. I worked on several projects apart from Minsk-3, and at the time when I first enrolled as a MA/PhD candidate I was planning to research an entirely different project. The decision to select Minsk-3 came about as a result of the co-incidence of funding being released for a new

⁶⁷ Stake, *op cit.*, p.91.

project in Belarus which I could chart from the beginning, rather than having to commence the research on another project when that project was already in its second year. I knew the people well as I had had dealings with them for two and a half years prior to becoming interested in completing a research degree, so there was no question of becoming involved in Tempus already with the intention of researching the phenomenon. This reinforced my status as an insider, but did the Tempus project aims and conditions support this? There is an argument that goes as follows; the West wants Belarus to change to meet its image of modernity in Europe, therefore the change is externally initiated and the agents of that change are therefore 'externals'. Lewin's model of action research was criticised by participant action researchers as an 'externally initiated intervention designed to assist a client system'.⁶⁸ But do you have to be a perpetual 'external' if you are a westerner in a Tempus project? And is the change agenda always determined only by the Western interests?

I would argue that it is cynical to suggest that people who have been working together for a number of years continue to pursue only their personal change agenda. I would also defend Lewin to the extent that *de jure* externals can become *de facto* internals if they become absorbed into the client system. This is almost a definition of good practice in consultancy. Edgar Schein, in the theory of process consultation, said that we cannot understand an organization without trying to change it, and that the value of diagnosis of a problem is in its application to solving the problem. The error consultants make 'is to separate the notion of diagnosis from the notion of intervention'.⁶⁹

In developing the concept of practice in institutional perspective, it is questionable what role the university partners had in Tempus in realising change or of performing a change agency function. Writing in 1992 about knowledge transfer in Eastern Europe, Woodall⁷⁰ noted the inadequate training standards of some Western trainers and the cultural gulf between the trainers and the trained. She concluded that westerners needed more knowledge about the experience of their partners in a centrally planned economy, that their needs must be analysed professionally and realistic alternatives proposed, and that step by step the culture gap must be narrowed by the reintegration of Eastern colleagues back into the international academy.

Adapting this message slightly for Tempus conditions, one would expect to see the western partners having a thoroughly good understanding of the local context before involving themselves in foreign change processes. Good practice suggests that they should have this. Universities have experts on management and organisational development, but are they willing to apply this expertise in practice? We know that British universities have come a long

⁶⁸ Hopkins, 1985.

⁶⁹ Schein, 1999.

⁷⁰ Woodall, 1992, pp.12/13.

way in terms of HR reform, but that there is still some way to go⁷¹. Would they fare any better when offering consultancy overseas? Will universities use the active learning training methods that they believe in so much, or will they revert to passive 'chalk and talk' methods of know how transfer when representatives are on their short visits abroad in the Tempus programme? Good practice suggests that they should live their values abroad, as well as at home.

Returning to my personal concept of practice, since the term 'change agent', like the concept of change itself in Tempus, is so emotive it would be less controversial and more accurate to consider practice from a historical perspective, i.e. in terms of the job actually done. My initial role was an initiating and facilitating one. I wrote proposals for funding to the British Council and later to Tempus. I also had a co-ordinating function, and indeed in the first part of the cooperation funded by Tempus, the one-year pre-project called a Tempus Pre-Joint European Project (Pre-JEP), I was the official signatory on the contract as Co-ordinator, therefore responsible directly to the Vice-Chancellor for communication with the European Union about implementing our contract. Being the Co-ordinator meant I had control over how the funds were spent, that they were not overspent and not spent upon activities which were not allowable. The Pre-JEP ran throughout 1994.

My job situation changed shortly before the research started which necessitated changes in tasking in the project. Over a period of a few weeks in the autumn of 1994, I was re-employed as International Officer in a new structure in Thames-1 called the International Relations Office. I reported to a Head, who reported to the Development Director, who reported to the Vice-Chancellor. When funding was awarded for the full Joint European Project, this contract came within the remit of the Development Director to manage and it was no longer appropriate or necessary for me to be formally responsible as Co-ordinator. The Development Director now performed this role and my role became much more concerned with project management, administration and continuity than with 'leading and shaking'. My specific responsibilities at the start of the main JEP in the beginning of 1995 were as follows:

- Project management and day-to-day co-ordination between partners
- Organisation of study visits by Belarusian colleagues to UK
- Support for UK missions to Belarus
- Internal audit, monitoring and evaluation of goal achievement, encouragement and facilitation
- Production of *Annual Reports* and *Revised Budget and Activity Plans*
- Dissemination of outputs.

⁷¹ Birnbaum, 2000, Peeke, 1994, Partington, 1994.

The affects of the changes of role affected my research design. I was no longer formally the project Co-ordinator, and this change did not immediately take on any significance for me in my research. I continued to have a strong programme evaluator role since the annual reports were largely researched and written by me (except the financial section). However, I had to come to terms retrospectively with the way in which my initial concept of 'practice' had moved on – how it had in fact become less of a focus for my immediate concern. What did this mean in action research terms?

Action research is about practice and therefore about real life, so it is meant to be a bit messy. As Kember writes quoting Cook, the four steps (plan, act, observe, reflect) will be present, but there will often be overlaps between them and shifting back and forth.... However:

The process of writing up the work transformed 'bumbling change supported retrospectively by theories' (p.99) into something that appeared logical and clear from the outset.⁷²

This image certainly resonates with the present research. However, despite Cook's endearing reassurances I really felt that the coherence of Tempus as an AR project did not hold up to scrutiny. As well as my personal role change, the project failed to meet the conditions for action research given in well-known definitions. To use Carr and Kemmis's⁷³ definition, all three of their conditions were not met. The three conditions, with comment about Tempus, are as follows...

1. a project takes as its subject matter a social practice, regarding it as a form of strategic action susceptible of improvement;

Why this condition was not met in Tempus:

Owing to changes halfway through the three-year period, the Tempus project could no longer be seen easily as 'the creative implementation of a purpose' with subject matter and objectives shared in common with a core group of participants. Instead it became a development framework within which several micro-projects were launched, each with their own methodological standpoint. Our project transformed from an exercise in corporate management with a core team into an umbrella programme with multiple sub-divisions with separate activities and outcomes. The watershed was really the external monitoring report of November 1996 in which the project was encouraged to rethink its strategy from having three overlapping outcomes: 'Institutional planning', 'Academic Management' and 'International Relations', and to having nine: 'Corporate Plan', 'Local Area Network', 'Middle and Junior Management Development', 'Students' Guild', 'Academic and Research Management', 'Branch/Franchise Operations – Accreditation and Management' (until cancelled later in the same year), 'Library Facilities', 'Marketing and

⁷² Kember, 2000, p27.

Dissemination', *'International Relations*'. Sometimes AR projects do have many different strands to them, but usually there is a thread of relevance running through them, which ties in the authors of the AR report. In my case this thread, although arguable, was a bit too thin for comfort.

2. The project proceeds through a spiral of cycles of planning, acting observing and reflecting; with each of these activities being systematically and self-critically implemented and interrelated;

Why this condition was not met in Tempus:

'Spirals' were the initial intention but systematic process in the evaluation, planning and acting in Tempus was too weak to identify with action research cycles. Instead, management decision making tended to be more on a formal level, driven as much by reaction to the external evaluations conducted by TACIS Monitoring as it was by consultation within the group.

I started to lose confidence in the ability to plan, act and evaluate in learning cycles. Similarly, I lost confidence in the ability to involve colleagues in the evaluation to the level of their being able to use the research to inspire improvement in professional practice. There was nothing personal this loss of confidence, simply doing qualitative research is hard enough with a small contact group, but with a high turnover of personnel there were fewer opportunities for contact and the immediacy and sense of purpose of the contact is reduced with larger gaps in space and time.

3. The project involves those responsible for the practice in each of the moments of the activity, widening participation in the project gradually to include others and maintaining collaborative control of the process.

Why this condition was not met in Tempus:

It proved to be very difficult to generate a critical mass of engagement with the other members of the project for critical reflection to be much of a shared activity. What might have been consistent in some participant observation projects had suddenly become problematical for us. Group cohesion was affected by changes in leadership, the number and type of persons involved, changes in their individual attitudes towards Tempus and their personal practical constraints. The number of people involved in Tempus grew from about 10 to about 50. For practical reasons these people were each involved for a much shorter period of time, therefore many had difficulty in getting established in a Tempus community of practice before their involvement was effectively over.

⁷³ Carr and Kemmis, 1986, pp.165-166.

The project sought to take a collaborative approach to development, but in the end resorted to 'leading and pleading' for the fulfilment of certain specific developments which in some way were supported through the good offices of the project, but which did not involved the same core group except at a the level of *management* rather than *practice*.

In hindsight, it would have been possible perhaps to conceive of an action research project not on the basis of the project itself, but as a micro-project on 'the management of international relations' within the project. As the three people involved in international relations in the three universities could consider themselves peers as far as the project was concerned and collaborated well, this community of practice could have been the focus of action research and real cycles set up. However, this opportunity was not taken as it was felt more appropriate to continue to produce a deep case study on the whole project, albeit abandoning action research, rather than abandoning the interesting research questions for me about project management.

4. Tempus as Case Study, and Grounded Theory.

Action research was not the only option for a qualitative study on Tempus, but it contained a sound moral and intellectual basis for insider research and my training in research had comprised immersion in action research and as such AR was going to be difficult to replace. Despite the changes I still considered myself reporting as an 'insider', although the situation had grown more complex.

In moving forward with methodology, I wanted to retain the relevance and immediacy of action research and I wanted to develop my formal and informal programme evaluator role but recognising the new situation obtaining in the project I needed to find a closer methodological 'fit'. A fieldwork case study can be a methodology in itself, but I also sought methodological insights from ethnography and phenomenology, ignoring for the moment that such qualitative research is normally reported from the outsider's perspective. I considered the options for forming a hybrid of one or more of the above, since ethnography and phenomenology often (but not always) produce case studies.⁷⁴ Since the methodology had developed as it were, in response to the data, I also considered grounded theory, and its antecedent, symbolic interactionism.

⁷⁴ Yin, 1994.

In ethnography, research methods are meant to be culturally tuned⁷⁵. Ethnomethodology involves field techniques like researching a case, participant observation and the ethnographic interview.⁷⁶ Anthropologists and linguists using ethnomethodology talk about 'emic' versus 'etic', the terms used by Headland *et al*⁷⁷ to distinguish insider from outsider perspectives. The emic perspective is the outsider's attempt to reproduce as faithfully as possible the informant's own descriptions of behaviour, beliefs, meanings, institutions, etc. The etic perspective is the observer's subsequent attempt to take the descriptive information that they have already gathered from several emic settings and to redescribe that insider information using a system accessible to outsiders. Thus these perspectives are not usually applied in isolation. According to McCutcheon:

It would seem, then, that even insiders can become outsiders, suggesting that the insider/outsider problem involves a complex continuum of positions and viewpoints.⁷⁸

Stenhouse was amongst those who rejected ethnographic methods because he was concerned about the link which he perceived between ethnography and colonialism and the relations between ethnographers and their subjects which he considered aggressive. He also argued that ethnographers are strangers to the situation which they are observing, thus he questioned their ability to obtain emic insights.⁷⁹ It is true that it is a brave Englishman that claims to 'know' the Slavic psyche. In 1939 Winston Churchill famously described Russia as a 'riddle wrapped in a mystery inside an enigma'⁸⁰. After four years of living in Russia I would not disagree with him.

My position as an insider in the Tempus project, and a Russian-speaking one too, did give me greater opportunity than most, perhaps, to get closer to the emic perspective, and I felt strongly that the complexity of research on cultural difference should not be used as an excuse to fail to try to understand the other person's point of view. I consider that the present research did draw from ethnomethodology, in particular through applying the emic and etic distinctions by taking pains to (i) record accurately the voices of informants and (ii) report on them to outsiders in an accessible form. However, since ethnographers are normally outsiders, I would not style the present research 'ethnographic'.

Phenomenology opposes the naturalistic/positivistic worldview, and emphasises the importance of cognition and not established theory in knowing the nature of things. Phenomenologists justify cognition (and some also evaluation and action) with reference to what Edmund Husserl called *Evidenz*, which is awareness of a matter itself as disclosed in the

⁷⁵ Gladwin, 1989.

⁷⁶ Woolcott, 1975; Spradley, 1979, 1980.

⁷⁷ Headland *et al*, 1990.

⁷⁸ McCutcheon, 2004.

⁷⁹ Stenhouse, 1984.

most clear, distinct, and adequate way for something of its kind. The transcendental phenomenology of Husserl is one strand of phenomenology, the other well-known strands being existential phenomenology (Heidegger, Arendt) and hermeneutic phenomenology (Gadamer). Clearly the subjective conscience is difficult to research and the direction of the present research is not primarily to question the very existence of phenomena, but I found the argument useful that it is wise to suspend belief in pre-existing theory when researching new cultural phenomena. Theory in this sense can refer to stereotypes when talking about culture, as well as theories of behaviour in various social and cultural settings. The present debate focuses more upon the processes and social interaction in which we as practitioners have a stake than cognition. Although one depends indubitably on the other, phenomenology as an approach was not the best way to address the focus of concern.

Without a specific need to tag the research onto a philosophical school, I chose not to do so, which left me with case study *per se*. The methodological underpinning of case study, as Yin and Platt put it,⁸¹ is arguably in the 'logic of design'. According to Yin, case studies must not be the chance product of a flexible approach, but must be designed deliberately in advance to investigate a contemporary phenomenon within its real-life context. As such, the Yin approach is methodologically inflexible, not at all in keeping with the practical tradition of action research that I was anxious to retain.

In the positivist tradition, case studies are not held in high regard owing to the lack of control over variables which would be required in order to prove or disprove a hypothesis. Yin tries to square the circle by claiming that case study does refer to specific variables. In his technical definition, Yin's case study deals with multiple variables because it relies upon multiple sources of evidence (with the data needing to converge in a triangulating fashion) and benefits from the prior development of theoretical propositions to guide data collection and analysis.⁸²

Interpretivists do not reduce data even to multiple variables, but scan for patterns. In the interpretive tradition, longitudinal case studies, although very time consuming, turn their great scope to advantage, revealing illuminating insights left undetected by predetermined scientific methods. According to Strauss and Corbin:

In qualitative research, objectivity does not mean controlling the variables. Rather, it is openness, a willingness to listen and to 'give voice' to the respondents, be they individuals or organisations.⁸³

⁸⁰ From his BBC Broadcast on 1st October 1939, see <http://www.churchill-society-london.org.uk/RusnEnig.html>.

⁸¹ Yin, 1994, p.12.

⁸² Yin, *op cit*, p.13.

⁸³ Strauss and Corbin, 1998, p.43.

This is the kind of case study reported here, but how much theory must be incorporated in the logic of design? Yin seems to be in two minds about the strict need to apply preconceived theory to a case study design. He accepts that ethnographic method or participant observation which 'avoids prior commitment to any theoretical model'⁸⁴ could evolve into case study. Perhaps 'evolution' is equivalent to a flexible approach.

Robert Stake⁸⁵ breaks down case study into two distinct approaches – intrinsic and instrumental. Stake uses of the notion of the 'intrinsic' case study to mean work done for its own sake as opposed to an instrumental study done for the purpose of contributing categorical data to science or making a direct impact on policy. Intrinsic is the correct notion to apply to the present enquiry, as the impact on policy, if any, would be indirect.

According to Yin, Stake's definitions are arrived at not so much as a methodological choice but a choice of object to be studied⁸⁶. Yin objects to this lack of methodological definition, saying that choices resulting in, for example, a management survey or analysis would not be 'case study' research. Stake's response to Yin is that the latter, and other case study theorists like Feagin, Orum and Sjoberg,⁸⁷ concentrate too much on instrumental case study, particularly on studies used to develop theory leaving the intrinsic case researcher 'inadequately helped'. Stake considers that Stenhouse and Kemmis are correct that when interest in generalising from the case to other cases is secondary, as in the present research, the formal aggregation of data using preconceived theories is likely to be overshadowed by direct interpretation and narrative description.

The research thus appeared to be close to Stake's methodology. The research questions were posed to benefit the project and so this was 'intrinsic' in the sense used by Stake. Stake's countenance model⁸⁸ argued that the two fundamental components of an evaluation should be 'description' and 'judgement', elements that were addressed in Stake's and the Tempus research's interview-based approach for capturing experiential data in case study.

Swanson and Holton⁸⁹ support Stake on research methods for case study, writing that:

There is no one best procedure for conducting case study research. As Stake (1994)⁹⁰ puts it, "Perhaps the simplest rule for method in qualitative case work is this: Place the best brains available in the thick of what its going on. The brainwork ostensibly is observational, but more basically, reflective."⁹¹

⁸⁴ Yin, *op cit*, p.14.

⁸⁵ Stake, 1973, p.77.

⁸⁶ Stake, 1994, quoted in Yin, 1995, p.17.

⁸⁷ Stake, 1995, p.77.

⁸⁸ Stake, 1973.

⁸⁹ Swanson and Holton, 1997.

⁹⁰ Stake, R., 'Case studies' in Denzin and Lincoln, 2000.

⁹¹ Swanson and Holton, 1997, p.242.

Swanson and Holton go on to say that case study researchers also need to identify the lenses through which they will design the study and interpret the phenomenon.⁹² However, the process of 'identifying the lenses' is itself not a trivial one. My response was not only to benchmark my interpretive enquiry on the standards adopted already by the European Union in programme management and evaluation, but also to develop my enquiries in such a way as to consider the influence of culture, self-interest, personal, historical and political factors, and the practical factors which formal evaluations could miss. Hence, the rest of this report tries conspicuously to contrast the formal with the informal, the external with the internal, the macro (programme and country level) with the micro (institutions and projects).

Responsive evaluation and standards-based approaches are not seen as mutually exclusive in the literature. Stake's methodology allows for the monitoring criteria used in Tempus to be adopted alongside other evaluative criteria considered useful in assessing the change process. As Stake reiterates in this recent work,⁹³ standards and their use and other choices should arise consciously from the researcher's self-evaluation based on the questions of the kind:

'Do we want to:

- value personal experience as evidence or to shun it as biased?
- aid development formatively or to assess the existing program summatively?
- use issues, goals, gains, efficiency, or problem solving as the key conceptual structure?
- invest small or large in trying out and validating data-gathering procedures?
- support the standards and ethical codes of professional associations?'

The answers to these questions have been discussed above in relation to insider values, methodology and practice, except the evaluative criteria have not been fully explained.

The formal evaluative method adopted by the European Union is couched in Tyler's objectives-based approach⁹⁴ and is rather quantitative in concept. The method, discussed in more detail in the literature review and the Case Record, emphasises productivity and effectiveness criteria using a simple A-E outcome scale, directly related to sanctions if the evaluation is negative. In the case of Tempus the limitations of evaluating a project against objectives lie in the difficulty of setting meaningful objectives in the first place. In general the positivist weakness for standardisation involves relating achievement to a narrow set of objectives or to macro-objectives which in practice quickly lose their relevance.

⁹² Swanson and Holton, 1997, p.141.

⁹³ Stake, 2003.

⁹⁴ Tyler, R (1983) quoted in House, 1993, p.

I wanted my own evaluative practice to be more responsive to changing conditions and relevancies in the project, i.e. I wanted it to be qualitative. According to Stake, when in the role of programme evaluator, both qualitative and quantitative case study researchers need to choose specific criteria or a set of interpretations by which to assess the project's strengths and weaknesses, successes and failures. However:

The more qualitative evaluator usually emphasises the quality of activities and processes, portraying them in narrative description and interpretive assertion. With all strategies there is the essentiality of contexts, multiple points of view, and triangulation.⁹⁵

To me, an indicator of quality in evaluation is its responsiveness. The present evaluation was intended to be responsive as an indicator of academic quality, allowing for new lines of inquiry to be set up during the triangulation phase. To be genuinely responsive in Stake's terms⁹⁶ an evaluation, which by definition is a case study, needs to 'respond' to 'audience' requirements for information, and the different value perspectives of the people at hand are referred to in reporting the success and failure of the programme. Whereas qualitative evaluative criteria were established by the posing of research questions, these questions were by no means the only allowable questions in defining the direction of the research.

Michael Scriven⁹⁷ held that evaluation should normally be seen as a 'trans-discipline' (like 'logic'), which serves other disciplines and is an integral part of their endeavours. This is the sense in which the evaluation is used in the present enquiry. It is not simply a project evaluation, but a case study, informed by qualitative evaluative criteria established by posing research questions, and the quantitative evaluative criteria established by the European Union.

The present research therefore fits in with the description of an intrinsic case study, being at the same time a responsive evaluation. In looking for responsiveness I took note of the concept of 'stakeholder evaluation', developed by Weiss, Murray and Gold⁹⁸, which encourages evaluators to consider outputs in their effect on communities and participants, as well as the programme's sponsors. Of course stakeholder positions immediately raise the issue of politics.

Decision-making communities can comprise disparate special interest groups characterised by weak managerial control, or they can be international organisations concerned primarily with the ends of evaluation, i.e. political approval, continued funding and enhancement of career prospects.

⁹⁵ Stake, 1995, p.96.

⁹⁶ Stake, 1995, p. 95.

⁹⁷ Scriven, 1991.

Stakeholder mapping, in which stakeholders are categorised according to relevant criteria such as how much stake they have in the evaluation's outcome is offered as a means to conceptualise stakeholder relations with respect to the programme being evaluated.

For me this stakeholder model was useful, in that it focuses upon diversity and encourages democratisation of the research process and a wider consideration of opinion. Its weakness is that the model does not consider in sufficient detail how conflicts between stakeholders can be resolved in the final analyses. The object of most research is to arrive at a conclusion, but it is relatively unsatisfactory to have to arrive at many conclusions to the same question from the perspective of each and every stakeholder. However, awareness of stakeholder interests was deliberately heightened in the research using the analytical tools available in project cycle management.

Ethnographers Guba and Lincoln⁹⁹ have a relativist evaluation approach in which minority stakeholders would have the right to express their opinion along with everyone else, and differing views would be negotiated face-to-face. Whilst the intent is laudable, I share House's view that in this scenario it is all too easy for powerful stakeholders to dominate the evaluation.¹⁰⁰ The practical problems involved in canvassing equally all of the stakeholders, including the government of Belarus, would of course be prohibitive in this project, although the interview schedule did allow for opinion from most stakeholders at least once.

EU evaluations tend to cloak themselves in the vocabulary of quality enhancement although as we have seen the reality is much less altruistic. According to Elton,¹⁰¹ successful quality enhancement should deliver four e's; *empowerment, enthusiasm, expertise and excellence*, but the current and prevalent emphasis of evaluation in Tempus is definitely on accountability. This is not the fault of Tacis Monitoring and Evaluation (M&E), the people who carry out external monitoring of Tempus projects), which tends to be quite collegial. Rather the pressure comes from the contracting system that makes monitors accountable not to the projects as clients, but to their contracting company which itself has a contract with the European Commission. The European Commission's legalistic/bureaucratic approach to monitoring and the M&E monitors caution not to upset their paymasters make it difficult for an open, questioning evaluative culture to take root'.¹⁰² I wanted my self-evaluation to be the antidote to this.

⁹⁸ House, 1993, p.120.

⁹⁹ Guba and Lincoln, 1989.

¹⁰⁰ House, 1993, p.157.

¹⁰¹ Elton, 1992.

¹⁰² Pollitt, 1997.

As the case study methodology and evaluation had evolved out of a previous interest in action research for practical and theoretical reasons, I wondered if in fact the new methodology could claim to be grounded theory, using the concepts developed by Strauss, Glaser and Corbin in various updates since the publication in 1967 of Glaser and Strauss's seminal work, *The Discovery of Grounded Theory*.¹⁰³

Grounded theory is the systematic generation of theory from data. It facilitates the gathering together and systematizing of isolated, individualised understanding. Lincoln and Guba¹⁰⁴ interpret this as 'an aggregate of local understandings that without the intervention of the researcher, would remain isolated'. Local understanding is interpreted by the researcher from data drawn from the field; data and interpretations are crosschecked and triangulated. The grounded theory draws relations between parts of the enquiry, giving an empirical account of the whole system.

In my opinion this process took place also in the present enquiry, and so it would be reasonable to say that the interpretation of results was working in the direction of a grounded theory on teamworking and international cooperation on Tempus, at least in the local context of our practice. However, for grounded theory to reach a rigorous result the enquiry should continue to collect data until new patterns emerge, or until the pattern is repeated, which makes the theory successfully grounded in experience. Grounded theory should enable the researcher to predict what will happen in the future; in effect grounded theory is horizontally quantitative. In this enquiry there was no opportunity to repeat the data collection process in continuation. The interpretation was done essentially in one process relating to one set of circumstances. There was no time-series analysis done in which future events could be, or needed to be predicted.

In the 1998 manual on grounded theory by Strauss and Corbin¹⁰⁵, specific routines for data collection are recommended beginning with a microscopic examination of a sample of data, and then producing a codification to guide further data collection and analysis. The analysis lends itself particularly to working through with the help of computer programmes. The goal is to produce objectively verifiable data and thence formal theory that can be tested using quantitative methods.¹⁰⁶ There was no such procedure followed in the present research.

Altogether it would therefore be inappropriate to label the present qualitative analysis and report based on grounded theory, unless one were to side with interpretivist critics of grounded theory like Blumer¹⁰⁷, who defend the right of ethnographers to be unscientific.

¹⁰³ Strauss and Corbin 1997, 1998; Glaser 1978i, 1978ii.

¹⁰⁴ Lincoln and Guba, 1985, p.205.

¹⁰⁵ Strauss and Corbin, 1998.

¹⁰⁶ Travers, 2001, p.45.

¹⁰⁷ Blumer, 1969 in Travers, 2001, p.42.

However, I would not wish to oppose the authors of the theory. 'Grounded' ought really to mean just that, and not be an ethnographic snapshot, even a series of snapshots taken from all angles. A good case study, on the other hand, ought to be just this – a snapshot taken from all angles.

Symbolic interactionism shares grounded theory's insistence upon direct contact with the social world studied, but it does not require such positivistic methods such as the codification of responses and the requirement of replicability over time of the sample results. Symbolic interactionism is still concerned with processes, but in this case what happens at the point of interaction rather than in relation to individual or group psychology, or societal pressures or contexts.¹⁰⁸ This approach is inviting because it does not require any prior assumptions about what is going on in an institution, but treats each interaction, in AR parlance, as a 'critical incident'. The subjective meaning of what is going on becomes clear to participants only in the process of it happening in real life. However, like other critics of SI,¹⁰⁹ I wonder if the interpretation of meaning can be divorced from the nature of the interaction in terms of person, role and position. In the event SI methodology was not used either in order to preserve the multifaceted narrative version of 'reality', which is the particular strength of case study.¹¹⁰

Since the enquiry was informed by more than one research tradition, should it now be regarded as a hybrid of these traditions? I have expressed support for critical action research, ethnography, case study and evaluation. Is the enquiry one or all of these?

To call the research a 'hybrid' would be somehow to call into question the validity of the enquiry as an interpretive case. The methodology was informed by action research, critical theory and ethnomethodology, but the substantive methodology, after the initial period in which it aspired to be action research, remains case study, the design of which is detailed below. The present case study was an interpretive enquiry conducted by a researcher inside the project being researched. The enquiry seeks to contribute to knowledge but not necessarily to build theory except in so far as theory arises from the contributions of informants or in the way that others may seek to look for patterns in their own experience. Furthermore, the methodology used was *intrinsic* case study in that the intention was to serve the interests primarily of the informants and the Tempus community, rather than make a direct impact on policy. The components of description and judgement, essential to Stake's countenance model, were present in a responsive form of evaluation which sought to focus ever more sharply upon issues which merited investigation, from both the emic and etic

¹⁰⁸ Locke, 2001, p.34.

¹⁰⁹ For example see case in Strauss and Corbin 1997, p.148.

¹¹⁰ Adelman *et al*, 1980 in Cohen and Manion, 1980, p. 123.

perspectives. In this there was something of grounded theory approach, but without the positivistic scientific intention.

5. Research methods 1: tools, interview technique and planning.

Having arrived at our methodology we move on to apply it in the design of methods for conducting the research itself.

The research methods were employed with the primary task in mind – to come to understand the case. According to Stake:

When we speak of methods in case study, we are again speaking principally of observation, interview, and document review.¹¹¹

Observation, interview and document review were all applied in the first phase of the research to narrow down the focus of concern, but one of the weaknesses of case study is the great length to which the researcher has to go to get all the information about a case down on paper. The present enquiry would have been extremely difficult to pin down without the use of carefully selected tools. One of the main tools was the technique developed by Guba and Lincoln¹¹² of employing constructivist theory in building thick descriptions. As acknowledged by Stake:

Case study research shares the burden of clarifying descriptions and sophisticating interpretations. Following a constructivist view of knowledge does not require a researcher to avoid delivering generalisations. But a constructivist view encourages providing readers with good raw material for their own generalising. The emphasis is on description of things that readers ordinarily pay attention to, particularly places, events, and people, not only commonplace but 'thick description,' the interpretations of the people most knowledgeable about the case. Constructivism helps a case researcher justify lots of narrative description in the final report.¹¹³

The principal tool was the constructivist-hermeneutic principal and the deployment of a Case Record. The Case Record at Annex A is reproduced in toto, not just for the sake of completeness but because it needs to be there to allow the reader to come up with their own interpretations, which might well be at odds with the one which I arrived at the end of the final triangulation exercise.

Given the size of the case material, a Case Record was used to record all of the events pertinent to the enquiry in a structured way. The structure chosen was to adopt Kurt Lewin's

¹¹¹ Stake, 1995, p.114.

¹¹² Guba and Lincoln, 1982, in Stake, 1995, p.99.

¹¹³ Stake, 1995, p.102.

change model¹¹⁴ that behavioural change is caused by three distinct but related conditions experienced by an individual: (1) unfreezing, (2) changing, and (3) refreezing.

The Case Record idea came about initially as an action research incident book, but eventually it transformed into a thick description of the project life cycle including both narrative and analytical components, and extracts from original data and samples of the voices of other members of the Tempus project micro-community.

The thick description, referred to also above by Guba and Lincoln, is a term normally attributed to ethnographer Clifford Geertz¹¹⁵ who developed it from an original concept by Gilbert Ryle for interpreting culture. A thick description turns social discourse into an 'account' which can be 'reconsulted'¹¹⁶. As Geertz says, the point of the thick description is not to create a 'wall painting of a nation', instead it performs a specific function, to aid us in 'gaining access to the conceptual world in which our subjects live so that we can, in some extended sense of the term, converse with them'.¹¹⁷ Actions may be symbolic, but the aim is not to extrapolate from symbols, but to use them to fabricate an environment of competent communications, and thence to engage in dialectic. However, the cultural analysis, as Geertz admits, will be intrinsically incomplete as we are dealing with the real subjective culture, rather than working from cultural stereotypes.

The existence of a Case Record helped to make the enquiry become more three-dimensional because it exposed critical events, provided food for thought and drew participants deeper into the enquiry. Parts of the Case Record were translated into Russian by professional translator in order for the material to be accessible to informants at Minsk-3. This process was essential in reducing personal bias and my ignorance in putting the wrong words into the mouths of the non-English speakers.

Appropriate research methods would need to recognise bias and subject claims to knowledge to scrutiny in the critical feedback and triangulation processes. The Case Record was an important tool in this process:

The problem of compiling a case record is to attenuate and to expose to criticism the political and academic bias of the research worker as well as his personal bias, which is more easily detectable by traditional criticism. The aspiration is not to produce objective data, for that is impossible. Rather it is to produce subjective data whose subjectivity is sufficiently controlled to allow critical scrutiny. The aspiration is to critical inter-subjectivity, not to objectivity.¹¹⁸

¹¹⁴ Lewin, 1947.

¹¹⁵ Geertz, 1993.

¹¹⁶ Geertz, 199, p.19.

¹¹⁷ Geertz, *op cit*, p.25.

¹¹⁸ Stenhouse, 1978 p.33.

However, bias was not seen in the research as a very serious threat. The very action of doing Tempus projects was a conscious attempt to create a hothouse change environment, in effect to embrace and leverage subjective interests; not to attenuate, but to *apply* bias.

Social interactionist and pragmatic philosopher, G H Mead's theory on identity warns¹¹⁹ that personal bias changes as the social environment changes, including the environment created by undertaking research. The Case Record provides space to understand how the reporting bias can be acting, so that the reader can to some extent compensate for it.

The interview design involved a convergent interviewing and discussion procedure¹²⁰ organised in phases as shown below from early problem formulation to triangulation. Malcolm Parlett and David Hamilton spoke about three stages at which illuminative investigators observe, inquire further, and then seek to explain.

Obviously the three stages overlap and functionally interrelate. The transition from stage to stage, as the investigation unfolds, occurs as problem areas become progressively clarified and re-defined. The course of the study cannot be charted in advance. Beginning with an extensive database, the researchers systematically reduce the breadth of their enquiry to give more concentrated attention to the emerging issues.¹²¹

Through interview and discussion the range of topics at first became broader but eventually the focus of concern narrowed to reflect the increasing immediacy and relevance of the project management subject matter.

Following a period of passive reading into the topic being researched and exploratory interviews to define the focus of concern, the active data gathering phases continued in three further phases (total four phases) as follows:

Phase 1: Exploratory interviews and secondary data gathering defining the focus of concern.

Phase 2: Elicitation of information required to complete the Case Record and answer the research questions.

Phase 3: Use of Case Record as a discussion document with participants interviewed to elicit answers to questions probing them about critical issues in the case.

¹¹⁹ Mead, 1934.

¹²⁰ Dick, 1997.

¹²¹ Parlett and Hamilton, 1976.

Phase 4: Triangulation interviews and discussions used to cross-refer informants to arguments and conclusions drawn by the researcher and other informants and to elicit deeper critical reflection.

This work was mapped onto the overall project framework by using the PCM planning tool, the Logical Framework, to plan in Phases as individual activities. The natural project cycle of annual report and revised budget and activity plan established an annual cycle of evaluation, reflection and remedial action. My research activities were designed to fit in with this as far as possible.

The types of method used were the following, using the variables noted in the literature on interview technique in educational contexts¹²² and in human resource development contexts.¹²³

1. Unstructured interview
2. Structured interview
3. Interviews using a tape-recorder
4. Interviews without a tape-recorded
5. Different mixture of open and closed questions
6. Different degrees of preparation and contextualising before interview.

Account was also taken of the need to integrate inter-cultural communication competence into the interview technique.¹²⁴

6. Research methods 2: Analysis and interpretation of data: trustworthiness and triangulation.

The data gathering and analytical phases overlapped since the latter Phases 2-4 comprised critical dialectic with informants, although Phase 2 (compiling the Case Record), was much more eclectic than the analysis Phases. This interaction and reference to the literature (see Chapter 4) helped me to resolve my dilemma about what to do with my data, i.e. they helped me to understand its significance.

At the end of all four Phases I was left with a Case Record and an enormous amount of interview material containing both fresh data elements and analytical points. This material comprised audiotapes of interviews, audiotapes of meetings, an archive of textual material (see archive at Appendix 3), observations by myself as investigator, a calendar of events and a diary of observations.

¹²² Powney, J. and Watts, 1987, Hopkins 1985, etc.

¹²³ Swanson and Holton, 1997.

The theory on *trustworthiness* in the enquiry is based mainly upon the qualitative notion of triangulation of data from multiple sources. Adelman is quoted below in Cohen and Manion on triangulation in case study (my italics):

*Triangulation ... is at the heart of the intention of the caseworker to respond to the multiplicity of perspectives present in the social situation. All accounts are considered in part to be expressive of the social position of each informant. Case study needs to represent, and represent fairly, these differing and sometimes conflicting viewpoints.*¹²⁵

On the subject of fairness and other issues pertinent to data collection, there is a fuller discussion in the next section.

Triangulation was assisted through the stakeholder analysis process, which served to identify and balance the number and type of informants.

The other important factor in establishing trustworthiness involved my prolonged engagement in the project as an insider, defined by Lincoln and Guba¹²⁶ as 'the investment of sufficient time to achieve certain purposes, learning the culture, testing for misinformation introduced by distortions either of the self or of the respondents, and building trust. Strategies for making the informants feel at ease and of involving them in the research were also considerable contributory factors to trustworthiness (see below).

7. Research methods 3: more strategies for overcoming ethical dilemmas.

Planning and executing research was going to affect my practice and affect other people – not just the immediate participants, but all the subjects of the stakeholder evaluation. I would need to conduct myself carefully, cognizant of the sensitivities involved with treating senior and junior people alike as informants, maintaining at all time high standards of diplomacy on behalf of the University, etc. I was also going to need to choose appropriate methods, refine them, and consider their effectiveness.

Working within the interpretive paradigm, I did not expect to discover absolute truth about the Tempus project, but relative truth, i.e. relative to my values and the belief system which I

¹²⁴ Snow, 1998.

¹²⁵ Cohen and Manion, 1980, p.241

¹²⁶ Lincoln and Guba, 1985, p.301.

was familiar with. I was satisfied with that, accepting that, as Bassey writes¹²⁷, to interpretive researchers descriptions of human actions are based on social meanings, and people living together interpret the meanings of each other, and these meanings change through social discourse. There is not a single reality 'out there', but reality, in the interpretive paradigm, is seen as a construct of the human mind.

The research design therefore, needed to address the complexity of collecting and analysing data about meanings offered in social discourse. In this there was something of the ethnographic, of the cultural, of the evaluative, of the phenomenological and of the psychological disciplines required in the research design. How, then, to take this forward?

My awareness of ethical issues in insider research was informed by the writings of Bassey, O'Dea, Foucault and Habermas¹²⁸ and advice from critical friends. In particular, I found Bassey useful on the need for respect for both persons and data and the relationship between the two. Burgess¹²⁹ and others emphasise how important it is to announce one's intentions as a field researcher out of 'respect for persons' and to create the conditions for ethical data collection.

I had not begun the Tempus project with the intention of doing research on it. Research was an afterthought. I felt that the appropriate way to go about informing other participants about the research was not to draw unnecessary attention to myself, but to ensure that I was open about it and to involve individual persons in the research as much as possible as co-researchers. Those who were not informed in the normal course of events, i.e. through requests from me to take part in interviews, or to supply for information or give feedback, etc., were always made aware in good time of the aims and nature of the enquiry. Before commencing an interview, and before accepting written contributions, the conditions for feedback, objection and amendment of their sayings were always made clear. Some proof that this strategy was effective was provided in that there were objections raised from time to time by participants that needed addressing, for example objections to tape recorders, objections to subjective comments about persons, etc. Even though names were anonymised in the report, except in the case when the person gave permission to be named, every effort was made to eliminate unnecessary value judgements about persons. Persons mentioned have all had the opportunity to read and comment upon quotations that could be attributed to them in accordance with the principle of right to reply.

On the broader question of how perceptions of me changed as a participant as a result of embarking upon the research at Minsk-3 and the effect which this had upon me as a

¹²⁷ Bassey, 1995, p.13.

¹²⁸ Bassey, 1995; O'Dea, 1994. Foucault and Habermas quoted extensively in writing on emancipatory practitioner action research (see above).

researcher, this is difficult to assess since one continued to experience the same patient respect as a participant - and a foreign participant at that. There were no noticeable practical obstacles put in my path to accessing data, nor was I aware of misperceptions about my role or intentions that were not resolved through discussion. However, not being aware of problems does not necessarily mean that there were none. I had to constantly ask myself, if I was getting answers to questions out of politeness or respect for truth? Was I outstaying my welcome? Are communication channels open? In short, I was concerned to achieve an ideal speech situation, and to demonstrate competence in effective communication.

Effective communication in the Tempus programme does not come about by accident. To be successful requires some planning. One needs to problematise the conditions of authentic communication; conditions which are complicated when interlocutors and interviewees are not all speaking their first language.

O'Dea¹³⁰ emphasises the irreducible complexity of social contexts in the school classroom, which can of course be multicultural. But multicultural task groups that also travel from context to context across borders present potentially an even more complex web of relationships and interpretations of truth. Care was taken, therefore, to consider communication issues from an ethical as well as a practical standpoint at all stages in the research. The problem of communication is not confined to data collection, analysis and triangulation. It persists in the reporting stage as well, for which a solution had to be found.

Material in the Case Record, whilst explicitly approved before publication by the Belarusians involved, may or may not have met in full measure the imperative of respect for persons. This is because of the difficulty involved in really profoundly understanding the point of view of a culture as complex as those in the former Soviet Union, and meeting their expectations. Holden expresses the problem this way:

We have made every effort to present the Russian perspective as representatives of foreign organisations may not be aware of Russia's quest for renewal which seeks a specifically Russian way, of the aspiration to rediscover and restore traditional Russian values, and of the complex nature of anti-western sentiments. It is therefore not easy for western governments, companies and organisations including even 'open-minded' organisations such as universities, to find the right formula to allay Russia's fears and, at the same time, to communicate confidence in the Russian way of doing things.¹³¹

One can therefore have no illusions about the difficulty of achieving and keeping an 'open-mind'.

¹²⁹ Burgess, 1984; Powney and Watts, 1987.

¹³⁰ O'Dea, 1994.

¹³¹ Holden et al, 1998, p.240.

As most of my data would be collected from informants in interview and discussion, I focussed upon the 'ideal speech situation' in the intercultural context with the help of Whitehead's interpretation¹³² of Habermas¹³³, and produced the following problem tree for promoting communicative competence during contact with other persons to pursue research.

Comprehensibility

- How do I overcome the language barrier? Here the word "interpretation" takes on a whole new meaning of getting at not just the translation of linguistic messages but getting across the meaning of concepts and ideas in the contexts in which they were expressed.
- How can I manage the various levels of communicative ability of discussants – do I treat each voice as carrying equal weight, or do I weigh the expertise of each discussant according to experience, or other success factors?
- Even experienced discussants can suffer from impairment of communicative competence such as lapse in memory or over-confidence in their memory, over-compensation for their subjectivity, critical self-effacement or self-aggrandisement. How can I distinguish the wheat from the chaff?

Authenticity

- *Authenticity* causes us to reflect upon the status issues of people whom we are talking to, do they feel inferior, or superior? Do they consider it 'correct' to be talking to me?
- Would discussants 'open up' to me or would they be constrained by status differences governed by their position in the organisation, their nationality and mine? Would they hide the true facts because of national pride or because they do not want to hurt my feelings?
- Am I asking the right questions for the right reasons, or am I looking for reinforcement of my own prejudices or cultural stereotypes?
- Are they motivated as discussants by desire to uncover the truth, or is the prospect of discovering the truth somehow threatening either to them or (they perceive) to me?

Evidence

- The *evidence* base of claims made by multinational participants must be regularly verified, not only because people fall into the trap of stereotyping themselves and others but also because the culture of diplomatic procedure when dealing with foreigners can militate against truth telling.

Values

- The *value base* of communication is the normative substructure upon which interaction takes place. Without normative foundations the participants in the project cannot make reliable assumptions or calculate risk. However, there may be more than the values of the immediate participants to take into account. Some form of stakeholder analysis would be required realistically to identify this substructure, its strengths, its weaknesses and its contradictions.

This mental checklist becomes a decision-making discipline with practice and leads to ethical responses such as the following:

Comprehensibility

¹³² Whitehead, 1989, 1993.

¹³³ Habermas, 1976, 1987.

- Use of translation and interpretation, not confining discussions to persons with good English ability.
- Balancing data sources by selection of interviewees who may hold opposing views.
- Selection of discussants from different levels in the institutional hierarchy.
- Cross-checking of input from discussants with other sources.

Authenticity

- Reassuring discussants about confidentiality.
- Warming up discussions with general references, humorous recollections, demystifying and making less threatening their participation in the research.
- Addressing the issue of national pride actively, stressing that the research is specifically a singular case study, not a representation of national stereotypes.
- Reflection: am I asking the right questions for the right reasons, or am I looking for reinforcement of my own prejudices or cultural stereotypes? Eliminating inappropriate questioning.

Evidence

- Cross-checking of input from discussants with other sources.
- Expanding the evidence base of testimony.
- Triangulating evidence.
- Viewing evidence from other perspectives.

Values

- Stakeholder analysis (the values perspective).
- Some degree of ethnographic and organisational culture analysis is required to unpack value issues that effect communication.
- Conscious attempts to break constraints imposed by organisations and cultures which contradict respect for persons and respect for truth.¹³⁴

Since it is impossible to be certain about the effectiveness of communications, one can only strive to open multiple communication and verification channels, but the above checklist seemed insufficient to me without more reliable tools for opening up those channels, especially the crucial analytical and reporting stages. Hence, the moral imperative for communicative competence in qualitative research generated the idea of using the Case Record as a communication tool, an accessible narrative that could be translated, interpreted and held up to scrutiny – establishing a hermeneutic cycle in the absence of an AR cycle. It was also vital in exposing reporting errors and omissions and allowed for negotiation on errors of judgment on my part which had allowed ethical abuses to creep in, or violations of the above code on communications.

In the pursuit of truth and respect for persons the above strategies were useful, but it would not be safe to rely upon them without at the same time improving my general ethical discipline and capacity to resolve ethical dilemmas. Critical reflection on ethical issues was treated as a facet of reflective practice and reflexivity, i.e. 'bent back' into my own experience as a practitioner within the project. As the project progressed, so did ethical faculties sharpen.

¹³⁴ Hellawell and Hancock, 2001.

8. Research methods 4: the reporting stage.

Writing the report has been a catharsis for the whole enquiry, and therefore an integral part of the research itself. As Richard Winter puts it¹³⁵, writing up this case study has ‘crystallised my thoughts and provided useful insights for future action which could not have been gained any other way’.

In this section we discuss how the report itself was the final tool in the interpretation of the results of the case study to a wider audience.

This discussion is structured using Stake’s personal model for structuring a report, which is worth reproducing in full.

Figure 12: Reporting according to Stake’s case study model.¹³⁶

Entry vignette	I want my readers immediately to start developing a vicarious experience, to get the feel of the place, time.
Issue identification, purpose and method of study.	Although most of my readers care little about my methods, I want to tell them something about how the study came to be, who I am and what issues I think will help us to understand the case.
Extensive narrative description to further define case and contexts.	I want to present a body of relatively uncontestable data, not completely without interpretation, but a description not unlike they would make themselves, had they been there. If I have controversial data to present, I am unlikely to present them, if I can, as views of a contender or witness.
Development of issues.	Somewhere, perhaps in the middle, I want to carefully develop a few key issues, not for the purpose of generalizing beyond the case. It is often here that I will draw on other research or on my understanding of other cases.
Descriptive detail, documents, quotations, triangulating data.	Some of the key issues need further probing. This should be the place for the most confirming experiential data. I will indicate not only what I have done to confirm the observations (my triangulations) but what I have done to disconfirm them.
Assertions.	It is my intent to provide information that allows the readers to reconsider their knowledge of the case or even to modify existing generalisations about such cases. Nevertheless, having presented a body of relatively uninterpreted observations, I will summarize what I feel I understand about the case and how my generalizations about the case have changed conceptually or in levels of confidence.
Closing vignette.	I like to close on an experiential note, reminding the reader that the report is just one person’s encounter with a complex case.

¹³⁵ Winter (on Kemmis), 1989, p.25

Entry vignette

This idea is extremely important in this report since every reader will have graphic images in their own mind of the events concluding in the break-up of the Soviet Union, and opinions about subsequent development issues that have touched the lives of many of us. As well as providing contextual material in the Case Record, the report provides rich contextual material in the first pass development of key issues in Chapter 4.

Issue identification, purpose and method of study.

The first chapters of this report, up to and including the present one, need to be read together to provide a complete understanding of how the enquiry came into being, what the enquiry is, who I am, and what the implications are of the chosen research methodology.

I also return to research methods in Chapter 5, the subsequent report of how the research was conducted, which updates the methodology with commentary on the experience of doing the fieldwork.

Extensive narrative description to further define case and contexts.

The Case Record (Annex A) provides a rich thick description of the events taking place in the project to the extent that the reader should obtain a many-sided view of the project from the perspective of several actors. Further contextual information is provided elsewhere in the course of writing up the other chapters.

Development of issues.

Issues were developed in the first pass analytical Chapter 4. The purpose of this chapter is to develop issues based upon my insider perspective during the project as it changed as a result of producing the case record.

Descriptive detail, documents, quotations, triangulating data.

Extracts from 117 original documents are contained in the Case Record. Appendices are used to provide further descriptive detail. However, the data is not complete without at least examples of dialectical analysis and triangulation conducted after the Case Record was produced. Examples are provided, there being no space or need to offer full transcripts of all the discussions.

Assertions.

¹³⁶ Stake, 1995, p. 115.

The two analytical Chapters 6 and 7 provide a summary of my understanding about the case in response to the original research questions. These chapters also show how the enquiry was responsive to changing foci and relevance emerging from the intrinsic development of the enquiry.

Closing vignette.

Like Stake, I would wish to remind the reader that the report is not the only possible interpretation of events. However, the report is far from being just one person's interpretation. The result is a collaboration, for which I would never tire of repeating my thanks to all involved.

Chapter 4 Review of Literature

About this chapter.

The aim of this chapter is to establish what is known in knowledge areas relevant to the case and to explain what use was made of this knowledge to take forward the enquiry and answer the research questions. Theories described in this chapter are used for developing the structure for the Case Record as a record of a change scenario (see Chapter 5). They are also used to inform the discussion in the analytical chapter, Chapter 6.

This chapter demonstrates the engagement of the research with existing knowledge and literature in the fields of management of change, Tempus guidelines on objective-orientated project management and design, history and politics, psychology of individuals and groups, theories of culture and leadership and theories of experiential learning.

1. Introduction.

The aim of this review is to draw as much as possible from the literature to inform the conduct of research and subsequent case study analysis and interpretation.

In Chapter 2 we identified three tentative research questions:

- Why was the Tempus project cycle management method using the Logical Framework Approach (LFA) difficult to apply in the project?
- What solutions were found in trying to make the Tempus project in Minsk-3 as successful as possible and is there an alternative theory of inter-university cooperation which explains what motivated and maintained our inter-university cooperation?
- What would have needed to be different at Programme, institutional and Project level to support this?

In Chapter 3 we showed that the research would be organised in 4 Phases, commencing with a narrowing down of the focus of concern (Phase 1), followed by data collection and compilation of the Case Record (Phase 2) and finally the analytical and triangulation Phases (Phases 3 & 4), which would put us in a position to report on the consultation with informants and draw interpretative conclusions.

We also concluded that the theoretical emphasis in the case study should be on change within a clear understanding of common practice in Tempus, and also that the case study needed to be responsive to the changing requirements of the project and the participants, as the enquiry proceeded through Phases 1-4.

In Chapter 5 we will see that the Phase 1 involved a review of secondary data as well as exploratory interviews, and that by the end of Phases 1 and 2, in response to the Outcomes from Phases 1 and 2, the focus of concern was narrowed down to two major areas or perspectives on the change situation in Tempus.

The first is the changing nature of the Project Cycle Management and what influence stakeholder interests have had on the case, its implementation and its outcomes. This is the formal perspective driven by political and economic factors embodied by the PCM ethos. In particular we need to know about, for example, about:

- Changes in higher education in, Belarus, UK and France.
- Political economy of donor assistance and evaluation.
- Evaluation politics in the European Union.
- Project cycle management and the logical framework.
- How Tempus project management has developed.
- Evaluations of Tempus.
- Case studies of Tempus projects.

The second perspective is more interpersonal and context-rich and considers the influences affecting a cybernetic approach to project implementation and evaluation, i.e. it is more concerned with the way that individuals and groups respond to change. According to this perspective we will need to know what the literature says, for example, about the following:

- Theories of socio-economic change in Europe: the 'end of history' and beyond.
- National-cultural insights.
- Theories of groups and individuals.
- Change and project management - The case for context rich alternatives.

In the light of the above, and having written previously an extensive literature *search* which provided access to much help from both theory and practice, much of which continues to be relevant, I propose to structure this chapter in the following way:

Part 1 – Insights which provided the theoretical, historical and political background for the discussion on PCM and its practical applications in Tempus, (notwithstanding information from other projects which comprise secondary data);

Part 2 – Insights that give us the intellectual tools for the discussion of team-working and Tempus practice at the social and cultural level, and also alternative approaches to Tempus which are more context-rich.

Part 3 – Further insights which were used directly in shaping the Case Record or otherwise influencing the course of the research (notwithstanding the references used in the previous Chapter on methodology).

Having completed these investigations there will be a concluding discussion which drawn together the preceding three parts.

2. Part 1: PCM and Tempus: the experience we know.

The best source of information about Tempus is from evaluation studies done on other projects and on the whole programme. There are only a small number of them available unfortunately and all the ones in English language have all been consulted. Some are done from the perspective of project managers who have completed a project;¹³⁷ others are done by local Tempus offices in the eligible countries that have general points or information which they wish to share with the wider Tempus community.¹³⁸

Some case studies of Tempus projects pointed to the impact of Tempus:

...the issue which all interviewees quoted at the top of Tempus achievements was that it built bridges between higher education in eastern and Western Europe. It is not only considered the most significant impact of the Tempus programme but Tempus is indeed credited with being by far the most significant catalyst in this area. In Estonia, Higher education DG Madis Lepajoe said Tempus was a 'window on the world'; in Bulgaria, Dr. Kamen Veleve, President of the Bulgarian Rectors'

¹³⁷ Fells, 1996; Kazelleova, 1995, Sayer 1995/1999, Tomanceva 1995, Mičiulienė, 2000.

¹³⁸ Prikulis, 1996; Fonodova, 1996.

Conference, called it a 'ticket back to Europe'. And everyone in between seems to concur.¹³⁹

Case studies about Tempus tend to focus upon content rather than management issues.

However there often useful observations amongst the descriptive material, for example a Romanian case report on a continuing education centre noted the cultural clash within its own walls:

With regard to its organisational structure, the Centre is a semi-independent organisation subordinated to the Faculty of Psychology and Sociology of the University of the West of Timisoara... The setting up of the Centre has known difficulties due to the bureaucracy inside the university and difficulties of the university to fulfil the TEMPUS -PHARE rules.¹⁴⁰

In general case studies of other projects were of limited use because they tend to concentrate upon good news about how this or that course or international office was set up and what a delight it was to participate in visits and exchanges with highly qualified partners from the eligible country. These things are taken for granted. The only downside to most such reports is that the lack of additional funding necessitated a break in contact which is much regretted by both sides. However, this admission points to the central criticism of Tempus which has been levelled over the years – the lack of sustainability of outcomes and the inability of activities which have often taken place at the department to department level to ever spill out of the department and up to faculty or university level through wider dissemination. These criticisms have been levelled in expert assessments made by such august bodies as the College of Europe, the UNESCO-CEPES European Centre for Higher Education and the French National Tempus Office.¹⁴¹

There are a however, some very rich insights into the Tempus programme available through evaluations at the programme level is performed by consultants on behalf of the Commission Services. One evaluation was done of the Tempus-Tacis programme in 1998 by consultants SPAN Consulting with FTP, and this has been an invaluable source of information.¹⁴² An evaluation of the first phase of Tempus in the Phare countries, before the CIS countries joined, was also done in 1996 by Kassel University.¹⁴³

The studies consider activities and outcomes historically and descriptively, but they do not relate Tempus activities and outcomes to the literature on the management of change and the management of difference. Nevertheless, they provide the fullest accounts available of the Tempus programme and its perceived successes and failures, and even one book on Tempus,

¹³⁹ Jongsma, 2002.

¹⁴⁰ See http://distance.ktu.lt/thenuce/ebook/Chapter_6/3652.html.

¹⁴¹ Wilson, 1993; Arrouays, 1996, Gwyn, 1996.

¹⁴² Tempus Tacis Evaluation, 1998.

¹⁴³ European Commission, 1996, Kehm, 1997, Kehm *et al*, 1997.

*Integrating Europe through Cooperation among Universities*¹⁴⁴ has been published in the Jessica Kingsley Higher Education Policy Series.

The overall effectiveness of the programme is always evaluated in positive terms, but one or two weaknesses come through which resonate with the situation in Minsk-3. For example:

The lack of a clear basis for curriculum development and restructuring has often resulted in the introduction of certain EU courses within largely unchanged NIS (New Independent States) curricula. In some cases new degree programmes were initiated without taking into account that major part of the curriculum is still fixed centrally. This could lead to non-acceptance of the innovations introduced.¹⁴⁵

This situation obtained exactly in Minsk-3 when the Belarusian Ministry of Education blocked reform of the science modular degree scheme to make it compatible with the UK model to allow for the award of double degrees and joint dissertation supervision. Having said that it is not entirely the case that Belarusian academics are in opposition to the inflexibility of their own Ministry. Many see this inflexibility as synonymous with high academic standards and therefore a good thing.

The following criticism was also pertinent.

As far as management reform proposals are concerned, evaluation findings show that it is hard to break through the hierarchical structure of the NIS universities, especially when projects did not involve staff from the central administration. ... Irrespective of the type of project, the evaluation team has concluded that the current lifetime of the Tempus Tacis projects (2-3 years) is too short. Given the time required for anchoring educational innovations and managerial change, the team advises to increase the lifetime of the Tempus Tacis projects to 4-5 years. This will allow the projects to maintain cooperation during the crucial stage of testing the courses, student training, obtaining feedback from industries as well as dissemination of good practice.¹⁴⁶

Our management-related project certainly involved the central administration but nevertheless it was obvious that in trying to promote decentralised management, delegation of authority, improved internal communications and greater all round democracy we were facing a question of cultural change and issues which would not be resolved in a few years of cooperation. Similarly, we suffered when the funding for Tempus dried up in the final year, despite the fact that we had applied for funding to disseminate the results of our project to six other universities in Belarus. Despite our good intentions, the shortage of funds meant that we had to discontinue dissemination, and we could hardly expect our Belarusian colleagues to use their limited resources to sponsor activity involving other Belarusian universities.

¹⁴⁴ Kehm et al, 1997.

¹⁴⁵ Tempus-Tacis Evaluation, 1998, p. 7.

¹⁴⁶ Tempus-Tacis Evaluation, 1998, p. 7.

In relation to Tempus project management, SPAN had this to say:

Though many projects appear to function primarily on the basis of the drive of individual faculty staff, project management is generally well thought of in project applications. Relations between the EU and NIS universities are generally good in practice as well... however, project management methods tend to be conventional, with an emphasis on project meetings and working groups. There is ample scope to strengthen joint project management (e.g. staff selection, utilisation of project budget) and to improve the project management capabilities in the NIS universities.¹⁴⁷

The SPAN report also criticised the authorities responsible for administering the programme, the European Commission and the ETF for the failure to disseminate the outputs from the projects. In general the problem with Tempus administration seems to be that the great emphasis on accounting and contract rules ties up the ETF staff so that they have time for little else. This impacts greatly on the image of the ETF as an expert organisation, something which has weakened their position and recently they have suffered 25% job losses and will find it even harder to offer expertise, information and advice to project managers who require it. Staff at the ETF, having worked diligently for years on Tempus administration, have been demoralised by isolation within their own organisation, and by criticism from the Commission:

ETF staff also feel strongly that they have developed skills that are complementary to other areas of ETF activity, although this hoped-for synergy (through sharing of skills, expertise and information) has not materialised, representing a lost opportunity for the Foundation..... DG EAC has expressed serious reservations about the quality of technical assistance provided. Evidence from correspondence between certain Tempus contractors and DG EAC does indeed point to weaknesses in ETF's administration and to poor relationships with some contractors.¹⁴⁸

Tempus management and the heavy-handed administrative system of Annual Reports and annual Revised Budget and Activity Plans has been the target for reform in recent years. However, the contracting system has been a source of continued inflexibility, much to the distaste of practitioners everywhere. For example, according to John Sayer of the Oxford School of Educational Studies:

It is obvious that there are increasing accountability pressures towards monitoring and supervision of detail. There should be pressures in the opposite direction... This drive for efficiency can, however reduce the effectiveness of a project. There must be space for interpretation of the spirit of the scheme, rather than niggles over the letter of the regulations.¹⁴⁹

This weakness is all the more ridiculous when one considers that all of the case studies of good practice in Tempus have concluded that the intangible benefits of Tempus, the change of

¹⁴⁷ Tempus-Tacis Evaluation, 1998, p. 12.

¹⁴⁸ ETF Evaluation, 2002, Para 55, p. xvii.

¹⁴⁹ Sayer, 1995. p.24.

hearts and minds, are much more important and lasting than the specified deliverables. A Latvian professor writes:

Experience shows that it is the **intangible** [her emphasis] outputs of the projects – changes in people – that are the most important factor in ensuring the sustainability of the process of change. New curricula, new books, Are all based on changing attitudes and relationships among the universities' management, lecturers and students. This demands not only new skills, but also certain personality traits: enthusiasm, creativity, openness and commitment to change.¹⁵⁰

The EU is not the only donor which is criticised for inflexibility. According to a 1999 study by the World Bank, several factors undermined effectiveness in the World Bank civil service reform programme (CSR) including the limited role accorded to strategic management and cultural change, the absence of checks and balances on arbitrary action and a failure to appreciate labour market and institutional constraints.

The Bank's approach was also too technocratic, in that it relied on small groups of interlocutors within core ministries and promoted one-size-fits-all reform blueprints in diverse country settings. To overcome these weaknesses in future programmes, the study recommends that CSR activities should be 'unbundled', monitored more effectively and guided by institutional assessments and labour market analyses in addition to budget scenarios.¹⁵¹

The Swedish development economists, Carlsson, Köhlin and Ekbom blame inappropriate incentive structures for donors' sometimes counter-productive behaviour:

The incentive structure within the agency is quite important. The incentives for the programme officer (PO) are largely connected with launching projects and disbursing the money... This, then, implies that the general objective of aid – increasing the welfare of the developing countries – is not really the objective that determines the actions of the aid agency.¹⁵²

In the same volume, Carlsson *et al* question the practical effectiveness of the LFA.

There is a need for an improved link between objectives and performance indicators. The LFA offers a structured approach to solving this problem. But although LFA force some 'discipline' into project assessment, this does not necessarily result in a higher effectiveness as compared with an agency with a more loosely structured way of working. Thus, there is nothing that would, *a priori*, suggest that the structured LFA approach would lead to 'better' projects; but this is clearly a matter for further evaluation research.¹⁵³

The literature does contain alternative approaches to the LogFrame and PCM which are exercised by various members of the development community. The EU love affair with the

¹⁵⁰ European Commission, 1999i, p.93.

¹⁵¹ World Bank, 1999

¹⁵² Carlsson *et al*, 1994, p.5.

Logical Framework in East-West project also contrasts markedly with the policy of the EU when a more flexible reaction is required for example in disaster relief:

At present, however, the EC is reluctant to produce blueprints to address LRRD [Linking Relief, Rehabilitation and Development] in general, because flexibility and creativity are deemed essential to the effective delivery of aid: specific events call for country-specific approaches. As a result, the continued improvement of EC performance in LRRD depends on whether it is willing to learn from its own experiences, and that of other institutions and member states. The EC needs to move away from an overwhelmingly technical/procedural approach, toward a more holistic, long-term vision that explicitly addresses the linkages between development and emergency work. Such improvements are also important because the EC is pioneering the LRRD debate at the international level.¹⁵⁴

Immediately this raises the question, 'If flexibility and creativity are considered important in this context then why and how have these qualities been constrained in Tempus?' Is the answer a function of the administrative context, i.e. how can the EU manage 15,000 flexible and creative programmes without imposing a blueprint? Or is the answer dependent upon the subjective context; i.e. universities are essentially the same therefore the processes involved in transforming them are essentially the same and flexibility and creativity are not required.

One of the EU's competing donors in Eastern Europe, George Soros's Open Society Institute, has a context rich planning tool, called 'MAPA' which is intended to run alongside the LogFrame and provide the information flows missing from PCM.

MAPA (Method for Applied Planning and Assessment) is an operationalised method for participatory planning and evaluation. The MAPA procedures support the development of operational goals, objectives, results and measurable indicators, with the participation of stakeholders, creating ownership and fostering transparency of the project. MAPA has the strength of using parallel procedures for the planning and evaluation of projects, allowing the replanning of a project during any of its implementation phases. This replanning can be used to construct monitoring indicators, to answer to changes of the environment, or to investigate the existing logic of the project.

Technically, MAPA consists in the description of a process consisting in a series of workshops and follow-up activities. It defines specific skills for the facilitation of these workshops, defines the outputs and interactions of the process. The MAPA training develops skills for the production of the desired output and the participation of stakeholders.

The project set out to train a) how to plan and evaluate using a participatory approach (that is, train facilitators of participatory planning and evaluation workshops), and b) trainers of such facilitators. Together, participants in the MAPA project developed quality-assurance guidelines for the training workshops, and adapted them continuously. A certification system and an on-line support group have been set up, in order to make sure that everyone applying the methodology has enough support to do it well.¹⁵⁵

¹⁵³ Carlsson *et al.*, 1994, p.189.

¹⁵⁴ Viciani, 2003.

¹⁵⁵ Open Society Institute, 2004.

The evaluation of the MAPA approach¹⁵⁶ seems to show that users approve as it successfully draws stakeholders into the planning process. Another approach, popular in the voluntary sector, is the Sustainable Livelihoods (SL) approach.

The tool was developed by the Centre for Advanced Training in Rural Development, Humboldt-University, Berlin. The project was sponsored from 1998 to 2003 by the German Technical Cooperation (GTZ).¹⁵⁷ Like MAPA, SL envisages using the LogFrame out of necessity because although part of the community is alarmed at what they see as the terminal weaknesses of the LogFrame¹⁵⁸ others support it with reservations¹⁵⁹.

when using the logical framework (logframe), and when monitoring and review indicators are based on the activities and outputs outlined at the outset, it is often felt that the original plan is set in stone and cannot be changed. Development agency procedures should make it clearer that flexibility is possible and even desirable, and make it easier for changes to be made. Ideally an alternative to the logframe, that is more suited to the principles of the sustainable livelihoods approach, should be developed.¹⁶⁰

Like all tools it has to be used to get the benefit from it. Even Pasteur acknowledges this:

Because Sustainable Livelihoods is still a relatively new concept and approach, most project partners, and even many DFID staff do not have a clear understanding of what it is all about. Furthermore there is still some lack of capacity for planning and implementation using the SL approach. This makes it difficult to develop strong commitment to SL goals and objectives when working with partners and DFID staff from sectors which are not committed to the SL approach.¹⁶¹

The British Department for International Development, DfID, used a simplified project management tool in the mini-Tempus, Regional Academic Programmes (REAP). Instead of a full application the REAP administrators required a context rich 'baseline study', and there was funding to go over to the partner state to complete it. This two-stage application process was popular with university faculty because it was practical and reasonable in terms of input. A LogFrame was required for the full application but this was much more feasible in the context of the baseline study.

The literature has many cases of original thought applied to project management without resorting to the Logical Framework approach. The LFA does work, if it is done properly. The problem seems to be that in the reality of a given development scenario, it hardly ever is.

¹⁵⁶ Op cit.

¹⁵⁷ Livelihoods, 2001.

¹⁵⁸ Pasteur, 2001i.

¹⁵⁹ Davies, 2002.

¹⁶⁰ Pasteur, 2001ii.

¹⁶¹ Pasteur, K., *ibid.*

2. Part 2: the cybernetic or 'context rich' perspective in Tempus.

The Case Record required an appreciation of the external change environment in order to understand pressure for change acting on Minsk-3. We would need to come to a way of understanding the external change environment too since it is so important in interpreting priorities and responses to change within an evaluation of Tempus.

There has arguably never been a more pungent change environment, certainly in our lifetimes than this which most of us have lived through in the past 12-15 years. We have witnessed the collapse of the Soviet system, the reestablishment of capitalist market economies in most of the former Soviet bloc, incredible technological change, globalisation and mounting uncertainty in all aspects of work and social life, uncertainty about the environment and now the exercise of United States military hegemony all over the world. The word many people use for this new condition is 'post-modernism' and international cooperation has been the midwife to much of these social transformations. It was appropriate that sociologists should call for new theories to explain the instability in the world and to give us answers to the questions which we all have about the future. Post-modern theories, sometime called alternative modern or new modern theories, have been proposed in important books such as *The Risk Society* by Ulrich Beck (1986), *The Condition of Modernity* by Anthony Giddens (1990) or and *The Information Society* by Manuel Castells (1996), and perhaps most famously *The End of History and The Last Man*, by Francis Fukuyama. What all these writers tell us is that the new condition is indeed very different from the modern world our fathers knew, now it is a 'risk' society (Beck), or an information society.

These definitions have reached out of the academy to be embraced by the popular political culture:

Our society is now defined as the "**Information Society**", a society in which low-cost information and ICT are in general use, or as the "**Knowledge(-based) Society**", to stress the fact that the most valuable asset is investment in intangible, human and social capital and that the key factors are knowledge and creativity.¹⁶²

The meaning of this pressure for change must be interpreted for Tempus as follows. The world has change in such as way that we have grown closer together politically, and at the same time access to knowledge and the potential for knowledge sharing has increased dramatically. All the time others are taking advantage of the new opportunities to increase

¹⁶² European Commission Knowledge Society Web Page
: http://europa.eu.int/comm/employment_social/knowledge_society/index_en.htm

their competitiveness in the world economy, and if we are not to fall behind, we too are obliged to run in order to keep up with the pace of change, we cannot stand still.

The implication for universities is that they must reform, or the society beyond their walls will outpace them. At the same time as knowledge factories they too have a key role in the development of solutions to global problems such as sustainable development, climate change population explosion etc. Minsk-3 fits perfectly into this scenario having a clear mission to investigate Chernobyl consequences and to train 'modern encyclopaedists', this much is clear from their own literature and sense of mission. What is less clear is which model of new modernity or post-modernity to reply upon to predict the future and to make plans, and what is the role for international cooperation within that model or models. Tempus could potentially be part of the new era, but was the apparent triumph of capitalism and liberal democracy the engine of change in Eastern Europe which some expected? Frances Fukuyama famously proclaimed that the world was witnessing two tendencies coming to fruition, the economic logic of modern science and the struggle for recognition were leading to the collapse of tyrannies.¹⁶³

However, as Fukuyama himself admits, these trends develop into a crisis of legitimacy for tyrannies in some countries but not in others. It all depends whether or not the crisis begins to infect the elites tied to the regime itself.¹⁶⁴ In Belarus, the government or President Lukashenka faces a legitimisation crisis only overseas. At home he remains powerful and well supported, and has been a skilful manipulator of the elites who keep him in power. Fukuyama barely mentions Belarus, but he makes the point that Belarus was completely collectivised and Sovietised, and as a state was much less sustainable and self-sufficient after the break-up of the Soviet Union than for example, neighbouring Poland. It is not just the economic tide which Belarus has resisted, there is little evidence that the State has adopted what Fukuyama calls the liberal 'idea'. However, it is true that even in Belarus the non-democrats have yielded to speaking the language of democracy in order to justify their deviation from the single universal standard.

One of the most interesting points which Fukuyama makes in his book continues the argumentation in the last chapter about the role of dialectic in understanding reality. Fukuyama reminds us that Hegel and Marx spoke of dialectic as taking place not just in philosophical discussions, but between societies.

¹⁶³ Fukuyama, 1992.

¹⁶⁴ Fukuyama *op cit*, p.16.

One might describe history as a dialogue between societies, in which those with grave internal contradictions fail and are succeeded by others that manage to overcome those contradictions.¹⁶⁵

It is easy to conceive of international cooperation as a continuation of societal dialectic writ small. I would have no argument against this.

Where Marx differed from Hegel, was over what kind of society emerged at the 'end of history'. Marx believed that liberal democracy failed to resolve the contradiction of class conflict. In Belarus today, this contradiction is not resolved, as liberal democracies have tried to resolve it, through the emancipation of the working classes by means of constant economic growth and social mixing. But this theory of liberal success is only a theory, it even has a title, which Fukuyama reminds us; 'modernisation theory'.¹⁶⁶ Modernisation theory has its critics, in particular those who has that it is ethnocentric, that is trumpets the achievements of Western Europe and the USA at the expense of understanding for cultures which chose another path. Indeed the voices of Islamic terrorism, of anti-globalism, etc. ring loudly in our ears in opposition to Judeo-Christian global capitalist hegemony. Fukuyama's clever departure from these systemic theories is to voice the Maslowian concern for self-actualisation¹⁶⁷, or what Fukuyama calls the desire for recognition. This idea overlaps with individual theories of motivation above, and essentially Fukuyama is claiming that it is human nature which decides the end of history. What we can infer from this is that it is much more sensible to refer to individuals and their personal motivations in understanding their actions, than macro models of societal development. That is not to say that groups and organisations have no motivational function. Individuals can equally project their private aspirations up to the organisational level. What is different from modernisation theory is the diversity of these aspirations, most of them rational, many of them leading to opposite outcomes.

Belarus itself may not fit post-modernism ideas of modernity in any case. Even today the population seems to be solidly in favour of the style of bureaucracy introduced by the philosophy of Marxism-Leninism. An understanding of Marxist-Leninist influences is required to better understand the 70-year social legacy and its consequences for international cooperation like Tempus. The typical behaviours that Communism inculcated in the Soviet population are described find in any good Sovietology book, but especially relevant are the ones on business life in the modern Russia like Holden¹⁶⁸ :

- Staff were unable to experiment or innovate, participation in international programmes gave them the opportunity to set of in new directions

¹⁶⁵ Fukuyama *op cit*, p.61.

¹⁶⁶ Fukuyama *op cit*, p. 69.

¹⁶⁷ Maslow, 1970.

¹⁶⁸ Holden *et al*, 1998.

- According to Marx's doctrine, 'from each according to his ability, to each according to his need (Marx) people were used to receiving their salary whatever, even if they did not work too hard. As a result, 'playing the system' became the norm, there was a disincentive to take risks or strive for excellence. People did not want to work any more.
- Lenin further believed that such a party could only achieve its aims through a form of disciplined organization known as democratic centralism. Other beliefs of Lenin included the need to spread the communist revolution to other countries, a belief that imperialism is the highest stage of capitalism, and the exclusion of any compromise with the bourgeoisie.
- Unable to look objectively at the West. Patriotism. Foreigners were considered enemies. Anyone going to the West was considered an enemy.
- Deficit. There was always an insufficiency. People today do not want to live like before.
- Fear of bosses and colleagues.
- Fear of losing your job.
- Fear of oppression (Stalinist era).

As consequences of these deep seated fears, change and democratisation will not happen straight way, in fact some estimate that it will take a generation, which is obviously a great deal longer than the lifecycle of a Tempus project.

Nevertheless, it behoves us to study psychology in development cooperation, and not just assume that our partners think like us. Even when we assume different mental models we do not know what they are and therefore we are constantly having difficulty interpreting meaning. We need to understand behaviour at the societal level and at the individual level. However, in psychology there seems to be a tension between the individual or sociological perspectives upon such issues as change. To some extent the individual theories eschew the role of culture in understanding behaviour, whereas in European countries where there are still strong cultural identities, much is written about culture and its consequences.

George Herbert Mead¹⁶⁹'s theory of the self sees the mind, or consciousness, as three fold, comprising the 'I', who is the actor and problem solver in the environment, the 'me' who is the object of self-scrutiny, and the 'generalised other' representing the layer of culture surrounding the group, and the norms defining interaction with other individuals. According to Mead the complete self is a result of the engagement of the 'I' and the 'me' with the 'generalised other'. Identity is effect, 'social', and according to Somekh and Thaler¹⁷⁰ we need to understand the effect of our complex selves on organisations and change. Somekh and Thaler warn that 'rational planning and decision-making are doomed to failure in the face of the remarkable complexity of human motivation, encompassing interlocking disappointments, hurts, confessions, affections and aspirations.'¹⁷¹

¹⁶⁹ Mead, 1934.

¹⁷⁰ Somekh and Thaler, 1997.

¹⁷¹ Somekh and Thaler, 1997, p. 286.

While this may be true, Mead's theory suggests also that our identities can and do change when we come into contact with each other when we are trying to understand and perform social change processes. The hurts can be mollified, the disappointments can become triumphs, and all share in such a way the experience of success in professional practice can change ourselves.

