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THE GEOPOLITICS OF OVERSEAS SCHOLARSHIPS & AWARDS OLD AND NEW PROVIDERS, EAST & WEST, NORTH & SOUTH

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NORRAG NEWS NO. 45**THE GEOPOLITICS OF OVERSEAS SCHOLARSHIPS & AWARDS
OLD & NEW PROVIDERS, EAST & WEST, NORTH & SOUTH**

Following on our account of new actors in development in NORRAG NEWS 44 (September 2010), we shall review in this Special Issue the new politics of scholarships and awards. With the end of the Cold War, there was a distinct shift in the geopolitics of some states providing scholarships. It is widely assumed that the total numbers of scholarships provided by the Western and Eastern blocs dropped dramatically. While it will be important to revisit the situation for scholarships at the very end of the Cold War, and the fall of the Berlin Wall (1989), we shall need also to consider what was the effect on scholarship numbers of the World Conference on Education for All (Jomtien, March 1990). This introduced for many traditional donors a new focus on Education for All (EFA) which covered early childhood, adult literacy, essential skills for young people, and principally primary education. Arguably, higher education was negatively affected by the EFA era. Jomtien was re-enforced by the Dakar World Forum (April 2000), and by the Millennium Summit and the subsequent Millennium Development Goals (MDGs). The only sub-sector of education covered by the MDGs was primary education.

On the other hand, there were some countervailing factors which began to put higher education back on the international agenda. The World Bank issued influential reports on higher education in 1994, 2000, 2002 and 2009. There were World Conferences on Higher Education held through UNESCO in 1998 and 2009. Individual countries began to look at the key role of international students in their strategies for internationalisation. Japan pledged to bring 100,000 foreign students to Japan by 2000. At about the same time, the World Bank's World Development Report identified the crucial role of Knowledge for Development (1998/9) and of universities in Constructing Knowledge Societies (2002). Countries began increasingly to pay attention to the notion of 'world class universities', from India to Pakistan, and from Korea to China. Many of the so-called new actors in development such as South Africa, Korea, Turkey, Brazil, Singapore, Taiwan, Thailand, India and China had begun to identify scholarships and awards as an increasingly key modality of cooperation, even if some of these had been supporting scholarships in a small way for decades.

It should not be thought that OECD countries have retreated from support to scholarships and training awards. Through the US government's Fulbright programme some 8000 scholars are funded each year. Even more dramatically the German Academic Exchange Service (DAAD) funds no less than 57,000 awards annually at a cost of US\$500 million, making it the largest scholarship scheme in the world. Australia takes the encouragement of overseas students and the provision of scholarships very seriously, and currently higher education is the third largest source of export earnings in Australia, bringing in 14 billion Australian dollars in direct income and another 12 billion in value-added goods and services (total US\$25.7 billion dollars).

This Special Issue of NORRAG News is particularly interested in how we are to conceptualise scholarship provision in the new geopolitics of aid and development

cooperation. The old schemes such as Fulbright, Rhodes and Commonwealth remain very popular. But there are now many more destinations that are drawing bright students from all over the world, attracted by the ‘world class’ aspirations of many new host countries. The old terms, - aid, trade, brain drain and cultural diplomacy – are not adequate to explain fully this new phenomenon; nor are the more recent terms such as soft power. We expect NORRAG News readers will want to contribute to the debate, and in the process provide alternative rationales for the dramatic expansion of cross-border training opportunities.

CONTENTS

Foreword: NORRAG NEWS at 25 years Old Kenneth King, University of Edinburgh	7
Postscripts: Lennart Wohlgemuth, Myra Harrison and David Levesque on NORRAG and NORRAG NEWS at 25 years old	9
Editorial: The Aid Politics of Overseas Scholarships and Awards Kenneth King, University of Edinburgh	10
HISTORY	15
Historical Trends in Overseas Scholarship Funding for South Africa prior to 1994 Peter Kallaway, University of Cape Town, formerly Western Cape	16
“Varsity Debate Healthy” David Court, consultant, Nairobi, formerly Rockefeller Foundation	18
The Soviet-Arab Education Cooperation in the Cold War Constantin Katsakioris, EHESS, Paris	20
China’s Exchanges and Scholarships with Africa: History, Success and Problems Li Wei, Zhejiang University	22
The Current Environment for Japan’s Development Aid and Scholarship Support Nobihiro Setoguchi, MEXT, Tokyo	25
OECD COUNTRIES	27
Scholarship Programmes Still Going Strong Goran Hyden, University of Florida	28
Is it Really Aid? Bilateral Aid and the Tertiary Sector in Australia Elizabeth Cassity, University of Sydney	29
The Perils of Pauline: Commercialism in Australian Internationalization Anthony Welch, University of Sydney	31
Development Awards (AusAID) Fiona Cornwell, AusAID, Canberra	33
Mixed Motives in Australia’s Higher Education Scholarship programme? Karen Medica, Monash University	35
Australian Development Scholarships and their Place Within Diplomacy, Education and Development Anna Kent, University of Melbourne	37

NZ Scholarships – New Developments Myra Harrison, NZAid, Wellington	39
The German Academic Exchange Service (DAAD) at a Glance Felix Wagenfeld, DAAD, Bonn	40
Human Capacity Building: Professionals Learning for a Sustainable Career Ingrid Jung, German International Cooperation Agency (GIZ), Bonn	41
Human Resource Development Scholarship Courses: Finally, it's the Secretary that Matters! Matthias Wessler, Han Muenden, formerly University of Kassel	44
South Korea's Scholarship and Training Programme – who Benefits? Kyuchool Eo, KOICA, Seoul and Moo-Sung Lee, HKIEd, Hong Kong	45
French Policy of Overseas Scholars' Aid Bikas Sanyal, IICBA, and formerly IIEP, Paris	47
The Economic Rationale for French Support to Foreign Students Christian Kingombe, ODI, London, formerly OECD, Paris	49
Long-Term Training at Universities through JICA – Varieties and Dynamics Taeko Okitsu, consultant JICA, Tokyo	52
Increasing Research Capacity through Scholarships and Awards: IDRC's Experience over 40 Years Rita Bowry, IDRC, Ottawa	54
Fellowships and Awards: New Approaches for the 21st Century Eva Rathgeber, University of Ottawa	57
Are Donor-Financed Scholarship Programmes Responding to the Emergence of Education Hubs in their Target Regions? Mtinkheni Gondwe and Ad Boeren, NUFFIC, The Hague	58
From Scholarships to Training Programmes and Capacity Building by the Swiss Agency for Development and Cooperation (SDC) Rosemarie Lausset and Dominique Rodas, SDC, Bern	61
Where does Higher Education Aid Go? N .V. Varghese, IIEP, UNESCO, Paris	63
THE CASE OF USA AND UK	66
The United States as a Destination for International Students Raisa Belyavina, Institute of International Education, Washington	67
Commonwealth Scholarships in an Age of Change: the Case of the UK John Kirkland, Commonwealth Scholarship Commission in UK, and ACU, and Tim Unwin, Commonwealth Scholarship Commission in UK, London Commonwealth	69
Scholarships in an Age of Change: A Commentary and Postscript Peter Williams, Council for Education in the Commonwealth	71
Steep Decline in Britain's Prestigious Chevening Awards Peter Williams, Council for Education in the Commonwealth.	73
BRICS SCHOLARSHIPS	74
The Solar Grand-Mothers: South-South Cooperation at its Best Bunker Roy, Tilonia, Rajasthan, India	75

India as a Diverse Scholarship Provider Indu Grover, Haryana Agricultural University, Hisar, India	76
Address by the Deputy Minister of Education and Training Hlengiwe Mkhize, Cape Town, South Africa	79
Scholarships for Foreigners in Brazil Helio G. Barros, Ministry of Science and Technology, Brasilia	81
China's Educational Assistance Lili Dong, University of Minnesota	84
Russia's Return to Africa – the Scholarship Dimension Guy Pandji, University of Ngaoundéré, Cameroon	86
'Diploma' Serves 'Diplomacy'? Politics of Chinese Government Scholarships in Tanzania Tingting Yuan, University of Bristol	126
New DONORS – OLD SCHOLARSHIP TRADITIONS?	88
Cuba's Scholarship Tradition: the Perspective from Ghana Sabine Lehr, University of Victoria, Canada	89
Educational Policies of Turkey on Turkic Republics and Turkic Communities: Turkey's Great Student Exchange Project Cennet Engin-Demir, Middle East Technical University, Ankara	91
Hong Kong Aspires to Attract the "Best and Brightest" PhD Students Pong, Ting-chuen, Research Grants Council, Hong Kong	93
Why Hong Kong Doesn't Give Cheng, Kai-ming, University of Hong Kong.	95
COUNTRY EXPERIENCE OF THE LURE OF THE 'INTERNATIONAL' UNIVERSITY	96
International Scholarships or Global Marketing Mechanism: Interesting Macro-Micro Dichotomies? Binod Khadria, Jawaharlal Nehru University, New Delhi	97
Chile's Radical Expansion of its Postgraduates Studying Abroad. Where are they Going? Cristián Cox, Catholic University of Chile, Santiago	98
Why Go Abroad for Master's and PhD? The Case of Jordan Lama Nusair, Hashemite University, Jordan	102
The Geopolitics of Scholarships: Views of a Kenyan Beneficiary Bernard Omwenga Momanyi, Nottingham University	104
Old and the New Forms of Scholarships and Donations in Ethiopia Jana Zehle, Addis Ababa University	106
Do Russians Look Across the Border to China? Andrey Uroda, consultant, Tokyo, formerly University of Hong Kong	109
NORRAG REVIEW; READERS VS MEMBERS; CONFERENCES & CURRENT STATISTICS	111
NORRAG and NORRAG NEWS: Brainstorming the Way Ahead Kenneth King, NORRAG	112
Quantitative Issues in Managing Membership Networks Robert Myers, Hacia una Cultura Democrática, A.C. (ACUDE), Mexico City	119

NORRAG at the UKFIET Oxford Conference, 15-17 September 2011	119
NORRAG at the EADI/DSA Conference 19-22 September 2011, York, UK	121
NORRAG: Essential Statistics Lama Nusair, Hashemite University, Jordan	122
GMR 2012	123
The On-Line Consultation of the GMR 2012 on Skills Development Stuart Cameron, EFA GMR team, UNESCO, Paris	124

Foreword on NORRAG NEWS at 25

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Although the idea of NORRAG and of NORRAG NEWS (NN) came up in late 1985, the first issue of its newsletter appeared in 1986. [For a page of history, see <http://www.norrags.org/about/history>] Twenty five years is a good time for stock-taking. Hence in March of this Anniversary Year we held a two-day brainstorming meeting in Geneva. Our discussions about the past, present and future were greatly enriched by Claudio de Moura Castro (Brazil), Kaz Yoshida (Japan) and Alioune Camara (Senegal).

There is a fuller report later in this issue, but here we just highlight a few of the key issues raised which have implications for all those receiving this issue of NORRAG NEWS.

Readers, Members and Receivers

a) READERS

Since NORRAG membership and NORRAG NEWS became free on line, we have been pleased that “membership” has risen in just a few years from less than two hundred to more than 3,200 now. Because we have wanted to know something about our readers, we have encouraged those who wanted to access the latest issue of NN as a PDF to spend five minutes providing us with a brief profile of themselves, including a word about their regional expertise and professional areas of interest. This was not a very serious hurdle, as it was always possible to access and read the latest issue of NN on-line. We were pleased, however, that over 3,200 people did find time to give us their brief profile, but we were aware that there were many others who just wanted to consult the latest issue, or one of the other 45 issues that have appeared over the last 25 years. So we have many readers for whom we don't have any profile.

Starting from this latest issue, NN 45, there will be no hurdle to immediate access to the newest PDF of NORRAG NEWS. The whole corpus of NN will be available to read or download. Those who want to read, consult, or search for some item will be able to do so. We shall think of this group as READERS and recall Noel McGinn's apt comment that NORRAG is in one way like a library where people visit to take things out. NORRAG's readers will be able to search the data-base as in a library. Also, if they want to receive an email alert when a new issue of NORRAG NEWS is posted, they should give us an email contact, their country name, and their institutional status, whether academic, policy-maker, student, consultant, NGO etc. That will allow us to know just a little about our readership. Thus we now have 175 readers in Switzerland, 142 in India, 380 in the UK, 260 in USA, 108 in South Africa, and 97 in the Netherlands. We even have many members in China though for some technical reason, web-site access to NORRAG is impossible at the moment on the mainland.

b) MEMBERS

But NORRAG is more than a library or a set of readers. Our expectation is that amongst our expanding numbers of readers there will be a much smaller group of people who are keen to have a closer relationship to NORRAG, and thus profit from, as well as contribute to, different kinds of full NORRAG membership opportunities. These would include:

Publishing their profile through NORRAG, by adding to their existing form a one-page cv.

Contributing to future, special issues of NORRAG NEWS.

Using the NORRAG Networking Tool, to check on and relate to NORRAG members by specific country or field of expertise.

Participating in or organising face-to-face, country-level NORRAG cluster meetings on relevant themes. [This year we are planning such piggy-back meetings in S. Korea, New Delhi, Japan, Italy, UK, Argentina, and Burkina Faso.]

Initiating an on-line discussion via NORRAG's website, on a theme of interest to the particular NORRAG member and to NORRAG.

We trust that about 10% of our total readership would want to be considered members of NORRAG. But we shall also need your advice on what else we might expect of members. Please don't suggest NORRAG tee-shirts; we have thought of that!

c) RECEIVERS

This is an intriguing category suggested by Claudio de Moura Castro. He argues that in every country there are key policy folk who are too busy to be members of networks or associations, and who cannot be expected to be regular readers. However, they should be sent NORRAG NEWS because the message of that particular issue might strike the right note; and could lead to a policy change. He suggests we call these RECEIVERS. These individuals can of course decide to delete or stop any future issue of NN arriving; but they should be identified and targeted in many of the countries where NORRAG NEWS is disseminated, because their interest in a specific issue could be critical for policy change.

Grasping the Facebook and Twitter nettle?

Of course, NORRAG has already had an extremely valuable if under-used Networking Tool for several years. It allows members to see who is a NORRAG member in any country of the world; and it also provides the institution, professional & country expertise, and the email for those people selected. This is invaluable for planning trips, sabbaticals, research and consultancy contacts. It is also invaluable for organising face-to-face meetings at country level. But we have not yet explored how we could profit from the interactive potential of social and professional networking through Linked-in, Facebook and Twitter.

It is commonplace for professional networks and associations such as EADI, DSA and RAS to have links from their home pages to Twitter and Facebook, as well as Linked in. How would those opportunities affect NORRAG, and, most important for a Network that has a very light organisation, how would it alter the way we work? We are currently discussing with comparator networks the pros and cons, and will certainly be asking our members and readers for their opinions.

