BOLOGNA THEMATIC PEER GROUP A ON QUALIFICATIONS FRAMEWORK AND ECTS FIRST MEETING

Helsinki (Finland), 15 January 2019

Minutes

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1. Welcome and introduction to the day: key commitments and thematic topics (Carita Blomqvist, Co-chair for the Thematic Peer Group, Head of Unit, Finnish National Agency for Education)

The Finnish host and Co-chair of Thematic Peer Group A on QF, Carita Blomqvist, welcomed the participants of the Thematic Peer Group on Qualifications Frameworks, and introduced and explained the agenda of the day. Carita Blomqvist was chairing this meeting together with Lucie Trojanová (Czech Republic).

The meeting’s agenda was adopted with the modification that the presentation “Multiple purposes and the use of the qualifications frameworks by the stakeholders” by ESU was done after “Self-certification of the national qualification frameworks to the overarching Qualifications Framework of the EHEA: criteria and process, state of play in participating countries” by Finland as the contents fit better to the previous presentation by Christian Tauch (Germany). The other modification to the agenda was in the self-certification and ECTS workshops that were done twice to facilitate the attendees’ participation in more than one topic.

2. Key commitments within the Bologna Process & Creation of the Thematic Peer Group structure within the Bologna Follow Up Group (Klara Engels-Perenyi, DG EAC, European Commission)

Klara Engels-Perenyi (European Commission), member of the BICG, explained with a ppt presentation that one of the main outcomes of the Paris Ministerial Conference was the need for support for better implementation of the Bologna key commitments. She showed the work plan of the BFUG for 2018-2020, until the Ministerial Conference in Rome in 2020, with its different groups. Two years is not long to reach tangible results, but still important to start working and to test the peer support approach. Concerning ECTS in the key commitments, the scoreboard in the final report of the previous “Advisory group on Non-implementation” shows that many countries have not yet fully integrated the monitoring of the use of ECTS into their external quality assurance system.

She explained the process of creation of the Thematic Peer Groups. The European Commission has published a dedicated call for national authorities of Erasmus+ countries to support the implementation of the commitments of the Paris Communiqué. The key elements for improving implementation are first of all the political commitment, together with technical steps, agreed with a broad field of stakeholders that need to work together in the country to
foster implementation. The logic behind peer support is that countries might learn a lot from each other on a voluntary basis. To be able to carry out peer support, the EHEA countries need to ask for help on concrete issues, and others need to declare that they are willing to support them in this process.

The main issues identified within this Thematic Peer Group are:

- Self-certification of the national qualification frameworks within the overarching Qualifications Framework of the EHEA;
- Complete implementation of the ECTS Users’ Guide;
- Short cycle higher education;
- Multiple purposes and use of the qualifications frameworks by the stakeholders;
- Study programmes outside the Bologna three-cycle structure;
- Relationship between the qualifications frameworks and quality assurance.

The peer learning activities should be organized as follows: countries which require support can ask other countries for their input, and for relevant examples; most countries will have some aspects on which they can provide support, and others on which they can benefit from it. All will be able to learn from each other.¹

She explained the terminology and stated that the reversed peer review (also called peer counselling) is focused on one single country, and that it is more intensive and goes more in depth than peer learning.

The participation in the Thematic Peer Groups is a voluntary process and countries with a clear need seem to have signed up for the group(s) they are interested in.

The peer group as a whole will meet 2-3 times within the current period until the next Ministerial Conference in June 2020, but it is expected that the real peer support takes place outside these meetings.

Thereby the role of the Co-chairs is key within the Thematic Peer Groups as they are responsible for planning and organizing the overall activities. Their role is to encourage the countries to share their national challenges in implementation and ask others for support.

Peer support activities should take place among countries, whereby the different countries involved keep the Co-chairs of the peer group informed about the activities and their outcomes. This will feed into a report to the Bologna Implementation Coordination Group (BICG) which will then report to the BFUG about progress made in the implementation of the three key commitments, and in particular whether this approach supports implementation in an efficient way.

The work programme of the peer groups and the results of the peer support activities will be uploaded to the dedicated page on the EHEA website (http://ehea.info/page-peer-group-A-QF).