This in fact is the message of hope which is carried from the experience of Tempus to a broader public. People do benefit from Tempus, they do change. Here is a Czech teacher speaking of her experience of Tempus:

What benefit did I get from the Tempus programme? After attending meetings and observing lessons, I felt confident enough to talk to other group members about the Czech education system. I was impressed with working with the Tempus team. 'I liked the idea of 'a partnership with the pupils', which produced a friendly new approach to teaching. The Tempus Project gave me an opportunity to develop my own personality and teaching style... Those who participated in the Tempus programme can look towards the future with confidence and hope.¹⁷²

4. Part 3: facilitating the Case Study.

Any map of a change scenario such as a Tempus project will require methodological underpinning, and there is plenty of choice in the literature. We have to understand the role of projects in bringing about change. According to a European Commission report of 1998,

Projects are about the movement of people from a present situation with which they are not satisfied to a future situation which is unknown and uncertain.¹⁷³

The present project was a special kind of change management scenario in which the unit of change was the whole university at Minsk-3. Hence, the case concerned organisational change and similarly with organisation development (OD) and organisational psychology. The organisational psychology in the change management literature has been developing for some 50 years. Edgar Schein¹⁷⁴, on his own and with William Bennis¹⁷⁵ built on the earlier work of psychologist Kurt Lewin¹⁷⁶ in developing one of the most famous theories of change, that behavioural change is caused by three distinct but related conditions experienced by an individual: (1) unfreezing, (2) changing, and (3) refreezing. The Lewinian term 'unfreezing' refers to the loosening of rigid structures and entrenched attitudes required to make a change,

¹⁷² Sayer, 1995, p.60.

¹⁷³ European Commission, 1998.

¹⁷⁴ Schein, 1985, 1992.

¹⁷⁵ Schein, 1965.

¹⁷⁶ Lewin, 1947.

like melting a block of ice. 'Changing' encompasses implementation activities required to carry forward the change processes. 'Refreezing' is the final part of the implementation process. It is not, as the name implies, the antithesis of 'unfreezing'. Refreezing does not contain the notion of lifting the pressure for change, but implies an energetic reinforcement of positive results, rewards for shared effort and incentives to maintain commitment. Organisations, such as universities, need to overcome considerable inertia in order to change. Not only must the new situation remain qualitatively different, but also there is the expectation that the achievement of the improved state will create a pattern for such changes in the future.

Lewin had also developed, through field theory¹⁷⁷, the proposition that human behaviour, i.e. behaviour as the effect of a cause, is the function of both the person and the environment. Lewin's 'force field analysis' was a convenient way to compare the driving and restraining forces for diagnosing change situations. The analysis was relevant to the Tempus situations when diagnosing the need for change. Such as diagnosis would be appropriate for a further preparatory stage before launching into the 'unfreezing'. In it a range of considerations affecting the person and the environment can be fed into the change problem. Because of its general popularity, longevity and applicability to Tempus, this change model was adopted to create the Case Record structure (see also Chapter 5).

Many other theories from management of change and cultural studies were used to assist in compiling the Case Record. In general I was happier to adopt a semiotic version of culture like Weber's/Geertz¹⁷⁸ web's of significance than I was prepared to delve into cultural stereotyping produced by the GLOBE¹⁷⁹ team using Hofstede's¹⁸⁰ dimensions (power distance etc.)

Lewin's model for change was insufficient in terms of determining what needed to change in the case and what change pressures were acting in the internal and external change environments. Individuals and their jobs, the processes and systems, the tasking and work breakdown structure and the organisational culture are all potential objects for analysis, and different theories apply to each. For a complete vision of OD, a model would be needed to draw associations between these aspects of organisation in a change scenario. Such diagnostic model was offered by theorists Nadler and Tushman¹⁸¹ as represented in the diagram.

¹⁷⁷ Lewin, 1951.

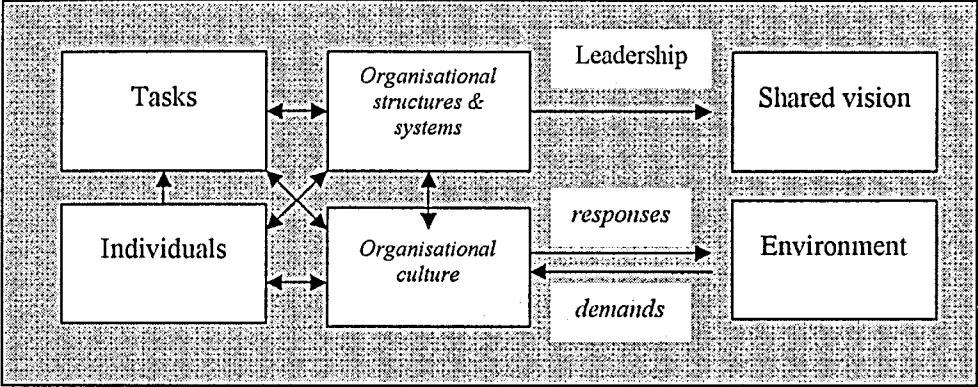
¹⁷⁸ Weber, 1947, Geertz, 1983.

¹⁷⁹ Den Hartog, 2002, House 1999.

¹⁸⁰ Hofstede, 1980, 1993.

¹⁸¹ Nadler and Tushman, 1977.

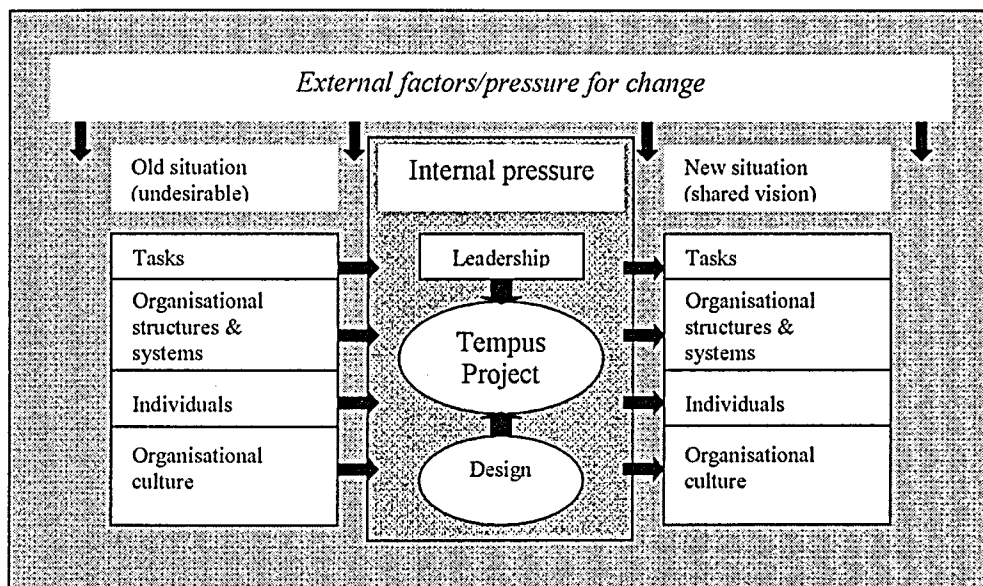
Figure 13. Nadler and Tushman diagnostic model (adapted from Nadler and Tushman 1977).



The drawback of the Nadler and Tushman model is that it is essentially an internal model for change within a complex organisation. The effect of introducing an external change agent like a Tempus is not explicitly accounted for. Technically the pressure for change was internal to Minsk-3 as it was under the managerial control of Minsk-3 itself. However, the project was also administratively autonomous and involved a large number of actors and interests who combined only within the project micro organisation. These are the ‘Tempus teams’ alluded to in the title of this report. The model would therefore require modification to position Tempus as influential micro organisation generating pressure for change.

The modification used in the Case Record is as follows:

Figure 14. Nadler and Tushman diagnostic model modified for Case Record.



In the modification realisation of the shared vision is the product of change, as in the original, but the internal pressure for change includes the designed alternative and the Tempus project as well.

To fill in the boxes about the external and internal environments, again the literature was useful, for example in relation to the motivation of British universities to enter into international relations. As well as understanding universities as organisations with processes, they also need to be understood as highly political beings. This is especially true of public sector organisations like almost all British universities because funding for activity is often dependent upon political approval. Peter Scott wrote, in the run-up to the 1997 general election, that:

Only in the presence of those directly engaged in delivering international education do the politicians remember its importance, and even then often their only contribution is to reiterate rhetorical incantations about the benefits to (British) business and international understanding. Such is the generality of such statements that genuine political differences (about, for example, the degree to which international education should be encouraged and subsidised) are effectively suppressed.¹⁸²

Professor Scott notes the conservatism of British university management too, who are leery about participation in West-West initiatives, such as Socrates-Erasmus, as well as the Tempus programme. The balance weighs against Tempus in the 'centre' on cost-benefit grounds, but somehow the 'faculties' manage to get more Tempus applications signed-off by the executive in Britain than any other country. British universities have consistently put themselves

¹⁸² Scott, 1997.

forward to co-ordinate about 10% more Tempus projects than the next most enthusiastic EU country, France, and have also participated as a non co-ordinating partner in more¹⁸³. However, this apparent enthusiasm does not seem to translate into vertical integration of activity into the core of the universities' business.

Universities engage in political and practical negotiations with the European Commission in deciding whether or not to participate in projects like Tempus. The Commission is also a partisan stakeholder, with a specific 'European' interest in the success of the programme. Hence, the 'European' bona fides of a project will be important in Tempus as in for, example, the Erasmus¹⁸⁴ programme. The Erasmus programme used to be run by a technical assistance office called the Erasmus Bureau. As Gaunt noted, it was necessary for successful applicants for Erasmus funding, to some extent, to play a political game in order to secure the contracts they were seeking:

...as Erasmus grant awards were seen as positively discriminatory towards the less developed European states, it was deemed essential to include a Greek college within the network. This approach could on the surface appear somewhat cynical, but it reflects the networks ability to respond quickly to any new requirements and conditions emanating from the Bureau itself.¹⁸⁵

The European Commission is promoting 'European' interests with Western European universities, as much as it is promoting European policy in Eastern Europe. The universities are also promoting their interests. On the face of it part of the lure of 'Europe' for Western universities ought to be the same as that of Eastern universities, namely the liberating effect of new money.

Much post-compulsory initiative funding comes from 'Europe'. Much of this is limited to economic regeneration or to training, both of which are legitimate EC interests under the Treaty of Rome. Acronymic European initiatives like Tempus, Erasmus, etc. already have enough funding clout to justify regular trips to Brussels by leading academics.¹⁸⁶

Conversely, the central argument of the book from which this quotation is taken, *Visions of Post-Compulsory Education*¹⁸⁷ is that it is essential to be involved in 'partnership'. The emphasis on competition forced by formula funding, the Research Assessment Exercise, league tables etc. must be balanced by cooperation (or partnership) not just to preserve collective autonomy out of defensive self-interest, nor to allow economies through rationalisation, but to preserve the availability of diverse provision and contribute positively

¹⁸³ See 'Tempus At Work', accessible at www.etf.eu.int.

¹⁸⁴ European Action Scheme for Mobility in University Studies – a scheme for the exchange of staff and students between HEIs in the Member States of the European Union. The scheme has been extended to allow for the participation of Eastern European countries.

¹⁸⁵ Gaunt, 1999, p.166.

¹⁸⁶ McNay, 1992, p.150.

¹⁸⁷ McNay, 1992.

to enhanced quality and service. This imperative Ulrich Beck¹⁸⁸ contended was a product of the *risk society*.

Thus in the search for a post-modern solution to shortages and risk, the literature tells us that programmes like Tempus could arguably be part of the solution.

5. Conclusion.

The literature tells us about the changing policy environment for Tempus at macro level, i.e. concerning socio-economic change, the political economy of donor assistance and evaluation, national policy priorities, etc. At the micro level, i.e. Tempus management and projects, change pressures affecting international cooperation in universities and the internal mechanics of change processes in projects.

There are also quantitative and qualitative evaluations of Tempus conducted by external consultants and the participants themselves record the experience of other projects. From this we can discover more about the commonality of problems and solutions encountered in the Minsk-3 Tempus, always remembering, of course, that our case is unique.

¹⁸⁸ Beck, 1992.

Chapter 5 Description of the Research

About this chapter.

This chapter presents information on the outcome of the research process, concentrating upon how the research questions were answered to build up the Case Record, what analytical statements were drawn up about the case, and how these statements were subsequently discussed in triangulation interviews to establish the strength of corroboration and explore any new lines of enquiry.

Insights into research methods are also gained, which elaborate upon the introduction given in Chapter 3.

1. Introduction.

In general the research proceeded in accordance with the four-phase structure worked out in the review of methodology:

Phase 1: Exploratory interviews and secondary data gathering: defining the focus of concern.

Phase 2: Elicitation of information required to complete the Case Record and answer the research questions.

Phase 3: Use of Case Record as a discussion document with participants interviewed to elicit answers to questions probing them about critical issues in the case.

Phase 4: Triangulation interviews and discussions used to cross-refer informants to arguments and conclusions drawn by the researcher and other informants and to elicit deeper critical reflection.

In this chapter we present a review of how each phase went operationally, what methodological lessons were learned and, where appropriate, excerpts from the data are given to illustrate each Phase.

2. Phase 1: Exploratory interviews and secondary data gathering.

I made exploratory interviews in 1995 during my long involvement in another Tempus project in Hungary, then in a new cycle of interviews in 1996 when the activity in Minsk really started to get going, and then again at the beginning of 1996 when I did my second consultancy mission to Kazakhstan as an independent expert. By 1997 I was compiling the case record of the Tempus project in Minsk and but I continued to narrow down the focus of my concern as I came to appreciate the change management issues which affect projects while they are in progress.

Phase 1 could be broken down into three sub-phases;

- (i) Initial exploratory interviews and discussions with people with first hand experience of inter-university cooperation to unpack issues of general concern in East-West change scenarios;
- (ii) review of secondary data on other Tempus projects, including case studies and evaluations;
- (iii) interviews which probed issues of immediate concern to participants in the Minsk project.

Many analytical points relevant to the chief research questions were made in the interviews as the transcripts show.

2.1 Initial exploratory interviews.

Here are examples of the main issues discussed during the exploratory interviews arranged according to topic.

Planning and problems

- I think there is one basic difference between the well-established western societies and the east European ones. There is something quite artificial around human resource management. I mean this is a slogan, and only a slogan and it keeps on being a slogan.' (Exploratory interview in Hungary.)
- When foreign people came to our country and they tried to give a lot of advice - how we should escape from this or another situation - they didn't know that there are 'stones under the water'. Theoretically, they can be right, but practically it's impossible because of the influence of a lot of things. When our people try to explain what we know from the inside it is not clear enough. We try to explain that their proposals or advice wouldn't work - and frequently don't explain because it's

easier. A foreigner can only try to understand when they have lived for a long time in our country. (Exploratory interview in Kazakhstan.)

- Above all, managers need to tackle the problem of the unsatisfactory implementation of work. People need to know what to do. The leader needs to use appropriate project management methods to get people to work. (Exploratory interview in Belarus.)

Coping strategies

- Why should [university teachers] take even more tasks, let's say in the frames of a TEMPUS project? - which needs a very high level of concentrated work, actually if they do not get even a penny? Why? Their salary is ridiculous. They are over-charged with all the stupid administrative issues and with all the everyday problems of functioning. Sometimes they even have to fight for paper in the photocopying machine indeed. I think, however, that the additional resources that, for example, TEMPUS, can assure, can have an important role in keeping these kind of people in the universities. Because if they get a scholarship for three months, six months, this is also from the point of view of professional development something attractive. (Exploratory interview in Hungary.)
- If we each know a bit of each other's language, say if you know Russian and I know English, and we work together, we can understand each other better than if we work through an interpreter. An interpreter may be very good, but she won't know some details and the translation may not be very competent. There may be a misunderstanding. (Exploratory interview in Kazakhstan.)

Recommendations

- There is often a lack of information available on what might be useful subjects for common endeavour. We know what we want to do, but we do not know what you are doing or what your interests might be. I recommend doing a **pre-project questionnaire** to get these ideas down on paper. Maybe this pre-project questionnaire could be repeated at the end in order to match these intentions with the outcomes. (Exploratory interview Kazakhstan.)
- We and our activity are confined in those frames which the Ministry dictates. Regardless of the fact that in the West there are [new] perspectives or work, all the same I must work within boundaries... I cannot step outside of them. They tell me you have to do it this way... (Exploratory interview in Belarus.)

2.2 Secondary data.

Information about other Tempus projects was helpful in setting the agenda for later probing interviews. Consultation of the secondary data revealed mini-case studies of which the following are examples.

In a project quoted in a Tempus handbook on dissemination¹, the JEP project 7614 *Community of European Management Schools - Common Body of Knowledge* (Beneficiary: Prague University of Economics), suffered from the following main weaknesses:

The project co-ordinator did not find it easy to involve people and keep them on task. People are difficult to motivate and not willing to adopt changes. There is a strong necessity to change attitudes and values that have been affected by previous system.²

In another project, Tempus Tacis JEP - 8547/94, *Modernisation of Curricula in Economics at Dnepropetrovsk State University (Ukraine)*, (Beneficiary: Dnepropetrovsk State University, Ukraine) the lack of salaries available for the Ukrainian staff evidently caused a brain drain:

Another difficulty was to ensure the desired level of East-West staff mobility due to the large academic commitments of the Dnepropetrovsk staff. Also problems for the project were caused through the delays in local salary payments for Dnepropetrovsk staff which caused some important members of staff to leave the university.³

Once the problem of financing within the institution had been identified, the case continued, the next priority was to identify financial obstacles to dissemination to other stakeholders.

One risk is that the network will remain purely within the 'Tempus family' if not enough effort is made to attract relevant outsiders as permanent members of the network. To avoid this, the network should include on-going as well as finished Tempus projects, other institutions involved in the reform of economics teaching, and other international donors. Also, in order to have an impact on higher education reform in the economics field, the network needs to involve influential actors on the national level such as the Ministry of Education and the national accreditation committee.

At the beginning the EU co-ordinator had a very prominent role in establishing the network. However, a lasting network can only be created if the responsibilities move to the Ukrainian side. A crucial point is the means of financing such a network. At the time of writing, different options for further financing were discussed but no final solution had been found.⁴

The advice to involve influential actors such as the Ministry of Education was equally relevant in the Minsk-3 project. However, the most important actors, according to John Sayer⁵, are the internal university enthusiasts behind the project itself. The book by John Sayer on his project, *Developing School for Democracy in Europe*, concluded with the postscript:

Such development projects as the one illustrated in these pages will continue to be prompted by small groups of people wishing to share their concerns and energies, with or without the formal frameworks. Indeed, the more formal the framework in terms of specificity, accountability, national priorities or productivity, the less likely it will be to attract voluntary commitments of the kind described here. What may be sought is a culture of continuing cooperation across the university and professional services, and both academic and professional recognition across national frontiers.⁶

¹ European Commission, 1997iii.

² European Commission, 1997iii, p.71.

³ European Commission, 1997iii, p.91.

⁴ European Commission, 1997iii, p.93.

⁵ Sayer, 1995.

⁶ Sayer, 1995, p.227.

2.3 Interviews with Minsk participants.

In January 1997, further interviews were held with Minsk project participants with reference to a list of prepared 'issues' that had been translated into Russian. In reading this list the informants started to draw associations between different aspects of project management rather than just focussing upon answering a specific question. It was stressed that the list was only a guideline to structure the conversation. In the style of critical self-evaluation, the list was presented as an 'agenda for improvement of project performance'. Eight issues were listed on this agenda as follows:

- 1) Should more attention be paid to language learning?
- 2) How to 'work smart' and improve time management?
- 3) Does research needs to be undertaken on the pre-existing situation?
- 4) Does good communication depend on exploiting all available media?
- 5) Leadership – who will take the initiative?
- 6) Cultural understanding - how we can we come to an understanding of where each other is 'coming from'?
- 7) What project management techniques need to be applied, e.g. target setting, track spending, etc?
- 8) Ethical issues and modalities. Do we need a formal protocol about things like being honest about our limitations in abilities, picking the right team for the job, etc?

This is an example of a data summary produced from a tape recoding of the probing interview with project colleagues using this agenda:

Figure 15. Example of data from interview, Phase 1.

<p>INTERVIEW A-001 WITH M3-ER, English teacher, Minsk 28 January 1997.</p> <p>Interviewer began by outlining the proposed agenda for the improvement of project performance which he derived from previous discussions and experience. <i>M3-ER remarked:</i></p> <p>LANGUAGE <i>The ability to communicate in one language, e.g. English, is the first thing in international collaboration. But very often people just don't want to spend time for example on language learning. They will claim that their responsibilities will not allow for it.</i></p> <p>LEADERSHIP <i>Any project requires a strong leader, someone who can control the whole operation, who understands the project and who knows what it is for. Co-ordinate responsibilities - set the example. Cope with the psychology of the crowd. The leader has to have a clear-cut idea which everyone can believe in. That would be even more important to add.</i></p> <p>TIME MANAGEMENT <i>Of course, the amount of free time which a person has explains a lot about their willingness to participate in a project.</i></p> <p>HISTORICAL RESEARCH - KNOWING THE PRE-EXISTING SITUATION <i>It make sense to research what has gone on before, not just the old situation pertaining but also the way in which similar projects have set about a similar task. This can be seen as a mater of integrity.</i></p> <p>MEANS OF COMMUNICATIONS (E-MAIL, FAX, TELEPHONE) <i>It is necessary to reconcile the need for speed with the need to get a written record. Sometimes a short telephone call is more useful than a whole correspondence.</i></p> <p>CULTURAL UNDERSTANDING <i>Of course the gap can be wide especially between generations - people mature in life, find their own approach. In that case probably people need to use their particular abilities. So the young will probably be more flexible. It would be good to exchange experience between generations, and understanding between countries.</i></p> <p>PROJECT MANAGEMENT TECHNIQUES <i>The project as well as the leader must have veracity (hence objective setting must be participatory). It would be important to set realizable targets. If you have a strong leader and a properly formulated team, then they can realize the aims.</i></p> <p>ETHICAL PROTOCOL (See also 'Historical Research') <i>In my opinion there needs to be a very strong selection for people who wish to take part in a project, i.e. desire alone does not necessarily indicate ability.</i></p> <p><u>ADDITIONAL COMMENT</u> <i>It was very difficult at first to answer since I did not realise that your questions were in general. These are purely spontaneous answers, although they might have a certain value in that.</i></p>

2.4 Use of the data from Phase 1.

On completion of the first exploratory questioning and review of secondary data it was possible to formulate detailed research questions required for a thorough case study.

These questions were tabulated and the questions were divided into two sections; data collection to complete the Case Record (Case Record Questions – see Figure 16) and

subsequent follow-up questioning required in the course of the analysis (Analytical Questions – see Figure 17).

3. Methodological insights from Phase 1.

The result of the Phase 1 enquiry in methodological terms was a more sharply defined focus of concern. The desk research and exploratory interviews were quite successful in throwing up issues and giving insights which could stimulate appropriate lines of questioning for developing the Case Record.

In this Phase, I came to know that Tempus projects are a specific example of a kind of change management situation, in which the participants are partly funded by a third party to undertake a change ostensibly in the common interest of all three parties, but that this perceived ‘interest’ should be dissected and analysed to determine the real reasons why universities participate and why individuals are personally involved.

I also became aware that the project was also subjected to periodic monitoring and evaluation to determine its success in terms of the stated outcomes. This illustrated another way in which the case of ‘Minsk-3’ University lent itself to a discussion of the practical application of project cycle management under Tempus. On the other hand Phase 1 established the project as a multicultural change management scenario, in which interesting insights were available for comparison with the Tempus orthodoxy on objective-orientated project management.

How then did Phase 1 help to focus down my focus of concern? At the end of Phase 1 I decided to restrict myself to three lines of enquiry which I would describe as my overarching research questions. They were:

1. Why was the Tempus project cycle management method using the Logical Framework Approach (LFA) difficult to apply in the project?
2. What solutions were found in trying to make the Tempus project in Minsk-3 as successful as possible and is there an alternative theory of inter-university cooperation which explains what motivated and maintained our inter- university cooperation?
3. What would have needed to be different at Programme, institutional and Project level to support this?

These questions would be the outer boundary of my framework for analysis. However, the framework went on to become subdivided and layered by different comparative perspectives, as discussed below.

4. Phase 2: Elicitation of information required to complete the Case Record and answer the research questions.

The second Phase was about compiling and writing the thick description of the case, filling gaps in knowledge. This description, the Case Record, followed a classic change management model in order to give it structure.

The model provides an empirical checklist of events in projects like Tempus, so that all important milestones in the change process receive due attention. Unlike Tempus project cycle management which is rather specific (and rather jargon-laden), the narrative structure of the Case Record can be applied to any management of change scenario.

The model uses the five-stage *checklist for change* developed by the Open Business School for introductory managers taking the *Effective Manager* course. It is itself developed from the work of Kurt Lewin and Edgar Schein (see review of literature in Chapter 4), who identified three critical stages of implementing change or innovation; *unfreezing*, *changing* and *refreezing*. To these three implementation stages, the five-stage model adds a preparation stage before the beginning of implementation and an evaluation stage afterwards.

The Case Record at Annex A, shows what sources were used to answer the Case Record Questions tabulated in Figure 16. The process of using these sources to write up the Case Record was one of drafting and redrafting, over a period of about a year immediately following on from the end of the project in August 1998. Here is a short summary of the Case Record.

'Stage 1 – Preparation', 43% of the whole Case Record, encompassed all of the activity which fed into the detailed planning, including forming the partnership and setting objectives. In Tempus it was necessary to have a preparatory year of activities before the main project. It was also necessary to re-plan completely once the contract had been awarded for the main project in order to take account of the changes and developments that had taken place since the proposal was submitted the previous year. Stage 1 follows all of these developments.

'Stage 2 - Unfreezing', began with the process of disseminating the plans for change, involving those affected and supporting the initial activities. In this Tempus project the institution involved in change was not old nor was there a typical multilevel hierarchy but there certainly were some entrenched attitudes at play.

'Stage 3 – Changing'. The outcomes of the project were to be achieved at first in four, then three, and eventually eight activities with their own plans and results. The section looks at

team members and their roles, at performance issues, at conflict and its resolution. Mid-term monitoring was very important in the reassessment of these roles and the reorganisation of the project. There was a shift in emphasis and an ensuing improvement in performance. Material about these developments is mostly contained in Stage 3.

'Stage 4 – Refreezing'. Stage 4 relates to the events at the end of the project, the winding up of funding, adjourning the teams and concentrating upon dissemination of outcomes within the institution and externally to other universities in Belarus. 'Refreezing' was a process of assuring the long-term sustainability of the changes introduced in Stage 3.

'Stage 5 – Evaluation', is the phase in which participants take stock of the project and its impact at different levels and complete all contractual responsibilities. The consortium did their main internal evaluation at the final meeting of the JEP Management Committee in France in July 1998. More evaluative work was done later in the process of writing the Final Report in August 1998. In April 2000 an informal ex-post evaluation was done to assess at the sustainability of the project two years after it finished. The EU sometimes does ex-post evaluation four or more years after the end date of projects, but there are no plans at the time of writing for an official to re-visit the Minsk-3 project.⁷

Discussions were held both specifically to elicit information useful for compiling the Case Record, and also to cross check information which was already written up in draft for the Case Record. To some extent of course, this process had an analytical as well as factual value as the Case Record does begin the analytical process, albeit often in the linking remarks between snippets of factual information.

Meetings which were arranged later ostensibly to explore analytical points and to triangulate (Phases 3 and 4) were often very useful for crosschecking factual information, so in practice Phase 2 overlapped with Phases 3 and 4. Often several opinions on the same subject were indeed required to synthesise a version as close as possible to the truth. This is the essence of triangulation and it was evident as early as Phase 2.

⁷ This fact was confirmed by the European Training Foundation in an e-mail message on 11 July 2000 (archived as E-033).

Figure 16. List of research questions for compiling the Case Record.

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
Stage 1. Preparation stage		
1.1 The formation of the partnership	<ul style="list-style-type: none"> When and how did the partners come to be involved in the Preparatory Tempus Joint European Project (Pre-JEP)? Who took the initiative? How were international relations being managed in each institution at the time? 	<ul style="list-style-type: none"> Why did the partners form a Tempus consortium? What factors affected their choice of partners?
1.2 Provisional needs analysis	<ul style="list-style-type: none"> What were the early objectives of collaboration between the partner universities? How did the Pre-JEP activities build these vague ideas into a needs analysis to prepare for the main Joint European Project (JEP)? 	<ul style="list-style-type: none"> How did the partners work together in the early stages? Was the needs analysis done collaboratively? Were the Pre-JEP partners ready to go forward to a JEP?

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
1.3 External pressures for change	<ul style="list-style-type: none"> • What were the characteristics of Tempus as a programme within Tacis and EU external relations in general? • Who were the external stakeholders in the 'Minsk-3', Tempus project change and what was their influence? (Governments in Belarus, Britain and France, EU institutions, Tacis programme, the university communities, etc.) • What were the background change issues in higher education in Belarus? • What was the Belarusian government's interest in Tempus? • What were the external social, technological, economic and political pressures for change on Minsk-3? • What was the interest of the Member States (especially France and Britain in Tempus)? • What sort of background did the British and French universities bring to Tempus, and what specifically did they have to offer Minsk-3 as partners in management development? 	<ul style="list-style-type: none"> • How did the situation in Belarus (social, technological, economic and political) effect the participation of university 'Minsk-3', and specialists in Tempus? • How were the participant universities motivated and constrained by the external circumstances? • What were the institutional values of each university in the consortium? • What was the perception of each institution about its own and each other's contribution to the project? • Were Thames-1 and Somme-2 suitable partners for Minsk-3?
1.4 Internal pressures for change	<ul style="list-style-type: none"> • In what areas/departments/systems/procedures was there pressure for change in Minsk-3? • What was the main source of internal pressure for change in Minsk-3? • At what levels of decision-making did pressure for change operate? 	<ul style="list-style-type: none"> • How did the power bases in the management and implementation of the Tempus project interact? • Was Tempus a top-down initiative imposed by the Rector, did it become more of a bottom-up change process involving greater numbers of

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
	<ul style="list-style-type: none"> • What was the role of Tempus in relieving this internal pressure for change? • How did the leadership of Minsk-3 disseminate the aims and objectives of the project and ensure support 'from below'? 	<ul style="list-style-type: none"> • Minsk-3 staff and their peers in Thames-1 and Somme-2 or did the pressure for change come mostly or entirely from the EU universities and experts involved in the partnership? • What support did the leadership of Minsk-3 afford to development initiatives by middle and junior management?
1.5 Diagnosing what needs to change	<ul style="list-style-type: none"> • What were the mission, goals and tasks of the university and how were they worked out? • What organisational structures and systems needed to change? • What changes were expected in the way individuals work? • What changes were expected in the organisational culture? 	<ul style="list-style-type: none"> • What did the partners understand by 'change' in Tempus? • What were the attitudes of individuals to their jobs and to Tempus? • What was the role of management, groups and individuals within the organisational culture and in terms of implementing change?
1.6 Evaluation criteria (outputs and indicators of achievement)	<ul style="list-style-type: none"> • What were the expected outputs of the Tempus project? • What were the criteria for measuring the achievement of the outputs? • How did these criteria relate to criteria for the evaluation of Tacis as a whole? • How did the persons participating in the project do evaluation? 	<ul style="list-style-type: none"> • What was the role of evaluation in the project? • How could the intangible outputs be evaluated?
1.7 Project leadership policy	<ul style="list-style-type: none"> • Who was responsible for each of the activities in the Tempus project? • What was the role of each of the partners in the leadership of the project? 	<ul style="list-style-type: none"> • What was the leadership style of the project? • How did the partners respond to this style? • How did leadership style change in the project?

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
1.8 Resistance to change	<ul style="list-style-type: none"> What resistance was anticipated to proposed changes in the tasking, the organisational structures and systems, the way individuals work, the organisational culture of the university? 	<ul style="list-style-type: none"> What is the legitimacy of Tempus from the perspective of the partner state universities, its aims and objectives? How did the unequal relationship between the partners in Tempus effect people's perceptions, their expectations and their performance, apart from in their roles as donor and demonstrator? Was know-how transfer from western partners considered legitimate? Apart from the possible personal benefits, did the eastern partners feel they needed know-how; If they felt they need know how, were they able to accept it?
1.9 Activity planning	<ul style="list-style-type: none"> How were activities planned in Tempus? What were the practical limitations of the planning process? How was project planning modified and why? 	<ul style="list-style-type: none"> What process issues were reflected in the activity planning and the plans themselves?
Stage 2: Unfreezing		
2.1 Communicating plans for change	<ul style="list-style-type: none"> What mechanisms were there for internal dissemination? 	<ul style="list-style-type: none"> How was the planning disseminated internally? Did all partners 'own' the plans?

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
2.2 Involving those affected by change	<ul style="list-style-type: none"> On what basis were participants selected for involvement in the project? Were roles and responsibilities of those affected by change clearly defined? 	<ul style="list-style-type: none"> Was participation in the project distributed fairly? Were only those involved who were directly affected by change? Was everyone involved who was affected by change?
2.3 Providing support	<ul style="list-style-type: none"> What language preparation was given? Were staff members freed up from their substantive jobs for Tempus work? What written guidelines were available? Was training given in measures required to implement Tempus? 	<ul style="list-style-type: none"> How much support was given? Did this seem to be enough? What kinds of support measures were found to be the most useful?
2.4 Team forming	<ul style="list-style-type: none"> What groups were formed and why? 	<ul style="list-style-type: none"> What defined membership of the group? Which groups seemed to be most cohesive and why?
2.5 Monitoring in Stage 2	<ul style="list-style-type: none"> How and when was monitoring done in Stage 2? What were the development issues identified in the monitoring? 	<ul style="list-style-type: none"> Were the support measures offered effective? What management issues were raised in the monitoring?

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
2.6 Allowing time to come to terms with the change	<ul style="list-style-type: none"> How much time was given to participants to come to terms with the changes? 	<ul style="list-style-type: none"> Was resistance to change reduced by giving people time to accept change?
Stage 3: Changing		
3.1 How the planning worked	<ul style="list-style-type: none"> What planning routines were adopted? Were roles and responsibilities of individuals clearly defined? 	<ul style="list-style-type: none"> Did things go according to plan? How and why did the planning routines change?
3.2 Team storming	<ul style="list-style-type: none"> What weaknesses emerged in group cohesion in the course of the project? What tensions and conflicts evidenced themselves? 	<ul style="list-style-type: none"> Was planning structurally over-optimistic?
3.3 Supporting and training (1): long-term involvement of Thames-1 and Somme-2	<ul style="list-style-type: none"> What intervention strategies were used to carry out the operational aspects of the project? Did the intervention strategies seem to be working? What alternative strategies were found? 	<ul style="list-style-type: none"> Did the role of the partners change? Did the teams keep in role? Were participants able to manage their tasks?

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
3.4 Supporting and training (2): use of short-term experts	<ul style="list-style-type: none"> On what occasions were outside experts called in to help with the project? What was the role of outside experts in the project? 	<ul style="list-style-type: none"> How well did the project managers manage the involvement of outside experts?
3.5 Monitoring in Stage 3	<ul style="list-style-type: none"> How and when was monitoring done in Stage 3? What were the development issues identified in the monitoring? 	<ul style="list-style-type: none"> What use was made of formal monitoring in relation to the ongoing self-evaluation in Stage 3? Was the self-analysis of the participants about development issues picked up in the monitoring? What was the impact and what were the consequences of the monitoring process?
3.6 Team norming	<ul style="list-style-type: none"> What routines for managing change had to be adopted? 	<ul style="list-style-type: none"> Was there a role for expertise in project management and PM technique after the teams started to settle into their routine?
Stage 4: Refreezing		

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
4.1 Assessing how the change has gone	<ul style="list-style-type: none"> What was considered to be the main contribution of Tempus to supporting the change process? What contribution was noted in relation to the mission, goals and tasks of the university? What contribution was noted in relation to organisational structures and systems? What contribution was noted in relation to the way individuals work? What contribution was noted in relation to the organisational culture? 	<ul style="list-style-type: none"> What trends emerged in Stage 4 which describe the problem of making a Tempus project sustainable? Did participants maintain momentum in their collaboration right to the end?
4.2 Team performing	<ul style="list-style-type: none"> Did teams reach an optimum working condition when they were most productive? At what point did the project emerge from 'changing'? 	<ul style="list-style-type: none"> What routines for managing change turned out to be the most successful?
4.3 Monitoring in Stage 4	<ul style="list-style-type: none"> How and when was monitoring done in Stage 4? What were the conclusions of monitoring? 	<ul style="list-style-type: none"> What were the consequences of monitoring near the end of the project?

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
4.4 Reinforcement of positive results	<ul style="list-style-type: none"> What steps were taken to publicise results and reinforce their achievement? 	<ul style="list-style-type: none"> Was 'reinforcement' a practical possibility? Did dissemination work have a reinforcement effect?
4.5 Changing roles: sustainability and dissemination	<ul style="list-style-type: none"> What practical measures were taken to ensure sustainability and with what result? What practical measures were taken to encourage dissemination and with what result? 	<ul style="list-style-type: none"> Was the partner keep to maintain its lead? To what extent did the partner embrace dissemination?
4.6 Team adjournment	<ul style="list-style-type: none"> Did the teams stay together after the project? How did the teams wind up their operations? 	<ul style="list-style-type: none"> What sort of development momentum does a Tempus project build up? Is it possible to maintain this momentum after the project has finished?
Stage 5: Evaluation		
5.1 Summative evaluation by Minsk-3	<ul style="list-style-type: none"> What sort of feedback did the partner provide about Tempus and its benefits? What were the best and worst aspects of having a Tempus project? 	<ul style="list-style-type: none"> Was there consensus about the strengths and weaknesses of Tempus identified by the partner? What did the partner think about the way the project had been managed?

Case Record Questions		
Stage	Factual questions (Tempus contingencies, activities and outcomes, and linear processes and systems)	Relational and evaluative questions (Going deeper into Tempus interpersonal and group dynamics reports of success using indicators given in the Logframe)
5.2 Evaluation of each Outcome (Activity) against stage 1 criteria	<ul style="list-style-type: none"> What were the detailed results of the Tempus project by project 'Outcome'? 	<ul style="list-style-type: none"> Why were there deviations in the results delivered by the project in comparison with what was expected? To what extent was the achievement of results accurately planned? What were the planning problems in forecasting the inputs required and outputs expected at the beginning of a Tempus project?
5.3 Evaluation against ETF evaluation criteria	<ul style="list-style-type: none"> What were the detailed results of the Tempus project according to the criteria suggested by the ETF in the final report form? 	<ul style="list-style-type: none"> Was the project able to account for itself properly using the criteria suggested by the ETF in the final report form?
5.4 Unintended outputs	<ul style="list-style-type: none"> What were the unintended outputs of collaboration? 	<ul style="list-style-type: none"> How could the intended and the unintended outputs be compared with each other in terms of the value of organising and running a Tempus project?
5.5 Lessons learned	<ul style="list-style-type: none"> What were the lessons learned in the evaluation process leading up to the writing of the Final Report? 	<ul style="list-style-type: none"> To what extent did the Tempus consortium make use of the lessons learned in running a Tempus project?

5. Methodological insights from Phase 2.

As Phase 2 progressed the emphasis in interviewing became less concerned with finding out and confirming what happened, and more concerned with what were the systemic and behavioural reasons why the situation developed as it did.

The Case Record was generally well received although some people were not satisfied with reading the Case Record only but wanted to read a draft version of the whole thesis. Also, some problems emerged in Phase 2 with obtaining critical feedback on drafts of the Case Record. Since I knew that critical friends' time was limited, I wanted to be economical with informants' time by compressing the voluminous Case Study drafts into smaller portions for translation. I felt this was more likely to elicit the feedback that I wanted on details of the Belarusian involvement. For example I sent a 10-page section about the JEP Management Committee final meeting in April 1998 and asked for it to be reduced to about 5. I received the following comment about it:

David, text is factorilly dense and being compressed to five pages will suffer from the desultoriness and thus be of no interest to Minsk-3 readers while the material presented is most interesting for it reveals multiplayer story of the project. It also helps to understand many project 'truths' which were known to very limited group of Minsk-3 people.⁸

Thus, this tactic proved to be unsuccessful and had to be changed.

6. Phase 3: use of the Case Record as a discussion document to further analyse critical issues with informants.

The Case Record was available in Phase 3 as required as a discussion document. Two groups or 'baskets' of questions had been prepared for the Phase 3 interviews, as shown in Figure 17 below.

⁸ Q-098, M3-GS.

The first basket concerned mainly 'Project Cycle Management' (PCM) and looked at the experience of the project in relation to Tempus rules and procedure - the so-called 'project cycle'.

To the two baskets of questions were added three horizontal (cross-cutting perspectives):

- 1) Motivational issues.
- 2) Working together effectively.
- 3) Embedding change.

The resulting matrix of six 'question boxes' was filled a list of with questions to be asked in interview.

In arriving at the new approach of dividing the questioning into two categories, I felt that I was better able to ensure that PCM was given equal weight in the questioning. I worried that otherwise, questions might tend to gravitate to the cybernetic social context-relational perspective as people found this easier to talk about, leaving me later with a lack of material for my contrasting unit of analysis and evaluation which was PCM. In collecting data, questions were asked about all project cycle phases in order to ascertain how responsive the cycle was to the real needs of the Partner State University.

In the second 'basket' questions were focussed less upon task issues in relation to the achievement or non-achievement of project goals, and more upon the relationships involved in making change happen. Under consideration was the relationship between leadership and culture and between culture and change, the interpersonal issues effecting teamwork in an international project, the difficulties and conflicts which arise and their management.

In putting my questions I decided to make shortlists of 'hot' topics which would match the expertise and experience of the persons in the interview matrix and provide a stimulus to conversation on that topic in the form of a short, structured discussion paper. The advantage of this targeting method was that the interviewee could see my attempts to problematise our experience and start the interview in a frame of mind which was directed at improvement of the quality of data according to the aforementioned criteria, i.e. whether or not the material:

- 1) is authentic;
- 2) contains useful insights;
- 3) can be corroborated.

The disadvantage of the method was that it limited the scope of the conversation and started to focus on me and my ideas more than the interviewee and theirs. Recognising this weakness I built extra time into interviews to allow for exploring new avenues with the interviewee should the conversation go in this direction.

Here is an example of an interview in which targeted questions were put (this example is too large for a text box so a different font is used)

INTERVIEW Q-053 WITH M3-AT ON 20/4/00 IN MINSK.

In the analytical interviews information questions were asked to check information contained in the case record and targeted questions were asked pertinent to the person being interviewed. All of the questions were supplied to the interviewee in advance. Some of the questions also have a triangulation element.

In this interview two information questions were put and six analytical questions were prepared but only four were put owing to shortage of time.

This extract shows a mix of questions related directly to the case study, and questions which I thought would open up the discussion because they were perhaps more interesting for the informant. This kind of empathetic approach was a useful interview technique.

Information questions

Q1. What changes have you experienced since the end of the project?

*New Department of Learning (Information) Resources
New appointee, Uladzimir Ivaninkovich, Director of Department.*

There has been a reorganisation. The new department contains:

- Library*
- Printing and publishing*
- Department of technical learning resources (TSO - tekhnicheskikh sredstv obucheniya)*
- Laboratory of New Educational Technologies (also part of above TSO) – computer testing is done.*

Q2. Have you suffered from brain drain since the end of the project?

No real brain drain, people have generally stayed on. Technically, the organisation of work at the Institute has been good, but the technology has been poor. That is why people left.

M3-KK left but he still helps from USA. GIS has kept going ok.

Analytical questions

Q1. About 'academic conservatism' in Belarus. Foreigners have the perception that the state system is rigid and resistant to change. However, respondents to my questions (M3-GS, M3-AM, M3-VF) seem to be saying that there is adequate flexibility in the system, the constraints are mostly self-imposed, i.e. by the need to persuade students that courses are recognised and will get them into jobs – rejection of the 4 plus 2 scheme. Are academics right in choosing conservatism? Is the education at Minsk-3 meeting the expectations of the students in terms of getting them into the jobs that they want? Does it develop skills as well as knowledge? What are the pathways for further study/ change of direction if students find they are not satisfied with their job prospects?

Q2. T1-AF was pessimistic about the desire to change academic processes in Minsk-3 to make teaching more student-centred. However, M3-AM says that Minsk-3 is dependent upon the maturity and success of the individual student. Is this shift of responsibility from teacher to student for learning process correct? New courses were designed, successfully, but the process of pedagogical change has had mixed success. On the one hand, a modular (flexible) design was introduced and new study packages

were written which set students free from classroom attendance and encourage independent learning. On the other hand, the main vehicle for delivering teaching is still the lecture, in which students still play a passive role.

In Belarus people (teachers) work in the state system. Teachers are still expected to allow the State to assure quality because the state is responsible for finding work for students in state enterprises. There has been no transformation to market systems

Students must work in allocated job assignments ('raspredeleniye') for 2 years. Paying students may also work in state enterprises. Only if there are no places may they go anywhere without being forced. All students must work in the army for 1 year. Students can get a second raspredeleniye if the first one does not work out. Private companies are keen to get graduates on raspredeleniye because they do not have to pay for the education of the student. Otherwise the sponsorship would cost them \$600 – \$3,000 per student. So there is a disincentive to chose graduates from the open labour market.

There are new classifications 'job profiles' of worker and civil servant. Minsk-3 relies on these classifications since it is not able to do its own labour market needs analysis (LMA).

So far the relationship with firms has been 'not too correct'. The educational system is expensive. It tries to give students a preparation which they can use to adapt to work environments. They have to work out everything for themselves because career planning is not financed and companies are not able to give a complete explanation of what they want out of the students.

It is a very passive system. The Moscow State Technical University has a very active system of education. Where there are no good laboratories, people study passively. The system creates passivity. Lots of lectures are given, which is cheaper. Also related to the amount of learning expected. Cannot allow teacher the time-off to prepare materials (metodicheskaya rabota).

There were discussions on this question, how the others function. We decided it would be better if students worked independently, in the library. We would have preferred a tutorial system but this was not possible. Modules and flexibility are desirable but unfortunately the state gives everyone the same diploma. In Belarus there should be a system of gradation of degrees to acknowledge different levels of achievement, this is required...

At present the system does not allow flexibility except in the polytechnical sphere where there is a certain flexibility.

Q3. What is the role of military service in the academic process?

This question was not put owing to shortage of time.

Q4. Staff development and appraisal towards the corporate planning process. What is your management technique as Dean? How did your thinking develop, how was it effected by Tempus and other factors?

The appraisal experiment has produced a plan for staff development. This system will be continued and there is already a discussion in the department about the academic plan. A SWOT analysis is done, trying to answer that question was very useful. IT is good to try to find verifiable qualitative indicators of achievement. However, the process has not yet been individualised. The new Personnel Officer will not be involved in these processes, although she could be (I will talk to the Rector about it later).

Q5. How realistic is the concept of teamwork in academic life in general and in the project in particular? Is teamwork a useful concept? How do academics work at ISEU, as individuals or in groups?

Work tends to be judged collectively, although people work individually. Some people can work together, others can't do it. Some fear competition.

Concerning the national culture, technically the society is organised collectively, in committees, etc. People are forced to do too much traditionally, but they do it all the same. People like the warden of the hall of residence (vospitatel' obshezhitia) have a very heavy workload and are not paid.

The culture is overwork leading to work avoidance (you pretend to pay me and I will pretend to work).

IT can be used to ease the workload. Fewer meetings. Easier to transfer information. I think it is necessary to develop such a 'culture', although many do not seem to have this wish (M3-AM, M3-VF).

Q6. What strategies are used to retain staff?

This question was not put, partly because it had already been answered in the information part of the interview and partly owing to shortage of time.

(End of example).

Figure 17. List of analytical research questions.

Analysis questions		
Phases of Project cycle	'Project cycle management' (PCM) perspective	'Relationship management' perspective
<u>The motivation of groups</u>		
1. Project identification and formulation	<ul style="list-style-type: none"> • According to evaluations of Tempus-Tacis, what programming issues affected project identification and formulation and how • What Programming issues were identified in evaluations of Tempus-Tacis? • What was the perceived role of expertise in project identification and formulation • What were the limitations of stakeholder analysis according to project cycle management? • How was the objective tree built up and how should it have been built up? • How was the problem tree built up and how should it have been built up? • What problems were there in completing the Logical Framework? • Was the tasking and planning done accurately? • Were assumptions and risks assessed properly? 	<ul style="list-style-type: none"> • What inter-cultural issues were identified in evaluations of Tempus-Tacis? • Was a culturally aware stakeholder analysis feasible? • Was the objective tree build up with an understanding of the real needs of the Partner State University, and of the personal goals of staff affected by Tempus? • How would a cultural perspective on building up the problem tree have altered the Logical Framework? • Is it possible to include a cultural perspective on assumptions and risks to include in the LogFrame? • How could expertise have improved the ownership of project identification and formulation by all partners? • What was the reaction of partners to the final proposal in terms of approval and motivation? • To what extent did all partners own the proposal? • Did the tasking and planning suit all partners (did they all

Analysis questions		
Phases of Project cycle	'Project cycle management' (PCM) perspective	'Relationship management' perspective
	<ul style="list-style-type: none"> Did the application reflect the real needs of the university? 	<ul style="list-style-type: none"> understand the implications of it)? What sort of a start was this in terms of management of change?
2. Application assessment	<ul style="list-style-type: none"> Were the assessment criteria responsive to motivation issues? What issues concerned the project about the assessment procedure? 	<ul style="list-style-type: none"> Were the assessment criteria appropriate from the cultural perspective?
3. Project approval	<ul style="list-style-type: none"> What issues concerned the project about approval? Was the contracting process straightforward? How did the project react to Tempus rules? Was the financing adequate? At the project approval phase, what was the perception of partners about what was supposed to change and how? To what extent were the different partners motivated to make these changes? 	<ul style="list-style-type: none"> What was the involvement of stakeholders in project approval? How can Tempus rules be understood in cultural perspective? What was the effect upon motivation of the Tempus rules (e.g. on finance)? At the project approval phase, was there a cultural explanation for different levels of motivation about the project? What might have been the response to this?
<u>Working together in groups</u>		
4. Project implementation 4.1 Implementation of staff mobility	<ul style="list-style-type: none"> What were the problems encountered in the implementation of staff mobility? Did PCM have the right strategy for setting up and running project activities? Did PCM succeed in getting teams to work together? 	<ul style="list-style-type: none"> How did the partners get on when they visited each other's universities? What is the cultural critique on the way teams worked together in the project? What was the pattern of team formation and disbandment?

Analysis questions		
Phases of Project cycle	'Project cycle management' (PCM) perspective	'Relationship management' perspective
	<ul style="list-style-type: none"> • Was the right balance struck in the project between exchange of experience and training? • What techniques were employed for facilitating training? 	<ul style="list-style-type: none"> • What was the relative importance of each activity for the different individuals involved? • How did the partner state university perceive the training techniques employed?
4.2 Provision of equipment and materials and literature	<ul style="list-style-type: none"> • Was equipment afforded the right emphasis in the project? • To what extent was PCM dependent upon good communications? • What was the role of printed matter in the project? 	<ul style="list-style-type: none"> • What was the importance of equipment to the Partner State university? • What were the challenges of lack of equipment? • Were printed materials accessible to all parties? • What was done to make sure they were?
4.3 Project management	<ul style="list-style-type: none"> • How was project management done and how efficient was it? • What was the role of each stakeholder in PCM? • What was the role of leadership in maintaining momentum? • Were project managers conversant with techniques for project management? Were the techniques used? • Was training given in the techniques? • What was the response to these techniques? • How was conflict resolved in the project? • How responsive was PCM to the needs of the Partner State University? • How could project management have been improved in terms of PCM? 	<ul style="list-style-type: none"> • Were special techniques available which investigate and manage cultural differences? • What was the relationship management critique of the balance of power in the project? • What forward planning was done to overcome the language barrier? • What were the strengths and weaknesses of methods used to overcome the language barrier? • Were methods of increasing cultural awareness of the participants used? • Were methods used for resolving conflict culturally appropriate?

Analysis questions		
Phases of Project cycle	'Project cycle management' (PCM) perspective	'Relationship management' perspective
		<ul style="list-style-type: none"> How could project management have been improved in terms of relationship management?
4.4 Dissemination	<ul style="list-style-type: none"> Was dissemination successfully 'built-in' to the project? What networks were established to carry out dissemination? Were these networks adequate? Were the dissemination methods used technically appropriate? 	<ul style="list-style-type: none"> How did all partners understand concept of dissemination? Was it equally important? Were the networks created planned or a spontaneous manifestation? Were there cultural differences in approaches to networking?
4.5 Project monitoring and evaluation	<ul style="list-style-type: none"> What obstacles were found to be impeding the project's success? What recommendations were there for the removal of these obstacles? What was the project's critique about the reporting procedures? Was there room for a more personalised form of performance review, such as appraisal? Was monitoring successful in relation to PCM? 	<ul style="list-style-type: none"> Were the reporting procedures culturally sensitive and accurate? Was appraisal culturally acceptable in Belarus as a means of reviewing progress? Was monitoring successful from the perspective of relationship management? How could it have been improved?
<u>Embedding change</u>		
5. Project results 5.1 Accomplishments 5.2 Relevance 5.3 Impact	<ul style="list-style-type: none"> Did the results justify the approach taken to PCM? Did the results maintain their relevance until the end of the project? Did the results meet the real needs of the Partner State 	<ul style="list-style-type: none"> How were the project results perceived in each university? What was the affect of the local environment in Belarus on the attainment of project results? Was the project engaging properly with the education reform

Analysis questions		
Phases of Project cycle	'Project cycle management' (PCM) perspective	'Relationship management' perspective
	university? <ul style="list-style-type: none"> What were the focal points of an analysis of impact from the PCM perspective? 	process in Belarus? <ul style="list-style-type: none"> What were the focal points of an analysis of impact from the relationship management perspective? How did the academic culture in Belarus affect the impact of the project results? What was the more determinant factor – national culture organisational culture?
6. Sustainability evaluation	<ul style="list-style-type: none"> How did the Tempus 'bottom-up' philosophy apply in Minsk-3 with regard to sustainability? What networks were established to reinforce sustainability? Would the contracting parties do another Tempus project: <ul style="list-style-type: none"> As partner? As co-ordinator? 	<ul style="list-style-type: none"> What was the affect of the local environment in Belarus on the sustainability of project results? Did the different partners understand sustainability differently? Is sustainability achieved on the same terms and on the same timescale as PCM using a cultural perspective on change management?

7. Methodological insights from Phase 3.

I found that the process of writing down notes of the interviews and feeding them back allowed me to check the accuracy of any new information introduced.

I also found that the table in Figure 17 needed to be adapted. As Seidman⁹, Yanow¹⁰ and others write, the process of obtaining written data only begins the process of interacting with it and profiling the answers. Phase 3 generated a lot of useful feedback, which made profiling quite complex, but at least the collection of data had been properly targeted.

8. Phase 4: Triangulation interviews and discussions used to cross-refer analytical conclusions.

Triangulation was conducted essentially whenever the opportunity arose and not just within a specific time period. Having said that, it was also necessary to set up specific meetings or telephone calls in order to find at least a third source for corroborating evidence. Some very useful results were obtained by this method and the sample in Figure 18 is an illustration of this.

⁹ Seidman, 1998.

¹⁰ Yanow, 2000.

Figure 18. Sample of data from Phase 4.

INTERVIEW Q-107 WITH 'RA', FORMER STAFF MEMBER of the EUROPEAN TRAINING FOUNDATION

The interview was done over the telephone at a pre-arranged time on Thursday 28 March 2002 at 14.00 (15.00 Brussels time).

Two questions were prepared – the same ones which were sent to ██████████.

Question 1. Do you think that there are cultural issues involved in the adoption of the LFA in Tempus? In particular, I am thinking that NIS universities are often very much top-down, one could go even further and say that nothing major happens without the rector's approval. In that case, do you think that the kind of shared decision-making envisaged in the LFA is realistic? After all, the LogFrame was invented in America by PCI for corporate project managers. Universities tend to have a more a more longitudinal modus operandi (I mean I have heard it said by universities that Tempus should have been 10 years long not 3. After 3 years change is only just beginning).

Question 2. Given that even Western universities are sometimes (often?) neither experienced nor professional at project management technique, open communication and understanding problems from other cultural perspectives, should 'expert' project managers be involved in project design and perhaps facilitation of experiential learning on an ongoing basis? Where could these experts come from? From CHEPS? From Kassel? From the ETF? (or even the Commission?).

Discussion.

Question 1. Do you think that there are cultural issues involved in the adoption of the LFA in Tempus?

Actually it was Deans rather than Rectors' who seemed to wield the most power in Tempus.

No, the LFA did not fit well. There was complacency in the adoption of LFA for Tempus – the attitude was that if it works for Erasmus, then it will work for Tempus, or if it works for France, then it will work in the CIS.

There was never enough time to adapt. Projects were running and tools were developed quickly to meet internal timetabling constraints.

Pre-projects were intended to give universities extra time to get to know each other. However, it became clear when I made on-site visits to Pre-projects that there was little more done in the Pre-projects than meetings to get to know the other partner. They did not work on proposals, and mostly it was the western countries who wrote the proposal and got their partner to sign it.

Of course the Commission was working within politically imposed accounting constraints. It is most probable that the Commission could not increase the timetable for these reasons.

Now there is another inter-university cooperation programme, Asia-Link (see http://europa.eu.int/comm/europeaid/projects/asia-link/faq_en.htm), in which the timetable is even tighter. It seems therefore that the lessons from Tempus are not being learned. Or if they are being learned then they are not being applied, at least in Asia-Link.

Question 2. Should 'expert' project managers be involved in project design?

Yes, they could and should be. Before Commission Head of Unit, Dr Franz Peter Kuyper's sad death, he was considering an action involving the use of experts to help the projects and the money could be recovered from the project budget. However, the Commission after Dr Kuyper's death in 1993 considered that this option was too 'uncontrollable', i.e. too weak a category of staff to be included.

Open discussion.

The 'ownership' of projects by NIS countries and therefore their impact suffered because not enough responsibility was delegated to them. Commission/ETF were hiding behind the 'practical impossibility' of giving more power to the East Europeans. (RA)

I didn't ask you this. But who do you think these experts might have been? Would they come from universities or could the ETF have had a role. (DR)

Someone like you could definitely have done it. But as you said, at the time only you had actually been to Russia! (RA)

Here is a sample of relational logic used in the triangulation process in Phase 4. The example shows how the questioning probes the problem of how to cope in interuniversity cooperation with the short time available for embedding change:

Item 1

Funding agencies do need to improve their monitoring and evaluation - but I suspect they will only do this effectively if they have a long-term commitment to an initiative as a means of delivering on a strategy. We don't need 4-year programmes but 10-year programmes. The problem with programme evaluations for shorter programmes is that they have to demonstrate achievement in order to secure more funding. Hardly the best way to maximise on the potential! (Interview with practitioner-expert.)

Item 2

Projects should be a choice of two varieties. Either:
Organic projects – starting with a Pre-JEP first, partners learn experientially, and develop cooperation skills. Projects do not need big funding for maintaining contact. Multiple mobility grants may be sufficient.
Or:
Expert projects - the required techniques of rolling planning have to be learned and employed. Funding levels are higher reflecting the higher expectations. Joint ownership required of the objectives. (Interview with Thames-1 academic.)

Item 3

Technical approaches should be designed and managed to facilitate longer-term systemic growth and institution building. Organisational change cannot be managed in the short term, but systems can be put in place that lead to this outcome. In this regard, viable team strategies for coping with adverse organisational cultures need to be developed. (Interview with Somme-2 academic.)

Item 4

In Brussels the 3-year funding model is the orthodoxy. It is very difficult to secure recurrent funding for more than three years. The feeling is that it is possible to make important changes within that time if projects focus better and start properly. (Interview with European Commission.)

Item 5

Concerning the length of projects, there is not really the stability in Belarusian universities to allow for a long-term commitment. Either the older people retire, or the young people get jobs outside the system. The existing timeframe [3-years] is a proper 'cycle' – it can go on and repeat itself in other projects. (Interview with Belarus Tempus information point).

9. Methodological insights from Phase 4.

The remainder of the data gathering and sorting period in the research turned out to be a constant refining and filtering process. After each interview, the questions and background documentation for the next interview were modified in order to target the questioning even more precisely to ensure that specific issues were corroborated and triangulated.

By the end of my research I felt that this 'fine tuning' had a relational logic or 'thread' which needed to be followed up upon, so I was less worried about restricting the interviewee too much in their answers because by this time. In any case I felt there was already a sufficiently broad overview of the problems pertinent to the case to accept a degree of restriction.

It is interesting to note that what I was seeking in the final stage of data collection was in fact not so much corroboration but refutation, i.e. new opinions which could in some way balance the interpretation work and temper the argumentation. In order to elicit counter arguments it was sometimes helpful to act as *agent provocateur* in the interviewing and pretend to be drawing an opposite conclusion than the one which the evidence seemed to be pointing to. The reaction of interviewees to this was to express themselves in a more academically measured way, so as to appear to be not only an informed commentator, but also one with opinions which have been arrived at through a similar process of enquiry as the one in which I was engaged as researcher.

It also became clear that strategy of translating excerpts from my dissertation to give to Russian speakers to read was flawed in that my selection of excerpts ran the risk of excluding material which was required to fully make sense of the whole piece.

'I told him that the chapter suffered a lot being presented in cuts for when reading the whole piece, revealed your knowledge and understanding of our realities.'¹¹

In hindsight it would have been better, although very difficult for practical reasons, to follow up on the triangulation interviews by presenting a copy of the whole draft thesis. However, clearly not every informant would have the stamina to wade through so much material.

The result of these final interview dialogues was data with less error and misapprehension for me to take forward to the interpretation stage.

¹¹ Q-098, M3-GS.

Chapter 6 Analysis of the Results and Interpretation

About this chapter.

The data is interpreted in this chapter to answer the main research questions. The analysis considers the project in the context of Tempus systems and procedures, reviewing critically how the stakeholder interests influenced the project. Project results are interpreted in relation to the anticipated success in the achievement of desired activities and outcomes and evidence of social and psychological pressures on teamworking.

The analysis operates at three stakeholder interest levels, (i) the Programme level, represented by the interests of the European Union and the Partners States, (ii) the university level represented by the institutions participating in Tempus, and (iii) the teamworking level represented by the individuals and teams carrying out the project.

1. Introduction.

As one would expect in qualitative research, the analysis and interpretation of the data, so laboriously collected as described in Chapter 5, would tend not to yield an obvious 'result'. Instead the work concentrated upon sorting data into relational juxtaposition in a way that helped me, as researcher, to argue and justify my claims to knowledge.

The rest of this chapter is a combination of two parts:

- An analytical synthesis of emerging answers to the three overarching research questions, applying the analytical framework worked out in previous chapters, i.e.
 - Why was the Tempus project cycle management method using the Logical Framework Approach (LFA) difficult to apply in the project?
 - What solutions were found in trying to make the Tempus project in Minsk-3 as successful as possible and is there an alternative theory of inter-university cooperation which explains what motivated and maintained our inter- university cooperation?
 - What would have needed to be different at Programme, institutional and Project level to support this?

- A discussion of the emerging answers using interpretive frameworks where appropriate, including:
 - Stakeholder/process analysis;
 - The two evaluative perspectives, one expressed in terms of PCM and the formal success criteria and the other a cybernetic evaluation that gave greater weight to the developing context (thus, there are two interpretive focal points under each question);
 - Diagrammatic representation of contrasting project management modalities suggested in the data.

Analysis and interpretation are, of course, different things. As Robson and Foster put it:

For the researcher, the difference between analysis and interpretation can be experienced as a difference in feeling within the process: analysis being a meticulous sorting of information (by whichever method the researcher prefers), and interpretation being the 'Eureka' moments when suddenly the researcher gains insight into the meaning implicit within the data gained.¹²

There were certainly one or two so-called Eureka moments, thanks to the highly responsive members of my informant source group who were very quick to point out relationships, errors, omissions and additions to the data and analytical points offered to them for scrutiny and/or triangulation. These are explained in the discussion below.

The results were gained very much by a combination of efforts. The research project had created a shared approach to knowledge production – this was not the product of activity conducted in the rarefied atmosphere of the laboratory. Also, the results of the enquiry show that the knowledge gained is interdisciplinary. In these senses the research has been a modern approach to knowledge production, what Scott *et al.* referred to as *Mode 2*, i.e.:

Characterised by transdisciplinarity and institutionalised more in a more heterogeneous and flexible socially distributed system.¹³

There could hardly be a more socially distributed system than a Tempus project, but the transdisciplinary of Tempus could well be embraced by the notion of evaluation as a trans-discipline in itself.

¹² Robson and Foster, 1989, p.85.

2. Emerging answers to Question 1.

Why was the Tempus project cycle management method using the Logical Framework Approach (LFA) difficult to apply in the project?

Answers to this question were found in a great deal of material collected in Phases 2 onwards. The analytical statements have been synthesised according to topic in accordance with the examples below. A topical heading is given first and then a data item or items including quotations with references to the research materials (Appendix 3 – Catalogued Research Archive).

‘Universities are not prepared to invest time in planning’

[A-122, BEL-SV] ‘Tempus rules are fine for explaining what needs to be done – providing targets and deliverables. However, preparation of projects requires a degree of research, and not everyone is prepared to do this. Engineers and technologists have no problem, but academics of the humanities think rather differently and we can’t force them to obey these structures, schemes and logical frameworks. Therefore they need to be helped. Who is going to help them? It should be the departments of international relations, but these departments are themselves not ready to help.’

‘Project misconceived from the beginning?’

Informants who commented usually commented negatively about the mismatch between our expectations of cooperation and the reality.

[Q-091 M3-GS] ‘(M3-VF) himself, however, was mostly concerned with your lines reading that the modular system was ‘not a success’ in ISIR – it is a very painful moment for him for he was against it from the very start knowing the higher education environment and hence local constraints only too well, being a letter-bound person by nature... it also contains the analysis of needs which has not been done before jumping into the full-JEP, for had it been done the project would not have been so painful in the part of modularization.’

[Q-105, T1-DC] ‘Universities were exhibiting ‘white knights’ instincts, but there seemed to be a failure in Tempus management to see how academics work.’

‘Different mental models’

[P-118 Kristin Tytgat] ‘Tempus has an Anglo-Saxon orientation. Not even Belgium readily accept the very strict structure with all its terms like inputs, outcomes, business plans, etc.’

[P-118 Kristin Tytgat] ‘Russians are masters of improvisation. They can always do what is required of the moment, or what cannot be avoided. They do not work to a previously worked out scheme. In my experience strict plans never give results and something always falls through.’

[T-119 Adam Maldzis] ‘I would say that the Belarusian character is made up of tolerance, conformity (willingness to be like a Russian), gentleness of character, neatness, delicacy, carefulness and hard work. This contemporary society is made up of Belarussians, Russians, Poles, Jews and others. However, there has still not

¹³ Gibbons (Ed.), 1994, p. 11.

been time to form as a nation. Instead it is more accurate to speak of a ‘Baltic ethnicity’.

‘Incompatible educational systems’

It was often said that the similarities between Thames-1 and Minsk-3 outweighed the differences. However, this is by no means clear. Evidence from various respondents [Q-094, Q-094] shows that there were systemic differences in higher education management which made the harmonisation of approaches to quality and planning virtually impossible.

‘PCM approach incompatible’

[Q-112, T1-RE] ‘Unfortunately, accountants tend to consider that the only things that matter are those that are quantifiable, but frameworks of collaboration are also different for different projects. Collaboration to produce a concrete product (i.e. a military plan) is different from collaborative institutional processes. The strength of Tempus was that it was ‘there’.’

[Q-091 M3-GS] ‘All systems deal with the notion of ‘educational attainment or level’, however western system does not consider such notion as ‘speciality’, instead they use qualification.’

3. Discussion on Question 1.

3.1 PCM.

The main Tempus organisation processes are those given in the Programme/Project Cycle Management diagram also introduced in Chapter 1. There are eight main processes involved, and each one is referred to below in clockwise order starting with ‘*country level programming*’. Country level programming is the process of agreeing policy on the implementation of the Tempus programme with the Partner States, including the Republic of Belarus.

Process 1:

Country level programming

- Fixing country Tempus Tacis programming priorities
- Fixing country Tempus Tacis programming budgets

The evidence in the case suggests that the Tempus-Tacis priorities have restricted the freedom of movement of the consortium to set their own objectives. Although the Belarusian government does not actively take into account Tacis priorities¹⁴, the Commission seeks to make country priorities cohere with them¹⁵. The result was tension between the objectives of

¹⁴ Data item: interviewee ‘ST’, archived as Q-111.

¹⁵ Data item: interviewee ‘MK’, archived as Q-109.

the programme, i.e. to promote cooperation between universities, and specific objectives of Tacis. A manifestation of this tension was the apparent difficulty which the consortium had in mobilising Tempus in pursuit of institution building goals set by Minsk-3 in March 1994.¹⁶

Process 2:

**Call for Tempus
Tacis applications**

As admitted in the stakeholder map and in interview¹⁷, the consortium universities were anxious to use the Tempus funding to support change at Minsk-3 and were bemused and disappointed that the environment subject area was not prioritised and therefore that the funding criteria for a JEP conflicted with the objectives worked carefully out in the preparatory project.

It is the role of national agencies in the Partner States to see that their universities win contracts, but they are also interested in seeing that the contracts are distributed evenly. Hence once an institution has one project, it becomes progressively more difficult to rely upon national support for recurrent funding beyond the three years of a single project.

The Case shows that the role of the Tempus Information Point in Belarus and the Tempus Contact Point in England was as passive providers of information. There was no apparent expertise offered to the consortium to help them to develop a rational and feasible project proposal. In fact the two-stage procedure of Tempus Pre-JEP followed by JEP failed to deliver the expected year of 'getting to know you' before the Tempus application was submitted. Only a few months were available for proposal writing from in early 1994, although the Minsk-3 consortium was lucky in that two partners had had some exchanges in 1992 and 1993 funded by the British Council.

Process 3:

**Tempus Tacis project
identification and formulation**

There was no Logical Framework Approach in operation when the consortium submitted their proposal. LFA was introduced only in 1996, but nevertheless the Joint European Projects in Belarus were task-oriented from the outset, having to express activities and outcomes in tables which build up a picture of how the overall objectives is to be achieved. Even these output tables and activity plans expected a high degree of foresight, project management skill and cooperation between partners in their formulation. In the event, the proposal was drafted almost entirely by Thames-1 with the emailed approval by Minsk-3 and Somme-2. This state of affairs was by no means exceptional in Tempus¹⁸. The project objectives were apparently not fully understood by all the partners, and indeed during the first staff exchanges of

¹⁶ N-034, Case Record-009.

¹⁷ Data item: interviewee 'T1-AF', archived as Q-094.

¹⁸ Data item: interviewee 'MK', archived as Q-109.

1995/96, the relevance of the whole project was called into question more than once. Nevertheless, according to the stakeholder map, the donors in the EU expect consortia to have strong objective orientation.

Processes 4&5

Tempus Tacis application assessment

- Technical assessment
- Academic assessment

Tempus Tacis project approval

- Project financial allocations
- Project contracting

The consortium passed the application procedure but had to wait over a year between submitting the proposal to commencing activities. The effect of this long gap was to further complicate the communications difficulties between the consortium members and exacerbated problems of internal communication inside Minsk-3. By the time the activities commenced, the sense of continuity between the preparatory project and the main project had been broken.

Process 6

Tempus Tacis project implementation

- Implementation of staff mobility
- Implementation of student mobility
- Provision of equipment and instructional materials
- Project management
- Dissemination
- Project monitoring and evaluation

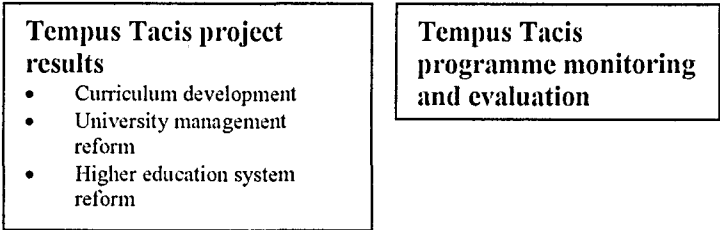
The external monitoring found correctly in November 1996 that the project had focussed too much on activities and not enough on producing deliverables which met the stated aims and objectives. However, the failure to reach agreement with Minsk-3 over appropriate goals for collaboration and the straightjacket imposed by the contract for the largely unwanted project meant that meetings and visits were used essentially to halt further decline and to produce a limited set of more easily achievable outcomes. Some of these bore little relation to the original application, but it was by then impossible to retarget Tempus to the extent necessary to really capture the imagination of the Partner State university, Minsk-3.

The project management problems included problems of communication with all partners, especially problems of internal communication inside Minsk-3, difficulties in finding qualified staff to host visits, and difficulty in providing quality time to engage in productive teamworking.

It was discovered that the culture of the free-thinking 'hooligan' beloved of the first Rector of Minsk-3 was a myth, since the Ministry of Education imposed very strict regulations concerning what innovation could or could not be approved in its universities.

Nevertheless, as the project reached the end of its time, it succeeded in forming useful research partnerships which continued to operate at irregular intervals between members of the consortium. Unfortunately, two attempts to obtain extended funding in Tempus for dissemination work (a Compact Project and another JEP) were not funded, indicating that although the opportunity for further funding exists in theory, the actual time period for involvement in Tempus for some institutions can be as little as three years.

Processes 7&8



The project had tangible and intangible results. Amongst the most obvious tangible results was the fact that a local area network (LAN) was built, books and study packages were produced or procured, a constitution for the Guild of Students was worked out and training was given to the international office team.¹⁹ However, in interview, by far the most sustainable outcome seems to have been the intangibles, in particular the ‘feeling of having got to know one another’²⁰, and ‘being part of the international academic community’²¹.

There was successful field monitoring done of the project on two occasions, but no evaluation. The desk monitoring done by the European Training Foundation was also partly successful in supporting the filed monitoring, but the annual reporting process made very little contribution to the success of the project, becoming a rather mechanistic process dealt with by the contracting university with very little involvement from the other partners. The amount of repetition in the reports, for example in repeating in both narrative and tabular form what activities had taken place, absorbed coordination time which would have been better employed in negotiating responses to the lessons learned.

3.2 Cybernetic evaluation.

The stakeholder analysis emphasises the diversity of stakeholding interests rather than giving a sense that the project was part of a united endeavour. Teams and team dynamics are not a significant feature on the stakeholder map. Stakeholders were accountable to different authorities and the lack of common ground between the principal stakeholders was apparent in the project. The need for very careful management of diverse stakeholder interests by the project was made obvious by the analysis. Without a methodical approach to this, the decision-making of project management was considerable hampered to the extent that

¹⁹ Case Record-197 to 217.
²⁰ Case Record-194.

decision-making became almost ad hoc and focussed initially upon activity achievement and latterly upon the achievement of a set of compromise deliverables. LFA, which was introduced in 1996 to strengthen the previous tabular approach to objective setting, was difficult to apply at this stage because expertise in collaborative goal setting had not been built up. The processes and transactions inherent in the LFA, i.e. the building up of a picture of problems and the agreement of their solutions was also undermined by the fact of the absence of viable options to the single option of the acceptance of a project concentrating on the sensitive area of university management development. Whereas there was scope for interpretation about exactly what 'university management' could mean in the context of a Tempus project, none of the interpretations were considered by the partners to meet the most urgent needs of Minsk-3, which were reasonable well understood by this time.

The project partners were thus faced with several intractable problems in trying to manage a successful Tempus project. There was no external consultancy sought or offered to supply missing skills, but as argued above, the complexity and intractability of the problems had in any case not been methodically analysed by the project team. Through the contracting and accounting processes, which offered no room for imaginative solutions, the project cycle perpetuated these problems, effectively sealing them in.