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Twenty five years of support to NORRAG and NORRAG NEWS

We should recognise that the decision to support NORRAG was taken by Lennart Wohlgenuth, head of the Education Division of Swedish Sida back in 1985. The Dutch Centre for the Study of Education in Developing Countries (CESO) along with NUFFIC was involved from an early stage; ODA/DFID later took over the baton from Sida in funding NORRAG NEWS; and from 1992, Swiss Development Cooperation supported the coordination of NORRAG in Geneva. It is highly appropriate therefore that there just happen to be articles in this issue of NN45 by NUFFIC, Swiss Development Cooperation and by Myra Harrison, who was the Chief Education Officer in ODA when the decision was taken to support NORRAG NEWS. We also carry a short note from Lennart Wohlgenuth and David Levesque.

But the biggest thanks must go to our NORRAG NEWS contributors, of which there must have been well over 1600 since we began. And to our READERS, our MEMBERS, and our RECEIVERS, as we go down this avenue of recognising different elements in our NORRAG constituency.

Post-scripts on NORRAG at 25 Years Old.

Here below is a note from Lennart Wohlgenuth (29.3.11) who decided to support the concept of NORRAG and of NORRAG NEWS, 25 years ago:

“Time flies! It is very difficult to grasp the fact that 25 years have gone since Kenneth visited Sida to convince us that we needed to support the idea of how to widen the information base on education and development to a bigger group of readers and to relate it to the discourse on aid or, as it is called to-day, development cooperation. No one has ever been able to resist Kenneth when he is fulfilled by an idea on how to improve the world; so we agreed willingly to support the idea of creating NORRAG News. I have never had any reason to regret that decision. NORRAG News has filled an important gap in the flow of news and still does so. It gives a critical view on development and the role of education, and has looked the gift horse in its mouth and never been hesitant in making critical views heard. It has also, as in this issue, brought up important new ideas and thinking to the fore even when messages have been problematic for many of the readers. Congratulations NORRAG News and I hope that NN will live for many more years.”

Lennart Wohlgenuth Professor at School of Global Studies, University of Gothenburg, and former head of Education at Sida.

Myra Harrison was Chief Education Officer in DFID when the NORRAG President at the time, Aklilu Habte, suggested that ODA, as it was called then, might valuably support the production of NORRAG NEWS. Myra is now in charge of education in New Zealand’s aid programme, but has sent us a few lines (6.4.11):

“Who would have thought that NORRAG NEWS would have reached its quarter-century? THE international education and training journal, or bulletin, which has appeared pretty regularly over the years, steered with infinite determination - at least during my interactions with it - by Prof. Kenneth King - and always containing something interesting, something new - can it really be 25? Well, it just shows that belief in the value of your work, and the afore-mentioned determination, can move

mountains. Speaking of which, I can remember being prodded many times by Kenneth to contribute an article : "Myra - just a few paragraphs on..." (see this issue also!) I was glad to be able to support NN while I was at DFID, and now have hopes that it might reach its half-century - you just never know."

Here is a note from **David Levesque** of DFID (30.3.11) who has been closely involved with NORRAG and NORRAG NEWS for many years:

"It is a tribute to the founders and editors of NORRAG that it has successfully made contributions to the development debate for 25 years. With few financial resources, many colleagues from across the world have contributed their knowledge and experience to enrich and strengthen development.

Development agencies and partners rely on critical friends to bring perspective and to hold up a mirror where policies and strategies might be improved. NORRAG, through encouraging a wide range of authors particularly around skills development and education, in short readable articles, has made a significant contribution."

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EDITORIAL

The Aid Politics of Overseas Scholarships and Awards

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Scholarships and awards have been an integral part of educational provision from very early on; in many of the oldest 'public' schools like Winchester and Eton in England, poor, bright scholars were a key component of the school along with the fee-paying students. As a corollary, richer nations have offered scholarships to poorer countries as an element in official development assistance (ODA) from its very beginning. Interestingly, the so-called emerging donors have followed suit.

Scholarships are by no means only for the bright poor, or for the poorer countries. Many nations and foundations offer scholarships for bright students from rich countries, in what could be called North-North cooperation. For instance, the multilateral British Commonwealth provided scholarships not only for the movement of its poorer members to access awards in the richer Commonwealth countries like Canada, Singapore, Malaysia, New Zealand and the UK, but such Scholarships have also been available to these richer Commonwealth countries on the excellence rather than 'development' agenda.

This special issue focuses principally on South-North cooperation as well as South-South. There are even examples of North-South-South, or triangular cooperation, as for example when a country such as Japan provides support to a middle income South East Asian country to offer training for participants from Sub-Saharan Africa. This is not to say that North-North cooperation is not vital to capacity building and knowledge exchange. Indeed, it should be remembered that many of today's

industrialised or industrialising countries built up their technological capacities by deliberate targeting of their own expertise through sending scholars abroad [See most notably Japan and South Korea.].

Scholarships as central to the philosophy of bilateral aid?

Scholarships seem to be at the heart of the bilateral aid process. This, at its most basic, assumes a capacity deficit which can be made good by transfer of technology from richer to poorer nations. This is the treasure-house of 'technical knowledge' which President Truman in his Inaugural of January 1949 asserted the USA could provide to help relieve the suffering of more than half of the world's population living in conditions approaching misery. Thus scholarships and awards became a key element of technical assistance – the other half being the provision of technical experts to the developing world.

Interestingly, technical cooperation and technical assistance are not terms that appear in the Paris Declaration (2005) on aid effectiveness at all. Equally, though there is a lot of reference in the Paris Declaration to strengthening the development capacity of countries with support from donors, there is no mention of scholarships and awards as items that might achieve this. In other words, these items are not seen as encouraging country systems or country ownership. Rather, they are presumably seen as part of tied aid, something that should be progressively reduced and done away with. And yet scholarships and awards are very much alive and well, and appear to be key components of bilateral aid architecture, whether for new donors or old.

Scholarships and bilateralism

Perhaps scholarships and awards are so common, despite the Paris Declaration, because they are at the very heart of the aid process. Intimately connected to the notion of development is learning from others' experience or from others' expertise. So it should not be surprising that those countries involved in aid do offer access to their experience and to their experts. Historically, it was precisely the access to the specificity or the particularity of the donor's experience that led to scholarships and training awards. They were built on the notion that individual donors had some comparative advantage, some niche which others can appreciate and learn from. Where better to appreciate the Chinese experience of development or of poverty alleviation than China? Where better to appreciate the finer elements of French, English or German language teaching than in France, England or Germany?

In this connection it is interesting to see that the first item on the home page of JICA, after the condolences for the earthquake victims, is "Focus on Training", and a note adds that 'It is reputedly the world's largest training program offered to developing countries. More than 12,000 participants attended 1,300 courses this year in Japan.'¹[http://www.jica.go.jp/english/news/focus_on/training2010/index.html] Larger numbers are trained through JICA in their respective countries, and others again in third countries.

What is intriguing to underline is that JICA emphasises the crucial importance of 'Japan's Experience' in discussing the provision of training, and makes the point that it 'has developed a storehouse of knowledge not found elsewhere from unique systems of organization, administration and personnel management to such social systems as the livelihood improvement approach and governmental organization.' It is

access to this 'unique' deposit of experience that justifies both long and short-term training in Japan. It is also the basis for the sending of Japanese experts to the developing world.

The same assertion is made by South Korea: that its program was started as a 'scholarship program to share Korea's unique economic development experience' [<https://training.koica.go.kr/>].

For many other countries such as China, Brazil, India, France and Germany which invite large numbers of scholars and trainees to come to the mother country, it can be assumed that it is also exposure to the specific experiences of the home countries that plays a key role in making the case for training support. This particular experience can vary greatly, from what can be called cultural or linguistic diplomacy (to which we shall return), commercial diplomacy, and political diplomacy.

The search to expose potentially future leaders to the best experience of the host country is commonplace. Here, for instance, is the blurb for the UK's 'most prestigious' award, the Chevening Scholarship, as it appears on the website of the British Council in Pakistan:

They enable future leaders, decision-makers and opinion formers from around the world to become familiar with the UK, to gain new skills, or update current professional skills. The ultimate objective is to benefit their countries upon their return.

But the blurb adds, for the benefit of Pakistani applicants, a very special angle:

Scholarship is available for the following subjects:

Security and Counter-Terrorism; Governance and Democracy; Regional stability and conflict resolution; Media & Communications; Economic Growth

This is very different from Chile, for example, which reads, for the same Chevening scholarships, as follows:

This year the British Embassy is looking for high quality applications related to the following fields of post-graduate study: Sustainable Energy Policy; Climate Change/Green Growth; Financial Services. We will not this year be able to consider applications in other academic areas apart from these three.

Or again in India, for the same awards:

The programme is aimed at exceptional Indian graduates with strong leadership potential from all backgrounds, whether public or private sector, or from the NGO field. The programme covers a wide range of disciplines, ranging from Economic Governance, Finance and Public Administration to Sustainable Development and Science & Innovation.

This small example illustrates how the same, very prestigious award can be interpreted differently by the British Foreign Office in different country settings. The same may well be true of other countries.

Scholarships and language promotion

Scholarships are often thought to be also about language and cultural promotion, whether English, French, German, Portuguese or Spanish, to mention just some of the languages where there are institutions for the promotion of language and culture internationally, such as the Cervantes and Goethe Institutes, the British Council, USIS, Instituto Camoes (Portugal), Brazilian Cultural Centres, and the Alliance

Francaise. This group has been joined in the last five years by China with its 300 Confucius Institutes, world-wide, and its 370 Confucius Classrooms. These latter have been different from the others just mentioned in the sense that the Confucius Institutes and Confucius Classrooms are not on the high streets of national and provincial capitals, but rather are partnerships between host universities and schools overseas and mainland Chinese universities and schools. But they offer internationally to all partner institutions the opportunity for language scholarships and awards in China in large numbers.

Scholarships vs the EFA Dakar Goals

For several years the prestigious and influential EFA Global Monitoring Report (GMR) has been reporting on aid disbursements to basic education, principally across OECD donors. There are major differences within the donor community on proportions of aid by education level. Thus a number of donors, including USA, UK and the Netherlands, along with most Nordic countries and Canada, give 60% of educational aid to basic education. By contrast several others, including Japan, France and Germany, provide over 70% of their educational aid to post-basic. For France and Germany, as well as Portugal and Austria, a substantial proportion of this post-basic provision goes into what are termed ‘imputed student costs’.

Intriguingly, however, several of those countries which gain a high rating in EFA terms, such as UK, USA and the Netherlands, according to the EFA GMR 2011, are also countries which for years have been known for their Fulbrights, Marshall Scholarships, Commonwealth Scholarships, and Netherlands Fellowship Programmes.

Scholarships-for-return vs life-long relationships

Most bilateral scholarship programmes are not designed for exporting personnel. Rather, they are very strict about the importance of the return of scholars to their home countries. But the German Academic Exchange Service (DAAD) has long built in the idea of the scholarship being the first part of a lifelong engagement with Germany. Here is what is said in Wagenfeld’s article in NN45. This suggests very strongly the importance of the scholarship being the beginning of a continuing partnership rather than a one-off exposure:

- encouraging outstanding young students and academics from abroad to come and study or conduct research in Germany while simultaneously striving to maintain contacts with them **as lifelong partners**, [emphasis added]

Here it might be added that when Northern universities offer scholarships to young academics from the South, they too are often hoping that it will be possible for the researcher to stay on and contribute to the research excellence of their university.

Scholarships and awards on the rise or on the decline?

One of our headlines for this special issue of NN is that Germany’s DAAD offered 67,000 scholarships and awards in 2009, 2/3 to foreigners and 1/3 to Germans. Equally, scholarships and awards are certainly rising in several of the so-called new donor countries such as China, India and Brazil. For example China’s short term awards to Africa have gone up to 20,000 in the present triennium (2010-2012) from just 10,000 some 6 years ago. By contrast, there is a real intention to cut student visas to some European countries. In the UK, for instance, the plan is reduce student visas

by as much as 25%, or between 70,000 and 80,000 students. Precisely how this will impact on government and university scholarships is not yet known. There are other countries such as Sweden which are dramatically changing their student scholarship traditions so that for the first time non-EU foreign students will be paying substantial fees, e.g. \$36,325 dollars for a two year master's programme.

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HISTORY

Historical Trends in Overseas Scholarship Funding in South Africa Prior to 1994

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Keywords: South Africa; Rhodes Scholarships; early scholarships for black South Africans; apartheid era scholarships; scholarships after majority rule

Summary: The funding of higher degree studies for South African students at overseas universities has been a key element in the history of South African education, but it is largely neglected in the literature. This is a very brief outline of what might need to be studied if a fuller picture is to be drawn.

The funding of higher degree studies for South African students at overseas universities has been a key element in the history of South African education, but it is largely neglected in the literature. This is therefore a very brief outline of what might need to be studied if a fuller picture is to be drawn.

Up to 1994, majority rule in South Africa, I would suggest that there are two major categories of such funding:

a) the first concerned the awarding of prestige high end scholarships through the auspices private foundations to promising white scholars at European or UK universities.

b) the second for black students who either through church/mission allegiance, or via philanthropic networks, managed to gain the opportunity to study abroad. Most of these went to the USA in the early years, but during the anti-apartheid struggles increasing numbers made their way to Eastern Europe, the USSR, and some to the universities of Western Europe and post-colonial Africa.

Prestige – High End Scholarships

The most famous of these were the elite Rhodes Scholarships which sent numerous white students to Oxford University between 1916 and 1994. The majority of these scholarships were for post-graduate study at Oxford University, though a small number were attached to specific schools such as South African College Schools (Cape Town), Bishops (Cape Town), Paul Roos (Stellenbosch) and St Andrews (Grahamstown). The latter allowed the recipients to proceed to undergraduate study in the UK. This postgraduate and research category of awards was later supplemented by the Ernest Oppenheimer Scholarships. There was a significant spread of such scholarships between candidates seeking to obtain higher degrees in sciences and the social sciences.

Another key source of early research funding for the social sciences was based on the Rockefeller Foundation grants to a number of key South African students at the LSE who studied under Malinowski in the 1930s and carried out path-breaking research in Africa in the field of anthropology.

During the first half of the twentieth century a considerable numbers of white South Africans also studied in the UK and Europe (mainly in Holland and Germany)¹ presumably either with church funding for clergy, or through private funding, but there is little information on how these students were funded. Dutch/Afrikaans language speakers tended to favour this option though the rise of Nazism and the advent of the Second World War tended to disrupt such networks. It is only from the 1980s that the preference of such students seems to have changed to favour North America.

At Yale during the 1970s-80s Prof L.M. Thompson at the South African Research Programme provided a platform for researchers and students on Southern Africa, picking up on a tradition begun by Loram in the 1930s (see below) though now entirely disconnected from the study of education which was a key feature of Loram's time.

Mission and Philanthropic Scholarships for Black South Africans

While white scholars who studied abroad generally followed careers in science, the humanities, law and medicine, the majority of black South Africans were constrained to follow the fields of religious studies or education. A few managed to obtain medical degrees. For the most part, study abroad by black Southern Africans was funded by the mission churches from the nineteenth century. Such students attended Scottish universities (principally Edinburgh for theological and medical students) and black Southern Colleges. Programmes like the Jeanes Fund for rural education, established initially to support the development of Black American teachers in the rural South, extended its activities to East and Central Africa in the 1920s.