Attachment: TPG_A_QF_RO_MK_1_BICG.pdf

¹ Details are explained in the final report of the previous Advisory Group on non-Implementation: monitored by external quality assurance agencies in the implementation of ECTS.
3. Presentation of the projects concerning support to the activities related to the Bologna Thematic Peer Groups: Umbrella project / Coordination (Lucie Trojanová, Co-chair for the Thematic Peer Group, Senior officer, Higher Education Department, Ministry of Education, Youth and Sports, Czech Republic)

Lucie Trojanová (Czech Republic) thanked the host for the organization of this meeting and presented the project proposal they have submitted in the Key Action 3 call EACEA/35/2018 "Support to the implementation of the EHEA reforms". She underlined that the project is currently under evaluation by the EACEA and the planned activities can only be realised when the project is selected for funding. Therefore, the below plans cannot be confirmed until the results of the evaluation are available.

The project should be an interaction between the members of the whole Thematic Peer Group. They plan to organize different activities, like Peer Learning Activities (PLAs), Conferences and Thematic Peer Group meetings. The four planned PLAs will be on the following topics:

- Implementation of the ECTS User’s Guide in June 2019 in Prague;
- National Qualifications Frameworks in September 2019 in Berlin;
- Multiple purposes and use of Qualifications Frameworks by stakeholders in November 2019 in Helsinki;

The project partners are the Co-chairs of this Thematic Peer Group (Finland, Czech Republic and Kazakhstan); the German Rector’s Conference and ESU are involved as co-beneficiaries as each will organize one PLA.

When closing her speech, Lucie Trojanová encouraged the participants to work as an active Peer Group and to take advantage of this opportunity to foster the implementation of this key commitment in their countries.

4. Tour de table: participants’ expectations and plans for next steps, including country-specific plans

A tour de table was done, and all participants presented themselves.

5. Activities to support implementation of national qualifications frameworks: design, implementation and self-certification (Christian Tauch, The German Rectors’ Conference)

Christian Tauch (Germany) introduced his presentation saying that all countries who participate in the Bologna process have to have a National Qualifications Framework (NQF). He presented the 10 steps to establish an NQF for Higher Education, the 7 criteria of self-certification and the 6 standards on how to achieve the 7 criteria operationally. He added that qualifications frameworks are the basis for quality assurance and therefore the Thematic Peer Group should bear in mind that work needs to be done in the different countries on this point. 21 systems have referenced their national qualifications framework in the self-certification process not only to the Framework for Qualifications of the European Higher Education Area, but also to the European Qualifications Framework (EQF).
He added that qualifications framework documents have to be sent to the BFUG, and will be published on the country pages of the EHEA website and, if it is an overarching qualifications framework for all education sectors, also on the EQF website.

Attachment: TPG_A_QF_RO_MK_1_NQFs.pdf

6. State of play and next steps: self-certification of national qualification frameworks  
(Carita Blomqvist, Co-chair for the Thematic Peer Group, Head of Unit, Finnish National Agency for Education)

Carita Blomqvist (Finland) introduced her presentation by stating it appears to be very hard to find information about countries’ self-certification reports, although it is important e.g. for international co-operation to have this information. Some reports are on the ENIC-NARIC website (www.enic-naric.net), others are on the EHEA website (www.ehea.info). Most of them are not updated. The Finnish colleagues found 24 countries who have published the self-certification reports. The Thematic Peer Group should examine this situation and make suggestions how this information could be made better available.

The group should decide on how to work best so that people on the move can benefit from the group’s work.

She considered it important that those countries that have not yet published their self-certification report should benefit from the Peer Group and aim to do so before the next Ministerial Conference.

She continued saying that National Qualifications Frameworks (NQF) and the European Qualifications Framework (EQF) are interlinked with quality assurance (QA), recognition and national purposes. Therefore updates on the self-certification reports are needed, which are not mandatory for the countries, but it would be logical to update if countries have a major change in their system. Currently no procedures exist for this.

The Council of Europe’s Network of National Correspondents on Qualifications Frameworks, which is also part of the BFUG work plan 2018-2020, has been contacted to see if there is possibility for co-operation also for the purposes of the Peer Group and in achieving key commitments. This could happen e.g. in connection with the annual meeting of the Network as one item in the agenda.