The programme cycle seemed to add very little logical value to the project cycle, introducing as it did, political and economic restrictions which can prevent the objective-setting process at project level from finding its true voice. More than that, there did not appear to be any motivating influence on the European Commission from the project cycle to change the programming cycle which at present meets the Commissions needs by allowing them to discharge their responsibility to disburse funding for projects whilst keeping to strict accounting rules imposed by the Member States of the EU.

According to classical theory on the management of change, the management by objectives approach of Tempus was doomed to failure in the case of Minsk-3. The main reason for this was that there had apparently been no 'unfreezing' of resistance to change at Minsk-3 – poor internal communications and the poor ownership of the project had seen to that. The Minsk-3 staff were not motivated as a group to accept a more decentralised management style promoted by the Western universities. Hence the work on creativity, appraisal and the devolution of decision-making to a lower level (for example in relation to the issue of the building up of learning resources) was at an impasse.

There was little or no opportunity for a minor entrepreneurs or innovators in Minsk-3 to implement parts of the project or to run with its ideas without the personal involvement of the Rector. The organisational culture in Minsk-3 was not prepared for collaborative decision-

²¹ Data item: interviewee 'M3-VZ', archived as Q-054.

making, although in this specific case, there had been opportunities in which head-to-head negotiation had been possible. Since the Rector was constantly attending to day-to-day business at a minute level of detail it was very hard for him to maintain the level of engagement needed to work with project management tools and to expose the need for change which an institution such as Minsk-3 might have had have.

Thus from the point of view of interpersonal relationships, as mentioned in interview material from both Brussels and Belarus, LFA was not adapted to the situation in Tempus. Hence it is plain to see why transactions in the project did not resemble the LFA, or anything like it.

4. Emerging answers to Question 2.

What solutions were found in trying to make the Tempus project in Minsk-3 as successful as possible and is there an alternative theory of inter-university cooperation which explains what motivated and maintained our inter- university cooperation?

Answers to this question were much more specific to interviews conducted with project colleagues. However, the solutions themselves were often mined from the wider experience of critical friends in other organisations and contexts. Again, the analytical statements have been synthesised according to topic in accordance with the examples below.

‘Group Grantholder (visitor) Report Interviews were successful’

[Q-095, S2-JP] ‘It is best to have a copy of the synthesis report and a copy of each individual report to be sure of the final analysis. But when someone else is interpreting this form is too brief – so ½ a page is not enough.’

‘Exchange of experience allowed for mixing of mental models’

It was considered that the exchange of experience had allowed for staff at Minsk-3 to expand their horizons and ‘get out of themselves’.

[Q-095, S2-JP] ‘The sense of being involved in change is very important. Even if by changing they got new problems. I agree with (M3-RG)’s view.’

However, this view was counterpointed with the opinion that there may be better ways to spend money on social mixing.

[A-122, ST - staff member] ‘If Tempus money were to be spent on sending students to study centres abroad for interaction in existing centres, it would be no worse than spending money on establishing more new ‘centres’ (in Belarus).

Also good quality exchanges are by no means guaranteed.

[P-118, Kristin Tytgat] ‘Tempus has moved from missionary work to cooperation. Western countries were not the only ones who knew the truth. In my opinion any

project can only be successful when either party knows what to give one another. This is only possible after a long period of cooperation.'

'Use of experts'

Expertise was appreciated in most cases, but not all.

[Q-098, M3-GS] '(EXT-AW) did a very useful and professional job; M3-AL did not like it because the interviews she made revealed that his 'democracy' and 'openness' was rather declarative...But the main thing was that Minsk-3 was not yet ready to perceive EXT-AW's ideas being much busy with current problems and overloads.

5. Discussion on Question 2.

5.1. PCM.

The processes in the project cycle did not allow much room for manoeuvre in terms of improving individual and team effectiveness, but arguably the success of the consortium in winning a contract in the first place says something about their ability to recognise their strengths and weaknesses and to play to their strengths.

The use of short-term consultants was clearly highly problematical and reduced in some cases, the overall credibility of international cooperation as change agency. However, when it was properly managed, as in the case of the library consultancy, short-term assignments offered insights into problems which were not available from the core team.

Another more successful strategy was to continue to apply for bilateral funding through the British REAP programme, which provided additional flexibility in terms of opportunities for coordination visits.

- The adoption of the Minsk-3 appraisal scheme was an important Tempus outcome which could be disseminated to other universities in Belarus.
- In the absence of corporate strategy, individuals were motivated by charismatic leadership and their personal agenda.
- Useful monitoring led to a timely refocusing of the project and more realistic objectives.
- Systems and procedures established have more sustainability than staff development as individuals tend to leave (although staff development has a cascading effect in the higher education system as a whole);

5.2 Cybernetic evaluation.

Part of the relative success of the latter part of the project was due to the realisation that Minsk-3 was a different institution managerially and culturally, and that they did not wish to become 'like us'. Several factors were instrumental in this realisation. One factor was that there was no truth in the suggestions which had been made by the first Rector that Minsk-3 that the academic mission of Minsk-3 was appreciably different from that of other institutions, except in quantitative terms. Minsk-3 as a small, elite institution placed an additional study loading on students and the teaching had to reflect a slightly different approach to resolving the shortage of learning resources. However, these and other deviations from the norm did not amount to a significantly different organisational culture in Minsk-3 especially able to embrace new managerial solutions from the West. Another factor was that the more one witnessed the transactions between the Ministry of Education and Minsk-3, the more one was stuck by the authority which the former wielded over the latter. However, cooperation with the Ministry of Education (and other official bodies) could also occasionally reap important windfall capital investments or grants for research. Much of the negotiation behind this was done on a personal basis, way beyond the ken of the Western consortium and its rationalist approach to strategic planning.

The solution to the incongruence between the private objectives of the Minsk-3 staff and the public objectives enshrined in the Tempus proposal was to redirect the remaining project resources at tasks which carried a reasonable *quid pro quo*. For example:

- (i) It became more feasible to consider the needs of the institute for advice about corporate planning, when Minsk-3 started to look for international support to help it to acquire university status.
- (ii) Academics were prepared to host inward visits if, when it was their turn to go abroad, they could have some spare time to pursue their research interests.
- (iii) The production of students' self-learning study package progressed only because it was agreed that it was acceptable to simply reproduce lecture notes in small pamphlets. This was an urgent requirement because there were too few textbooks in the library, but in actual fact funded international cooperation added nothing whatever to this process.

Starting to give the Partner State University its cultural *right to exist* began to establish a more realistic working relationship between the consortium members. This was a difficult concession to make when we, as Westerners, tended to enter Tempus with a belief system grounded in the days of the Cold War. However, by the end of the project these beliefs had been considerably updated, suggesting that the learning process can work both ways, as it should do!

6. Emerging answers to Question 3.

What would have needed to be different at Programme, institutional and Project level to support this?

Answers to this question were discussed more widely with stakeholders at all levels. Once again, the analytical statements have been synthesised according to topic in accordance with the examples below, but the statements have been grouped according to the multilevel analytical framework.

6.1 Programme level.

‘More flexibility’

[Q-105, T1-DC] ‘Tempus was too inflexible to cope with serendipity. We were working on the Trojan horse principle –change something and it will pull other things along. Tempus rules were destabilising of this policy. Yes, we did unfreeze, but we implemented poorly. An improvement would be flexible mobility projects’

‘Better knowledge and clearer priorities’

[P-118 Kristin Tytgat] ‘The centralisation of HE in the CIS is misunderstood by Tempus. How can widespread change at the periphery be considered without reference to the commanding heights of Moscow and St. Petersburg? How can projects be run with branches of universities without involving the centre?’

‘Distribution of funding not an issue’

Do western universities wield too much power by controlling the Tempus purse strings? The informants thought not.

[A-122, ST - staff member] ‘I think for our conditions (in Belarus) the distribution of funding for projects is reasonably optimal.’

[A-122, BEL-IG] ‘Concerning ‘He who pays the piper calls the tune’ – Although it might seem that CIS universities wish to take more control over co-ordination, when Russian and Ukrainian universities were offered the chance to be co-ordinators practically everyone refused. The problem is that there are still too few professionals capable of really managing international relations. It is necessary to work in at least two languages, to resolve difficulties and conflicts, work with LFA – a lot of work.’

[A-122, BEL-IG] ‘Concerning cooperation, western universities desire to see that their partners from the east are really interested in cooperation, that they will also get something out of it, not just supply their partners with equipment. It is not a question of money. If you have a clear aim money will always be found. We say that we have no money. In actual fact we have plenty of money. For example one regional university set itself the task of establishing a students club. This was done in the context of other discussions about university management. The aim was clear. Once the aim is clear it is possible to collect more money.’

6.2 Institutional level.

‘It is not a question of money’

Universities complain about funding rules restricting their freedom of choice, but it is worth asking how much they really are dependent upon funds from donors. Much of what they do they can and do finance themselves.

[A-122, ST - staff member] ‘Western universities desire to see that their partners from the east are really interested in cooperation, that they will also get something out of it, not just supply their partners with equipment. It is not a question of money. If you have a clear aim money will always be found. We say that we have no money. In actual fact we have plenty of money. For example one regional university set itself the task of establishing a students club. This was done in the context of other discussions about university management. The aim was clear. Once the aim is clear it is possible to collect more money.’

‘Academic staff can use Tempus for research at the margin’

Tempus rules forbid the use of Tempus funds for research activity, but this is one of the main drivers behind academic cooperation. If it does not detract from the objectives, research can be incorporated into exchange activity.

[A-122, ST - staff member] ‘Universities complain that the Tempus programme does not admit research. However, whilst Tempus is realising that there cannot be good teaching without a developed research base in the subject, grants are still not intended for research projects. Nevertheless a ‘research day’ can be included in every visit in the framework of developing personal contacts between researchers. There are now grants for individual mobility which can advance this.’

‘New models of cooperation have to be used’

[Q-112, T1-RE] The central argument in DR’s chapter seems to be that the largely American project management and change literature did not apply in this case, that there is a difference between experience and the orthodoxy. Therefore the main question is why is there a difference what is the right approach? If poor objective-driven policy leads to failure, how can the viscous circle be broken?

It is necessary to investigate non-private sector European collaborative models, possible along the lines of new theories on *Participative Organisational Change*. ‘How do you learn from difference’ must be a valid research question. Organisational learning should take place through comparison. The learning should then be internalised.

The Nordic work life research networks, in which RE is involved, have made a virtue out of lack of concrete objectives. Instead the focus of action research is *process*. The notion of ‘best practice’ is questionable on an action learning model – what is best practice in one situation might not be best or even good practice in another.

6.3 Project level.

‘Conflict management.’

Management of change inevitably requires strategies for conflict resolution and a degree of selectivity.

[Q-095, S2-JP] 'We should organise a meeting with a person. If necessary we would have to evaluate keeping the person in the programme.'

'Level of expertise.'

Universities are not always expert at making project proposals, and academics do not always seek the skills they need.

[A-122, National Tempus Office] 'Unfortunately, we always get involved in helping to work out projects at the last minute. And because participation is always last minute we cannot help, and Belarusian universities are always left out of the planning and feel excluded from decision-making in the project. When this happens it is our own fault, and the result looks like the project is written for a British university.'

'Motivation of staff needs to be addressed at the individual level'

When the idea of forming so-called psychological contracts with staff members was floated this did seem to meet with approval.

[A-122, ST - staff member] 'Universities are large, they need to feed themselves, so it seems to me that there is no problem in individuals exploiting projects to further their personal interests.'

However, in the formally centrally planned economies the management of these psychological contracts could become over centralised.

[A-122, BEL-SV] 'David suggests that as well as expressing the official aims and objectives of a project on paper it is possible to develop 'internal contracts' with individuals to ensure their cooperation. Putting together a list of possible questions which have to be decided internally, i.e. in conference with the rector, could be a task which could be taken on by the *Association for International Relations*. When the tasks and subtasks for an individual are written down then on completion of the trips, the excursions, the discussions, with western partners then it is possible to consider point by point what the results were of the visit. Using such a written system then there will be some kind of result.'

7. Discussion on Question 3.

7.1 PCM.

In relation to the programming cycle, it would have made sense for the evaluation part of 'monitoring and evaluation' (Process 8) to have been done to identify the weaknesses in the system. However, it is not clear, as argued above, that the Commission was in any position to correct the perceived weaknesses, in particular the problems which the universities in the consortium had in coping with objective-orientated project design and management.

The chief improvement to the programme cycle which would have made a big difference to teamworking in the project, would have been to relax the national priorities to enable a variety of relevant 'actions' to be considered which would have made the best use of resources available in the partner universities.

The project cycle possesses a rigidity which defies reappraisal and improvement. The stakeholder processes, negotiations and transactions are entrenched and interdependent administratively upon one another. It is difficult to see, ten years on from the adoption of the Tempus programme, how to improve the system without the accountants immobilising it. However, there are areas in which the project cycle can be adapted, even within the limitations of the current stakeholder interests. The freedom of institutions to use opportunities like external seminars and conferences for staff development has now been recognised as important by the Commission, and the rules are to be relaxed to allow this. The contracting of external experts is still not allowable, but this could be allowed by granting contractors the same freedoms as contractors in the Tacis programme.

Perhaps the most urgent need which the project had and for which there was no satisfaction from official sources in the project, is for expert information and advice about educational policy issues. The European Training Foundation has a network of Tempus Information Points and National Vocational Education and Training observatories in the Partner States. The network is poorly funded and staffing levels are low, but the basic infrastructure is in place for a much more dynamic exchange of information and expertise than was the case in the Minsk-3 project. Information needs to be accessible to universities and the European Commission can afford to be proactive in using knowledge to prevent some of the problems and misperceptions which dogged the project. However, a new system of knowledge management would have to be introduced which allows for the experience learned in projects to be fed into knowledgebase along with the in-country expertise offered by specialists.

Expertise needs to be made available from project funds to help universities to cope with the difficulties of the LFA.

We need to be more critical about the ability of participants and institutional partners. We need to be selective and chose partners which really meet our needs. We need to be strategic in our thinking – show determination to continue with lines of development out with the Tempus funding.

(D) We need to organise dissemination modalities better. Unfortunately, the EU has failed to do this effectively. Have networks been established in Belarus for this?

7.2 Cybernetic evaluation.

Certain procedural failures in PCM can be corrected using better processes of management across cultures employed to make the best of the opportunity of the Tempus funding.

The reality of Tempus cooperation of course is about people rather than institutions – people and what motivates them as individuals to be passionate about change. I feel that the enquiry confirmed my suspicion that even workers in higher education work better when they are motivated by their potential personal gain as well as perceived value added for the university. Therefore it is possible to bargain with individuals to ensure that their personal agenda is addressed by the opportunity to travel as well as the project interest. Staff members' personal development agenda needs to become explicit so that Tempus can negotiate a psychological contract with them and improve their teamworking. Then the project would be more successful were it to concentrate less upon direct intervention in activities and the achievement of measurable outputs than on supporting the implementation of individuals' psychological contract within their team context.

This bargain can be made explicit through a kind of staff appraisal system, the like of which was experimented within the Case with some success. The pilot appraisal scheme should be integrated into a system of departmental performance management of activities (including Tempus activities).

For this kind of innovation to be successful, institutions have to allow staff members the space to express themselves, and the conditions for that expression have to be kept non-threatening, i.e. the message must be repeated that personal ambitions are acceptable, and do not lead to negative judgements about the person from their line manager or rector. In the former centrally planned economies it is very difficult to guarantee this, not just because power is centralised but because inter-personal rivalries are heightened in the struggle to 'be someone' – this is the corollary of the Minsk-3 rector's 'Theory of Abnormality'. Whereas excellence is applauded, the fact of being different through excelling also has negative implications for everyone else.

If the recommendations of the late Dr Franz Peter Küper, the former European Commission head of unit, had been accepted, there would have been the opportunity for universities to use the expertise of outsiders, such as former Tempus or bilateral project co-ordinators or experts from international organizations to facilitate cultural understanding and managerial competence between new Tempus partners. Unfortunately, the Commission did not accept this idea because they felt that such a system would be difficult to control, and presumably that universities would award consulting contracts to their friends.²² Whilst this might be a

²² Data item: interviewee 'RA', archived as Q-107.

possibility, it is arguable that with such large projects, anything that can reasonably be done to get them off to a good start would be worth doing. The missing expertise in the operation of LFA, as well as in intercultural communication and relationship management was never properly replaced or compensated for by the universities.

Another clear message from the research is that time to get to know one another is vitally important. On the one hand there is very little chance that projects can be extended beyond three years owing to politically controlled funding arrangements. On the other hand three years does offer a reasonable amount of time for a smaller project to be realised.

Discussion with the academic co-ordinator of the Minsk-3 project has led to a proposal for a new, flexible ‘operating envelope’ for a Tempus project to be adopted. The essential improvement would be to allow projects to change, quite radically, their aims and objectives to overcome their short-term crises, as long as they keep within the dimensions (financial, temporal and overall objective) of the overall envelope.

In the proposed new project contract, the performance indicators measuring the success of the project would also be changed. Instead of listing just the deliverables which each project should produce, the success criteria should relate to how well the team and individuals were developing their cooperation in terms of communication, sharing and productivity. The value which projects attach to learning from experience, to becoming a learning organisation, and the expertise which they demonstrate in experiential learning would become the key variables which distinguish the successful projects from the unsuccessful ones.

Diagrammatically, the difference between the old system (Figure 19) and the proposal (Figure 20) would be as follows:

Figure 19. Project progress to target with narrow operating envelope (target not achieved)

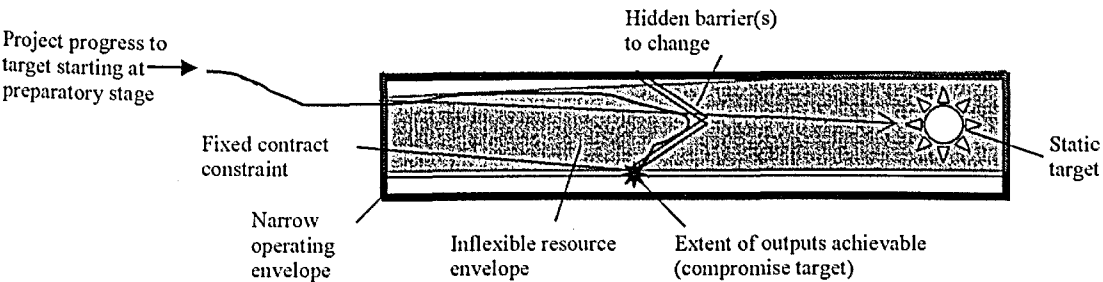
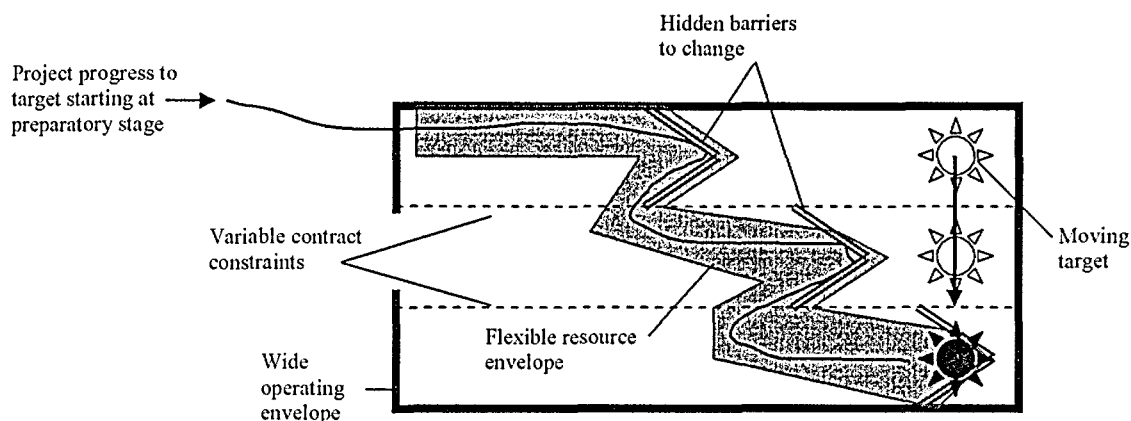


Figure 20. Project progress to target with wide operating envelope (target achieved)



Given that the overall objective of Tempus is to put universities in touch with one another, any mechanism that can be found to increase the amount of *quality* time together which they enjoy must be meeting this goal. Nevertheless, it is recognised that this kind of project is more organic than the norm in international assistance programmes. The argument is that Tempus is a special case because universities are learning organisations and they develop slowly.

There can still be room for universities in the traditional objective-orientated project set up provided that a distinction is drawn between these projects and the organic ones. If university-based teams can field the LFA skills and the subject knowledge to undertake management consultancy then they should do this with the added advantage that they are also learning organisations. However, if they are giving management consultancy as opposed to developing an equal partnership then 'Tempus', or more probably the European Commission itself, should presumably reward universities appropriately for applying those skills, instead of costing them money.

Chapter 7 Conclusion

About this chapter.

The concluding chapter of the present case study is arranged to spell out the contribution to knowledge of the research.

It is hoped that the conclusions may inform policy about the Tempus programme and that, likewise, individuals who have participated in Tempus can draw valuable lessons from the case which they may be able to apply in their own experience.

1. Introduction.

The foregoing interpretation of the data has juxtaposed an analysis in one project of the strengths and weaknesses of the Tempus project cycle management approach with findings attributable to social and psychological phenomena. Tentative conclusions can now be drawn out about this case in consideration of the overall programme context, the context at university institutional level and also in relation to effective change management and the consolidation and sustainability of the processes and outputs at the project level.

2. Programme level conclusions.

From the interpretation, we can see that the spectrum of issues for consideration by project managers goes beyond the simple application of project management tools in order to maximise the effectiveness of Tempus inputs. The external environment continues to exert influence, likewise the internal decision-making culture and the way that the partners grab hold of new opportunities to develop new projects and create new partnerships. In the context of our Tempus projects we were very concerned, as co-ordinators, about producing the necessary documentation for the EU in order to avoid conflict with the Tempus administration. Unfortunately, the documentation itself produced limited support to the project in the process of achieving targets.

The case provides evidence of the weakness of a task-orientated approach to managing a project which is more valued for the intangible benefits such as 'being part of the international academic community' than for its paper deliverables. One has to respect the position of the European Commission that they are under enormous pressure, especially in the

light of the events in 1999, to be seen to protect public money. Contracts are managed tightly financially and strict restrictions are applied on how money can be used. The restrictions are intended to improve 'accountability'. However, the prime concern was to account for money and not the impact of the project. If impact is really the political concern, as it should be, then it is inadvisable to make financial control the key concern of project management. This kind of over-simplification fulfils the Macnamara Fallacy and makes a mockery of evaluation.

Writes Charles Handy:

Unfortunately, Macnamara was right. He said, in what has come to be known as the Macnamara Fallacy:

The first step is to measure what whatever can be easily measured. This is ok as far as it goes. The second step is to disregard that which can't be easily measured or to give it an arbitrary quantitative value. This is artificial and misleading. The third step is to presume that what can't be measured easily really isn't important. This is blindness. The fourth step is to say that what can't be easily measured really doesn't exist. This is suicide.

What does not get counted does not count. Money is easily counted. Therefore all too soon, money becomes the measure of all things. A just society needs a new scorecard.²³

It is unreasonable in the circumstances to accuse the Commission of blindness or suicidal tendencies. The Tempus management more accurately seems to be hovering between steps two and three. At a time when organisations even in the private sector are seeking new knowledge creating coalitions it does seem anachronistic that so much emphasis was put on an accountants perspective of success. Some of the outcomes from collaboration might indeed be quantifiable. Others will not. The frameworks of collaboration could be different to suit projects which provide solid *expertise* as opposed to those which are orientated more on the process of *cooperation*.

Value judgments about social justice may lead to the conclusion that the Commission and the Member States should be operating a more balanced scorecard in relation to Tempus. At present the balance has not been struck, but the European institutions as a whole are arguably not in equilibrium in so many areas from the democratic deficit to questions of enlargement. They suffer from structural problems as well such as under manning. It is no doubt naïve to expect too much from them, but this does not excuse projects from having a form of balanced scorecard and this is discussed below in the project level conclusions below.

The politics of sustainability and dissemination seems to be about making funding go further, i.e. if one disseminates outputs to three other universities, then one has quadrupled the effect of one Tempus project. However, the process of dissemination has a cost and these costs were not entirely recoverable within the scope of one project's life-cycle. This is why we applied for a Compact Project for networking, but this was not funded. This is unfortunate

²³ Handy, 1994, p.219.

because networking is a long-term commitment. Networks do have to be 'teased out', and this has to take place not by dint of high authorities but by universities with their partners. The process in Western Europe began in earnest with the Erasmus programme, and is now continuing with the creation of the so-called EHEA (European Higher Education Area) and the implementation of the ERA (European Research Area). Whether or not these areas become one, their creation is enshrined in intergovernmental agreement reached in the city of Bologna and the process of their realisation is now known as the Bologna process. Belarus, naturally, would like to be part of that process, and Tempus seems to be working in that direction. That is good because the solutions to promote virtual or physical mobility can be developed at system level only to a certain degree. In the proceeding of the Conference of European Ministers in Charge of Higher Education in Prague, May 18-19, 2001, it was reported that:

the experience so far shows that the sounder developments on mobility have taken place within networks, where the institutional/local level proved to be crucial for trust building and the consequent search for flexible solutions.²⁴

The kind of educational open-door policy suggested by EHEA/ ERA is not without cost. East-West dialogue on CIS countries' access to 'Bologna' is at a very early stage.²⁵ However, there needs to be political pressure on both sides to clarify support for networking beyond the short-term and piecemeal opportunities afforded by Tempus.

There is an issue concerning the authenticity of the Member States in offering assistance through Tempus, whilst at the same time not apparently thinking through all of the implications of what that assistance will mean.

The Member States have made life more difficult for themselves by not supervising more closely the development of the European Training Foundation which became functional in 1995. As there has been tension and difficulty surrounding its role relative to the European Commission, this spat has not helped it to look outside of Brussels for partnerships and programmes in which it can take a leading role. Were it to establish its independent financial base, and it is not the role of the European Commission to finance autonomous agencies of the EU indefinitely, then the continuity which the ETF could bring to Tempus might resolve some of the pressing difficulties which programme managers are facing.

Europe is not diminishing its dependence upon the Logframe to manage projects. With regret I noticed that the brand new 'Tempus' - Asia Link – a programme for cooperation with East Asia, will be funded at lower levels and for shorter periods even than East-west Tempus, and this despite the huge cost of air travel between Europe and the Far East.

²⁴ Presentation by Mr. Sérgio Machado dos Santos. See proceedings on the summit at the website of the European Universities Association, <http://www.unige.ch/eua/>.

²⁵ Data item: interviewee 'ST', archived as Q-111.

Grant applications are expected to take the form of "full scale" projects following the Logical Framework for the project. Asia-Link does not finance preparatory phases of projects. Activities that have already taken place before the signature of a grant contract may not be reimbursed.

Nevertheless, despite the 'full-scale' – grants of only Euro 200.000 to Euro 300.000 are available although the travel costs to East Asia are very much higher than they are to Eastern Europe:

Individual assistance and counselling on project ideas or proposals is not available, in order to ensure transparency and equal opportunities to all. Only applications officially submitted within the framework of the Calls for Proposals can be evaluated.²⁶

In the meantime the European Training Foundation is proceeding with its interest in carving out its niche as a centre of expertise. This appears to be where its future lies, there being little possibility of it retaining the contract for the technical assistance of the Tempus Programme in the long term.

A more professional approach is required to Tempus. If the ETF for whatever reason is not available to help universities, then there would need to be other arrangements.

To summarise, at the programme level the driving force of organisational politics militates against better teamwork. However, some of the stakeholders like the CIS universities and governments and the ETF are more involved in a positive sense than universities account for or give credit for. This demands a response from the West couched in the values and quality system of community and collegiality.

3. Institutional level conclusions.

Some institutional constraints on academic life seem to threaten teamwork, especially in institutions which do not prioritise international work as part of their core activity. This position is less and less defensible in an international knowledge economy, but in relation to Tempus the involvement of some western universities, including Thames-1 and Somme-2, has been to scale down their involvement. Provided involvement does not stop altogether, this may not be a bad thing if the scaled down activity is less politically sensitive and more productive. Smaller projects like REAP are also more likely to succeed, and there is nothing better for securing the continuity of networking than success, except perhaps money. However, the continued funding demands a degree of success.

²⁶ Frequently asked questions from the EuropeAid Website:
http://europa.eu.int/comm/europeaid/projects/asia-link/faq_en.htm

Before a critical mass of success has been achieved, proposals for new projects are only really realistic if there is a senior management 'champion' backing the Tempus proposal all the way. The project had such a person, and such a person is necessary but not sufficient. There must be an academic 'enthusiast' at the helm to co-ordinate all of the activity and make sure than things do happen as there are supposed to. The project had an enthusiast. However, just one enthusiast is insufficient to stop the initiative becoming dependent upon managers' powers of persuasion, i.e. '*lead and plead*'. The project, was unfortunately, a classic lead and plead scenario.

Another message from the Case Study of institutional significance is that the long-term approach does pay off. This is in keeping with the networking dynamic discussed above as the development 'paradigm' changes in favour of partnerships with longer-term approaches, but there remain funding shortages and political tensions to be resolved inside universities before they can commit to anything 'long-term'. Universities in the West have to decide what they want out of Tempus. As the European Commission said in interview,

Given that they are making an investment in a Tempus project, universities should consider their bargaining position with their partners and try to choose a consortium in which they too derive the benefit they are looking for.²⁷

There was no such consideration until much later on in the project, by which time it was too late to withdraw. The cost-benefit analysis in effect has to be more sophisticated and universities must enter partnerships with their eyes open. It means they must know with whom they are dealing. Cultural stereotypes and misconceptions about what expertise they have to offer weaken the arguments either for or against Tempus, as do decisions on going into Tempus for the wrong reasons, for example like the white knight on a charger galloping to the assistance of damsel-like CIS universities in distress.

In recent times, an anti-western critique has been gathering strength to defend the values which lead to the establishment of the Soviet educational model. Russian sociologist, Theodor Shanin, expressed a view widely held in the FSU that the West is presently narrow-minded and biased in its attitudes to Russia (and other part of the FSU), that the western mass media 'tends to present Russia (if at all) just as incomprehensible and evil'. He writes:

For the sake of all, the western vision of Russia must be made more realistic. Russia should be looked at in all its complexity as well as in the light of historic changes taking place, i.e. in terms of generations rather than a few weeks at a time.²⁸

²⁷ Data item: interviewee 'MK', archived as Q-109.

²⁸ 'The new isolationism: West versus Russia', undated, unpublished paper (archived in 2000)

The idea of the CIS joining the Bologna process must work in favour of a more balanced relationship between East and West, which ought to be available to us 10 years or more on from the break up of the Soviet Union.

Finally, a conclusion from the case was that international relations in general and Tempus in particular tended to be treated as non-core activity and therefore not subject to the close supervision of management. Mistakes have been made by universities in the past in underestimating the importance of their international links. Poor quality in international cooperation, as well as being a poor diplomatic advertisement, can be symptomatic of a lack of commitment to quality in core activity as well. Hence universities which do value their reputation and international profile, and which do reflect on the quality of international work in relation to their quality assurance procedures, would do well to extend their evaluation criteria to evaluations of international teamworking itself. This might be a message for the EU monitoring and Evaluation teams as well, except that at present the rules are very strict on how they operate.

4. Project level conclusions.

*Certainly in every public work which in it anything of gravity contains,
preparation should be with importance commensurate,
and therefore a plan was by them adopted;
(whether by having preconsidered or as the maturation of experience,
it is difficult in being said which).*

From the novel *Ulysses* by James Joyce

The project, like all projects, was about people and like all people, we were fallible. The project was neither *preconsidered* to a degree which could guarantee success nor was it safe to rely upon the *maturation of experience*.

The project had been better off than many Tempus partnerships in that there had been two years of bilateral contact before the main project got started, and yet we still failed to interpret the local context correctly until it was almost too late. Thus the strong message arising from the case is that it is wise to involve expertise in inter-cultural cooperation, and to try to increase the sustainability of outputs in Tempus projects through understanding the relationship between team, individual and task in project management. Unless personal and culturally based objectives are taken on board it is most unlikely that the Tempus official objectives will be realised.

If one accepts this point, then the management of a Tempus project really needs to be opened up to a wider appreciation of its complex nature than that afforded by the present project management blueprint. Not matter how sophisticated the project management tools, there is a

real danger that the emphasis of Tempus on the processes leading to goal achievement and upon reporting milestones creates an unbalanced fixation on limited measurements of success.

As mentioned in the section on programme level conclusions above, concern for social justice in Tempus does suggest that the scorecard of how the project is performing needs to be kept in balance, i.e. there should be less concentration upon a limited number of performance indicators, like getting the annual reports in on time. Important though the annual reporting was, the concentration upon annual reports and the response to monitoring represented an over-concentration on accountability versus other possible success factors.

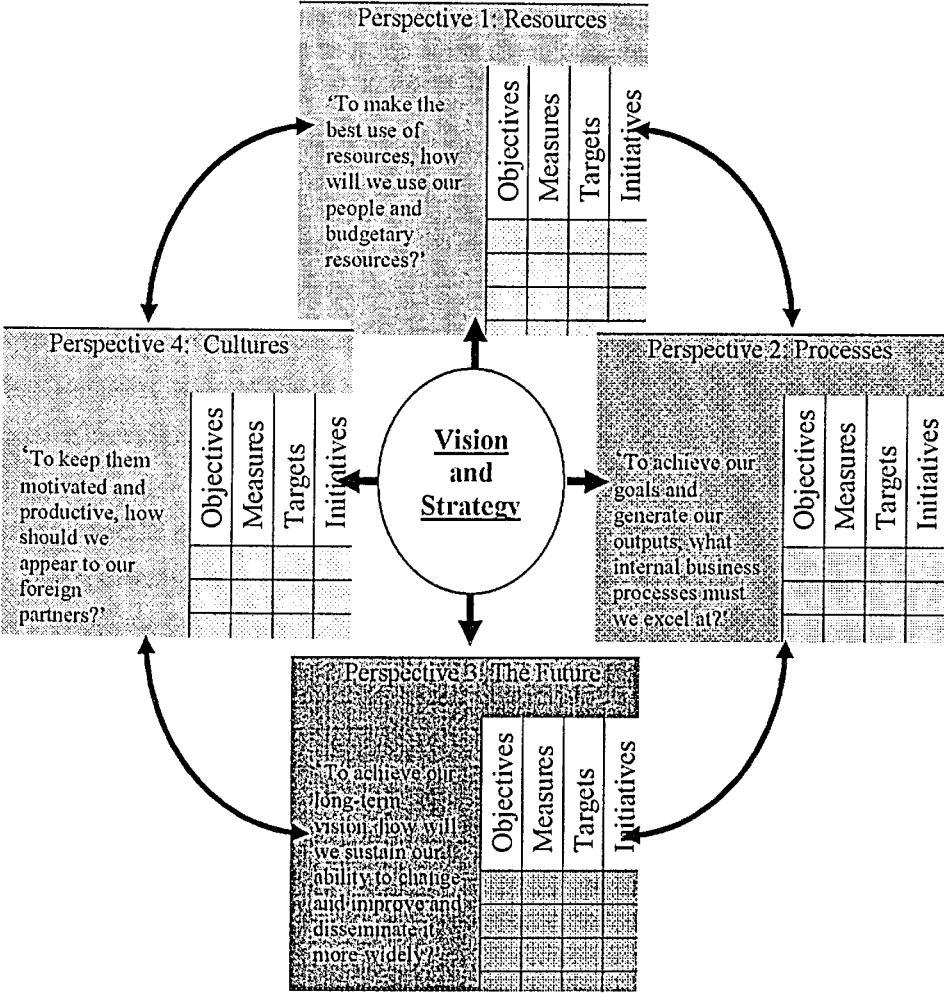
What other success factors is it reasonable to consider when setting up a management system? The monitoring visits were a more successful form of control and had a quality enhancement effect. However, the monitoring visits were infrequent and our response reactive. It would have been better to control evaluation ourselves by using a system of self-monitoring, then the visits would be more likely to be well-informed and constructive and be less likely to surprise us with their conclusions.

There are a number of possible perspectives from which it can be useful to estimate the success of an enterprise such as Tempus. We have mentioned a few such as costs and benefits and personal and culturally based objectives. The proponents of the so-called balanced scorecard management system, Norton and Kaplan²⁹, concentrate on four main perspectives (see Figure 21). They include the *financial* perspective ('to succeed financially, how should we appeal to our shareholders?'), the perspective of *internal business processes* ('to satisfy our shareholders and customers what business processes must we excel at?'), the perspective of *learning and growth* ('to achieve our vision, how will we sustain our ability to change and improve?') and the *customer* perspective ('to achieve our vision, how should we appear to our customers?').

The BSC for public sector organisations obviously has to be adapted from this but has been successfully in local government and elsewhere.

²⁹ Kaplan and Norton, 1996.

Figure 21. The ‘Balanced Scorecard’: four perspectives on change



Since we cannot improve what we cannot measure, the balanced scorecard approach suggests that we develop measurements, collect data and analyse it relative to each of these perspectives. Managers can then take steps to move an enterprise forward keeping each of these strategically important perspectives in ‘balance’ using information provided by the measurements. Since the invention of the balanced scorecard approach in the early 1990’s, public sector managers have tried to define appropriate perspectives and measurements relevant to their own organisations and strategies. Advice from the Balanced Scorecard Institute³⁰, which has taken the notion of balanced scorecard and applied it to the public and non-profit centres, is that there is a case for using four perspectives and many different tools can enable collection of useful evidence relevant to each perspective.

³⁰ See www.balancedscorecard.org.

In Tempus the perspectives can be modified to reflect the special circumstances:

Perspective 1 – Resources; this could be interpreted as costs-benefits

Perspective 2 – Processes; these should be more than those contained in the official project cycle but include politically- aware consideration of the expectations within universities and the internal processes which operate

Perspective 3 – The future. This again must be politically and culturally aware. Consideration needs to be made of the use of outputs, what the project will lead to in terms of continuation, and how benefits can be reinvested in the future.

Perspective 4 – Cultures. Cultural awareness should be not just intuitive. It must be knowledge and resource based too, i.e. there must be adequate research done to find out about ‘stones under the water’, and there must be adequate resource put into communication between partners to ensure mutual *understanding*, not just hearing.

What one can learn from methodically thinking in different perspectives can include radically different solutions, some of which could rule out projects like Tempus altogether. Using each perspective provides also different evaluations of the Tempus project.

Looking first at the resources perspective, an economic and financial evaluation reveals much about the opportunity costs of Tempus. Universities should be thinking more about this before they get themselves involved, and it raises the question, if we had been more financially aware, would we at Thames-1 have considered being a contractor?

In the Tempus budget³¹ (see Figure 22) the full cost of the activity undertaken in the three years and shared between Tempus and the partners is not properly indicated. Almost all of the money payable in respect of purchasable items like air tickets, accommodation and equipment was met by the project, but the grant met but a fraction of the main cost to the universities involved - staff salaries and contributions. On the one hand the financing philosophy was that the grant should not completely support the activity, but on the other hand universities are obliged to count the cost of supporting Tempus work. According to a cold cost-benefit analysis, Tempus work is increasingly difficult to support in the adverse economic conditions which universities face.

Figure 22. Tempus project budget.

Year	1 – 1995/96 (16 months) (Sums in Euro)		2 – 1996/97 (12 months) (Sums in Euro)		3- 1997/98 (12 months) (Sums in Euro)		All 3 years EURO
	Planned	Achieved	Planned (Includes balance transferred from Yr.1)	Achieved	Planned (Includes balance transferred from Yr.2)	Achieved	
Organisational (Staff costs)	34,630 (4,200)	31,170 (3,608)	59,133 (12,175)	57,842 (12,982)	43,684 (11,000)	46,708 (12,570)	135,720 (29,160)

³¹ Compiled from the three Annual Reports; U-023, U-025, U-27.

Year	1 – 1995/96 (16 months) (Sums in Euro)		2 – 1996/97 (12 months) (Sums in Euro)		3- 1997/98 (12 months) (Sums in Euro)		All 3 years EURO
(Equipment)	(19,226)	(19,455)	(31,250)	(34,899)	(21,000)	(24,963)	(79,317)
(Other costs)	(6484)	(4,079)	(10,830)	(6,350)	(9,618)	(6,160)	(16,598)
(Overheads)	(4,720)	(4,028)	(4,878)	(3,611)	(2,066)	(3,015)	(10,654)
Mobility	46,200	34,313	55,550	46,243	38,950	35,926	116,482
Total	80,830	65,483	114,638	104,085	82,634	82,634	252,202*

*Includes €2,500 entered as 'interest'

The full costs of the staff time if calculated in average annual staff months, with the participation rates given in the next table, is truly enormous (€264,820 or €423,712 including on-costs) in comparison with the salary compensation awarded (€29,000 is less than £18,000 to be divided between three universities and covering three years, i.e. only £2,000 per university per year – almost nothing).

Figure 23. Staff costs.

University and staff category	Number of persons in this category Involved in Tempus (numbers in brackets = Not involved in mobility)	Ave. Approx. Gross Salary per person month (Euro)	Approx. Total person/ months work time committed by this category	Salary cost of participation	Total staff cost including on-costs at x 1.6 (overheads, workstation, insurances, etc.)
Thames-1					
Senior	9+(3)	4,500	12	54,000	86,400
Middle	8+(5)	3,000	45	135,000	216,000
Junior	3+(6)	2,000	20	40,000	64,000
Somme-2					
Senior	2+(1)	5,500	2	11,000	17,600
Middle	2+(5)	4,000	4	16,000	25,600
Junior	(2)	3,000	1	3,000	4,800
Minsk-3					
Senior	8+(5)	100	12	1,200	1,920
Middle	19+(10)	55	60	3,300	5,280
Junior	6+(5)	40	33	1,320	2,112
Grand total	57+(42)= 99			264,820	423,712

Thus any university considering participation in Tempus needs to consider a mere 10% salary compensation factor, and if on-costs are considered, i.e. costs of maintaining a staff member with space and facilities, then the salary compensation in our case was less than 4%.

For the sake of argument, let us now speculate how the funding received from Tempus, €252,202, could have been better used! Our Tempus project delivered to taxpayers a modicum of success for their money, but the same money could have been used in a different way to achieve the same or greater effect. Half the 116 individual grantholders (persons who travelled abroad on Tempus) were repeat grantholders (persons who travelled more than once). The 'objectives' were met through the 58 different persons travelling (including a

student, the President of the Students' Guild), of whom only 32 were Minsk-3 staff. If these same 32 Minsk-3 staff members were to be considered as the exclusive beneficiary of Tempus, then it would have been possible from the Euro 252,202 invested by the EU taxpayer to spend Euro 7,900 (£4,800) on each person. For each of the 32, this £4,800 could have financed the following support (10/11 persons per year for three years):

- 6 months intensive language training in French or English in Minsk (£500 course and books)
- 3 months work experience/work-shadowing in EU university (overhead to host £500)
- 4 x 1 week targeted professional development training courses in France or England (4 x £500 fees only = £2,000)
- Local travel, book and software allowance (£200)
- 4 months accommodation in hostel and food allowance (£1,200)
- Salary for replacement staff member at home institution during 4 month absence (£100)
- Flight (£300)

One therefore wonders which would be the more effective programme in terms of improving university management.

Industrial placement needs to be carefully arranged with tutorial support and it needs to be related to the experience in the home institution. Perhaps a change management project could be set for the person who is involved in the placement. In principle a package could be worked out which greatly exceeds the effect of Tempus upon personal development, but in this scenario the balance of the mobility flows is missing. But how much of a loss is that?

The lessons learned in the case contributed to a proposal for a professional solution at project level to our search for team and individual effectiveness in our Tempus project. There are a great many lessons, many of which follow from the conclusions at programme and institutional level, but a list of priorities would include:

- Professional objective needs analysis.
- Negotiated objective setting and tasking taking in to account the values of both the donor and the host.
- Collaborative design – multiple possible outcomes, suggesting a need for greater flexibility.

In the Case Study we learned that in inter-university cooperation it is better to:

- Keep the same team (not to keep sending new people)
- Use tactical communications drills like group pre-mobility and debriefing forms
- Use the financial aid to pay for specialists taking the work load off the other implementers.
- Improve direct contact between individuals – do not use a mail hub like the ‘international office’.

Finally, we learned that it is important to recognise and celebrate success, whilst lowering expectations. This is a good route to more effective dissemination, as well as providing for the political security of the project.

Bibliography

Bibliography

The bibliography is in two parts:

Part 1: References used in the thesis text

Part 2: Texts consulted from which there are no references in the text.

Part 1: References used in the thesis text

Adelman, C.,

'Kurt Lewin and the Origins of Action Research', *Educational Action Research*, vol. 1 no. 1 1993, pp. 7-24.

Argyris, C.,

On Organisational Learning, Cambridge, Mass.: Blackwell, 1992.

Arrouays, M.,

'Has Tempus had any impact on the transition process within the beneficiary countries? *Higher Education in Europe*, vol. 21 no 2-3 (1996), pp. 49-55.

Avis, G.,

'Problems of educational change in Belarus; a discussion recorded, translated and edited by George Avis', *Education in Russia, the Independent States and Eastern Europe*, vol. 16 no. 2 (1998), pp. 51-63.

Bassey, M.,

Creating Education Through Research, Newark: Kirklington Moor, 1995.

Bassey, M.,

'Case study and fuzzy generalisation', unpublished lecture to KHARG on 20 June 1998.

Becher, A.,

Academic Tribes and Territories: Intellectual Enquiry and the Culture of Disciplines, Milton Keynes: SRHE/Open University Press, 1989.

Beck, U.,

Risk Society: Towards a New Modernity, translated [from the German] by Mark Ritter London: Sage, 1992.

Birnbaum, R.,

Management Fads in Higher Education: Where They Come From, What They Do, Why They Fail, San Francisco: Jossey-Bass, 2000.

Brookes, E and Jessup, J.,

Russia Training for Development Evaluation Report, USAID Global Bureau/Centre for Human Capacity Development (Internet version archived), 2000.

Burgess, R.,

In the Field: An Introduction to Field Research, London: Routledge, 1984.

Carlsson, J., Köhlin, G. and Ekbohm, A.,

The Political Economy of Evaluation: International Aid Agencies and the Effectiveness of Aid, Basingstoke: Macmillan, 1994.

- Carr, W. and Kemmis, S.,
Becoming Critical: Education Knowledge and Action Research, Lewes: Falmer Press, 1986.
- Carr, W.,
For Education: Towards Critical Educational Enquiry, Buckingham: Open University Press, 1995.
- Cohen, L. and Manion, L.,
Research Methods in Education, 4th Edition, London: Routledge, 1994.
- Coopers and Lybrand,
Evaluation of the TEMPUS Programme, Contract n.291150200-001, presented to the European Commission in May 1992, unpublished report, 1992.
- Coulter, D.,
Innovation and Change in [Minsk-3]: a Case Study of Higher Education Reform Implementation in a Former Soviet Republic, MA dissertation, University of London Institute of Education, 1998.
- Davies, R.,
Comments on 'Thinking about Logical Frameworks and Sustainable Livelihoods', online <http://www.livelihoods.org/post/logframe4-postit.html>, 2002, accessed 24 Jan 04.
- Day, C., Elliott, J., Somekh, B. and Winter, R., (Eds.),
Theory and Practice in Action Research: Some International Perspectives, Oxford: Symposium Books, 2002.
- Den Hartog, D., et al.,
'Emics' and 'etics' of culturally endorsed implicit leadership theories: are attributes of charismatic/transformational leadership universally endorsed?, *Leadership Quarterly*, 2002 (in press) (Internet version at <http://www.ucalgary.ca/mg/GLOBE/Public/publications.htm>).
- Denzin, N. and Lincoln, Y. (Eds.),
Handbook of Qualitative Research, Thousand Oaks, CA: Sage, 2000.
- Dick, B.,
'Convergent interviewing: a technique for qualitative data collection' [On line]. Available at <http://www.scu.edu.au/schools/gcm/ar/arp/iview.html>, 1998.
- Elliott, J.,
Action Research for Educational Change, Buckingham: Open University Press, 1991.
- Elton, L.,
'Quality enhancement and academic professionalism', *The New Academic*, 1 (2), pp 3-5, 1992.
- Ennals, R.,
'Action research as a new paradigm for the university of the new millennium', in *Educational Futures: Shifting Paradigm of Universities and Education*, Babüroğlu. O., Emery, M. and Associates, (Eds.), Istanbul: Sabanci University Press, 2000.

- ETF Evaluation,
Final Report (Vols. I-III), External Evaluation of the European Training Foundation, Contract no. 2001 – 3355/001-001, November 2002, Submitted by ITAD Consultants, 2002
- European Commission,
Evaluation of TEMPUS Achievements to Date and Views on Partner Countries' Remaining Needs, COM (96) 197, Luxembourg: Office for Official Publications of the European Communities, 1996iii.
- European Commission,
Tempus Output Promotion Study No. 1: Impact of Tempus on Institutional Management, Luxembourg: Office for Official Publications of the European Communities, 1996iv.
- European Commission,
Tempus Programme - Evaluation of the First Phase (1990/1991 - 1993/1994)
Tempus Programme - Evaluation of the Second Phase: Interim Report (1994/1995 - 1995/1996), done by the University of Kassel Centre for Research on Higher Education and Work and GES Mainworm and Over Gesellschaft für Empirische Studien bR, Kassel, COM (96) 428, Luxembourg: Office for Official Publications of the European Communities, 1996v.
- European Commission,
TOP Handbook – Sustainability through Dissemination, Luxembourg: Office for Official Publications of the European Communities, 1997iii.
- European Commission,
 'G.O.P.P. - Planning for Results' in *Innovation 2, GOPP, Quickscan, Innovation*, video film about Goal Oriented Project Planning by Windmill Lane Pictures Limited, Dublin, for Directorate General XIII, Luxembourg, 1998i.
- European Commission,
Project Cycle Management Training Handbook, Version 1 May 1999, Luxembourg: Office for Official Publications of the European Communities, 1999ii.
- European Commission,
Manual: Project Cycle Management, March 2001, Luxembourg: Office for Official Publications of the European Communities, 2001.
- European Training Foundation,
Objective-Orientated Project Design and Management, produced for the ETF by ITAD Consultants, unpublished (Internet version available), 1997ii.
- Fells, J., Lewis R.,
 'Case study: TEMPUS (Takis) support for the development of the history curriculum', *Innovations in Education and Training International*, vol. 33 no. 2 (1996), pp.126-131.
- Fonodova, I.,
 'TEMPUS in Slovakia, 1990-1995', *Innovations in Education and Training International*, vol. 33 no. 2 (1996), pp.103-111.
- Fukuyama, F.,
The End of History and the Last Man, London: Hamish Hamilton, 1992.
- Gaunt, J.,

The Development of Erasmus Programmes for Inter-university Co-operation and the Development of the EEC with Special Reference to Joint Courses with a Business Content, PhD: University of Wales, Cardiff, 1999.

Gibbons, M.(ed.),

The New Production of Knowledge, London: Sage, 1994.

Giddens, A.,

The Constitution of Society, Cambridge: Polity Press, 1984.

Geertz, C.,

The Interpretation of Cultures, London: Fontana, 1973.

Gladwin, C.,

Ethnographic Decision Tree Modelling, Qualitative Research Methods, Series 19, 1989, Newbury Park.

Glaser, B.,

Theoretical Sensitivity: Advances in the Methodology of Grounded Theory, Mill Valley, CA: Sociology Press, 1978i.

Glaser, B.,

More Grounded Theory Methodology: A Reader, Mill Valley, CA: Sociology Press, 1978ii.

Guba, E., and Lincoln, Y.,

Fourth Generation Evaluation, Newbury Park CA: Sage, 1989.

Gwyn, R.,

'Tempus (Trans European Mobility Programme for University Students): an overview'
Innovations in Education and Training International; vol. 33 no.2 (1996), pp. 132-143.

Habermas, J.,

Communication and the Evolution of Society, London: Routledge, 1976.

Habermas, J.,

The Theory of Communicative Action, Vol. 2, Cambridge: Polity Press, 1987.

Handy. C.,

The Empty Raincoat: Making Sense of the Future, London: Hutchison, 1994

Hare, P. (ed.),

Structure and Financing of Higher Education in Russia, Ukraine and the EU, Higher Education Policy Series 41, London: Jessica Kingsley, 1997.

Headland, T., Pike, K., Harris M., (Eds.),

Emics and Etics: The Insider/Outsider Debate, Newbury Park, CA: Sage, 1990.

Hellawell, D. and Hancock N.,

'A case study of the changing role of the academic middle manager in higher education: between hierarchical control and collegiality', *Research Papers in Education*, Vol. 16 No.2, pp.193-197.

Hofstede, G.,

Culture's Consequence: International Differences in Work-Related Values, abridged edition, Beverly Hills CA: Sage Publications, 1980.

- Hofstede, G.,
 'Dimensions of national cultures in fifty countries and three regions', in
 Deregowski, J., Dziurawiec S., Annis R. (eds.), *Expiscations in Cross-Cultural
 Psychology*, Lisse (Netherlands): Swets and Zeitlinger, 1983.
- Holden, N., Cooper, C. and Carr, J.,
Dealing with the New Russia: Management Cultures in Collision, New York:
 Wiley, 1998.
- Hollingsworth, S., (Ed.),
International Action Research: A Casebook for Educational Reform, London:
 Falmer Press, 1997.
- Hopkins, D.,
A Teachers' Guide to Classroom Research, Milton, Keynes: Open University Press,
 1985.
- House, E.,
Professional Evaluation: Social Impact and Political Consequences, London: Sage,
 1993.
- Hungarian National Tempus Office,
*Evaluation of the Hungarian Experience of the Tempus Programme of the
 European Union 1990-1993: Brief Summary*, Budapest: Hungarian National
 Tempus Office, 1994.
- Jongsma, A.,
Tempus @ 10, European Commission: Luxembourg, 2002.
- Kallen, D.,
 'Academic exchange in Europe: towards a new era of co-operation' in *The Open
 Door: Pan-European Academic Co-operation*, Occasional Paper of the UNESCO-
 European Centre for Higher Education (CEPES), Bucharest, 1991.
- Kaplan, R. and Norton, D.,
The Balanced Scorecard: Translating Strategy into Action, Boston: Harvard
 Business School Press, 1996.
- Kazelleova, J.,
 'Our centre and the TEMPUS programme' (Re. Project 'Developing Schools for
 Democracy in Europe'), *Oxford Studies in Comparative Education*; vol. 5 no. 1,
 1995, pp. 59-60.
- Kehm, B.,
 'Evaluating the Tempus programme: higher education development in Central and
 Eastern Europe', *Journal of Studies in International Education*, vol. 1 no. 1, 1997.
- Kehm, B., Maiworm, F., Over, A., Reisz, R., Steube, W. and Teichler, U.,
*Integrating Europe Through Co-operation Among Universities: The Experience of
 the TEMPUS Programme*, London: Jessica Kingsley, 1997.
- Kember, D.,
*Action Learning and Action Research: Improving the Quality of Teaching and
 Learning*, London, Kogan Page, 2000.

- Kemmis, S.,
Action research and social movement: a challenge for policy research; Education Policy Analysis Archives; Vol. 1 No.1 //epaa.asu.edu/epaa/v1n1.html, 1993, accessed 7 January 2004.
- Kolb, D.,
Experiential Learning: Experience as the Source of Learning and Development, Englewood Cliffs, N.J.: Prentice Hall, 1984.
- Lewin, K.,
'Group decision and social change', in Newcombe, T. and Hartley, E (Eds.), *Readings in Social Psychology*, Troy, Mo.: Holt, Rinehart and Winston, 1947.
- Livelihoods,
'The Livelihood System Approach to project planning', Berlin: Humboldt, University SLE (Seminar für Ländliche Entwicklung), Online version at http://www.livelihoods.org/info/tools/CATAD_planning.html, 2001.
- Locke, K.,
Grounded Theory in Management Research, London: Sage, 2001.
- Loftus, J.,
An Action Research Enquiry into the Marketing of an Established First School in its transition to Full Primary Status, PhD Thesis, Kingston University, 1999.
Accessible at, <http://www.bath.ac.uk/~edsajw/loftus.shtml>.
- Lomax, P.,
'Action research for professional practice', *British Journal of In-Service Education*, vol. 21 no.1 (1995a), pp. 1-9.
- Lomax, P., Parker, Z.,
'Accounting for ourselves: the problematic of representing action research', *Cambridge Journal of Education*, vol. 25 no. 3 (1995a), pp.301-314.
- Maslow, A.,
Motivation and Personality, New York: Harper and Row, 1970.
- McCutcheon, R.,
'The insider/outsider problem', University of Alabama,
<http://www.as.ua.edu/rel/pdf/rel100mccutchinsideroutsiderreading.pdf>, accessed 10/1/4
- McNay, I., (Ed.)
Visions of Post-Compulsory Education, Buckinghamshire: SRHE and Open University Press, 1992.
- Mead, G.,
The Works of George Herbert Mead: Vol. 1, Mind, Self and Society, Chicago, IL: University of Chicago Press, 1934.
- Mičiulienė, R.,
International Relations as a Factor for Structural Changes of the Lithuanian Academic Community (Based On The Tempus Programme), PhD: Kaunas University of Technology, Lithuania, 2000.

- Nadler, D., & Tushman, M.,
 'A diagnostic model for organizational behavior' in J. R. Hackman, E. E. Lawler, &
 W. L. Porter (Eds.), *Perspectives on Behavior in Organizations*. New York:
 McGraw-Hill, 1997.
- NCREL,
 'Professional development for teachers of reading: action research', North Central
 Regional Educational Laboratory, <http://www.ncrel.org/litweb/pd/action.htm>,
 accessed 4 January 2004.
- O'Dea, J.,
 'Pursuing Truth in Narrative Research', *Journal of the Philosophy of Education*,
 vol. 28 no. 2, 1994, pp.161-171.
- OECD,
Education and the Economy in Russia (Conference on Education and the Economy in
 Central and Eastern Europe, 29 June - 1 July 1992) Document OCDE/GD (92) 112,
 Paris: OECD, 1992.
- Open Society Institute
 Self- Evaluation Report The MAPA Project, Online version
http://www.osi.hu/iep/MAPA/MAPA_main.htm, 2004.
- Parlett, M. and Hamilton, D.,
 'Evaluation as illumination: a new approach to the study of innovatory
 programmes', Occasional Paper No. 9, Centre for Research in the Educational
 Sciences University of Edinburgh, 1972, reprinted in Gene V. Glass, ed. '
Evaluation Studies Review Annual. Volume 1, Beverly Hills, SAGE Publications,
 1976, pp. 140-157.
- Partington, P.,
 'Human resources management and development in higher education', a paper
 prepared for discussion at the Quinquennial Conference of European Rectors,
 Budapest, 1994.
- Pasteur, K.,
 Tools for sustainable livelihoods: project and programme planning, Brighton:
 Institute of Development Studies, online version
<http://www.livelihoods.org/info/tools/pas-PP01.rtf>, 2001i, accessed 23 Jan 04.
- Pasteur, K.,
 'Thinking about Logical Frameworks and Sustainable Livelihoods: A short critique
 and a possible way forward', online version at
<http://www.livelihoods.org/post/Docs/logframe.rtf>, 2001ii, accessed 23 Jan 04.
- Peeke, G.,
*Mission and Change: Institutional Mission and its Application to the Management
 of Further and Higher Education*, Milton Keynes: Open University Press, 1994.
- Pollitt, C.,
 'Evaluation and the new public management: an international perspective',
Evaluation Journal of Australasia, vol 9 (nos. 1 & 2), (1997) pp. 7-15.
- Powney, J. and Watts, M.,
Interviewing in Educational Research, London: Routledge and Keegan Paul, 1987.
- Prikulis, A.,

- 'An opinion: what it is like running a national TEMPUS office' (re. Latvian office), *Innovations in Education and Training International*, vol.33 no.2 (1996), pp. 95-102.
- Prokhorov, A.,
Higher Education in Belarus, Bucharest: UNESCO-CEPES (European Centre for Higher Education), 1994.
- Randall, D.,
'Higher education reform: an interim consideration of some experience from Hungary and Belarus', *Education in Russia, the Independent States and Eastern Europe*, vol. 13 no. 2 (1995), pp. 50-58.
- Robson, S and Foster, A,
Qualitative Research in Action, London: Edward Arnold, 1989.
- Savalyev, A., Zuyev, V and Galagan, A.,
Higher Education in the USSR, Bucharest: UNESCO-CEPES (European Centre for Higher Education), 1990.
- Sayer, J., (ed.),
Developing Schools for Democracy in Europe, Oxford: Triangle, 1995.
- Sayer, J.,
'Linking universities across Europe', in Smith, D. and Langslow, A. (eds.) *The Idea of a University*, London: Jessica Kingsley (1999), pp. 68-90.
- Schein, E.,
Organizational Culture and Leadership, 1st Edition, San Francisco: Jossey-Bass, 1985.
- Schön, D.,
The Reflective Practitioner: How Professionals Think in Action, London: Temple Smith, 1983.
- Scott, P.,
'International education on the eve of the general election', *Journal of International Education*, vol. 7 No.3 (1997), pp. 34-36.
- Scriven, M.,
Evaluation Thesaurus, 4th Edn., Newbury Park, CA: Sage, 1991.
- Seidman, I.,
Interviewing as Qualitative Research: A Guide for Researchers in Education and the Social Sciences, New York: Teachers College Press, 1998.
- Snow, D.,
Intercultural Communication Competence, MA research (received by researcher by email and archived), unpublished, 1998.
- SOFRECO,
External Evaluation of the Experience Gained by the European Training Foundation, Final Draft Report, May 1997 (unpublished, available via the European Training Foundation: Turin), 1997.

- Somekh, B., and Thaler, M.,
 'Contradictions of management theory, organisational cultures and the self',
 pp.275-287, in Hollingsworth, S. (Ed.), *International Action Research*, London:
 Falmer Press, 1997.
- Somekh, B.,
 Growth through collaboration in Day, C., Elliott, J., Somekh, B. and Winter, R.,
 (Eds.), *Theory and Practice in Action Research: Some International Perspectives*,
 Oxford: Symposium Books, 2002, pp. 79-104.
- Sommerlad, E.,
A Guide to Local Evaluation, London: Tavistock Institute ERDU on behalf of the
 Employment Department, 1992.
- Spradley, J.,
The Ethnographic Interview, New York: Holt, Rinehart, and Winston, 1979.
- Spradley, J.,
Participant Observation, Fort Worth: Harcourt Brace, 1980.
- Stake, R.,
 'The countenance of educational evaluation', *Teachers College Record*, 68, pp 523-
 540, 1967, Reprinted in Worthen, B & Sanders, R., (Eds.), *Educational
 Evaluation: Theory and Practice*. Worthington, OH: Charles A. Jones, 1973.
- Stake, R.,
The Art of Case Study Research, Thousand Oaks, CA: Sage, 1995.
- Stake, R.,
Standards-Based and Responsive Evaluation, Newbury Park, CA: Sage. 2003
- Stenhouse, L.,
An Introduction to Curriculum Research and Development, London: Heinemann,
 1975.
- Stenhouse, L.,
 'Case study and case records: towards a contemporary history of education', *British
 Educational Research Journal*, vol. 4 no. 2, 1978.
- Stenhouse, L.,
 'Library access, library use and user education in academic sixth forms: an
 autobiographical account', in R. G. Burgess, (ed.) *The Research Process in
 Educational Settings: Ten Case Studies*, Lewis: Falmer Press, 1984.
- Strauss, A., and Corbin, J., (Eds.),
Grounded Theory in Practice, Thousand Oaks, CA: Sage, 1997.
- Strauss, A., and Corbin, J.,
*Basics of Qualitative Research: Techniques and Procedures for Developing
 Grounded Research*, 2nd Edition, Thousand Oaks, CA: Sage, 1998.
- Swanson, R. and Holton, E.,
Human Resource Development Research Handbook, San Francisco: Berrett-
 Koehler Publishers, 1997.
- Tacis,

Tacis Interim Evaluation: Synthesis Report, no publication information, copy available from Luxembourg: Office for Official Publications of the European Communities, 1997.

Tempus Tacis Evaluation,

Tempus Programme in the NIS and Mongolia Evaluation Report, done by consultants FTP International Ltd., Helsinki and SPAN Consultants B.V., Utrecht, unpublished, 1998.

(Internet version available at:

http://europa.eu.int/comm/europeaid/evaluation/evinfo/tacis/951414_ev.html)

Tomancova, J., Kazelleova, J.,

'CDVU MU activity and the influence of the TEMPUS programme' (re. Univerzita Masarykova Centre for In-Service Teacher Education and Training), *Oxford Studies in Comparative Education*; vol. 5 no. 1 (1995), pp. 61-64.

Tomiak, J.,

'Education in the Baltic States, Ukraine, Belarus' and Russia', *Comparative Education*, vol. 28 no. 1 (1992), pp. 33-44.

Travers, M.,

Qualitative Research Through Case Studies, London: Sage, 2001.

United States General Accounting Office,

Foreign Assistance: International Efforts to Aid Russia's Transition Have Had Mixed Results (GAO-01-8), Washington: GAO, 2001 (archived electronically as P-084).

Viciani, I.

Linking Relief, Rehabilitation and Development (LRRD) in EU Policies and Practices, Unpublished ActionAid report, 2003.

Weber, M.,

The Theory of Social and Economic Organisation, Oxford: OUP, 1947

Wenger, E.,

'Communities of Practice. Learning as a social system', 1998, *Systems Thinker*, <http://www.co-i-l.com/coil/knowledge-garden/cop/lss.shtml>. Accessed December 30, 2003.

Whitehead, J.,

'Creating a living educational theory from questions of the kind, 'how do I improve my practice?' *Cambridge Journal of Education*, no. 19 (1989), pp. 41-52.

Whitehead, J.,

The Growth of Educational Knowledge: Creating Your Own Living Educational Theories, Bournemouth: Hyde Publications, 1993.

Wilson, L.,

'TEMPUS as an instrument of reform', *European Journal of Education*, vol. 28 no. 4 (1993), pp. 429-436.

Winter, R.,

Learning from Experience: Principles and Practice of Action Research, Lewes: Falmer Press, 1989.

- Winter, R.,
Action Research, Universities, and 'Theory', A revised and abridged version of a talk original presented at the annual CARN Conference, 1997,
<http://www.uea.ac.uk/care/carn/conf97/-PAPERS/WINTER.HTM> accessed on 24/3/2002.
- Winter, R.
 'Mangers, spectators and citizens' in Day, C., Elliott, J., Somekh, B. and Winter, R., (Eds.), *Theory and Practice in Action Research: Some International Perspectives*, Oxford: Symposium Books, 2002, pp. 27-43.
- Woodall, J.,
Models and Methods of Management Development in Poland and Hungary, Kingston Business School working paper series, 1992.
- Woolcott, H.,
 'Criteria for an ethnographic approach to research in schools', *Human Organization*, Vol. 34, No. 2, pp. 111-27, 1975.
- World Bank
 'Civil Service Reform: A Review of World Bank Assistance'. Operations and Evaluation Department, Report No. 19599, Washington D.C.: The World Bank, Online version <http://winelands.sun.ac.za/2001/Papers/Ambursley,20Fitzroy.htm> 1999.
- Yanow, D.,
Conducting Interpretive Policy Analysis, Thousand Oaks, CA: Sage, 2000.
- Yin, R.
Case Study Research: Design and Methods, Thousand Oaks, CA: Sage, 1994.
- Zabusky, S.,
Launching Europe: an Ethnography of European Co-operation in Space, Princeton NJ: Princeton University Press, 1995.

Part 2: Texts consulted from which there are no references in the text.

- Abrams, D., Hogg, M.,
Group Motivation: Social Psychological Perspectives, Hemel Hempstead: Prentice Hall, 1994
- Abrams, D., Hogg, M.,
Social Identity and Social Cognition, Cambridge: Blackwell, 1999
- Adair, J.,
Action-Centred Leadership, London: McGraw-Hill, 1973.
- Adair, J.,
Effective Teambuilding: How to Make a Winning Team, London: Pan, 1987.
- Adler, N.,
International Dimensions of Organisational Behaviour, 2nd. Edn., Boston, MA.: Kent publishing, 1991.

- Akao, Y. (ed.)
Hoshin Kanri: Policy deployment for successful TQM, (originally published as *Hoshin kanri katsuyo no jissai*, 1988), Cambridge MA: Productivity Press, 1991.
- Argyris, C.,
Organizational Learning: A Theory of Action Perspective, Reading, Mass.: Addison-Wesley, 1978
- Argyris, C., Schön D.,
Organizational Learning 2: Theory, Method and Practice, Reading, Mass.: Addison-Wesley, 1996
- Aris, J.,
Multicultural Teamworking within the IT Service Industry, Kingston University MBA dissertation, 1997.
- Bakos, I.,
 'Tasks relating to modernization and network development in Hungarian higher education', in *Concept for Higher Education Development in Hungary*, Budapest, Coordination Office for Higher Education, 1992.
- Bateson, G.,
Steps Towards an Ecology of Mind, London: Paladin, 1973.
- Belbin, R.,
Management Teams: Why they Succeed or Fail, London: Heinemann, 1981
- Belbin, R.,
Team Roles at Work, London: Butterworth-Heinemann, 1993.
- Berdie, D., Anderson, J. and Niebuhr, M.,
Questionnaires: Design and Use, Metuchen N.J. and London: The Scarecrow Press, 1986.
- Bhawuk, D. and Triandis, H.,
 'The role of culture theory in the study of cultural and intercultural training', in Landis, D. and Bhagat, R., *Handbook of Multicultural Training*, 2nd Edition, Thousand Oaks, CA: Sage, 1996.
- Biggs, J., Watkins, D.,
The Chinese Learner: Cultural, Psychological and Contextual Influences, Sydney: Australian Council for Educational Research (ACER) and Hong Kong: Comparative Education Research Centre (CERC), 1996.
- Bion, W.,
Experiences in Groups, London: Tavistock, 1961.
- Blake, R. and McCanse, A.,
Leadership Dilemmas: Grid Solutions, Houston: Gulf Publishing Company, 1991.
- Blair, G and Meadows, S.,
 'The business environment', in Stewart, R. (Ed.), *Gower Handbook of Teamworking*, Aldershot: Gower, 1998, pp.7-23.
- Bourdieu, P.,
Homo Academicus, Oxford: Polity Press, 1988.

- Bridges, W.,
Managing Transitions: Making the Most of Change, New York: Perseus, 1991
- Brislin, R.,
Intercultural Interaction: a Practical Guide, London: Sage, 1986.
- British Association for Counselling,
Invitation to Membership, BAC, 37a Sheep St., Rugby, Warwickshire, CV21 3BX, UK, 1977.
- Buitenen, P. Van,
Blowing the Whistle: One Man's Fight Against Fraud in the European Commission, London, Politico, 2000.
- Burgess, A.,
Divided Europe: The New Domination of the East, London: Pluto Press, 1997.
- Buzan, A.,
The Mind Map Book: How to Use Radiant Thinking to Maximize Your Brain's Untapped Potential, London: Penguin, 1996.
- Campbell, J.,
Logical Frameworks: An introduction for the GCRMN Project, online version at <http://www.ex.ac.uk/imm/GCRMN20Logframe20training.pdf>, 2001, accessed 23 January 2004.
- Carnall, C.,
Managing Change in Organisations, London: Prentice Hall, 1990.
- Chavers, J.,
Teambuilding with Teachers, London: Kogan Page, 1995.
- CHEMS,
CHEMS Survey of Training Providers on University Management for Commonwealth University Staff, Commonwealth Higher Education Management Service /Association of Commonwealth Universities, 1999.
- Clandenin, J. and Connelly, F.,
Narrative Enquiry: Experience and Story in Qualitative Research, San Fransisco: Jossey Bass, 2000.
- Cohen, R.,
Negotiating Across Cultures: Communication Obstacles in International Diplomacy, Washington DC: United States Institute of Peace Press, 1991.
- Court, S.,
'The use of time by academic and related staff', *Higher Education Quarterly*, vol. 50 no. 4 (1996), pp. 237-260.
- Crawford, M., Kydd, L. and Riches, C. (eds.),
Leadership and Teams in Educational Management, Buckingham: Open University Press, 1997.
- Cui, G. and Awa, N.,
'Measuring intercultural effectiveness: an integrative approach', *International Journal of Intercultural Relations*, vol. 16, 311-328, 1992.

- De Bono,
Lateral Thinking: A Textbook of Creativity, Harmondsworth: Pelican, 1982.
- Dondi, C.,
'Dissemination of Tempus outputs', Discussion paper prepared by Scienter consultants for the Italian Tempus National Contact Point, mimeographed, 1996.
- Doyle, J.,
'Introduction to Interviewing Techniques', in *Handbook for IQP Advisors and Students* Prepared for the Interdisciplinary and Global Studies Division, Worcester Polytechnic Institute, 2001,
<http://www.wpi.edu/Academics/Depts/IGSD/IQPHbook/ch11b.html> accessed on 30/3/02.
- Drury, S.,
Assertive Supervision: Building Involved Teamwork, Champaign IL: Research Press, 1984.
- Eames, K.,
Classroom- Based Action Research PhD Thesis, University of Bath,
<http://www.bath.ac.uk/~edsajw/belief.html>, Internet (archived by researcher), 1996.
- Earle, L.,
Lost in the matrix,: the logframe and the local picture, Paper for INTRAC's 5th Evaluation conference, 31st/3/03 – 4/4/03, INTRACT Research Department,: 2002, online version at <http://www.intrac.org/Intrac/docs/LEarle.pdf> accessed 3/ Jan 04.
- Eleftheriadou, Z.,
Trans-Cultural Counselling, London: Central Book Publishing Ltd., 1994.
- Elliott, J.,
Reconstructing Teacher Education, London: Falmer Press, 1993.
- Elliott, K. and Lawrence, P. (Eds).
Introducing Management, Harmondsworth: Penguin, 1985.
- Embree, L.,
What is Phenomenology? <http://www.phenomenologycenter.org/phenom.htm#2>, accessed 21.5.02, 1997.
- European Commission,
The European Community and Culture, European File, Brussels: Office of Official Publications of the European Community, 1988.
- European Commission,
Tempus, Phare) Annual Report: 1 August 1992-31 July 1993, COM (94) 142, Luxembourg: Office for Official Publications of the European Communities, 1994.
- European Commission,
Tempus (Tacis) Project Management Handbook, Luxembourg: Office for Official Publications of the European Communities, 1996i.
- European Commission,
Socrates: Manual of Good Practice on Erasmus, Luxembourg: Office for Official Publications of the European Communities, 1996ii.
- European Commission,
TEMPUS - Annual report (1.8.1994 - 31.12.1995), COM (96) 531, Luxembourg: Office for Official Publications of the European Communities, 1996vi.