The major route for African missionary scholarships was to support the study of outstanding students at colleges in the Southern States which were associated with the context of Tuskegee Institute and the educational philosophy of Booker T Washington. The AME church based on Adams College in Natal was a major promoter of such exchanges. While the numbers associated with such bursaries were relatively small, these attempts to "Produce the Good African" often led to a degree of resistance and even defection by the students involved.

Also during the 1930s, Charles Loram, previously Inspector of Native Education in Natal and head of the South African Native Affairs Commission, and later professor of education at Yale University, established a visitor bursary scheme linked to American philanthropic foundations like the Phelps-Stokes Fund and the Jeanes Fund, for South Africans who were to be initiated into the field of adapted rural education. Such visitors were often taken on visits to Southern Colleges like Tuskegee which were held to be models for African colonial education.

After World War II British Council Scholarships came to be available to South Africans, as well as a variety of other sources of funding, and by the 1960s they were

increasingly earmarked for black South Africans. During the 1960s the steady stream of political exiles leaving South Africa on exit-visas found places in British universities. Some were accommodated in German and Dutch Universities. Relatively few students went to North America. The South African Council for Education, a project of the National Union of South African Students, coordinated the placement and funding of black South African students abroad from the mid-1960s.

As a result of the activities of the Anti-Apartheid movement, increasing numbers of students fleeing from the apartheid government found refuge as students in Eastern Europe and the USSR.

In the post-SOWETO era considerable numbers of students fled South Africa and were often reported to be studying at the new universities of Africa. Many students in the course of the period 1980-1994 appear to have gone on to study in Communist countries.

It is really only in the 1980s that major funding came to be characteristic of American scholarship provision. Ford, Mellon and Spencer have all been involved in various ways.

Stanford University has played a major role in the field of educational studies. There has been increasing involvement by the Fulbright Fellowship programme.

From the 1990s the Spencer Foundation provided funding for a coalition of South African universities to support educational research and funded students within South Africa for PhD research.

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“Varsity Debate Healthy” *Nation* 24/2/11

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Keywords: East Africa; higher education; decline in quality; promising developments

Summary: This piece, using East Africa as an example, examines the current crisis in higher education, exploring lessons from history and proposing interventions to improve the current state of affairs.

The diminishing quality, and declining relevance, of African higher education define its current crisis, and provoke debate over what can be practically done nationally and internationally. Practice may gain from asking: Are there any useful historical lessons? What are the cause and character of current problems? Which are the promising improvement responses? East Africa provides some illustration.

History: Positive and Negative Features

Some helpful lessons are evident in the Rockefeller Foundation programme from 1962-1983 entitled EFD “Education for Development”. It included the following steps:

Large scale, long term commitment to staff development, for particular departments in selected universities—Makerere, Nairobi, Dar Salaam etc:

- PhD training for the most outstanding East African undergraduates at leading universities in the UK and the USA;
- Long term Foundation staff on the ground helping student selection, plus high quality international professors occupying departmental positions, until the trained students returned;
- A very high proportion of identified students returning to these positions, received encouraging research support where they worked, and have had distinguished careers.
- The initial quality of the three East African universities was recognizably high, and is so judged in retrospect.

However, the gains were neither built on nor retained, due in part to various limitations of the EFD programme:

Concept of a “university” imported and derived from US and UK models, perceived by some as “imperial”:

- Heavy focus on the social sciences, with little attention to scientific disciplines and cross department relationships;
- Little definition, or explanation, of “development”, the declared EFD objective;
- Limited concern for women students;
- Insufficient anticipation of ICT in university conditions.

Current Decline

While numerous factors account for the decline of higher education, what remains is the acknowledged dearth of high quality universities in Africa, outside South Africa and Egypt. There is now national concern in Kenya about:

- Parallel degree programmes, and an overburdened ratio of students to staff, in a context where the best teaching staff tend to emigrate, or move to other jobs;
- Examination cheating;
- Undergraduate curricula seen by employers as irrelevant, and a requisite for retraining;
- Rapid uncontrolled expansion in the number, types, and content of tertiary institutions; many involving ethnic, religious and political motivation, while providing access in exponential rather than qualitative terms;
- International donor agencies in this period tending to compete with each other, distracting recipient universities by their intrusive administrative demands.

Promising Steps

In response to the decline some overdue corrective steps are beginning to be considered and taken by governments, NGOs and some international agencies, e.g. in Kenya:

- There is some civic and media recognition that there is a problem which needs to be addressed— e.g. “What should we do to reform university education? ... How can the universities be made competitive and innovative? ... Is there need to rethink the model?” (*Nation* editorial 24.2.11)
- Centres of excellence and regional networks are providing outstanding regional programmes e.g: CHET South Africa, AERC and FAWE Kenya.
- Enforceable legal conditions for the establishment of universities are being laid down by governments.
- Internet technology is finally being applied and generalized in leading institutions.
- New international agencies are applying themselves with relevant styles and emphases.
- Even donor agency coordination is being sought through “Partnership” measures.

Potentially important in several countries has been the use of a “Commission of Higher Education (CHE)”. In Kenya it has been redesigned and restructured. It is now governed—in a semi-independent fashion-- by a series of committees, combining high level ministry members and external technical professionals, for each of the main policy areas. Their task is to identify urgent policy steps that can promote quality and relevance, and ensure their ministerial implementation. This is an admirable and overdue mandate, but a challenging task that applies, not only to Kenya, but much of the continent. This author started with “EFD” and is now a member of Kenya’s “CHE”— Plus ca change plus ca....!

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The Soviet-Arab Educational Cooperation in the Cold War

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Keywords: Soviet Union; Arab states; cultural diplomacy; educational aid; technological and medical priorities in scholarships

Summary: Beyond political, military and economic cooperation, cultural diplomacy and educational aid constituted two major instruments of the Soviet-Arab policy.

After Stalin’s death (1953) and the rise of Nikita Khrushchev, the Soviet Union endorsed the principles of the Bandung Conference (1955), supported Egypt during the Suez Crisis (1956) and sought for a partnership with the non-communist countries of the Southern hemisphere. For both geopolitical and ideological reasons the Arab

world lay at the centre of Soviet attention. Beyond political, military and economic cooperation, cultural diplomacy and educational aid constituted two major instruments of the Soviet-Arab policy.

For the newly-independent Arab countries educational cooperation with the USSR was an opportunity not only to diversify their foreign partnerships, but also to train specialists that they terribly needed for their economic development and subsequently for the consolidation of social peace. Iraq, which after Abdel Karim Qasim's coup in 1958 abandoned its pro-Western orientation, became the first non-communist exporter of students to the USSR. Other socialist-oriented Arab countries, such as Egypt, Algeria, Syria and South Yemen signed agreements of cultural cooperation with Moscow and sought for the training of their students in Soviet universities and technological or technical institutes. Arab countries, which initially were extremely suspicious vis-à-vis the Soviet intentions, such as Tunisia or Morocco, gradually overcame their reluctance and even close Western allies, such as Kuwait and Bahrain, opted for the educational cooperation with the communist superpower. The technological and scientific aura of the USSR undoubtedly played a significant role in their decisions.

As a result, in 1965 there were 2,623 Arab students in the USSR, a decade later 5,844 and in 1986 their number reached 19,810. From 1960 till the end of the Cold War almost 60,000 Arab students received education in the USSR, let alone workers and specialists who attended short training programmes in Soviet enterprises or institutes. Arabs made up the 20% of all foreign students in the USSR both from communist and non-communist countries. Approximately 80% of Arab students graduated from institutes of higher education (*vuzy*), 7% received a PhD (*aspirantura*), while 13% graduated from technical institutes (*tekhnikums*). Half of the Arab students in USSR were trained in technological or technical specializations, almost a quarter of them studied medicine or medical specializations and the others followed diverse programmes from law and economics to humanities. In fact the technological and medical orientation of the educational exchange was not only a wish of students, who cared for their professional careers, but also of their governments, most of which preferred preserving their students from the teaching of Marxism-Leninism, political and social sciences. Such courses were optional till 1968, but then became obligatory in all the faculties.

Arab students were distributed in tens of Soviet universities together with their Soviet colleagues; many of them studied at the most prestigious Soviet schools such as the Moscow, Kiev or Leningrad State Universities, while only a minority, less than 7%, graduated from the People's Friendship University "Patrice Lumumba". The latter was a University founded in Moscow in 1960 especially for the training of students from Afro-Asian and Latin American countries and it was ruled by Soviet social and cultural organizations. Yet Arab governments considered it as an institute of indoctrination, a second-class university – which was not true – but they did not recognize its diplomas. The majority of Arab students received scholarships from the Soviet government or from Soviet organizations, but Arab governments generally selected the candidates and controlled the recruitment of students. Some Arab governments, such as the Iraqi, the Egyptian and the Syrian ones, also partly financed the studies of their students in the USSR.

Besides the training of Arab students in Soviet universities, Moscow also founded institutes of education and sent professors in Arab countries. Algeria was the country that received by far the biggest part of Soviet educational aid on her soil. The Soviet Union founded and staffed the Algerian Oil and Gas Institute, the National Institute of Light Industry and the Institute of Mining and Smelting at the University of Annaba. In 1980 those three institutes were training a total of 8,500 Algerian students and hosted the majority of the 935 Soviet professors serving in the Algerian higher education system.

The political and economic stakes of the Soviet-Arab cooperation were significant. Soviet-trained Arab specialists replaced Western or Western-educated engineers and allowed Arab countries to nationalize and develop further their energy enterprises, such as the Iraq National Oil Company or the Algerian public energy enterprise, Sonatrach. The training of specialists who served in the public sector and the state enterprises was a cornerstone of the Soviet-Arab educational cooperation. For the Arabs this was an important contribution to the cause of state-led economic development and a major step in the consolidation of national sovereignty. For the Soviets educational cooperation aimed at detaching the Arab countries from the tutelage of the West, forming a Soviet-friendly scientific intelligentsia, transferring the Soviet model of modernization, convincing the Arabs on the rightness of the Soviet ideology and finally at fostering the Soviet-Arab friendship, partnerships and alliances.

The demise of the Soviet Union and the subsequent end of the Cold War led to the dismantlement of the Soviet-Arab educational cooperation, as well as to the abandonment of the Soviet paradigm of political economy. However, more than 30 years of cooperation produced tangible and remarkable results. Besides the highly qualified specialists trained for national enterprises, Soviet-educated Arab engineers, doctors, physicists, professors, agronomists and a vast array of scientists returned to their countries and contributed to their development either from the public or from the private sector. Last but not least the Soviet cultural policy obliged rival Western countries to increase educational assistance and the number of scholarships for the former colonial countries. For Arab youth, which aspired to higher education abroad, this was a period of increased opportunities.

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China's Exchanges and Scholarships with Africa: History, Success and Problems

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Keywords: Chinese government scholarships; history; success; problems;

Summary: As a country with long-term educational cooperation with African countries, China has been committed to providing student exchanges and scholarships

to African countries for over half a century. It gained a lot of success, but also had a number of problems.

History of China's exchanges and scholarships with Africa

The history of China-Africa educational cooperation is over half a century old. Since the 1950s, the educational cooperation is developing from the original form of student exchange to the recent multi-level, multi-field, and multi-form.

China-Africa educational cooperation started from exchange of students, which was dated back to the 1950s. At that time, many newly independent African countries hoped to establish diplomatic relations with China, and asked to send students to China. Therefore, in the 1950s, China started to receive a total of 24 African students and fellows. (CGCAE, 2005, p.13) However, because of the unripe conditions of receiving and training foreign students in its early days, China encountered many difficulties.

In the 1960s, more and more African countries won independence and Sino-African friendly relations developed steadily. As a result, China-Africa educational cooperation made great progress. The providers of scholarships included not only the Chinese government, but also Chinese non-governmental organizations. The receivers of scholarships covered independent African countries, and political parties or mass organizations in the countries and regions that were not independent. For example, some mass organizations like Chinese People's Association for Friendship with Foreign Countries provided 100 international scholarships to Union des Populations du Cameroun. (CGCAE, 2005, p.13) By the end of 1966, a total of 164 African students from 14 African countries had studied in China. (CGCAE 2005, p.13) But due to the "Cultural Revolution", China decided to suspend receiving foreign students between 1967 and 1972.

In the 1970s, with the help of African countries, China resumed its lawful seat in United Nations and improved its international status. At that stage, China raised the theory of differentiating the three worlds, and committed to collaborating and cooperating with the third world, which consisted of the developing countries in Asia, Africa and Latin America and elsewhere. As a result, China's education aid to Africa had recovered and strengthened. To the end of 1978, a total of 648 African students from 25 African countries studied in China. (CGCAE, 2005, p.14)

Opening Up and Reform (1979) was an important time for China-Africa Educational Cooperation. With the rationale of opening up, China's exchanges and scholarships with Africa achieved a faster development. In the 1980s, a total of 2,245 African students from 43 African countries studied in China. Significantly, there were just 2 self-financed African students who came to study in China in 1989. (CGCAE 2005, p.14) With time passing by, the number of self-financed African students studied in China became greater and greater. In the 1990s, a total of 7,492 African students from more than 50 African countries studied in China. Among them, 5,569 students received Chinese Government Scholarships and 1,923 students studied at their own expense.

The foundation of The Forum on China-Africa Cooperation (FOCAC) in 2000 was a landmark in the history of China-Africa Educational Cooperation. Since then, China's education aid to Africa has been greatly developed relying on the platform of dialogue, a cooperation mechanism and policy guidelines. (LI et al 2010, p.284) As one of the elements in cooperation, student exchanges and scholarships have gained persistent attention. Firstly, the number of African students who received Chinese Government Scholarship has jumped. From the year 2000 to 2007, there were more than 20,000 African students in China, 60% of whom received scholarships from the Chinese government. In 2006, *China-Africa Cooperation Beijing Action Plan (2007-2009)* was formulated and adopted. China promised to increase the number of Chinese government scholarships to African students from the current 2,000 per year to 4,000 per year by 2009. In the next year, the number of African students who received Chinese Government Scholarship increased to 2,700, which covers 26.9% of total number of Chinese foreign government scholarships (WANG, 2009). This number rose to 3,300 in 2008, and 4,000 in 2009 (FOCAC, 2009a). In 2010, *China-Africa Cooperation Sharm El Sheikh Action Plan* was formulated and adopted. China promised to continue to raise the number of Chinese governmental scholarships and increase the number of scholarships offered to Africa to 5,500 by 2012 (FOCAC, 2009b).

Secondly, the training levels, methods and fields of African students have changed. The Chinese government reduced the number of undergraduate students and increased the proportion of graduate students. In 2007, 57.3% of total African students who received Chinese Government Scholarship studied for master and doctoral degrees (WANG, 2009). Some Chinese universities began to teach foreign students in English or French, and enhanced the flexibility of personnel training methods. Moreover, study fields for foreign students have been expanded from the traditional agriculture, medicine and language or other disciplines, to some other fields such as education, economy, management, and international politics etc.