Attachment: TPG_A_QF_RO_MK_1_EQF-NQFs.pdf

7. Multiple purposes and the use of the qualifications frameworks by the stakeholders (Monika Skadborg, Executive Committee Member, European Students Union)

Monika Skadborg (ESU) presented the idea for the PLA on “Multiple purposes and the use of the qualifications frameworks by the stakeholders” (subject to availability of funding, to be confirmed later). The purpose of this PLA is to reach people who are developing study programmes and who work with Lifelong Learning, international mobility and employability. Stakeholders dealing with these topics will be invited to this PLA. Also, the topic of access
to education for non-traditional learners is important for ESU. There will be a tangible output and the PLA will be useful to get to know who is successful so that countries can connect and learn from each other.

8. Short-cycle higher education (Michal Karpíšek, Secretary General, European Association of Institutions in Higher Education, EURASHE)

Michal Karpíšek, member of the BICG, explained that within the BICG there was the discussion on whether short cycle is part of the key commitments. There are good reasons to consider this topic as a key commitment, especially as the short cycle is now part of the QF-EHEA. He added that there is confusion what "level 5 qualifications" entail, as there are not only higher education qualifications at level 5 and especially not only short-cycle qualifications. He showed an overview on which countries count the short-cycle as part of higher education. There is also diversity of level 5 providers in the different countries, due to the different cultural and historical background.

The short cycle is mentioned in ministerial communiqués since 2003, in 2015 in Yerevan the ministers decided that it should be included in the QF-EHEA, especially as regards its recognition also in the countries not having this qualification level within their higher education qualification framework. Furthermore, the ministers adopted short-cycle higher education as a stand-alone qualification in 2018 while recognizing that possible introduction of this qualification remains within the national remit.

Evidence shows that short cycle has good employability rates, close involvement of the world of work and it attracts new target groups of students to enter higher education and there seems to be a need for raising flexibility of routes and programmes.

There are also a number of challenges, like diverse provision and legal frameworks, a big variety of degrees, lower international engagement of students, EHEA transparency tools and instruments are not always used (QA following the ESG, ECTS etc.). Further issues for consideration are, among others, the mission of short cycle, the target groups and their diverse needs, the name of the degree awarded (“associate degree” or something else?), recognition and permeability. Other questions for discussion are the link of learning to research and the staff profile of teachers.

Michal Karpíšek mentioned the preparation of a project proposal with the Portuguese colleagues on mapping short-cycle higher education in the EHEA that they will present in the next project call in summer 2019. He invited other countries to consider their engagement and asked for their support in mapping the short-cycle higher education situation across the EHEA.

Michal Karpíšek also mentioned the important issue linked to recognition of the level 5. This issue should be raised at the Thematic Peer Group meeting in Tirana, Albania.

Attachment: TPG_A_QF_RO_MK_1_SCHE.pdf

9. European Qualifications Framework and referencing of National Qualifications Frameworks to the EQF: link to the work of the Thematic Peer Group (Koen Nomden, Team Leader Transparency and Recognition of Skills & Qualifications,
Directorate General for Employment, Social Affairs and Inclusion, European Commission

Koen Nomden (European Commission) presented the European Qualifications Framework (EQF) for lifelong learning, which invites EU Member States to relate all qualifications types (including general, vocational and higher education) and levels (from 1 to 8) to the EQF.

The EQF was first adopted in 2008 and then revised in 2017 by EU Council of Ministers. Transparency and comparability of qualifications are the key purposes of the EQF. Among the wider objectives are employability, mobility and social integration of workers and learners.

The governance of the EQF is steered by the EQF Advisory Group which meets 4-5 times a year, with country representatives and stakeholders for the worlds of education, employment and civil society.

A total of 39 countries participate in the EQF process: this includes all EU Member States and 11 non-Member States, which, except Kosovo, are all Bologna Process countries.

The EQF follows a learning outcomes approach and serves as a translation grid for qualifications across countries.