- European Commission,
Working Together Part 2: The Partners, video film by VISUA, Gerrards Cross, for Directorate General XIII, Luxembourg, 1997i.
- European Commission,
 'Working document for the evaluation of the first two years of Tempus II, 1994-1996', unpublished paper, 1997ii.
- European Commission,
The Dynamics of Tempus in Higher Education, Report of the Tempus Conference 1997 held in Portoroz, Slovenia 14 – 15.11.1997, Luxembourg: Office for Official Publications of the European Communities, 1998ii.
- European Commission,
Tempus Conference Report 23/24.4.1999 Ukraine: Perspectives for EU-Supported Cooperation in Higher Education, Luxembourg: Office for Official Publications of the European Communities, 1999i.
- European Commission,
The European Training Foundation, Communication from the Commission to the European Parliament, the Council and the European Economic and Social Committee, Brussels, 22.5.2003, COM(2003) 287 final, 2003.
- European Training Foundation,
Report on the Third Annual Tempus (Takis) Coordinators Meeting, Turin, 20-21 November 1995, unpublished, 1995.
- European Training Foundation,
Tempus (Takis) Training Workshop in Project Management Skills, manual produced for local Russian Tempus Takis project managers by ITAD consultants, mimeographed, 1997i.
- European Training Foundation
The European Training Foundation Work Programme 2002, Luxembourg: Office for Official Publications of the European Communities, 2002.
- European Training Foundation
The European Training Foundation Work Programme 2004, Turin: European Training Foundation, online version
[http://www.etf.eu.int/WebSite.nsf/Pages/75669061AACE186AC1256E0400324FB8/\\$FILE/ECU_WP_04_EN.pdf](http://www.etf.eu.int/WebSite.nsf/Pages/75669061AACE186AC1256E0400324FB8/$FILE/ECU_WP_04_EN.pdf), accessed 24 Jan 04, 2003.
- Fenster, E.,
Tools, a semi-humorous paper inviting analysis of comparative US-Soviet culture in the pre-perestroika period, written by Eric Fenster, organiser of Moscow Study Tours), unpublished (Internet version archived by researcher), 1997.
- Filonovich, S.,
Draft Report on Assessing Management Training Needs: Moscow and Ural Region, Russian Federation, Working document in the multi-country research project 'Assessment of Management Training Needs in CEE Countries at the Achieved Level of Transition', sponsored by the ETF and implemented by the Central and East European Management Development Association – CEEMAN, unpublished, 1999.

- Fisher, G.,
International Negotiation, A Cross-cultural Perspective, New York: Intercultural Press, 1982.
- Fisher, R. and Sharp, A.,
Getting it Done - How to Lead When You Are Not in Charge, New York: Harper Business, 1998.
- Fisher, S., Hunter, T. and Macrosson, W.,
'A validation study of Belbin's team roles', *European Journal of Work and Organisational Psychology*, vol. 10 no. 2 (2001), pp. 121-144.
- Fletcher, C.,
Appraisal: Routes to Improved Performance, London: Institute of Personnel Management, 1993.
- Foy, N.,
'Using team roles', in Stewart, R. (Ed.), *Gower Handbook of Teamworking*, Aldershot: Gower, 1998, pp.7-23.
- Freeman, R.,
Strategic Management: a Stakeholder Approach, London: Pitman, 1984.
- Gawlinski, G.,
Planning Together: The Art of Effective Teamwork, London: Bedford Square Press, 1988.
- Gellert, C (ed.)
Higher Education in Europe, London: Jessica Kingsley, 1993.
- Glowka, D. et al.,
Schulen und Unterricht im Vergleich: Rußland/Deutschland, (Schools and teaching in comparison: Russia/Germany), Münster/New York: Waxman Verlag, 1995.
- Goodlad, S. (ed.),
Education for the Professions, Quis custodiet... ? Buckingham: SRHE/Open University Press, 1984.
- Greiner, L.,
Evolution and Revolution as Organizations Grow, Cambridge Mass.: Harvard Business School Press, 1972
- Grint, K.,
Fuzzy Management: Contemporary Ideas and Practices at Work, Oxford: Oxford University Press, 1997.
- Gupta, S., and Taube, L.,
'A state of the art survey of research on project management', in Dean, B. (Ed.), *Project Management: Methods and Studies*, Amsterdam: Elsevier Science Publishers.
- Greenwood, D. and Levin, M.,
'Creating university-society relationships: action research versus academic Taylorism', in *Educational Futures: Shifting Paradigm of Universities and Education*, Babüroğlu. O., Emery, M. and Associates, (Eds.), Istanbul: Sabanci University Press, 2000.

- Hackman, J., Brousseau, K., and Weiss, J.,
 'The interaction of task design and group performance strategies in determining group effectiveness', *Organizational Behavior and Human Performance*, 16, 350-365, 1976.
- Hall, W.,
Managing Cultures, Making Strategic Relationships Work, Chichester: Wiley, 1995.
- Handy, C.,
The Age of Unreason, 2nd Edition, London: Business Books, 1991.
- Handy, C.,
Understanding Organizations, 4th Edition, London: Penguin, 1993
- Hastings, C.,
The Superteam Solution: Successful Teamworking in Organisations, Aldershot: Gower, 1996.
- Harzing, A. and Ruyssevelt, W., (Eds.),
International Human Resource Management, London: Sage, 1995.
- Heron, J.,
The Facilitator's Handbook, London: Kogan Page, 1989.
- Herzberg, F., Mausner, B. and Snyderman, B.,
The Motivation to Work, New York: Wiley, 1959.
- Hinings, R.,
Planning, Organising and Managing Change, Local Government Training Board: Luton, 1983
- Hoborough, D.,
Gaining Success Through People: A Critical Evaluation of Teamwork, Kingston University BA Business Studies dissertation, 1997.
- Hofstede, G.,
Cultures and Organisations: Intercultural Co-operation and its Importance for Survival, New York: McGraw-Hill, 1991.
- Hofstede, G.,
Cultures and Organisations, Software of the Mind, New York: McGraw-Hill, 1997.
- Hofstede, G.,
 'Cultural constraints in management theories', *Journal of the Academy of Management Executives*, vol. 7 no. 1, 1993, pp. 81-94.
- Holmes, L.,
A Social History of Russia 1917-1941 (in Russian translation), Rostov-On-Don: Rostov University Publishing House, 1994.
- House, R., Hanges, P., Ruiz-Quintanilla, S.,
 'Cultural influences on leadership and organisations: project GLOBE', in Mobley, W., Gessner, M. and Arnold, V. (Eds.) *Advances in Global Leadership*, Stamford JAI Press, 1999, pp.171-233.
- James, K. and Burgoyne, J.,

- Leadership Development: Best Practice Guide for Organisations*, London: Council for Excellence in Management and Leadership, 2001.
- Johnson, M.,
 'Rethinking international assistance for the institutional and professional development of post-Soviet education', *Education in Russia, the Independent States and Eastern Europe*, vol. 16 no. 2 (1998), pp. 63-73.
- Johnson G. and Scholes K.,
Exploring Corporate Strategy, Hemel Hempstead: Prentice Hall, UK, 1989.
- Jones, S.,
The Human Factor, Maximising Team Efficiency Through Collaborative Leadership, London: Kogan Page, 1992.
- Kandola and Fullerton,
Managing the Mosaic: Diversity in Action, London: Institute of Personnel and Development, 1998.
- Kemmis, S. and McTaggart, R.,
The Action Research Planner, Victoria: Deakin Press, 1982.
- Kerr, S.,
 "The re-centring of Russian education: comments as part of a roundtable at AAASS Annual Convention, Boston, November 17, 1996", *ISRE Newsletter on East European, Eurasian and Russian Education*, vol. 5 no. 2, 1996.
- Kogan, M.,
Process and Policy in Higher Education, London: Jessica Kingsley, 1992.
- Koopman, P., Den Hartog, D., Konrad, E.,
 'National Culture and Leadership Profiles in Europe: Some Results from the GLOBE Study', *European Journal of Work and Organizational Psychology*, vol. 8 no. 4, 1999.
- Landis, D. and Bhagat, R.,
Handbook of Multicultural Training, 2nd Edition, Thousand Oaks, CA: Sage, 1996.
- Langan-Fox, J., Code, S., Langfield-Smith K.,
 'Team Mental Models: Techniques, Methods, and Analytic Approaches', *Human Factors*, Northern Light, <http://www.northernlight.com/> (Doc ID - UU20010104140000829), 2000, accessed on 17/02/02.
- Lee, R and Lawrence, P.,
Politics at Work, Cheltenham: Stanley Thornes, 1991.
- Leigh, D.,
Designing and Delivering Training for Groups, London: Kogan Page, 1996.
- Lewin, K.,
Resolving social conflicts: selected papers on group dynamics, New York: Harper and Row, 1948.
- Lewin, K.,
Field Theory in Social Science, New York: Harper and Row, 1951.
- Lincoln, Y., Guba, E.,
Naturalistic Inquiry, Beverly Hills, CA: Sage, 1985.

- Maassen, P.,
 'The concept of culture and higher education', *Tertiary Education and Management*, vol. 1 no.2 (1996), pp. 153-159.
- Marples, D.,
 'Belarus', in Hall, D. and Danta, G. (Eds.), *Europe Goes East: EU Enlargement Diversity and Uncertainty*, London: The Stationary Office, 2000.
- Martorana, S.,
Managing Academic Change, San Francisco: Jossey Bass, 1975.
- Matthews, R., Hicks, E., Yeghiazarian, A.,
 'Cross cultural issues in Russian management: an approach through the theory of focal points', Kingston Business School occasional paper, 1995.
- Mayo, E.,
The Human Problems of an Industrial Civilization, Boston, MA.: Harvard University, 1946
- McGill, I and Beaty, E.,
Action Learning, 2nd Edition, London: Kogan Page, 1995.
- McGraw-Hill Training Series,
Cross-Cultural Team Building, Guidelines for more Effective Communication,
 London: McGraw-Hill, 1988.
- McGregor, D.,
The Human Side of Enterprise, New York: McGraw-Hill, 1960.
- McNay, I.,
 'From the collegial academy to corporate enterprise', in *The Changing University*,
 Buckinghamshire: SRHE and Open University Press, 1995.
- Meštrović, S.,
Anthony Giddens: The Last Modernist, London: Routledge, 1998.
- Meyer, H., Kay, E., French, J.,
 'Split roles in performance appraisal', *Harvard Business Review*, (1965) vol. 43,
 pp. 123-9.
- Middlehurst, R.,
Leading Academics, Milton Keynes: SRHE/Open University Press, 1993
- Middleton, R.,
A Brief Guide to Team Briefing, London: The Industrial Society, 1997.
- Mikes, G.,
How to be a Brit, London: Penguin, 1986.
- Morgan, G.,
Images of Organisation, London: Sage, 1986.
- Morgan, G.,
Riding the Waves of Change, San Francisco: Jossey Bass, 1988.

- Mumford, A.,
 'How groups and teams learn' in Stewart, R. (Ed.), *Handbook of Teamworking*, Aldershot: Gower, 1998.
- Naumov, A.,
 'Khofstidovo izmireniye Rossii: vliyaniye natsional'hoi kul'tury na upravleniia biznesom' (Hofstede's dimensions for Russia: the influence of national culture on business administration), *Menedzhment*, no. 3, 1996, pp. 70-103.
- Nelson-Jones, R.,
Practical Counselling and Helping Skills, London: Cassell, 1993.
- Nelson-Jones, R.,
The Theory and Practice of Counselling, 2nd edition, London: Cassell, 1995.
- Nicholls, J.,
How can I Improve the Quality of Business Education Links for my School?
 Kingston University School and College Management MA thesis, 1996.
- Olie, R.,
 'The culture factor in personnel and organisation policies', in Harzing, A. and Ruyssevelt, W. (Eds.), *International Human Resource Management*, London: Sage, 1995, pp. 124-143.
- Oppenheim, A.,
Questionnaire Design and Attitude Measurement, London: Heinemann, 1966.
- Oukhvanova-Shmygova, I.
 'Types of leadership based on political leader's discourse (Belarus: Russia: Ukraine)', extract from the research project, *Comparative Analysis of Charismatic Political Leadership in Russia, Belarus and Ukraine: its Emergence, Mobilisation and Sustainability*, INTAS 99-00245, British Academy SG31102, Conference Paper prepared for BASEES, 2002.
- Payne, S.,
The Art of Asking Questions, Princeton New Jersey: Princeton University Press, 1951.
- Peters, T.,
Thriving on Chaos, London: Pan, 1989.
- Podolsky, A.,
 'Western education and training programmes in Russia: some notes on psychology of success and failure', in Proceedings of the International Conference 'Transformations and Transitions in the Baltic and Barents Sea Area, Rovaneimi, Finland, 1999
- Pugh, D. and Hickson, D.,
Writers on Organisations, 5th Edn., London: Penguin, 1996.
- Radnor, H.,
Researching Your Professional Practice: Doing Interpretive Research, Buckingham: Open University Press, 2001.
- Randall, D.,
European Universities in Transition: An Analysis of Contemporary Change Processes in Eastern and Western Europe, MA dissertation, University of London Institute of Education, 1993.

- Randall, D., and Obolonkin, V.,
 'Modulnaya sistema obrazovaniya v Anglii (na primere Thames-1 universiteta)' [The modular system of education in England (on the example of Thames-1 University)], *Visheishaya Shkola*, no. 5 (1997), pp. 57-58.
- Randall, D.,
Exploiting personal satisfiers in intercultural collaboration, Presentation to Kingston Hill Action Research Group Conference, 1998.
- Reddin, W.,
Effective MBO, London: Management Publications Limited, 1971.
- Rees, J., Valentova E.,
 'Entering the European educational scene through TEMPUS' (Czech Republic), *Innovations in Education and Training International*, vol.33 no.2, 1996, pp. 112-117.
- Richmond, Y.,
From Nyet to Da: Understanding the Russians, Yarmouth Maine: Intercultural Press, 1992.
- Rickards, T.,
 'Creativity in teams' in Stewart, R. (Ed.), *Gower Handbook of Teamworking*, Aldershot: Gower, 1998, pp.234-250.
- Rosenau, M.,
Successful Project Management, 2nd Edition, New York: Van Nostrand Reinhold, 1992.
- Royal College of Nursing,
Nursing Update: Best-Practice of Counselling Skills, Learning Unit 49, video film in RCN continuing education project, BBC Select Production for RCN Charitable Trust, 1994.
- Royal Tropical Institute of the Netherlands,
Culture and Communication: The Forgotten Dimension in Development Co-operation, Amsterdam: Royal Tropical Institute, 1993
- Schechter, J.,
Russian Negotiating Behaviour: Continuity and Transition, Washington: United States Institute of Peace Press, 1998.
- Schein, E.,
Organizational Culture and Leadership, 2nd Edition, San Francisco: Jossey-Bass, 1992.
- Schein, E.,
Process Consultation Revisited: Building the Helping Relationship, Reading, Mass.: Addison-Wesley, 1999.
- Schein, E. and Bennis, W.,
Personal and Organisation Change Through Group Methods, New York: Wiley, 1965.
- Schneider, S.,
Managing Across Cultures, Hemel Hempstead: Prentice-Hall, 1997.

- Schuller, T.,
The Changing University, Milton Keynes: Open University Press, 1995.
- Shore, C.,
European Union and the Politics of Culture, Bruges Group Occasional Paper No. 42, (2001), accessed at <http://www.eurocritic.demon.co.uk/ppr43-2.htm> on 12 March 2002.
- Skillen, J.-A.,
How to Tickle the Dragon's Tail? Structural Innovation and Internationalisation at a Major German University, presentation at the 13th Annual conference of the European Association of International Education in Tampere, Finland, 2001.
- Skromme, C.,
Cross-Cultural Work Groups, London: Sage, 1997.
- Slowey, M., (Ed.),
Implementing Change from Within Universities and Colleges, London: Kogan Page, 1995.
- Smith, D.,
 'The changing idea of a university', in Smith, D. and Langslow, A. (eds.), *The Idea of a University*, London: Jessica Kingsley, 1999.
- Smith, H.,
Among the Russians, London: Sphere, 1976.
- Smyth, J. (ed.),
Critical Perspectives on Educational Leadership, London: Falmer Press, 1989.
- Spence, M.,
Why & How to Empower Your Project Team, unpublished presentation at the conference PMI Europe 2001, 5 - 7 June 2001, London, 2001.
- Stephan, M. and Abalkina-Paap, M.,
 'Russia and the West: intercultural relations', in Landis, D. and Bhagat, R., *Handbook of Multicultural Training*, 2nd Edition, Thousand Oaks, CA: Sage, 1996.
- Stern, E.,
 'The Evaluation of Policy and the Politics of Evaluation', article in *The Tavistock Institute of Human Relations Annual Review*, 1990.
- Stewart, J.,
Managing change through training and development, 2nd edition, London: Kogan Page, 1996.
- Stewart, R. (Ed.),
Gower Handbook of Teamworking, Aldershot: Gower, 1998.
- Storey, J.,
Developments in the Management of Human Resources, Oxford: Blackwell, 1992.
- Stout, R., Cannon-Bowers, J., Salas, E. Milanovich, D.,
 'Planning, shared mental models, and coordinated performance: an empirical link is established', *Human Factors*, 03, 1999. pp. 8-25

- Tallantyre, F.,
 'Using projects for dynamic intervention in the curriculum of higher education', in
 Slowey, M., (Ed.), *Implementing Change from Within Universities and Colleges*,
 London: Kogan Page, 1995.
- Tacis,
*Evaluation of Activities in the Field of Management Training in the NIS - Final
 Report*, unpublished (copy available from European Training Foundation, Internet
 version available from European Commission), 1996.
- Tayob, M.,
The Management of a Multicultural Workforce, Chichester: Wiley, 1996.
- Teichler, U.,
*Convergence or Growing Variety: The Changing Organisation of Studies in
 Europe*, Strasbourg: Council of Europe, 1988.
- Toulmin, S.,
Cosmopolis, Chicago University Press, 1990.
- Toulmin, S.,
Return to Reason, New York: Harvard University Press, 2001.
- Triandis, H.,
The Analysis of Subjective Culture, New York: Wiley-Interscience, 1972.
- Trist, E., Higgin, G., Murray, H., Pollock, B.,
*Organizational Choice: Capabilities of Groups at the Coal Face Under Changing
 Technologies: The Loss, Re-Discovery & Transformation of a Work Tradition*,
 London: Tavistock, 1963.
- Trompenaars, F.,
Riding the waves of Culture- Understanding Cultural Diversity in Business,
 London: Nicholas Brealey, 1997
- Trow, M.,
 'Problems in the transition from elite to mass higher education', in *Policies for
 Higher Education*, Paris: OECD, 1974.
- Trowler, P.,
*Academics Responding to Change: New Higher Education Frameworks and
 Academic Cultures*, Buckingham: SRHE and Open University Press, 1998.
- Tuckman, B.,
 'Developmental sequences in small groups', *Psychological Bulletin*, vol. 63,
 pp.384-399, 1965.
- Tuckman, B. and Jensen, M.,
 'Stages of small group development revisited', *Group and Organizational Studies*,
 vol. 2, pp. 419- 427, 1977.
- Tyson, S., Jackson T.,
The Essence of Organisational Behaviour, N.J.: Prentice Hall, 1992.
- University of Illinois (anonymous),
 'Recording and summarizing results of key informant interviews', in *Handbook on
 Needs Assessment*, Provided by the University of Illinois Extension Service-Office

- Vikhanskiy, O., Naumov, A.,
Mededzhment, Moscow: Gardariki, 2000.
- Vroom, V.,
Work and Motivation, New York: Wiley, 1964.
- Wadsworth, Y.,
Everyday Evaluation on the Run, Melbourne: Action Research Issues Association, 1991.
- Weiner, G.,
Educational Action research: theory, practice and action, Umeå University
<http://www2.educ.umu.se/~gaby/Sigtuna2.doc> accessed January 8 2004.
- Whisenhunt, D.
Administrative Time Management, Lanham: Maryland University Press, 1987
- Winkler, J.,
'Surviving between a rock and a hard place', *Higher Education Review*, vol. 28 no. 2 (1996), pp. 40-47.
- Woitrin, M.,
'Programme for central and European universities', unpublished activity report by European Centre for the Strategic Management of Universities (ESMU), 1992.
- Woodall, J. and Douglas, D.,
'Ethical Winning hearts and minds: ethical issues in human resource development', in Woodall, J. and Winstanley, D. (Eds.), *Ethical Issues in Contemporary Human Resource Management*, London: Macmillan Business, 2000.
- Woodcock, M.,
Organisational Development Through Teambuilding: Planning a Cost-Effective Strategy, Aldershot: Gower, 1981.
- Wright, G.,
Behavioural Decision Making, New York: Plenum Press, 1985.
- Zaartman, I., Berman, M.,
The Practical Negotiator, New Haven: Yale University Press, 1982.

Appendices

Appendix 1: List of research resources.

Appendix 2: Informant identities: codes and responsibilities.

Appendix 3: Catalogued Research Archive.

Appendix 4: What are Tempus, Tacis and Phare?

Appendix 5: Information note on restarting Tempus cooperation with Belarus.

Appendix 6: Belarus, Britain & France Country Profiles.

Appendix 7: The Logical Framework Approach.

Appendix 8: Tempus Workplan 1996/97.

Appendix 9: Individual Grantholder Report.

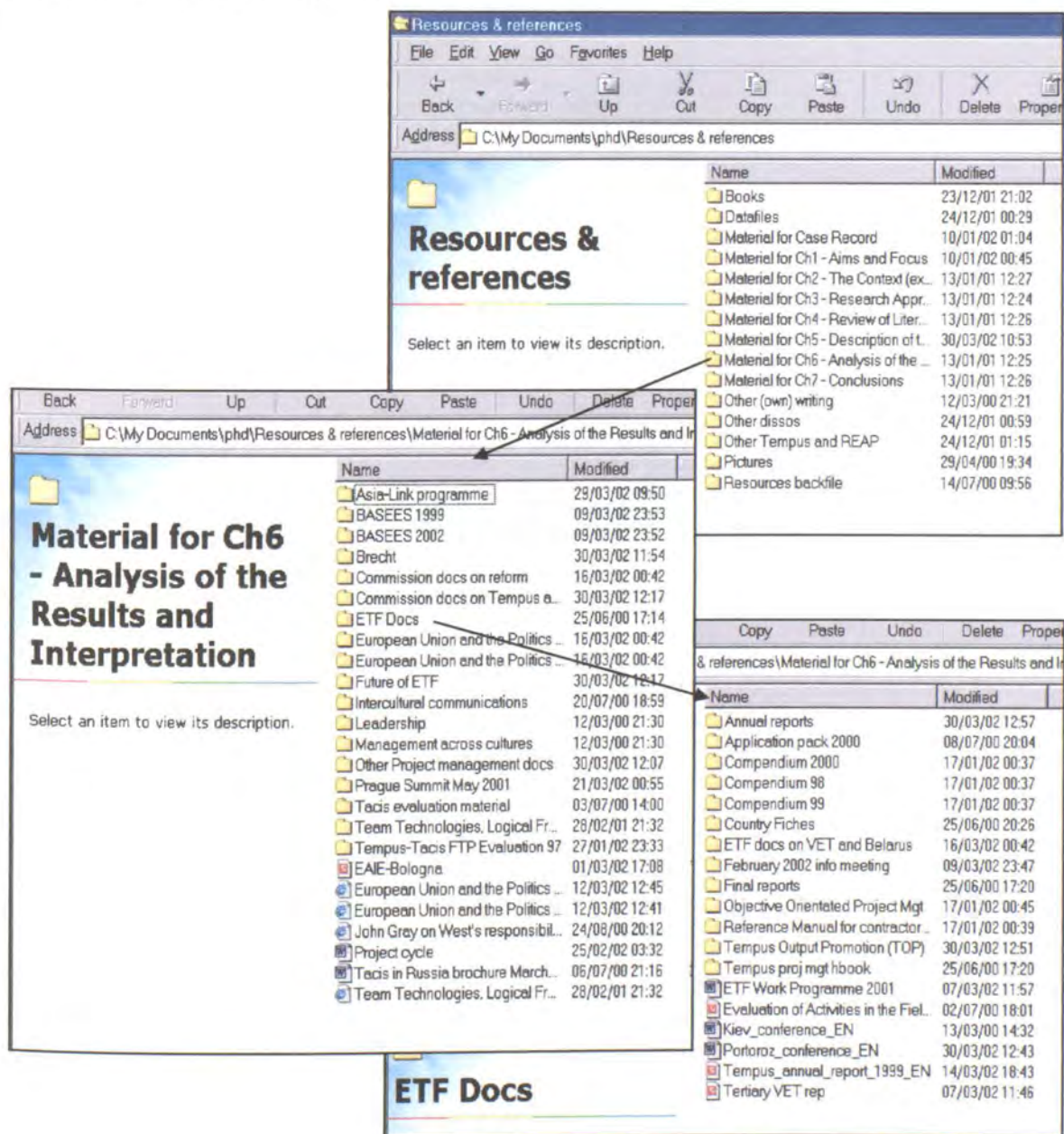
Appendix 10: Table 'Problems and Difficulties'.

Appendix 11: Pre-Mobility Form and Mission Programme Sheet.

Appendix 12: New strategy for the dissemination of Tempus outputs with Tempus III

Appendix 1 - List of Research Resources

1. Case Record (Annex A).
2. Project GANTT chart in MS Project (Annex B).
3. Research Diary.
4. Research Notebook.
5. Calendar of Events.
6. Catalogued Research Archive (Appendix 3).
7. Uncatalogued archive of printed material.
8. List of persons described in the Case with their responsibilities and name codes.
9. Electronic Archive (See screen shots).



Appendix 2 - Informant Identities: Codes and Responsibilities

PHASE 1: Defining focus of concern

Thames-1 Code	Position/Responsibility
1-JV	Project Expert, Hungary
1-GF	Project Beneficiary, Hungary
1-KM	Project Expert, Hungary
1-GM	Project Expert, Hungary
T1-AO	Acad. Human Resource Management
T1 -SG	Acad. Human Resource Management
1-ST	Project Expert, Kazakhstan
1-WH	Consultant, German University
M3-RG	Pro-Rector International Relations (new)
M3-AL	Rector (old)
M3-AM2	Head Sociology
M3-ER	Acad. English
M3-GS	International Officer
M3-DL	Former Student, Minsk-3
BEL-SV	Professor, Belarusian Higher Education Research Institute
T1-AF	Acad. Physics

PHASE 2: Case Record

Thames-1 Code	Position/Responsibility
T1-CB	Personnel Officer
T1-JB	Training Officer
T1-RB	Tempus Administrator
T1-DC	Head International Relations Office
T1-RD	Dean Science
T1-RE	Head Business Information
T1-JE	Acad. Geography
T1-IE	Acad. Geography
T1-FF	Acad. Chemistry
T1-AF	Acad. Physics
T1-RG	Pro-Vice Chancellor
T1-SG	Acad. Human Resource Management
T1-LG	International Officer
T1-SH	Tempus Administrator
T1-AH	Librarian
T1-GK	Head of Computing Services
T1-PL	Acad. English
T1-NL	Acad. Geography
T1-CM	Acad. Life Sciences
T1-AM	Development Director/Co-ordinator
T1-GN	Researcher Physics
T1-AO	Acad. Human Resource Management
Self	International Officer
T1-LR	Head Quality Assurance
T1-GR	Head Geography

T1-RS	Vice-Chancellor
T1-PS	Vice-Chancellor
T1-RT	Acad. Geography
T1-DW	Science Finance Officer

Somme-2 Code	Position/Responsibility
S2-MK	Acad. Management/ International Relations
S2-JP	Acad. Biology/International Relations
S2-BR	Vice President International Relations

Consultants Code	Position/Responsibility
EXT-AM	Fundraising consultant
EXT-FJ	Chair International Advisory Committee (new)
EXT-MJ	Consultant, L Da Vinci Institute of Environment
EXT-WS	Ecologist
EXT-AW	Consultant mgt. creativity
EXT-EW	Brussels lobbyist for regional interests
EXT-RW	Chair International Advisory Committee (old)

Minsk-3 Code	Position/Responsibility
M3-AB	Pro-Rector International Relations (old)
M3-AB2	Acad. Radioecology
M3-VC	Head of Computing
M3-RD	Acad. Radiobiology
M3-VF	Pro-Rector for Academic Work (new)
M3-RG	Pro-Rector International Relations (new)
M3-IG	Computer technician
M3-TG	UNESCO Chair
M3-VG	Pro-Rector for Academic Work (old)
M3-IK	Acad. Radiobiology
M3-TK	Acad. French and German
M3-KK2	Acad. Radioecology (study packages)
M3-NK	Head English
M3-KK	Acad. Geographic Information Systems
M3-DL	Computer technician
M3-AL	Rector (old)
M3-IM	Acad. Radiobiology
M3-AM	Rector (new)
M3-AM2	Head Sociology
M3-NM	Computer technician
M3-VM	Head of UNESCO chair
M3-VO	Acad. Radioecology
M3-ER	Acad. English
M3-GS	International Officer
M3-VS	Acad. Radiobiology
M3-LS	Chief Accountant
M3-LS2	Acad. Radiobiology
M3-IS	Acad. English/Students' Guild
M3-ET	Acad. English
M3-AT	Head Radioecology
M3-IT	Publishing Unit
M3-DV	President of Students' Guild

Minsk-3 Code	Position/Responsibility
M3-OY	Librarian
M3-MZ	Acad. Radiobiology
M3-VZ	Head Lab New Educational Technologies
M3-SZ	Acad. Radioecology (study packs)
M3-AZ	Technician, GIS Laboratory
M3-NZ	Head of Personnel

Belarus Code	Position/Responsibility
BEL-IG	Tempus Information Point
BEL-VS	Vice Rector International Relations, BSU
BEL-SV	Vice Rector, Republic Institute for Higher Education

EU Code	Position/Responsibility
EU-PB	Head Tempus Department
EU-HC	Asst. Programme Officer
EU-BF	European Commission - DGXXII
EU-PG	Programme Officer - Central Asia
EU-MN	Tacis Monitoring Kiev
EU-SS	Head - Tempus Tacis
EU-NL	Tacis Monitoring Kiev
EU-SV	Tacis Monitoring Kiev
EU-AW	Programme Officer – Belarus - Ukraine and Moldova

Saratov Code	Position/Responsibility
SSTU-YC	Rector
SSTU-NK	International Officer
SSTU-AK	Head, International Office
SSTU-AS	Vice-Rector, International Relations

Gothenburg Code	Position/Responsibility
GU-PE	Budget Director
GU-CH	Head, International Relations
GU-JL	Vice-Chancellor

PHASE 3: Analysis

Code	Position/Responsibility
T1-AM	Development Director/Co-ordinator
T1-PS	Vice-Chancellor
T1-AF	Acad. Physics, REAP, Tempus
3-CD	Practitioner-Expert, UK University, Socrates programme, Dissemination
3-TJ	Practitioner-Expert, UK University, REP programme
3-BG	Practitioner-Expert, Czech Tempus Office
3-CV	Researcher-Expert, Dutch University





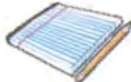









Code	Position/Responsibility
3-LF	Researcher-Expert, German University, Tempus Evaluation
3-MP	European Training Foundation
3-VS	Researcher-Expert, UK University (expert of Russian origin)
M3-AM	Rector (new)
M3-GS	International Officer
M3-VZ	Head Lab New Educational Technologies
M3-AT	Head Radioecology
M3-RG	Pro-Rector International Relations (new)
M3-VF	Pro-Rector for Academic Work (new)
S2-JP	Acad. Biology/International Relations

PHASE 4: Triangulation

Code	Position/Responsibility
T1-AM	Development Director/Co-ordinator
T1-RE	Head Business Information
T1-PS	Vice-Chancellor
T1-DC	Researcher/Head International Relations Office
M3-AM	Rector (new)
4-LS	Practitioner-Expert, Belarusian University
4-MA	Scholar-Expert, 'PEN' Club, Belarus
4-AP	Researcher-Expert, Russian University
4-TJ	Practitioner-Expert, UK University, REP programme
4-BD	Researcher-Expert, UK University (Centre for Higher Education Studies)
4-DT	Researcher/Researcher-Expert, Lithuanian University
4-GG	Practitioner-Expert, UNESCO European Centre for Higher Education
4-RA	European Training Foundation
4-4DE	European Training Foundation
4-MK	European Commission, Tempus
4-ET	European Commission, Tempus
4-WS	Researcher-Expert, UK NGO
4-FJ	Practitioner-Expert, UK Consultant

Appendix 3 - Catalogued Research Archive

The list comprises unpublished resources referred to in the text. A few published references are listed here rather than in the bibliography.

<u>Message Type: Icons and abbreviations used</u>			E (Email message)		W (Web document)
	NP (Newspaper cutting)		L (Letter)		N (Note, meeting note, minute, memorandum, file note)
	NL (Newsletter or leaflet)		F (Fax message)		Q (Questionnaire and report)
	P (Published printed source)		T (Telephone message)		A (Audio tape recording)
	U (Unpublished printed source)		D (Diary entry)		V (Video recording)

Msg. Type	Record No.	Date	From	To	Contents
A	001	27/1/97	Self	-	Interviews with M3-RG, M3-AM2 & M3-ER
A	002	27/1/97	Self	-	Interviews with M3-AL, M3-GS & M3-VF
A	003	27/1/97	Self	-	Interview with BEL-SV
A	004	16/7/98	Self	-	JEP Management Committee Final Meeting
A	005	16/7/98	Self	-	JEP Management Committee Final Meeting
A	006	16/7/98	Self	-	JEP Management Committee Final Meeting
A	007	17/7/98	Self	-	JEP Management Committee Final Meeting
A	008	17/7/98	Self	-	JEP Management Committee Final Meeting
U	009	1995/96	M3-AL	-	Theory of Abnormality (English)
U	010	1995/96	M3-AL	-	Theory of Abnormality (Russian)
NL	011	3/96	M-3	-	Minsk-3 Newsletter 1 (first issue)
NL	012	9/96	M-3	-	Minsk-3 Newsletter 2
NL	013	3/97	M-3	-	Minsk-3 Newsletter 3

Msg. Type	Record No.	Date	From	To	Contents
NL	014	1/98	M-3	-	Minsk-3 Newsletter 4
U	015	99	MGPE	-	'Collegium's Decision on the Main Tasks of the Ministry of General and Professional Education for 1999'
U	016	23/3/96	M3-AL	Adv. Ctte.	Rector's report to the members of the Advisory Committee
U	017	19/3/97	M3-RG	Self	Draft paper 'Main changes in the higher education of Belarus since the collapse of the USSR'.
U	018	01/97	Self	ETF	Site Visit Guidelines and Checklists for Curricular and University Management Projects'
N	019	31/10/92	Self	-	Europe: Where does it end? – The Role of the Council of Europe, The Royal Society of Arts
U	020	1/4/00	S H	-	Life on Planet .ru: the Internet in Russia
NP	021	7/97	MEN	-	Minsk Economic News, No 21 1997
U	022	5/95	Thames-1	ETF	Revised Budget & Activity Plan 1995/96
U	023	10/96	"	"	Annual Report 1995/96
U	024	10/96	"	"	Revised Budget & Activity Plan 1996/97
U	025	10/97	"	"	Annual Report 1996/97
U	026	10/97	"	"	Revised Budget & Activity Plan 1997/98
U	027	10/98	"	"	Annual Report 1997/98/Final Report
U	028	16/12/96	M&E	EC	First Monitoring report Nov 1996
U	029	24/4/98	M&E	EC	Second Monitoring report Mar 1998
U	030	14/4/94	Thames-1	ETF	Application Document
F	031	13/2/97	ETF	AM	Letter commenting on Monitoring Report and requesting an action plan.
U	032	91	R Mid.	-	Old wine in new bottles. Article.
E	033	11/7/00	HEL	Self	No ex-post evaluation planned
N	034	24/3/94	M3-AL	-	Paper by AL on JEP application prepared during visit to Thames-1, 16-24 March 1994
E	035	14/6/94	M3-AL	Self	Thank you! AL about JEP application
L	036	3/9/97	ETF	T1-AM	Financial evaluation questions
U	037	4/96	ETF	-	Guidelines for the Utilization of the Grant
U	038	24/3/97	ETF	-	4 th Tempus Tacis Co-ordinators' Meeting
F	039	28/1/98	ETF	Self	Announcement of monitoring visit
U	040	25/3/97	T1-AM	ETF	Revised Action Plan
E	041	24/4/97	Self	T1-AM	Plan for accountable persons
E	042	24/4/97	T1-AM	Self	Answer to plan for accountable persons
P	043	3/97	M3-AL	-	Strategy-Framework-Management
U	044	9/99	M3-AM	-	University Plan for the academic year 1999/2000
U	045	5/5/99	T1-AF	-	Changing work organisation at Minsk-3, paper
N	046	22/12/94	Self	-	Note of the Pre-JEP Final Meeting, 22 December 1994
N	047	12/5/95	T1-AF	-	Re : Somme-2 Tempus Coordination Meeting
N	048	10/96	M3-AL	-	The Main Purposes of the Institute for 1996-97 Academic Year
Q	049	11/11/97	Self	-	Questions to/answers from T1-AF
Q	050	19/4/00	Self	-	Critical incidents questionnaire
Q	051	19/4/00	Self	-	Questions to/answers from M3-AM
Q	052	19/4/00	Self	-	Questions to/answers from M3-GS
Q	053	20/4/00	Self	-	Questions to/answers from M3-AT
Q	054	20/4/00	Self	-	Questions to/answers from M3-VZ
Q	055	18/4/00	Self	-	Questions to/answers from M3-IM
Q	056	21/4/00	Self	-	Questions to/answers from M3-VO
Q	057	21/4/00	Self	-	Questions to/answers from T1-AF
N	058	20/4/00	Self	-	Discussions with M3-NZ and new personnel officer, M3-NL
N	059	20/9/96	Self	-	File note on dissemination, Turin brainstorming

Msg. Type	Rec-ord No.	Date	From	To	Contents
N	060	20/2/96	Self	-	File note on meeting with T1-GR, visit wash up
F	061	14/9/95	Self	EXT-AW	Visit planning with external consultant.
N	062	12/7/96	Self	-	Note of Tempus JEP management meeting
U	063	4/4/98	Minsk-3	ETF	Tempus Tacis application form for a Compact Project
L	064	15/6/98	T1-AM	ETF	Response to EU-AW letter of 3 June 1998 concerning project outcomes in light of monitoring visit of 16-17 March 1998
E	065	5/6/98	T1-AF	T1-DC	ISIR-ETF Objectives, AGF Comment
N	066	16/7/98	Self	-	Minutes of meeting of Final JEP mgt. cttee.
E	067	24/10/97	Self	T1-CB	Planning work with Head of Personnel
E	068	4/3/98	M3-NZ	Self	Appraisal
E	069	8/12/97	Self	M3-NZ	Appraisal
E	070	19/2/98	M3-MZ	Self	Appraisal
U	071	3/98	Minsk-3	-	Science and research in Minsk-3: brief outline
E	072	6/10/98	M3-RG	Self	Final Report
E	073	3/2/98	S2-JP	T1-BR	Mission of April (budget)
F	074	23/7/98	M3-NZ	Self	Recruitment procedure
P	075	18/8/98	Minsk-3	-	Dissemination Conference Proceedings
P	076	1999	CNPD	-	Presidential Decree 84-431 of 6 Jun 1984 modified on 4 December 1997
F	077	21/4/97	ETF	T1-AM	Letter of invitation to Kiev training course
U	078	12/12/97	UK NCP	-	UK Tempus Regional Workshop 1997, London (delegates pack and notes)
W	079	18/5/00	EC	-	Reflecting on the future: conclusions of consultative meetings with private companies
W	080	14/12/98	EC	-	Evaluating DG1A Programmes
U	081	2/99	EC	-	Guidelines for drawing up terms of reference for evaluations
W	082	24/7/98	REAP	-	Baseline study
U	083	01/6/99	Minsk-3	Internal	Directions of Work of the University for Academic Year 1999/2000
P	084	N/n/01	GAO report	-	GAO Foreign Assistance: International Efforts to Aid Russia's Transition Have Had Mixed Results
U	085	02/02/02	EC	-	MS Project presentation at Feb 2002 Co-ordinators meeting: Tempus: the Policy Context
U	086	02/02/02	EC	-	MS Project presentation at Feb 2002 Co-ordinators meeting: Effective Co-operation.
U	087	02/02/02	EC	-	MS Project presentation at Feb 2002 Co-ordinators meeting: Monitoring: helping to make your project a success.
Q	089	28/02/02	CV	-	Research on networks at CHEPS
Q	090	13/01/02	DT	-	PhD on Tempus as a factor for structural changes of the Lithuanian Academic Community
Q	091	FEB	LD	-	Interview
Q	092	20/03/02	T1-AM	-	Interview
Q	093	25/03/02	MP	-	Interview
Q	094	26/10/01	T1-AF	-	Interview
Q	095	21/02/02	T1-AF	-	Interview
Q	096	APR	M3-VF	-	Interview
Q	097	05/02/01	M3-RG	-	Interview
Q	098	30/01/01	M3-GS	-	Interview
Q	099	11/02/02	VS	-	Interview
Q	100	APR	LF	-	Interview
Q	101	13/02/02	CD	-	Interview

Msg. Type	Record No.	Date	From	To	Contents
Q	102	29/03/02	BG	-	Interview
Q	103	27/02/02	TJ	-	Interview
Q	104	APR	M3-AM	-	Interview
Q	105	23/10/01	T1-DC	-	Interview
Q	106	APR	GG	-	Interview
Q	107	28/03/02	RA	-	Interview
Q	108	APR	DE	-	Interview
Q	109	19/03/02	MK	-	Interview
Q	110	19/03/02	ET	-	Interview
Q	111	01/04/02	ST	-	Interview
Q	112	26/02/02	T1-RE	-	Interview
Q	113	26/02/02	BD	-	Interview
Q	114	APR	FJ	-	Interview
E	115	20/08/00	Dima Lazo	Self	Email
E	116	20/08/00	Stef Harter	Self	Email
U	117	27/10/96	Andrei Podolsky	-	Western education and training programmes in Russia: Psychology of success and failure
P	118	22/05/02	Kristin Tytgat	BEL-IG	Communication and Knowledge Transfer.
T	119	22/05/02	Adam Maldiz	Self	Aspects of the Belarusian character.
E	120	12/11/02	Liudmila Sereda	Self	Research
E	121	12/11/02	Natalia-X	Self	My research
A	122	22/5/02	Self	-	Tempus dissemination seminar, Minsk

Appendix 4 – What are Tempus, Tacis and Phare?

What is Tempus?¹

Managed by the European Training Foundation based in Turin, the *TEMPUS* programme (original acronym: Trans-European Mobility Programme for University Students) is the European Union's major instrument for the development and restructuring of higher education in Central and Eastern Europe and the New Independent States and Mongolia. This programme forms part of the overall Phare and Tacis programmes of the European Union.



Thus... Tempus (Phare)

is the component of the Tempus programme funded by the Phare programme in which the eligible partner institution must come from one of the countries in the Phare region;



and... Tempus (Tacis)

is the component of the Tempus programme funded by the Tacis programme in which the eligible partner institution must come from one of the countries in the Tacis region.

Tempus (Tacis) and Tempus (Phare) also differ in that different contractual rules apply. For example, a university in Hungary can be the contractor and budget holder, whereas a Russian institution may be a partner but not the contractor.

What is Tacis?

The *Tacis* Programme (original acronym: Technical Assistance to the Confederation of Independent States) is a European Union initiative for the New Independent States and Mongolia which fosters the transition to market economy and democratic societies and the development of political links between the European Union and these partner countries.

Tacis does this by providing grant finance for know-how to support the process of transformation to market economies and democratic societies. Between 1991 and 1995 Tacis has committed ECU 2,268 million to provide know-how and cultivate links and relationships between organisations in partner countries and the European Union.

The 13 partner countries in the Tacis programme are:

The Russian Federation

European former Soviet Republics: **Belarus**, Ukraine, and Moldova

Caucasian former Soviet Republics: Georgia, Armenia and Azerbaijan

Central Asian former Soviet Republics: Kazakhstan, Kirgizstan,

Uzbekistan, Tajikistan and Turkmenistan

Mongolia



What was Phare?

The *Phare* programme (original acronym: Pologne Hongrie Aide à la Reconstruction Economique) was a European Union initiative which supported the development of a larger democratic family of nations within a prosperous and stable Europe. Its aim was to help the countries of Central and Eastern Europe rejoin the mainstream of European development through future membership of the European Union.

Phare did this by providing grant finance to support its partner countries through the process of economic transformation and strengthening of democracy to the stage where they were

¹ Source: European Training Foundation: <http://www.etf.it/main.htm>

ready to assume the obligations of membership of the European Union. In its first five years of operation to 1994, Phare made available ECU 4,248.5 million to 13 partner countries, making Phare the largest assistance programme of its kind.

The 13 partner countries involved in the Phare programme are:

Poland and Hungary (original partners)
Czech Republic, Slovakia, Bulgaria, Romania, Albania
Former Yugoslavia: Slovenia, Bosnia, Macedonia
The Baltic States of Latvia, Lithuania and Estonia



Appendix 5 - Information note on restarting Tempus co-operation with Belarus



EUROPEAN COMMISSION EDUCATION AND CULTURE DIRECTORATE-GENERAL

Directorate A – Education
Co-operation outside the European Union – Tempus

Brussels, 11 January 2000
RB D(0)

INFORMATION NOTE

Subject: Restarting Tempus co-operation with Belarus

In December 1999, the Member States of the European Union took the decision to restart Tempus Tacis co-operation with Belarus in 2000.

The European Commission therefore wishes to inform interested institutions that Belarus is eligible for participation in Tempus in 2000, in addition to the countries already mentioned in the „Tempus Guide for Applicants – Academic Years 2000/01 and 2001/02“.

All applications for Joint European Projects and Networking Projects involving an institution from Belarus have to be submitted by

- 1 March 2000 (as per postmark) -

All applications for Individual Mobility Grants to or from Belarus have to be submitted by

- 3 April 2000 (as per postmark) -

Applications for projects involving a Belorussian institution have to comply with the procedures and requirements described in the „Tempus Guide for Applicants – Academic Years 2000/01 and 2001/02“ that is available on Internet at the following address: www.etf.eu.int

In addition, these applications have to comply with one of the priorities that are expected to be published on the Tempus Website of the ETF on 21 January 2000: www.etf.eu.int. The Tempus Information Points and Tempus National Contact Points will also provide information about the priorities for Tempus co-operation with Belarus in 2000/01.

Appendix 6 - Belarus, Britain & France Country Profiles

	Belarus	Britain	France
Territory	207,600 km ²	244,110 km ²	543,965 km ²
Population (1998)	10.3 million	59.1 million	58.9 million
Capital city, population	Minsk: 1.67 million	London: 6.9m	Paris: 9.3m
Ethnic mix	Belarusian 77.9% Russian 13.2 Poles 4.1% Ukrainians 2.9% Jews 1.1% Others 0.8%	English 81.5% Scottish 9.6% Irish 2.4% Welsh 1.9% West Indian, Indian Pakistani, others 2.8%	French (Celtic and Latin with Teutonic) Slavic North African Indochinese Basque
GDP (1996) in USD	\$22 Billion	\$1,150 Billion (1.15 Trillion)	\$1,533 Billion (1.4 Trillion)
GNP per capita in USD (1996)	2,070	19,600	26,300
Per capita purchasing power in USD (1996)	4,380	20,000	21,500
Adult cost of living in USD (1998)	2,000	12,000	13,000
Proportion of GDP spent on education	5.6	5.5	5.9
Number of teachers in higher education (1994/95)	19,443	48,000	52,663
% of teachers in higher education with a PhD	76% (Candidate of Science)	49%	79%
Number of students in higher education (1995/96)	55,000 (first year) 197,400 (total) (82% reach final year)	299,300 (first year) 810,000 (total) 85%+ reach final year	1,423,000 (first cycle) 2,106,600 (total) Only 14% of first cycle reach third cycle
Number of students per 100,000 population (1995)	3,031	3,126	3,617
Staff-student ratio in higher education	10.5 (1994)	17 (1995)	40-75 (depending on cycle)
Pupil-teacher-ration in secondary education	13	15	15
Oldest university	Vitebsk Pedagogical Institute (1918)	Oxford (1100s)	Paris (1100s)
Number of higher education institutions	62 (1998) 42 state, 18 non-state, 2 theological colleges	330 (1999) (includes colleges of higher education)	1062 (1989) 1753 (including University Technology Institutes IUT's)
Number of universities which participated in Tempus	8	179+	167+
Priorities for Tempus participation	1. University mgt 2. European law 3. European Studies 4. Economics	1. Institution building 48% 2. University mgt. 18% 3. Social sciences 15% 4. Business/science 5%	1. Institution building 54% 2. Social science 10% 3. Business 10% 4. University mgt. 9%
Hierarchy of management	President Ministry of Education Rector (appointed by Ministry) University Council	Queen Board of Governors or Senate Vice-Chancellor (appointed by	Ministry of Education University President (elected by Academic Council) Academic Council

	Belarus	Britain	France
		Governors) Academic Board	
Latest education reform	1998 (Concept of HE development) 1991 (Law on Education)	1992 (Further and Higher Education Act) 1988 (Education Reform Act)	1984 (Loi sur l'enseignement supérieur -Savary) 1968 (Loi d'orientation de l'enseignement supérieur -Edgar Faure)
Sources: United States State Department, OECD, UNESCO, European Training Foundation, Encyclopaedia Britannica			

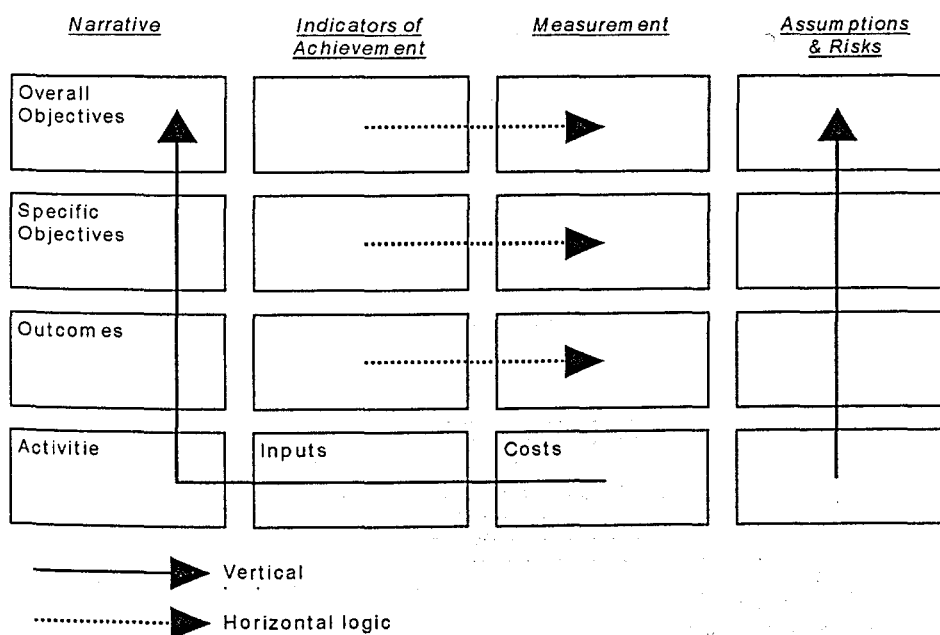
Appendix 7 - The Logical Framework Approach

Introduction

Logical Framework is a 4x4 matrix that summarizes the project's causal logic, performance indicators, critical assumptions & risks, and the Monitoring & Evaluation system. By inspection it identifies the costs and benefits, defines accountability, distinguishes intended impact from project deliverables, defines force majeure.

If done properly the LogFrame is a cause and effect analysis establishing a set of Outcomes (or Outputs) and Activities to use as the framework for elaborating the activities and generating the tasks required to accomplishing them. When this breakdown is complete, time, resources, costs and responsibility are assigned to each element. The final product is a Work Plan, or Implementation Plan, and the logic which leads to these conclusions can be read of the LogFrame as shown below:

Figure 1. The Logical Framework Matrix showing direction of vertical and horizontal logic¹



Building a LogFrame Matrix²

To build up the LogFrame a planning exercise has to be done collaboratively going through the following steps:

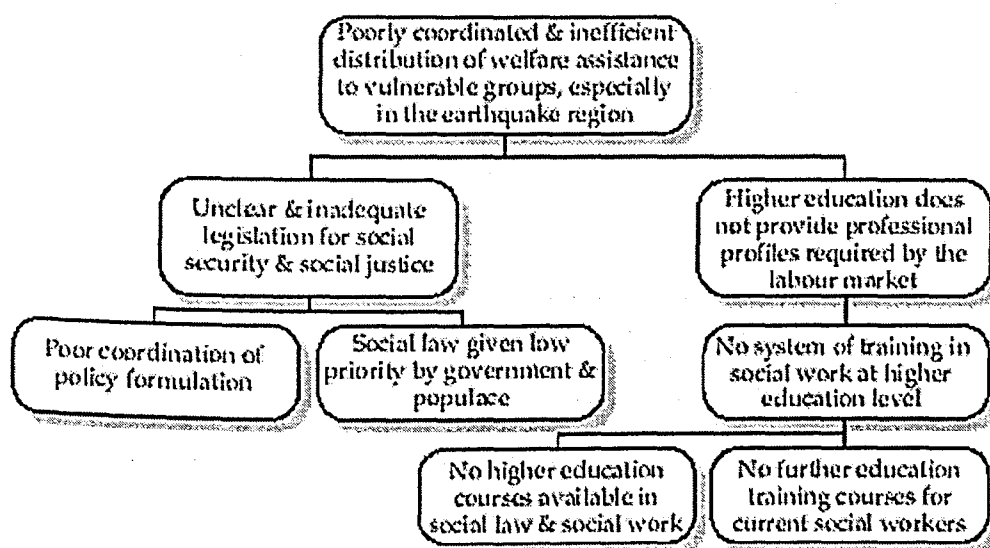
- Understand the situation and where you want to go
- Define the key problem
- Define the stakeholders
- Identify their stakes in the problem
- Identify the consequences of the problem
- Identify key causes of the problem

¹ Reproduced from the manual *Objective-Orientated Project Management and Design*, European Training Foundation, 1997ii, p.18.

² Adapted from Campbell, 2001.

- Extend the causes and consequences to create a problem hierarchy (Problem Tree – see Figure 2)
- Develop linkages
- Convert this to an objectives hierarchy (Objective Tree – see Figure 3), identifying a logical strategy
- Transpose objectives into the LogFrame (see Figure 4)
- Complete the LogFrame in the following order:
 - Define the goal (overall objective).
 - Define the purpose (specific objective).
 - Define the outputs.
 - Define the activities.
 - Define the inputs.
 - Verify the vertical logic.
 - Define the assumptions required at each level.
 - Verify the horizontal logic..
 - Define OVIs at purpose, then output then goal.
 - Define method of verification.
- Test its logic.

Figure 2: A Problem Tree³



³ Reproduced from *Objective-Orientated Project Management and Design*, op cit, p.19.

Figure 3: Transforming Problems into Objectives⁴

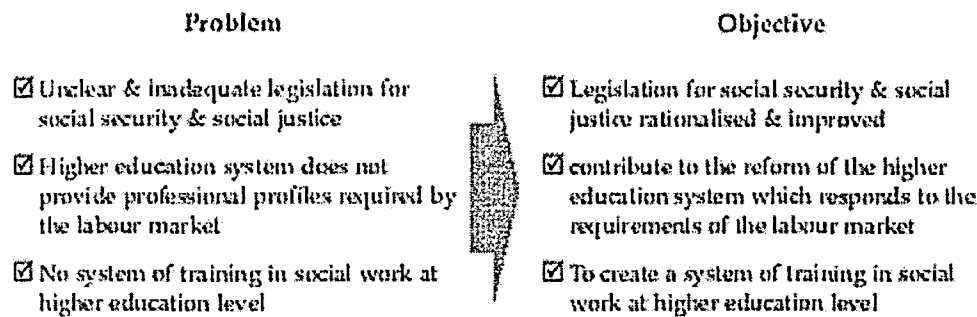
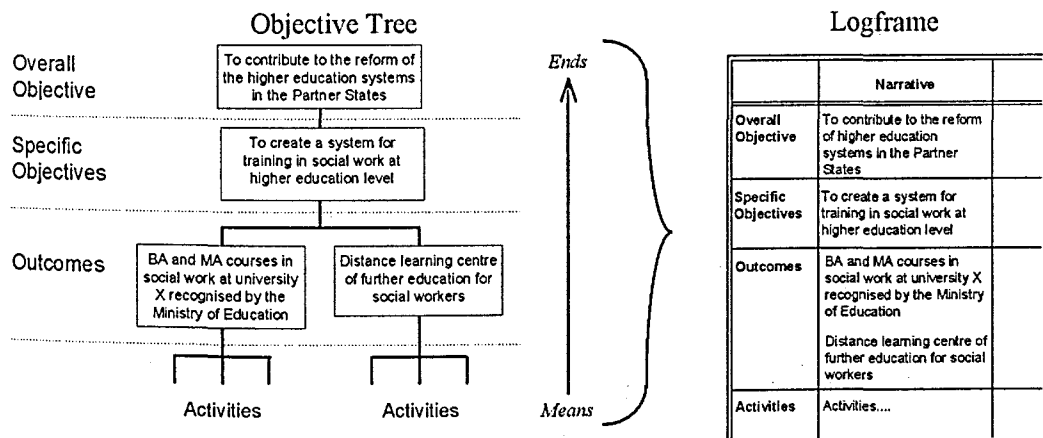


Figure 4: Transposing Objectives into the LogFrame⁵



To achieve this the ‘team’, which in the case of Tempus will barely have met each other, will need to cope with the delicate definition issues in clarifying the difference between *objectives*, *outcomes* and *activities*. This could be done in stages by first building up the problem and objective trees. However, it is done, the problems to be broached by the project and the objectives arising have to be argued out a length between the partners – an activity which simply did not take place in our project.

⁴ Reproduced from *Objective-Orientated Project Management and Design*, op cit, p.14.

⁵ Reproduced from *Objective-Orientated Project Management and Design*, op cit, p.19.

Appendix 8 – Tempus Workplan 1996/97

Tempus WORKPLAN Year 2 (September 1996- August 1997)

Outcome Ref. No.	Activities to be implemented	SEP/96	OCT/96	NOV/96	DEC/96	JAN/97	FEB/97	MAR/97	APR/97	MAY/97	JUN/97	JUL/97	AUG/97
1. Institutional Planning													
1.1	Further development of strategic planning mechanism and QA		X	X	X	X	X		X		X	X	
1.2	Development of middle management			X	XX	XX							
1.3	Staff development for Chief Accountant and student services				XX				X				
2. Academic and Research Management													
2.1	Library and learning resources development				XX	X		X		X			
2.2	Implementation of modularisation and the split- level scheme					X	XX		XX				
2.3	Research and contracts management						X					X	
3. International Relations													
3.1	Market identification for R&D, consultancy and services	XX		X						XXXX			
3.2	External relations	X	X	X	X	X	X	X	X	XXX	XX	XX	XX

Appendix 9 – Individual Grantholder Report

Individual Grantholder Report

JEP Project N°: ..T_JEP.10000-95....

To be completed by each person benefiting from an individual Mobility Grant funded from the Tempus Mobility Grant.
This form is to be returned to the JEP CONTRACTOR. Please complete the form in English/ French/ German.

PERSONAL DATA

Surname : First name :
Age : Sex : Nationality :
Home institution :
Staff position/student year of study at home institution :
Host institution(s) :

TEMPUS MOBILITY GRANT

Mobility Type/ encircle as appropriate : T1 T2 T3 T4 T5 S1 S2 S3
Grant amount in local in local currency: exchange rate used = = ECU
This refers only to the amount directly received by the individual grantholder.

PERIOD SPENT ABROAD

From: dd..... / mth..... / 19..... Till : dd..... / mth..... / 19.....

EVALUATION OF ACTIVITIES PERFORMED ABROAD

0= NONE, 1= BAD, 2 = POOR, 3 = FAIR , 4 = GOOD		Please encircle as appropriate								
1. What level of preparation (for example language preparation) was made available to you ?	0	1	2	3	4					
2. What level of assistance was provided by the project consortium for the acquisition of a visa?	0	1	2	3	4					
3. How would you assess the level of assistance provided by the Host Institution in order to find accommodation ?	0	1	2	3	4					
4. To what extent did you complete all the planned activities during your stay abroad ?	0	1	2	3	4					
5. Did you receive sufficient formal recognition at your home institution for the stay abroad ?	0	1	2	3	4					
6. On the whole, how successful would you consider your stay abroad ?	0	1	2	3	4					
7. As a result of your stay abroad, please provide details on any curriculum development / teaching materials created										
8. As a result of your stay abroad , please provide details on any new activities you will develop or create at your home institution if applicable.										

Please feel free to provide further details on any of the above questions on a separate sheet.

Please date and sign here as proof of receipt :
Date : dd / mth / 19.....
Signature of the Grantholder :

Appendix 10 – Table ‘Problems and Difficulties’

Table : ‘Problems and Difficulties’ from an Annual Report

(a) Management	- Lack of participation of EU Partners	<input type="checkbox"/>
	- Unclear/changed management structure at Partner State institute	<input type="checkbox"/>
	- Poor administrative skills at the Partner States institute	<input type="checkbox"/>
	- Cultural/Language differences	<input type="checkbox"/>
	- Complex Budget procedures	<input type="checkbox"/>
	- Rigidity of Tempus Rules	<input type="checkbox"/>
	- Money Transfer	<input type="checkbox"/>
	- Equipment purchasing rules	<input type="checkbox"/>
	- Too short coordinating visits (T3)	<input type="checkbox"/>
(b) Planning	- Incompatibility with normal university activities	<input type="checkbox"/>
	- Delay in starting phase	<input type="checkbox"/>
	- Extension of each phase duration	<input type="checkbox"/>
	- No availability of the pre-identified person/professors	<input type="checkbox"/>
(c) Logistics	- Communication	<input type="checkbox"/>
	- Interpretation/Translation	<input type="checkbox"/>
	- Local Transport/ facilities	<input type="checkbox"/>
	- International travelling	<input type="checkbox"/>
	- Visas	<input type="checkbox"/>
	- Customs/Duties/Taxes	<input type="checkbox"/>
(d) Project content	- Changes of, or unclear Partner State institute situation	<input type="checkbox"/>
	- Scarce institutional support	<input type="checkbox"/>
	- Lack/reduced targeted group	<input type="checkbox"/>
	- Scarce resources at the Partner State institute	<input type="checkbox"/>
	- Lack of knowledge of the local reality	<input type="checkbox"/>
	- Partner State institute's lack of understanding and knowledge of Tempus Tacis philosophy	<input type="checkbox"/>
	- Outside interference in the application/definition of the project activities	<input type="checkbox"/>
	- Low interest from the participants for mobility	<input type="checkbox"/>
	- Existence of other donors' projects	<input type="checkbox"/>
	
(e) Other	
	
	

Appendix 11 - Pre-Mobility Form and Mission Programme Sheet

The following form was introduced for Thames-1 planners to use to prepare for visits. The form was supposed to be filled in by the person undertaking the visit.

TEMPUS (TACIS) T_JEP – XXXXX – 94/95 MOBILITY 1997/98

MOBILITY REFERENCE NO.: _____

A. OUTCOME REFERENCE

B. ACTIVITY DETAILS

C. ACTIVITY REFERENCE IN APPLICATION (1,2,3 OR 4)

D. PREFERRED PLACE OF ACTIVITY (M-3, T-1 or S-2)

E. PREFERRED TIME OF ACTIVITY

From	To	Duration in weeks

F. NO. OF PARTICIPANTS IN GROUP

G.

PARTICIPANTS' NAMES	LEVEL OF SPOKEN ENGLISH (good, fair, poor, none)	INTERPRETATION REQUIRED? (Y/N)
1.		
2.		
3.		
4.		
5.		
6.		
etc.		

II.

BACKGROUND INFORMATION ON EACH PARTICIPANT: POSITION, MAJOR TASKS/- RESPONSIBILITIES AT HOME INSTITUTION etc.
1.
2.
3.
4.
5.
6.
etc.

MOBILITY REFERENCE NO.: _____

I. NAMES OF INDIVIDUAL:

J.

List here in priority order the SPECIFIC ACTIVITIES required for the visit		
ACTIVITIES	SUGGESTED TIME NO. OF DAYS	NO. OF OTHER PARTICIPANTS (if group is divided)
1.		
2.		
3.		
4.		
5.		
6.		
etc.		

K.

List here THE EXPECTED OUTCOMES of each activity listed in Section J
1.
2.
3.
4.
5.
6.
etc.

Please return this form by fax to International Relations Office, Thames-1

Appendix 12 - New strategy for the dissemination of Tempus outputs with Tempus III

(From Guide for Applicants Academic Years 2000/01 and 2001/02. <http://etf.eu.int>, p. 37)

Dissemination of outputs within Tempus III: Towards a comprehensive strategy

In addition to the above-mentioned individual project approach, within the new phase of the Tempus programme, the European Commission wishes to develop a more comprehensive approach towards dissemination, in particular by introducing the following new activities:

- **Linking the dissemination actors:** Dissemination should link the specific competencies of a broader network of actors into a comprehensive framework. The European Commission intends in particular to strengthen the role of the national authorities, the National Tempus Offices/Tempus Information Points and the European Training Foundation in output dissemination.
- **Transfer of know-how from Tempus Phare to Tempus Tacis:** The Tempus Tacis strand of the programme should benefit from the wealth of know-how accumulated within the former Tempus Phare strand. As candidate countries from Central and Eastern Europe are no longer eligible for Tempus support, new ways should be explored in order to secure the transfer of know-how from candidate countries from Central and Eastern Europe to Tempus Tacis countries. In particular, representatives of candidate countries from Central and Eastern Europe can be invited as experts.
- **Dissemination of existing best outputs.** While Tempus has focused so far on the development of new outputs, Tempus III should, wherever possible, lead to the dissemination of existing best outputs. Projects in the areas of curriculum development, university management and Institution Building should carefully examine the possibility of adapting existing best outputs rather than developing completely new ones.
- **New networking projects should become an important tool for dissemination activities.** Networking projects are expected to contribute to the design and implementation of a coherent dissemination strategy, in cooperation with the National Tempus Offices/Tempus Information Points acting as links to national authorities. They should in particular provide for evaluation prior to dissemination as well as to the analysis of needs in particular areas.

Annex A: The Case Record

Annex A: The Case Record (presented in Five Stages)

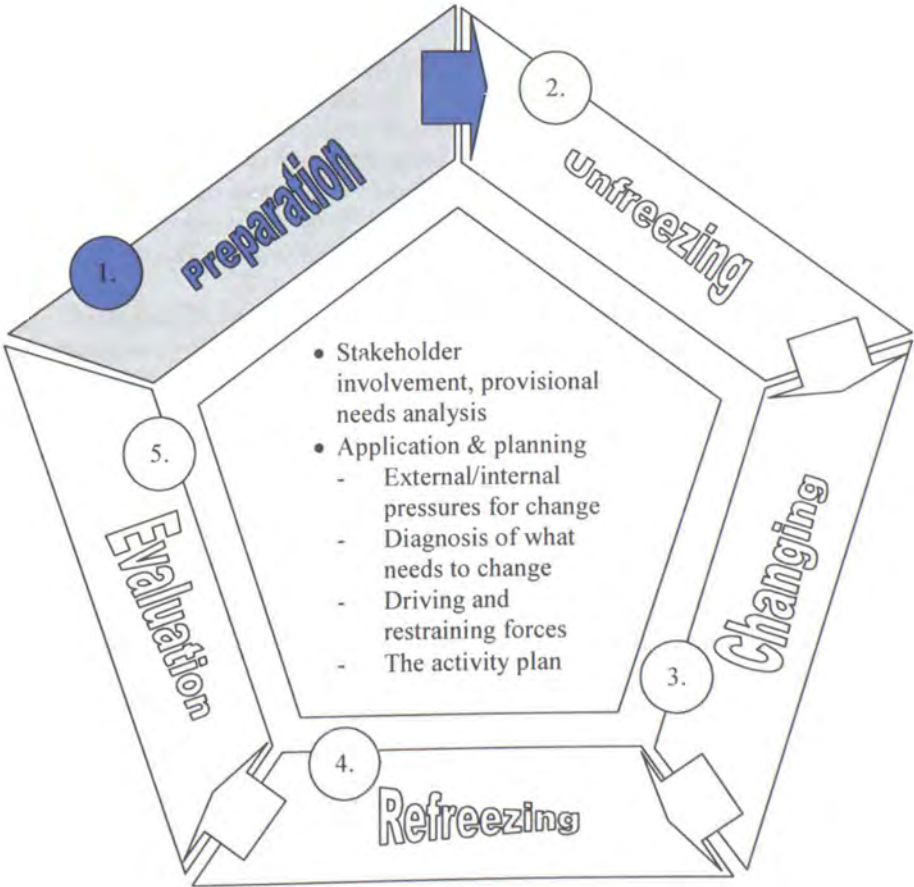
About the case record.

The Case Record comprises the case study resource information which has been verified by participants in the project themselves. The Case Record set out the events of the case in logical order making them more accessible for subsequent analysis. Within it there are other minor 'case studies' which elaborate on significant events.

The Case Record is presented stage-by-stage, from preparation to evaluation. The five stages are 'Preparation', 'Unfreezing', 'Changing', 'Refreezing' and 'Evaluation'. A pentagon summarising the selected data inputs begins each section. The 'Preparation' stage seems enormous in comparison with the other stages, but this is to be expected because of the central role of planning in managing change.

Referenced data items are identifiable as quotations annotated by an icon. The key to these icons is given in the List of Archived Material. Sections are numbered from -001- to -228- for referencing purposes.

Stage 1: Preparation



STAGE 1: PREPARATION

N.B. 'People Codes'

The persons as well as institutions involved in the Tempus project are anonymised and only initial letters are used to describe them. Usually just these initial letters are used, but sometimes if it seems necessary to remind the reader which university they come from university-initials code is used, e.g. 'T1-SH' (person SH who works at Thames-1). If the reader needs reminding of SH's job title there is a table of 'People Codes' in the Appendix 4.

-001-

Stage 1.1 The formation of the partnership.

The nature of the early formation of the consortium had important motivational consequences for the fully-fledged Tempus project which emerged two years later. It is therefore described briefly below.

The circumstances for international collaboration with Minsk-3 were extremely unusual in that the institution was only six months old when the first two partners, Minsk-3 and Thames-1 came into contact in June 1992. The Rector of Minsk-3 was the prime mover for international collaboration. A physicist with a passion for exploration, he was in his first post as Rector and gave full vent to his creativity. He was invited to take charge of the institution after it had been created as a so-called 'international college' with an International Advisory Committee¹, but the international status fitted his vision for the mission of the university. Paraphrasing his prologue to the first Newsletter of the university, he wrote:



These days the only alternatives for scholars are to know everything about nothing or nothing about everything. This has caused the disappearance of the comprehensively educated polymath capable of observing the vast spaces of science. We cannot generate sound know how, interdisciplinarity and an international way of thinking about ecology without modern encyclopaedists.²

-002-

The international ethos of Minsk-3 put international activity at the core, not the periphery, as in many universities. However, the institution had no funds of its own to develop international links, nor was there a strong international strategy which could steer the search for partners and funding. Minsk-3 was aware that funders had their own agenda, but they were lacking the expertise to manage partnerships to their own advantage. In Soviet times international co-operation was centralised and universities relied upon the expertise

¹ The International Advisory Committee, chaired by a Harvard physicist, met five times between 1992 and the end of the Tempus project. I was invited to participate in the IAC and paid my first visit to Minsk-3 in August 1992. Other members of Thames-1 joined the IAC later. The Committee noted the involvement of Minsk-3 in Tempus, but the work of the Committee focussed mainly on the internationalisation of scientific research. Thus my membership of the Committee was of little value except for information exchange. I also, somewhat naively as it turned out, organised the charitable collection of books and computers for Minsk-3 and shipped them out to Belarus by road. Whilst this effort was appreciated, the computers donated by well-wishers were much too old to meet the university's needs.

² Newsletter N° 1, March 1996, p.2 (archived as NL-011).

of external authorities to deal with administrative matters. With the freedom of universities to organise international relations there was no dissemination of know how from the ministries to institutions.



It must be noted that the Ministry took a very passive role in disseminating experience. The Belarus State University has the highest profile in dissemination work. BSU holds an annual conference on higher education in Belarus, which provides a forum for the heads of international offices to consider relevant issues and exchange experience.³

With a relatively inexperienced team and no money Minsk-3 was not in a position to pick and chose the most appropriate foreign partners. Nevertheless, feelers were put out in the international academic community. The Rector took the initiative personally for these first tentative moves. Knowing English to a conversational level and having already travelled widely as a scientist, he felt comfortable with foreigners and used his influence as an 'honest broker'.



I try to be... diplomatic, especially in matters of international relations. Opportunities were wasted earlier through talking down the competition to potential sponsors. That is not the way.⁴

-003-

Given the active role of the Rector in international relations there was no question in principle of lack of authorization from senior management in Minsk-3, which was an advantage.⁵ On the other hand it was very unclear what level of support initiatives had at lower levels in the organisation. It was assumed that people would be positive about links, after all it was an opportunity to relate to the outside world after years of isolation but their priorities were unknown until much later in the collaboration.

Collaboration kicked-off in July 1992 when the Rector came to Britain for a conference. His host, a journalist of my acquaintance, telephoned me looking for a British university to show her guest and I set up a lecture for him in Thames-1. This chance meeting was the reason that Thames-1 and Minsk-3 got to know each other. Although the collaboration interested me (I was involved in university management training at the time and I knew Russian), the prime mover from the Thames-1 side was an academic in the Faculty of Science (AF). At the time Thames-1, a former polytechnic, was interested in building up its international profile and sought new challenges in activities abroad. Impressed by the seriousness of the guest from Minsk and the topicality of his lecture in which both he and AF had an academic interest, AF immediately drafted a letter of intent to collaborate in the form of a formal bilateral agreement between Thames-1 and Minsk-3. Follow-up visits ensued, funded at first by the British Council.

-004-

By mid-1993 with the help of the British Council money it had been possible to arrange several return trips to and from Minsk. Meanwhile, the list of proposals for further activity from the Belarusian side started to lengthen. They included staff and student exchange, joint research, joint recognition of awards and academic quality assurance development. The latter started to touch upon the area of university management⁶. Some further contact would have been manageable within university budgets but a long-term commitment, involving regular expenditure on travel to perform activities abroad, could only be realised with external funding. The bilateral partners therefore waited eagerly for news about the inclusion of the CIS countries in Tempus, which provided grant monies for equipment and travel (mobility) at a level 10-15 times higher than the British Know-How Fund grants administered by the British Council.

³ Draft paper 'Main changes in the higher education of Belarus since the collapse of the USSR' written by RG, Minsk-3 Pro-Rector for International Affairs (archived as U-017).

⁴ Rector of Minsk-3 on tape. A-002A/360, 17/1/97.

⁵ Tempus supported so-called 'bottom-up' initiatives from universities and these frequently operated only at departmental level. That meant that Tempus often had little impact outside the department and this was a constant criticism of the programme (see evaluations of Tempus; European Commission 1996v, 1998ii).

⁶ Bilateral Agreement between Minsk-3 and Thames-2, 13 July 1992.

On 29 April 1993 the Council of the European Communities reached a decision on Tempus II that eligible countries 'will include the Republics of the former Soviet Union.'⁷ When the 'Vademecum' (application package) appeared, it stipulated that universities must apply for a preparatory project lasting one year and only if they were awarded that could they apply for a full Joint European Project (JEP) lasting three years. The preparatory projects, to be called Pre-JEPs, should be used in part to prepare for the activities in the JEP and to write a full proposal for a JEP to be submitted in June 1994.

-005-

The Vademecum further stipulated that at least one other EU partner was required for a successful application to join the programme and that both partners must be present in the subsequent JEP consortium. These regulations rather than a specific operational need made it expedient to find another EU partner, a problem which was resolved by another chance meeting between Thames-1 and Somme-2 in Vienna airport in summer 1993. Somme-2 were involved in their own application with the Belarus State University and a Belgian partner, but they had worked in Minsk for some years supporting medical and sporting links. Thames-1 rationalised that since there were no other willing candidates for Tempus proposed from the Belarusian side there was an argument to invite Somme-2 on the basis of their experience in Minsk. Somme-2 rationalised that since the success of their application with Belarus State University was uncertain, it made sense to be involved in an 'insurance bid' which would fund some visits to Minsk, even if the other application failed.