Success and problems of China's exchanges and scholarships with Africa

For much of the past half-century, China has made remarkable results in the aspect of providing exchanges and scholarships for Africa students, which does realize the dual purpose of training the personnel for Africa countries and promoting the educational cooperation and communication between China and Africa. A large number of African students have become the backbone of their nations after returning. According to incomplete statistics, in recent years, among the returning African students, there are 8 persons who served as the leadership positions like Minister or above in their countries, 8 persons who served as ambassadors or counselors to China, 6 persons who served as secretary of President or Prime Minister, and 3 persons who served as the Secretary-General of Associations to promote their countries' friendly relations with China (CGCAE, 2005, p.20).

However, there are still a lot of problems, as the funding is insufficient and the management system is difficult to adapt to the new developments. With regard to funding, the Chinese government is committed to taking a variety of ways to make improvements, such as the Ministry of Education increasing the financial funds for foreign students and raising the per capita standard of Chinese Government Scholarships. In addition, the Chinese Ministry of Education has strengthened its

research and investigation about Africa, and grasped better the educational development level and research capability of African countries, in order to pursue its cooperation in a more appropriate manner.

As a country with long-term cooperation with African countries, it can be said that China has been committed to promoting unity and cooperation between the two sides through student exchanges and scholarships. Exchanges and scholarships can directly train useful talents for construction of African countries. Furthermore, through personal interaction and cultural communication, it can deepen understanding and friendship of China and Africa countries thus enhancing China-Africa friendly relations. It should be noted that, under the new circumstances, how to solve the funding problem, how to improve the management system and better develop the student exchange and scholarships, need further research.

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The Current Environment for Japan's Development Aid and Scholarship Support

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Keywords: Japan; International Scholarships

Summary: Since the mid 1950s, about 80,000 students from approximately 160 countries and regions around the world have benefited from Japan's international student scholarship programme.

Japanese Government Scholarships have been offered to international students to study in Japan since 1954. More or less 79,000 students from approximately 160 countries and regions around the world have benefited from this grant programme.

Former Prime Minister Nakasone's pledge in 1983 to increase the number of international students to 100,000 had boosted mostly neighbouring Asian students coming to study in Japan. The number of awardees of government scholarships had increased to some 10,000 annually from 2,000 at the time of the pledge. His promise had been fulfilled in 2003 when the number of international students reached a record high of 109,508, including both scholarship and self-financed students.

Five years later, the then Prime Minister Fukuda proposed a more ambitious goal, "300,000 international students in Japan", in his policy speech to the Diet. It is expected that international students not only reinforce Japan's global competitiveness but also foster mutual understanding between Japan and their nations, which could lead to global stability and peace. It is hoped that tripling the number will raise the share of international students in Japan from roughly 3% to 10%.

Following the burst of the so-called "Bubble Economy" in the early 1990s, there has been a steady decline in the government's Official Development Assistance (ODA). The initial budget amount of Japan's ODA for fiscal year 2010 (general account budget only) is 47% away from its peak in 1997. MEXT's ODA budget has been reduced by 33% over the period between 2001 and 2010. The Ministry directs about 65% of the budget to the aforementioned scholarship programme, which is also affected by the downward trend. As a consequence, we have to face a 13% budget decline for the programme in 2010 compared to the previous year. In addition to the government scholarships funded by the MEXT, there are some similar grant programmes offered through the Japan International Cooperation Agency (JICA) funded by the Ministry of Foreign Affairs, in which people from developing countries come and study in Japan. The MEXT scheme accommodates approximately 10,000 students a year, the JICA one covers several hundreds. Considering the fact that there are now around 140,000 international students in Japan, these scholarship numbers would have less impact on student intake. One might argue that our ambitious 300,000 international student plan largely relies on privately funded students from abroad.

The most recent government's strategic paper (June 2010), "The New Growth Strategy - Blueprint for Revitalizing Japan", sets forth in its action plan that we will triple the number of excellent international researchers in Japan, attract 200 world-class researchers and 300,000 excellent international students to Japan by 2020. In addition, it should be noted that the paper also advocates that we will double the number of Japanese researchers working abroad, and increase the number of Japanese students studying abroad to 300,000.

OECD COUNTRIES

Scholarship Programmes Still Going Strong

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Keywords: OECD support to scholarships; France; Germany; Japan; Spain; The Netherlands

Summary: A recent mapping of donor support of higher education, conducted for Universities Denmark, highlights the current scholarship offerings by OECD countries. The two most significant funders of scholarship programmes are France and Germany, while NUFFIC, Spain and Japan are also heavy supporters of such programmes.

After years of neglect, the OECD donor community has in the last few years decided to refocus support to higher education in developing countries. This renewed effort rests on the premise that this contributes to economic growth and poverty reduction. There is an accompanying belief among the more liberal donor governments that this support should encourage South-South cooperation.

In the light of this emphasis it may come as a surprise that scholarship programmes bringing students from the South to the North are still significant components of support for higher education in several donor countries. A recent mapping of donor support of higher education,ⁱⁱ conducted for Universities Denmark – the association of the country's eight universities – and the Danish Development Research Network shows that the biggest funders of higher education are Germany and France, both of which have given approximately US\$ 1 billion a year for such purpose alone in recent years (1).

Germany's scholarship programme is managed by the German Academic Exchange Service (DAAD) and involves the provision of scholarships for study in Germany. Like the Fulbright Programme in the United States, it does not run its own academic programmes but offers scholarships on competitive, merit-based criteria for German students to go overseas and students from other countries to study in German universities. With a budget of over US\$ 500 million it supports approximately 50,000 grantees every year, 11,000 of whom are on long-term scholarships, making it the single largest academic grant organization in the world (2). The largest number of students from the South come from Asia, especially China and India.

France's support for higher education is more targeted on the francophone sphere of the South. Much of it is justified in terms of sustaining the French system of higher education that was introduced in colonial days and is still largely in place. The French universities through their own CampusFrance agency tend to be the institutional beneficiaries of this support which includes study grants, placement grants as well as specialized scientific study grants. A total of 20,000 grants were awarded along these lines in 2006.

Other significant funders of scholarship programmes in the OECD community include the Netherlands through NUFFIC, Spain and Japan. They are all quite different. NUFFIC adheres to the broader development goals of the international development community as expressed in the Millennium Development Goals and the Paris Declaration. Spain's programme centres on broad collaboration with other Latin countries. Japan's scholarship programme prioritizes countries in Southeast Asia and has a strong economics and management component.

With the growing influence of new donor countries, China and India, for example, are not only attracting more interest but also offering more study grants to assist in capacity-building in less developed countries, especially in Africa. There is reason to assume, therefore, that scholarship programmes are going to continue to be a significant component of the support for higher education in the years to come.

1. Hyden (2010) Mapping the world of higher education and research funders: actors, models, mechanisms and programmes (Danish Development Research Network, and Universities Denmark).
2. The numbers are smaller than the 67,000 in the Wagenfeld article as they are taken from earlier years (Editor).

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Is It Really Aid? Bilateral Aid and the Tertiary Sector in Australia

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Keywords: bilateral aid; scholarships; higher education; Australian aid

Summary: This paper takes a critical view of Australia's funding of tertiary scholarships for overseas students. It explores how scholarships became a foreign policy prerogative for Australia, and questions the substantial support of higher education in AusAID's ODA.

Tertiary education and the provision of scholarships is a primary component of Australia's bilateral education program. From a foreign policy perspective, scholarships provide a means of soft power through educational exchange and the potential of regional cooperation. The Australian Government's provision of overseas scholarships and awards is not new to its policy agenda; rather, funding higher education scholarships for students from the Asia-Pacific region has been a key part of its aid program since 1951. However, as a foreign policy prerogative, is this really aid to education?

Arguably, the Colombo Plan was a road map for Australia's bilateral engagement in the Asia region. Seven Commonwealth nations, including Australia, developed the Colombo Plan as a cooperative venture for what was termed the economic and social advancement of people in South and Southeast Asia. It was officially launched on 1

July 1951. Australia's government policymakers "each shared a conviction that Australia needed to guard against its isolation, not just by retreating to the secure embrace of powerful Western allies, but also by helping poor nations to develop and by actively projecting political and cultural influence outside Australia's border" (Oakman, 2004, p. 32). Thousands of students from the Asian region attended Australian tertiary institutions, and critical for Colombo donors was faith that diplomacy and economic and cultural engagement provided antidotes to political uncertainty in the region.

Fifty years later the legacy of the Colombo Plan for Australia's bilateral aid to higher education endures. The imperative of countering political instability and conflict in the region no longer plays a central role in publicly available policy statements; however, the Australia Awards scholarships and fellowships programs administered by the Australian Agency for International Development (AusAID) concede to the rhetoric of reducing poverty and achieving sustainable development through capacity building and supporting people-focused linkages between countries and individuals.ⁱⁱⁱ

Debate has emerged in Australia about the proportion of Australian aid used to support the tertiary education sector *in* Australia. In 2010 over one third (35%) of AusAID's Overseas Development Assistance (ODA) to education was allocated to higher education and scholarships (AusAID, 2010, p. 11). This was a 6% increase from the previous year, 2009, where 29% of education funds supported strengthening higher education and providing scholarships (AusAID, 2009, p. 26). The remainder of the education budget supports basic education, strengthening systems, and supporting technical and vocational education. Expanding the Australia Awards program by an additional 2,400 development and short course awards is a major budget initiative for enhancing education in AusAID's 2010-2011 Budget (AusAID, 2010, p. 10).

As one of the country's largest export sectors, higher education in Australia is big business. Scholarships for students from developing countries provide a significant source of income to Australia's universities while superficially boosting the country's educational aid dollars (Negin, 2010). Despite AusAID's policy discourse confirming its commitment to "accelerating progress toward the MDGs" by developing highly trained leaders and developing skills and knowledge through its Australia Awards program, the question needs to be asked, Is it really aid? In other words, the scholarship program "has substantial benefit to the scholarship holders and ultimately to those countries and is a useful expenditure – but it is a very different type of aid than direct support to developing countries" (Negin, 2010, p. 18).

As a final point, measuring the impact of aid is an important working term and indicator of success for the development industry. There are no comprehensive, longitudinal and publicly available tracer studies on the Australian scholarship program. Anecdotes are included in AusAID's annual budgets about some former scholarship recipients going on to influential positions in ministries in countries like Indonesia and Vietnam, and as Negin (2010) suggests these are potentially useful expenditures. But these do not include the thousands of scholarship recipients, and for the aid program there is no empirical research indicating long-term impact. So again we are left with rhetoric. How many leaders have been created? How have various sectors been improved in scholarship recipients' countries? Has this positively influenced 'cultural exchange'? Certainly, violent incidents affecting students from

South Asia in 2009 did nothing to enhance Australia's image as a welcoming place to study.

While this paper takes a critical view of the emphasis on tertiary education in Australia's overseas aid program, thousands of international students have been able to access higher education because of AusAID's Australian Awards program. The benefits to individual students and the long tradition of funding tertiary scholarships have been an important part of Australia's aid program. However, critical engagement about how such a large expenditure on scholarships reduces poverty and improves development outcomes needs to explicitly indicate how progress is achieved toward the MDGs.

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¹ The Australia Awards program, under which various scholarships are consolidated, is described at length on AusAID's website. See <http://www.ausaid.gov.au/scholar/default.cfm>.

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The Perils of Pauline: Commercialism in Australian Internationalisation

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Keywords: Australia; entrepreneurialism; internationalization; higher education; international students.

Summary: In Australia, international higher education is an industry and has become one of the country's leading exports. This piece explores the marketisation of higher education in Australia.

Around two decades ago, reviews led to a decision by the Australian government that international higher education should become an industry. Now it's the third largest. A series of budget cuts pushed institutions to make up for lost income by entrepreneurial

international activity. So, despite widespread and welcome internationalization of both student and staff, and important initiatives to internationalize programs, the prime goal of internationalization became income generation, without which no Australian university could survive.

Encouraged by government policies to marketize higher education and pushed to substitute fees from international students for declining state support, (in per-student, if not in absolute terms) universities responded energetically. International student enrollments at Australian universities mushroomed, as did income. Some universities developed branch campuses (in Vietnam, South Africa, Singapore, and elsewhere), twinning arrangements with educational institutions and business enterprises of various kinds in Malaysia. The Royal Melbourne Institute of Technology's Vietnam campus wants 10,000 students by 2012; it already has more than 120 international students (and total enrolments of over 5000). Monash University's campus in Malaysia is already offering full medical degrees and has a current total enrollment of over 4,000, with 400 staff. Of the total growth in international student numbers, offshore enrolments have grown fastest.

The government coordinated international marketing and eased visa and other immigration regulations, making it simple for international students to study in Australia and then remain.

The policy proved a financial windfall. Educational services became one of Australia's leading exports: official estimates of current total earnings from international education are around US\$18 billion (most from higher education). Overseas, however, some questioned the quality, and ethos, of some Australian campuses; for example in South Africa. (The Vietnam and Malaysian initiatives were more successful). The University of New South Wales campus, Singapore, failed, costing the university millions. In the private sector, many international students (especially from South Asia) were lured to small vocational colleges with dubious promises of quick certificates and jobs. Some students were duped by wily education agents in India. Attacks on some South Asian students in Melbourne led to serious, and sensational, criticism in India.

How bad is it? 1,600 international students, surveyed in 10 universities, showed they still believed Australia to be the safest place to study. Nonetheless, the response to attacks on international students was poorly handled by police and politicians. Since then, a project has been commissioned to investigate the attacks on international students.

Press reports of international students being awarded degrees, despite showing up to exams drunk, and of exam papers leaked to international students are part of an Ombudsman Report, to which the relevant university will be asked to respond. Previous cases have included allegations of plagiarism, directed at international students enrolled at another university, via a commercial provider.

Such breaches of academic standards are the predictable outcomes of more than a decade of underfunding of higher education, as a university president recently outlined: "The investment by the federal government fell by about 30 percent (per) student in real terms between 1996 and 2004." The OECD's Education at a Glance

2007 revealed that on average public funding to higher education rose by 49 percent across the member countries of the Organization for Economic Cooperation and Development over the decade from 1995 to 2004. But in Australia funding actually fell by 4 percent (the only member country where this occurred). Until funding is restored to previous levels - something the current federal government has promised to move toward - institutions will continue to resort to internationalization as a budgetary strategy, rather than a cultural and learning strategy.

Recent moves by the federal Department of Immigration to restrict the nexus between education and migration, are having a welcome shakeout effect: a number of weaker private vocational colleges have already collapsed. A revised list of occupations that accords priority to the highly skilled who have a job offer will certainly reduce the proportion of international students citing migration as a reason for studying in Australia, a rate that had risen from 5 percent in 2005 to a startling 24 percent by 2009. Current estimates are that international student numbers in Australia may fall by 20 percent, albeit mainly in the vocational sector, with a concomitant decline in revenues. However, some universities, which had grown too dependent on international student income have already announced significant staffing cuts – in one case of 350 staff. Others are likely to follow. Hopefully, the recently announced reforms will restore Australia's enviable international academic image—which has already been damaged significantly. All of this is a predictable outcome of an entrepreneurial ethos underlying international education, (despite much welcome internationalization of students, (including Australian students), staff and programmes. Australia's example has important lessons for other countries. The United Kingdom, for example, has not merely been pursuing similar policies, but the recently announced major budget cuts to universities will only push institutions there to pursue international student income even more vigorously. Will the US, also facing significant cuts, follow suit?