The EQF and the QF of the EHEA are fully compatible:

- The descriptors for the short, first, second and third cycles of the QF of the EHEA correspond to the learning outcomes for EQF levels 5, 6, 7 and 8 respectively.
- The very large majority of countries have referenced to the EQF on the basis of a comprehensive national qualifications framework. Mostly referencing is through a single report that is used both fore EQF referencing and for self-certification. The EQF AG serves as a peer review body for referencing, whereby they examine the respect of the 10 EQF referencing criteria (criterion 8 refers to the single report).
- The EQF Recommendation invites Member States to indicate EQF levels on degrees and Diploma supplements.

Several non-European countries have the wish to relate their national framework to the EQF in order to create more international transparency on qualifications.

Koen Nomden closed his presentation by stating that the development of NQFs in Europe (from 3 to 43 in 10 years time) and the development of a comprehensive "map" of qualifications in Europe are among the major achievements of the EQF. Furthermore, he pointed to the fact that the inclusion of qualifications from different education and training areas in the same framework has contributed to easing transitions and better dialogue between higher education and vocational education and training.

Among the main challenges the EQF is facing he mentioned the need to the full implementation of the learning outcomes approach (teaching, assessment), to keep keeping EQF referencing up to date and relevant and to make the EQF better known to learners, workers, educational institutions and employers.

Attachment: TPG_A_QF_RO_MK_1_EQF.pdf
10. Implementation of the ECTS User’s Guide (Maria Sticchi Damiani)

Maria Sticchi Damiani, who has been involved in ECTS since its very beginning in 1989, explained that ECTS was originally developed within the Erasmus programme, and is now used in the entire EHEA.

When countries join the EHEA, ECTS should be adopted as a national system for credit accumulation and transfer, but its implementation often meets some challenges. This is of particular importance, as it has serious implications for the students.

The new ECTS Users’ Guide was formally adopted by the EHEA Ministers in the Conference held in Yerevan in 2015.

National credit systems are, therefore, expected to be in line with the ECTS system as described in the new Guide, which is intended to support higher education institutions in implementing it. The Guide focuses on institutions and on students as end users.

ECTS includes three main action lines: it enables to design and deliver study programmes with a learner-centered approach; it makes study programs transparent, and ensures recognition of mobile students' achievements during their mobility period.

- In programme design, the allocation of credits to single components is based on learning outcomes and workload.

- In programme delivery, the learning, teaching and assessment arrangements have to be fully consistent with the defined learning outcomes and the estimated workload. Initial credit allocation has to be monitored and revised regularly. This learner-centered approach often implies a radical shift in focus in HE systems from teaching input to learning outcomes; from teaching hours to learning time, from knowledge only to knowledge, skills and competences. And such shift requires a radical cultural change in teaching practice.

- The Guide also describes how study programmes can be made transparent by producing the ECTS course catalogue, and how the full recognition of credits gained abroad can be guaranteed to students by using ECTS procedures and tools, including grade distribution tables.

The implementation of the above points is uneven in the different countries and also in Higher Education Institutions of the same country – mainly because of the decentralized nature of mobility activities and frequent turnover of academics/administrators.

These problems can only be overcome if institutional regulations are adopted by HEIs and their implementation is monitored internally.

Moreover, good practice has shown that the implementation of ECTS in institutions can be facilitated and accelerated by national guidelines both for the recognition of credits and for the development of course catalogues and grade distribution tables.

Concerning credit recognition, a cooperation with Thematic Peer Group B on the full implementation of the Lisbon Recognition Convention (LRC) would be good as the LRC can help in recognition issues between ECTS and other credit systems.
11. Working in parallel subgroups on the following topics:

11.1 Self-certification (chaired by Christian Tauch, German Rectors’ Conference)

Christian Tauch, representative of the German Rectors’ Conference, focused the discussions on a possible agenda for the PLA that Germany plans to organize on QFs in autumn 2019, subject to the availability of funding.

From previous email exchanges with members of the working group and from today’s discussions he concluded that, out of the 10 steps on how to establish a national QF, the interest (and need for peer learning) of most countries focuses on the steps 6 (formal approval of QF) to 10 (self-certification).

Another topic that seems to be of interest to the working group is the actual implementation of the QF in the higher education institutions (i.e. after step 10), its potential for curriculum development and the formulation of learning outcomes, etc. In the PLA, participants could share their experience and plans in this area.