Minsk-3 had no strong views about the other EU partner and was satisfied that if another partner was required then the Thames-1 argumentation about Somme-2 seemed acceptable. There was no direct contact with Somme-2 until the first Pre-JEP visits of spring 1994, so the application, which was submitted under the title 'The Development of Ecology and Language Education at Minsk-3', had to be agreed by fax and e-mail. The consortium found out in December 1993 that they were successful in the application and made plans for the activities to start as soon as the money came through. The Pre-JEP worked as it was supposed to work, in raising awareness in the partnership of each other's circumstances and helping to make a more realistic needs analysis for the JEP.

-006-

Unfortunately for us but perhaps fortunately for them, Somme-2 was also awarded its Pre-JEP, and so the energies of a small number of staff from one university were directed at co-ordinating one Tempus and participating in another.

Stage 1.2 Provisional needs analysis

The partnership so established was directed at continuing the main themes of the 1992-1993 collaboration, but modified to meet the Tempus criteria. Following the successful Pre-JEP application a series of visits commenced in March 1994 allowing a three month period for needs analysis before the application for a JEP was submitted in June. Co-operation during the Pre-JEP comprised four 'Phases' which included training on specific topics as follows:



- Phase 1. Visit of four Minsk-3 staff to Thames-1 and Somme-2 for 'intensive work on course validation practice and academic quality assurance and initial talks on JEP training priorities'.
- Phase 2. Visit of five staff from Thames-1 and Somme-2 to Minsk-3 to develop JEP outlines further and to prepare pre-audit reports in advance of a practice quality audit to take place in Phase 4.
- Phase 3. Three language teachers spent a month in Thames-1 and three weeks in Somme-2 developing their English and French teaching skills.
- Phase 4. Visit on the subject of quality assurance was downgraded from an 'institutional audit' to a training exercise using materials translated into Russian.⁸

⁷ Official Journal of the European Communities, No. L 112/39, 6 May 1993, Article 5.

⁸ JEP Application Document, U-030.

The first two visits of the Pre-JEP (one East-West and the other West-East) were done before the JEP application was submitted so there was adequate time to develop our strategy. However, no formal needs analysis was undertaken of a professional type which might have looked in depth at the internal and external change environment of the target university.



No examination of local constraints to project achievement was undertaken, and no detailed analysis of the local context including the regulatory framework within which change was permissible was carried out. This 1994 position contrasts strongly with the analysis of project feasibility carried out as a preliminary component of the current Thames-1-Minsk-3 REAP project.⁹

In 1993/94 we were certainly naïve as far as the objective setting process was concerned. Perhaps we were trying to be too collegial, depending upon the counterpart to express their needs rather than demonstrate their needs. It is also true that no formal research was undertaken of local conditions. I think when the partnership was still young we were inclined to assume that the Belarusians would interpret their own conditions correctly. Being inexperienced we did not know how to cross-question them about these conditions without appearing to be suspicious or unfriendly and we were anxious to avoid negative emotions. The Pre-JEP succeeded in raising awareness in Minsk-3 of certain change issues in university management, for example of the quality assurance procedures which Thames-1 was experimenting with as a 'new' university. We knew that awareness raising was required on both sides in order to generate 'aware' pressure for change. Unfortunately, we settled for raised awareness and failed to challenge the resulting assumptions which we had about each other.

As a result of the earlier British Council funded visits, Minsk-3 and Thames-1 developed tentative plans to collaborate on an appropriate model for internationally compatible course design validation and delivery. It was felt that the new Minsk-3 courses in ecology could work within a modular scheme similar to the Science Modular Scheme at Thames-1¹⁰, and that eventually both universities would benefit from reciprocal recognition of degrees if not joint degree schemes. However, this was a bilateral scenario which marginalized the role of the French partner. This was not playing by the Tempus rules in which all the EU partners must have an equal role, therefore it became necessary to justify the involvement of Somme-2 in order to make a successful proposal.

Although scientific research activity was explicitly excluded from Tempus funding, it was felt that Somme-2 offered good possibilities for scientific collaboration in biology and medicine and had useful links with the local hospital and other potential partners at national level. Somme-2 was also expert at networking with local and regional partners, had a strong cultural dimension to university life, which was interesting, and there was the hope too that there would be useful synergy with the other Tempus project with Belarus State University should it be funded too as a full-JEP. Altogether it seemed to us that there was every reason to continue with a JEP application with the existing consortium as Tempus required, but the imbalance in the partnership had become evident during the Pre-JEP and communications problems too:



Meeting key contact persons involved in the project at partners' institutions, and at Somme-2 in particular, was essential too in the light of poor communications between Minsk-3 and Somme-2 during the Pre-JEP phases.¹¹

⁹ Flowers, A., 'Changing work organisation at [Minsk-3]', unpublished paper (1999), p. 4 (archived as U-045). REAP refers to the British Know How Fund's 'Regional Academic Partnerships'. Under REAP rules potential partners have to complete a 'baseline study' in order to qualify for full funding.

¹⁰ Paper by AL on JEP application prepared during visit to Thames-1, 16-24 March 1994 (archived as N-034).

¹¹ IGR Year 1/4 by RG, Vice-Rector for International Affairs of Minsk-3, about his first visit to Somme-2, 19/5/95-26/5/95 (archived in 1995/96 Annual Report U-023).

The need to address problems of balance as well as meeting the all important needs of the Partner State university never escaped us, but at times it seemed we had to pinch ourselves to remember that Somme-2 was supposed to be there. During his visit to Thames-1 in March 1994, Rector AL, with Thames-1 academic AF drew up a checklist of his points which he would like to see in the Tempus proposal. It included the following¹²:



- Review of modular educational process. The whole (then) 6-year course should be adapted to fit the overall BSc and MSc organisation at French and British universities. The recently outlined syllabus concepts will incorporate the best of each system under investigation, including the positive 'Russian' features such as the broadly based fundamental education, which will be exchanged with Western partners together with advanced teaching and research-teaching techniques.
- Auditing of the Minsk-3 courses should be performed using the academic audit techniques used in Britain and France. Training, assessment diploma and dissertation defence will be done in a form recognisable to that in the UK and France. This allows intensification of teacher and student exchange, as well as sharing of teaching experience and advanced technology transfer.
- Attention must be paid to assessment procedures so that examinations are transparent to western observers.
- Exchanges of teachers and students needs to be intensified to perfect academic audit procedures.
- It is necessary to develop the joint dissertation supervision system with colleagues from UK and France.
- New postgraduate programmes at Minsk-3 need to be jointly developed and evaluated.
- All the above require good foreign language skills by students. The language barrier must be overcome using not only teaching but information exchange, improved library services, etc.
- Minsk-3 participation in the JEP will be a good example to other Belarusian higher educational institutions.

-010-

If this was the current needs analysis it needed 'correcting' to fit it into the Tempus criteria which furnished only two options for Tempus JEPs, either curriculum development in priority areas or strengthening of university management. Ecological education, it turned out, despite the devastation after the Chernobyl accident in 1986, was not a national priority for Tempus in Belarus so any curriculum development based on ecology was ruled out.¹³ Minsk-3's priorities of modular course development, student exchange, joint recognition of degrees and scientific research, were effectively excluded from Tempus because of the decision about priorities. The only possibility left was an application focussing upon university management issues and it was therefore necessary to ignore chunks of the Minsk-3 wish list and concentrate upon the university management aspects.

The reduced scope and the reasons for it were not entirely clear to Minsk-3 Rector, AL, nor were they entirely understandable to the rest of us. In the rush to prepare a new proposal, the Tempus objectives did not evolve on the basis of clear consensus about what the project was for, the value which it could add to the international dimension in each institution and the potential costs of participation. The momentum keeping the application process together was the certainty that there would not be the chance to resolve the problem of what to do with the project unless there was first a project. I think we had a vague idea that we could all get something positive out of the project at the margin, but all parties felt a sense of disappointment that perhaps the new criteria had pushed the needs analysis out of shape and a sense of uncertainty that Tempus would turn out to be really relevant.

¹² N-034 (mentioned above).

¹³ Ironically, applications under the heading 'Environmental Management' were admitted after the temporary suspension of Belarus from Tempus funding in 1999.

-011-

Stage 1.3 External pressures for change

The following analysis of external and internal pressures for change was not done at the time of the Tempus application as a separate exercise, although there was an awareness of the importance of external factors:



These training needs are influenced by recent developments affecting the status of the [institution], and background social political and economic developments in Belarus.¹⁴

A retrospective analysis is attempted here to fill the historical gap and to provide important reference material for subsequent discussions. The mnemonic 'STEP'¹⁵, which stands for Social, Technological, Economic and Political, is sometimes used to provide headings for an assessment of the external environment I use these as the first main headings below. I also added to the STEP analysis a description of the change pressures exerted by the Tempus programme itself and also change pressures specific to the higher education systems in the three countries.

-012-

External - Social Factors

The social setting in Tempus is complicated by the existence of at least three cultural backgrounds of the partner universities. The multicultural context would normally exert strong attitudinal and behavioural pressures although in Tempus the commonalities of university life softens some of the sharpness of cultural difference.

It is very hard to pinpoint social change factors acting upon Tempus from society at large. A small university with a mission connected with ecology education can be said to have broad social support, but the chief interaction was with the academic community itself. Social mores and attitudes affected all of the activities and contributed both to change and to resistance to change.

-013-

The impact of social factors in Tempus could be said to include the barrier imposed by language, different gender relations, attitudes to young people, attitudes to work, etc. Cultural difference in international projects has to be worked through, but at the planning stage it is important perhaps to take the following into account:

- The values of workers in the education sector might be considered a source of common ground when all three partners are higher education institutions.
- Cultural diversity can be an advantage as well as a disadvantage because it can stimulate thought and new ways of thinking. The interest which people naturally have in exploring other cultures can be turned to the project's advantage.
- People are usually more tolerant of mistakes and misunderstandings with foreigners which might help the partners to remain on good terms.

-014-

Whilst there is cause for optimism that social and cultural differences can be managed in Tempus, the challenge of work in the FSU is that the transition to a market economy created change pressures in the FSU completely out of proportion to those felt in the West. Social change in response to economic and other factors involved changes in attitudes on such matters as employment and career planning, family planning and the optimum size of families, inter-generational relationships, attitudes to foreigners, respect for authority, greater concern for truth, a search for new social and cultural values. In the early days of independence in Belarus change was

¹⁴ JEP Application Document, U-030, p. 1.

¹⁵ As used in the Open University Business School course, *The Effective Manager*. Sometimes the letters are in a different order as 'PEST'.

welcomed, but since the harsh economic realities bit most people painfully attitudes to change hardened considerably.

In reaching mutual understanding and making progress in Tempus it was necessary to accommodate the different life experience of the participants from Minsk-3 under communism. The East and West Europeans understood some modern concepts very differently. For example, under the Soviet system universities did have a personnel department but these were seen as an arm of communist administration and therefore as a control mechanism¹⁶. Some considered it better to phrase personnel functions as 'human resource management', and 'staff development' as 'training in university management'. Attitudes to strategic planning were also problematical, as discussed below (see *Economic Factors* - 022). Similarly, it was difficult to discuss the quality debate in England and apply quality enhancement tools in Minsk-3 without the whole quality process being seen as another form of centralised control, and an expensive one at that.

-015-

Another area of social diversity affecting Tempus concerned attitudes to training activities. In the West training is becoming more and more student or 'delegate'-centred, emphasising the experience of the participants and minimising the role, knowledge and power of the trainer. In Belarus training policy and experience is much less interactive and there were quite demanding expectations placed upon Western visitors and hosts to organise a concrete know how transfer activity. Tempus is intended to consist not so much of know how initiatives but of bottom-up peer group co-operation between universities in different countries. Staff from each partner university had different personal perspectives on this central issue.

-016-

Minsk-3, like universities throughout the CIS, considered '*vospitaniye*' (upbringing) to be part of its mission, and provided staff and facilities for the purpose. The work of the Students' Guild (students' union) can be seen in this context. Likewise the creation in 1996 of the Belarusian Patriotic Union of Youth (BPSM in Russian), a new mass youth organisation intended to fill the vacuum in civic and moral upbringing left by the defunct Komsomol.¹⁷ All state HEIs must open a branch of BPSM and encourage students to join. Minsk-3 took a relaxed attitude to this and allowed the official students union to exist in parallel with BPSM. In Russia there has been no attempt to revive the Komsomol, nor has society expressed the need for one. On the other hand in Russia the need is felt 'to work out a complex upbringing programme for pupils and students in educational institutions in Russia'.¹⁸ The general idea that youth must be protected from themselves and have their free time organised for them is not controversial in Slavic societies.¹⁹

-017-

External - Technological Factors

Technology or the lack of it was an important source of external change pressure on the project. Adverse economic conditions in Belarus may have slowed technological change but the exploitation of new technology was still seen as an indispensable component of the development strategy for a new university. People were highly computer literate in Minsk-3, a result of good Soviet technological training, and when computer equipment appeared it was well used and extended to its limits. The equipment fit at Minsk-3 grew very slowly

¹⁶ I heard this view expressed several times, e.g. by the General Secretary of the Hungarian Rectors' Conference and by the coordinator of the Tempus Eurofaculty project in the Baltic States. European Affairs Committee member, Lord Posenby, expressed the same worry in the House of Lords about the word 'monitoring'. He said, "The word 'monitoring' translates as 'control' in Russian. Russians know about control only too well. They are extremely suspicious of it. I believe that accounts for the reluctance of many of the Russians who are part of the Tacis programme." (See House of Lord's Hansard, 22 April 1999: Column 1324).

¹⁷ Avis, as above.

¹⁸ Ministry of Education of the Russian Federation, 'Collegium's Decision on the Main Tasks of the Ministry of General and Professional Education for 1999', unpublished (archived as U-014).

¹⁹ For a survey of youth organisations up to the last days of the USSR see Riordan, J. (ed.), *Soviet Youth Culture*, London: Macmillan, 1989.

but took leaps forward with the assistance of donors including the Soros Foundation, UNESCO, a German humanitarian concern and a local businesses. Even the British Embassy made a donation of computers. Before the Tempus programme, however, there was no administrative computing to speak of and written communications and record keeping was done using forms, typewriters and handwritten notes. The situation was worse than usual because Minsk-3 had no initial endowment.

The issue of computerisation went hand in hand with the growth of the Internet for communications and as a learning resource. Internet service provision was problematical in the project because of the cost and the low specifications of the aging computers in use. Although relatively fast growing, Internet usage in Belarus is a long way behind Western Europe. According to Internet pollsters, NUA, the current Internet usage at the beginning of 2000 shows the following growth compared to 1998 (see Figure 1).

-018-

Figure 1. Use of Internet in international comparison.

	3/1998 (millions of users)	1/2000 (millions of users)	% growth
Britain	4.3	15.7	365
France	2.87	9	313
Russia	1	6.6	660
Belarus (<i>approximation based on population and Russian figures</i>)	0.05 approx.	0.25 approx.	500 approx.

Source: <http://www.nua.ie/surveys> accessed 20/8/00

Internet penetration in the leading European countries, Finland, Norway and Sweden lies at around 30 per cent. If Russia wanted to achieve these numbers, roughly 44 million people would have to be connected to the information network, which roughly exceeds the number of 'Internetable computers by a factor of eleven.'²⁰

-019-

The growth of the Internet in Belarus has been subject to government interference, limitation and control. According to the American press freedom watchdog, Freedom House, Belarus is in the 'Not Free' zone in their world map of press freedom²¹. Internet censorship is imposed in Belarus owing to the monopoly of the of the state-run Internet provider, Belpak. High prices keep the numbers of subscribers down and limit the time which subscribers can spend on line. George Soros invested heavily in Belarus to try to break the price barriers but the assistance stopped when Soros closed his office in mid-1997. The issuing of licenses to install dish aerials controls the alternative to connection via terrestrial Internet service providers, connection by satellite.²²

The shortage of cash obstructed other forms of communication because universities could not afford international telephone calls, photocopy paper, toner, etc. These were restricted by universities to urgent cases only, authorised sometimes by special permission. Office equipment was obsolescent and prone to breaking down through age and overuse. A substantial part of the Tempus budget had to be diverted to Minsk-3 for office equipment and communications purposes. The question of the future consumables, maintenance and replacement of equipment was left unsolved by Tempus.

-020-

²⁰ Harter, S., *Life on Planet .ru: the Internet in Russia*, paper presented at the BASEES Annual Conference Cambridge, 1-3 April 2000, unpublished (archived as U-020).

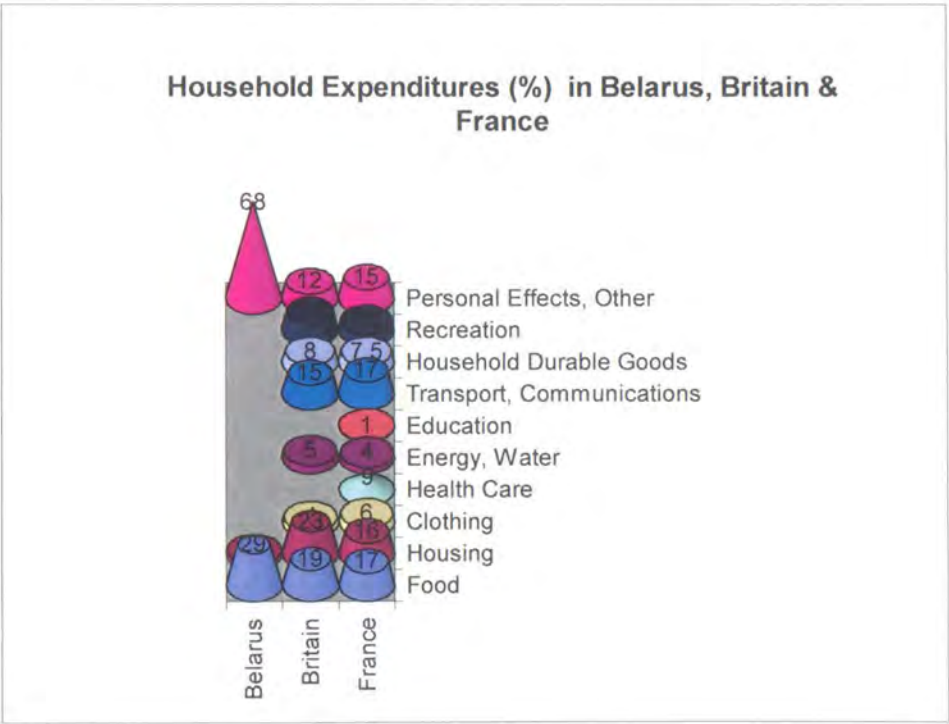
²¹ Freedom House's 2000 Press Freedom Survey online, <http://www.freedomhouse.org/>.

²² 'Internet use, and government control, up', *Minsk Economic News*, No 21 1997 (archived as NP-021).

The break up of the Soviet Union and the ending of central planning created an immediate economic crisis in Belarus as everywhere in CEE and the FSU. Successive governments failed to find the means to inject enough money into the education system to avoid a dramatic drop in the standard of living of most teachers.

-021-

Figure 2. Cone chart of comparative household expenditures.



Source: Encyclopaedia Britannica 2000 (from latest data)

The difference in funding for the education sector can be seen in the Table in the Appendix comparing Britain, France and Belarus. The average take-home pay packet for staff at Minsk-3 was about \$30 per month for a teacher, \$50 for senior staff, although the actual purchasing power of individuals could be ten times that or more depending upon other sources of income. The table above shows the effect of the economic conditions on household expenditure of the average family.

-022-

Amongst the consequences of adverse economic situation for universities were shortages of staff and equipment, poor working conditions, reduced opportunities for staff development and training, short-termism and a lack of confidence in the planning system. Long-term planning was often not undertaken because funds could not be guaranteed to fulfil those plans. The attention of staff was also increasingly diverted away from the university matters to matters of personal survival. Much leisure time in Belarus is taken up growing home produce on countryside plots beside the family cottage (dacha). Staff at Minsk-3 sought and took up additional means of generating income and had less and less time and commitment to change in their substantive occupation in the university.

-023-

Paradoxically, staff student ratios were preserved at their low levels in Belarus in spite of economic conditions. The academic staff grew from 35 to 70 during Tempus and the student population from 65 to 600. Staff student ratios were never worse than 1:8.5, which is 'Rolls Royce' compared to mass higher education in Britain and France. This attracted staff to Minsk-3, but in general there was still a lot about academic life which was discouraging.



State salaries are low in dollar terms but are notable for being paid regularly... Food costs remain the one significant domestic budgetary problem for the low paid State employee. Consequently, most State employees seek secondary incomes, and in the case of academic employees this inevitably leads to multi-institution teaching.²³

-024-

Multi-institution teaching had both positive and negative features. On the one hand teachers were overstretched and torn in different professional directions. On the other hand there was a valuable sharing of experience between institutions which contributed to dissemination and teaching quality. In terms of commitment to the corporate goals of Minsk-3 the minuses outweighed the pluses, but if this was the price of having teaching staff at all then it was a price worth paying.

-025-

External - Political factors

At the level of international politics relations between Belarus and Western Europe are much worse than with any other state in the CIS. The reasons are connected with the perception in the west of anti-democratic developments and worsening internal situation in Belarus hastened by the referendum of November 1996 which gave the President, Alexandr Lukashenka, sweeping new powers and extended his term of office beyond the constitutional maximum. In mid-1997 after several complaints were levelled by the Belarusian authorities against the activities of the Director of the Soros Foundation, Open Society Institute ceased activities in Belarus which cut off an important line of funding for Minsk-3. Later, after a visit to Belarus by a delegation from the European Parliament in 1998, all economic co-operation with EU in 1999 and Tempus funding along with it was suspended. The Compact Project proposal submitted in April 1998 could not be awarded owing to the suspension of financing for Tempus.²⁴ From the international perspective, the political environment of the project was tense. However, as government employees and directors of a new institution dependent upon public funding, the leadership of Minsk-3 were obliged to cultivate stable relations with the regime. Foreigners were interested in hearing opinion about Lukashenka in Minsk-3 and they heard it, but the localised 'brave' remarks did not amount to a political movement.

-026-

External - The Tempus programme itself

In comparison with other donor assistance programmes, grants awarded under the Tempus programme are closely supervised by the European Union. The European Training Foundation (ETF) has the contract to manage the whole Tempus programme, and they arrange occasional workshops to promote the programme and train local project managers from both the EU and the Partner States on how to manage their projects.

The Programme Managers in the ETF exert influence directly upon project co-ordinators through letters of recommendation which can have the force of a change in the contract.

-027-

²³ Flowers, A., 1999 (U-045, mentioned above).

²⁴ In December 1999, the Member States of the European Union took the decision to restart Tempus Tacis co-operation with Belarus in 2000.

In the case of our Tempus project contact with the Programme Manager was first triggered by the November 1996 Monitoring Report.



The Monitoring report includes recommendations addressed to you and/or your consortium partners and the following recommendations are regarded as essential. You should make every effort to implement them in order to improve the project performance and increase your ability to achieve the project objective for the forthcoming year.²⁵

-028-

Both the monitoring report and the letter of recommendation had major organisational implications and show that in Tempus the nature of the contract binds the contractor pretty much to follow the advice from the European Commission and its representatives. The alternative is to risk possible financial penalties, up to and including being invoiced to repay the 'whole totality of the grant'²⁶.

-029-

Whereas Tacis Monitoring and the intervention of the ETF Programme Manager represents a workable supervisory policy by the European Commission, the rules for the financial management of Tempus caused a lot of stress and strain and took a lot of time to sort out. Below is a flavour of the financial management expected in the *Guidelines for the Utilisation of the Grant*:



4.3 The portion of the grant paid directly to the Individual Grantholder must be recorded in the Individual Grantholder Report (annex I/16). However, any expenditure incurred on behalf of the Individual Grantholder must be recorded by supporting documents.

4.4 The following documents are considered as supporting documents: invoices, vouchers, bank statements, hotel receipts, travel tickets, etc. These documents must be kept by the contractor.²⁷

-030-

Further into the contract life contractors could expect detailed financial control such as this:



"Administrative Staff Costs: Local transportation costs have to be financed from the costs of stay of mobility participants. Please explain the Conventions for Mr O Stanchik regarding "minibus services (15 +13 ECU)" which were charged under this budget heading."

"Could you also provide a certificate of origin of all the equipment listed in Table III/20 Equipment. Furthermore, we would like to receive proof of the tendering procedure which is requested for equipment purchases totalling more than 10,000 ECU. Please send us copies of the three proposals for the following item..."²⁸

-031-

The effect of the tight financial control, the weighty documentation required at the annual reporting stages, work surrounding annual visits by Tacis Monitors, answers to enquiries about old financial reports, etc., is that the contractor has a lot to do to keep up with administrative obligations of running a Tempus project before even starting to support the reforms for which public money has been provided. The EU expect this work to be done on top of normal university duties but in practice we found it was impossible to keep up with the administrative demands without employing extra staff. Institutions are now aware of the need to consider carefully, at policy level, of the use of university resources in fulfilling contractual obligations. My head of department was vocal in her disapproval of Tempus rules and regulations:

²⁵ Letter from European Training Foundation to JEP Co-ordinator, 13 February 1997 (archived as F-031).

²⁶ Tempus Tacis Contract.

²⁷ 'Guidelines for the Utilization of the Grant'. Tempus contract document (archived as U-037).

²⁸ Letter from ETF to Contractor, 3 September 1997 (archived as L-036).



IMAGING SERVICES NORTH

Boston Spa, Wetherby

West Yorkshire, LS23 7BQ

www.bl.uk

PAGE(S) MISSING IN
ORIGINAL

Looking behind the identikit Soviet façade, there are features and problems in Belarusian universities which distinguish them from the Russian. In the first place there is the use of Belarusian language. On independence the language of instruction in higher education was entirely Russian except in specialist centres of Belarusian culture. Educational materials were supplied in Russian, many of them were printed in Russia and many of the teachers studied in Russia or were Russian. Everyone spoke Russian and only 21% of school children were taught Belarusian at school by the end of the 1980s³². However, in a wave of nation-building fervour the 1991 Law on Languages insisted that Belarusian was to be the sole medium of instruction in education. By 1994 over 70% of school pupils were learning Belarusian in schools. However, in 1995 there was a policy reversal and in a referendum on nationhood an overwhelming majority supported the proposal that Russian should be accorded the same legal status in Belarus as Belarusian.³³ The situation in Minsk-3 is that the language of instruction is Russian, but that the administration is supposed to be done in Belarusian. Quite a lot of correspondence is indeed done in Belarusian but staff meetings are conducted in Russian. No one attempted to use Belarusian with those of us who were Russian speakers and I have no recollection of hearing Belarusian spoken in Minsk-3 in my 12 visits there between 1992 and 1998.

-035-

Other national policies on higher education development seemed to be at the 'project' stage during Tempus. At the 4th Tempus Tacis Coordinator's meeting in Turin in March 1997, the Ministry official who serves as Belarusian Tempus Information Point (TIP) presented a list of the educational problems of Belarus which were taxing policy makers but for which as yet there were no solutions.³⁴



The Ministry of Education of the Republic of Belarus, all the interested parties, bodies, institutions and organisations as well as research-teaching community are looking for effective solutions to these problems under the present complicated conditions:

- Development of a national- and regional- oriented content of education.
- Introduction of a new education management model for a republican and local level.
- Gradual change over to education system development according to the comprehensive goal-oriented programmes.
- Creation of a state system of requirements (standards) imposed on graduates from each type of educational and training institutions, setting the procedure for their certification, qualification and promotion.
- Introduction of further changes in the personnel training structure that will be called for by changes in economy and regional demands.
- Development of flexible educational structures that would be much integrated in higher education levels.
- Improvement of the structure and content of higher education in order to bring it closer to university-type education.
- Introduction of a qualitatively new system of educating Masters of Arts, post-graduate and doctoral students.
- Introduction of a new economic organisational mechanism of management for research activity in the education system and integration of science in the market economy.

-036-

The above list demonstrates some of the contradictory thinking which frustrated policymaking. The following were included but to my way of thinking they could be interpreted as opposites:

- "State standards imposed upon graduates" *versus* "qualitatively new postgraduate education"
- "flexible structures" *versus* "state system of certification, qualification and promotion"

³² Prokhorov, 1994, p. 30.

³³ Avis, 1998.

³⁴ Gancharonok, I., 'Higher education in Belarus: role and place of science in higher educational institutions', in *Documentation on the 4th Tempus Tacis Co-ordinators' Meeting, Turin, 24/25 March 1997*, pp. 62-70 (archived as U-038).

- “national and regional orientation” *versus* “development according to comprehensive goal-oriented programmes”

-037-

Confusion about the direction of policy at national level effectively produced stagnation rather than pressure for change. Certain ‘tendencies’ were acknowledged by the government, but without any concrete initiatives or funding to support them. It is interesting to compare the tone of the TIP’s almost complimentary list of ‘problems’ from the Belarusian perspective with the following 1992 critique by the OECD on the former Soviet system:



- a) The Soviet education system was based on principles which differ markedly from the organisational principles of education in European countries; these were uniformity, State control of curricula, suppression of private financing, ideology. Narrow institutional specialisation and the fragmentation of studies destroyed the concept of the ‘complete university’.
- b) Isolation and lack of contact with practices in the economically advanced countries. The result of this was that new technologies and methods of learning were not applied for a long time.
- c) Although the importance of education was much proclaimed, the inefficient economy lacked funds for raising either standards or the public appreciation of education.
- d) The separation of the Academy of Sciences from higher educational institutions damaged the capacity for research of universities.
- e) The politicising of education affected especially social sciences and humanities. Individuals who attempted to assert free thinking were discouraged or simply never encouraged.³⁵

-038-

The numbers of contact hours considered a minimum in Minsk-3 was 450 hours.³⁶ Whereas there were several experiments in operation and proposals about changes in the degree structure to split the diploma into bachelors and masters degree, the five year diploma was very much the norm.

In higher education more and more stress is being placed on individual work such as one-to-one tutorials. In the past academic staff had a heavy workload compared with their British counterparts—an average of 700 to 900 hours per year, depending on their qualifications. That includes examinations. Contact hours - lectures, practicals and seminars - ranged variously between 400 and 600 hours. This was a big workload and it left, of course, little time for individual tutorials. The emphasis now is on individual work, especially in the final stages of courses.³⁷

-039-

Change in teaching practice to include larger amounts of student self study would require the approval of the pre-eminent educational authority, the Ministry of Education, which was responsible for the accreditation of Minsk-3 as a higher education institution and also for the recognition of individual degree programmes.

The Rector and senior staff in the administration were in constant touch with their counterparts in the Ministry of Education. Whereas the Ministry had few financial levers to use on Minsk-3 (they were only paying staff salaries and student stipends and nothing for maintenance costs, heating, electricity and telephone, etc.) there were a considerable number of administrative obligations placed on staff which had to be fulfilled. The Rector

³⁵ OECD, 1992, p. 7.

³⁶ See tape-recorded interview with Sergei Vitokhin, Vice-Rector of the Belarusian National Institute for Higher Education (archived as A-003).

³⁷ Avis, 1998, p. 55.

was appointed by the Ministry of Education and approved by the President. There was therefore considerable pressure to conform from that direction. On more than one occasion the Rector was prevented from travelling on Tempus business because the President required 'his' rectors to be in Belarus.

-040-

Higher education in the former Soviet Union suffers from a depressed policy-making community. Although there is a National Institute for Higher Education in Minsk which produces some useful information material, it tends to work under contract to the Ministry of Education rather than being itself an independent and critical voice. The lack of educational buffer groups, i.e. the research groups, interests groups and quangos of which there seem to be such an abundance in Western Europe, is a sign of the infrastructural weakness of the educational system since the break-up of the Soviet Union. The consequences are a weakening of the powers of expression of the academic community, lack of checks and balances in policymaking and an impoverished policy debate. It is difficult indeed for westerners to form an accurate opinion of higher education in Belarus if colleagues there do not participate in international networks.

The weakness of such networks has also occasionally deformed the effects of international assistance and the reform process as a whole, by empowering certain actors or groups at the expense of their rivals in ways that would not have been possible in more 'normal' or balanced professional environments, and that have sometimes made those powerful élites less accountable to their own peers and constituencies, further destabilizing the politics of education.³⁸

-041-

Tempus is just such a form of international assistance for which the above warning is pertinent. At one level Tempus may distort the policy debate because of the financial leverage which it has. At another level Tempus may succeed in stimulating the debate and indeed under Tempus III (2000-2006) a considerable emphasis is now put on 'institution building' to strengthen national educational institutions.³⁹ In our project there was some contact with the Ministry of Education, for example they attended the dissemination conference in April 1998⁴⁰, and likewise some contact with the National Institute for Higher Education, for example through the publishing of some journal articles.⁴¹

-042-

External - Higher education in France

The external environment in France will have affected Somme-2's ability and motivation to participate in Tempus. French higher education has undergone a major expansion in the 1990s reaching over 2 million students by the end of the century. There are more than twice as many students in French higher education than there are in the UK and three times as many higher education institutions, although the population is approximately equal. However, the majority of students registering for first year courses in France do not go on to complete a full degree. The main reason for the high turnover is the open access policy instituted in 1968 leading to the overcrowded conditions for first year students in French universities. Another reason is the existence of sub-degree qualifications giving students the option of leaving higher education early and continuing later. The shortening or delaying of military service may also be a factor.

-043-

³⁸ Johnson, 1998, p. 72.

³⁹ See *Tempus Guide for Applicants Academic Years 2000/01 and 2001/02*.

⁴⁰ See proceedings of seminar (archived as P-075).

⁴¹ See Randall and Obolonkin, 1997. This short article was published in the NIHE journal.

Staff student ratios in France are ostensibly more demanding than they are in Belarus or UK in the earlier years, but overall the system is well staffed⁴². At all levels, less is expected of French teachers in terms of contact with individual students, but overall contact hours are laid down by law at a level of 608 hours.



*Les services d'enseignements en présence d'étudiants sont déterminés par rapport à une durée annuelle de référence égale à 128 heures de course ou 192 heures de travaux dirigé ou 288 heures de travaux pratiques ou toute combinaison équivalente.*⁴³

[Academic services in contact with students are determined in accordance with an annual reference period equivalent to 128 hours of course teaching, 192 hours of supervised work and 288 hours of practical work or any equivalent combination.]

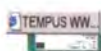
-044-

As in Belarus, the lecture is the primary means of delivering teaching and much reference is made to standard texts and learning resources which do not change radically from year to year. The French system has been described as a Napoleonic or training model⁴⁴ and bears some similarity in this to the Soviet system with its duty to train civil servants, engineers, military technologists and scientists for work in the national service.

Another similarity between the French and Belarusian systems is the strict qualifications system for teachers. Teachers are expected to qualify through the *habilitation* and to maintain and improve their qualification by means of regular staff development. Other working conditions for French university teachers have changed, as they have in Britain. The introduction of contracts, formula salary arrangements and new forms of assessment has increased stress levels and left less time to deal with the number of ongoing projects like Tempus. Although French higher education is better funded overall than British or Belarusian higher education, a lot of money has had to be spent on infrastructural upgrading to cope with modern information technology.

-045-

Higher education outside the Paris conurbation is relatively less well funded and so provincial universities like Somme-2 have been obliged to use regional associations and compacts to share resources and compete for European grants and contracts. Universities have similarly extended the international dimension in search of new training markets and funding opportunities. In this climate participation in Tempus to some extent was also seen as a source of liquid income. France has had long historical links with Eastern Europe since the days of the 'Little Entente'⁴⁵, and before that the ties between the French and Russian aristocracies. After the Revolution many thousands of well-off Russians immigrated to France. French participation in Tempus has been at a high level, albeit lower than the UK.



The role of French partners in Joint European Projects is strong. In 1999/2000, French higher education institutions featured in more than 35% of all Tempus projects selected in 1999.⁴⁶

The role of UK partners in Joint European Projects has always been remarkable. In 1999/2000, UK higher education institutions are involved in almost 50% of all new Tempus projects from the selection round of 1999.⁴⁷

-046-

⁴² Academic staff numbers grew from 76,676 to 78,805 between 1997 and 1998. Non-academic staff in regular posts (*titulaire*) numbered 233,850, a number which includes *Personnel de direction d'établissement*, medical academics and research technicians. Sources: DPESR/DGF and *Vie Universitaire*, September, 2000, p.37.

⁴³ From Article 7 of Presidential Decree 84-431 of 6 Jun 1984 modified on 4 December 1997 (extract archived as P-076), p.11.

⁴⁴ See Neave, G., 'Strategic planning, reform and governance of French higher education', *Studies in Higher Education*, vol. 10 no. 1, 1985.

⁴⁵ Strategic alliance between France, Czechoslovakia, Yugoslavia and Romania between 1920 and 1938.

⁴⁶ ETF information leaflet, *Tempus at Work – France*, 1999 (<http://etf.eu.int>).

⁴⁷ ETF information leaflet, *Tempus at Work – United Kingdom*, 1999 (<http://etf.eu.int>).

The participation of French universities in Tempus was actively encouraged by the French government, who opened a National Tempus Office charged with promoting the project. French diplomatic missions in the NIS were instructed to issue free visas to NIS nationals travelling to France under the Tempus scheme. Furthermore, universities were able to use their participation in Tempus to earn money for other international activity for which universities received no direct support. Somme-2 saw Tempus partly in this light.



Without *prestation de service* [income generation through training contracts, projects] I would have no money. Because I have no money from the University. I have to pay – phone, fax, etc. – but I am free.⁴⁸

-047-

France is the first country in the world to connect homes up to a nationwide electronic information system, Minitel. Perhaps because of this universities lagged behind other western European countries in getting connected to the Internet. Indeed the project suffered from the lack of reliable e-mail communications with Somme-2 until 1996. It was reported in the 1995/96 Annual Report that:



Electronic communications difficulties sometimes occurred with Somme-2. [However] Somme-2 now has a new mail server with new IP addresses for all staff.⁴⁹

-048-

Nevertheless, France has a modern university system with much to offer Tempus. A possible checklist of positive experience which Somme-2, as a representative of the French higher education system, could offer Minsk-3 in Tempus might include the following:

- Mature institutional democracy, corporate governance and strategic planning
- Closely matched national-institutional administrative systems, exchange of data, financial management
- Experience of diverse course delivery, continuing education, short courses and targeted training
- Library automation
- Experience of complex international relations management, applying for funds, opening up international opportunities for collaboration and exchange for staff and students
- Regional networking, associations and development compacts
- Vibrant cultural life on campus, high quality student support and services

-049-

For all its antiquity the French system is undergoing change.



More and more persons in France are out of work and jobless. They prefer to have a lower level of training in order to get a job. So in France we are transforming our system. Our Minister is pushing us to transform the French system, which is seven centuries old, to copy the English system. There will be three, five and eight-year levels. Three – the bachelors level, five – the masters level and eight – the PhD level. To have 'lisibilité' [understandability – transparency] from other countries.⁵⁰

-050-

External - Higher education in UK

⁴⁸ S2-BR speaking at the Final JEP Management meeting, Tape A-008, Side 1/180.

⁴⁹ U-023, Annex III-13.

⁵⁰ President-elect Somme-2, Audio tape of JEP Management Committee Final Meeting, 16 June 1998, A-004, Side 2/220.

British universities like Thames-1 were also under external pressure to seek profitable new partnerships abroad. When the collaboration with Minsk-3 first started in summer 1992, British polytechnics like Thames-1 had just acquired university status on the passing of the Further and Higher Education Act. New quality assurance structures were testing everyone's nerves and patience. The expansion of the higher education sector was gathering apace and the former polytechnics were alarmed to discover that there was no major improvement in funding to sustain these changes⁵¹. There was therefore an energetic search for new 'third sources' of funding from activities like the recruitment of international students, university-industry contract services and so-called 'development' activities like merchandising, fundraising, alumni, conferencing, catering and hospitality, etc. Whereas specialists were brought in to do much of this work, there was pressure on academic departments to reduce costs and increase income from research contracts, consultancy, etc. The climate was decidedly hostile for international work of a more altruistic nature, i.e. in which resources might be spent without the prospect of short term material gain. It is therefore creditable that UK institutions have always been the most active of the EU Member States' universities⁵² despite the absence of any government support or incentive to participate in the scheme⁵³. Instead assistance efforts were funded by the British government on a much smaller scale through the Know How Fund's TACL and REAP schemes⁵⁴. In parallel with the Tempus project, Thames-1 and Minsk-3 benefited from two British bilateral grants between 1995-2000.

-051-

If France has a 'Napoleonic' model of higher education, then Britain is supposed to have 'liberal' or 'personality' model. According to this model it is not the knowledge of the graduate which is important or their subject-specific contribution to the labour market but the development of their personality and the skills which they can apply flexibly to many different forms of employment. This model seems to be in the ascendancy across Europe owing to changing work patterns and the concern about specialists' job prospects. British higher education has been an incubator for the digital flexi-workers of the future. Whilst critics complain about the dumbing-down of higher education, citing grade inflation and 'easy', populist courses like the much maligned *media studies* as evidence, supporters say HE is much closer to the real needs of the labour market than even ten years ago. Certainly, the choice of courses available now is very wide and the variety of possible pathways through higher education means that access to education has improved in line with the country's social development.

The UK appears to offer Tempus a lot, but it is unclear what British universities offer specifically in terms of 'university management'. Many of the new universities, of which Thames-1 is one, have been strongly criticised for their undemocratic management structure in which decision-making power is vested in small 'senior management groups', accountable to no one except the Board of Governors⁵⁵. In a former polytechnic like Thames-1, university staff take only two seats on the Board, the student representative one, and lay members who appoint each other take up the rest. The situation in France and Belarus is almost the reverse, with the university council dominated by staff members and students with a minority of representatives from the community. In France the President is elected by the staff and serves for a fixed term, in Britain the Vice-Chancellor's term is fixed by contract and the staff are in practice managerially subordinate to him or her as chief executive of the 'corporation'. In 1992 I met the Chairman of the Russian Higher Education Committee, in effect the Minister for higher education, Professor Vladimir Kinelev, who was on a tour to Europe and America doing fieldwork on the nature of administrative arrangements and governance abroad. Kinelev did not find the arrangements in Britain sufficiently democratic to serve as a model for institutional governance in Russia. Too much power appeared to be vested in the Vice-Chancellors and their deliberations were secretive and too close to government for true impartiality.⁵⁶

-052-

⁵¹ Johnes, G., 'The funding of higher education in the United Kingdom', in Hare, P., 1997, p. 104.

⁵² See table in Appendix: *Belarus, Britain & France Country Profiles*.

⁵³ British Embassies in the CIS even charged full price to process visas for CIS national coming to the UK on Tempus business. Embassies of the Schengen region countries including France waived their fees.

⁵⁴ TACL = Training and Academic Links (1991-1997), REAP = Regional Academic Partnerships (1997-2000).

⁵⁵ See Middlehurst, R. *Leading Academics*, Buckingham: SRHE/Open University Press, 1993.

⁵⁶ Randall, 1992, p. 46.

The other area in which the new universities in Britain fall short is in research and this is the result of the system of financing which tends to exclude the old polytechnics from research funding despite their university status. The discrimination between the haves and the have-nots is calculated from data collected in the regular Research Assessment Exercise (RAE). University College London, Oxford and Manchester received £53m, £58m and £31m for research respectively on the basis of the last RAE⁵⁷. In the same period the former Polytechnic of Central London, the University of Westminster, got £1.7m, Oxford Brookes £1.8m and Manchester Metropolitan University, which is larger than both UCL and Oxford universities put together, got £3.3m. The low level of funding made it difficult for Thames-1 to meet Minsk-3's expectations as a western university in the best traditions of combining research and teaching. As mass higher education institutions, neither Thames-1 nor Somme-2 was a comparable partner for Minsk-3 in scientific research.



While the involvement with [Minsk-3] has been personally fulfilling for many of us at [Thames-1], we should recognise that it is a small institution and in a niche subject area which is not a major strength of the University.⁵⁸

-053-

Although research was not a Tempus objective, and although Minsk-3 had 'a long way to go before it becomes an internationally competitive teaching and research organisation'⁵⁹, the lack of a strong research base in Thames-1 and Somme-2 weakened the sense of partnership felt between the institutions.

A third area in which British universities appear to be outside the 'European' norm is the qualification of teachers to teach and to do research. Until recently there was no expectation on teachers to get a qualification in teaching and relatively few teachers had a PhD - the qualification to do research. Despite the extreme youth of Minsk-3, by no means all of the staff from Thames-1 who were involved in Tempus were equivalent in knowledge and qualification to their peers at Minsk-3. Only 6 full time members of staff at Minsk-3 did not have a Candidate of Science degree (similar to PhD), and there was one full professor for every 25 students. However, in some cases, for example regarding the young Minsk-3 computing team, International Department and Head of Personnel, the opposite was also true.

-054-

Workloads for Thames-1 staff had shot up as a result of the new quality assessment culture and the expansion in student numbers. The Association of University Teachers surveyed the use of time by academic and related staff in British universities in 1994 and found that staff in term-time worked a 54.8-hour week but were paid for only 37½. Most of the increase had gone on teaching and administration at the expense of scholarship and professional development. The average working week was divided up as follows:

Teaching: 34.8%
 Research: 20.3%
 Scholarship, professional development: 4.7%
 External work, consultancy, etc.: 7.4%
 Administration: 32.8%⁶⁰

During the Tempus project the quality debate was at its height and much of our thinking was influenced by it, but nowadays there is a growing backlash against the excessive costs of quality.



"Universities are overburdened with red tape that wastes millions of pounds and creates immense stress among staff", a funding council report reveals.⁶¹

-055-

⁵⁷ Smith, 1999, p. 160.

⁵⁸ IGR Year 3/22 by RS, Vice-Chancellor of Thames-1 (archived in Annual Report U-027).

⁵⁹ T1-RS, April 1998 (as above).

⁶⁰ See Court, 1996.

⁶¹ 'Millions go down drain in audit fiasco'. *Times Higher Education Supplement*, 4 August 2000.

I smile at the thought that Minsk-3 instinctively questioned the advisability of so much red tape surrounding the academic quality assurance process in Thames-1. We were convinced that it was good practice but in hindsight we probably overestimated its sustainability.

The combination of high workload and little common academic interest between Thames-1 and Minsk-3 militated against academic exchange during Tempus. However, we were convinced that if only we could raise awareness about the experience which the university had to offer, Tempus could be an effective vehicle for change. A former polytechnic Director, Clive Booth, provides the following checklist of positive experience which the new universities in Britain could boast:

- large and effective institutions developed from very small beginnings which made higher education accessible to a wide range of people
- introduced a much more varied range of courses appropriate to a more diverse student body
- opened up new routes into higher education
- encouraged ethnic minority and mature students to participate
- introduced advanced study in a wider range of subjects
- developed new course patterns
- enabled expansion to take place at affordable cost.⁶²

-056-

This list expresses the totally different set of institutional values pertaining in mass higher education institutions like Thames-1 and Somme-2 compared to an elite institute like Minsk-3. The difference was indeed palpable during the visits and activities during Tempus.

Stage 1.4 Internal pressures for change

This section follows the survey of the external environment surrounding the participating universities with an examination of internal sources of change pressure defined by the decision-making structures and styles within the Tempus grouping. The real difference between internal and external pressures was that the internal pressures could be controlled or modified by the consortium. Internal project developments are explained in some detail in order to interpret later findings about the rights and wrongs of specific decisions which were taken.

-057-

The Tempus programme itself claims to be a 'bottom-up' initiative⁶³ in the sense that the universities who benefit from the programme define the change needs themselves. This claim can be disputed and has been by colleagues who worked on the project on the grounds that the programme is still 'supply led',⁶⁴ i.e. dictated by project conditions laid down by the European Commission. However, this section refers to another question, where did the pressure for change come from internally to Minsk-3? Was Tempus a top-down initiative imposed by the Rector, did it become (after an initial push) more of a bottom-up change process involving greater numbers of Minsk-3 staff and their peers in Thames-1 and Somme-2, or did the pressure for change come mostly or entirely from the EU universities and experts involved in the partnership?

The international 'focus group' developing the consortium's approach to Tempus expanded during the Pre-JEP to include the members who eventually became the JEP Management Committee in May 1995.

Thames-1 AM - Development Director, Coordinator (Chairman)

⁶² Booth, C., 'The rise of the 'new' universities in Britain', in Smith, D., 1999, p. 122.

⁶³ European Commission, 1998ii.

⁶⁴ Flowers, A., 'Changing work organisation at [Minsk-3]', unpublished paper, 1999 (archived as U-045).

AF - Principal Lecturer, Faculty of Science
DC - Head of International Office
Self - International Officer (Secretary)

Somme-2 BR - Vice-President of the International Relations Service
JP - Biologist, course director, associate of the International Relations Service
MK - Human resource management course director, associate of the International Relations Service

Minsk-3 AL - Rector
AM - Pro-Rector for Academic Developments (who became Rector in Sept '97)
RG - Pro-Rector for International Affairs

-058-

This group of ten people effectively decided everything in the project from the list of the desirable inputs and outputs to the detailed allocation of resources including who should be involve in the project and participate in the activities. Each of the members of the JEP Management Committee in fact had an important role in project management, involving not only the involvement of their own university, but the success of the project as a whole. At one time or another, each of the members was responsible for planning or implementing at least one joint activity.

The question of the internal pressure for change operates at different levels.

At the strategic level, the project was collaborative with decisions being made through consensus in the JEP Management Committee.

At the macro-operational level, i.e. the level associated with keeping the project on track and achieving the outcomes, the project was dominated by the co-ordinating university, Thames-1, which was the only one accountable to the European Commission for the grant. All decisions about spending were made by the Co-ordinator. Others may ask, but they may not 'get'.

At the micro-operational level, i.e. the level associated with the details of visit programmes, choosing which hotel to put guests up at, etc., a lot of responsibility was assumed by or delegated to the hosts. Nevertheless the co-ordinator would retain the responsibility for trying to match activity to the plans laid by the JEP Management Committee.

-059-

External stakeholders (ETF, Belarusian Ministry of Education) also affected decision making as discussed above. The role of staff participating in the activities was also by no means passive. Unfortunately, the number of peers involved in Tempus at the same level in a department was too small and the subsequent dissemination of outputs amongst them too weak to make it viable to have departments at Minsk-3 represented in JEP management.

The weak cross-fertilisation of ideas affected the quality of the outputs too. In the 1995/96 Annual Report we commented:



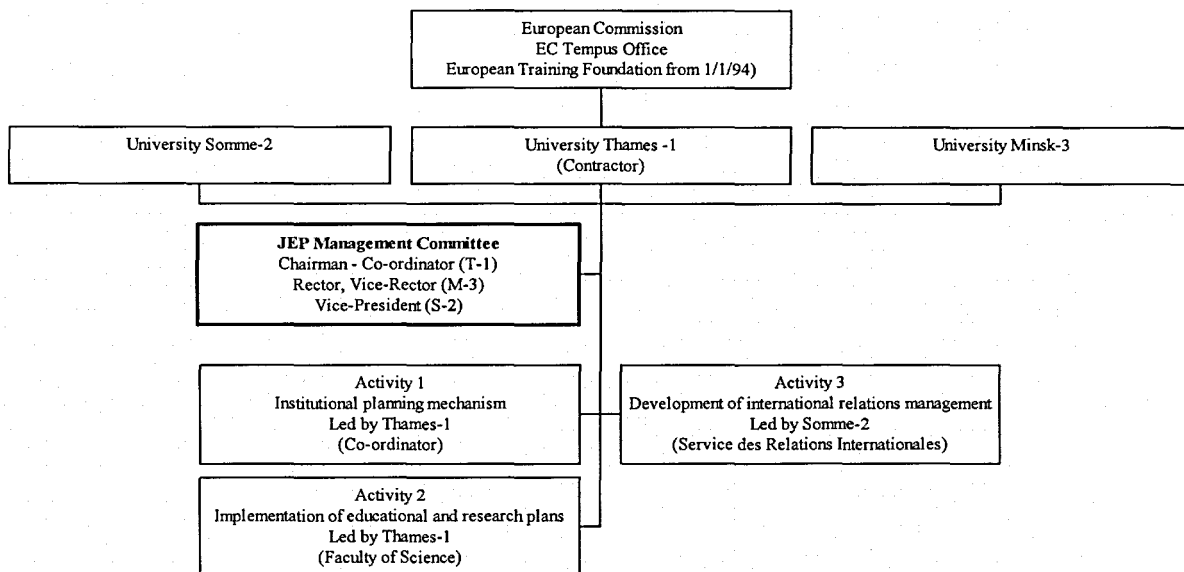
Staff benefit from Tempus is still too discriminatory, i.e. those who are involved tend to be at an advantage compared to those who do not undertake mobility. This can generate some jealousies and suspicions which the project managers try to ameliorate.⁶⁵

-060-

⁶⁵ U-023, last page (pages not numbered).

By the time of the first meeting of the JEP Management Committee, it was proposed to run three baskets of activities in the area of corporate planning, academic management and international relations management. These broadly coincided with the expertise and the interests of the EU partners, who were supposed to provide the comparative perspectives for Minsk-3. Early on in the JEP it was decided to devolve responsibility for the implementation of the international relations activity to Somme-2. The following diagram shows the overall JEP organisation at this time.

Figure 1. JEP organisational diagram May 1995.



-061-

Like any Committee, all the members of the JEP Management Committee had their own personal agenda. Each was pushing consciously or unconsciously for his or her interests to be represented in the planning. This effected timings, the list of activities included and the subject areas, the number of visits, etc. The balance of power inside the Committee was such that once Minsk-3 had secured certain assurances about the expenditure on equipment, which was by far the most tangible benefit to them given the exclusion of curriculum development and research, then they were prepared to let the foreigners have their way with university management activity.



The introduction of 'quality management', 'mission statements' and 'personal goals' as vehicles of change were objectives which Minsk-3 compliantly subscribed towards. However, this was with little conviction about their relevance within a slowly transforming State still embroiled in the reincarnation of former Soviet structures and five-year Ministry plans.⁶⁶

-062-

Minsk-3 was not expected to run the Tempus programme as well as being the chief beneficiary. We saw their role as to interact with the project, to contribute to the inputs, to internalise the outputs and to disseminate them to other universities. This role might be described as 'the project within the project' and it assumed its own management structure, the structure of the leadership of Minsk-3 itself under the Rector, AL. It was expected that this 'internal' project would be the main source of sustainability for Tempus.

⁶⁶ U-045, p. 4.

In answer to the question, was the project (both the explicit Tempus project and the internalisation process) bottom-up or top-down, there was nothing in the internal management of Minsk-3 which challenged or contradicted decision-making in the JEP Management Committee, nor was Minsk-3 run by a *nomenklatura* autocrat presiding over a Soviet-style bureaucracy. Unfortunately, the approach of the internal Minsk-3 management did very little to promote dialogue on the very change issues which were attracting resistance.



Initially dissemination within the university about the objectives of the project was poor, and although improved since, there has tended to be continuous confusion about the role and function of Tempus amongst Minsk-3 staff. The previous rector was frequently a source of this confusion, especially in the early stages when the tangible benefits (i.e. equipment) appeared to be his major concern.⁶⁷

-063-

The leadership style of the first Rector of Minsk-3, AL, was unorthodox and AL considered himself a rarity amongst rectors. He actually wrote a treatise on leadership to explain his rarity which he called 'the theory of abnormality'.⁶⁸ Paraphrasing the theory, he wrote that the only escape from the monotony of life in the world (and the Soviet Union in particular) was competition - to be better than the next person at something. Three types of leaders emerged from this competition. The first is the type that surrounds himself [sic] with sycophants in order to have an easy life. The second surrounds himself with bandits in order to get rich. The third, representing the *abnormal* minority, surrounds himself with innovators. Although they are harder to control than sycophants, the leader tolerates them because of the contribution which they collectively make to the success of the enterprise. Unfortunately, this type of genius leader is not usually recognised in his lifetime.

-064-

AL was unusual in that he respected abilities much more than paper qualifications.



One can be even provided with special documents, titles and papers confirming one's intelligence. But what is the use of that kind of intellect if it needs to be proved by stamped papers. It is the thing that either exists or not!⁶⁹



In my Institute we tried to combine the most talented people. But it is not easy because of the competition between them. They don't like each other and it's a problem for the leader of the whole institution. We have four members of staff working on the same topic; it's...[names them]. Four kinds of ability, and they hate each other. Everybody respects me, so they ask me to make a decision; to use one person against the others. But the head of the institution should be high-level diplomat. On the other hand you can collect ordinary people but your institution means nothing. It's a general rule, at least for the Soviet Union.⁷⁰

-065-

Against tradition AL appointed a popular physics teacher as Academic Pro-Rector instead of the usual aging martinet and a young languages graduate as Pro-Rector for International Relations. Other appointments around the university were clearly made on the basis of AL's concept of merit rather than through proven managerial ability. AL's style was therefore 'charismatic' to use Max Weber's typology.⁷¹

⁶⁷ Coulter, 1998, p.55.

⁶⁸ 'The Theory of Abnormality' is an unpublished monograph about leadership and creativity apparently written in 1994/95 (archived in English as U-008 and Russian as U-009). Applying the theory to the President of Belarus on tape, Alyaksandr Lukashenka is characterised as a 'bandit' leader who keeps his minions under control not because they are fools but because Lukashenka is a bigger bandit than they are (A-002A/400).

⁶⁹ U-009, p. 14.

⁷⁰ A-002A/375, 17/1/97.

⁷¹ Weber, 1947.

The EU partners were in the dark initially about the internal application of this style and how it would affect Tempus. However, the effects began to manifest themselves early in the project. In his visit report of February 1996, Thames-1's Head of Academic Quality Assurance, T1-LR, wrote that he had:



...identified pockets of enthusiasm at Minsk-3 for aspects of modularisation of the curriculum and a move towards UK style quality assurance and validation. However, two major problems were identified:

- (a) The staff in the departments responsible for, and enthusiastic about, development are not necessarily supported managerially by either understanding of the proposals or support for them where there is understanding.
- (b) There is no shared institutional plan... Detailed planning and advice is not possible in the absence of a shared and detailed institutional plan with long-term objectives, clear mission and goals, which is supported and understood by all managers and shared with all staff.⁷²

-066-

These remarks indicate that the apparent decisiveness of the Rector in relation to the original needs analysis during the Pre-JEP phase was very much at the individual level. Our fears were born out that there was a weak intuitional commitment for some of the innovations upon which our application had been based.

LR also commented that the prevailing research management culture in Minsk-3 was characterised by 'ad hoc opportunism'. The lack of parity of esteem concerning research mentioned above spilled over into activity on corporate planning, academic quality and the planning of future international collaborative work. Furthermore, since academic staff from Minsk-3 were so strongly motivated by the prospect of scientific exchange with the West it was necessary all the same to help them with their research and to establish contacts for them outside the consortium with British and French ecological research centres. This diverted energy and attention away from the Tempus project proper and was a constant centripetal force on the consortium.

-067-

Internal pressure for change was thus a diffuse form of top-down pressure inside Minsk-3 which resonated positively with some junior staff who were keen to expand their personal networks and choices. In relation to the organisation of Tempus as an international effort, the JEP Management Committee exerted authority top-down. Tempus and the JEP Management Committee was by definition an 'expert' approach to managing change because Thames-1 and Somme-2 were and have remained completely external to Minsk-3, but the power of the JEP Management Committee was of course confined to direct Tempus business which was but a tiny proportion of the overall change in Minsk-3 which the project was supposed to promote.

-068-

Sadly and unexpectedly, AL died in September 1997. He was the first and only Rector of Minsk-3 and so his death stirred immediate speculation not only about his replacement but also about the survival of Minsk-3 as an independent institution. This uncertainty stopped as soon as the President of the Republic confirmed AL's replacement six months later. AL was replaced by his deputy, the First Pro-Rector, AM. As Weber's theory goes, when a charismatic leader is replaced by the leader's chosen successor, the leadership has established a 'traditional' form and is no longer charismatic. Minsk-3's new Rector was and is a figure with a much more orthodox management style and it has been said by others that the new Rector is better suited to defending Minsk-3's position in the external environment obtaining in Belarus⁷³. AM's authority was much less diffuse but some difficulties with Tempus implementation continued under the new leadership. As Coulter points out:

⁷² IGR Year 1/24 by LR (archived in 1995/96 Annual Report U-023).

⁷³ Coulter, D. (1998), p. 57.



The problem for the [co-ordination team in Thames-1] was how to motivate the senior Minsk-3 managers to take the original Tempus objectives seriously⁷⁴.

Our assumptions about roles in project management were challenged and they were to be challenged again and again as the project unfolded.

-069-

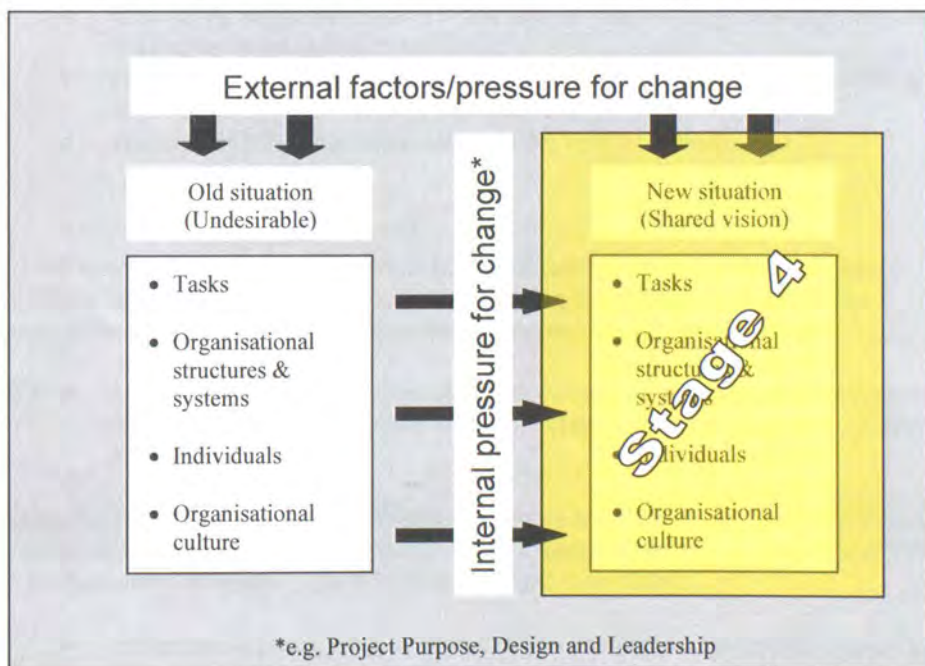
Stage 1.5 Diagnosing what needs to change

So far in *Stage 1: Preparation*, only a preliminary summary of change issues has been made, mentioning the awareness raised during the Pre-JEP of the potential for collaboration. In the process of writing a proposal for a JEP we had to reinterpret the Rector's 'hit list' of change issues into a plan for activities designed to bring about change. We needed to identify what factors in the make-up of Minsk-3 needed to change in order for the university to arrive at the desired new equilibrium.

I use the modified Nadler and Tushman model below to illustrate the interaction of external and internal factors on the project and Minsk-3 in the transition undergone by Minsk-3 during Tempus.

-070-

Figure 3. Change management factors in the project at Stage 1.



The model shows the continuous process of interaction between Minsk-3, the project and the external environment as described above. After the decision to apply for a Tempus grant a consortium was formed which generated an internal pressure cell for change. Strictly speaking the partners from Thames-1 and Somme-2 were outside experts as far as Minsk-3 is concerned but they can be considered part of the Tempus team and not part of the external environment and hence 'internal'.

⁷⁴ Coulter, D. (1998), p. 50.

How this pressure pulled Minsk-3 forward was a product of the *project purpose* (sustainable benefits delivered to the project beneficiaries), the *project design* and its underlying implementation strategy (the 'intervention logic' in Tacis parlance) and of the *leadership* of the project, especially the all-important internalisation process led by the Rector of Minsk-3. The organisation at Minsk-3 undergoing change can be thought of as having four inter-related components in a state of dynamic equilibrium; the *tasks*, the *structures and systems* of the organisation, its *culture* and the *individuals* who work in it. The new desirable condition which Tempus was supposed to bring about comprises the same elements. Equilibrium can be re-established if the new condition is the realisation of a shared vision, otherwise equilibrium could be a settling back into the old undesirable mould.

The following is a diagnosis at the first stage, *Stage 1: Preparation*, of the four organisational components in the Nadler and Tushman model, i.e. *tasks, structures and systems, individuals and organisational culture*.

Tasks

The Council of Ministers of the Republic of Belarus declared upon the foundation of Minsk-3 on 20 January 1992 that the main goals of the institution were:



- training and upgrading of specialists in the areas of radioecology, radiation safety, radiobiology, radiation and nuclear medicine and radiation technologies;
- conducting scientific research in the area of radioecology, radiation technology and the consequences of radiation accidents;
- participation in gathering of information for firms, organisations, foundations and the general public on radioecological questions;
- establish international co-operation in the field of radioecology.⁷⁵

In September 1996 the Scientific Board of Minsk-3 adopted a strategy for 'multilevel education' involving the development of links with secondary feeder schools and opening in-service training facilities for the continuing education of specialists. The following goal was added to the list:



- provide for multilevel radioecology education through in-service training for teachers at secondary and higher education levels and the training of a network of 'founding professors'.⁷⁶

By 1997 Minsk-3 was attempting to establish branches in Russia and Kazakhstan, had extended academic links well outside Europe and had also established contact with the transnational Commonwealth of Independent States, a body headquartered in Minsk. The following goal was thus added:



- co-operate at global level to exploit the technology and methods required to realise the ecological mission supported by an executive structure established at supra-national [sic] level by the Commonwealth of Independent States.⁷⁷

⁷⁵ Resolution of the Council of Ministers of the Republic of Belarus N° 20, 1992.

⁷⁶ Paper by the Rector M-3 entitled Strategy-Framework-Management prepared for a visit to Thames-I in March 1997 (archived as U-043).

⁷⁷ U-043, as above.

A statement of the mission and goals of the university were not written down in so many words until June 1997, i.e. not until mid-way through the project. However, the first Rector had listed the tasks which the university needed to fulfil in order to sustain the above goals as follows, each one having an associated annual action plan. This listing has formed the basic outline for the rolling 'corporate' plan which is still relevant at the present time, with some modifications.



Figure 4. Task list for 1996/97.⁷⁸

MAIN TASKS	DETAILED TASKS
Learning developments and methods	<ul style="list-style-type: none"> ○ Opening new specialisations. ○ Development of new teaching methods. ○ Make 10 study packs ready for publishing. ○ Open laboratory of new learning technologies. ○ Set up training laboratory in Geographic information systems.
Scientific and research work	<ul style="list-style-type: none"> ○ Carry out projects in accordance with subjects approved. ○ Set up a scientific research laboratory for undergraduates. ○ Encourage and enable students to participate in student scientific conferences and competitions. ○ Set up training and research association between Minsk-3 and Belarusian Academy of Sciences. ○ Hold an inter-Republic symposium on modern issues in dosimetry. ○ Develop information exchange scheme through computer network.
Pastoral care of students	<ul style="list-style-type: none"> ○ Develop the concept of pastoral care and supervision to be provided to students by staff. ○ Harmonise activities of the Students' Guild and encourage leaders to participate in pastoral care activities. ○ Develop regulations for students including topics on their rights and duties. ○ Hold regular meetings with students of each year on study discipline issues. ○ Inform students about the Mission and Goals of the Institute as well as its outlook through lectures and meetings. ○ Set up department of pastoral care.
International co-operation	<ul style="list-style-type: none"> ○ Find out reliable ways for publishing significant scientific outcomes in scientific journals abroad. ○ Continue activities on international scientific co-operation. ○ Continue activities on Tempus programme. ○ UNESCO Chair to facilitate and intensify information exchange on advanced HE training technologies. ○ Carry out work for acquiring the interstate status on radioecological issues in the CIS. ○ Participate in setting up and formatting [sic] the International University of Environment Studies, Russia.
Co-operation within the Republic of Belarus	<p><i>This was not elaborated until 1997, but when it was it contained reference to collaboration with Ministry, Scientific Research Centres and universities connected with the environment and with the Chernobyl' aftermath. Also included in 1998 was the intention to found a Lyceum belonging to the university.⁷⁹</i></p>

⁷⁸ Corporate Plan for 1996/97 (archived with Revised Action Plan U-040).

⁷⁹ University Plan for the academic year 1999/2000 (archived as P-044)

MAIN TASKS	DETAILED TASKS
Development and realisation of the multilevel system for radioecological education	<ul style="list-style-type: none"> ○ Set up a network of ecology orientated classes at the secondary school and provide them with assistance in developing special teaching programmes. ○ Commence reformation of the Minsk-3 structure in accordance with the concept of multilevel radioecological education.
Action plan for computerisation and development of Minsk-3 Library	<ul style="list-style-type: none"> ○ Develop the MINSK-3 library Web pages and update them regularly. ○ Equip the Library with PCs for library use only. ○ Provide the Library with basic textbooks, study materials and scientific periodicals.
Publishing plan	<ul style="list-style-type: none"> ○ Publish three issues of the Minsk-3 Newsletter. ○ Publish 10 sets of study supplies (lecture sets with instructions) on Minsk-3 courses in limited circulation. ○ Publish a booklet for Minsk-3 entrants.
Human resources development (professorial, academic and scientific staff)	<ul style="list-style-type: none"> ○ Continue to recruit academic staff on a competitive basis. ○ Encourage PhD students to deliver lectures and classes.

-075-

It would have been more logical to list the tasks against the six main goals, but this was not done unfortunately. Nevertheless, agreement about the detailed planning of collaborative work between Minsk-3, Thames-1 and Somme-2 was reached on the basis of the developments envisaged in the internal forward planning of Minsk-3, whether written down in a task list or else as kept in the heads of the senior managers.

Organisational structures & systems

Tempus did not prescribe which university structures and systems were supposed to be addressed by projects in the subject area 311 – *University Management*. We felt that in principle all of the university needed managing so all parts which in any way supported the achievement of the above tasks could be included. However, given such factors as the limitations on the budget, the lack of common ground between the universities in research activity, the strengths and weaknesses of the consortium specifically of the persons who were likely to be involved in managing Tempus, and the state of the needs analysis so far, we opted for an interpretation of ‘university management’ which covered three broad baskets of organisational structures and systems.

-076-

Institutional development - planning

- Development of an institutional plan expressing mission, setting objectives, evaluating success and responding appropriately.
- Using a shared mission to mobilise staff in a common endeavour manifesting itself as an open and dynamic change culture - a ‘communication culture’.
- Personal job satisfaction through the realisation of personal goals in a spirit of common purpose.

Institutional development – external relations and marketing

- Support for the institution’s infrastructure through staff development, focussing upon communication skills, skills in financial resource management, external relations and marketing.

Implementation of educational and research plans

- Adoption of appropriate arrangements for quality assurance to support the achievement of mission, especially in academic work.
- Establishment of systems and procedures to improve the quality of the student experience, from library and computing facilities to a system of flexible course provision, methods for peer tutoring and teaching for large classes, interdisciplinary studies and a safe and healthy work environment.⁸⁰

-077-

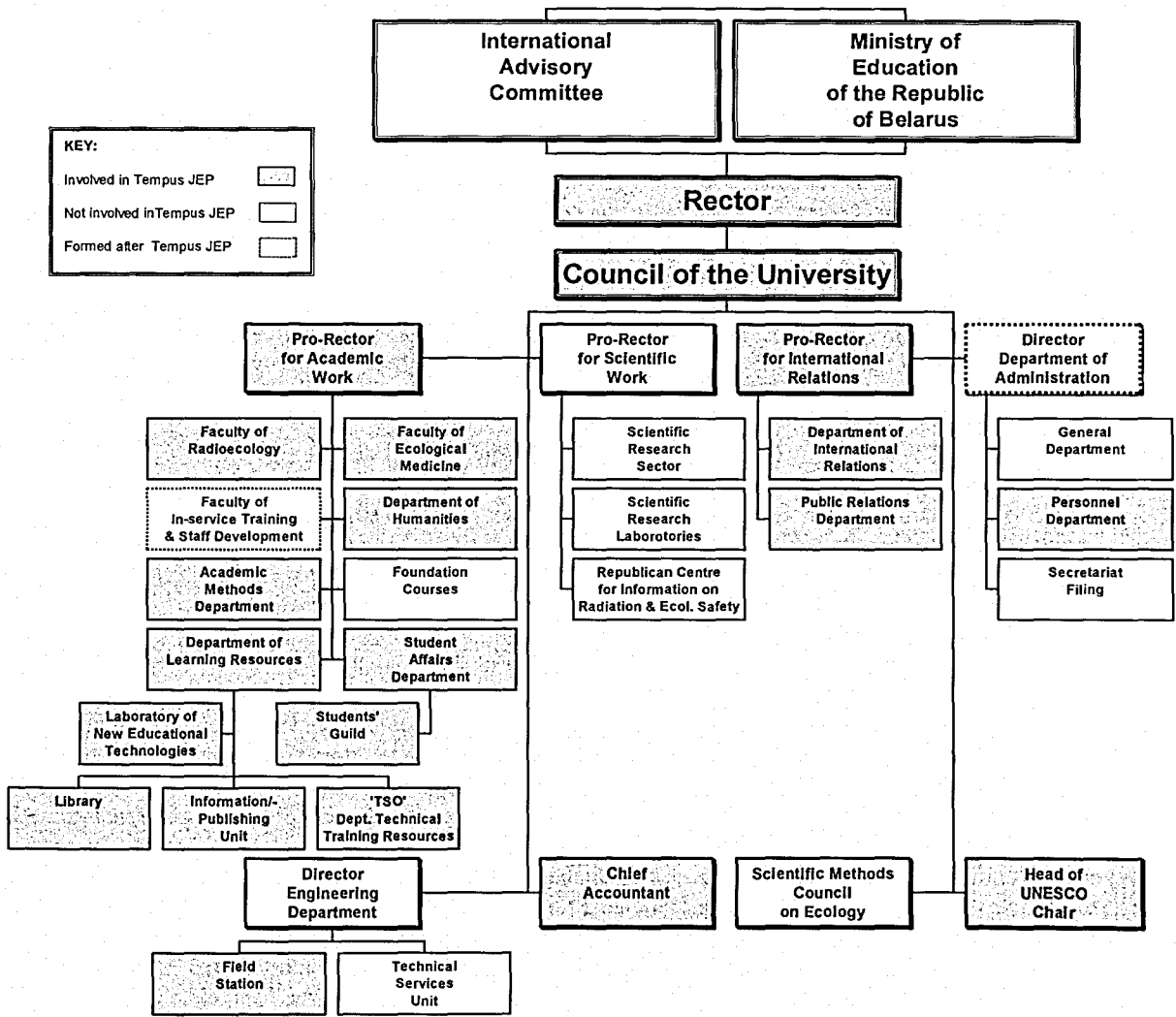
Before the appearance of the Corporate Plan in 1997, the forward planning documentation which we had seen gave the impression that ideas and plans about the future of the university were arrived at without the benefit of a regular planning cycle, with little or no consultation outside the senior management group, and were not documented in a way which lent itself to objective setting or monitoring of achievement. That is not to say that habitually no planning was done. Indeed the Ministry of Education demanded extensive documentation about past, present and future resource utilisation on the Soviet central planning model.

Thames-1 had an adaptive corporate planning cycle and the staff involved in Tempus had been involved in developing it. We were therefore keen to offer it as a training example and develop an activity around it. The Rector of Minsk-3 too seemed anxious to normalise his planning procedures and seemed ready to accept the proposal to review Thames-1's annual planning and monitoring cycle with a view to producing his own. We expected Minsk-3 to produce their own Corporate plan in Year 2 and a revision in Year 3 of the project based on the monitoring of Year 2. That planning was an important issue in Minsk-3 was undeniable owing to the extraordinary rate of growth of the institution. As the organisational diagram shows, the Tempus project covered a wide area across the institution, but some departments were not even in existence during the project.

-078-

⁸⁰ Project Synopsis, Annual Report 1995/96, U-023.