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Development Awards (AusAID)

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Keywords: AusAID; scale of scholarships; diversity; rationale

Summary: Australia has provided more than 100,000 scholarships across the globe since the Colombo Plan in the early 1950s. Today, AusAID scholarships are part of the Australia Awards initiative.

Australia has provided more than 100,000 scholarships across the globe since the Colombo Plan in the early 1950s. Today, AusAID scholarships are part of the Australia Awards initiative. Bringing together the Development Awards delivered by

AusAID and the Endeavour Awards of the Education Department, these awards are designed to promote knowledge, education links and enduring ties between Australia, our neighbours and the global community.

Through Development Awards, AusAID seeks to

- develop the capacity and leadership skills of awardees so that they can contribute to development in their home country; and
- build people-to-people linkages at the individual, institutional and country levels.

In order to build the leadership and knowledge needed to address poverty and support sustainable development, over the next five years, 16,000 Development Awards will be provided by AusAID. These awards will represent approximately 33 per cent of the aid program's investment in education in 2010-11. Development Awards will increase from around 2000 annually in 2010 to around 3800 annually by 2014.

These awards provide opportunities for study and professional development in a range of disciplines and are intended to build developing countries' own capacity to progress towards the Millennium Development Goals.

Developing the capacity of current and future leaders helps develop the skills needed to meet emerging challenges such as poverty reduction, infectious disease, climate change, transnational security, maternal and child health, gender equality, and good governance. Scholarships are especially useful in places where low capacity or weak leadership limit development, creating local expertise and skills in key areas that have been identified by developing countries.

Scholarships can be delivered flexibly, depending on the needs of developing countries. AusAID provides both long and short term study (relevant where the extended absence of scholarship holders from their jobs would undermine local development efforts) and professional development opportunities.

Long term awards include Australian Development Scholarships, Australian Leadership Award Scholarships and Australian Regional Development Scholarships. Short term awards include Australian Leadership Award Fellowships, Prime Minister's Pacific-Australia Awards and short courses.

For more information see www.ausaid.gov.au/scholar or www.australiaawards.gov.au

Mixed Motives in Australia's Higher Education Scholarship Programme

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Keywords: foreign aid; higher education scholarships; capacity development; poverty alleviation.

Summary: This paper offers explanations into the underlying development rationale that continues to shape Australian higher education foreign aid scholarships. The paper argues that Australian aid scholarships are linked to sovereign economic and political gain.

Mixed Motives in Australia's Higher Education Scholarship Programme

Higher education is increasingly international, borderless and expanding with growth driven by enrolment pressures arising from greater demands to build human capital, the 'knock on' effect of rising primary and secondary education enrolments and a rise in demand, alongside insufficient capacity, particularly in developing countries (Altbach et al, 2009). In response to the rising demand for higher education and its own vested political and economic interests, the Australian government has elected to escalate its higher education scholarships for students from developing countries to access tertiary education in Australia.

Australia has provided scholarship assistance for individuals from a range of developing countries to undertake studies at Australian education institutions since the early 1950s. Investment in education aid was estimated to be over \$690 million in 2009-10, or approximately 18 per cent of total Official Development Assistance (ODA). The framework for AusAID's approach to aid-funded education, including its programs for higher education scholarships links back to sustainable development and economic growth, in line with Australia's national interest, as the means to alleviate poverty. Up to 1000 ADS are awarded each year to students from 31 participating developing countries to undertake full-time undergraduate and increasingly postgraduate studies in Australia. Generally, programs assume that awardees completing the program will return home and contribute to development outcomes.

Key drivers of Australian aid policy, since the late 1970s, have included an eclectic mix of foreign policy and economic objectives that are associated with a neo-liberal, or free market approach. Scholars from the orthodox neo-liberal school would argue that investment in higher education is a key element of the development process that enhances the skills, knowledge, attitudes and motivation necessary to drive forms of economic and social capital accumulation, with 'trickle-down' effects that provide for economic and social development to occur (Stiglitz, 2004). Higher education as aid is therefore built around the logic that developing countries will benefit from aid scholarships.

In contrast to the orthodox discourse, are those scholars from the heterodox school who propose that human development aligned to the market economy is not deterministic of economic development. These scholars tend to focus on the inherent social, political, geographical, historical and cultural power relations, denying that higher education scholarships have assisted economic development outcomes and arguing that such forms of aid have been of greater benefit to the donor countries and elites in the recipient countries (Hughes, 1998; Nilan, 2005).

Cuthbert et al (2008) state there is little known about the outcomes of Australian higher education for international students, with research to date unable to establish the connection between the private benefits of education for individual graduates and the public good. A number of independent tracer studies (Daroeman, 1992; Cannon, 2000) highlighted problems of relevance of Australian education training for returned Indonesian graduates, with many reporting limited opportunities to utilise their education and training opportunities in the workplace, suggesting an inherent mismatch between the education provided in Australia and local conditions.

International aid, including the funding for higher education has become an indispensable part of international relations and is closely related to national policy and generally used as an instrument of foreign policy and often used for the purpose of strengthening diplomatic relations. Hughes (1998) maintains that Australian aid is blatantly aligned with Australian economic national interests. According to her analysis, the Scholarship program is effectively another delivery mechanism for exporting Australian education, with the principal mode being the training of foreign students in Australia. According to Hughes' analysis, in reality higher education delivered under the aid program was effectively another form of subsidy that was justified in terms of the externalities created, including better economies of scale for Australian higher education along with purchase of Australian goods and services during studentship or following return to the home country. A significant proportion of the aid budget for education is spent in Australia with tertiary education suited to Australian interests, and with substantial multiplier effects and externalities accruing to Australia which would be lost if aid were spent off shore.

What is currently unclear from the literature is the extent to which aid-funded higher education has assisted economic development outcomes in the recipient developing countries, or whether in fact this form of aid has been of greater benefit to Australia. The last audit of the AusAID scholarship program, conducted more than twelve years ago by the national audit office, noted that performance indicators to measure the outcomes of the program were at best, lacking with no evidence of how scholarship awardees had contributed to their country's development (Australian National Audit Office, 1999).

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Australian Development Scholarships and their Place within Diplomacy, Education and Development

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Key Words

Diplomacy, International Education, Influence

Summary

The Australian Development Scholarships are a large focus of Australia's overseas aid program, and yet their development credentials are difficult to ascertain. Why then are they so favoured by the Australian government and other governments in our region?

The current Australian Development Scholarships (ADS) program has been born out of various iterations of scholarship programs, all stemming from the original Colombo Plan awards, which brought students from developing countries to study in various countries, including Australia and New Zealand. The impact of the Colombo Plan awards on Australian diplomacy, development and education has been profound, to the extent that a form of the program continues. The objective may no longer be to prevent the spread of communism, as the Colombo Plan aimed for, but is to give

students a positive view of Australia and make international alumni predisposed to Australia, along side of purported poverty reduction outcomes.

Tensions already exist within the Australian Aid program between the discourse of altruism, development for the inherent 'good' of development, and the discourse of security and diplomacy – helping others because there is something in it for us. This tension is particularly evident in the Australian Development Scholarship program.

There is little evidence to suggest that the ADS program represents an effective and sustainable aid program, given the difficulty in measuring effectiveness. The challenge, therefore, becomes to understand the position where the ADS program sits within Australia's development and diplomatic paradigm. With international education making headlines as one of Australia's top five exports, ADS awardees are now only one small cohort of international students, all of whom are potential ambassadors for Australia and Australian education, a clear 'soft power' aim, and arguably visible outcome, of the ADS.

Are we, more specifically, looking for the future leaders of these countries (in fact, one of the 'Australia Scholarships' on offer to developing countries is termed the Australian Leadership Awards)? AusAID has admitted as much, stating that the ADS program has "moved from providing a broad range of study opportunities (Colombo Plan) to support for the emerging leadership cadre." (Kajewski 2009) This may seem a straightforward aim, but the implications are far deeper than having regional leaders who are 'friendly' with Australia. We should not be naive to the influences that the Australian government hopes these students return with. It is clear through the selection of 'priority areas of study' – Governance, Safety and Peace and Economic Management amongst others. ADS is a subtle, long term approach to regional influence.

The ADS budget seems only to rise at the moment, with an increase from 830 awards in 2005 to 1874 awards in 2009 (Kajewski 2009), which has now been increased further with inclusion of ADS Africa and ADS Latin America. Nearly \$1.5 billion will have been spent over the five years from 2006 (AusAID 2007; AusAID May 2007). But successive Australian governments, and indeed most stakeholders, seem unwilling to fully test the development credentials of Australian development scholarships, nor their role in Australia's diplomatic program. Such introspection may be forced upon them, however, as the international education sector in Australia is subject to significant scrutiny due to crises in enrolments, visas and student welfare, after a decade of unchallenged growth and expansion. This scrutiny has the potential to provide those involved with ADS a chance to demonstrate the value of the ADS, and its sister awards, to education, development and diplomacy.

Further research in this area should help to discover the real impact and effect of scholarships, digging into the complex interplay of what the ADS purport to be, what they really are and perhaps most importantly what they need to be.

Further Reading

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NZ Scholarships - New Developments

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Keywords: New Zealand; NZAid scholarship diversity; rationales

Summary: Scholarships remain a priority for New Zealand's development programme, and there are currently scholarship schemes for study in New Zealand and in the Pacific region.

Scholarships have always been a priority for New Zealand's development assistance. New Zealand has funded a number of scholarship schemes tailored to specific areas of need over the years. The earlier Colombo Plan scholarships have left a legacy of strengthened leadership and capability, and strong and lasting connections between the participants/countries and New Zealand.

Currently New Zealand funds scholarship schemes for study in New Zealand and in the Pacific region. These include the New Zealand Development Scholarships, New Zealand Regional Development Scholarships, ASEAN Scholars Awards, Commonwealth Scholarships, and Short Term Training Awards. In 2010 the New Zealand Aid programme funded 673 students from 59 countries to study for tertiary qualifications in New Zealand, at an annual cost of approximately \$30 million, and approximately 300 students for study at Pacific regional institutions, at an annual cost of approximately \$6.2 million.

A change of government in 2008 established an increased New Zealand focus on development in the Pacific region. Scholarships offered by New Zealand have been refocused and will be doubled from 2011 for Pacific countries and the ASEAN region for study in New Zealand. There are new overarching frameworks for the New Zealand Pacific Scholarships and the New Zealand ASEAN Scholarship scheme. This means a new and exciting approach to scholarship provision, which includes the following:

- Doubling the number of Pacific and ASEAN scholarships to New Zealand
- A strong focus on youth
- Formal joint selections with country and New Zealand representation
- Foundation opportunities where needed
- Additional opportunities for strongly performing scholarship holders
- Leadership development support and opportunities

- Increased work opportunities for students and dependents
- Support for deepening of New Zealand-Pacific and Pacific-Pacific connections and networking for mutual benefit
- Ensuring gender and geographical equity of opportunity

Education and training are seen as the foundation for development and remain a key focus for New Zealand's aid programme.

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The German Academic Exchange Service (DAAD) at a Glance

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Keywords: DAAD; scholarships; internationalization of higher education.

Summary: Within the scope of over 250 programmes and more than 67,000 German and foreign scholars funded worldwide every year, the German Academic Exchange Service (DAAD) is the largest funding organisation in the world promoting international academic relations.

The German Academic Exchange Service (DAAD) is the largest funding organisation in the world supporting the international exchange of students and scholars. Since it was founded in 1925, more than 1.5 million scholars in Germany and abroad have received DAAD funding. DAAD is a joint organisation of Germany's higher education institutions and is mandated to promote international academic relations. It is the internationalisation agency of Germany's higher education institutions and simultaneously serves as a "mediator organisation" in the government's foreign policy, European policy, development policy, and higher education policy. Its primary objectives include:

- encouraging outstanding young students and academics from abroad to come and study or conduct research in Germany while simultaneously striving to maintain contacts with them as lifelong partners,
- qualifying young German researchers and future leaders at the best institutions around the globe in the spirit of tolerance and cosmopolitanism,
- promoting the international character and appeal of Germany's higher education institutions,
- maintaining or establishing an appropriate presence of German studies, including German language and literature and regional studies, at major foreign universities,
- helping developing countries in the southern hemisphere as well as Central and Eastern European transition countries to establish efficient higher education structures.

These objectives are put into effect within the scope of over 250 programmes which are predominantly funded by Germany's federal government (the Federal Foreign Office, the Federal Ministry of Education and Research, and the Federal Ministry for Economic Cooperation and Development) and the European Union. Through these programmes, more than 67,000 German and foreign scholars are funded worldwide per annum. These programmes range from semesters abroad for undergraduates and short-term exchanges for research or lecturing purposes to long-term doctoral scholarships for (post)graduates from developing countries and stretching from information visits from foreign delegations of university heads to long-term regional programmes aimed at establishing high-performance university structures in the Third World.

All scholarship and project-funding decisions are made by independent academic selection committees. The key selection criteria are the individual applicant's academic qualifications and the quality of the project. In 2009, 25,264 Germans were funded through the DAAD as were 41,689 foreigners. The exact numbers are as follows (by home and host regions):

	Foreigners	Germans
Western Europe	3170	5510
Central/Eastern Europe/CIS	16842	5506
North America	1929	4058
Latin America	4802	2674
North Africa/Middle East	4328	1158
Africa/Sub-Saharan Africa	3762	1453
Asia/Australia/Oceania	6856	4906

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Human Capacity Building: Professionals Learning for a Sustainable Future

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Keywords: Human capacity building; leadership; training; international cooperation.

Summary: The Gesellschaft für Internationale Zusammenarbeit (GIZ), a merger of GTZ, InWent and DED, provides learning opportunities for professionals and practitioners from developing and industrialized countries in a variety of sectors and with different delivery modes: from short courses to one year leadership training, internships and study visits. Training focuses both on sector competencies as on soft skills and leadership, as people have to deal with an uncertain future where they need to match knowledge with social responsibility and managerial skills.

The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH is the new German agency for international cooperation, established on 1 January 2011 as a merger of the Deutscher Entwicklungsdienst (DED) gGmbH (German Development Service), the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH (German technical cooperation) and InWEnt – Capacity Building International, Germany. The following description and figures refer to the InWEnt approach and activities. More information on the InWEnt website, access through the GIZ website.