And thirdly, the issue of subject-specific qualification frameworks (e.g. for engineering or chemistry) might be of interest to the participants of the PLA, because this type of QF contains already the “translation” of the generic descriptors of the national QF to the specific requirements of a given discipline, thus making it easier for academics to use the QF.

11.2 Short-cycle higher education (chaired by Michal Karpíšek, EURASHE)

This subgroup discussion focused on the situation in different countries, with regard the status of SCHE, its level of development or discussion on its introduction.

Terminology: there is no generally agreed terminology which would be understood in the same way in the different countries.

Participants gave an update on the status of SCHE and whether it exists in their countries and those where it exists, explained how the process of introducing SCHE in the system went. The overall situation is rather diverse. Most of the represented countries do not have the intention to introduce SCHE, but might still be interested to know more about the topic. In Belgium Flemish Community there is a transformation process of integrating SCHE within University colleges, the process has reached a new stage, in some countries the discussion hasn’t led yet to any concrete policy plans.

The Chair introduced some key objectives of the planned project to be submitted within the next call. The idea is to map the SCHE in the EHEA as no such complete study exists. The project may focus on mapping the mission and objectives of SCHE and various relevant aspects (employability, access to higher education for non-traditional groups of learners, lifelong learning context…). The project will try to define common features and characteristics and rethink the formulation of the learning objectives and general descriptors. The project would formulate policy messages related to stronger embedding of the SCHE within higher education using the EHEA transparency tools (ESG, ECTS etc.).
There was a discussion on how countries that do not have SCHE in their system recognize SCHE qualifications. It seems that not much has changed since 2015, when the Ministers introduced SCHE. Therefore it seems to be useful to coordinate the discussion with the Peer Group B on Recognition.

Conclusions:

- EURASHE will develop the project with some governments (e.g. PT, BE Flemish Community, AL) and stakeholders submission with the intention to map mission and objectives of SCHE, its common definition, learning outcomes and provisions for its delivery and development. The project should lead to policy-related conclusions and recommendations.
- There should be attention paid to the issue of recognition of SCHE within systems which do not include such qualification level within their higher education qualifications framework. A cooperation and discussion with other groups and structures will be helpful, e.g. the Thematic Peer Group B, structures of national correspondents on NQF organised by the Council of Europe, ENIC-NARIC network, and practitioners.
- The subgroup would try to raise awareness and promote the concept through some events. They should discuss how it fits in the Lifelong Learning framework and how to address the challenges in the long term.
- EURASHE is committed to follow the topic together with other networks and partners and welcomes any further support and cooperation.
- The subgroup should cooperate with Advisory Group 2 on Learning and Teaching.

11.3 ECTS (chaired by Maria Sticchi Damiani)

This subgroup started with a summary of Maria Sticchi Damiani’s presentation where she explained the background:

- Each EHEA country should have a national credit system that is in line with the ECTS system, as described in the new ECTS Users’ Guide.
- This requires the implementation of its major action lines: credit-based design and delivery of study programmes, transparency of study programmes, full recognition of credits gained abroad.
- HEIs are responsible for implementing and quality assuring these action lines. Accordingly, they should set up their internal regulations and monitoring procedures, which will be eventually evaluated by the National QA Agency.
- The new ECTS Users’ Guide is intended to support HEIs in implementing the ECTS system in each specific action line.
- Good practice shows that the implementation process in HEIs can be further facilitated if national guidelines are developed by a national expert group.

Maria Sticchi Damiani shared her experience with implementing ECTS in Italy. A project coordinated by the HE Ministry developed a systemic and synergic approach by setting up a national working group including national Bologna experts, representatives of the Rectors’ Conference, the national QA agency, the Erasmus National Agency, the ENIC-NARIC.
centre, the Europass contact point, the national organisations of teachers, students, administrators, as well as some data management experts.

The subgroup discussed the possibility to produce national guidelines for the implementation of some aspects of ECTS (i.e. defining learning outcomes, developing a course catalogue, producing grade distribution tables, regulating recognition procedures) that could then be made available to all HEIs to facilitate their work. Direct reference to the national context and the use of the national language could make such guidelines more user-friendly and effective. Some of the documents developed within the project were shown to the group members as examples of the work done.