Figure 1. Organisational diagram of Minsk-3 (mid-1999).



-079-

In hindsight, it appears that different people had different expectations of what we could do under the heading of 'corporate planning'. The challenge which I thought we had set ourselves was to strengthen institutional management and autonomy by formalising and legitimating what was previously the rather *ad hoc* development planning mainly done on a checklist basis⁸¹, and harmonising the new holistic planning mechanism with the Ministry's needs. In practice we tended to concentrate upon the application of basic planning principles as understood by management in Thames-1.

One of the main bottlenecks which we perceived to the achievement of a shared vision behind the corporate plan was the poor internal communications in Minsk-3. At the start of the project, there was no staff canteen or lounge, no bulletin boards, no e-mail and few meetings were arranged between staff and management except on specific issues. Space restrictions meant that staff more junior than 'Head of Chair' (a 'chair' is a small

⁸¹ See for example the list produced by the Rector, Minsk-3, entitled *The Main Purposes of the Institute for 1996-97 Academic Year* (archived as N-048).

academic department rather than a professorship) often had no permanent workstation. Generally speaking staff came into the institution to teach and when they had finished they had little option but to go home again. Therefore, we decided to put some effort into tackling the communication gap between the different levels of management and hired an external consultant, AW, to assist with this.

-080-

Computerisation was the prime objective for the equipment budget and was supposed to be limited to support for administration and management. However, the budget was too large to restrict the supply of computers to the desks of key administrators, especially when there was a desperate need for academic computing. We therefore emphasised the construction of the local area network (LAN) for 'management' purposes, knowing that once it was up and running it was equally available for academic purposes.

The appearance of an energetic Head of Personnel, M3-NZ, in 1997 coincided with the reform of the appraisal system at Thames-2, creating new possibilities for collaboration to strengthen both planning and identification of staff with corporate goals. M3-NZ's initial interest was in recruitment and psychometric testing so our plan with her for 1997/98 was to:



1. Trial appraisal in a small department
2. Working with managers, develop recruitment procedures to include the practical testing of candidates' skills (especially teaching skills and professional knowledge)
3. Assist with personal status inside the Institute and involvement in corporate planning
4. Help her in her role as staff development officer to utilise Tempus funds as a staff development tool.⁸²

-081-

Staff development also included language development. The language barrier stood in the way of the free flow of communications between partners, but it was particularly disruptive to Franco-Belarusian relations. We sought to address this by sending language teachers from Minsk-3 and members of the International Department to Somme-2 for training.

Another part of the direct student experience, the students' union, attracted increasing attention from the project although it had not been mentioned in the Application Document of June 1994. This was in response to the recent creation of the students union in Minsk-3 to support the cultural life of students. The union borrowed the name 'Students' Guild' from colleagues in Thames-1. In terms of student services like sport, café and nightlife the Guild seemed to need development. However, that is to judge by British standards in which universities and students have money to spend on sporting equipment, snacks and nightlife. Belarusian students mostly do not and so the occasional parties and outings organised by the Guild were a commendable effort given the economic circumstances.

-082-

In the Pre-JEP we had looked at the Thames-1 Science Modular Scheme as a possible model for the organisation of undergraduate teaching at Minsk-3. Within the modular framework Thames-1 and Minsk-3 planned to co-develop certain 'international modules' which would be the vehicle for an element of international academic exchange and joint recognition of awards. Geographic information systems and environmental law were mooted at first⁸³, later this was modified to medical biology, biochemistry, histology and cytology, electronics and statistical modelling.⁸⁴

⁸² E-mail message from self to T1-CB (archived as E-067).

⁸³ Note of the Pre-JEP Final Meeting, 22 December 1994 (archived as N-046).

⁸⁴ IGR Year 1/43 by M3 International Officer, GS (Annual Report U-023).

The Rector was still interested in 'setting the students free of lectures'⁸⁵ and as a result the Academic Council of Minsk-3 decided to seek help from Tempus for the production of 'study packages'. These materials were essentially bundles of lecture notes with a study guide, and their purpose was to offer an alternative means of knowledge acquisition to requiring students' physical presence in the classroom. Whereas study packages had a certain utility, they added no value to Minsk-3's learning technology skills base and there was very little opportunity for collaboration between universities. However, in the absence of any demand for structured open learning materials there was very little case for anything more ambitious than study packages.

-083-

Much reference was made to quality assurance procedures in the Pre-JEP and the Application Document. It had been the intention to harmonise quality assurance procedures between Minsk-3 and Thames-1 in the interests of the mutual recognition of awards and to promote academic exchange, but as the prospect of academic exchange faded with the announcement of the new Tempus priorities, so did the worry about academic quality assurance. By autumn 1996 any thought of promoting paper-based academic audits in Belarus had disappeared.



There is a general expectation that the greater use of electronic communications will help to minimise the dependence which institutions practising formal quality assurance etc. have on paper-based procedures. Such procedures involving committee papers, drafts and redrafts of course documents in validation, quality assurance and assessment exercises etc. are not feasible either in Minsk-3 or in any other higher education institution in Belarus.⁸⁶

-084-

The Minsk-3 library was in a poor state and needed development in all directions. Somme-2 took a special interest in library development and offered to make a major contribution based on their previous experience and contacts with the Belarus State University. Unfortunately this offer was not taken up, largely because Minsk-3 at the time was extremely jealous of their autonomy and independence from BSU, but also because of the threat, which seemed fantastic to us, that the sharing of resources with BSU could result in a net loss. Internet-based resources were almost completely unavailable to students in Minsk-3 owing to the shortage of computers. Tempus did much to address these issues and provided much-needed staff development along the way for the Chief Librarian. Tempus also sought to improve co-ordination between library and computing resources under a new 'learning resources' organisation. Unfortunately, the management reorganisation required for rationalising these functions across the university turned out to be a most intractable problem. The various separate organisations responsible for IT were not rationalised under a head of learning resources until after the project, although various visitors from Somme-2 and Thames-1 had campaigned for this to happen.

The early Tempus planning paid much attention to the need for change in the area of financing. It was clear that Minsk-3 was poor, too poor to develop fast down its ambitious development path, but also the use and expansion of financial resources was not successfully managed, with very little fundraising, savings or investments⁸⁷. This was not so much Minsk-3's fault. The government seemed to give state higher education institutions very little room for manoeuvre, controlling allocations on an ad hoc hand-to-mouth basis whilst doing nothing to encourage commercial activity. Therefore means of attracting external financing were encouraged by Tempus, including the commercialisation of research, franchising operations in radioecology education with other education providers, technology transfer, hiring of facilities like the research field station owned by Minsk-3, fundraising, marketing of education and research services and financing from further international projects. Alongside development of marketing services it was proposed to develop the capacity of Minsk-3 to produce its own publicity materials.

-085-

⁸⁵ IGR Year 1/35 by Thames-1 Principal Lecturer, AF (Annual Report U-023).

⁸⁶ Annual Report 1995/97 (U-023).

⁸⁷ Some entrepreneurial activity was done by Minsk-3, for example premises were rented out to an electronics firm and to an American evangelical group. Some evenings the Institute would echo with excited voiced praising God!

Altogether the list of organisational structures and systems for university management which was involved in Tempus was very long. A glance at the organisational diagram of Minsk-3 (see above) will show that the project was very much orientated on the whole institution and not on one managerial clique or layer.

Individuals

In the absence of an individualised system of staff development and training at Minsk-3, individuals were co-opted onto the programme according to the posts which they held at the time when their particular function was under the Tempus microscope. Where and when this would occur was decided for the most part in the Revised Budget and Activity Plan prepared at the beginning of each year by the JEP Management Committee. That was the theory; in practice it was difficult for people from all three universities to make time to join the programme, much less to be committed to substantial development projects.⁸⁸

-086-

University management was the subject of the Tempus project so interaction was mainly with managerial staff. The management at Minsk-3 involved in Tempus tended to be academics except for the Pro-Rector for International Relations, the Chief Librarian, Head of Computing, Head of the Publishing Unit, Chief Accountant and Head of Personnel⁸⁹. Other non-academic staff involved were members of these departments, but of them only three members of the computing staff travelled on Tempus business. A total of nine non-academic members of staff travelled on Tempus compared to 23 academic staff.

With some notable exceptions, the profile of the average staff member from Minsk-3 was of a highly qualified specialist doing his or her own job, pretty much in isolation, without the language skills to gain directly from experience abroad, with moderate or poor computing skills (probably not a regular e-mail user), with low inclination to take risks and high resistance to change. This person would also be working very hard, possibly in more than one job and would have very little spare time to 'waste'. The impact of Tempus upon individuals was therefore very much circumscribed by these conditions, making it all the more important to concentrate upon systemic and procedural change with long-term sustainability. However, within the proposed range of activities, there was a definite concern to recognise the role and the personal qualities of the individual in order to tailor-make the inputs to suit their desired personal outputs. It was therefore attempted to work with and through the personality in order to strengthen the systems and procedures. This was the purpose of the individual grants and programmes for mobility and of the reports and personal commentary on individual achievement during Tempus visits.

-087-

Detailed reports of individuals' Tempus-related work whilst not on a visit were not kept, but an attempt was made in December 1997 to bring Tempus into the pilot staff appraisals. This was not easy conceptually because international activity was somehow divorced from the 'core' activity of the institution, as is often the case in universities in the West, especially in Britain where students and teachers are relatively immobile.



Tempus represents the greatest financial investment in staff development at Minsk-3. Hence during head of personnel's visit in September we agreed to take steps to change the perception of Tempus at Minsk-3 (indeed all the partners) from a purely international activity to part of mainstream staff development. We agreed to introduce a support system for Tempus participants which would improve the objective orientation of their activity whilst providing an opportunity to pilot interview techniques which would give the head of personnel increased 'profile' and practice in appraisal methods.⁹⁰

⁸⁸ See Coulter, 1998, p.54.

⁸⁹ The Head of Personnel, a trained lawyer, started to teach business law in 1998 in addition to her Personnel job.

⁹⁰ See IGR Year 3/16 by self (Annual Report U-027).

The approach was mindful of the changes in the systems and procedures envisaged in the Tempus planning documents, so persons associated with those Tempus outcomes were the first to be involved in dialogue. However, some of the members of staff became involved later in the programme, such as the head of the publishing unit and a number of academics. The table shows the number and type of staff involved in Tempus and the Activities (later called 'Outcomes') which were attributed to them.

Figure 5. Individual change management factors at Minsk-3.

Position/Responsibility	Minsk-3 Code	Staff Development Outcome
Rector (old)	M3-AL	<u>Outcome 1: Corporate Plan</u> <ul style="list-style-type: none"> • Plan pulled together in single document. • Strategic plan implementation monitored. • Tempus programme implementation evaluated. • New International projects launched. • Broad principles for introduction of appraisal agreed.
Rector (new)	M3-AM	
Pro-Rector for Academic Work (old)	M3-VG	
Pro-Rector for Academic Work (new)	M3-VF	
Head Radioecology	M3-AT	
Head of Computing	M3-VC	<u>Outcome 2: Local Area Network</u> <ul style="list-style-type: none"> • Dissemination conducted of computerisation theory and practice. • User support procedures and training scheme in place.
Computer technician	M3-IG	
Computer technician	M3-DL	
Computer technician	M3-NM	<u>Outcome 3: Middle & Junior Mgt. Development</u> <ul style="list-style-type: none"> • Acquaintance with computerised university cost-centre accounting practice in the west, mainly at faculty level.
Chief Accountant	M3-LS	
Head of Personnel	M3-NZ	<u>Outcome 3: Middle & Junior Mgt. Development</u> <ul style="list-style-type: none"> • Development and introduction of staff appraisal. • Procedures for promotion of staff to fill vacant professorial positions. • Organisation of work of laboratory assistants. • Organisation of teaching staff development. • Writing of recruitment procedures.
Head Sociology	M3-AM2	<u>Outcome 4: Students' Club/Welfare</u> <ul style="list-style-type: none"> • Survey of student satisfaction. • Improved constitutional organisation and working practices.
Acad. English/Students' Guild	M3-IS	
President of Students' Guild	M3-DV	
Acad. Radioecology	M3-AB2	<u>Outcome 5: Academic & Research Management</u> <p>Academic management techniques discussed and procedures documented concerning:</p> <ul style="list-style-type: none"> • Study package development; • Modularisation; • Course descriptions; • Organisation of laboratory assistants; • Continuing education, employment and liaison with external teaching staff; • Organisation of teaching staff development; • Fieldwork, field station management; • Applications for international research grant; • Organisation of international research.
Acad. Radiobiology	M3-RD	
UNESCO Chair	M3-TG	
Acad. Radiobiology	M3-IK	
Acad. French and German	M3-TK	
Acad. Radioecology (study packages)	M3-KK2	
Head English	M3-NK	
Acad. Geographic Information Systems	M3-KK	
Acad. Radiobiology	M3-IM	
Head of UNESCO chair	M3-VM	
Acad. Radioecology	M3-VO	
Acad. English	M3-ER	
Acad. Radiobiology	M3-VS	
Acad. Radiobiology	M3-LS2	
Acad. English	M3-ET	
Acad. Radiobiology	M3-MZ	
Acad. Radioecology (study packs)	M3-SZ	
Technician, GIS Laboratory	M3-AZ	

Position/Responsibility	Minsk-3 Code	Staff Development Outcome
Librarian	M3-OY	<u>Outcome 7: Library Facilities</u> <ul style="list-style-type: none"> • Library fund catalogued. • Library catalogue online and available. • Staff training in database management on the network. • Staff aware of information retrieval strategies using IT (Internet and databases).
Head Lab New Educational Technologies	M3-VZ	
Publishing Unit	M3-IT	<u>Outcome 8: Marketing and Dissemination</u> <ul style="list-style-type: none"> • Management plan for the publishing unit produced. • Procedures for producing printed matter (including study packs) worked out. • 4 Newsletters produced.
Pro-Rector International Relations (new)	M3-RG	<u>Outcome 8: Marketing and Dissemination</u> <ul style="list-style-type: none"> • Successful marketing and organisation of English Language Summer School. • Field station marketing strategy documented. • Successful organisation of dissemination conference. • Brochure about Minsk-3 produced to attract overseas students and researchers.
International Officer	M3-GS	
Pro-Rector International Relations (old)	M3-AB	<u>Outcome 9: International Relations</u> <ul style="list-style-type: none"> • International grant/programmes applied for. • Development of international teacher exchanges and academic innovation on the basis of international good practice. • Glossary of terms used in international projects.
Pro-Rector International Relations (new)	M3-RG	
International Officer	M3-GS	
French/German Teacher	M3-TK	
English Teacher	M3-NK	

-089-

Organisational culture

The conditions in Minsk-3 were so dynamic owing to its rapid growth, its ambition to lead its specific academic field, new interdisciplinary approaches and international outlook, that we felt the separate institutions involved in the project could all use Tempus as a catalyst for a process of reinventing themselves organisationally. Somme-2 and Thames-1 could hold up Minsk-3 as a successful example for their own internal reforms and Tempus could even start to work in reverse, i.e. the EU partners would also become beneficiaries. This is why we referred constantly to enhancing the creative potential of middle and junior management, but without being quite sure how far this could go.

-090-

We received conflicting signals from Minsk-3 about their attitude to change. The organisational culture which followed from AL's leadership style was partly organic and partly mechanistic. At one level it operated through close relations with and between individuals. AL had a genuine open door policy and tended to deal with requests, problems and complaints on a person-to-person basis. With salaries so low and academic life not exactly a social whirl, perhaps the chief motivating factor for the highly qualified staff was 'self-actualization'.⁹¹ AL was aware of what motivated staff and was conscious of the need to give them the space they wanted to grow as individuals. Consequently individuals were able to use their position at Minsk-3 to pursue their own personal development agenda and were not by enlarge managed in groups or teams. Conversely, the organisational culture was also mechanistic because it had to meet the administrative requirements of the Ministry of Education. Thus certain types of activity by staff, modes of study, organisational and administrative arrangements were excluded, including some of the innovations which we would have liked to introduce in Tempus.

⁹¹ Maslow, 1970.



On balance, the structure of the [institution] is remarkably conservative... Such delegated authority as exists between the Rector and his heads of department is unusually high, but stems from the personality of the first Rector rather than from any systemic approach to the principles of delegated authority. With the President retaining the right to appoint Rectors, Minsk-3's freedom to experiment is considerably less than when the application for a Tempus project was first drafted.⁹²

-091-

The Second Rector, AM, inherited the Rectorship after AL's sad death after serving for six months in the post of Acting-Rector. He became Acting-Rector automatically upon hearing the news because of his post as First (senior) Pro-Rector. Since AL had appointed AM personally as his First Pro-Rector, AL had de facto secured his own succession, therefore in the Weberian typology of organisational cultures 'charismatic', 'traditional' and 'bureaucratic', Minsk-3 moved from a charismatic to a traditional form of leadership in September 1997.⁹³

Minsk-3 was just small enough at the beginning of the project to be able to manage through the energy of the institutional leaders without the need to create a bureaucracy. When the amount of activity grew beyond the control of a few enthusiasts the shortage of administrative and co-ordination staff began to show. Conversely, Minsk-3 also retained some of the advantages of a traditional organisational culture such as relatively rapid decision making and a flat hierarchy making it unnecessary to negotiate with several tiers of management.

-092-

Stage 1.6 Evaluation criteria (outputs and indicators of achievement)

The project proposals submitted by consortia to the European Training Foundation were expected to have a specific project objective and to express outcomes in terms of measurable criteria. The outputs from the activities tend to be intangible if there is no measurable indicator of achievement. The 'specific project objective' in our proposal described intended approach rather than deed: "*To develop management procedures and working methods to support the flexible provision of quality education and research at [Minsk-3]*", hence the planned outputs were rather intangible, except in Activity 1: *Institutional planning*. Against the list of tangible and intangible goals given in the Appendix, this list below is annotated (T) or (I) depending whether the outcome is tangible or intangible.

-093-



Activity 1: *Institutional planning*

- Mission statement worked out – goals shared across the institution (T, although the question of shared goals is intangible unless there was a plan to survey the whole institution. At the time there were not.)
- Realistic Corporate Plan in place (T)
- Planning and auditing methods in use (T)
- Preliminary plans and protocols on personnel management drawn up: staff conduct guidelines and job descriptions in use (T)
- Financial management plan in place (T)
- Estate management plan in place (T)

Activity 2: *Academic management*

- Course provision will be strengthened by consultancy by academics experienced in modular course provision (I)
- Library resources will be developed to provide examples of modern learning resources to support students' learning experience, interdisciplinary research and global information retrieval (I)

⁹² Coulter, 1998, p. 30.

⁹³ M3-AM has since created his own First-Pro Rector, securing his succession and continuing the traditional culture.

- The relationship between academic work and financial resourcing will become explicit and will inform institutional planning (I)
- Measures to protect health and ensure safety in laboratory work will be put in place (I)
- Set methods for course evaluation and improvement and independent academic quality assurance in place (I)
- Initial academic audit methodology for the Academic Development Unit developed and in use (T)

Activity 3: *International relations*

- Improved expertise in proposal writing for external funding (I)
- Improved presentation of academic work and marketing materials (I)
- Improved retention of qualified staff (T – if expressed numerically)
- Better provision for staff development (I)⁹⁴

The above list is a complete list of expected outputs anticipated in the proposal. However, the fact that so many of the outputs were intangible made it difficult to use the outputs as evaluation criteria – a fact which was noted by the external evaluators, the Tacis Monitors.

-094-

External evaluators were contracted by the European Commission to visit the project and assess its progress. There were two visits in November 1996 and March 1998 to our Tempus, and they were both notified some weeks in advance. The aim of these visits was:



to provide consortium members with targeted advice which could help them in improving the soft points in their projects and guarantee a smoother and more efficient accomplishment of the project final goal. The monitoring visit is also a way to identify the existence of common bottlenecks/problems for which we can find a common solution or give advice on the basis of our in-house experience.⁹⁵

-095-

Tacis Monitoring use criteria established by the European Commission for all Tacis projects, not just Tempus. After their visits they write observations and recommendations in narrative form and make an alphabetical assessment of the project progress on the monitoring report summary page on a scale from A to E (Figure 6).

Figure 6. Tacis Monitoring and Evaluation Criteria.

Implementation of activities:	A-E
Achievement of outputs to date:	A-E
Appropriateness of work plan for the next 6 months:	A-E
Ability to achieve objectives:	A-E
Potential sustainability:	A-E
A = Excellent, B = Good, C = Standard (to plan), D = Problems, need for action, E = Urgent review to assess continuation	

Source: Tacis Monitoring Report

-096-

Thames-1 sent representatives on both occasions to be present while the Monitors visited Minsk-3. Perhaps because of the experience of quality assurance in the UK, Thames-1 impressed the Monitors by their positive attitude to the feedback received. Indeed the reorganisation of 'Activities' into 'Outcomes' proposed by Tacis monitors in November 1996 was readily adopted and provided the basis for a simplified self-evaluation

⁹⁴ JEP Application Document, U-030.

⁹⁵ Fax from ETF to self, January 1998 (archived as F-039).

process. The new output targets were as shown in column four of the table below, although to the critical eye they were not much more measurable than the original ones.

Within the objective orientation encouraged by Tempus and the Monitoring report, the criteria for self-evaluation and reporting in the Final Report were assumed be the achievement and sustainability of outputs. Only when we received the Final Report form towards the end of the project⁹⁶ could we be certain that our self-evaluation would match the criteria laid down by the European Training Foundation. The form combined the Annual Report for 1997/98 and a 'Report on the Overall Project Achievement (1995-98)'. The evaluation criteria contained herein were:

- Achievement of specific project objective
- Impact (important benefits, internal impact, external impact)
- Relevance
- Dissemination
- Sustainability

The project was also asked, interestingly, how it contributed to the fulfilment of the overall Tempus Programme objectives:

- ⇒ *to promote the quality and support the development and renewal of higher education in the Partner States;*
- ⇒ *to encourage interactivity and balanced cooperation with higher education institutions in European Union.*⁹⁷

-097-

Figure 7. Revised Action Plan for Tempus (March 1997).

Activity number/name	Goal(s)	Involved staff	Outputs
Activity 1 - Corporate Plan	Establish an effective corporate planning process for developing the Corporate Plan.	<u>Minsk-3</u> Rectorate, Academic Board, Teaching Methods Committee <u>Somme-2</u> Vice-President International Relations <u>Thames-1</u> Vice-Chancellor, Development Director, Dean of Science	<u>Tangible</u> <ul style="list-style-type: none"> • An institutional plan developed, updated in Yr.3 and monitored. • Calendar of planning activity documented. <u>Intangible</u> <ul style="list-style-type: none"> • Plan discussed throughout Minsk-3 to ensure ownership and understanding. • Support given to development of a sustainable planning mechanism.
Activity 2 – Local Area Network	Assist in the installation of a Local Area (computing) network.	<u>Minsk-3</u> Pro-Rector, Head of UNESCO Chair, Head Laboratory of New Education Technologies <u>Somme-2</u> Nil <u>Thames-1</u> Head, Computing Services, Head, User Support Group	<u>Tangible</u> <ul style="list-style-type: none"> • LAN installed linking computer resources to key outstations. • User support group training programme developed with locally produced materials. <u>Intangible</u> Nil
Activity 3 – Middle and Junior Management Development	Support internal communication and the development of middle management.	<u>Minsk-3</u> Rector, Head of Personnel Department, Head UNESCO Chair <u>Somme-2</u> Course Director <u>Thames-1</u> Consultant, Personnel Officer, Staff Development and Training Officer	<u>Tangible</u> <ul style="list-style-type: none"> • Written personnel procedures put in place and documented. • Staff training materials supplied/trainers trained. <u>Intangible</u> <ul style="list-style-type: none"> • Internal communication improved and middle management developed. • Staff skills and corporate commitment enhanced.
Activity 4 – Students' Guild	Support for the department of Student Services and	<u>Minsk-3</u> Head Students' Guild (Staff), President Students' Guild (Student)	<u>Tangible</u> <ul style="list-style-type: none"> • Students' Guild Constitution written.

⁹⁶ The form for reporting the Final Report of a Tempus Tacis project had to be designed by the European Training Foundation because it was the first time that any projects had actually run their full course. The design was not completed until July 1998 and was sent to Co-ordinators on disk in August for them to prepare their reports by the end of October.

⁹⁷ Annual Report 1997/98/Final Report, U-027.

Activity number/name	Goal(s)	Involved staff	Outputs
	the Students' Guild.	<u>Somme-2</u> Vice-President International Relations <u>Thames-1</u> General Secretary, Guild of Students, Consultant	<u>Intangible</u> <ul style="list-style-type: none"> Department of student services and the Students' Guild established and working properly and democratically.
Activity 5 – Academic and Research Management	1. Development of a modular degree structure and investigation of implementation options. 2. Development of procedures for accepting new or revised courses in the curriculum. 3. Foundation of a students' research laboratory to engage students in research for their professional development.	<u>Minsk-3</u> Academic Board, Teaching Methods Committee, Academic departments, Laboratory of New Educational Technologies <u>Somme-2</u> Faculty of Science, City of 'Somme' Hospital <u>Thames-1</u> Faculty of Science, 'Thames' Hospital	<u>Tangible</u> <ul style="list-style-type: none"> Procedures for accepting new or revised courses in the curriculum developed and documented. International comparative criteria for curriculum development produced and documented. A modular degree structure developed and implementation options investigated. Structure and information system for staff interested in study packages developed and disseminated. <u>Intangible</u> Nil
Activity 6 – Branch/Franchise Operations – Accreditation and Management	1. Develop procedures for the accreditation of devolved courses to branches (franchise). 2. Conduct feasibility study on credit transfer systems.	<u>Minsk-3</u> Rectorate, Teaching Methods Committee, Academic departments <u>Somme-2</u> International Relations Service Faculty of Science <u>Thames-1</u> CATS/ECTS Co-ordinator International Relations Office	<u>Tangible</u> <ul style="list-style-type: none"> Procedures for accreditation and franchising to branches documented. Credit transfer systems reported. <u>Intangible</u> Nil
Activity 7 – Library Facilities	Improve library facilities, including training of library staff.	<u>Minsk-3</u> Teaching Methods Committee, Library staff, Computing staff, Laboratory of New Educational Technologies, Library of the Belarusian Academy of Sciences <u>Somme-2</u> Faculty of Science Library Staff, Central Library Staff (synergy with Belarus State University Project) <u>Thames-1</u> Nil	<u>Tangible</u> <ul style="list-style-type: none"> Library facilities improved (books-purchased, hard and software installed) <u>Intangible</u> <ul style="list-style-type: none"> Library staff trained.
Activity 8 – Marketing and Dissemination	Enhance institutional marketing of Minsk-3 and institutes of the Republic.	<u>Minsk-3</u> Rectorate, Scientific Research Complex, Head, UNESCO Chair, Teaching Methods Committee, Department of International Relations, Chair of English, Library Staff, Laboratory of New Educational Technologies <u>Somme-2</u> V-P International Relations and International Relations Office, Course Director, Head, Regional Brussels Office <u>Thames-1</u> Director of Development, Faculty of Science, International Relations Office, Consultant.	<u>Tangible</u> <ul style="list-style-type: none"> Marketing plan developed for research and intellectual property product of Minsk-3. 'Fair' and report on university management Training conducted on Marketing Plan for research and IP product of Minsk-3. <u>Intangible</u> Nil
Activity 9 – International Relations	Support the development of the skills of staff involved in external relations.	<u>Minsk-3</u> Rectorate, Department of International Relations, Chair of English, Chair of French and German. <u>Somme-2</u> -P International Relations and	<u>Tangible</u> <ul style="list-style-type: none"> Organisational structure, goals and objectives, job descriptions developed and documented. <i>Glossary of Terms</i> completed Minsk-3 <i>Newsletter</i> published and disseminated.

Activity number/name	Goal(s)	Involved staff	Outputs
		International Relations Office, Course Director, Head of finance <u>Thames-1</u> Director of Development, Marketing and Recruitment, International Relations Office	<ul style="list-style-type: none"> Training delivered to enhance skills in writing project applications and budgeting of the staff involved in external relations. <u>Intangible</u> Nil

Source: Tempus Project Revised Action Plan, 25 March 1997 (archived as U-040)

-098-

Of the new activities, N^{os} 1-4 related to old Activity 1 (Institutional Planning), 5-7 related to old Activity 2 (Academic Planning) and 8 and 9 to Activity 3 (International Relations).

Finally, it is worth noting that every single visit and training activity was individually self-evaluated as is took place in the so-called Individual Grantholder Reports (IGR). These reports were completed by persons who received an allowance for travel under Tempus (grantholders). They were usually written up within a month of returning home. IGRs provided an extremely useful source of feedback for this report and quotations are taken from them extensively. The European Training Foundation listed certain evaluation criteria on the form as follows, although this checklist was usually much less relevant than the narrative reports when they were written.

Figure 8. Post-visit evaluation in IGR.

<u>EVALUATION OF ACTIVITIES PERFORMED ABROAD</u>				
<i>0 = NONE, 1 = BAD, 2 = POOR, 3 = FAIR, 4 = GOOD</i>			<i>Please encircle as appropriate</i>	
1. What level of preparation (for example language preparation) was made available to you?	0	1	2	3 4
2. What level of assistance was provided by the project consortium for the acquisition of a visa?	0	1	2	3 4
3. How would you assess the level of assistance provided by the Host Institution in order to find accommodation?	0	1	2	3 4
4. To what extent did you complete all the planned activities during your stay abroad?	0	1	2	3 4
5. Did you receive sufficient formal recognition at your home institution for the stay abroad?	0	1	2	3 4
6. On the whole, how successful would you consider your stay abroad?	0	1	2	3 4
7. As a result of your stay abroad, please provide details on any curriculum development / teaching materials created			
8. As a result of your stay abroad, please provide details on any new activities you will develop or create at your home institution if applicable.			

Source: Annual Report 1997/98 (archived as U-027)

-099-

Stage 1.7 Project leadership policy

During the Pre-JEP I was the Co-ordinator of the project but the main project took place after a major internal reorganisation at the end of 1994 affecting the university's international work. In this reorganisation, the Dean of Science became *Development Director* and in the Development Director's department an *International Relations Office* was created. I applied for and obtained the post of *International Officer* working to the Head

of the International Office who worked to the Development Director, who took on the role of project Co-ordinator for the new JEP. The Co-ordinator was also the chairman of the JEP Management Committee.

-100-

The Tempus leadership question impacted on the sensitive relationship between the administrative 'centre' of Thames-1 and 'the Faculties' – personified by the Faculty of Science academic, AF. Always a bone of contention in any university, the question in the present case was one of whether the centre was going to 'control' or 'support' the project. According to the internal politics in Thames-1 it was expedient for 'the Faculties' to have as active a role as possible because it was controversial for a support department and a large cost centre, the Development Department, to use scarce university resources to pursue its own international relations. AF raised the issue in a memorandum before the planning meeting in May 1995, the first full meeting of the JEP Management Committee.



4. Unresolved issues

4.5 Internal Thames-1 JEP Management Issues to Resolve – we have to be able to give a clear statement on the management responsibilities. (The managerial, operational and support roles of AM, DC, DR and AF will have to be agreed prior to departure to France, so that the Thames-1 team all sings the same song in Somme-2!)⁹⁸

-101-

The bargain struck in France was that AF would lead the *Academic and Research Management* activity, the largest in resource terms of the three original activities, supported by the International Relations Office in administrative matters. With the French partner leading the third activity on *International Relations*, the Thames-1 'centre' would be dominating only the first activity, *Institutional Planning*, which was appropriate for it to do, as the topic was corporate governance. This arrangement was not strictly adhered to in the sense that AF tended to be involved in other activities as well, and the International Relations Office did more than administration in relation to *Academic and Research Management*. AF also spent much of his considerable energy on other small projects through the British Know How fund. The courses in environment-friendly renewable energy management (1995-1997) and business education for environmentalists (1998-2000) broadened Minsk-3's provision in areas which were excluded by the Tempus priorities, but in so doing used some of Minsk-3's limited manpower resources much needed in the Tempus project.

The JEP Management Committee was convened on four occasions in three years of the project. Although it dealt with strategic questions effectively, it left a lot of decision-making to be done between times. The Co-ordinator and Head of the IRO were also heavily committed on other university business so, at least at the beginning of the project, I tended to handle a lot of the Minsk JEP co-ordination on a day-to-day basis. However, by late 1996 Thames-1 was co-ordinating another JEP in Russia and from the extra funds which that brought in it was possible to hire first one and then two part-time administrators. In the latter two years we were at full-strength and had enough administrative support for me to pay more attention to process issues, especially internal communication and the promotion of Tempus inside Minsk-3 and the related sub-project on appraisal.

-102-

The redefinition of the project in March 1997, following the first Monitoring Report, was an opportunity for a re-think of the situation concerning leadership in the project. The management of Activity 3 (International Relations) was a weak area.



The leading role in Activity 3 was expected to be performed by the university of Somme-2. Related to the fact that the actual input of Somme-2 was much less than anticipated, the activities have progressed much less than what could have been expected... The M & E team

⁹⁸ Memorandum from TI-AF to other Thames-1 members of the JEP Management Committee, May 1995 (archived as N-047).

observed that there is no clear vision which specific outputs should be obtained from Activity 3... It is important to develop such a vision.⁹⁹

The role of Somme-2 had to be increased but it was clear that they were having difficulty in meeting their existing commitments. The Revised Action Plan broke up all of the activities into more manageable chunks, but apart from Activity 5 (Academic and Research Management) which 'belonged' to AF, it was unclear who was going to drive the implementation of the project on the ground. I wanted Minsk-3 to take more responsibility. I also worried that the Thames-1 International Office was taking too much of the initiative and dominating the agenda. The strength of Tempus was, I believed, in the peer professional relationship between universities, so the co-ordinators should encourage person-to-person contact and not become themselves the central mail hub. In thinking this way I was echoing the concern of my counterpart in Minsk-3 who was constantly the reluctant third party in other people's communications. I wrote my proposal in e-mail to the co-ordinator in April 1997.

-103-



I have so far failed to adapt the management organigram to reflect the new activity structure of the programme. We need accountable persons to take responsibility for realising the outputs promised – someone whom we can ask – “and how is such and such going?” The following is a suggestion:

1. *Institutional Plan*: T1-Development Director (Co-ordinator)
2. *Local Area Network*: T1-Head of Computing
3. *Middle and Junior Management Development*: Self (liaison with Consultant and T1 Personnel dept.)
4. *Students' Guild*: T1- Head of International Office
5. *Academic and Research Management*: T1-Principal Lecturer (Science)
6. *Branch/franchise operations*: Self (under supervision of Co-ordinator)
7. *Library facilities*: T1- Head of International Office
8. *Marketing and dissemination*: M3- Pro-Rector International Relations
9. *International relations*: M3- Pro-Rector International Relations

-104-

I received the following response.



I'd like to talk your proposals through with [Head of International Office] but they look a good basis for discussion. Two immediate comments:

- * “Lead person may be more diplomatic than “accountable” although this is the reality.
- * I prefer “in liaison with to ”under supervision of “ under item 6. It is the big one!¹⁰⁰

The consensus was subsequently arrived at that the above would indeed be lead persons but, in the expectation that as had hitherto been the case, Thames-1 members of the JEP Management Committee would have to drive the implementation at an operational level.

-105-

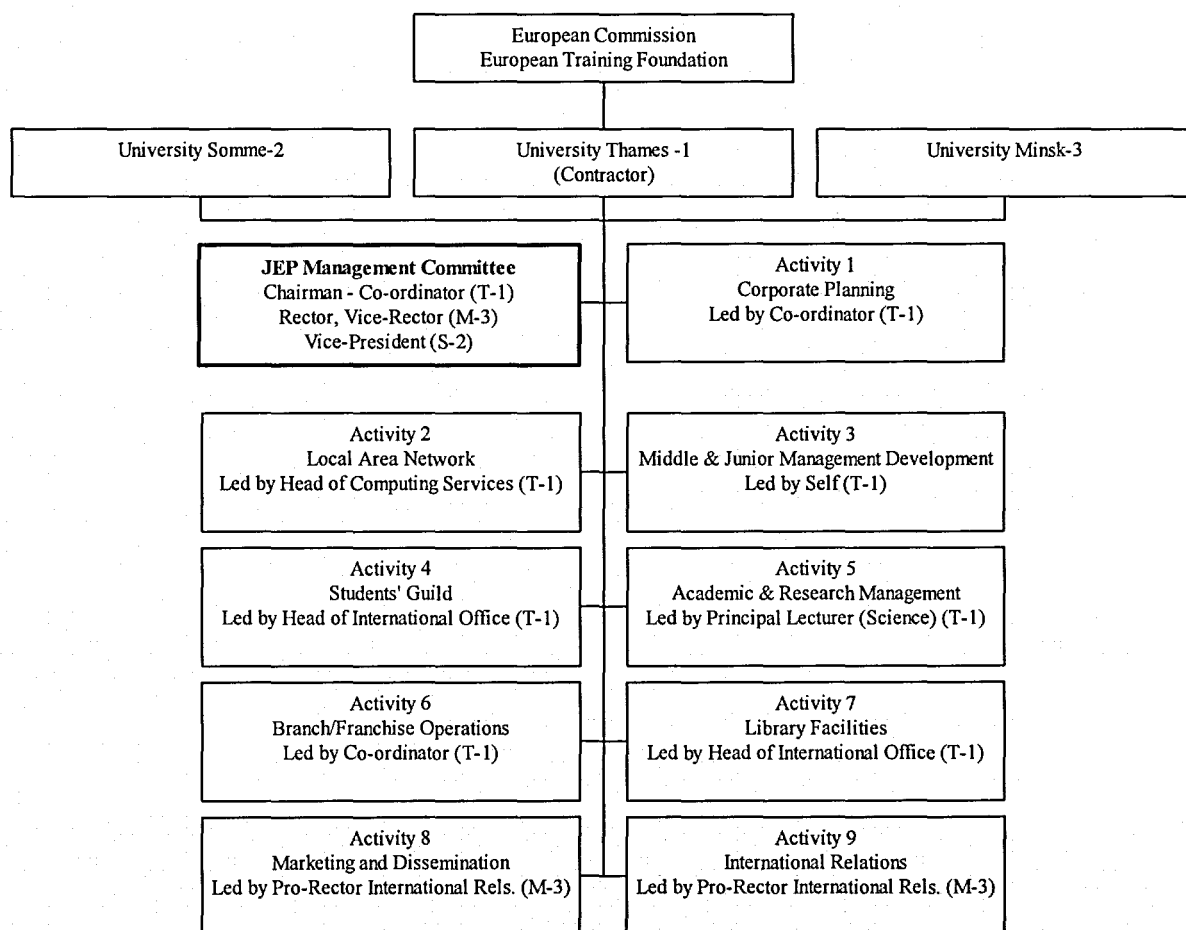
As members of staff at Thames-1 and Minsk-3 the activity leaders could call upon their own expertise to fulfil some of the training functions of the project, but often we needed to persuade other people to participate in training activities as experts. Persuading busy practitioners with no emotional stake in the future of Minsk-3 to give up their time and travel to the cold and dark former Soviet Union was no trivial matter. The Co-ordinator's coined the expression, “Lead and Plead” to describe our predicament. Some times, for example by the use of consultants, it was possible to buy in expertise under Tempus rules. The effect of the use of external experts is discussed under *Stage 3: Changing*.

⁹⁹ First Tacis Monitoring report, November 1996, p.4 (archived as U-28).

¹⁰⁰ E-mail message from Self to T1-AM, April 1996 (archived as E-041).

The new organisational diagram for the JEP project was as follows.

JEP ORGANISATIONAL DIAGRAM FROM MARCH 1996.



-106-

Stage 1.8 Resistance to change

Some of the sources of resistance to change have been listed already. They range from the strict regulations governing the implementation of academic plans by the Ministry of Education, to the economic conditions which generate feelings of risk aversion in staff members, to internal resistance brought about by weak internalisation of the project's aims and objectives. Objections about the relevance of Tempus and the applicability of management practices used in the West in the Belarusian context were not just negative reactions or inertia. In most cases they were genuine concerns about the different circumstances pertaining in Belarus and how perhaps they were not 'ready' for some of the innovations proposed.



Probably the Tempus could have been more efficient if the university had been recognised as an experimental one with freedom to produce combined academic schemes and make them effective through the academic management. But it is very much unlikely that it could be achieved with the Ministry of Education. Thus with the 'ideology' not exactly defined the introduction of the modular scheme seems to cause only confusion and misunderstanding for both the student and teaching staff. Management experience also seems irrelevant to Minsk-3 as the Minsk-3 staff in general are reluctant to make use of it for two reasons: it is not much

understood because of the language barrier and they continue to stick to traditional academic management... Even the numerous contacts available through the Tempus visits cannot be efficiently used for the same reason.¹⁰¹

-107-

Resistance to change was also apparent for the very good reason that some people had considered the old and new options objectively and concluded that the old was qualitatively better.



Student Examinations.

There is a definite unwillingness to modify, even in the least, a system they feel is far superior to our own.¹⁰²

A source of resistance to change in academic practice was traceable also to economic factors. As T1-AF identified there were:



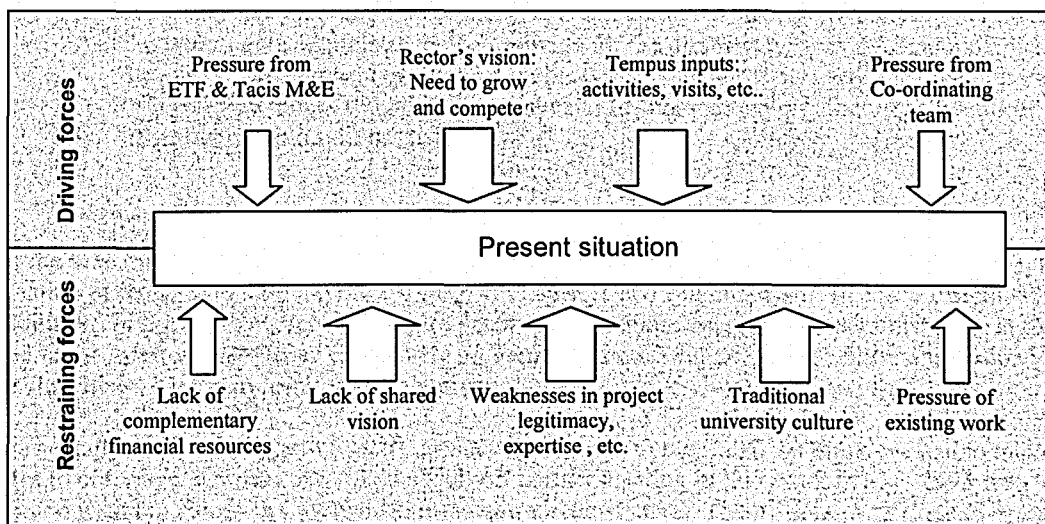
difficulties in changing the culture of high contact hours due to employment practices and fears of job insecurity through possible moves to higher student: staff ratios; [and]

lack of available time for staff to develop study material (due to high work loads and the requirement often to work in more than one institute).¹⁰³

-108-

Poor project management or the failure to communicate the desired outcomes properly and the steps required in reaching them was another likely source of resistance to change.

Figure 9. Force field analysis of the Tempus project.



The visual representation below of the main driving and restraining forces present in the Tempus project is done using the concept derived by Kurt Lewin called field theory.¹⁰⁴ Whereas the opposing forces must be

¹⁰¹ IGR Year 1/43 by M3 International Officer, GS (Annual Report U-023).

¹⁰² IGR Year 1/33 by T1 Geography Lecturer, JE (Annual Report U-023).

¹⁰³ IGR Year (as above).

¹⁰⁴ See Lewin, 1951.

equal when the situation is at equilibrium, the failure of initiatives such as the joint modular degree courses seems to show how restraining forces can unexpectedly overpower a respectable array of driving forces.

In *Stage 2: Unfreezing*, possible strategies for reducing this resistance to change are discussed.

-109-

Stage 1.9 Activity planning

Thames-1, as co-ordinating institution had to draft the final Tempus activity planning document and send it to the European Commission. Several versions of the detailed activity plan were prepared, first in the Application Document in June 1994, later in a discussion document prior to the JEP Management Committee meeting at Somme-2 in May 1995, and the final version in the document known as the Revised Budget and Activity Plan submitted on 30 June 1995. As the international officer in charge of East European development most of the drafting fell to me and I produced draft proposals which were circulated for feedback.

The possibilities arising from the level of Tempus funding seemed great. It was possible to claim up to a million Euros (£667,000). Partly through over-modesty and partly through a genuine fear that with only 47 full-time and 23 part-time staff, Minsk-3 was much too small to qualify for a full grant, the amount that we requested from Tempus was a modest €308,700 (£205,800). All the same it was much more money than we had dealt with hitherto through the British Council or in the Pre-JEP and special measures seemed necessary to expedite the programme if we were going to manage to it in our small office

-110-

When the original proposal was submitted I used my imagination to try to think myself into the role of facilitator and signal in the activity planning some of the strategies which I would use to implement the project. Ideas on project management such as the following appeared in the Application Document.



As an exercise in the organisation of external relations, a Tempus working group of university members shall be established and maintained throughout the programme to support the programme administration and provide for the dissemination of information about Tempus to all members of Minsk-3, both staff and students. It is envisaged that these university members should be Supplemental Instruction leaders, doctoral students or perhaps other responsible staff or students.¹⁰⁵

-111-

Between the time the application was submitted in June 1994 and the start of the project in May 1995, the reorganisation of international relations took place at Thames-1 and I found myself in a new office with new responsibilities. In time for the second and third years of the programme, part-time administrative staff were employed in the International Office exclusively on Tempus administration, so the administration load was manageable without having to resort to imaginative solutions.

When we actually received the grant which was 80% of the amount requested we found we had to make economies in order to cover our costs. At the kick-off partner meeting in Somme-2 in May 1995 we brainstormed what our response should be to these new circumstances. The planning was done in group brainstorming style using whiteboards and a lot of discussion. The Co-ordinator from Thames-1 produced a summary of the discussions putting new numbers and duration of visits East-West and West-East into the plan.

At the end of the meeting there was consensus about the main parts of the plan, which now had to be written-up in the European Commission standardised format - The Revised Budget and Activity Plan. An example of a Tempus work plan as used in the annual activity planning is given in the Appendix. The Revised Budget and Activity Plan of 30 June 1995, comprising the three original activities, *Institutional Planning, Implementation*

¹⁰⁵ JEP Application Document, U-030, p. 11.

of Educational and Research Plans and International Relations Management, involved about 30 person/weeks of visits per year from Belarus to England and France and about 20 person/weeks per year in the opposite direction. Hence we expected to field about four groups per year and to send the same number but smaller groups. The average stay would be two weeks East to West, and one week West to East. In addition we were ready to spend about \$25,000 per year in equipment, mostly computers to build up the local area network.

-112-

Figure 10. Table of Tempus financial resources.

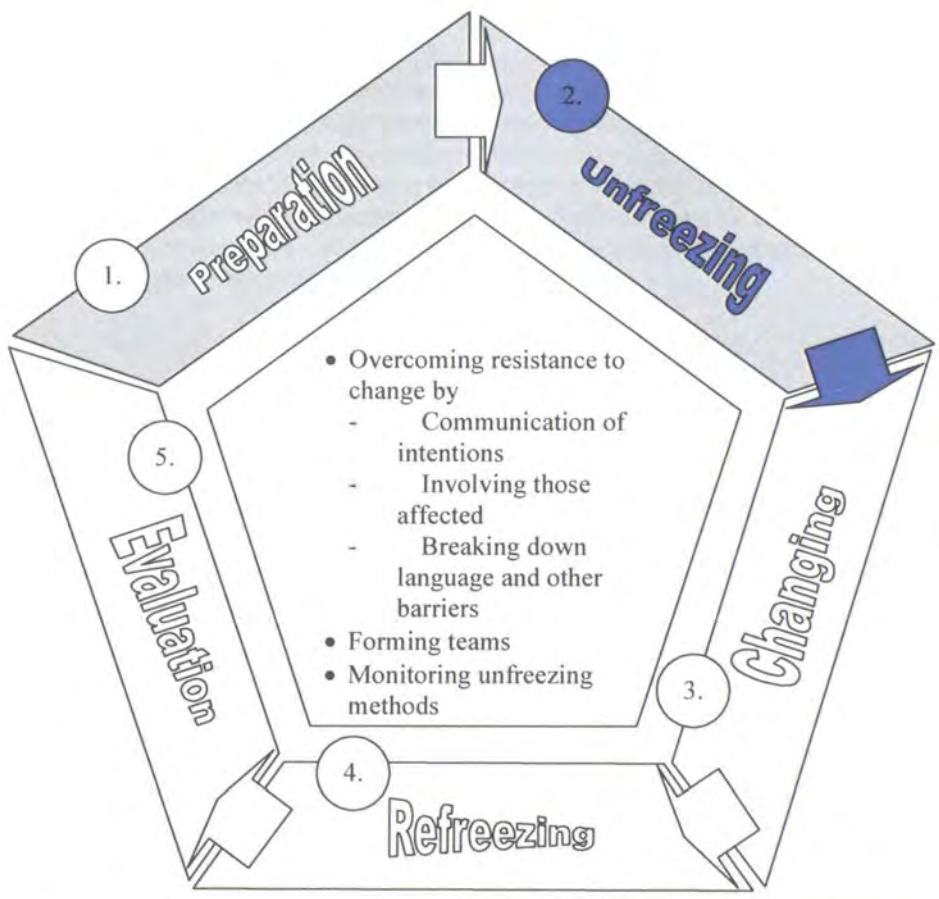
	Sum applied for in JEP application	Sum granted in JEP contract	% of amount applied for
Year 1	€106,315	€80,830	76%
Year 2	€123,670	€97,570	77%
Year 3	€78,747	€71,183	90%
Total	€308,732	€249,583	80%

Sources: Application Document, Contract.

-113-

When the initial excitement of getting a Tempus contract died down and we saw that in fact the opportunity for implementing change within the given constraints was not as great as anticipated, the first reaction was to try to simplify the activities in order not to scatter the bread too thinly upon the water. As soon as the first visits got under way it we found it was possible to make compensations for the shortfall in funding and work a bit harder here and there to make up most of the difference. Unfortunately, herein lies a potential slippery slope to the overwork syndrome reported in Tempus projects whereby staff over-commit themselves to non-profit overseas technical assistance at the expense of the employing university's core business.

Stage 2: Unfreezing (First stage of implementation)



STAGE 2: UNFREEEZING

-114-

Stage 2.1 Communicating plans for change

The unfreezing process is about selecting and using appropriate methods for overcoming resistance to change. In the project we were aware of resistance to change issues, but not methodical at all in breaking down this resistance. The natural reaction when meeting resistance to a particular concept or approach was to try to do be more convincing. However, I was aware, and I think other colleagues were too, that the need to convince someone in Minsk-3 about sensible paths for their development was not a consensual approach to communicating plans for change, failed to stimulate ownership of those plans and put far too much pressure on us to direct and control the project, putting us at the centre of activity and not Minsk-3. These concerns reflect the quality of the objective setting during the preparation phase of the project. This objective setting process was, as we have seen, far from ideal, so the joint sense of ownership which all sides experience in the project was weakened and more reliance had to be put on ‘convincing’ or even ‘pleading’ to keep the operational phase moving forward. Moving forward in which direction was a matter for the JEP Management Committee, but contractually the responsibility for moving forward was mainly vested in the Contractor, Thames-1.

-115-

Since an ambitious programme of activities had been agreed in the May 1995 meeting of the JEP Management Committee there was quite a lot of convincing to do. There might have been some kind of opening conference or seminar at Minsk-3; perhaps an information leaflet could have been posted around the staff informing them about Tempus. In practice this direct approach was not taken. Instead management relied upon the strength of Minsk-3's system of internal communications which was later identified as a weak area. Hence the communication of plans for change when they occurred did so either as a result of management meetings and ad hoc personal interchanges inside Minsk-3, or at the level of the planning of particular activities and outputs. There was no Tempus information campaign designed to communicate plans for change within Minsk-3. However, from mid-1997 onwards, the device of using university academic board meetings to communicate Tempus matters was a positive innovation.

-116-

Stage 2.2 Involving those affected by change

The involvement of staff in the change process in Minsk-3 was to a large extent determined by the posts which a given staff member occupied. In the library, in student services, personnel, academic planning and computing, the choice of possible staff members who could be involved was in any case negligible or zero. Most of the activities involving rank and file academics and language teachers on the other hand had an element of selectivity. For example a particular activity such as a visit of biomedical scientists to France could involve a number of possible staff members who were selected on the basis of such factors as:

- seniority
- language ability
- approval by management
- availability
- experience of international work
- enthusiasts with their own agenda

The above criteria are self explanatory except perhaps for '*approval by management*' and '*enthusiasts with their own agenda*'.

-117-

The question of approval by management refers to the hypothesis that staff may have been selected by line managers for participation. There could be a number of possible reasons for this. A positive reason might be selection on merit, another the expectation that the opportunity was timely staff development. Other reasons could be less constructive, especially if the activity was seen as some kind of personal benefit, financial or otherwise. In this case managers might tend to select from members of their own, self-supporting clique, or else return favours to other cliques by involving one of their members. Either the activity will deliver a direct benefit or else building up goodwill 'capital' with other groups to be 'cashed-in' at a later date. All of these forms of bargain have the potential disadvantage of limiting the choice of suitable candidate and an unsuitable participant is unlikely to deliver sustainable training and development outcomes for the project. A person involved in the project for the wrong reasons, whether it be favouritism, bargaining or just a question of making up the numbers, is unable to match the project activity to his or her personal work situation and apply any new knowledge areas acquired.

-118-

In spite of these dangers, my overall impression of Minsk-3 was that they were genuine in involving only those directly affected by change. The problems, where they occurred, were often related to the failure of Thames-1 and Somme-2 to provide reliable counterparts, especially academic subject experts and middle managers, i.e. library staff, student union organisers and financial people, etc. to work with staff from Minsk-3.



There is a lot of work to be done in empowering the student body. While I still think that a working party should be set up I continue to work at an individual level where I can.¹⁰⁶



In their enthusiasm, they [Minsk-3 academics] informed me about preferred modules which they would like to develop experimentally with Thames-1...A response to these proposals is required in order to reconcile the hopes of the Institute with the expectations of partners and the rigours of the Tempus framework.¹⁰⁷



It would be better to concentrate the Tempus project not purely on management but on special courses for teachers and students too, if possible.¹⁰⁸

-119-

The lack of counterparts sharing the same academic interests in Thames-1 or Somme-2 gave rise to a sense of disappointment with Tempus. Only the enthusiasts and self-starters were able to make the best of the opportunity of being abroad by fulfilling their personal agenda semi-independently. However, the involvement of enthusiasts with their own agenda had its potential problems. An enthusiast who starts off expecting one output is often disappointed if it turns out that the output achievable is rather different. The enthusiast can then either withdraw from collaboration or continue with it and pursue his personal agenda at the margin. When opportunities for collaboration are so few in countries like Belarus, it must be tempting for the enthusiast to do the latter, despite the loss of time and resource pursuing objectives not formally prioritised by the project management.

The latter phenomenon was experienced in our Tempus project, mainly owing to the opportunities afforded by Tempus mobility for academic staff to forge links which pursued their research interests. This issue is referred to in more detail in later sections.

-120-

Stage 2.3 Providing support

Resistance to change can be lessened by facilitating and supporting change-related activities. Such support measures in the Tempus project variously included the following:

- Language training and support, interpreting, translation of documents
- Selection and précis of documents to make them easier to assimilate (and carry!)
- Briefing and visit preparation
- Meeting and greeting visitors and helping them to adjust to working conditions abroad
- Promotion of intercultural understanding and friendship, often in the context of shared relaxation and social events.

These activities offered direct support for visitors. Other support measures involving detailed project planning took place behind the scenes, such as the following:

- Discussion and agreement of visit programmes and visit design
- Horizontal (time-series) co-ordination of work to lessen time pressures
- Establishment of leadership and control mechanisms
- Selection of staff
- Handling of cash, budgeting and tracking of spending
- Monitoring and evaluation activities
- Visit follow-up, more translation of documents

¹⁰⁶ IGR Year 1/14 by EX-AW, Consultant, following visit to Minsk-3 (archived in 1995/96 Annual Report U-023).

¹⁰⁷ IGR Year 1/18 by self, following visit to Minsk-3 (archived in 1995/96 Annual Report U-023).

¹⁰⁸ IGR Year 1/21 by ET, English language teacher in Minsk-3 (archived in 1995/96 Annual Report U-023).

All of these support measures were present in this and perhaps every Tempus, but are very difficult to do well. There was a noticeable improvement in the smoothness of the support operations as the project progressed and competencies of the participants got better. This was particularly noticeable in the language competence and financial management area, but is equally true of the managing people skills demonstrated by the partner universities.

In order to lessen the uncertainty of the quality of project management, the European Training Foundation, and the EC Tempus Office before it, produced project management handbooks and organised training sessions for EU co-ordinators in Brussels and Turin¹⁰⁹. Though irregular and infrequent the training became increasingly sophisticated and was extended to include representatives from Partner State universities using materials translated into Russian. In January 1997 a training workshop was held on project management skills in Moscow¹¹⁰ and in May 1997 the ETF organised in Kiev a 'Training course for local Tempus Tacis project administrators in Belarus, Moldova and Ukraine'.¹¹¹ Developed from earlier Tempus handbooks based on the experience in the Phare programme, the standard project management text became the *Tempus Handbook: Objective Orientated Project Design and Management*¹¹². Using the range of training seminars and handbooks the ETF tried to train the following skills:

- analysing a model of a project management structure
- explanation of goal-orientated project planning (the Logical Framework Matrix Approach)
- setting-up and following a work plan
- basic budgeting / costing-out a project
- time management
- effective communication with the local actors and the (international) partners
- appreciating difference among project partners
- division of tasks and responsibilities
- preparing an effective meeting / meeting management
- conflict and risk management
- accountability of an administrator to the overall project co-ordinator / contractor
- the 'SMART' principle (specific, measurable, achievable, realistic and time-bound) for improving the effectiveness of objective-setting.

The National Contact Points offered training to meet the needs of new project proposers in the EU countries.¹¹³ The UK Tempus National Contact Point also set up an e-mail information exchange network called *Erasmus-Tempus-Talk*, which was used from time to time by enthusiasts, but again not too regularly. The national and international university associations for promoting international links were good for the exchange of information about Tempus and these were used by representatives from the more go-ahead Partner States too, despite the high cost of travel to the annual conferences.¹¹⁴

Tempus information networks and training events were perhaps most useful for finding out solutions to concrete problems rather than in improving overall project management. This tended to be a matter of experience, and once read the project management handbooks tended to stay on the shelf.

¹⁰⁹ See for example handouts produced for the Third Annual Tempus (Tacis) Coordinators Meeting held in Turin, European Training Foundation 1995.

¹¹⁰ Course notes became the basis of the Tempus handbook, *Objective Orientated Project Design and Management* (see European Training Foundation 1997i).

¹¹¹ Letter of invitation from ETF (archived as F-077).

¹¹² European Training Foundation, 1997ii.

¹¹³ See for example UK Tempus Regional Workshop 1997, London (delegates pack and notes archived as U-078)

¹¹⁴ The best known of these is the European Association for International Education (EAIE), which was established in 1988 and attracts several thousand delegates to the annual conference held in a European university.

Stage 2.4 Team forming

Despite the problems mentioned above of finding appropriate counterparts for academic staff sharing the same subject specialism, the project purpose started to be pursued in loose groups formed around the Activity areas, i.e. the corporate planning group of senior managers, the computerisation and user support group, a motley and uncoordinated group of specialist-managers (chief accountant, personnel manager, Heads of Chair, some language teachers), leaders of the students' guild, another amorphous group of academics/researchers from a range of disciplines and levels of seniority (with identifiable sub-groups), a business development group, a publicity group and an international relations group.

What defined the group was neither a leader nor even the nature of the interaction within the group, but the existence of the activity planning schedules which tended to throw people together. However, team working developed in the context of visits and exchanges when those exchanges were prolonged or repeated. This was the case with the computerisation team, with the senior managers interacting through the JEP Management Committee. There was also a degree of common ground between finance and personnel people. The seeds of co-operation started to grow between student and library services people, and there was a mixed bag of academic collaboration at various levels, partly concerned with the production of study packages, partly with fieldwork and partly with research.

My personal feeling was that the synergy between the staff in the international departments worked best for a range of reasons including the ease (technically and linguistically) of communication, repetition and prolongation of the contacts and the clear common interest and day-to-day need for collaboration. The other group which seemed to interact well was the language teachers. They gained a lot professionally from visits abroad and considered it a privilege. Unfortunately, the language teachers were a particularly busy group and had little time to spare. Contact was limited to visit time although in hindsight encouraging the better use of IT could have extended it.

Stage 2.5 Monitoring in Stage 2




Monitoring of the first phase of implementation was done internally in preparing the first Annual Report dated 28 October 1996. I took the minutes of the meeting of the JEP Management Committee of June 1996 in France which collected material for this report. The report itself covered a considerable period of intensive *activity*, i.e. a lot of meetings and visits, but the review of the achievement of outputs for this period, which provides the 'meat' of the report, looks empty in terms of the procedural changes envisaged in the application. If we take Activity 1 (Institutional Planning Mechanisms) the Application Document refers amongst other things to 'human resource planning linked to personal development by the use of appraisal-type communicative management techniques'. However, in the Annual Report the outputs achieved are listed as¹¹⁵:

- Improved internal communication and involvement in planning
- Staff identify more with corporate purpose
- Expression of ISIR institutional mission achieved
- Awareness of financial management issues

In other words the chief outcome from all of the intensive activity was involvement and awareness raising – important elements in the achievement of the project purpose, but in themselves insufficient to begin the process of the introduction of such procedural changes as corporate planning and appraisal.



¹¹⁵ Annual Report (U-023), p. Annex III/6.

In spite of the above-mentioned support measures, the restraining forces opposing the driving forces seemed to have the upper hand:

-  Management experience also seems irrelevant to Minsk-3 as the Minsk-3 staff in general are reluctant to make use of it for two reasons: it is not much understood because of the language barrier and they continue to stick to traditional academic management.¹¹⁶
-  The major concern of staff at Minsk-3 is finding ways of resourcing the Institute rather than focus on developing management competencies. Developing effective management is not one of their priorities.¹¹⁷
-  Given the cumbersome government bureaucracy that controls academic innovation in Minsk-3, officials from the Ministry of Education need to be involved. There also needs to be a greater desire of high-level management at Minsk-3 to implement change and to co-operate with foreign advisors. Without this, it is hardly worth continuing the Tempus programme.¹¹⁸


-126-

So on the evidence of remarks like these, it would appear that the intended support measures were not effective. So worrying was the apparent irrelevance of Tempus that it was necessary to reconsider the whole approach, starting from the key corporate planning component. As a result much more authority was afforded Minsk-3 to set the agenda and most of the later activity concentrated upon periodic discussion of the state of development of the Minsk-3 corporate plan. Technical support measures such as language support and visit preparation also required a rethink:

-  The feeling of being unprepared is shared by almost all ISIR visitors as their nomination for the visits do not pursue practical outcomes in accordance with TEMPUS and their visit goals are not exactly specified. Very often people are nominated because of the communication skill in English. However, at present with Internet at hand most of the Tempus issues could be solved through it rather than coming to Thames-1.¹¹⁹
-  Thank you for your warm and kind reception. But I'd like to offer you a good suggestion... It would be better to get preparation. Having some language practice through the communication. And the next time we will feel OK.¹²⁰

-127-

Language preparation was a double-edged sword. On the one hand developed language skills eased communication, but on the other hand the staff with language skills became increasingly dominant as the tortuous process of communicating through an interpreter failed to breakdown the language barrier.

-  It was difficult in such a short visit to determine whether the stated research structure and management was working effectively. The difficulties of working through a translator, although a very good one, were evident here.¹²¹

Project management in relation to such things as budgeting and visit preparation was much improved later in the project, but it took further time and many more disagreements to arrive at a consensus about what Tempus was really about.

¹¹⁶ IGR Year 1/19 by GS, International Officer in Minsk-3 (archived in 1995/96 Annual Report U-023).

¹¹⁷ IGR Year 1/25 by AO, HRD academic in Thames-1 (archived in 1995/96 Annual Report U-023).

¹¹⁸ IGR Year 1/26 by GR, Senior academic in Thames-1 (archived in 1995/96 Annual Report U-023).

¹¹⁹ IGR as above.

¹²⁰ IGR Year 1/20 by ER, English language teacher in Minsk-3 (archived in 1995/96 Annual Report U-023).

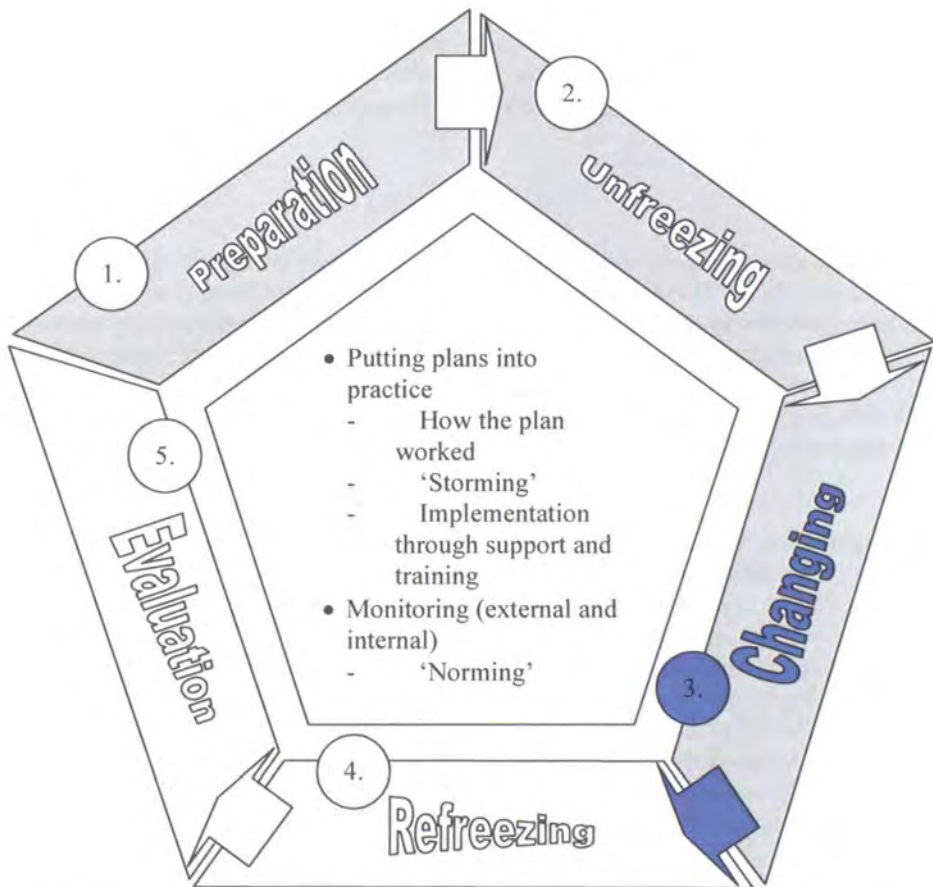
¹²¹ IGR Year 1/26 by GR, Senior academic in Thames-1 (archived in 1995/96 Annual Report U-023).

Stage 2.6 Allowing time to come to terms with the change

For the most part, decisions were being made and activities implemented in Tempus within a very tight annual planning cycle. On the other hand, the overall period of collaboration, five years, was long enough for some of the interpersonal relationships to build up to effective teamwork, especially with the Rectorate and international office but in some other areas as well. However, in other places where the absence of time was a limiting factor, i.e. in the human resource development block (appraisal, internal communications, redefinition of roles and responsibilities, etc.) the relevant outputs were directly affected. It was only possible to pilot appraisal in two departments, only once, and not collaboratively, i.e. without the participation of experienced personnel officers from Thames-1 or Somme-2.

For the initial implementation phase of the project, lead times before important changes were supposed to take effect were long. Unfortunately, these long lead times were not necessarily used well for the purpose of allowing time for staff to come to terms with the changes proposed. Proposed changes were not necessarily agreed in time to be internalised, re-expressed in Belarusian terms and then presented. Instead the word about Tempus was spread in a fragmented way, such that it was difficult in the early stages for participants to grasp the overall scope of the change processes envisaged and how they may affect them. Thus time did not work particularly to our advantage in reducing resistance to change.

Stage 3: Changing (Second stage of implementation)



STAGE 3: CHANGING

-129-

Stage 3.1 How the planning worked

In Stage 1.9 we saw that the most important official plans for the implementation of the project where the three annual Revised Budget and Activity plans. These were produced in June 1995 (covering the period May 95-August 96), October 1996 (Sept 96-August 97) and October 1997 (Sept 97-August 98). In addition the Monitoring Report of November 1996 gave rise to an additional interim plan by March 1997 with improved proposals for the rest of the project. These documents contained outline timetables which the project team had to flesh out in the process of agreeing concrete proposals for the activities (the Inputs) including the visits, training events, consultative meetings, etc., which were suppose to contribute to the outputs. In *Stage 3: Changing* we see how the planning process was modified to meet our project implementation needs.

Implementation went smoothly in the early stages, just as T1-AF, who had been in regular contact with Minsk-3's Rector, predicted.



I asked AL [Rector] to outline his priorities for Tempus during my April [1995] visit. As far as the visits and exchanges were concerned he was happy to implement 'in accordance with the timetable'. On the equipment side he sees two immediate priorities:

- *Internal computer network, with link to E-mail/Internet (est. \$12,000)*
- *Simultaneous translation suite with approx. 30 user locations (est. \$5,000)*

*It is clear that for Minsk-3, the main initial manifestation of the Tempus project so far as most students and staff will be concerned, will be the appearance of these facilities. I think we should work hard to achieve the installation of these at Minsk-3 by the end of September.*¹²²

-130-

From these small beginnings the project established a routine for the planning of activities around the next series of visits and indeed became focussed upon visits as the key milestones in the achievement of the outputs. As a result the Tempus project largely failed to get people working together in between bouts of international travel to the extent that they could sustain their own communication flow. As mentioned in Stage 2, even the formation of the teams necessary to generate a level of interactivity was a prolonged process. Thus the project, which was superficially planned at the outset, was in its implementation not fully engaged with the change processes which it was supposed to be promoting. The superficial impact of the activities upon the achievement of the outputs was recognised in the periodic reporting:



*Little has changed meanwhile [by October 1996] in either in the actual planning system of the Institute or in terms of the practical steps taken in quality assurance. This is not considered a satisfactory situation by any participant.*¹²³



*From the Annual Report of Year 1, it was apparent that although progress had been made in three important areas, the development of a corporate plan, the adoption of the modular undergraduate programme and the development of the skills of Minsk-3 in international relations networking, there remained real administrative problems which required urgent attention. The project was still focused too much on the exchange of experience through mobility activities within the partnership and too little on the achievement of verifiable outputs as a result of this mobility.*¹²⁴

-131-

The project planning philosophy became much more orientated towards the achievement of certain concrete outputs from March 1997 onwards. However, the previous approach was not entirely without merit.



*Our project has made a significant shift toward an outputs-orientated approach from one concentrating upon staff development through the exchange of experience. There have however, been valuable outputs already as a result of this earlier policy and we would wish to continue to encourage creativity, partnership and the synergy with other programmes which Tempus allows for.*¹²⁵

-132-

Stage 3.2 Team storming

The more objective orientated approach to project management assisted us in organising visits and exchanges, but was not enough in itself to gel the teams together. For this more energetic commitment was required from

¹²² Memorandum from T1-AF mentioned above (archived as N-047).

¹²³ 1995/96 Annual Report U-023, p.III/9.

¹²⁴ 1996/97 Annual Report U-025, p.III/9.

¹²⁵ Revised Action Plan, U-040, p.I.

all partners, which Tempus was slow to build up. This was not only a function of planning, but also of a mixture of personal conflicts and dysfunctions which obstructed the smooth operation of the planned activities.

'Storming' occurs when conflicts arise in a group which test the tolerance which group members have of each other's behaviour and stretch the boundaries of group cohesion. There are two alternative results from storming in teams. Either the group collapses or else it moves on to a new improved level of cohesion. It is difficult to identify real conflict in the consortium by this definition because the work was not so intensive as to strain relations very far. There were, however, a number of internal and external problems and difficulties which pointed out the weaknesses in the consortium and in its management.

Tensions sometimes occurred within institutions as well as between them. For example there was the tension inside Thames-1 concerning leadership policy, referred to in Stage 1.7, about the power of the centre (Development Department) to control the project versus the institutional policy that the centre should support, not lead, the work of the faculties.

-133-

Even inside the Development Department there was tension, this time about project approaches. I was convinced that the top leadership in Minsk-3 was not going to become consultative and involving in their approach to strategic management and that the project would have more impact if it worked through course teams. After a visit to Minsk in December 1995, I wrote:



Obviously we must not lose sight of the aims and objectives of Tempus worked out in the application, but we must recognise the practical necessity to do something understandable and achievable with Minsk-3 rather than make decisions for them about management reforms which they are unlikely to carry out in their cultural and financial context. If these ideas have a resonance in Thames-1, then the employment of Thames-1 expertise should be reconsidered to provide for the right kind of intervention at the right time to maintain forward momentum in course team-building and training and the production of required documentation, systems and procedures.¹²⁶

-134-

These opinions challenged the top-down approach and I was not smart enough to 'sell' them to the management team before circulating them which was not popular. Although I made a political error, I think there was a lot of truth in what I said. On the other hand what was problematical then and what finally tends to justify the top-down approach was that neither Thames-1 nor Somme-2 seemed ready to field suitable counterparts to support course team-building, still less through a process of developing modules jointly recognised by Thames-1 (or Somme-2) and Minsk-3.

Between the consortium partners, controversy appeared about the following issues:

- Uncertain commitment to the project
Thames-1 had problems fielding appropriate experts to develop the full range of activities. It was not easy to gauge the reaction from visitors to programmes with a lot of apparent free time, but we felt frustrated that there was so little self-sustainability in many of the contacts which we tried to make. In the evaluation (see Stage 5) the Rector of Minsk-3 confirmed that this state of affairs had not passed unnoticed. As we continued to *lead and plead* to others to help with the programme implementation, internal dissemination about Tempus in Minsk-3 did little to increase the scope of their participation.

-135-

¹²⁶ IGR Year 1/18 by Self (Annual Report U-023).

Problems of Minsk-3's commitment were noted by Coulter:



*The identification and selection of staff to benefit from Tempus objectives (East-West mobility) has been a major area of weakness within the project. Unlike the other far larger Kingston-coordinated Tempus project, where the Russian partners have been very precise and directive as to which of their staff will benefit from the project, there has been little clarity amongst Minsk-3 managers about whom to target... Language was a contributing factor, especially in mobilities to France, but other factors concern the small numbers of full-time staff able to participate in the project and the remits of the staff who became actively involved.*¹²⁷

-136-

Somme-2 also was not fully involved in the planning and execution of the project. Since we were convinced that they had their hands full managing another Tempus project in Minsk, we assumed, wrongly that they were satisfied taking a back seat, and then this became a self-fulfilling prophecy.



*There have been positive changes in that the 1995/96-year saw increased interest in external relations and some success in terms of the achievement of outcomes. However, fewer actions involving the co-ordinating institution for this activity (Somme-2) have been undertaken than was expected.*¹²⁸

Only the visit of Tacis Monitors in November 1996 brought this issue out into the open so that it could be resolved.