Human Capacity Building (HCB)

Investment in education always creates the additional indirect benefit of opening minds to whatever the future may bring. This human ability provides a foundation for shaping a future that many view as more uncertain than ever before. The paradigms of development and of sustainable development in particular demand that we anticipate the future. Learning processes have to be designed to consciously link knowledge and responsibility, illuminate complex relationships, and promote each individual's sense of the future. This process involves providing experts and executives with the skills to reflect on their actions, consider their short and long-term impact on the social, economic and ecological environment, and base decisions on the ideals of social responsibility. Human capacity building (HCB) is a value-oriented approach for key people from partner organisations in development cooperation and with a focus on development policy impact. HCB is based on promoting self-learning skills and as such – in addition to providing sector-specific knowledge – on encouraging the development of conceptual, networking and anticipatory modes of thought, interdisciplinary, responsible behaviour, and intercultural skills.

In addition to its impact on an individual level, HCB also focuses on the organisations, institutions and networks in which these individuals are active. Our approach closely links learning with the specific context in which participants work and live. Our goal is to provide them with further qualification not just as individuals, but also as employees of an institution which they can impact and change to support sustainable development. GIZ's range of services – education and qualification programmes systematically linked to organisational development, network building and international dialogue – increases the ownership and motivation of partner organisations and firms. It also encompasses regional and global programmes, for the challenges of an increasingly interdependent world require both debate and approaches that look beyond borders.

Cooperation and exchange with training institutions in our partner countries is an additional success factor for ownership and learning and for helping them further develop the HCB methodological and didactic skills of their own experts and executives (“capacity to build capacity”).

Scholarships for long and short courses: face to face and virtual learning

Skilled workers, managerial personnel and young professionals participate in different learning formats according to their profile, the thematic depth and competencies to be attained and the demand of their home organisations. Besides more politically oriented dialogue events which target decision makers, GIZ offers seminars, short courses from 2 to 4 weeks, as well as internships in Germany and abroad for German young professionals. In order to facilitate more profound experiences linked to professional practice, the one year International Leadership Training (ILT) offers

nearly 400 scholarships to young professionals and people in leading positions from developing countries. Since many people who are interested in further education cannot afford staying abroad or out of work for longer periods, GIZ has developed e-learning courses, also in the education sector. The internet-based learning platforms, such as GIZ's Global Campus and E-Academy offer new forms of networking beyond the formal training (e.g. the interactive web and social networks).

<http://www.gc21-eacademy.org/home/e-academy/>

As learning is considered a long term process of gradual change, where personal insights are being combined with the growing awareness of the potential impact of one's actions, GIZ stays in contact with alumni and provides possibilities of coaching during the implementation of change and innovation projects.

Alumni – Stay in touch

Every year around 50,000 people participate in GIZ's events and trainings. This group of successful programme participants, the GIZ alumni, are extremely accomplished experts and executives from politics, administration, business and civil society with a special affinity for Germany and our partner countries. German alumni who participated in a GIZ programme abroad are also welcome into our international alumni community.

Participants in 2009:

Europe	
Central and Eastern Europe (CEE), Southeastern Europe (SEE), New Independent States (NIS)	7,843
Western Europe	425
Germany	14,119
Africa	
Southern Africa	4,384
Western and Central Africa	2,200
Eastern Africa	2,843
Mediterranean/Middle East	
Mediterranean/Maghreb	460
Middle East	2,263
Asia	
Southeastern Asia	6,236
Eastern Asia	3,945
Southern Asia	1,356
Bangladesh, Pakistan, Afghanistan	388
The Americas	
North America	454
Central America, Caribbean	1,353
South America	5,429
International organisations	1,288
Total	54,986

Human Resource Development Scholarship Courses: At the End of the Day, it's the Secretary Who Matters!

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Keywords: Institute of Socio-Cultural Studies (ISOS); University of Kassel; DAAD; staff development; success; commitment

Summary: This piece emphasizes the importance of committed staff to the success of any overseas training programme.

Seems trivial, but without personal commitment there is no successful short term course – at least not in university staff development. And then, there is that sometimes bitter lesson for us university people: “First who, then what”.

For almost 20 years the Institute of Socio-Cultural Studies, ISOS, University of Kassel, Witzenhausen, Germany, was offering a 10 weeks course on “University Staff Development” – UNISTAFF - for colleagues from Africa, Asia and Latin-America. More than 380 scholars from around 60 countries have met in that small rural village, Witzenhausen, to share their experiences in university organizational development, in research and knowledge management, and in quality of teaching and learning. Beyond the traditional academic ‘dialogue and training’ approach, from the very beginning ‘empowerment’ loomed large for the design and execution of the program. During all those years the courses have been generously supported by the German Academic Exchange Service – DAAD. Courses have been evaluated externally several times, always with outstanding success. There are currently very active regional alumni associations which continue to promote innovation for higher education human resource development.

However, when the core ISOS staff retired, the University was not able within two years to find at least one committed colleague to take charge of the further organization of UNISTAFF. So the program had to be closed.

This is possibly a well-known history in many places. In our case there is still an interesting detail – or is it one of the real but often hidden keys of so many successful courses: In a few weeks the Institute’s secretary is going to retire, the last one of our original team, and we invited former participants to send her a spontaneous brief message. So many responses came in, and we were surprised; we could learn another essential lesson for cross-cultural human resource development courses: Most of the former UNISTAFF participants, some of them now University rectors, deans, ministry officials, principals perceived her, Marianne Schmutzler, as a decisive corner-stone of the program: “No amount of time and no amount of geographical barriers would make me ever forget the kindness you’ve shown me while at Witzenhausen ...”, “You were the ‘Candle in the dark’ for us,” .. “She is a lady with all answers and solutions I need. Her presence always makes me feel secure and

delighted, and her smile keeps my spirit burning ...” – to mention just three of the incoming lines.

Let us be humble then. Jim Collins in his famous bestseller “Good to Great” (2001) was right: “First who, then what” – oh, yes, the “what”, that is our scientific disciplines, our modules and lectures and research projects, continue to matter, but possibly not the ‘most’.

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South Korea’s Scholarship and Training Programme — Who Benefits?

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Keywords: South Korea; 20 years of scholarship expansion; country and regional coverage; South East Asia and Africa.

Summary: Despite a dramatic increase in South Korea’s scholarship and training programmes for people from developing countries, these programmes focus particularly on two regions, Southeast Asia and Africa.

Since the establishment of the Korean International Cooperation Agency (hereafter KOICA) in 1991, South Korea has been enthusiastic about providing scholarship and training programmes that aim to contribute to 1) assisting human resources development in developing countries and 2) enhancing bilateral relationships between South Korea and recipient countries. In particular, KOICA, as a major planning and operational agency for South Korea’s official development assistance (ODA), has been in charge of implementing various ‘invitational training programmes’ that provide training opportunities for people from developing countries in South Korea.

Specifically, the total number of beneficiaries from invitational training programmes grew from only 362 people in 1991 to reach 1,926 in 2000 and 4,259 in 2010. Consistent with this dramatic increase over the last two decades, both the number of programmes and the overall budget of programmes jumped from 36 programmes with approximately 1 million USD in 1991 to 263 programmes with 31 million USD in 2010 (KOICA, 2011).

Compared to this striking increase, however, the scope of the countries invited for training programmes has been less broad. People from 90 countries were invited in 1991, while people from 125 countries were invited in 2010 (KOICA, 2011). Since 2011, KOICA has started to formulate country partnership strategies and country-based programmes according to the principle of ‘selection and concentration’

(KOICA, 2011), meaning that rather than scattering resources to various countries, the Korean government has strategically selected recipient countries for the purpose of building their capacity to realize economic and social development. In fact, although the Korean government has provided scholarship and training programmes for countries in Latin America, the Middle East, Oceania, and Central Asia, its recent focus has been on two regions—i.e., Southeast Asia and Africa.

More specifically, consistent with the government's medium range plan for ODA, KOICA has prioritised Southeast Asian countries (in particular, Cambodia, Laos, Myanmar, and Vietnam) for providing scholarship and training programmes. In 2010, approximately 700 people from Southeast Asia participated in various training programmes, including degree programmes. By 2015, KOICA plans to invite an additional 4,560 people from Southeast Asian countries to training programmes (KOICA, 2011). Another major target group is African countries. Based on the 'Korea-Africa Development Initiative', approximately 2,000 people were invited between 2009 and 2010, and a further 2,000 people will be invited by 2012.

In terms of programme types, KOICA places a greater emphasis on the importance of 'country training programmes' and 'master's degree programmes'. The primary goal of country training programmes is to provide more contextualised training programmes in response to the needs of recipient countries (e.g., agricultural initiatives for Myanmar, supporting the stock market in Laos, reconstruction programmes for Afghanistan, and crime preventive programmes for Latin America countries). Recently, although KOICA has expanded multi-year programmes in lieu of single-year programmes, as country training programmes proved to be the most effective (KOICA, 2009, 2011), still a majority of country training programmes are short-term programmes, typically less than 2 months (KOICA, 2010).

Another relatively recent focus is master's degree programmes. KOICA plans to provide 14 master's degree programmes (e.g., agricultural development, public administration) for 280 promising government officers in 2011. The reason for focusing on master's degree programmes is because these degree programmes are estimated to generate the 'additional, unintended' effect of creating elite networks of bilateral relationships between Korea and recipient countries. That is, as most scholarship awardees were mid-ranking officers during their study in Korea and subsequently became promoted to higher ranks in their home countries after their degree programmes (KOICA, 2011), they are viewed as agents who may contribute to strengthening bilateral relationships due to their status in their home countries. It should be, however, noted that only recently there has been a focus on master's degree programmes. As such, master's degree programmes only accounted for 5% of the whole training programmes as of 2010 (KOICA, 2010).

In terms of the education sector, 45% of the resources for basic education have been allocated to the Middle East, 55% of the resources for vocational education have been apportioned to Southeast Asia, and 53% of the resources for higher education have been distributed to Africa since 1991.

In summary, despite a dramatic increase in South Korea's scholarship and training programmes for people from developing countries in terms of participants, programmes, and budget, these programmes focus particularly on two regions,

Southeast Asia and Africa. Drawing from South Korea's medium range plan of ODA, it is expected that South Korea will continuously expand its scholarship and training programmes, whereas the range of recipient countries will be reduced through strategic selection so as to maximize the effectiveness of such programmes and strengthen bilateral relationships between South Korea and recipient countries.

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French Policy of Overseas Scholars' Aid

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Keywords: Overseas scholarships; overseas enrolment in France; higher education tuition fees.

Summary: In spite of the financial crisis, France is able to expand and diversify its overseas scholars' aid programme while keeping tuition fees at one of the lowest levels in Europe.

The richer countries support higher education in poorer countries by providing scholarships, sending academic staff, instructional and research materials and equipments in the form of aid reducing the burden of poorer countries in financing higher education. For their students bi-lateral aid offers a much cheaper alternative to full cost programmes in countries relying on self-financing for foreign students. Poor countries need good quality higher education to build their own capacity for development and to be active participants of the knowledge-based society. They believe that donor countries can provide that. The donor countries also benefit from skilled migration, favourable conditions for foreign investment, foreign markets for their goods and services, access to natural and high level human resources in foreign countries, and promotion of cultural and geo-political interest.

In 1998, the French Minister of National Education, Claude Allègre, observed that France was missing the benefits of donor countries in the field of higher education staying far behind its peers in respect of welcoming foreign students with only 122 thousand of them in that year mostly from a restricted area of former French colonies. There were two agencies involved in overseas scholars' programme. The oldest one EGIDE started in 1960 and the other, the international arm (the overseas scholars' programme) of the "Centre national des oeuvres universitaire et scolaire (CNOUS)" started in 1987. Their objectives and programmes were limited in scope. Allègre took the initiative to energise EduFrance which was created by law in 1996, to promote French higher education in developing countries. He included countries of Asia and Latin America focusing on those having low participation in higher education. In six years the number of foreign students jumped to 239 thousand in 2004 arriving from all continents of the world. In 2008-2009 the number of foreign students registered in France was 266,446. In spite of the language barrier France stood third in the whole world after United States and United Kingdom in respect of the number of overseas scholars. EduFrance set up an international network (Agence Française de Développement (AFD),

A new law was passed on July 2010 to further strengthen the overseas scholars' programme. EduFrance with its changed name Campus France took over the coordination of the tasks of the agency EGIDE and also the overseas scholars' programmes of CNOUS.

France has become much more active in the area of Official development assistance (ODA) as will be seen below.

Official development assistance for higher education from major donors including total ODA from member countries of the OECD Development Assistance Committee (DAC) increased from US\$1.35 billion in 1998 to US \$3.8 billion in 2007. Only three countries France, Germany and Japan, together contributed more than 72 per cent while France alone contributed 36 per cent of the total bi-lateral aid in 2007 for overseas higher education. France topped the list of donors among DAC countries with a total ODA of 1,361 Million US\$ in 2007 It is estimated that half of that aid is spent on scholarships, mostly for post graduate studies in France. France also spends part of that aid for overseas scholars to study in some other developing countries (Sian Lewis, Funding for Higher Education: Fact and Figures, SciDev Net, March 2009).

Another form of French overseas scholars' aid brought together researchers from six partner universities in Africa and seven in France to work in the International Institute for Water and Environmental Engineering in Burkina Faso and trained over 3000 technicians and executive managers. Within the same framework the University of Marseilles in France has collaborated with US National Health Institute, WHO and La Sapienza University of Italy to establish the Malaria Research and Training Centre in Bamako which has helped train researchers in the region (Lewis, *ibid*).

While French language remains a barrier for non-French speaking countries, in recent years France has embraced English as the medium of instruction in some of its higher education institutions to attract overseas scholars providing even financial aid to some of them. The "Caisses d'Allocations Familiales" programme provides housing

allowance to the extent of 120 US dollars per month to all regular resident students. Low tuition fee in French universities is another attractive factor for overseas scholars. **Basic standard student fees in France in 2010-2011 are 174 Euros per year for a first degree, and 237 Euros per year for masters degrees. The fees are same for EU and non-EU students.**

To summarise, France has not only expanded its programme of overseas scholars' aid, it has also diversified its form. It has tried to make a good balance between its economic and geo-political interest and philanthropy, sometimes even sacrificing its linguistic and cultural priorities to that end.

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The Economic Rationale for French Support to Foreign Students

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Keywords: France; higher education; foreign student numbers

Summary: This piece asks whether France's extraordinary figures for ODA to higher education, which subsidise the fees of foreign students in France, constitute a contribution to poverty reduction. It argues that perhaps France should consider giving higher weight to primary education in its development budget.