Several issues were raised during the discussion. While some countries said they do not have Bologna Experts anymore, others reported similar experiences supporting HEIs in the description of Learning Outcomes through domain-specific reference frameworks, which work very well as national guidance.

It was emphasized that monitoring and revising initial credit allocation is very important, in order to ensure its relevance. This can be best done with the help of student focus groups, like in Denmark, where the democratic and participatory experience of study boards (50% students, 50% teachers) has proved to be most effective. The group agreed that it is necessary to have student-centred learning in mind also when designing governance structures in HEIs, where a collective responsibility has to be established from the very beginning. It was generally agreed that a large involvement of academics and a democratic governance of institutions are key issues for a successful implementation of ECTS principles and procedures.

The group members also discussed the difficulties arsing with reference to the recognition of mobility periods. This is mainly due to the fact that some teachers or institutions are looking for the exact equivalent of single disciplines, while they should see the period of study abroad as a whole learning experience to be recognized as a substitute for an equivalent period of study at home.

Attachment: TPG_A_QF_RO_MK_1_ECTS_documents.pdf

12. Wrap up of the first meeting & way forward. Agreeing on next steps: joint activities (Co-chairs for the Thematic Peer Group)

Lucie thanked all the participants for their active involvement and the rapporteur of the subgroups for their summaries.

Some projects and tools were mentioned that could help concerning ECTS and credit grading, like:

- EGRACONS http://egracons.eu/
- Erasmus without paper https://www.erasmuswithoutpaper.eu/

If Thematic Peer Group members have ideas regarding the implementation of the key commitment of this Thematic Peer Group or ideas for exchange, projects and activities, please contact the Co-chairs:

Lucie Trojanová: Lucie.Trojanova@msmt.cz
Carita Blomqvist: Carita.Blomqvist@oph.fi

The country inputs that were sent by the Thematic Peer Group members prior to the meeting will be fed into the action plan of this Thematic Peer Group. Participants were asked about their future/immediate plans for achieving the key commitments but there were no responses.

Klara Engels-Perenyi (European Commission) announced that there will be a second call for project proposals in spring/summer 2019 and asks the participants to think about project ideas for this next call.

In the first week of June 2019 there will be a Conference in Prague on the Implementation of the ECTS Users’ Guide. The aim of this Conference is to discuss what governments should do to implement the ECTS Users’ Guide at HEIs. The governmental level would be the focus of this conference and some examples of topics would be: National credit system, monitoring of using ECTS, grading tables. The Czech colleagues will prepare a questionnaire about the topics that would interest the countries and what the countries can offer to others.

Lucie Trojanová thanked the speaker, participants, the BFUG Secretariat and especially the Finnish hosts and closed the meeting.

**Action points:**

**Qualifications frameworks:**

- Countries to identify their concrete interest in peer support – German Rectors’ Conference ready to organise peer support activities (to be discussed further when concrete requests arise);
- Group to formulate suggestions to BFUG on the improvement of publicly available information on self-certification;
- Group to discuss how monitoring and regular updates could be organized.

**ECTS:**

- ECTS to be adopted as national credit system – with national guidance to institutions how to use it;
- Institutional regulations for the use of ECTS should be everywhere evaluated by internal and external quality assurance;
- ECTS conference in June (to be confirmed);
- Countries to identify their concrete interest in peer support.

**Short cycle:**

- EURASHE project planned, to clarify terminology, benefits of introduction of short-cycle in national systems, recognition etc.);
- Recognition of short-cycle qualifications in systems where these don’t exist.
Stakeholder involvement:

- PLA to follow.

Overall peer group organisation:

- Country inputs from all member countries needed. The Co-chairs (led by Czech Republic) will compile Excel table regarding the implementation of ECTS, QF, self-certification, etc. as well as support asked;

- Based on this information the Co-chairs will contact the countries with proposals for bilateral co-operation (to be covered by countries themselves);

- Joint peer learning activities will be organized according to the work plan. In this context it is also possible to continue bilateral discussions as agreed by the participating countries.