-137-

- Financial Management

The amount of funding given to personnel to sustain their visits abroad was sometimes argued over. This was a particular problem during the pre-JEP when there was a weekly allowance and the balance of the allowance was only given to the visitors after deductions had been made for their costs of stay. In the JEP we worked to a protocol of £30 per day up to a maximum of £120 per week cash-in-hand plus the visitor's hotel room and evening meal would be paid. This was considerably less than the 700 Euros per week (£466) which was the theoretical maximum allowable under Tempus rules. The Belarusians felt under pressure to try to save as much money as they could from the grant, given that even at £30 per day they were receiving the equivalent of a month's salary every day. However, the protocol once established became acceptable on the understanding that the money saved permitted us to plan more mobility. In the event quite a lot of it went on extra equipment, printing and publications.¹²⁹

There was more financial trouble for the contractor, Thames-1 in trying to get proper financial reports and receipts from the other two partners.



*It has been difficult on occasion to obtain satisfactory receipts for expenditure owing to the enthusiasm of Minsk-3 staff to procure required equipment and services, sometimes without supporting documentation.*¹³⁰

-138-

- Visit organisation

It was difficult to really focus personnel upon the outputs which were required in a given Outcome.

¹²⁷ Coulter, 1998, p. 53.

¹²⁸ Annual Report 1995/1996, October 1996 (archived as U-23), p. Annex III/8.

¹²⁹ Annual Reports, U-023, U-025 and U-027.

¹³⁰ Year 1 Annual Report U-023, p. Annex III/13.



*Attempts were made to try to constrain visitors to a tight programme but very often the limited availability of the host staff introduced uncertainties and discontinuity. One solution to this problem was tried in the context of the other JEP which Thames-1 is co-ordinating. Here a pre-visit questionnaire was designed and participants in mobility were asked to fill it in. The form was successful in raising awareness of the context in which Tempus mobility was planned, but it did not overcome the problem of people wishing to make late changes to the programme.*¹³¹

Most often, visits went well and proceeded without technical hitches. However there were occasions when one partner or another was not considered a good host for various reasons. Thames-1 could sometimes be accused of arranging too-thin programmes, often because people whom the counterpart was supposed to see were unavailable because the visit planning had been done at too short notice. Somme-2 was criticised for expecting too much independence from the Belarusians.



*Visits under the Tempus programme could be used for calling [on] various international bodies. This January a whole visit was devoted to it. Regretfully, the French partners did not prepare it properly. In Brussels we did not have the necessary papers. To make it worse we were left alone. We could not intelligibly answer where our partners were and whether they were interested in co-operation at all.*¹³²

-139-

Other sources of difficulty leading to potential conflicts were listed in the Annual Reports' sections on *Problems and Difficulties*.¹³³

- Problems of intercultural communication
 - Language barrier.
 - Perceptions and misperceptions about the role of the project.
 - Unwillingness to adopt paper-intensive methods implied by the rigour of academic quality assurance (also an economic issue).
- Problems of political background in Belarus
 - Uncertain support for international projects, huge cutback on Tacis budget and stalled EU-Belarus economic relations.
 - Official red tape and delays in issuing passports complicated travel arrangements.
- Continuing depressed economic conditions in Minsk
 - Staff morale was affected by non-payment of salary, high staff turnover.
 - High staff workload and poor labour conditions (e.g. extreme cold), causing less time available for project work.

-140-

Stage 3.3 Supporting and training (1): long-term involvement of Thames-1 and Somme-2

Although Tempus was part of the Tacis programme, it was essentially interuniversity co-operation and therefore had little in common with the majority of technical assistance/training/economic reform projects under the Tacis umbrella. Nevertheless some pure training was done. All activities were organised upon the

¹³¹ Year 3 Annual Report U-027, p. 28. A copy of this form is shown in the Annex.

¹³² [Minsk-3] Rector's report to the members of the Advisory Committee, 23 March 1996 (archived as U-16).

¹³³ My narrative on problems and difficulties was not included in 1996/97 Year 2 Annual Report. Instead the page was left 'intentionally blank'. The issues of concern were high bank charges, non-availability of staff to participate in the project, problems of getting visas and the high workload on staff.

basis of the exchange of experience, but there were no illusions that the objective was to support Minsk-3, to help the institution to cope with the nine baskets of development and change issues identified in Stage 1.6.

In a university management project, the approach to support and training had to bear in mind the traditional management style of both Rectors of Minsk-3. There was little enthusiasm from the top for measures to involve middle and junior management in strategic planning, or even to ensure that information about the corporate plan was disseminated inside the university. We felt that a consultative approach was an indispensable part of any meaningful planning process but were equally conscious that consultation shortened the Rector's *power distance*, i.e. the inequality between him as decision-maker and his subordinates.

-141-

The bargaining chip which we had was equipment, in which the cash-strapped Minsk-3 was very interested. The equipment budget in Tempus is included to facilitate the Tempus activities. We had nearly \$80,000 to spend on equipment and although the majority was committed to the establishment of a local computing network to support university management, we had some leeway at the margin to consider other suggestions. This policy can be interpreted in two ways, as sound conflict management or as paternalism. Either way we thought we were taking our role seriously as agents of change, but doubts about the wisdom of our approach continued to haunt us. As Coulter writes:



*Through involvement with the management of the project, it is difficult not to view the West as parading their culture as somehow superior, with only occasional awareness and respect for the elements that were good in the old system.*¹³⁴

*Thames-1 could be accused of acting in a colonial fashion by imposing its own experience of corporate strategy onto Minsk-3.*¹³⁵

-142-

On the other hand, if the pressure for change seemed to be going all one-way from us to Minsk-3 part of the reason for this could be attributed to indecision on the part of Minsk-3 about the relevance of Tempus.



*Most of the academic management experiences transferred to Minsk-3 turn out to be inapplicable in the Minsk-3 environment because the Minsk-3 academic authority have not decided yet on what exactly they expect of the Tempus in respect of the academic and management processes, and more particularly, to what academic scheme Minsk-3 is going to stick to – a modular, a fundamental or a mixed one. However, this decision is not an easy one for Minsk-3 as it is subordinated to and funded (though scarcely as it is) by the Ministry of Education. Being a state educational institution Minsk-3 is expected to follow the academic scheme (with a standard State diploma at the end) approved by the Ministry. The Ministry is notorious for its inflexibility and not inclined to educational experiments. Thus Minsk-3 is placed in an awkward position; on the one hand it is subordinated to the Ministry and has to follow all its regulations, on the other it declares to be an institution of a new type but is lacking the funds for developing its academic and management structures independently. As a consequence there exists some kind of a double reporting – one for the Ministry and the other – for the Tempus.*¹³⁶

-143-

None of us in Thames-1 or Somme-2 was in a position to judge how Minsk-3 might be able to reconcile their 'awkward position'. This lack of clear priorities was later recognised by Rector M3-AM as a weakness of the Tempus implementation from the Minsk-3 side (see Stage 5.1). Still the project pressed on and by an iterative

¹³⁴ Coulter, 1998, p. 61.

¹³⁵ Coulter, 1998, p. 66.

¹³⁶ Individual Grantholder Report Year 1/19 by GS, International Officer of Minsk-3 (archived in Annual Report U-023).

process started to make an impact in some difficult areas. There is no space here to examine every instance of support and training in detail. Instead, I use the work with the Head of Personnel, M3-NZ, on appraisal as a case study of the kind of correspondence done in between visits to encourage counterparts in Minsk-3 manage change.

The work on the introduction of appraisal was especially sensitive and prone to resistance to change. Support to M3-NZ was given in terms of advice and feedback on her proposals and some awareness raising training was done in Minsk-3 by T1-AM. We also tried to generate the essential support from the top leadership. Formal training was given in Thames-1 on appraisal and other HR procedures in the personnel department. The following are examples of support and training done by e-mail.

-144-

Thames-1 to M3-NZ



We are concerned that in your enthusiasm to proceed with the appraisal experiment now, you may be 'ahead' of opinion in the Institute and have not yet got the support you need for the experiment to be successful...

1. *First, consider the possible advantages of introducing appraisal at Minsk-3 compared to your current procedures for staff development and performance assessment. Try to reach your opinion on the basis of sound arguments which you can justify in your social, legal and practical situation at Minsk-3. Rehearse these arguments so that you can do battle with the sceptical people!*
2. *After you have prepared a case for introducing appraisal, plan a period of wide consultation with colleagues at the Institute to discuss your reasons and to obtain feedback which can help you to discover the possible sources of opposition and support.*
3. *Talk about appraisal with the Rector in the light of your discussion and obtain his views on broad principles for the operation of an appropriate form of appraisal for Minsk-3.*
4. *Work consultatively with the chosen team to identify how they want appraisal to work for them.*
5. *During your return visit to Thames-1 you may be able to go on an appraiser-training course.*
6. *Prepare the manager of the department who will practice the new scheme with practical advice as to how to perform appraisal and to get the best out of the system. You could also offer appropriate training for appraisees. (You could have the return visit of one member of staff from Thames-1 at this time.)*
7. *Organise initial appraisals and hold a workshop afterwards to get feedback as to how they went. This feedback can help you to advise the next manager.*

*It would be helpful therefore if you would prepare an action plan setting out the process for consultation, discussion, feedback and implementation of your appraisal experiment in Minsk-3. Do let me know what you think of these recommendations. We want to help you all we can!*¹³⁷



M3-NZ to Thames-1

At last I am writing to inform you how things are moving with appraisal.

Initially the scheme for a test appraisal was seen as follows: M3-AM will act as appraiser for the directors of departments and senior administrative staff. However, at present M3-AM's idea is to carry out the appraisal only in one purposely-selected department. I have discussed the appraisal scheme with M3-AT before his visit to Thames-1. On coming back we will continue to work on it with him... While working on the appraisal I came across a couple of major problems which hamper the process:

1. *Firstly, too much time is spent on discussions because of numerous and different points of view. M3-AT would like only the technical staff of his department to be subject to the appraisal. M3-AM2 sees the teachers as the only appraisees in his department. Also*

¹³⁷ E-mail from Self and Thames-1 Staff Development Office, T1-JB to M3-NZ (archived as E-069).

there are endless discussions on the content of questionnaires. In short I see no end to these tiring debates.

2. *In general staff feel very unhappy about the appraisal and are reluctant to come through it being afraid of possible negative follow-ups. I am afraid they have reason to feel this way... It is absolutely clear that we need an officially established procedure that will state clearly the main aims of the appraisal and will also ensure against all possible 'repressive' follow-ups.*

*The seminar that T1-AM conducted here was very helpful to me.*¹³⁸

-145-

This e-mail correspondence is an example of the constant dialogue which had a certain effect, but which by itself was insufficient without strong commitment to the components on the part of the leadership of Minsk-3. Without this commitment appraisal was orphaned and for the same reason, in March 1997, we stopped paying attention to the issue of internal communications. Corporate planning activity continued to generate the paper outputs which were required to complete the project successfully. The question as to whether or not this was merely a 'paper exercise' or a sustainable change in practice is answered in the evaluation at Stage 5.

The abandonment of concern for internal communications was done partly as a result of resistance to change and partly because our methods were at fault, but our failure to resolve the problem made it always very difficult to disseminate information about Tempus. Similarly, staff who had benefited from development had little opportunity to give feedback to colleagues. The new Rector introduced the policy that everyone who went on a trip abroad under Tempus had to give an oral report to the monthly Council meeting. Unfortunately, these meetings sometimes were less interested in the report than they were in judging the unfortunate traveller on the consequences of his or her absence abroad.

-146-

The charge of 'colonialism' might have also been levelled during our search for an appropriate way to introduce flexible learning in Minsk-3. During the Pre-JEP the Thames-1 Science Modular Scheme was compared favourably to the extremely demanding timetable of lectures and seminars which Minsk-3 students were expected to attend.¹³⁹ It was decided to introduce a modular version of science education in Minsk-3 in the early years of the diploma courses, i.e. the years equivalent to bachelors degree in the UK. However, this approach immediately ran into difficulty with the Academic Methods Council of Minsk-3 and had to be revised.



*For a year the university [Minsk-3] has been exercising a modular approach to the development of academic programmes. However, our attitude to the modular scheme is rather ambiguous. On the one hand it offers numerous advantages that enable easy design of educational processes. On the other the set of rigid standard modules justified for a basic education along with no code of the employment requirements being in force in CIS yet, contradicts to formation of a flexible encyclopaedic mode of thinking and the necessity to provide sufficient and even redundant knowledge that is required for making successful careers in promptly changing conditions of the countries under reform. Thus, Minsk-3 has been adopting and developing a mixed system of training with Modular Scheme applied mostly at the initial stage of the basic education. ... Within the Tempus project and in joint efforts with Thames-1 University, the work is currently being done on auditing several modules that can be mutually recognised in both universities. It should be mentioned here that the procedures for development, audit and approval of academic curricula and separate teaching courses are rather similar in Western and Soviet universities.*¹⁴⁰

-147-

¹³⁸ E-mail from M3-NZ to Self (archived as E-070).

¹³⁹ See Tables in Appendix; *Science Courses Comparison* and *Science Courses Summary*.

¹⁴⁰ Rector's report to the members of the Advisory Committee in March 1996 (archived as U-016).

Very little follow-up support was offered to the Minsk-3 Guild of Students after their acquaint visits to England and France, partly because they were satisfied with the results of their visits and partly because staffing difficulties made it impossible to organise the expected return visit by Thames-1 students' union managers to Minsk-3. It was a wonderful opportunity for inter-student activity but unfortunately Tempus financing rules forbade this. Our proposed solution was to try to encourage the involvement of an expert from the Thames-1 students union, using an allowance from Staff Costs budget. The strategy failed because the person's non-availability. However, the use of short-term experts in general raised certain thorny management issues as discussed below.

-148-

Stage 3.4 Supporting and training (2): use of short-term experts

Short-term experts, who were professional consultants on four occasions, were used with very mixed success. The most successful was perhaps the help with the library component. This consultancy was used because Thames-1's own library network is much bigger than that of Minsk-3 therefore not comparable. Elsewhere consultants were used on the whole rather unsuccessfully. Some of these instances are described briefly below.

CASE 1

Teacher T1-AO used as short-term expert (STE) on human resource management. The STE went to Minsk in February 1996 to review the requirements of Minsk-3 for management development. It was hoped that the STE could generate interest in and support for management development by virtue of her subject expertise. Discussions and a workshop were held on human resource development, but on returning from the visit she wrote:



The trip was not as successful as hoped due to lack of sufficient progress within the Institute. This may be due to a lack of autonomy for the Institute to make decisions without reference to political bureaucracy... One possible way forward is to introduce management development through one of the course development teams. This may not be possible until 1997.¹⁴¹

T1-AO's colleague on the same visit noted¹⁴² that T1-AO 'did not have a clear role'. The lesson from this experience for me is that it is unreasonable to expect STEs to take on the most intractable problems because they are experts, without supporting them with a careful entry and exit strategy into and out of the ongoing situation.

-149-

CASE 2

In February 1996 meetings were arranged by a French consultant EXT-EW for Minsk-3 Rector and Pro-rector for International Relations with members of the European Commission. However, not knowing the expectations of the visitors that they would be accompanied and introduced, nothing further was done to support their visit and they were disappointed with the result. In these circumstances it was important for a member of the Somme-2 or Thames-1 team to attend the visit. Each expected the other to do so with unfortunate consequences.

-150-

CASE 3

Work was done by consultant EXT-AW on a broad range of measures associated with middle and junior management development in 1996 and 1997, involving two trips to Minsk and a workshop in Thames-1 for Minsk-3 senior staff on 'unlocking the creative potential of junior management staff'.

¹⁴¹ IGR Year 1/25 by Thames-1 Lecturer in HRM, T1-AO (Annual Report U-023).

¹⁴² Meeting note (archived as N-060).

Much of her activity, although done professionally and based upon long experience in the UK, did not export successfully to Minsk-3 because it tended to fly in the face of a strongly top-down management culture. The consultant identified quite reasonably that Minsk-3 was an 'aggregation of black boxes with neither windows nor doors', i.e. with very poor internal communication. However, it was not possible to pursue a productive dialogue with management on the basis of her critique of these weaknesses. Because of the organisational culture, this critique implicated managers in failures which only they could be responsible for, hence the reaction was to reject the consultant in order to fend off the critique. Likewise, in a workshop session on creativity, attempts to involve staff in brainstorming who were unsure of their ground resulted in poor results. The western way of getting participants in training to think with open questions like, 'so what would you like to get out of this session?' require a predisposition to self-enquiry which is weak in cultures with a didactic form of education. This was not the consultant's fault as she tried to do her best. We, on the other hand, should have thought about the consultant's experience working with East European cultures and either chosen or briefed more carefully.

-151-

CASE 4

Not actually funded by Tempus, but an activity supported by Thames-1 during the project, was the employment of a fund-raising consultant EXT-AM to support the work of the UNESCO chair. This activity was a failure for two main reasons.

1. The consultant was not closely supervised, as nobody knew much about fundraising. This meant he could get away with charging quite a lot for not apparently doing very much. Because we were inexperienced in using consultants, whether this was a fair assessment or not was unknown to us.
2. The STE's methodology relied upon the clients doing their share of the work to build upon the consultant input, in this case preparing publicity material and following up on the contacts made with potential funders. As Minsk-3 considered that the STE was being well paid they felt he should do this too, and in any case they had no experience of approaching a 'prospect' to ask for money.

The result of this fiasco was that there was no return at all on the investment of using the STE and all sides lost credibility with the other.

-152-

CASE 5

A professor of environmental science from a research university in the United States became a visiting professor at Thames-1 partly to add weight to the environmental science research co-operation with Minsk-3. Again the individual concerned came highly recommended, and this time he had international experience, but he was a maverick in research terms. EXT-WS was chiefly interested in promoting the methodology which he had produced rather than in using his experience to promote the research base in Minsk-3. Whilst there was some interest on the part of Minsk-3 in the funding opportunities of co-operation with EXT-WS, there was very little sustainable value added by the co-operation.

-153-

The five cases boil down to some simple lessons which were not so obvious at the time, when everyone was busy and hoped against hope that the use of STEs would contribute to the project outputs without creating extra work. Amongst them:

- Aims and objectives for STE input should have been carefully negotiated to make sure all sides were comfortable with the purpose of the input, understood it and supported it
- STEs should have been supervised and managed, not because they were inexperienced, but because they were by definition 'short-term' and could not cover all tasks required to build the initiative up to a successful conclusion. Unfortunately, it followed that:
 - Appropriate back-stopping (organisational back-up), collaborative work and follow-up was not organised to make full use of their expertise and to capitalise upon the benefits

We also fell into some traps. On occasion the use of the STE was not successful because:

- No one conversant with the STE's subject expertise was available do supervision (and no one thought to reconsider the use of the STE).
- Employing an STE was used as a mere labour-saving device, i.e. we expected an STE to do what we were shy to do ourselves, but could possibly have done better ourselves given our experience working with the partner.
- STEs were selected uncritically, i.e. not deliberately chosen for the skills they offered, but because they were recommended by someone important.
- We failed to recognise the potential conflicts between STEs' interests and ours.

-154-

Stage 3.5 Monitoring in Stage 3

Project monitoring in Stage 3 took place on four levels, two internal and two external. One form of internal self-monitoring was by the use of Individual Grantholder Reports which contributed to the preparation of annual reports by the contractor (from which I have been quoting extensively). These reports were also submitted to the ETF for evaluation, but no comment was received during the project about the narrative section of the reports (i.e. the bit about the achievement of outcomes). There was comment about the financial part, however, and even a full-blown audit was commissioned of Thames-1's accounts in respect of its management of Tempus money. Another form of internal self-monitoring was tape-recorded interviews done with Minsk-3 staff involved in mobility after the Tacis Monitoring visit of November 1996 (see below).

External monitoring was done (1) by the Tacis Monitoring and Evaluation service on-site visits to the project in Belarus, and (2) by the ETF Programme Officer as a desk audit and commentary on the Tacis M&E monitoring and other documentation produced by the project. The ETF Programme Manager, EU-AW, contacted the project on two occasions by faxed letter with further advice about project management, in February 1997 and June 1998, on each occasion three months after the Tacis M&E visits.

-155-

Tacis Monitors attended Minsk-3 on 28/29 November 1996 and 16-18 March 1998. For the purpose of this case study, I am assuming that the first monitoring visit took place at *Stage 3: Changing*, whereas the second monitoring was late enough in the project to be considered part of *Stage 4: Refreezing*.

The summary of conclusions is given in the Table in Figure 11. The key observations were that:

General

- Notwithstanding the results obtained so far in the project, there is ample room for improving the efficacy of the project activities.
- Visits should be well prepared, have a clear target, and lead to concrete results.

EU Co-ordinator

- To undertake actions to increase the involvement of Somme-2 in the project.
- To draw up, together with Minsk-3 and Somme-2, an action plan for the remaining project period which clearly relates the results/outputs to be reached with specific activities to be taken.
- To further specify the planned outputs and to attach objectively verifiable output indicators to them.
- To synchronise in the next reports the sub-division of outputs and activities in the project synopsis and all tables.

Partner State consortium member

- To develop a clear vision of what at the end of the Tempus project should have been established, especially concerning the corporate planning process, external relations, institutional marketing and the development of staff skills in general.
- To provide sufficient attention to the implementation process of the computerisation of the library.

- To establish links with the Tempus project at the State University of Belarus (co-ordinated by Somme-2).

ETF Project Manager

- To ensure that proper follow-up actions will be undertaken by the consortium members to improve the efficacy of the project.

-156-

Figure 11. Summary of conclusions from Tacis Monitoring visit in 1996.¹⁴³

Implementation of activities:	C
Achievement of outputs to date:	D
Appropriateness of work plan for the next 6 months:	C
Ability to achieve objectives:	D
Potential sustainability:	D
A = Excellent, B = Good, C = Standard (to plan), D = Problems, need for action, E = Urgent review to assess continuation	

Partly in preparation of the action plan requested in the monitoring reports and partly in continuation of my own search for means to improve project co-ordination, I conducted interviews in January 1997 on my next visit to Minsk. Some practical issues were discussed using an eight-point checklist, inspired in some cases by the monitoring report, but going beyond it. The checklist was about how to:

1. Establish clear leadership of activities.
2. Strengthen good judgement, resolve and integrity in relation to such questions as picking the right team for the job.
3. Reduce the language barrier.
4. Use various means of communication more effectively.
5. Obtain cultural insights for better understanding of 'where the other person is coming from'.
6. Mobilise various project management techniques in target setting, tracking spending, etc.
7. Encourage better visit preparation/background reading/research.
8. Improve staff availability/time management.

-157-

The interviews were tape-recorded and abridged transcripts written and returned to the interviewees for correction and comment. Amongst the interesting findings, referred to elsewhere in this thesis, were the following¹⁴⁴:



Leadership

- The leader needs to be neither a figurehead nor someone who dominates and does not admit other opinions. (M3-GS)
- It's a complicated topic, but according to the theory of abnormality, the few who are endowed with ambition and leadership qualities fall into two categories, the 'bandits' and 'swindlers' who surround themselves with fools because they abhor competition, and the 'honest' who use only talented staff but who need to exercise special powers of diplomacy with them. (M3-AL)
- The leader has to have a clear-cut idea which everyone can believe in. That would be even more important to add. (M3-ER)

¹⁴³ From Tacis Monitoring and Evaluation report 1996 (archived as U-028).

¹⁴⁴ Tape recordings made by Self (archived as A-001 to A-003).

- There are two types of leader, the **formal** (diplomatic) leader and the **real** leader whom people follow. In an ideal world they will be the same person - but this is rare. Lately, a third kind of leader has appeared. The **interpretative** leader. This is someone who tries to make sense of conflicting information, who gathers people to his flag. There are a lot of such people here now, but no one really believes them. (M3-AM2)
- This can work for or against a project. You must have the support of leadership - without it leadership can fight against you and discourage everyone else. (M3-RG)

Judgement, resolve and integrity

- In my opinion there needs to be a very strong selection for people who wish to take part in a project, i.e. desire alone does not necessarily indicate ability. (M3-ER)
- Perhaps we should maintain our point of view, e.g. if a visit seems irrelevant we should say so. (M3-RG)

-158-

Languages

- Ecological education has an international character and students should learn languages. (M3-AL)
- The cost of interpreters is too high. I would prefer to invest these scarce resources in young people who still have time to learn. English is the pre-eminent language in Europe; therefore young people at Minsk-3 are encouraged to learn English. (M3-AL)
- Language is important but it is not the main thing. Important people can get by with translators and interpreters. (M3-AM2)
- Misunderstanding of concepts has occurred, like 'study package'. It can be more important to know the meanings behind the words than the words themselves. (M3-RG)

-159-

Effective use of means of communication

- It is necessary to reconcile the need for speed with the need to get a written record. Sometimes a short telephone call is more useful than a whole correspondence. (M3-ER)
- We must use them more effectively than we do. We need training. (M3-AM2)
- Efficiency depends on language ability, otherwise there are barriers in terms of manpower for message handling. Although, there are hardware limitations, the non-availability of partners causes delay unless either someone answers for them, or they discipline themselves to answer quickly. If necessary ask them to speed up. (M3-RG)

-160-

Cultural insights and mutual understanding

- Of course the gap can be wide especially between generations - people mature in life, find their own approach. In that case probably people need to use their particular abilities. So the young will probably be more flexible. (M3-ER)
- Whereas this is desirable, it is a problem to disseminate the knowledge objectively. Not only that, but people are not fully equipped to make use of such knowledge - they can fall victim to the interpretative leader. (M3-AM2)
- We challenge the way we do things when we see others doing things differently. The value of a Pre-JEP is that we can get to know our partners, not just at work, but also in their broader social context. We can see their strengths and weaknesses. (M3-RG)

-161-

Project management techniques

- The project as well as the leader must have veracity (hence objective setting must be participatory). It would be important to set realizable targets. If you have a strong leader and a properly formulated team, then they can realize the aims. (M3-ER)
- Above all, managers need to tackle the problem of the unsatisfactory implementation of work. People need to know what to do. The leader needs to use appropriate project management methods to get people to work. (M3-AM2)
- The list of mission objectives is potentially a good tool. It is necessary to maximise the number of people involved with essential skills. (M3-RG)

-162-

Pre-visit preparation and research

- It makes sense to research what has gone on before, not just the old situation pertaining but also the way in which similar projects have set about a similar task. This can be seen as a matter of integrity. (M3-ER)
- We must understand what has gone before in order to tell what is going to happen. But we must obtain many views; look at the historical situation from different perspectives. We must do constant multi-disciplinary research in order to understand what causes problems to appear. Only then will we understand how to solve them. (M3-AM2)
- It is dangerous to send talented young people on long visits to the West for experience. With conditions as they are in Belarus they tend not to come back, or if do they have already developed a taste for the 'good life' and acquire unrealistic salary expectations. Experience shows that about four months is the limit. (M3-AL)

-163-

Time management

- The International Relations Office has a function in providing information to academic departments and working out how best to involve them. (M3-VF)
- Of course, the amount of free time which a person has explains a lot about their willingness to participate in a project. (M3-ER)
- In today's times people's free time is severely circumscribed by the economic situation and by the expansion of 'non-working time'. I have done research on this. (M3-AM2)
- Objective setting is the crucial step in time management - not just to do what "I" want to do. One should focus on achieving specific objectives one by one, but you have to prioritise them. Often you cannot do everything. Having too much to do is like being between the hammer and the anvil. You cannot please everybody. (M3-RG)

-164-

The final level of monitoring was the desk research by the ETF Programme Manager, in our case EU-AW. In mid February 1997 a letter arrived by fax in the Co-ordinator's office from EU-AW referring to the November 1996 monitoring report and calling for a response from the consortium.



The Monitoring report includes recommendations addressed to you and/or your consortium partners and the following recommendations are regarded as essential. You should make every effort to implement them in order to improve the project performance and increase your ability to achieve the project objective for the forthcoming year.

- ◆ All mobilities should be well targeted and have clearly identifiable outcomes.
- ◆ The involvement of Somme-2 should be increased where possible in order to avoid a bilateral cooperation.
- ◆ An action plan for the remaining project period should be drawn-up together with Minsk-3 and Somme-2 which clearly indicates results/outputs to be reached with the specific activities to be undertaken.
- ◆ Efforts must be made to ensure that the Partner State provide sufficient support for the library computerisation.

We would be grateful if you could send us a copy of the recommended action plan of activities with corresponding results and outputs by 3 March 1997 at the latest.

Please also note that we will use the Monitoring Report's indications and recommendations as a point of reference in the evaluation of your reports that are due by October 1997.¹⁴⁵

Some of the ETF commentary, although fair, was impracticable. The balance of activity was irreversibly in favour of the Minsk-3/Thames-1 partnership and all partners recognised the fact, and Minsk-3 had rejected overtures from Somme-2 to collaborate with Belarus State University on library automation (see 084 above).

Nevertheless, this M&E report and the ETF letter had a profound effect, promoted a refocusing of activity and reorganisation of the way the project was run along the lines suggested. Nine new activities were created as mentioned in Stage 1.6. A working group on strategic planning was established after the Coordinator's visit to Minsk in January 1997 and generally the new nine-activity structure provided much clearer and more logical terms of reference for project implementation, albeit without strictly 'SMART' objectives.

-165-

Stage 3.6 Team norming

New norms were introduced for team working in the wake of the improvements in project management.

- Objective setting



*All partners have essentially joined equally in objective setting, but the role of the NIS consortium member has been especially prominent. This prominence is a function of the sophisticated and serious approach which the International Relations staff has at Minsk-3 and the high regard in which they are held amongst the leadership of the Institute. This has been one of the many areas in which the western partners have benefited from learning from the experience of the NIS partner.*¹⁴⁶

-166-

- Quality control



*Quality control has been exercised through self-monitoring organised by activity leaders and reported in written form. Grantholder reports have proven to be excellent vehicles for the communication of self-monitoring results to the project management. However, the concern arose that individual reports by persons in the same group were sometimes contradictory or repetitive; therefore a 'joint' or 'team' report system was introduced in which the consensus position of the group was recorded. In a further adaptation to steer grantholders towards an outputs focus rather than an activity focus, a 'mission programme' sheet has been developed which elaborates precisely which Outcomes the mission refers to and modifies the grantholder report form to reflect the outcomes orientation.*¹⁴⁷

-167-

- Financial procedures

¹⁴⁵ Letter from European Training Foundation to JEP Co-ordinator, 13 February 1997 (archived as F-031).

¹⁴⁶ Year 2 Annual Report U-025, p. Annex III/6.

¹⁴⁷ Year 2 Annual Report U-025, p. Annex III/6.

Working with two part-time staff from May 1997, the Thames-1 International Office was able to manage money and do the accounting much more effectively than had been possible in the past. This had a knock on effect with the quality of partners' work also improving.



In this mail I inform you I sent you, this afternoon, financial documents for the mission of April.

- *Provisional budget for the trip Somme-2 to Minsk-3*
- *Copy of the document from the financial office of the University for the final bilan [balance] (year 1997).¹⁴⁸*

-168-

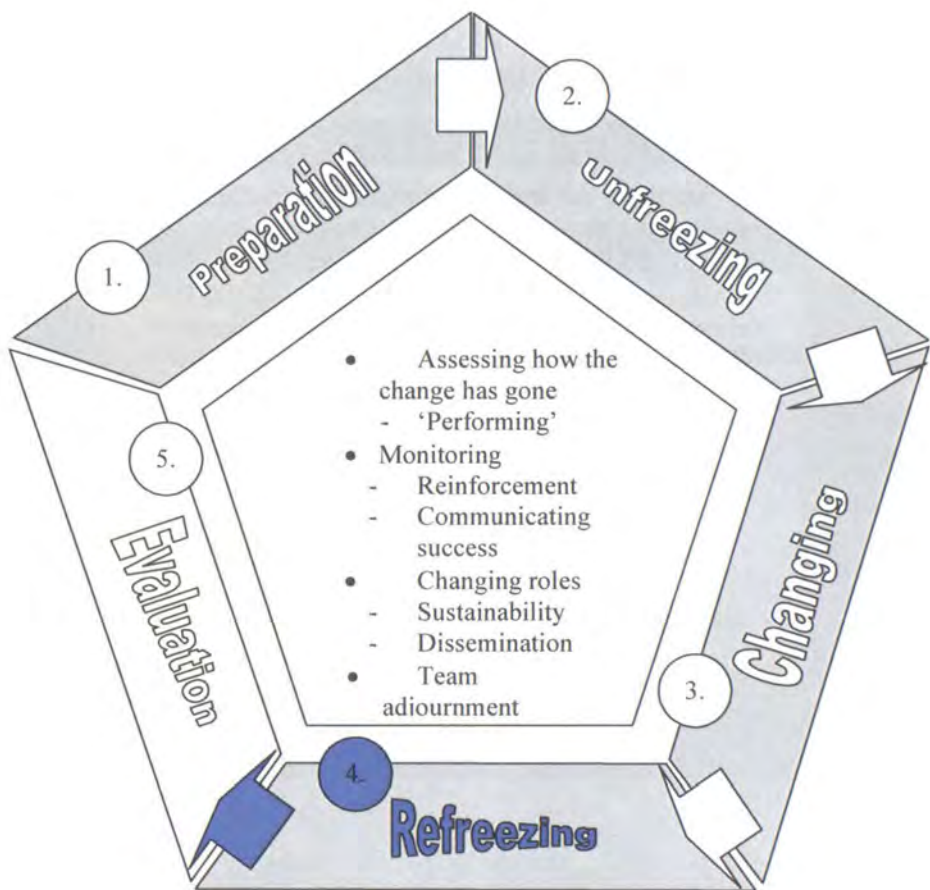
My research in January 1997 was informative and interesting. In some areas any improvement was beyond my control, for example in the area of leadership and objective setting, but in others we introduced reforms which also contributed to new norms for teamworking:

1. Establish clear leadership of activities
 - *We paid more attention to obtaining the support of leadership, especially in Minsk-3.*
2. Strengthen good judgement, resolve and integrity in relation to such questions as picking the right team for the job.
 - *We were much more selective about who went on visits (this was also a budgetary issue).*
3. Reduce the language barrier
 - *We introduced a sub-project to produce and use a glossary of Tempus terms in French, English and Russian. This was partly completed in the project.*
 - *Thames-1 never quite got round the language barrier with French, but M3-RG's French became so good that he became quite fluent in emailing and conversing in French.*
4. Use various means of communication more effectively
 - *Email use improved constantly and we used distribution lists to push information round more frequently and inclusively. We also got better at telephone usage.*
5. Obtain cultural insights for better understanding of 'where the other person is coming from'
 - *To some extent this issue was resolved by being more circumspect altogether, especially in relations with the leadership of Minsk-3 and generally in encouraging the involvement of Somme-2. We got to know each other personally very well by the latter stages of the project. The cultural knowledge gap of new people continued to be a problem, but was addressed by better briefing.*
6. Mobilise various project management techniques in target setting, tracking spending, etc.
 - *Objective-orientated target setting and visit management was introduced.*
7. Encourage better visit preparation/background reading/research
 - *We introduced better visit preparation procedures and tried to improve the continuity of contact by the same people. It became policy not to send new people unless it was absolutely necessary.*
8. Improve staff availability/time management
 - *More responsibility did fall upon the international departments to chase project conclusions. Ultimately we were unable to satisfactorily resolve the issue of shortage of academic staff time.*

Stage 3 continued, roughly speaking, until the dissemination of results started taking place in the spring of 1998. However, it is impossible to put an end date to reforms which Tempus really only started. Stage 3: *Changing* continues even in the present day.

¹⁴⁸ Email from S2-JP to T1-RB (archived as E-073).

Stage 4: Refreezing (Third stage of implementation)



STAGE 4: REFREEZING

-169-

Stage 4.1 Assessing how the change has gone

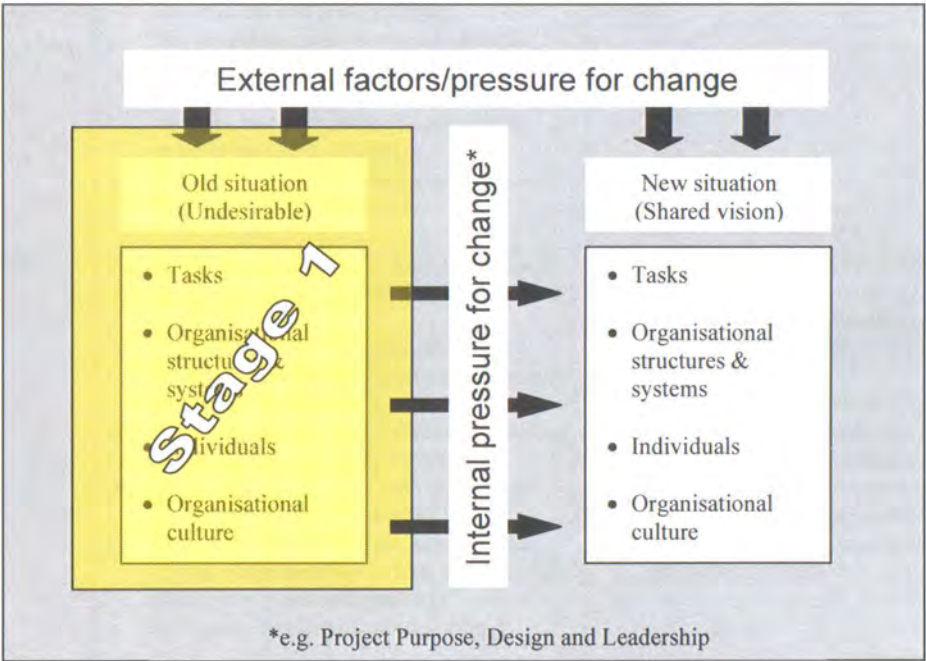
Referring once again to the modified model of change management factors used in Stage 1.5 (see Figure 12), we review in the *Stage 4: Refreezing* just what difference Tempus has made to the tasks, organisational structures and systems, individuals and finally the organisational culture of Minsk-3. This assessment is used to benchmark and reinforce change, as distinct from *Stage 5: Evaluation*, which is not part of the implementation process. The sustainability of the Tempus achievements is commented upon in the section Stage 4.5 on 'changing roles'. The principle sources of information on the contribution of Tempus to change in Minsk-3 by the refreezing stage of the project are my Individual Grantholder Report of December 1997¹⁴⁹, the

¹⁴⁹ See IGR Year 3/16 by self (Annual Report U-027).

Tacis Monitoring report of March 1998¹⁵⁰ and the summaries done in the March 1998 dissemination conference of the project¹⁵¹.

-170-

Figure 12. Change management factors in the project at Stages 2-4.



Tasks

The task list is reproduced from the list identified at Stage 1.5, with a column added to show the contribution made by Tempus.

-171-

Figure 13. Task list for 1996/97 and contribution of Tempus.¹⁵²

MAIN TASKS	DETAILED TASKS	CONTRIBUTION OF TEMPUS
Learning developments and methods	<ul style="list-style-type: none">○ Opening new specialisations.○ Development of new teaching methods.○ Make 10 study packs ready for publishing.○ Open laboratory of new learning technologies.○ Set up training laboratory in Geographic Information Systems.	<ul style="list-style-type: none">○ Teachers on mobility research materials for new courses.○ Use of study packs 'sets students free' of lectures, computers used in teaching.○ 7 study packs written with Tempus help.○ Laboratory of New Learning Technologies opened, software purchased by Tempus.

¹⁵⁰ Archived as U-029.

¹⁵¹ See Proceedings of International Seminar 'Flexible Strategies of University Management for Sustaining Quality Management' (archived as P-075).

¹⁵² Corporate Plan for 1996/97 (archived with Revised Action Plan U-040).

MAIN TASKS	DETAILED TASKS	CONTRIBUTION OF TEMPUS
Scientific and research work	<ul style="list-style-type: none"> ○ Carry out projects in accordance with subjects approved. ○ Set up a scientific research laboratory for undergraduates. ○ Encourage and enable students to participate in student scientific conferences and competitions. ○ Set up training and research association between Minsk-3 and Belarusian Academy of Sciences. ○ Hold an inter-Republic symposium on modern issues in dosimetry. ○ Develop information exchange scheme through computer network. 	<ul style="list-style-type: none"> ○ Applications lodged for projects in INCO-Copernicus, NATO, etc. ○ Development of LAN contributes to research equipment base.
Pastoral care of students	<ul style="list-style-type: none"> ○ Develop the concept of pastoral care and supervision to be provided to student by staff. ○ Harmonise activities of the Students' Guild and encourage leaders to participate in pastoral care activities. ○ Develop regulations for students including topics on their rights and duties. ○ Hold regular meetings with students of each year on study discipline issues. ○ Inform students about the Mission and Goals of the Institute as well as its outlook through lectures and meetings. ○ Set up department of pastoral care. 	<ul style="list-style-type: none"> ○ Students' Guild constitution written and approved. ○ Elections held for Presidency proving democratic constitution and electoral process. ○ Students' Guild starts to play its role in the welfare of students, working with Minsk-3 to assist in sport, recreation, health, food and accommodation. ○ Tempus helps to document Mission and Goals of the Institute so that they can be passed to students.
International co-operation	<ul style="list-style-type: none"> ○ Find out reliable ways for publishing significant scientific outcomes in the scientific journals abroad. ○ Continue activities on international scientific co-operation. ○ Continue activities on Tempus programme. ○ UNESCO Chair to facilitate and intensify information exchange on advanced HE training technologies. ○ Carry out work for acquiring the interstate status on radioecological issues in the CIS. ○ Participate in setting up and formatting [sic] the International University of Environment Studies, Russia. 	<ul style="list-style-type: none"> ○ International scientific co-operation promoted. ○ Tempus programme develops management of International Relations Office as well as other parts of the Institute (annual action plan, staff development plan). ○ Facilitation of work with Kislovodsk partner.
Co-operation within the Republic of Belarus	<p><i>This was not elaborated until 1997, but when it was it contained reference to collaboration with ministries, scientific research centres and universities connected with the environment and with the Chernobyl' aftermath. Also included in 1998 was the intention to found a Lyceum belonging to the university.¹⁵³</i></p>	<ul style="list-style-type: none"> ○ Tempus develops relationship with five other Belarusian universities and the National Institute for Higher Education in the Compact Project proposal. ○ Transition to university status is supported through Tempus through broadening of curriculum, improvement of staff retention and other measures.

¹⁵³ University Plan for the academic year 1999/2000 (archived as P-044)

MAIN TASKS	DETAILED TASKS	CONTRIBUTION OF TEMPUS
Development and realisation of the multilevel system for radioecological education	<ul style="list-style-type: none"> Set up a network of ecology orientated classes at the secondary school and provide them with assistance in developing special teaching programmes. Commence reformation of the Minsk-3 structure in accordance with the concept of multilevel radioecological education. 	<ul style="list-style-type: none"> Faculty of In-Service Training and Staff Development opened realising measure included in strategic plan.
Action plan for computerisation and development of Minsk-3 Library	<ul style="list-style-type: none"> Develop the Minsk-3 library Web pages and update them regularly. Equip the Library with PCs for library use only. Provide the Library with basic textbooks, study materials and scientific periodicals. 	<ul style="list-style-type: none"> Library computerisation progressed. Training in co-ordination of learning resources given. PCs bought for the Library. \$5,000 worth of books purchased for the Library, study packs placed.
Publishing plan	<ul style="list-style-type: none"> Publish three issues of the Minsk-3 newsletter. Publish 10 sets of study supplies (lecture sets with instructions) on Minsk-3 courses in limited circulation. Publish a booklet for Minsk-3 entrants. 	<ul style="list-style-type: none"> 4 issues of Newsletter published. 7 set of study packs published with print runs of 100-150 copies. Guidebook to Minsk-3 published. Colour brochure about Minsk-3 produced.
Human resources development (professorial, academic and scientific staff)	<ul style="list-style-type: none"> Continue to recruit academic staff on a competitive basis. Encourage PhD students to deliver lectures and classes. 	<ul style="list-style-type: none"> Recruitment procedures written. Pilot appraisal run in one department. Tempus provides staff development and training through 9 separate components across the Institute.

-172-

Organisational structures and systems

Comparison of the Stage 1.5 with Stage 4 gives the following assessment of how change went in relation to organisational structures and systems.

Activity 1 was concerned with corporate planning and the devising a system of review and improvement of corporate plans. Towards the end of the project, the annual planning cycle started to settle into a pattern using the annual *Directions of Work of the University* plan¹⁵⁴ as a base. October – February became the period for the review of the annual plan. February-June was for the development of detailed departmental action plans. In June the final plan could be adopted.

-173-

Consultancy was offered on the design of the corporate planning system and visits were used to encourage the Partner State institution to be inclusive in planning and to extend ownership of the strategic planning process lower down the management ladder. However, a culture of sharing strategic planning ideas between partners was never really achieved in the project. Instead, finished plans and working documents tended to be offered *fait accompli*, having been produced for internal consumption. Thus, the cyclical routine and the documentary approach contributed to the act of 'refreezing' in Stage 4.

The drive to improve internal communications petered out as a conscious initiative. The external consultant who was involved visited once each year in Year 1 and 2, but it was an uphill struggle to change the culture of information flow, which tended to be sporadic. However, the written publications produced in the project and the appearance of Internet was helpful. In general the computerisation programme was one of the most

¹⁵⁴ This document is published annually up to the present day. See for example *Directions of Work of the University for Academic Year 1999/2000*, archived as U-083.

successful parts of the project, given that so much can go wrong technically with equipment purchase, the strategy of working with one supplier and building up the capacity for different user groups bit by bit did not seem to encounter any major set backs.

-174-

Institutional development of the personnel function, which became Activity 3, was an important aspect of the final year's activity. Much was expected of the pilot appraisal component:



As part of the programme of development of middle managers, the personnel department of the Institute is starting to introduce a system of appraisal in which special attention is given to personal and professional development of staff in the context of concrete tasks and needs of the organisation. The system of appraisal is quite different in concept from state attestation. This presents difficulties; in as much as its introduction requires a certain delicacy and careful working out of personnel issues, otherwise it could generate a negative response in staff fearful of demotion or dismissal.¹⁵⁵

The appraisal experiment did not get far enough to really challenge the existing system. However, some good training and preparatory work was carried out in recruitment and appraisal which resulted in new procedures, partly documented and a raised awareness of the scope of human resource management and some of its good practice.

-175-

Financial resource management also crept into Tempus under the umbrella of institutional development. Unfortunately, day-to-day financial management in Minsk-3 demanded such specific solutions to mundane Belarusian problems that there was very little common ground for intervention from the EU partners. Nevertheless, for completeness we offered assistance in developing the finance function and it was accepted.

Language learning for staff became a staff development option for teachers, along with computing, Internet and GIS.

Students' life benefited from the strengthening of the Guild of Students. A constitution was written and procedures for election and consultation with the Minsk-3 management included. The interest of the Institute in pastoral care spilled over the creation of a department of students' welfare which collaborated with the Students' Guild on welfare issues.

-176-

In the basket of academic-management related activities, the establishment of the modular scheme manifested itself as a curricular framework unique to Minsk-3. There was a complex trail of inputs attributable to Tempus under the rest of Activity 5. The strategy behind it was described by the Thames-1 academic responsible for the component as a 'continuing three-year matrix of academic management aspects and academic pairings in subject areas'¹⁵⁶. The four main academic management aspects were:

1. Development of strategies and methods of teaching and learning;
2. Fieldwork: developing expedition organisation;
3. Departmental management;
4. Research management aspects.

Teaching and learning strategies were developed along the lines of departures from the traditional chalk and talk lecture and the installation of computer classrooms was the main manifestation of the change process. Fieldwork activities were undertaken jointly with Thames-1 teachers, but Thames-1 students required a separate programme when they visited Belarus. Departmental management developed in several aspects, the

¹⁵⁵ T1-AM in the proceedings of the dissemination seminar (P-075 - translated from Russian), p.32.

¹⁵⁶ T1-AF speaking at the Final JEP Management Committee meeting (see Tape A-006, Side 2/120).

most important of which was the integration of teaching and research. The focus of research management input was in internationalising research and improving access to international grants and projects.

-177-

The four main subject areas in the 'matrix' were:

1. Radioecology;
2. Radiobiology;
3. Languages;
4. GIS.

The attempt to pair academics up with counterparts in other universities for curriculum work was unsuccessful all the way through the project. No matter what subject area it was very difficult to sustain the level of co-operation between academics in the partner universities required to make real progress on joint course development. Then it emerged that the Ministry of Education in Belarus would not accept a framework of comparable modular courses and with disappointment we realised that the institution's freedom to experiment was much less than their enthusiasm would testify. The development of study packages was done almost entirely without support from counterparts in the EU universities, although Minsk-3 teachers used visits to UK and France to mine material and buy books and computer programmes which could be used in the teaching process.

-178-

The library development work occurred haltingly, but there was some support given to library cataloguing and computerisation, and procedural aspects of the integration of academic plans with library procurement was discussed without much concrete output. The management of the library under the umbrella of post-computerisation 'learning resources' was heavily promoted and began to reap rewards by the end of the project. Change was occurring slowly and needed a further boost before the refreezing stage was reached.

Tempus made no direct contribution to the organisation of branches and franchises, but the clear message about the role of franchises in supporting income generation was internalised by Minsk-3 and the organisation of co-operation with branches began to be done on commercial lines. Similarly, the International Office provided support for marketing work, fundraising and publicity. The procedural knowledge of the international team about international programmes started to become very useful.

-179-

Individuals

A total of nine non-academic members of staff travelled on Tempus. The other 23 members of staff who became 'Individual Grantholders' were all academic staff, including the Rector, HODs, Head of Chair, English teachers and lecturers in radioecology, radiobiology and geographic information systems. Even the head of student services was an academic, an English teacher. The elected President of the Guild of Students, a student, also came to Thames-1 and Somme-2 on a visit.

These statistics mean that about half the average full-time staff of Minsk-3 was involved in at least one visit. Whilst this seems encouraging the effects of a high rate of growth and staff turnover must be born in mind. Of the 32 staff members above, three left before the end of the project, another one died and eight have left since the project. Thus in 2000 when the number of full time staff has grown to 90, the percentage of staff who were involved in Tempus two years ago has dwindled to 20 (22%).

-180-

The exceptions, like the Rector, Heads of Department of Radioecology and Radiobiology and the international relations team were pretty much carrying the burden of Tempus on their shoulders. The most productive partners in Minsk-3 were also the ones least in need of exposure to further international comparative

perspectives through Tempus. However, it is fair to say that everyone who was involved in mobility brought back from their experience something useful either in their professional practice as administrators or material which could be applied directly in improving teaching or research work. These benefits were in principle exportable to other organisations if the individual found work elsewhere.

The table below, reproduced and developed from Stage one, shows the *impact* of Tempus or the result of the investment which Tempus made at the individual level.

Figure 14. How change went at individual level at Minsk-3.

Staff Development Outcome	Position/Responsibility	Minsk-3 Code	Achievement of staff development outcome.
<u>Outcome 1: Corporate Plan</u> <ul style="list-style-type: none"> Plan pulled together in single document. Strategic plan implementation monitored. Tempus programme implementation evaluated. New International projects launched. Broad principles for introduction of appraisal agreed. 	Rector (old)	M3-AL	Person deceased.
	Rector (new)	M3-AM	Plan documented. Rector monitors implementation as expected. Broad principles on appraisal were not documented.
	Pro-Rector for Academic Work (old)	M3-VG	Person left Minsk-3.
	Pro-Rector for Academic Work (new)	M3-VF	Participation in Tempus not considered relevant by individual.
	Head Radioecology	M3-AT	Person involved in pilot appraisal and intends to use system in future.
<u>Outcome 2: Local Area Network</u> <ul style="list-style-type: none"> Dissemination conducted of computerisation theory and practice. User support procedures and training scheme in place. 	Head of Computing	M3-VC	Was much encouraged by new equipment and developed technical expertise.
	Computer technician	M3-IG	Person left Minsk-3.
	Computer technician	M3-DL	Person left Minsk-3.
	Computer technician	M3-NM	Person left Minsk-3.
<u>Outcome 3: Middle & Junior Mgt. Development</u> <ul style="list-style-type: none"> Acquaintance with computerised university cost-centre accounting practice in the West, mainly at faculty level. 	Chief Accountant	M3-LS	Appreciated the chance to compare practice in other universities but concluded that the gap was too wide for a direct exchange of experience.
<u>Outcome 3: Middle & Junior Mgt. Development</u> <ul style="list-style-type: none"> Development and introduction of staff appraisal. Procedures for promotion of staff to fill vacant professorial positions. Organisation of work of laboratory assistants. Organisation of teaching staff development. Writing of recruitment procedures. 	Head of Personnel	M3-NZ	Person left Minsk-3.
<u>Outcome 4: Students' Club/Welfare</u> <ul style="list-style-type: none"> Survey of student satisfaction. Improved constitutional organisation and working practices. 	Head Sociology	M3-AM2	Survey of student satisfaction was conducted and informs planning on student affairs. However, person would have appreciated greater involvement in Tempus.
	Acad. English/Students' Guild	M3-IS	Outcomes were achieved in spite of limited input from Tempus and Students' Guild continues to broaden its range of activities within its new constitutional framework.

Staff Development Outcome	Position/Responsibility	Minsk-3 Code	Achievement of staff development outcome.
	President of Students' Guild	M3-DV	As above.
Outcome 5: Academic & Research Management Academic management techniques discussed and procedures documented concerning: <ul style="list-style-type: none"> • Study package development; • Modularisation; • Course descriptions; • Organisation of laboratory assistants; • Continuing education, employment and liaison with external teaching staff; • Organisation of teaching staff development; • Fieldwork, field station management; • Applications for international research grant; • Organisation of international research. 	Acad. Radioecology	M3-AB2	Teaching resources expanded and research links broadened.
	Acad. Radiobiology	M3-RD	Teaching resources expanded and research links broadened.
	UNESCO Chair	M3-TG	Person left Minsk-3.
	Acad. Radiobiology	M3-IK	Teaching resources expanded and research links broadened.
	Acad. French and German	M3-TK	Much appreciated opportunity to improve language skills, collect materials and upgrade teaching practice.
	Acad. Radioecology (study packages)	M3-KK2	Person left Minsk-3.
	Head English	M3-NK	Person left Minsk-3.
	Acad. Geographic Information Systems	M3-KK	Person left Minsk-3.
	Acad. Radiobiology	M3-IM	Personal contact abroad led to research opportunities.
	Head of UNESCO Chair	M3-VM	Changed jobs. Little direct impact from Tempus.
	Acad. Radioecology	M3-VO	Became Head of UNESCO Chair. Uses some of experience of research management in new post.
	Acad. English	M3-ER	Much appreciated opportunity to improve language skills, collect materials and upgrade teaching practice.
	Acad. Radiobiology	M3-VS	Teaching resources expanded and research links broadened.
	Acad. Radiobiology	M3-LS2	Teaching resources expanded and research links broadened.
	Acad. English	M3-ET	Much appreciated opportunity to improve language skills, collect materials and upgrade teaching practice.
	Acad. Radiobiology	M3-MZ	Teaching resources expanded and research links broadened.
	Acad. Radioecology (study packs)	M3-SZ	Considerable benefit derived in strengthening academic content and broadening provision.
	Technician, GIS Laboratory	M3-AZ	Person left Minsk-3.
Outcome 7: Library Facilities <ul style="list-style-type: none"> • Library fund catalogued. • Library catalogue online and available. • Staff training in database management on the network. • Staff aware of information retrieval strategies using IT (Internet and databases). 	Librarian	M3-OY	Library cataloguing took place successfully with student access. Other systems and procedures conform to standard practice.
	Head Lab New Educational Technologies	M3-VZ	Individual appreciated being part of Tempus, of expanding contact abroad and developing interests in Web-based teaching, learning and testing. Laboratory work has partly become regular teaching resource, but the Library is not involved.
Outcome 8: Marketing and Dissemination <ul style="list-style-type: none"> • Management plan for the publishing unit produced. • Procedures for producing printed matter (including study packs) worked out. • 4 Newsletters produced. 	Publishing Unit	M3-IT	Outcomes achieved, with the exception that part of the plan was not implemented.

Staff Development Outcome	Position/Responsibility	Minsk-3 Code	Achievement of staff development outcome.
Outcome 8: Marketing and Dissemination <ul style="list-style-type: none"> • Successful marketing and organisation of English Language Summer School. • Field station marketing strategy documented. • Successful organisation of dissemination conference. • Brochure about Minsk-3 produced to attract overseas students and researchers. 	Pro-Rector International Relations (new)	M3-RG	Person left Minsk-3.
	International Officer	M3-GS	Person left Minsk-3.
Outcome 9: International Relations <ul style="list-style-type: none"> • International grant/-programmes applied for. • Development of international teacher exchanges and academic innovation on the basis of international good practice. • Glossary of terms used in international projects. 	Pro-Rector International Relations (old)	M3-AB	Person left Minsk-3.
	Pro-Rector International Relations (new)	M3-RG	Person left Minsk-3.
	International Officer	M3-GS	Person left Minsk-3.
	French/German Teacher	M3-TK	Methodology from production of Glossary of Terms internalised. Similar projects undertaken.
	English Teacher	M3-NK	Person left Minsk-3.

-181-

Organisational culture

A cultural change in relation to the inclusion of junior and middle management in planning was not really achieved owing to the very limited introduction of appraisal, although technically staff were more involved because of the development of departmental action plans, chair action plans etc. By the end of the project a traditional leadership style had been established, meaning that staff were managed within an autocratic leadership environment, not tending to have the checks and balances of a bureaucracy. Also, the organisation tended to maintain its flatter structure, with few leaders controlling the inputs and output of the entire institution. The organisation also became more conservative. It employed more and more staff until the pioneers who opened the organisation up became a smaller and smaller minority. In the new conditions work tended to stabilise into a drive to increase course provision and student numbers in order to secure university status.

An interesting debate about the role of IT in teaching and the prospects of 'setting the students free' promised to create a changed learning and teaching culture. In some respects this notion was starting to come true, as less and less reliance was placed upon classroom teaching to deliver knowledge. Computers and study packs started to be used and some of the material became more widely available through being placed on the Internet. However, Minsk-3 was far from fully embracing the information society concerning learning resources and teaching methods, the priority still being to secure basic printed texts in the new subjects entering the curriculum.

-182-

Stage 4.2 Team performing

In the period after the first monitoring visit (November 1996), things started to go better and people to work more efficiently together. This was a function also of a better understanding of what Tempus was about, as the monitoring report had dismissed the misconception that it was about visits.

At the fifth birthday celebrations of Minsk-3 in January 1997 a Strategic Planning Group was formed to liaise with partners about the production of a strategic plan. The group's work resulted in the development of the annual cycle and produced a blueprint for the *Directions of Work of the University* in time to be sent to the ETF in March 1997. Input in strategic planning took place in UK and Belarus and developed in the way described in the Final Report:



An organisation review was carried out several times during the JEP by the present Rector and by his predecessor at times when the situation demanded it, i.e. when the new funds became available for expansion or when the opportunity arose to apply for new roles and responsibilities. The contribution of Tempus has been to encourage the inclusion of these reviews into the regular planning cycle so that the ad hoc response of management to the external environment did not become separated from the attempts of management at all levels to plan for the future. Reviews of policy under Outcome 1 certainly contributed to fusion between the two.¹⁵⁷

-183-

At the same time the role of Somme-2 as a partner was set out clearly in the mission of French colleagues to Minsk-3. It was:

- Development of international exchanges;
- Assessment of training activities and research;
- Promotion of information systems and internationalisation of document search;
- Modernisation of business procedure connected with research and contracts;
- Development of the social and cultural life of students.¹⁵⁸



Cette mission d'avril 1997 a constitué un moment clef, mais aussi un évènement majeur et nouveau dans la vie scientifique universitaire en coopération de l'Institut Minsk-3.¹⁵⁹
(*The April 1997 mission constitutes a key moment, but also a major event new in the scientific university life of cooperation of Minsk-3*)

Minsk-3 continued to receive inputs directed at these outputs which fitted into the broad framework of work agreed in the March 1997 Action Plan. Unfortunately, Minsk-3 did not capitalize upon the opportunity presented to network with Somme-2's other Minsk partner, especially in the area of library informatics.

-184-

The academic developments really started to produce results in the form of study packages and debate about new teaching methods. The collaboration with Somme-2 introduced Minsk-3 to potential partners for scientific research. Thames-1 and Minsk-3 worked on research proposals together.

Staff development for the Minsk-3 international office was very effective in setting a good team off in new directions. Marketing and publicity outputs followed from these visits.

Project management also improved with tighter control of schedules, better visit planning and financial management.

-185-

¹⁵⁷ Final Report, (U-027), p. 33.

¹⁵⁸ IGR Year 2/21 by Somme-2 Academic/International team member, S2-JP (Annual Report U-025).

¹⁵⁹ IGR 2/21 as above.

Stage 4.3 Monitoring in Stage 4

Another external Tacis Monitoring and Evaluation visit and report was done in Stage 4 after the visit by Tacis Monitors in March 1998. The report results showed a marked improvement compared with November 1996. Most of the faults picked up in the 1996 visit had apparently been corrected. Most importantly, the monitors were happy with the project organisation and with the balance of involvement of the partners.

Figure 15. Summary of conclusions from Tacis Monitoring visits in 1996 and 1998 compared.¹⁶⁰

	November 1996	March 1998
Implementation of activities:	C	B
Achievement of outputs to date:	D	C
Appropriateness of work plan for the next 6 months:	C	C
Ability to achieve objectives:	D	B
Potential sustainability:	D	D
A = Excellent, B = Good, C = Standard (to plan), D = Problems, need for action, E = Urgent review to assess continuation		

The monitors reported improvement in all areas except for potential sustainability. They saw the need for an extension to the project to really get Minsk-3 on its feet financially.



The Business Plan defining objectives and respective budgets at [institutional] level but also at units/departments level is needed to ensure the financial sustainability in the long term. The EU partners' assistance before the project end date could be helpful in this respect; but mainly only the project extension would ensure sustainability and impact in the long term.¹⁶¹

We were not to know it in March 1998, but the political situation was to rule out any further funding for Tempus in Belarus until 2000.

-186-

In June 1998 the Programme Officer in ETF again contacted the Contractor.¹⁶² In response to the Monitoring Report he asked the project to narrow its focus in the final three months to:

- a) Business planning to ensure smooth transfer into new premises (Activity 1)
- b) Know-how increase in franchise operations (Activity 6)
- c) Marketing (Activity 8)
- d) Increasing of research activity (Activity 5)
- e) Upgrading of library facilities (Activity 7).

Attention was paid to these issues in wrapping-up the documentation (for the Final Report), but activity continued in all components, with the exception of Activity 6 which was halted except for a kind of 'watching brief'. The Contractor (T1-AM) wrote to the ETF to the effect that:



I have several reservations about the need for Minsk-3 to engage in franchise activities for the sake of it. Expending energy in this area could weaken focus on the institution's own development at such a critical stage.¹⁶³

-187-

Stage 4.4 Reinforcement of positive results

¹⁶⁰ From Tacis Monitoring and Evaluation reports (archived as U-028 and U-029).
¹⁶¹ March 1998 Monitoring and Evaluation report, U-029, p. 6.
¹⁶² Letter from ETF to Contractor dated 3 June 1998 (not archived).
¹⁶³ Letter from T1-AM to ETF dated 15 June 1998 (archived as L-064).

The best reinforcement of results would have been success in the major research grant applications and in the Compact Project, but this was not to be. Instead the project management took every opportunity to review progress and to reinforce messages about change that were considered important. In many cases, unfortunately, this was not so much reinforcement of results as reinforcement of the desirability of the, as yet not achieved, results.

The process of preparation of the dissemination conference in March 1998 provided the opportunity to review achievements in four areas which were considered successful, or in which at least there was know how considered useful for other universities in Belarus. These were the topics of *university strategic planning*, *computerisation*, *management of academic change* and *dissemination of Tempus outputs*¹⁶⁴ (see Stage 4.5).

Procedures for the review of Tempus visits both in the host institution and in the home institution had a reinforcing effect. The focus for meetings about Tempus in Minsk-3 was the regular Council meeting. Later we tried to write Tempus into personal staff development plans and relate them to the appraisal system. My December 1997 visit took this notion forward,¹⁶⁵ but the initiative petered out as the appraisal experiment was confined to strict limitations.

-188-

Stage 4.5 Changing roles: sustainability and dissemination

The role of teams in the project gradually changed from experimenting with change to generating sustainability, and finally to disseminating the outputs of the project to other potential beneficiaries, inside and outside of Minsk-3.

The very sustainability of Minsk-3 as an independent institution was in some doubt at the beginning of the project, and again in September 1997 after the untimely death of the first Rector. The succession of leadership question was settled six months later to Minsk-3's advantage. The threat of being taken over or merged receded and the institution was steered ably towards university status by the new Rector, with Tempus having a role in contributing to staff retention and to the international dimension. However, the March 1998 M&E report rightly queried the sustainability of reform without further efforts to strengthen planning and financial resource management.

-189-

The urgent need for procedural probity and documentary evidence of good management arose in the application procedure for university status. Until then things seemed to happen in the project at the initiative of senior management in Minsk-3 without reference to documentary procedure. The institutional memory was therefore very short, especially in strategic planning.



The good thing is that all these things are happening. The problem is that we don't have written procedures. It is this issue of the sustainability of the experience after Tempus has propagated it. And it is a key issue. You can only sustain it by having procedures that people can refer to when the initiators have left.¹⁶⁶

Where Tempus had a strong impact, these were also the areas of the best sustainability, i.e. in curriculum structure, changes in 'mentality' of teaching staff¹⁶⁷, moves towards greater students' self-study, a self-managed students' union, computerisation of academic and administrative processes, research management and income generation. Sustainability was weakest in the two important areas of unified learning resources (library and IT) and appraisal, but these were experiments which were ahead of their time, and the Institute was not ready or staffed to carry them forward effectively. The momentum of the application procedure for university

¹⁶⁴ See proceedings of seminar (archived as P-075).

¹⁶⁵ IGR Year 3/16 by Self (Annual Report U-027).

¹⁶⁶ T1-AM, Audio tape of JEP Management Committee Final Meeting, 16 June 1998, A-006, Side 1/030.

¹⁶⁷ See Stage 5 – Evaluation for more information about changes in perceptions and mentality.

status, combined with the limited impact of Tempus in institutional planning beyond advice and assistance, really resolved the sustainability issue as far as the corporate planning component was concerned.

-190-

By rights the dissemination process should be a natural activity for the state higher education sector in Belarus, as elsewhere. Minsk-3 were keen to publicise their achievements, and themselves were beneficiaries of dissemination from other universities and institutes by sharing staff with them, through conferences, research and other events, just as in the West. The International Department at Minsk-3 belonged to the network of Belarusian university international officers which exchanged experience about Tempus and other matters.

Universities are not always willing to share what they know, but Minsk-3 was less worried about the potential loss of competitive advantage than about the *relevance* of dissemination to less well-off universities (especially from the provinces) perhaps without Tempus grants or comparable resources for development.



One must be aware that:

- a) a university that benefited from Tempus project purchased the necessary (and expensive!) equipment to underpin the project activities;
- b) universities in Minsk are generally better off than their counterparts in provincial cities.

For example I can easily foresee a provincial university gradually losing interest in any successful experience at the point when:

- a) the Linguistic University tells that successful application of its experience requires at least one modern language laboratory;
- b) Minsk-3 begins to praise various advantages of the Internet for international co-operation. It is simply not available to the provincial areas.¹⁶⁸

-191-

The wider dissemination of outputs is always a weak area in Tempus, because in many projects the activity tends to concentrate and to remain at departmental level. In contrast to this the project with Minsk-3 was institution-wide, although poor internal communications adversely effected internal dissemination, which must have limited the capability of the Institute for external outreach. However, the initiative of publishing a newsletter provided a good medium for dissemination and it was put to good use in raising the profile of the Institute and the project. The Web was another, but perpetual connectivity problems detracted from its usefulness.

It was felt that a suitable incentive for promoting the dissemination of outputs would be another funded Tempus project with dissemination as the theme. Tempus was supporting such projects using the so-called Compact Project (CP) measure, which was a small, two-year grant in which two NIS partners could be involved (but not more, curiously). A CP proposal was written by the 8 April 1998 deadline with most of the initiative taken by Minsk-3 in the development of the proposal¹⁶⁹. Belarusian universities who could be involved in the dissemination of the Minsk-3 experience of university management were also invited to a dissemination conference in mid-April on the themes:

- Development and implementation of University Annual Plan
- Strategies for university computerisation
- Management of academic change
- Strategies for dissemination of Tempus Project Outputs.

-192-

¹⁶⁸ Fax from M3-RG to European Commission June 1996 archived with IGR Year 2/001 (Annual Report U-023).

¹⁶⁹ Tempus Tacis application form for a Compact Project (archived as U-063).

The conference was a successful co-operation activity in which colleagues from different universities across Belarus and the three Tempus partners worked keenly on sharing their experience. It was all the more disappointing when the EU announced in the autumn that the dissemination Compact Project, along with other Tempus activity halted temporarily in Belarus, would not be supported financially. After that hopes of an energetic dissemination campaign faded.

Stage 4.6 Team adjournment

The process of bringing a project to a close in inter-university co-operation is well rehearsed and involves genial dinners with wine (or vodka) and promises to continue the co-operation in other spheres by whatever means possible. This was no different in the Tempus project, although like the start-up phase, the adjournment phase was protracted because the final meeting of the JEP Management Committee took place in July and the project continued until the Final Report had been written at the beginning of October.

Sustainability in interuniversity co-operation is dependent upon strong 'horizontal' linkages at professional level between individuals or teams working on the separate project components. Here the language barrier, lack of common interest, overload factors led to a failure to establish a critical mass of interactivity required to sustain partnership across the geographical distance. Nevertheless, the partners were sincere in their hopes about continued co-operation because there was a Compact Project under consideration by the EU and other work in progress organised by T1-AF through the British Know How Fund. As I am writing this I am preparing to go to Minsk to celebrate their 9th Birthday 2½ years after the end of the project. Thus when friendships are established, despite the ups and downs of the activities and the quality of the final result, the co-operation has a certain personal momentum.

-193-

Professional to the end, Minsk-3 International Office helped us to wrap up the small details:



I have read the [Final] report with a great interest. It is a nice piece of writing the ETF will definitely be happy with. The message is clear: all considered the project was a good investment.

My immediate comments:

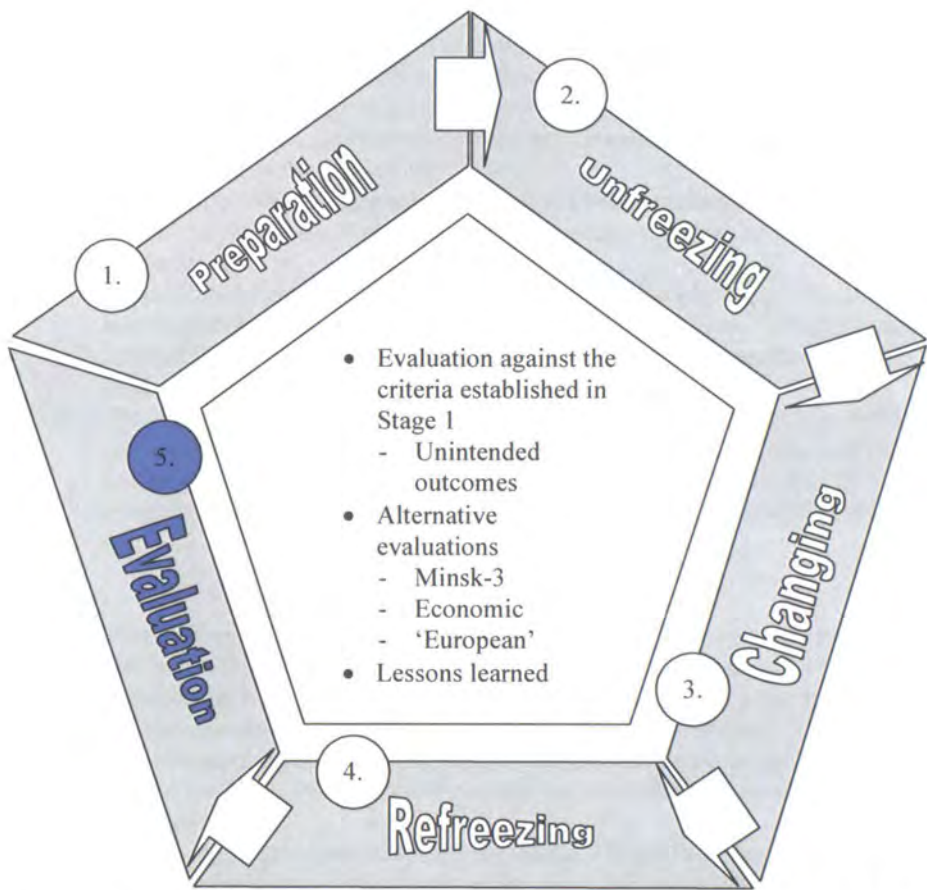
1. The number of participants in the dissemination event was about 110. Not '50' and '47' as you indicated.
2. Page 34 'Dissemination' – you should add 'Minsk-3 Newsletter' (circulated in Belarus and posted to about 80 destinations abroad).
3. The footnote on the page 31: Modularnaya instead of Moludarnaya.

Cheers.

R.¹⁷⁰

¹⁷⁰ Email from M3-RG to Self October 1998 (archived as E-072).

Stage 5: Evaluation



STAGE 5: EVALUATION

-194-

Stage 5.1 Summative evaluation by Minsk-3

The main achievements and weaknesses of the Tempus project were summarised at the Final Meeting of the JEP Management Committee in France on 16/17 July 1998 which produced much of the material for the Final Report written some months later in October. The JEP Management Committee meeting produced a fresh exchange of views on the project and its value. Of particular interest to this report is the record of what was said by the participants from Minsk-3, Rector AM and Pro-Rector for International Relations, RG. Comment from the other universities is also included in the next stage, Stage 5.2.



It is easy enough to speak of the achievement of Tempus because the development of the Institution over the past four years has coincided with Tempus – Pre-JEP and JEP... I would like to concentrate upon what I consider to be the six most successful outcomes.

1. Setting up the first in Belarus system of modular education for specialist of higher education. It is different from the system used in Thames-1 but it has been adapted from it.
2. Thanks to our careful examination of the course provision in Thames-1 and Somme-2 we have been able to select an appropriate choice of courses to support the preparation of specialists in radioecology and radiobiology which are needed in the countries of the CIS. This gave us confidence to work out what we thought was appropriate.
3. The exchange of teachers gave us direct experience of Western higher education teaching. This has enabled teachers to have the confidence to open new courses which never existed in the days of the USSR.
4. The writing of the study packs has provided the impetus for the production of printed matter (including the Newsletter, which provides essential information about the Institute).
5. Establishment of the local area computer network has facilitated the exchange of information between departments and between universities. The appearance of the Internet is also thanks to Tempus. We also have managed to procure much needed hardware and software for teachers' computing work.
6. The appearance of open relations and psychological like-mindedness between teaching colleagues in Belarus, the UK and in France. This is perhaps the most important, since it has broken down the barriers between us which existed for the past 70-years. The new mentality is essential to build up and retain the very highly qualified staff whom we need.

-195-

There were three weak areas concerning Tempus in my view - areas which we ought to improve in the future. These three points are related to each other.

1. Some of the earlier visits have not been well planned. The effectiveness of the Tempus programme reduced after the return of visitors to the Institute.
2. In hindsight the visits of some people were not necessary at all. It turned out that the visit of language teachers and the computer technicians who left may have contributed to them leaving.
3. We needed to have prioritised activity better. When there is a lot to do every year it is always necessary to divide the work up according to annual priorities. The priorities might have been different in hindsight. Now I think they should be *personnel*, *information* and *management*. Although we have now good management, there are personnel issues to resolve because a lot of people who benefited from Tempus have left. Just now we decided to make the development of IT a priority but it is too late to do that now in the framework of Tempus.¹⁷¹



I would like to add a general point that we should not look at the project as a tool for troubleshooting. We 'solved' a number of problems, but if we look in more detail we see that we have not solved them, we have just advanced them to a higher level. So the LAN solved one problem, but it brings out a number of different problems which could not be envisaged at the lower level. If you ask people in the Institute if they are happy with the LAN they say, 'No!' I have this or that technical problem... So it is very important to mention the non-tangible - the cultural change. The problems are always there... There is a lot of change in thinking in the results at Minsk-3.¹⁷²

-196-

These comments show the difference between what were the formal intentions of Tempus and what were the valued results. Although ostensibly a project in *university management* entitled 'Strategies for the development of a responsive university management structure for Minsk-3', the support that Minsk-3 most appreciated was

¹⁷¹ M3-AM, Audiotape of JEP Management Committee Final Meeting, 17 June 1998, A-008, Side 2/400.