France is one of the international community's key players in development co-operation, where it, for example, has close ties with many partner countries (OECD, 2008). Alesina & Dollar (2000) studied the pattern of allocation of foreign aid from various donors to receiving countries. The paper could be considered outdated because they used data on bilateral aid flows reported by the Development Assistance Committee (DAC) of the OECD beginning with 1970–74 and ending with 1990–94. They, for example, find that colonial past and political alliances are major determinants of foreign aid. Certain donors (notably the Nordic countries) respond more to the “correct” incentives, namely income levels, good institutions of the receiving countries, and openness. Other countries (notably France) give to former colonies tied by political alliances, without much regard to these other factors. France gave 57% of its total aid to its former colonies from 1970 to 1994 paying no attention to the democracy of the receiving country. Is it still true today that France does not particularly reward good policies or institutions, and is less reactive than other donors to the income level of the recipients? When looking at the latest OECD DAC figures you actually find the following astonishing ranking in terms of top Gross ODA recipients in 2008 were: Cote d'Ivoire (1st); China (3rd); Morocco (4th); Tunisia (6th); Congo Republic (7th) and Cameroon (9th). These top 10 recipients' share of France's gross bilateral ODA was 45% (OECD, 2008). A somewhat surprising prioritisation given the Index of Economic Freedom rank the top African recipient countries in 2010: Tunisia(98); Morocco(101); Cote d'Ivoire(119); Cameroun(136) and Congo

Rep.(156).¹ The latter three SSA countries were doing even worse according to Transparency International's Corruption perception indexes (CPIs).¹

The OECD DAC in its latest Peer Review of France in 2008 invites France to reinforce its strategic approach to development co-operation and ensure that its resources and instruments are guided by a clear policy with *a primary focus on combating poverty*. The key question is whether France's extraordinary figures for *ODA to higher education*, which subsidises the fees of foreign students in France, constitute a contribution to poverty reduction? France has prepared sectoral and cross-cutting strategies in all key areas of its assistance, and it is attempting to *concentrate its aid in three sectors* in partner countries. Despite this effort, OECD's (2008) *examination of sectoral allocations* gives the impression that there is no very clear link between French aid sector allocation and its declared objectives. Thus, of the USD 1.6 billion earmarked for education in 2005-06 (or 17% of bilateral ODA), only USD 151 million (9.4%) went to *basic education* (i.e. MDG2), far short of the amount devoted to *tuition fees and higher education grants* according to OECD. It further turns out according to OECD/DAC that France is amongst the biggest donors of higher education. Hyden (2010) suggests that donors support for higher education comes from two principal angles: Cultural/educational or developmental. These are not always mutually exclusive, but those that see such support as *a cultural/educational mandate* tend to be former colonial powers, Belgium (\$105.9 m), France (\$1,072m), Portugal (\$49 m) and Spain (\$99.95 m), with a policy to continue supporting institutions and individual students in their former colonies. France spends approximately half of its aid on scholarships, mostly for postgraduate study in France but some for study in developing countries.

More generally, many OECD countries and universities have introduced measures to make international study more attractive. As a result of such measures compared to 2000, all OECD countries have seen increases in the number of international students. In France the number of foreign students in higher education – 278,000 – constitute 12% of the student body, of which $\frac{3}{4}$ are enrolled at universities. Moreover the foreign students' proportion is higher at the post-graduate levels. The so-called "*La Charte de qualité pour l'accueil des boursiers du gouvernement français*" introduced in 2006 covers the whole chain for the foreign student benefiting from a scholarship from preparing the exchange to the return to the sending country. The two major scholarship programmes are EIFFEL and MAJOR. The excellence programme "*EIFFEL*" concerns around 400 grant-holders per year at the master level and 70 at the doctorate level selected from higher education establishments (business; law; and science) based on excellence criteria. Another programme "*MAJOR*" offers A-level students with grade "*mention bien ou très bien*" a scholarship up to 5 years to pursue higher education studies in France. Evidently, the positive returns to migration can be fairly large but are typically appropriated by private individuals and households. The returns depend on whether the negative static effects – i.e. reduction of the available skills' supply in the source country ('brain drain') – are sufficiently countered by migration's positive dynamic effect – i.e. creation of incentives to generate human capital ('brain gain'). However, in the sending countries where domestic skills are scarce, as in most LDCs, the public effects of these migration flows may be detrimental. Indeed, the direct effect of migration is to reduce the available supply of skilled labour in the sending country. For example 13.5% of all tertiary educated individuals from LDCs were residing in OECD in 2000 vis-à-vis 5.3% for non-LDCs

and up from 12.1% in 1990, of which France is the 4th most important recipient in the world.

The OECD recommends that France ensures that its domestic sectoral policies are more coherent with the development objectives of its partner countries, in particular the LDCs, one is tempted to add. France should assess the impact of its different types of support on the development of its partner countries, and on this basis *adjust their weighting* so as to maximise the impact on poverty reduction and economic development. Given that the relationship between primary education and poverty reduction is so significant in most studies perhaps France should consider giving higher weight to this sub-sector in its development budget.

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Long-Term Training at Universities through JICA – Varieties and Dynamics

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Keywords: JICA; long-term training at universities; human resources development; AUN-SEED-Net; knowledge-based society.

Summary: In cooperation with MOFA and MEXT, JICA provides opportunities for overseas students to study at universities in Japan and other countries through three schemes. These awards are offered in line with specific projects supported by JICA, and lead to development achievement not only of the individual, but also at institutional, national and even regional levels.

Introduction

As part of the Government of Japan's wider initiative to accept 300,000 international students by 2020, and also as part of the Government's foreign aid programme, the Japan International Cooperation Agency (JICA) provides opportunities for overseas students to study at universities in Japan and other countries, in cooperation with the Ministry of Foreign Affairs (MOFA) and the Ministry of Education, Culture, Sports, Science and Technology (MEXT).

In October 2008, JICA was relaunched as a new agency responsible not only for technical cooperation, but also grant aid as well as yen loans of Japanese ODA, becoming the second largest donor organization after the World Bank. Accordingly, JICA now provides such opportunities through three schemes: (i) long-term training; (ii) the JDS (Japanese Grant Aid for Human Resource Development Scholarship Programme); and (iii) scholarship through loans.

The overarching goals of all these programmes are to help build the human resources necessary for socio-economic development in the recipient countries; and to build people-to-people relationships at individual, institutional and country levels. At the same time, each scheme also has its own specific aim and target countries/groups.

The following are brief descriptions of the characteristics of the three schemes and the number of beneficiaries accepted through each.

(i) Long-term training

The programme aims to enable young and promising government officials or their counterparts in JICA-assisted projects to acquire expert knowledge and conduct research, mainly but not exclusively at Japanese universities. All recipient countries of Japanese ODA are eligible to apply. Up to the 2009 financial year (FY), 1,014 participants from 72 countries had been assisted through this scheme.

(ii) JDS

The programme aims to offer young government officials the opportunity to study for a master's degree at Japanese universities, so that they might drive socio-economic development in their respective countries as future leaders. Recipient countries are mostly those Asian nations in transition to a market economy. The programme also aims to enhance bilateral relationships. Up to the 2010 FY, 2,293 participants had been assisted through the JDS.

(iii) Scholarship through loans

This programme aims to assist government officials, engineers and researchers to build the research capacity, knowledge and skills necessary to formulate and implement the development policies of their countries. Students may study for a bachelor's, master's or doctoral degree not only at Japanese universities but also in overseas institutions. Up to November 2008, a total of 4,119 students had benefited from this scheme. Given the nature of loan aid, awards are generally only offered to those countries that are able to borrow yen to develop domestic human resource capacity. Consequently, the majority of countries supported by JICA through this scheme are in Asia.

JICA's support – dynamic operations

JICA has some unique strengths in providing opportunities for those from developing countries to study in Japanese or overseas universities. These programmes are not implemented merely to allow students to obtain degrees. This is an interesting contrast to the awards schemes that are implemented by MEXT. As a bilateral aid organisation facilitating international cooperation in a wide variety of fields, JICA ensures that its awards are offered in such a way that they are in line with the organisation's overall country strategy, and with the specific projects it supports as part of such a strategy; whether in the form of long-term training or study assistance through loans. By targeting participants whom JICA already is – or will be – working closely with through its cooperation projects, there is great potential to bring about maximum developmental achievement at not only individual but institutional, national, and even regional levels in some cases.

One of many successful examples of JICA's programmes is the ASEAN University Network/Southeast Asia Engineering Education Development Network (AUN/SEED-Net), which was established in 2001 as an autonomous sub-network of the Association of Southeast Asian Nations University Network (AUN). The AUN/SEED-Net project aims to develop human resource capacity in the field of engineering in ASEAN countries. It was initiated at the ASEAN-Japan Summit in 1997 as a way of promoting urgently needed sustainable economic and social development in the region. The AUN/SEED-Net project aims to enhance both the education and research capacity of leading institutions in ASEAN countries, through the creation of a network of 19 major universities in 10 ASEAN countries and 11 supporting universities in Japan.

The project is composed of two core programmes. One provides awards to young faculty staff and first degree-holding potential faculty staff of member institutions to

study on master's or doctoral programmes in any of nine engineering fields, either in Japanese universities or other ASEAN institutions. The second programme promotes collaborative research among ASEAN member institutions with input from Japanese universities. Specifically, JICA supports participating Japanese universities in their assistance to students aiming to complete their master's or doctoral research within two or three years respectively. Support is also provided to Japanese universities so that they might assist scholars to produce research results of world-class quality. Furthermore, AUN/SEED-Net encourages collaborative research among member universities that addresses issues that are critical to the region as a whole, such as biotechnology, disaster mitigation, global environment, natural resource and materials management, and new/renewable energy.

A network-based project such as AUN/SEED-Net would seem to have great potential to offer higher education institutions in developing countries highly qualified and capable faculty staff; strengthened regional and international networks of researchers; and the latest knowledge and technology, all of which are much needed in today's knowledge-based society.

Follow up references:

<http://www.seed-net.org/index.php>

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Increasing Research Capacity through Scholarships and Awards: IDRC's Experience over the Last 40 years

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Keywords: Research capacity and innovation; competitive scholarships and awards; new dimensions and directions.

Summary: Since 1970, the International Development Research Centre (IDRC) has provided over 4,000 scholarships and awards to individuals at a critical time in their personal and professional development. This paper examines how the program has changed to meet the changing program priorities and challenges in the global environment.

Canada's International Development Research Centre (IDRC) supports research in developing countries to promote and build healthier, more equitable and more prosperous societies. Since 1970 it has provided over 4,000 scholarships and awards to Canadian and developing country graduates. An innovation since 2006 is awards for studies at universities in sub-Saharan Africa.

In addition to research grants related to its thematic priorities, IDRC's scholarships and awards have played an important role in strengthening individual career development as well as institutional capacity by helping create a pool of specialists

prepared to seek solutions for the challenges of development at local, national, regional, and global levels.

To date, IDRC has enabled more than 4,000 individuals to pursue education or research opportunities, in their own countries or elsewhere. Through its Fellowships and Awards program (in the Special Initiatives Division), competitive awards support innovative research by Canadian and developing country researchers, predominantly at the Masters, PhD and post-doctoral levels. Awards are also provided (by other divisions) in novel areas of research being pioneered by IDRC, such as ecosystem approaches to human health; interdisciplinary health research; environmental problems of the urban poor; adapting to water stress issues amplified by climate change; and fostering indigenous capacity to advance and apply scientific knowledge to climate change adaptation.

IDRC's support for training has evolved over the last 40 years. In the 1970s, up to one third of IDRC-funded research projects had built-in formal training opportunities. By the end of the 1980s, more than a third of the training dollars were spent on informal training activities, i.e. short courses, seminars, group training, networking and community-based training. Formal degrees accounted for the remaining funds with most support going to Masters and PhD degrees for developing country nationals to study mostly in Canada, but also in Europe and the United States. To a smaller extent, bachelor degrees and various diploma and certificate programs were also funded. Funds were also allocated to training related to institutional capacity.

In the eighties, a larger Canadian component was added to assist Canadian graduate students to undertake their thesis research in one or more developing countries. These awards helped promote the growth of Canadian research capacity corresponding to IDRC's research priorities. Results of the research are shared with the institution of affiliation in the developing country. In 2004, this program was extended to developing country graduate students studying in Canadian universities to allow them to do research in their countries or regions of origin and develop linkages for a smooth return home.

The economic downturn in the early 1990s led to a reduction in IDRC's budget and there was reduced support for training for developing country nationals to study in the North. But Research and Professional Development Awards Programs were expanded in the 90s. The Research Awards (internships) provide training under the guidance of IDRC program staff in Ottawa and its regional offices, for Canadian and developing country graduates in research and research management, on which to build careers in international development. Professional Development Awards are granted to individuals with more experience and requiring less supervision. Over the last 20 years, more than 200 individuals have been trained under these two awards programs.

Support has also been provided to journalism graduates and new journalists wishing to report directly on issues in developing countries. A limited number of occasional sabbatical awards for more seasoned professionals are granted to senior Canadians and developing country researchers to promote sharing of knowledge and to foster South-South, North-South and North-North cooperation on development issues.

An innovation in 2006 was the provision of direct support to graduate students in sub-Saharan Africa to study in their own countries or regions. The International Fellowships Program is mostly in the form of doctoral research awards with some support for Masters and doctoral scholarships. The awards are an opportunity for rigorous engagement in research, and strengthened research methodology, writing and publishing skills through workshops. They provide for the exchange of research experience and results, the creation of peer groups, and increasing numbers of competent researchers and practitioners in a region.

The competitions for IDRC's International Fellowships are presently managed by nine national or regional institutions in sub-Saharan Africa, with the goal to strengthen their grant management capabilities, enhance their research support functions, contribute to building centres of excellence in the region, and reduce brain drain. This helps institutions attract other funding to provide greater reach and sustainability. By 2011, awards were agreed for 260 students in the areas of economics including agricultural economics, peace and security, agriculture, health systems and health policy, information and communication technologies, and science and innovation. IDRC is considering expanding this type of capacity-building support to other regions, appropriately tailored to specific needs in each case.

Tracer studies are used to evaluate the impact of IDRC scholarships and awards by identifying the current employment of former awardees and anecdotal evidence of how the awards supported them during a key point in their careers. Over the years, many recipients of IDRC awards have gone on to hold prominent positions, both in the developing world and in Canada. These studies and the tracking of statistical data, including gender, geographic distribution of applicants and awardees, fields of study, and geographic regions of research, help to identify areas for enhancing IDRC's awards programming.

As IDRC considers new dimensions and directions for its scholarships and awards, a number of issues will be taken into account. These include increased participation of women in awards competitions, student supervision at universities, labour market readiness of graduates, effective research management, digitized application and selection processes, on-line learning, support for internships and post-doctoral placements, and training in policy research to influence development decision-making.

Reference

More information on IDRC's Fellowships & Awards Program is available at www.idrc.ca/awards

Fellowships and Awards: New Approaches for the 21st Century

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Keywords: Rhodes scholarship model; alternative scholarship / fellowship models.

Summary: There continues to be a need for capacity building in post-graduate education and scholarship and fellowship programs remain important. But there are questions as to whether a 'Rhodes model' is still a good choice for post graduate training in the 21st century. This piece asks, for example, if new scholarships/fellowships models can be developed that link more closely to African development needs.

The Rhodes Scholarships, established in 1902, is the oldest program of international scholarships for post-graduate studies and still the most prestigious. More than 100 years later, the Rhodes model continues to be followed by institutions all over the world.