¹⁷² M3-RG, Audiotape of JEP Management Committee Final Meeting, 17 June 1998, A-008, Side 2/460.

teacher exchange leading to a broadening and strengthening of the curriculum. As the main block of activity this work had been ruled out for technical reasons, because the Ministry of Education did not declare Environment and Radioecology to be national priority subject areas. In trying to do teacher exchange and curriculum development within a university management grant, the consortium was obliged to dance in the shadows of completely different and largely unwanted project. On the other hand the Rector declared *personnel* and *management* to be priorities at the end of the project. One wonders how much more effective Tempus would have been had it met the university's needs in the order of priority, i.e. curriculum and *then* management, rather than the other way around.

-197-

Stage 5.2 Evaluation of each Outcome (Activity) against Stage 1 criteria

When it came to writing the Final Report in October 1998, the European Training Foundation asked projects to evaluate their achievement not against specific outputs but against broad criteria similar to the ones used by the European Commission, i.e. those of *achievement of specific project objective, impact, relevance, sustainability and dissemination*. There was therefore no attempt made in the Final Report to rigorously apply the indicators of achievement of outputs established in Stage 1.6. For the purposes of this case study, this evaluation is made here in Stage 5.2 for the first time using feedback from the partners at the final meeting of the JEP Management Committee in France and excerpts from the Final Report. (The evaluation done using the European Commission criteria is described in Stage 5.3).

The presentation below is by Outcome (outcomes were referred to as Activities in Stage 1) and the tabular sections below cross-refer to the Activities table in Stage 1.6.

Activity 1	Goal(s)	Involved staff Variations from Stage 1.6: <i>Not involved: (Strikethrough)</i> <i>Added: Bold</i>	Outputs (Evaluation)
Corporate Plan	Establish an effective corporate planning process for developing the Corporate Plan.	Minsk-3 Rectorate, Academic Board, Teaching Methods Committee Somme-2 Vice-President International Relations Thames-1 Vice-Chancellor, Development Director, Dean of Science Planning Officer	<u>Tangible</u> <ul style="list-style-type: none"> An institutional plan developed, updated in Yr.3 and monitored. University plan for tree years 1996-97, 1997-98, 1998-99 developed with detailed action plans for 1998/99. English translation of restructuring working documents incorporating the business plan for the use of new buildings has been received. <ul style="list-style-type: none"> Calendar of planning activity documented. Included in University Plan. <u>Intangible</u> <ul style="list-style-type: none"> Plan discussed throughout Minsk-3 to ensure ownership and understanding. Consultation <u>did</u> become more widespread. <ul style="list-style-type: none"> Support given to development of a sustainable planning mechanism. Support <u>did</u> result in a sustainable planning mechanism.

The notion of the **Rolling Corporate plan** (annual) on the Thames-1 model was abandoned for use in Minsk-3 under the new Rector. In place of this, a **Strategic Plan** (five-years) and **Annual plans** entitled *Napravleniya raboti universiteta* ('Directions of Work of the University') were to be produced which do not include monitoring of or comparison with last year's achievement. Underpinning these:



Staff development and departmental action plans have also been seen, but as yet the full set of Departmental Action Plans have not been presented with the main plan.¹⁷³

¹⁷³ Final Report (U-027), p. 6.

Tempus input concentrated at first upon defining the institutional mission and main goals and how they were to be achieved. These workshops and discussions broadened the range of staff involved in consultation for planning purposes.



The Tempus project deserves to be applauded because it has introduced major innovation and change by implementing, within one higher education institution at least, a reform which ensures that the number of internal stakeholders involved in corporate strategy has increased significantly. That is no small achievement in a Republic familiar with the linear model of five-year plans.¹⁷⁴

-198-

Various early drafts were produced of Mission Statement and Goals, from 1995-1997, perhaps the most complete version being done in March 1997 together with Action Plans for the period 1995-1999 for the following aspects of the institution's work:

- Teaching Development and Methods
- Scientific and Research Work
- Pastoral Care (including Students' Guild)
- International Cooperation
- Cooperation with the Republic of Belarus
- Development and Realization of the Multilevel System for Radioecological Training in the Republic of Belarus
- Computerization and Development of the Minsk-3 Library
- Minsk-3 Publishing Plan
- Human Resource Development (Professorial, Academic and Scientific Staff)¹⁷⁵

-199-

The underlying strategic plan of Minsk-3 was certainly transition to university status¹⁷⁶. This was achieved by order of the Minister of Education on 30 June 1999, so in a direct sense the strategic plan was successful.



Really, you say this quite correctly, that a lot of the points in the implementation of Tempus helped, and not just helped but coincided with, the fulfilment of the criteria essential for the achievement of university status.¹⁷⁷

The institution reorganised into the minimum structure required to transfer to university status with the opening of a new Faculty of Professional Upgrading and Staff Retraining. A broadening of the number of specialisations on offer was also expected to make course provision 'universal'. Of the Ministry of Education's 20 criteria to be satisfied, 16 were achieved before the end of the project with the exception of:

1. Number of students must be 2-3,000 (Minsk-3 only 1,000). There was not enough teaching space for more students, but more importantly Minsk-3 was in a niche market which could not support larger numbers.
2. Size of Library fund, 100,000 books required. This number was tied to the number of students, which was low. Key texts must be in minimum supply of one book for every three students. This was not achieved.
3. Sport, recreation and medical facilities (clinic) were missing.

¹⁷⁴ Coulter, D. (1998), p.68.

¹⁷⁵ Note the interesting distinction between these groups. Teaching and research is perhaps less clearly defined in the West and 'professors' are an even less homogenous group.

¹⁷⁶ According to T1-AM, the components of the strategic plan could comprise the overall objective (achieving university status), each of the criteria to be achieved, the measurable indicators of the achievement of these criteria, actions to be taken, and the deadlines and articulating and sharing with others the way in which the strategy develops. "That's what we were seeking", he said, "and what I think the Tempus people were seeking." (From Audiotape of JEP Management Committee Final Meeting, 16 June 1998, A-004, Side 2/175).

¹⁷⁷ Rector of Minsk-3 M3-AM, Audiotape of JEP Management Committee Final Meeting, 16 June 1998, A-004, Side 1/520.

4. Hall of residence. Students should have at least 6m² of living space each. Minsk-3 had only 3m².

-200-

Only 13 criteria were essential, however, the remainder including the above being waived at the discretion of the Council of Ministers.¹⁷⁸

A complete version of the **Strategic plan** (five-years) was in the event not seen before the project finished. The production of this strategic plan was to coincide with the Ministry of Education attestation visit in the autumn of 1998, part of the process of transition of Minsk-3 from 'institute' to 'university' status.¹⁷⁹

The one-off **Business plan** for development of the Institute in the short term requested by the ETF, including costing for buildings, equipment and furniture, implementation of each stage showing the way that the investment will be realised, was partly achieved.



English translation of restructuring working documents incorporating the action plan for use of new building has been received.¹⁸⁰

This documentation was not a particular Tempus achievement, however, since Minsk-3 in any case was preparing a financial 'annex' verifying the contents of the annual *Directions of Work of the University*. The 'business plan' was incorporated into the 'action plan'. Similarly, departmental action plans were developed, i.e. work of faculties based upon the action plans of chairs and the plans for non-academic departments.

-201-

Activity 2	Goal(s)	Involved staff (Variations from Stage 1.6: <i>Not involved: (Strikethrough)</i> <i>Added: Bold</i>)	Outputs (Evaluation)
Local Area Network	Assist in the installation of a local area computing network (LAN).	<u>Minsk-3</u> Pro-Rector, Head of UNESCO Chair, Head Laboratory of New Education Technologies Heads of computing Computer technicians <u>Somme-2</u> Nil <u>Thames-1</u> Head, Computing Services, Head, User Support Group	<u>Tangible</u> • LAN installed linking computer resources to key outstations. 100% of LAN equipment envisaged in RBAP in use. Equipment purchase completed. • User support group training programme developed with locally produced materials. Further training in user support and maintenance given. <u>Intangible</u> Nil

Students had access to the Internet via 20 computers in two classrooms by the end of the project. However, two factors limited their use:

- The ability of students to use the Internet properly;
- The quality of the link with the outside World.

-202-

¹⁷⁸ Minsk-3 achieved university status on 30 June 1999.

¹⁷⁹ There was some discussion at the Final JEP Management Committee, repeated in successive International Advisory Committee meetings, about the speed at which the Institute was transforming into a university. The Vice-President of Somme-2 questioned whether growth should be fast 'like a bush and bear small fruits', or slow 'like a tree and bear large fruits'. The Rector explained that university status had salary implications, which seemed to settle the point (see Minutes of JEP Management Committee Final Meeting, 16 June 1998, A-004, Side 1/520).

¹⁸⁰ Final Report, (U-027), p. 6.

The connection was upgraded to improve the speed of the network before the end of the project. With this stimulus, Minsk-3 elected to purchase 10 new computers with their own money for the library and another five for Geographic Information Systems.

Despite pressure from Tempus an institution-wide approach to training in IT to match the new equipment provision was not achieved. Whereas Minsk-3 had started to build up a reasonable hardware base, proper training on user skills was not available for staff.

A continuing problem unresolved by the project was the lack of clear overall management to supervise the use of IT by its three main user groups; teachers, students and administrative staff, and to co-ordinate IT and library resources into a combined learning resources strategy. Several units were involved in IT, the technician group, the Chair of Ecological Information Systems and the GIS Chair, and they seemed to be competing with each other. The Rector decided temporarily to take control directly.

-203-

Activity 3	Goal(s)	Involved staff (Variations from Stage 1.6: <i>Not involved: (Strikethrough)</i> <i>Added: Bold</i>)	Outputs (Evaluation)
Middle and Junior Management Development	Support internal communication and the development of middle management.	<u>Minsk-3</u> Rector, Dean of Faculty of Radioecology Head of Personnel Department, Head UNESCO-Chair Chief Accountant Pro-Rector for International Affairs <u>Somme-2</u> Course Director <u>Thames-1</u> Consultant, Personnel Officer, Staff Development and Training Officer, Self	<u>Tangible</u> • Written personnel procedures put in place and documented. Appraisal training and procedural guidelines – Document produced. Recruitment procedural guidelines – Document produced. • Staff training materials supplied/trainers trained. Initial staff development training needs analysis produced as work continues. <u>Intangible</u> • Internal communication improved and middle management developed. Some perceptible improvement. • Staff skills and corporate commitment enhanced. Skills training planned. Corporate commitment enhanced by more inclusive planning.

This was a complex component with shifting focus. Initially the idea had been to try to complement Activity 1 by pushing planning information around the Institute, encouraging the involvement of lower levels of management in decision-making where possible, and planning staff development on the basis of consciously worked out need. Latterly the main focus was to work through the Head of Personnel, appointed in 1997. She was energetic and very quick on the uptake. The recruitment procedures were written and actually used, for example interview panels were convened of three people and candidates being interviewed for jobs were given equivalent questions about their professional knowledge¹⁸¹. Staff development was planned in computing, Internet, languages and Geographic Information Systems. Despite our cautious approach over the piloting of appraisal, M3-NZ came into conflict repeatedly with resistance to change and continued to feel isolated. On the other hand she was inexperienced and this did not inspire confidence in her superiors.



I make a lot of attempts to do appraisal at Minsk-3, but all my efforts look like my private initiative because I have not any legal support. M3-AT is the only one who is interested in doing appraisal. I had hoped that we would be able to do appraisal in two departments but M3-AM2 personally is sure that appraisal is absolutely useless. Please help me press on [Rector] in order that he would support my efforts.¹⁸²

¹⁸¹ See fax message of July 1998 with copy of composition of interview panel and list of questions for candidates for the post of legal advisor, first category (archived as F-074).

¹⁸² E-mail message from M3-NZ to self (archived as E-068).

Pilot appraisal was finally done on a limited scale but beyond the system of attestation of teachers, there did not appear to be support from the Rector for an institution-wide appraisal system. Appraisal did not take root, although the department which ran the pilot expressed the intention to go on using it informally. Eventually the Head of Personnel left without having a successor with an equivalent job description and set of values to hand over to.

The final meeting of the JEP management committee in July skated over the issue of appraisal. Nothing was said either about Internal communications at the final JEP Management Committee, despite the importance attached to it in the early part of the project. Perhaps it was considered counterproductive to criticise the management style of the new Rector.

Activity 4	Goal(s)	Involved staff (Variations from Stage 1.6: <i>Not involved:</i> (Strikethrough) <i>Added:</i> Bold)	Outputs (Evaluation)
Students' Guild	Support for the department of Student Services and the Students' Guild.	<u>Minsk-3</u> Head Students' Guild (Staff), President Students' Guild (Student) <u>Somme-2</u> <u>Vice-President</u> <u>International Relations</u> <u>Thames-1</u> General Secretary, Guild of Students, Consultant	<u>Tangible</u> • Students' Guild Constitution written. Student's Guild supervised elections held. Revised constitution received. <u>Intangible</u> • Department of student services and the Students' Guild established and working properly and democratically. This seemed to be the case, although it was early days.

Student's union leaders were brought together in April to write the Guild of Students' constitution. Elections were held for the President and Council of the Guild on 20 May 1998 with good student participation. 400 students voted which was 65% of the total student body.

The draft constitution written by the former President of the Guild anticipated the organisation to be registered as an independent legal organisation with its own bank account. However, in June the new leadership on both sides, the new President of the Guild and Rector of the Institute, decided to limit its responsibilities to social (sports and recreation) rather than commercial activities, which could be done within the existing structure of the institution without creating an independent legal body.

The Guild became active in supporting various aspects of student life from housing to recreation and Minsk-3 assisted the students in raising finance to support their activity. The Guild also became a social partner addressing health problems caused by overwork and poor nutrition amongst students. These health problems were not necessarily associated only with low students' stipends, which though poor were almost comparable with teachers' salaries, but with social factors. Altogether the project saw a general decline in the innovation of students' self-organisation, and perhaps reconciliation with reality.



In recent times we are seeing a lessening in student' social activity. It is connected with the appearance of BPSM¹⁸³, with the very harsh political stance of the leadership of the country in relation to youth. Also there are factors connected with relationship of the new generation with their parents causing a fear of getting involved in social work. All this has consequences in terms of the students' life in the Institute.¹⁸⁴

¹⁸³ Belarusian Patriotic Union of Youth, a youth movement organised and financed by the President of Belarus, Alexander Lukashenka.

¹⁸⁴ M3-AM, Audiotape of JEP Management Committee Final Meeting, 16 June 1998, A-006, Side 1/468.

Activity 5	Goal(s)	Involved staff (Variations from Stage 1.6: <i>Not involved: (Strikethrough)</i> <i>Added: Bold</i>)	Outputs (Evaluation)
Academic and Research Management	1. Development of a modular degree structure and investigation of implementation options. 2. Development of procedures for accepting new or revised courses in the curriculum. 3. Foundation of a students' research laboratory to engage students in research for their professional development.	<u>Minsk-3</u> Academic Board, Teaching Methods Committee, Academic departments (and study pack authors), Laboratory of New Educational Technologies, Field Station, Scientific Research Sector <u>Somme-2</u> Faculty of Science, City of 'Somme' Hospital Ademe, INERIS, Institut Leonardo da Vinci. <u>Thames-1</u> Faculty of Science, 'Thames' Hospital	<u>Tangible</u> <ul style="list-style-type: none"> Procedures for accepting new or revised courses in the curriculum developed and documented. Scheme for educational provision has been worked out carefully and has been fully documented. Further academic plans (e.g. extension of u/g and p/g course provision, introduction of PhD) incorporated into University Plan. <ul style="list-style-type: none"> International comparative criteria for curriculum development produced and documented. Not completed. Existing procedure was considered adequate, drawing upon Western experience in content matters only. <ul style="list-style-type: none"> A modular degree structure developed and implementation options investigated. Completed. <ul style="list-style-type: none"> Structure and information system for staff interested in study packages developed and disseminated. Study pack printing programme implemented for internal use. Field station was developed as a utilisable facility. Quantity of scientific projects and research funding increased <u>Intangible</u> Nil Teachers were able to compare courses in UK and France which inspired confidence for them to open new courses necessary for training specialists in CIS countries.

Whereas the academic management aspects were dealt with in several activities and visits undertaken mainly by T1-AF from the Thames-1 side, the academic pairwork across the three universities in the Tempus consortium never really got off the ground.



We never established a continuing academic working relationship. There has not been a joint academic or research publication since ... '93-'94.¹⁸⁵

Nevertheless, some academic management change was perceptible as an intangible output from the project.



My specialisation has been work in the Department of Radioecology, and I have seen there a tremendous change in the approach of departmental management in terms of processes of consultation. The pendulum has swung almost to an opposite extreme to where it was three of four years ago as a result of the opportunities for individuals to develop their projects and their international links. It is now a matter of a new problem for management because some of the individuals are doing so many things.¹⁸⁶



The level of professional expertise is very very high. Of course some things are not as good as you can reach but there is very good progress. Not as *progress* but as an evolution and as a correlation between what is said and what is done. The topics for the work of Minsk-3 have now been made precise and high level.¹⁸⁷

¹⁸⁵ T1-AF, Audiotape of JEP Management Committee Final Meeting, 16 June 1998, A-005, Side 2/360.

¹⁸⁶ T1-AF, Audiotape of JEP Management Committee Final Meeting, 16 June 1998, A-005, Side 2/190.

¹⁸⁷ S2-JP speaking at the Final JEP Management Committee meeting, Tape A-006, Side 2/230.

Another strand of Outcome 5, overlapping with the library and IT components, was the concern to develop thinking in Minsk-3 about academic/library links and learning resource support. The equipment component was impactful in this area.



I don't think that we should underestimate the impact that Tempus input in information systems and the network has had. It is always easy to see the problems, but having got there and interviewed staff – the first time that they used computers in teaching was when they came to Minsk-3.¹⁸⁸

-208-

The study packs development programme, whilst adding little to the skills base of teachers in terms of pedagogical know how, produced new learning resources/general interest materials between December 1997 and April 1998 in eight subjects:

1. *Scientific French*
2. *Environmental Chemistry*
3. *Probabilities in Mathematics and Statistics*
4. *Pharmacology*
5. *Radiation Genetics*
6. *Guidebook to Minsk-3*
7. *General Ecology*
8. *Environmental Expertise* (management, law).

-209-

Other study packs were also done without Tempus support such as *General Oncology*, *General Immunology*, *Mathematical Modelling*, *Molecular Biology*, *Bio-organic Chemistry*, *Physical Colloid Chemistry*, *Inorganic Chemistry*, *Radiation Risk*, *Histology* and *Cytology* and seven materials for the Chair of English at three different levels.

A table of research projects in progress and their timescales produced by Minsk-3¹⁸⁹ showed a considerable improvement in the level of research projects procured, mainly from official Belarusian agencies, but this did little to change the perception of Minsk-3 into a research organisation with international standing.



The latest attempt at radioecology research cooperation ended, again, with no one identified at Minsk-3 who could contribute meaningfully. Their strong GIS section has just exported to USA, and radiobiology seems to participate within the Belarus research market place, in close cooperation with other institutes. We can only continue to provide a model for methodology of International Research Cooperation... Sadly the first draft application from Minsk-3 shows few signs of any lessons on application writing having been learnt – in FSU institutes really got their money just for the asking!!

...However, we should not underestimate how well Minsk-3 has done in moving towards a combined research and pedagogy environment from the old FSU binary structure.¹⁹⁰

-210-

Whilst success at proposal writing was undoubtedly patchy, diplomatic skills had been developed in the project and the Institute was able to land some surprising grants and contracts, including \$300,000 for equipment from the International Atomic Energy Agency (IAEA) in Vienna.



There are now in the Institute exemplars of very good practice in creating project proposals.¹⁹¹

¹⁸⁸ T1-AF, Audiotape of JEP Management Committee Final Meeting, 16 June 1998, A-005, Side 2/495.

¹⁸⁹ *Science and Research in Minsk-3: Brief Outline* (archived as U-071).

¹⁹⁰ E-mail message from T1-AF to T1-DC, June 1998 (archived as E-064).

Internal cooperation in science inside Belarus was apparently successfully managed by Minsk-3, and the Ministry of Education with Minsk-3 leading a six-university consortium approved the proposal for a four-year inter-institutional research programme with 26 components. This consortium of Belarusian institutions formed the partnership for the proposal for another Tempus grant - the so-called 'Compact Project'. An application for this was lodged in April 1998, unsuccessfully as it turned out.

By the end of the project the field station sub-component failed to yield much by way of results. The main reason for this was that management of the field station seemed to be weak and a resolution of the problem was not a high priority in Minsk-3, despite to possible uses of the field station for income generation.

-211-

Activity 6	Goal(s)	Involved staff (Variations from Stage 1.6: Not involved: (Strikethrough) Added: Bold)	Outputs (Evaluation)
Branch/ Franchise Operations – Accreditation and Management	1. Develop procedures for the accreditation of devolved courses to branches (franchise). 2. Conduct feasibility study on credit transfer systems.	<u>Minsk-3</u> Rectorate, Teaching Methods Committee, Academic departments <u>Somme-2</u> International Relations Service Faculty of Science <u>Thames-1</u> CATS/ECTS Co-ordinator International Relations Office	<u>Tangible</u> • Procedures for accreditation and franchising to branches documented. Not achieved. • Credit transfer systems reported. Not achieved. <u>Intangible</u> Nil

Whereas there were partnerships begun in Russia (Kislovodsk) and Kazakhstan (Almaty) which had some of the characteristics of franchising, in fact the arrangement was one of teacher and student mobility in order to get students in far away places through courses accredited by Minsk-3. Minsk-3 pressed ahead with attempts to establish their 'branches' and would have benefitted from know-how on auditing of quality of work done in partner institutions and administration of the 30-40% of student fees from the branches payable to the Institute. However, Outcome 6 on Branch/Franchise Operations was halted completely owing to the absence of any consensus on possible contribution of Tempus to Minsk-3's work in this area.¹⁹²

-212-

Activity 7	Goal(s)	Involved staff (Variations from Stage 1.6: Not involved: (Strikethrough) Added: Bold)	Outputs (Evaluation)
Library Facilities	Improve library facilities, including training of library staff.	<u>Minsk-3</u> Teaching Methods Committee, Library staff, Computing staff, Laboratory of New Educational Technologies, Library of the Belarusian Academy of Sciences <u>Somme-2</u> VP-International Affairs. Faculty of Science Library Staff, Central Library Staff (synergy with Belarus State	<u>Tangible</u> Library facilities improved (books-purchased, hard and software installed) About \$5,000 worth of books bought. Library fund catalogued. Study packs placed in the library. Recommendations for improvements in access to library and learning resources worked out and documented. <u>Intangible</u> Library staff trained. Immediate actions: Increase Chief Librarian's access to computing Put catalogue on the network and website as soon as possible

¹⁹¹ T1-AF, Audiotape of JEP Management Committee Final Meeting, 16 June 1998, A-006, Side 2/270.

¹⁹² See letter from T1-AM to ETF dated 15 June 1998 (archived as L-064).

		University Project) Thames-1 Learning Resource Centre International Relations Office	Train new staff whilst Chief Librarian concentrates upon move to new premises. Academic staff use visit to Ministry of Education (transition to university status) as opportunity to assess ways in which the library should be used to support their teaching and students' learning.
--	--	--	---

The library component, Outcome 7, was considered by the co-ordinator to be the aspect of the project which was probably 'the least successful'. The purchase of books was done as planned, study packs helped to ease demand, computerisation of the catalogue was partially completed, but staff development along the lines of integration of library resources into academic planning and the broader concept of 'learning resources' including IT was not achieved, nor was it really understood as a priority given the reliance upon lectures and textbooks to convey knowledge.

-213-

The purchase of books and computers was also a management issue because the purchases made by Minsk-3 were largely done at the expense of the more successful Radiobiology Faculty. However, as the Head of the International Department commented, much of the support for the library was coming from without, rather than originating in the library itself. Great hopes were placed upon the recruitment of new staff to upgrade the quality of library services.¹⁹³

There seemed to be a clash of mentalities about the openness that is required of a library and student information resource system. Whereas Somme-2 advocated 'connecting networks together' to multiply the overall supply of library and learning resources, in Minsk-3 this dynamic seemed absent. It was not because they Belarusians were against IT in learning, more that they felt that the core of the library fund was books and that all effort must be pay to establishing core interdisciplinary texts before investing in the periphery.



The library is the central 'brain' of any educational institution. When the Institute opened six years ago we had a curriculum for which in 70% of disciplines there were no books and never had been. In this situation it would have been wrong to avoid establishing paper-based textbooks and we wanted to write them. This was the first step. The second step is to create the electronic catalogue, to make a network in the library and to make electronic versions of study packs written by our staff, etc. And the third level is to connect the network to CD-ROM databases and the Internet – but this is only the third step. First student need access to books and study packs in order to understand the summaries of research which they find on CD-ROM. That's how we are going, we have done the first step, we are doing the second and then we will do the third.¹⁹⁴

-214-

Somme-2 experts nevertheless considered computerisation of learning resources as a change management/-resistance to change issue, the outcome of which would affect the very quality of education at Minsk-3 and in any university.



You have no choice but to embrace the IT cultural revolution. The decision and the management of this cultural revolution has to be organised from the Rectorate. Professors, researchers, students, library staff, administrators, etc, to train them, to oblige them to use the network.¹⁹⁵

¹⁹³ M3-AM speaking at the Final JEP Management Committee meeting, Tape A-007, Side 1/400.

¹⁹⁴ M3-AM speaking at the Final JEP Management Committee meeting, Tape A-007, Side 2/120.

¹⁹⁵ S2-BR speaking at the Final JEP Management Committee meeting, Tape A-007, Side 2/310.

Activity 8	Goal(s)	Involved staff (Variations from Stage 1.6: <i>Not involved: (Strikethrough)</i> <i>Added: Bold</i>)	Outputs (Evaluation)
Marketing and Dissemination	Enhance institutional marketing of Minsk-3 and institutes of the Republic.	<u>Minsk-3</u> Rectorate, Scientific Research Complex, Head, UNESCO Chair, Teaching Methods Committee, Department of International Relations, Chair of English, Library Staff, Laboratory of New Educational Technologies <u>Somme-2</u> V-P International Relations and International Relations Office, Course Director, Head, Regional Brussels Office <u>Thames-1</u> Director of Development, Faculty of Science, International Relations Office, Consultant. External Affairs Oxford University	<u>Tangible</u> <ul style="list-style-type: none"> Marketing plan developed for research and intellectual property product of Minsk-3. Marketing plan in progress. Departmental action plan for printing unit completed. Publicity materials produced. <ul style="list-style-type: none"> 'Fair' and report on university management Dissemination conference completed successfully with 110 participants and booklet produced. <ul style="list-style-type: none"> Training conducted on Marketing Plan for research and IP product of Minsk-3. Not achieved. <u>Intangible</u> Nil Staff development in networking with external funders and organisations. Practice in writing proposals and generating income.

-215-

The result of the component on *Marketing and Dissemination* was a success, expressed largely in terms of the dissemination conference which extended the range of activity of the network of six universities, largely built up as a thematic network in environmental science, to include university management issues. Whereas, it was envisaged that marketing would be the professional responsibility of a senior member of the management team recruited especially for the purpose, most of the work fell on the shoulders of the Pro-Rector for International Relations, who did very well. Still it was desirable to hire a Head of Marketing and criteria for the appointment of this person were worked out.

The publicity function of the publishing unit and the Web page was being brought under the control of the Council of the University by the end of the project. Internet management had not had a high profile.

A summer university in English language was run very successfully, practicing a number of the skills required in marketing and building upon the visits of the International Relations team to the UK and France in the final year.¹⁹⁶

The opening of a new faculty for in-service retraining courses presented a new marketing and income generation opportunity which the project was unfortunately too early to address.

-216-

Activity 9	Goal(s)	Involved staff (Variations from Stage 1.6: <i>Not involved: (Strikethrough)</i> <i>Added: Bold</i>)	Outputs (Evaluation)
International Relations	Support the development of the skills of staff	<u>Minsk-3</u> Rectorate, Department of International Relations,	<u>Tangible</u> Organisational structure, goals and objectives, job descriptions developed and documented. Complete.

¹⁹⁶ 50 participants attended, paying \$100 each for the course.

	involved in external relations.	Chair of English, Chair of French and German. <u>Somme-2</u> V-P International Relations and International Relations Office, Course Director, Head of Finance <u>Thames-1</u> Director of Development, Marketing and Recruitment, International Relations Office	<i>Glossary of Terms</i> completed Partially completed (intention was to complete in the new Compact Tempus Project) Minsk-3 <i>Newsletter</i> published and disseminated. Completed. Training delivered to enhance skills in writing project applications and budgeting of the staff involved in external relations. Completed (on the job experience writing proposals). <u>Intangible</u> Nil
--	---------------------------------	--	--

The main part of the staff development for the International Office occurred in Year 2 when the Head of the office undertook language training and spend two weeks in the European Commission on work placement. Repeat visits to the UK and France by both members of the office provided opportunities for international networking, discussion about project issues, proposal and realisation of new projects and issues of concern to the Belarusian higher education system as a whole.

Minsk-3 recognised and attempted to capitalise upon its advantage as being an 'international' institution not only in name, but also in terms of its international support via the International Advisory Committee, etc. However, Minsk-3's high hopes for regular teacher and student exchanges between the institutions did not materialise. There were neither regular arrangements made nor obvious possibilities for student or teacher exchanges after the project, although this had been a priority for the Rectors of Minsk-3.

-217-

International relations was supported by Tempus by definition, but by the end of the project the potential international networking strengths of Minsk-3, together with Belarus State University, had grown large enough to promote a standing conference on international relations in Belarusian universities, and this was beginning to happen. However, with the departure of the international staff shortly after the end of the project, the initiative was lost, as it was in other areas such as fundraising (English language summer school) and marketing.

The project ended on very good terms interpersonally inside the consortium, with Minsk-3 recognising the value of Tempus in contributing to its development, and the EU partners recognising the contribution of Tempus to their profile of international activities. The partners would have been keen to collaborate further if there was funding.

-218-

Stage 5.3 Evaluation against ETF evaluation criteria

Looking now at the ETF criteria of *achievement of specific project objective, impact, relevance, sustainability and dissemination*, the Final Report drew the following conclusions. Direct quotations are taken out of the report or extracts are paraphrased for the sake of brevity.

Achievement of specific project objective:

"To develop management procedures and working methods to support the flexible provision of quality education and research at Minsk-3"



Tempus has provided the most important international means for the encouragement of the sustainability of this institution, and through the work which Minsk-3 specialists have been able to achieve education, training and research, has had a direct impact on the amelioration of the Chernobyl' after-effects. Furthermore, the keenness of Minsk-3 to collaborate with

other institutions in Belarus to improve overall provision in the area of environmental education ...[shows that they will] cascade the achievement.¹⁹⁷



The partners have been consistent in their determination to implement the objective. The specific objective of our project has not been changed/modified in the course of the project implementation in any way¹⁹⁸

-219-

Impact

Important benefits

- Staff development.
- Development of courses and information materials.
- LAN established.
- Computers for teaching (implementation of modular programme supported by computers for students' practical work and self-study).
- Collegial international relations (the trust formed between partners encouraged further collaborative work in other projects).
- Tempus improved Minsk-3's image as an employer with subsequent effect on staff retention.
- Change in mentality and culture.

Internal impact

- Internal development plan.
- Review of the way the partner university was managed.
- Development of new curricula.
- Introduction of income generating activities.
- Improvement of project management skills at the Partner State university.
- Establishment of long-term co-operation agreements between the EU universities and the Partner State university (bilateral agreements were signed providing a framework for continued collaboration).
- Initiation of other international co-operation projects (a British Know How Fund project was started, Compact Project application submitted).

External impact

- Materials and know how available to other institutions through dissemination.
- Modular degree structure provides an example of an alternative means of organising university studies.
- Other effects on external institutions were generated by staff labour mobility, increased awareness of Tempus and its benefits, creation of IT network which can be used for dissemination.
- New services offered to the external economic environment – growing training capacity and use of open learning in education. Field station available to the international scientific community.
- Tempus was an opportunity for critical self-reflection and a catalyst for change in the EU universities participating in the project. Amongst other benefits, Tempus project management experience resulted in the upgrading of project management capacity in general.

-220-

Relevance

Strategic planning



Owing to changing external circumstances the strategic plan has had to undergo a sudden and dramatic review necessitating a complete rethink. Such short-cycle policy making is unheard of in the EU and tends to render the rolling plan (plan in which last year's actual performance

¹⁹⁷ Final Report (U-027), p. 32

¹⁹⁸ Final Report (U-027), p. 32.

is compared with planned outcomes) pretty unworkable. The achievement of Tempus is that the idea of the rolling plan is accepted in Minsk-3 subject to circumstances. When there is greater economic and political stability Minsk-3 will be ready to take advantage of it.¹⁹⁹

Local Area Network

- The LAN is an urgent necessity today without any question.

Staff development and middle management

- The focus which staff development, internal communications, appraisal and recruitment issues now have in Minsk-3 is completely justified and will remain so as long as there are people to be managed.

Development of students' guild

- This development represented an important element in the maturity of the social environment of the Institute.

Academic and research planning

- The adoption of the modular scheme early on in the project was incomplete without the programme of learning resources and curriculum development necessary ... for delivery of a very wide range of courses. This process is ongoing but there is no doubt that Tempus has given it a major boost.

Franchising

- Discussions about formulating agreements with collaborators along the lines of British franchised courses have reached a preliminary stage and Tempus has assisted in identifying key problem areas.

Library and learning resources

- Library resourcing is of course highly relevant in situation where most of the pre-existing learning materials are inadequate and urgently need to be replaced.

Marketing and dissemination

- These self-help functions...increase sustainability of the project outputs by exposing them to external interactivity, peer-review and improvement.

International relations

- Active international relations are part and parcel of Minsk-3's mission to be an 'international university'.

-221-

Dissemination

Minsk-3 has been unusually open to dissemination work and has always treated local universities in Minsk as an extension of its own campus. Four important outputs have strengthened this dimension:

- i. Study packages: 7 booklets of learning material
- ii. Minsk-3 Newsletter: Produced twice yearly and circulated in Belarus and to 80 destinations abroad
- iii. Dissemination workshop: Sharing know how learned in Tempus with 110 other participants
- iv. Compact project: Dissemination already begun at the stakeholder analysis stage.

-222-

Sustainability



Tempus has seen Minsk-3 grow as an institution on the Belarusian education scene such that on 16 May 1998, Minsk-3 received official notification that it will be moving into 12,000m²

¹⁹⁹ Final Report (U-027), p.35.

of new premises in the year 2000 after a \$2m refurbishment paid for from the public budget. This is positive evidence of the good standing which Minsk-3 now has in the country.

Minsk-3 has also achieved growth in terms of its academic provision. The new academic structure for the new academic year will include a new *Faculty of Advanced Studies and Re-Training*.

For evidence of Minsk-3's good standing abroad, we need look no further than a \$300,000 grant which has been obtained from the IAEA (International Atomic Energy Agency) for the supply of research technology to support Minsk-3's participation in the European nuclear contamination research project.

The real issue at stake when considering the prospects for the sustainability of management procedures and working methods to support the flexible provision of quality education and research at Minsk-3 is, 'does management have the motivation, the authority, and the critical mass of expertise to carry through into the future the plans for strategic policy review and development which have been laid in the course of Tempus collaboration?' The answer to this question is, 'yes', at the present time, but changes in the external environment, for example restrictions imposed from above on the type and mode of course delivery, could have a dramatic effect on the autonomy of Minsk-3 which could have a knock-on effect on the motivation... The retention of qualified staff has always been a problem but ... Minsk-3 is better placed now to seek and obtain external support for international work and to carry out research projects.²⁰⁰

-223-

Stage 5.4 Unintended outputs

Much was said about the importance of the intangible outputs from the project relative to the concrete outputs, in particular about the change in mentality and the feeling of involvement in the international academic community.



If the tangible results of the Tempus project seem small, the intangible results will surely survive.²⁰¹

Along with the intangible results there were some very concrete spin-offs from the project which might also be counted in the evaluation, although they were not an intentional part of the project.

Multilateral co-operation agreements

Despite the failure of the Compact Project proposal, another attempt at writing a Tempus proposal was made by the three original partners together with a new partner, an Austrian University. Unfortunately the proposal, on *Environmental Management*, was not compiled in time and never actually got submitted.

Bilateral co-operation agreements

These were signed between at inter-institutional level between Minsk-3 and Somme-2, and Minsk-3 and Thames-1. The Somme-2 agreement was renewed in 1999. In the case of Thames-1 they were renewed twice and their use became a matter of university international policy, albeit more cosmetic than substantive. The main exception was the successful organisation by T1-AF of two British Know How Fund development projects.

International Advisory Committee

²⁰⁰ Final Report (U-027), p. 37.

²⁰¹ Coulter, D. (1998), p. 68.

Tempus supported the membership of the International Advisory Committee, which is part of the management structure of Minsk-3, because members were able to combine Tempus visits with participation in meetings.

Research

Visits to Minsk allowed for the transport of blood samples to pursue a research project with a London Hospital. Research applications were jointly written by staff who met during the project, or by third parties introduced by the Tempus participants. Two professors from Somme-2 undertook scientific missions to Minsk-3 in 2000, well after the end of the project.

-224-

Publications

Several joint publications were produced on topics involving university management and radioecology.

Student exchange

The opportunity to exchange students was taken by the Minsk-3 and Thames-1 partners. Thames-1 students became regular field trip visitors to Belarus and a single group came to England. Thames-1 awarded a one-year scholarship to two students worth £10,000 each. One Minsk-3 student came to Somme-2 to do joint research for a period of six-months (December 2000-June 2001).

Teacher exchange

Staff from Minsk-3 sometimes used Tempus visits to acquire their own contacts and to pursue them independently. Invitations to conferences resulted and on one occasion a staff members did an internship in a British hospital.

-225-

Stage 5.5 Lessons learned

Some operational 'lessons learned' mentioned in the section of the Final Report under *Recommendations*²⁰² and in the Rector's address at the Final JEP Management Committee meeting (reported above) are incorporated below. These were not meant to be generalisable lessons, but tips for project management which could have been applied had the Tempus activity in the nine Tempus 'Outcomes' been somehow continued.

At the end of the Tempus project we were not expecting necessarily to continue straight away with collaboration, but there were hopes of a continuation in the form of a new two-year dissemination 'Compact Project'²⁰³, with the involvement of five other Belarusian universities. Some of the lessons learned from the previous Tempus had been built into the Compact Project:

Lesson 1 – Better needs analysis

Despite the Pre-JEP, the needs analysis of the Tempus project had put too much reliance upon the uncritical expression of ideas rather than proven needs by the consortium members. The methodology used in the Compact proposal was to relate participation to institutional strategic plans, explaining what the concrete contribution of the project was supposed to be.

This aspect would have improved the *relevance* of the project.

-226-

Lesson 2 – Appropriate choice of partners

²⁰² Final Report (U-027), p. 38.

²⁰³ Tempus Tacis Application form for a Compact Project, title: 'Professional networking for university development in Belarus' (archived as U-063).

The Tempus project was hamstrung because both EU partners were far from ideal counterparts for Minsk-3 in size, subject coverage and research profile. In the Compact Project this issue was considered more carefully and new blood brought in to cover for gaps in the support available. It may have been necessary to go even further and reconsider the substantive partnership of Somme-2, Thames-1 and Minsk-3, but personal factors, emotions and the Tempus selection criteria, which expected to see a long history of collaboration, narrowed our choices again!

Lesson 3 – Better structure and planning

Much more time was spent in the Compact proposal upon thinking through the intervention logic, working out what the specific contribution of each partner was meant to be according to their particular strengths and obtaining written endorsement from the Rectorate for that contribution.

The project relied heavily upon staff mobility to provide contact time for interaction on a large number of themes. The project structure should have allowed for more activity to take place at a distance, perhaps by increasing the emphasis upon the timely production of written materials.

-227-

Visit planning needed to have been more rigorous, especially concerning the choice of personnel to undertake mobility in relation to the objectives which required to be achieved. As well as choosing people with the right skills it was also important not to choose too many new people, but to try to build up expertise and continuity.

This aspect would have improved the *impact* of the project.

Lesson 4 – Appropriate locus of control

For reasons of ownership and for practical reasons, the lesson from Tempus was that as much of the project management as possible should be controlled by the Partner State universities, in effect controlling the agenda and pace of change. In the Tempus project despite our good intentions we tended to steer the agenda towards what we thought was important rather than what the Partner State University really wanted. In the Compact Project proposal, the leaders of the six proposed thematic networks were accountable for producing the outputs which they most identified with.

-228-

This aspect would have improved the *sustainability* of the project.

Lesson 5 – Mobilising human resources

Resources in Tempus were not unlocked to the best effect, either because people were too busy or they did not have appropriate power to effect change, or they were not working in the direction of the project. The Compact Project sought to share human resources between universities in the basis of mutually supporting networks. The membership of the networks would be self-selecting; therefore the choice of partners should be unambiguous.

This aspect would have improved the *dissemination* of the project.

Similarly the use of outside experts was carefully chosen to meet a specific need, i.e. where specific know how was lacking it could be supplied, not to do other people's jobs for them to work uphill against resistant clients not comfortable with the scope of the assignment.

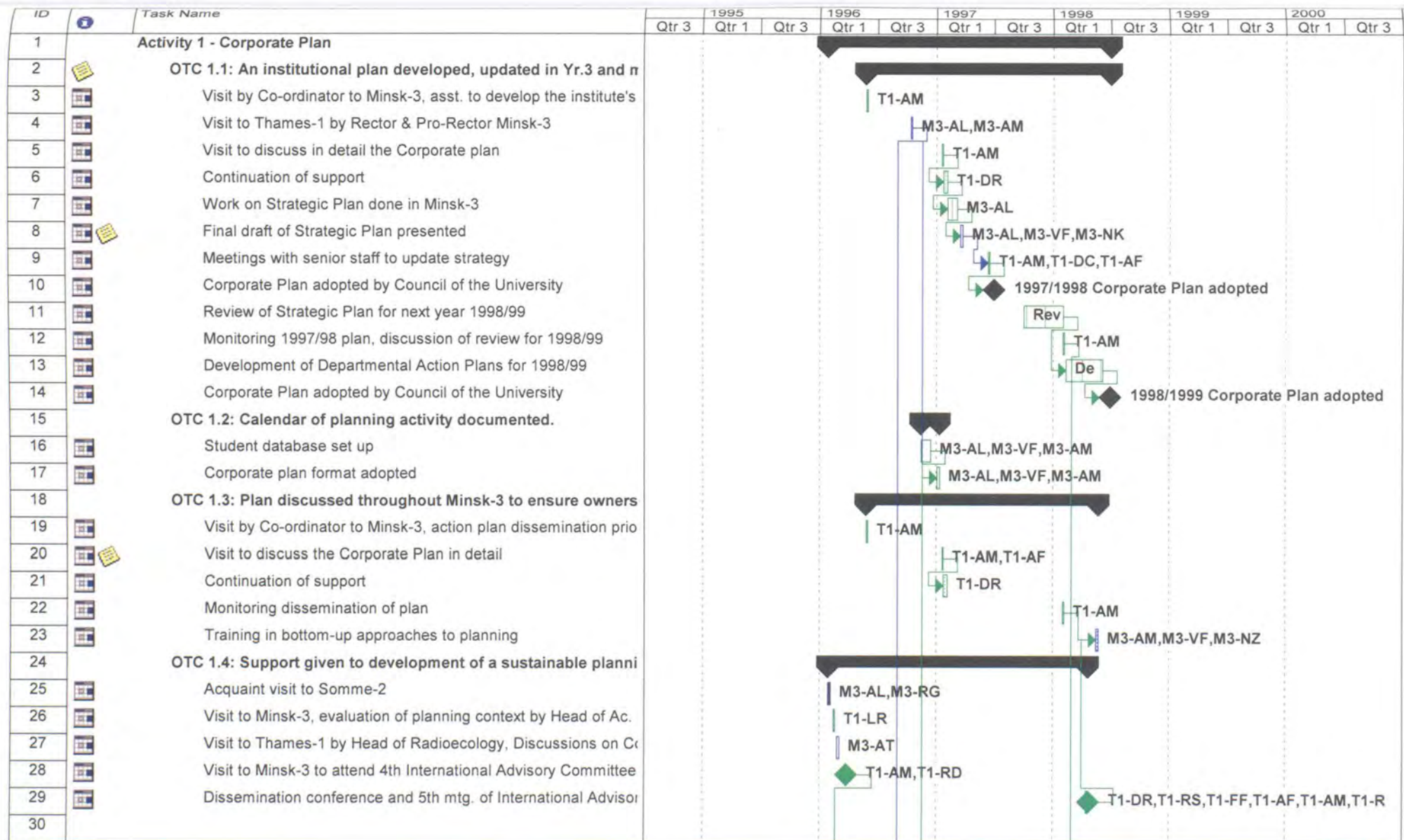
This review of the lessons learned concludes *Stage 5: Evaluation* and completes the case record.

Annex B: Tempus project Gantt Chart (Microsoft Project)

IMAGING SERVICES NORTH

Boston Spa, Wetherby
West Yorkshire, LS23 7BQ
www.bl.uk

**TEXT BOUND CLOSE TO
THE SPINE IN THE
ORIGINAL THESIS**



Project: ANNEX B: GANTT CHART

Task



Rolled Up Task



External Tasks



Progress



Rolled Up Milestone



Project Summary



Milestone



Rolled Up Progress



External Milestone



Summary

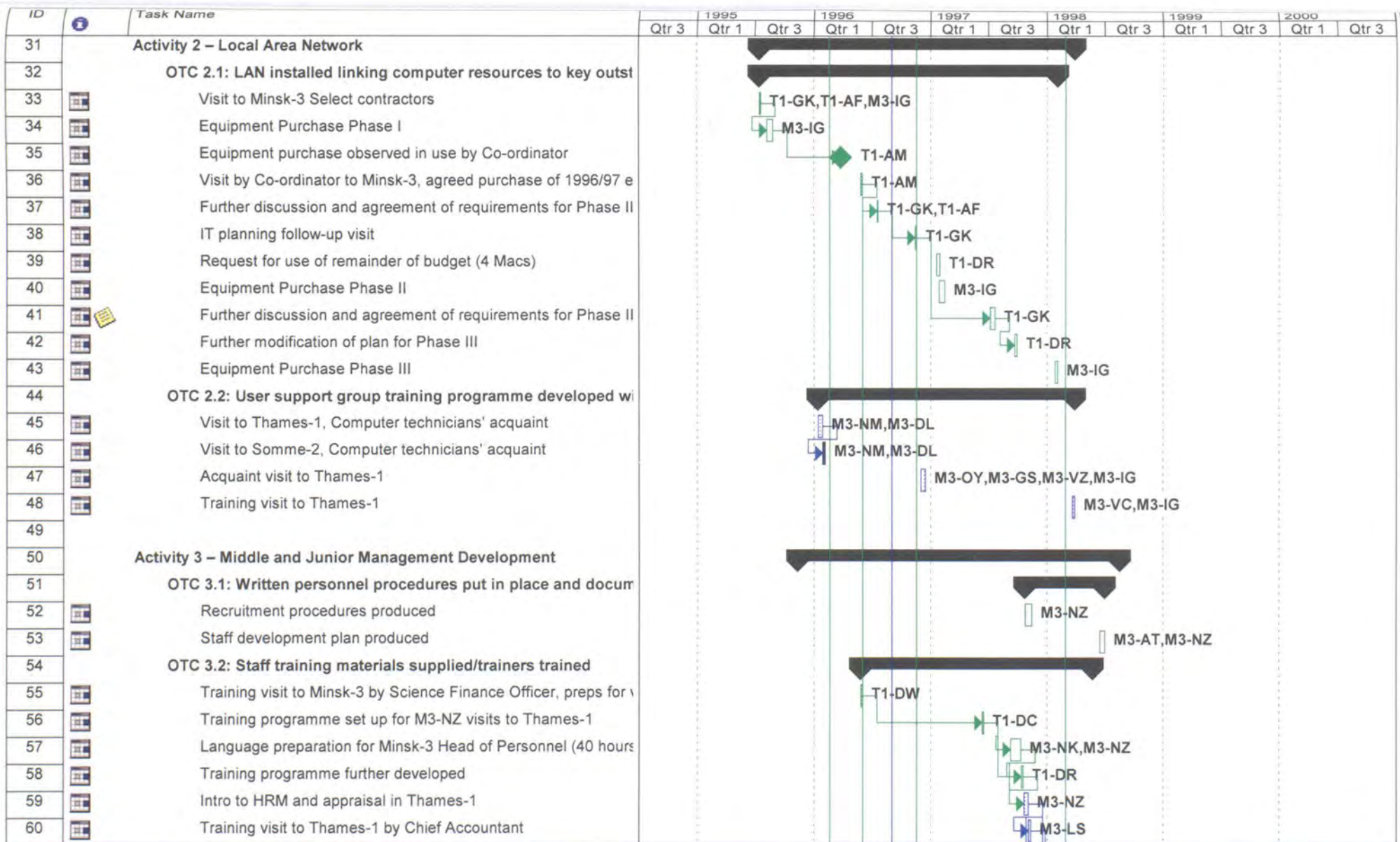


Split










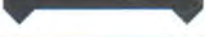




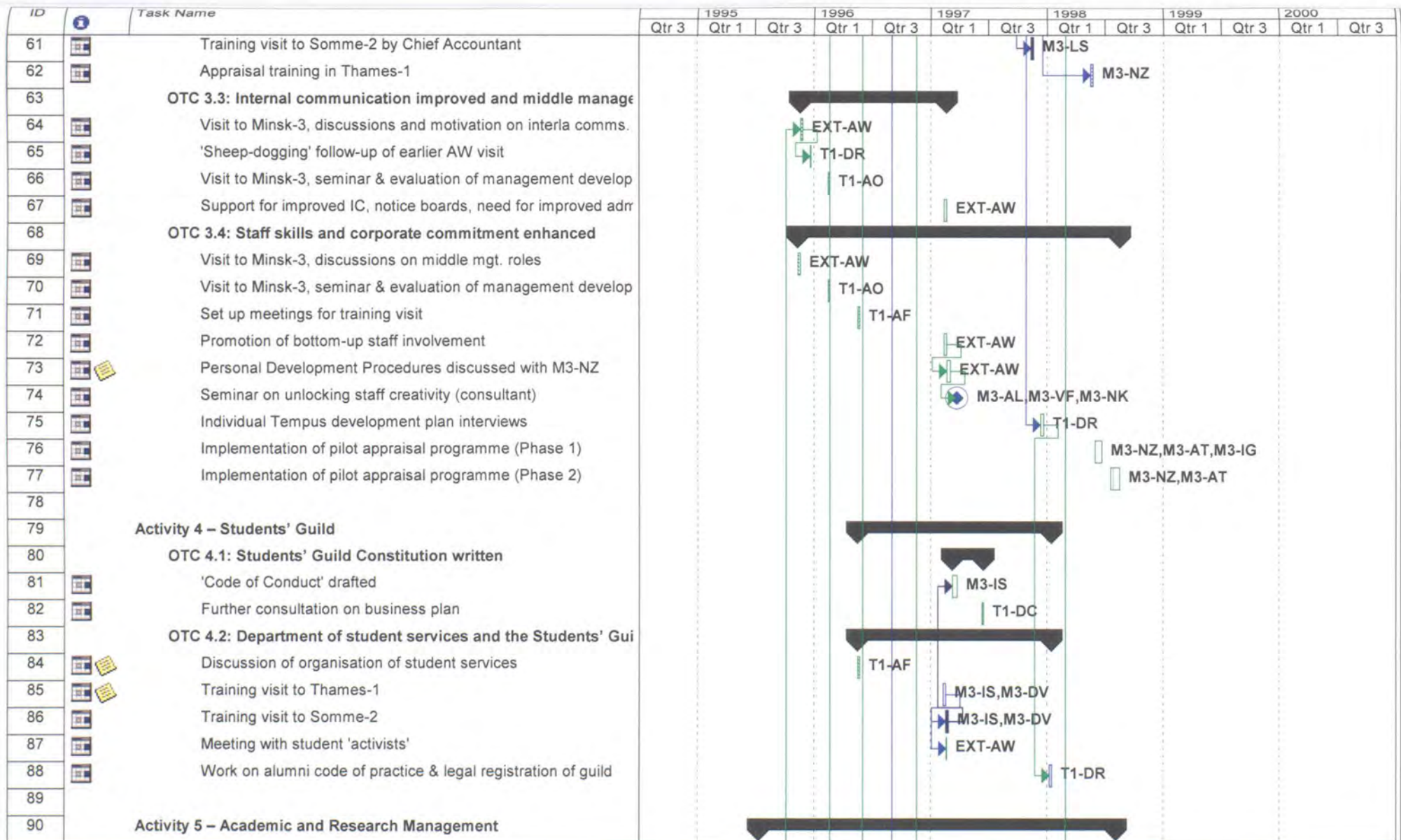
Deadline



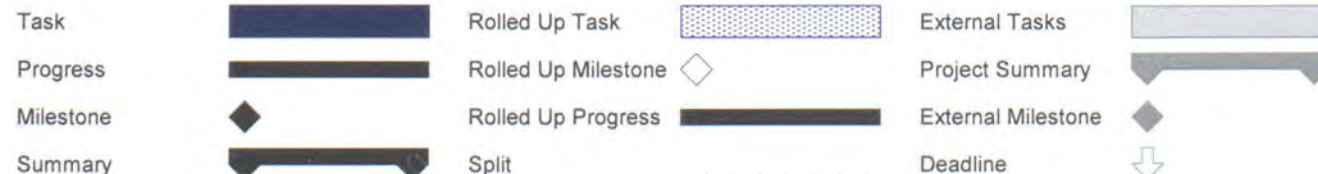


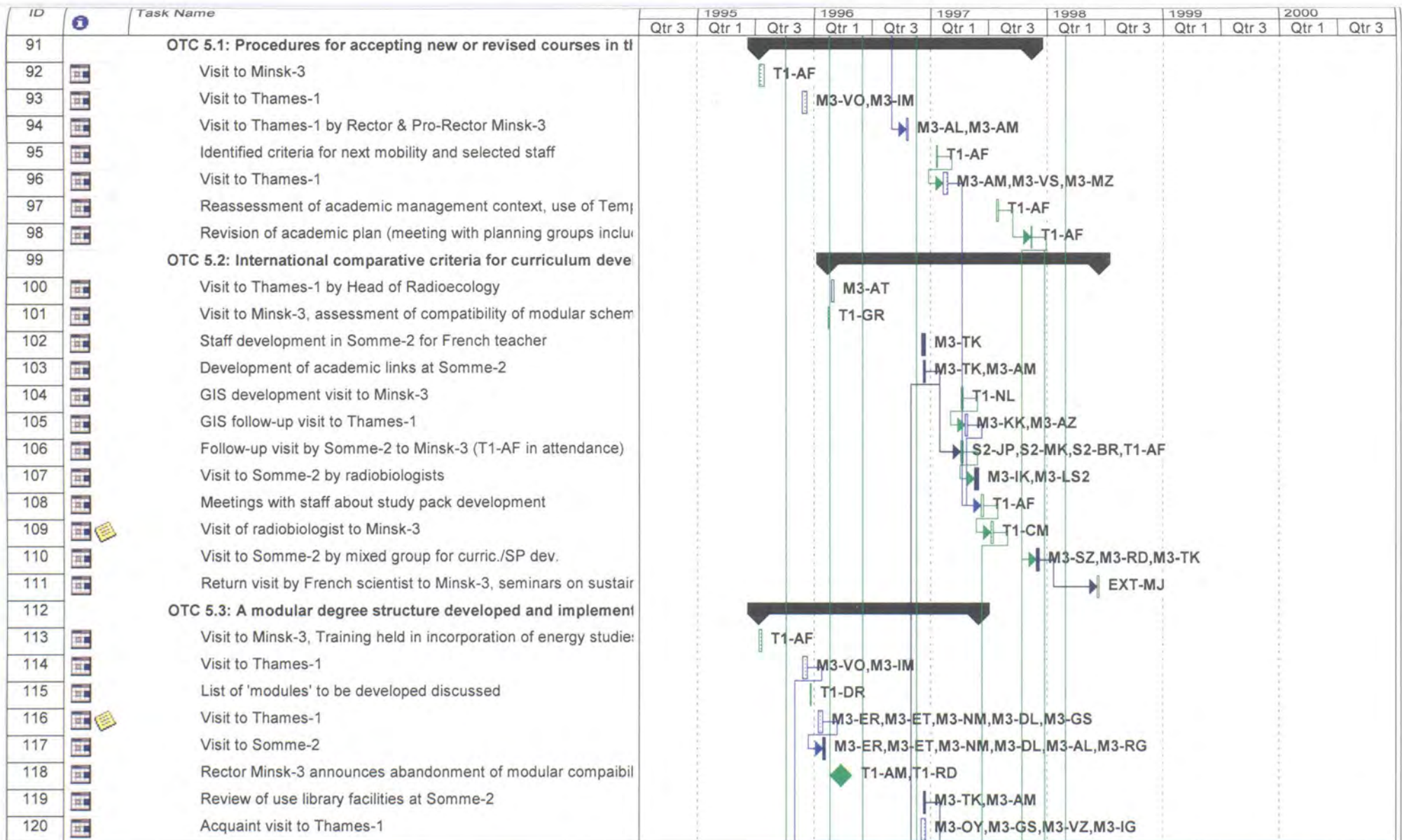
Project: ANNEX B: GANTT CHART

Task		Rolled Up Task		External Tasks	
Progress		Rolled Up Milestone		Project Summary	
Milestone		Rolled Up Progress		External Milestone	
Summary		Split		Deadline	



Project: ANNEX B: GANTT CHART





Project: ANNEX B: GANTT CHART

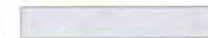
Task



Rolled Up Task



External Tasks



Progress



Rolled Up Milestone



Project Summary



Milestone



Rolled Up Progress



External Milestone



Summary

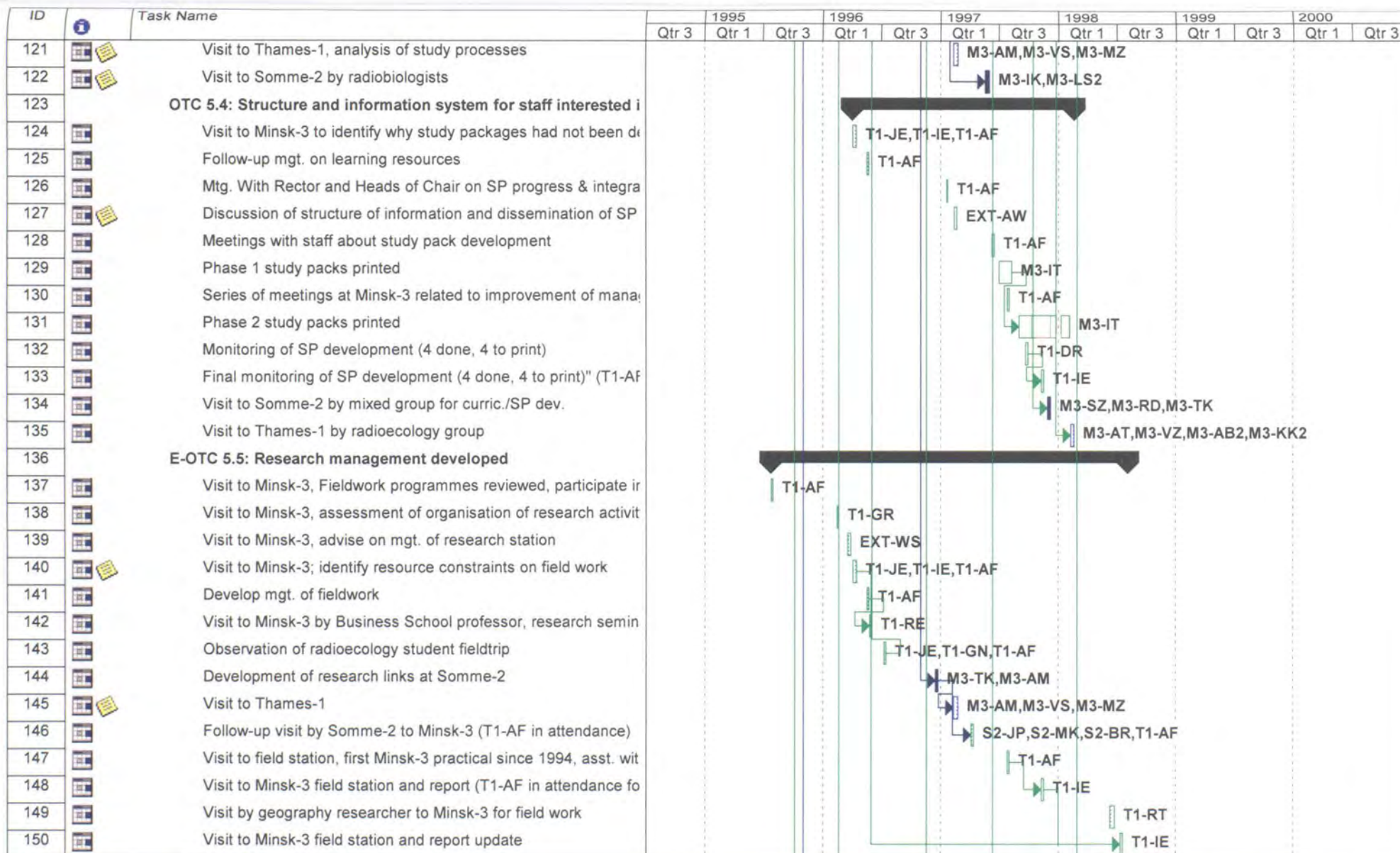


Split



Deadline



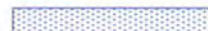


Project: ANNEX B: GANTT CHART

Task



Rolled Up Task



External Tasks



Progress



Rolled Up Milestone



Project Summary



Milestone



Rolled Up Progress



External Milestone



Summary

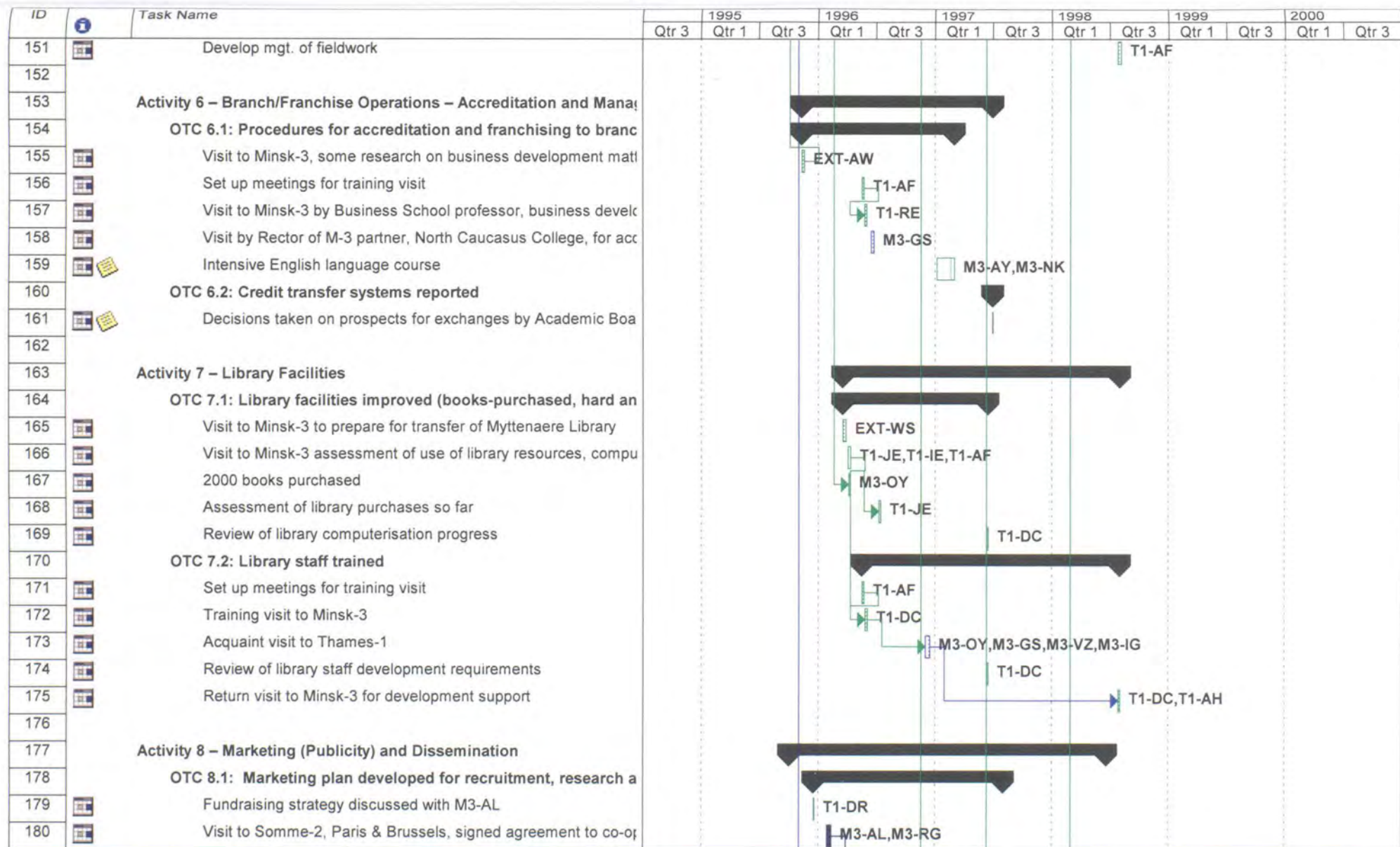


Split

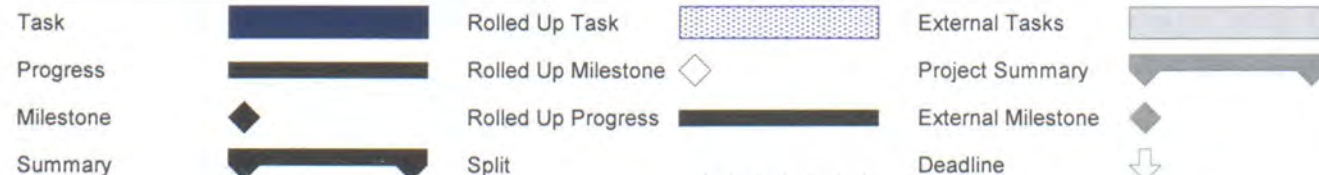


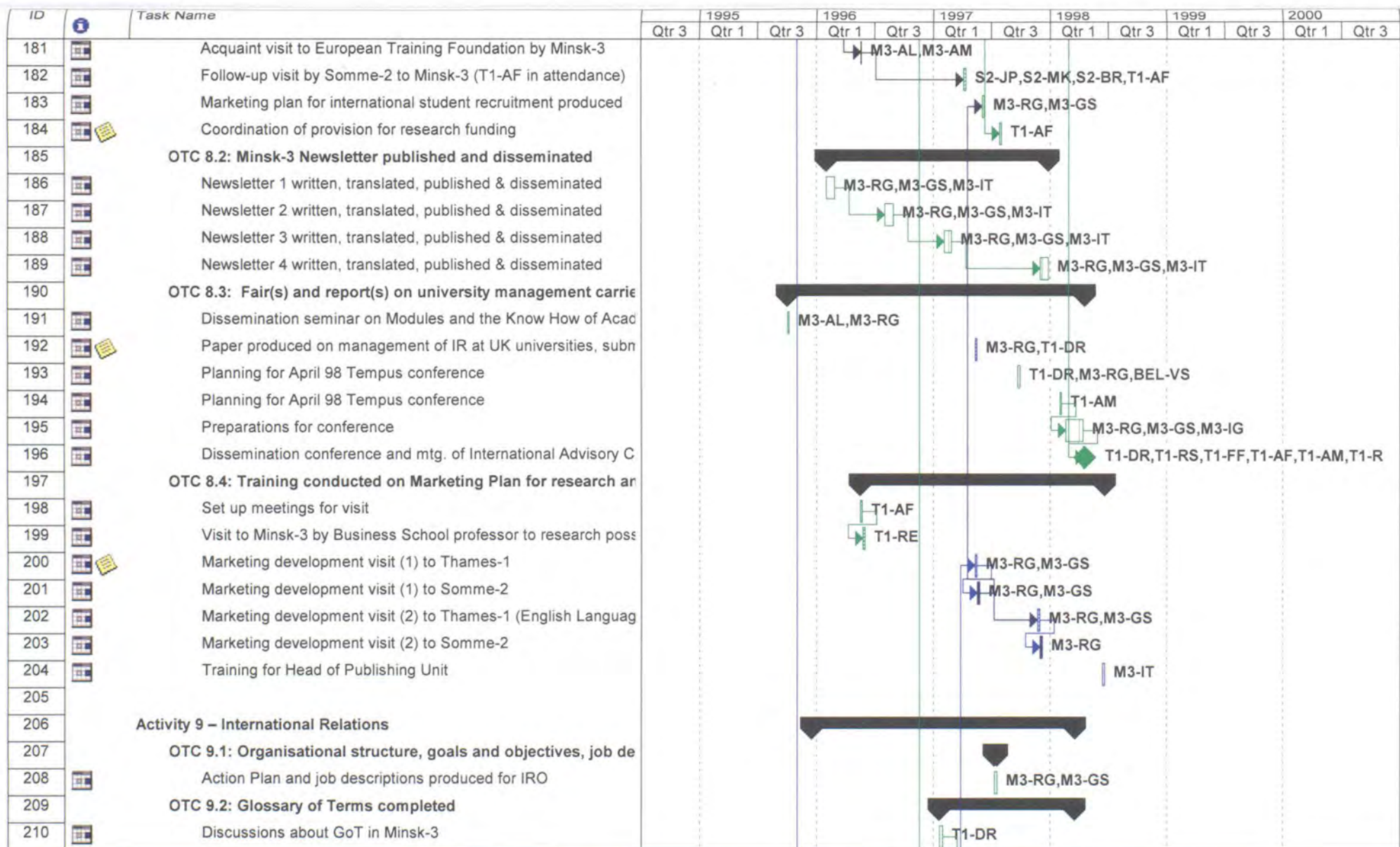
Deadline





Project: ANNEX B: GANTT CHART





Project: ANNEX B: GANTT CHART

Task



Rolled Up Task



External Tasks



Progress



Rolled Up Milestone



Project Summary



Milestone



Rolled Up Progress



External Milestone



Summary

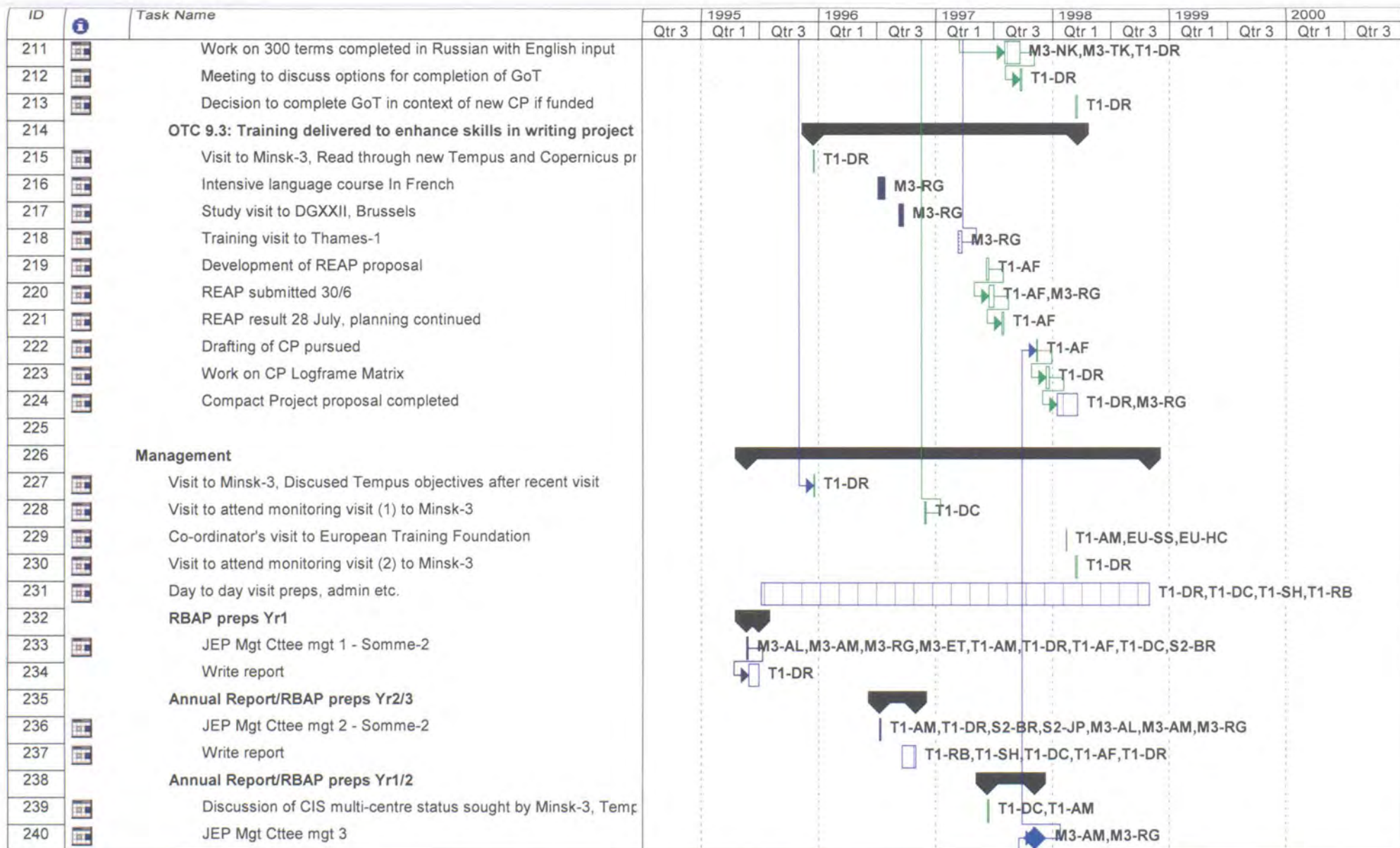


Split



Deadline





Project: ANNEX B: GANTT CHART	Task		Rolled Up Task		External Tasks	
	Progress		Rolled Up Milestone		Project Summary	
	Milestone		Rolled Up Progress		External Milestone	
	Summary		Split		Deadline	

ID		Task Name	1995			1996		1997		1998		1999		2000	
			Qtr 3	Qtr 1	Qtr 3	Qtr 1	Qtr 3	Qtr 1	Qtr 3	Qtr 1	Qtr 3	Qtr 1	Qtr 3	Qtr 1	Qtr 3
241		Write report									T1-RB,T1-SH,T1-DC,T1-AF,T1-DR				
242		Final Report preps Yr3													
243		JEP Mgt Cttee mgt 4										M3-AM,M3-RG,T1-AM,T1-DR,S2-MK			
244		Write report										T1-RB,T1-SH,T1-DC,T1-AF,T1-			

Project: ANNEX B: GANTT CHART	Task		Rolled Up Task		External Tasks	
	Progress		Rolled Up Milestone		Project Summary	
	Milestone		Rolled Up Progress		External Milestone	
	Summary		Split		Deadline	