From the 1960s onwards, various bilateral donors and/or international organizations established scholarship programs aimed at bringing African students to universities in the North. During the past two decades, donor funding has gradually shifted towards providing support for students to study at national or regional universities or to spend brief periods as fellows in research-based institutions. Such support often has been channelled through umbrella programs like the Ford Foundation's International Fellows program, coordinated in West Africa by the African Association of Universities. Similarly, the African Women in Agricultural R&D (AWARD) program, supported by the Bill and Melinda Gates Foundation and USAID, and managed by the Gender and Diversity program of the CGIAR, is aimed at building agricultural research and leadership capacity among African women. The International Development Research Centre, through its Southern Junior Researcher Awards is supporting post-graduate scholarships in various African universities in agriculture, population and health, and conflict resolution and peace building, economics and computer science.

Notwithstanding these excellent efforts, it is timely to ask a few pertinent questions. First, are scholarship and fellowship programs still necessary in a period of massive graduate unemployment in many countries of Africa? The answer is a qualified yes. There continues to be a need for capacity building in post graduate education. Hundreds of private universities have emerged in recent years. All need qualified teaching staff and many are participating or would like to participate in research.

Second, is the Rhodes model still a good choice for post-graduate training in the 21st century? The answer is less apparent. The Rhodes model does not necessarily produce graduates who can make an immediate contribution to developing economies. For example, a science Ph.D. graduate may emerge with good theoretical research skills but he or she may not have been encouraged even to think about how these skills can

be used outside an academic or research setting. There is an argument to be made that a country's "best and brightest" should be encouraged to explore science entrepreneurship and that the universities should take some role in facilitating such explorations.

Third, is it possible to develop new models of scholarships/ fellowships that link more closely to African development needs, especially in the industrial sector? In the context of globalization and the trend for different aspects of manufacturing processes to be carried out in various parts of the world, there is a potential for African entrepreneurs to identify niches. This is reinforced by the presence of cheap labour. Universities should link with industry to create opportunities for African students to have internships with entrepreneurs, including start-up entrepreneurs, either at home or abroad.

Fourth, is it necessary for awards recipients to be physically based at universities? With the growing availability of internet access in most parts of Africa, coupled with even greater cell phone access, it should be possible to restructure some scholarships and awards to enable students to learn from home. Many universities already provide distance and computer-based learning opportunities. A scholarship award might include the cost of an internet connection and a computer, and subscriptions to internet-based library services, rather than the cost of fees and maintenance to physically attend a university. This greater flexibility would allow students who are often bypassed by conventional scholarship and fellowship opportunities, to benefit (e.g. mothers with small children, men and women who are employed and supporting families, older students, etc.). There is also potential for new types of sandwich programs that combine computer-based distance learning with short two or three week periods spent at the university campus.

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Are Donor-Financed Scholarship Programmes Responding to the Emergence of Education Hubs in their Target Regions?

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Keywords: Donor-funded scholarships; supporting regional education hubs; scholarships as tied aid

Summary: The response of official donor-funded scholarship-based capacity building programmes to the emergence of higher education hubs in the South is currently still negligible. Scholarships still predominantly support south-to-north student mobility. Funding of in-region training does not yet occur at a significant scale and is implemented by only a few donors.

Global trends in outward student mobility

Historically, most of the outbound student mobility has been aimed at the major developed economies such as the US, UK, France, Germany, Canada and Australia. However, the improving quality of education in some emerging economies is particularly encouraging cross-border training, with more and more students opting to study within their region rather than further overseas. The Atlas of Student Mobility (<http://atlas.iienetwork.org/>) shows that South Africa has become a study hub within Sub-Saharan Africa, Mexico in South America and China and India in Asia. In 2009, China was even the 5th top host of international students, following the US, UK, France and Germany.

It is also very clear that in each emerging education hub, the international students mainly hail from the nearby region surrounding the receiving country. For instance, in 2009 China received international students from South Korea, the US, Japan, Vietnam, Thailand, Russia, India, Indonesia, Kazakhstan and Pakistan. India similarly received international students from Iran, UAE, Nepal, Afghanistan, Saudi Arabia, China, Sri Lanka, Bhutan and Kuwait. In 2010, South Africa received international students from Zimbabwe, Namibia, Botswana, Lesotho, Swaziland, DRC, Zambia, Mauritius, Angola and Mozambique. Mexico is something of an exception, having received a significant number of international students from several far-away destinations such as France, Canada, Spain, Germany and the UK in addition to other neighbouring countries in 2007.

Capacity building

Developments in the emerging higher education hubs are fuelling ambition in some developing countries. In discussions of capacity building needs within the context of development co-operation, we notice that more and more higher education institutions in developing countries are expressing and prioritising the desire to improve their own capacity in providing their own graduate training instead of only making use of the study abroad opportunities offered by donor-financed scholarship programmes. The University of Eduardo Mondlane in Mozambique is an example of such an institution, which, while appreciative of the study abroad scholarships offered to Mozambican scholars, also has the ambition to increasingly become capable of providing its own Master and PhD training in an increasing range of disciplines. To this end, graduate programme development, faculty training (including research capacity training) and research infrastructural investments are on the university's priority list of capacity building interventions within the context of international co-operation.

Donor Response

These priorities are largely being addressed by project-based capacity building programmes which are carried out by donors in the South with the aim of achieving improvements *in situ*. For instance, the core aim of the Netherlands NPT¹ and NICHE¹ programmes is institutional building. Interventions occur within a project setting and involve activities that raise the capacity of a higher education institution or related regulatory institution in providing quality and relevant education that is particularly linked to the needs of the local labour market and economy. Curriculum development, including faculty training and development of new programmes, is

often a major component of the interventions within these two programmes. This focus on institutional building is also true for similar official project-based capacity building programmes of most other donor countries.

However, despite the responsiveness of project-based capacity building programmes to implementing *in situ* tailor-made interventions in the South, scholarship-based capacity building programmes have been slow to respond. For the majority of bilateral donors of scholarships, including the Netherlands, the response to the emergence of higher education hubs in the South has been minimal and is not yet reflected in the configuration of the current scholarship programmes. Most of the training is still scheduled to occur in the donor countries and is thus strongly focussed on south-to-north mobility. Within the largest scholarship programme of the Netherlands (the Netherlands Fellowships Programme, NFP) only refresher courses take place in the South. These are, however, still provided by Dutch institutions and form a very small portion of all training that occurs within the programme. The programme also provides room for provision of short courses in the South; however, these must be provided by Dutch institutions in collaboration with local providers. Unfortunately, to date, not much use has been made of this opportunity since education providers are free to decide whether or not they will initiate such partnerships.

Exceptions

Only a few scholarship donors have significantly responded to the desire of their southern partners to shift the educational activities to the South. One such donor is the Norad, whose Programme for Master Studies (NOMA), initiated in 2006, specifically meets this capacity development need. NOMA provides support to establish and run master degree programmes in partner countries in close collaboration with institutions in Norway. Scholarships are then offered to students within the region to study in the newly developed programmes.

At the multilateral level, the EU funding for the Julius Nyerere programme also supports south-south mobility, encouraging internal quality improvements to graduate education programmes of institutions aspiring to receive students under this programme.

Within the private foundation sector, support for south-south mobility is also noticeable in some scholarship programmes (e.g. the Ford Foundation's International Fellowships Programme, IFP), since these are often not bound by national political considerations.

Future outlook

The potential of official scholarship-based capacity building programmes in making use of emerging education hubs (for instance to enrich their course lists) is high. Certainly this is the case of NFP since the programme historically operates worldwide and in a large number of countries, serving a large number of scholars each year. NFP runs over a 4-year renewable period, currently in 60 countries and with a 4-year budget of approximately €150 million. The main aim of the programme is to increase the quantity and quality of highly educated mid-career professionals in the partner

countries. Each year approximately 2,500 fellowships are provided awards for study in short courses, refresher courses, Master programmes and PhD programmes.

The OECD has been actively driving towards untying aid and a lot of progress has been achieved in this regard for a great portion of ODA. However, it is obvious that the majority of official scholarship-based capacity building programmes for the South have not been included. Scholarships not only help to build capacity in the South but also help to strengthen academic, political and economic relationships with the donor country. With the current economic and political climate in Europe, where society is increasingly questioning how different aid programmes are benefiting the donor countries, untying scholarship aid to involve emerging education hubs as training providers, will likely be slow.

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From Scholarships to Training Programmes and Capacity Building by the Swiss Agency for Development and Cooperation

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Keywords: SDC; development of training policy; capacity building

Summary: Previously mainly focused on supporting training offered by Swiss academic institutions, the SDC's training activities evolved at the end of the last decade moving toward an approach that aimed to strengthen the capacities of its partners.

The golden age of training and scholarships

The Swiss Agency for Development and Cooperation (SDC) celebrates its 50th anniversary this year. Since its beginnings, training and a range of courses and scholarships have been at the heart of the agency's work. Until the end of the 1980s, these activities were intended to help citizens of the South, and later from the East, benefit from the expertise as well as the professional and educational experience of Swiss training institutions including national and international organisations but also the private sector. Early on, the majority of beneficiaries were male candidates who would come to Switzerland for training. They were chosen using broad criteria resulting in participants coming from a diverse selection of countries and receiving training in a wide range of areas such as postal services and telecommunications, health, education or agriculture. The criteria for scholarships and training were specified in 1996 and 2004 according to SDC's priority policies. Participation by women and younger people was also encouraged. The courses and scholarships concentrated on the SDC's areas of focus, strategic orientations as well as its priority countries and were intended to increase aid effectiveness. In 2004, the number of people who had benefited from training reached nearly 600 per year.

Which scholarships, which training for which results?

From the year 2000 and over the next decade, the SDC began a critical review of the scholarships and training it financed. While these initiatives allowed numerous people to have access to quality training and achieve personal development, the benefits for communities, the organisations and the institutions where the beneficiaries came from were increasingly questioned. In cost efficiency analyses of the scholarships and training, changes in context were then taken into consideration such as the availability of quality training in a certain number of countries in the South and East. In this spirit, funding for certain training was discontinued; resources previously marked for courses and scholarships were put to use in the creation of trial initiatives developed by partner organisations specialised in training. New programmes were created with the aim of further increasing results. In the 1990s for example, the SDC supported an innovative approach to training in the area of basic education, which it created and implemented with the Institute for Adult Development and Education.¹ This approach, *The Pedagogy of the Text*,¹ drew a great deal of inspiration from the University of Geneva's research results. Today, the approach is taught at the University of Ouagadougou as part of a Master programme open to trainers from the sub-region. By reinforcing the entire training chain, this approach contributes to significantly improving the quality of education.

From training to capacity building

Previously mainly focused on supporting training offered by Swiss academic institutions, the SDC's training activities evolved at the end of the last decade moving toward an approach that aimed to strengthen the capacities of its partners. To this end amidst a backdrop of globalisation, training began to be based on the needs of SDC partners which were essential to the organisation's policymaking and strategy. Beginning in 2009 and following a reorganisation of the SDC, the organisation no longer finances scholarships and training in a centralised manner. This decision does not exclude support for training by the SDC's geographic units and global programmes that are part of its strategies and projects. Furthermore, training is a key component of strengthening the capacities and institutional learning of partner organisations and is taken into account in the SDC's material and methodological planning. The SDC supports partner organisations that have developed capacity building and practical learning methodologies which use innovative communication and information resources that fulfil its needs. For example, the DiploFoundation, a pioneer in the area of new training technology for diplomacy and international relations, earned the World of e-Democracy Award in 2009 along with Google and Twitter. Today, the DiploFoundation offers specific capacity building methodology designed for civil service executives, researchers, trainers or journalists, representatives of civil society or the private sector in small or developing countries and for marginalised groups such as the Roma.¹ The SDC's training activities aim to reinforce the individual, social and institutional capacities of the participants and the organisations they emanate from, thus permitting them to actively participate in international negotiations on global issues such as climate change or Internet governance. Practical training and capacity building are carried out through a process that includes an online module, a research project on policy, practical experience, and participation in international conferences as well as long term support by practitioner communities. As part of its participation in networks such as Train4Dev, the SDC is

also involved in coordinating training and capacity building for the staff of donors and international organisations and their partners. To achieve this, the SDC finances joint learning events on specific themes in its areas of focus (examples: managing for development results, capacity building, decentralisation, etc).

In conclusion, for the SDC, as for numerous other cooperation organisations, “courses and scholarships” are no longer synonymous with “capacity building”, since training is only one of the numerous tools that can be used in accomplishing the latter. Today, the SDC encourages knowledge management by sharing information among its partners and by the strengthening capacity not only of individuals but also of organisations, institutions as well as networks.

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Where Does Higher Education Aid Go?

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Keywords: Higher education; France; Germany; Commonwealth Scholarships; DeIPHE (UK)

Summary: This piece takes a quick look at where higher education aid goes to. It also notes that there is a positive association between the share of education in total aid and the share of education aid given to higher education.

Intra-sectoral flows of aid in education

Aid to higher education goes towards promoting study-abroad programmes and supporting the development of universities in third world countries. In the 1990s, basic education became the priority area for funding, and aid to higher education declined. This was reversed in the 2000s.

Total aid to education increased from US\$7.0 billion in 1999 to US\$11.3 billion in 2006 and US\$12.1 billion in 2007, accounting for 9-10 per cent of total aid. Between 1999 and 2006, both basic and post-secondary levels of education increased their share in total aid from 25.8 per cent to 33.8 per cent, and 33.8 per cent to 35.8 per cent respectively (UNESCO, 2010).

During the period 2002–2006, global aid to higher education averaged \$3.3 billion annually (World Bank, 2010). The East Asia and Pacific region received the highest share at 29 per cent, followed by the Arab states (21 per cent) and Africa (18 per cent). Central and Eastern Europe received 7 per cent, and South and South West Asia received the lowest share at 5 per cent.

Basic education received nearly two-fifths of the aid to Africa and South and West Asia. More than half of the aid to East Asia and Pacific (54.4 per cent) went to higher education, followed by the Arab region at 47.6 per cent. Latin America also devoted a

higher share (38.2 per cent) of aid to higher education. Some of the countries benefitting the most from aid to higher education in 2006 were China (\$644 million), Morocco (\$238 million), Algeria (\$153 million), Vietnam (\$151 million), Tunisia (\$105 million), Malaysia (\$82 million), India (\$53 million) (UNESCO, 2010)

Higher education is a priority for some bilateral agencies

There seems to be a positive association between the share of education in total aid and the share of education aid given to higher education. Countries with a higher share of aid commitments to education (Australia, Austria, Belgium, France, Germany, Netherlands, etc.) devote a higher share to higher education. On the other hand, the UK and the USA allocate a low share of their bilateral aid commitments to education and a low share of education aid to higher education. (OECD, 2010).

In 2007, France was the single largest bilateral donor to higher education (\$1,361 million), followed by Germany (\$1,054 million). French support is mostly devoted to helping universities in Francophone Africa and scholarships (nearly 50 per cent) for study in France (Lewis, 2009). In 2007, aid to Cameroun (\$107 million), Senegal (\$75 million), Cote d'Ivoire (\$37 million), Madagascar (\$34 million) and Gabon (\$28 million) mostly came from France.

In 2007 nearly 94% of German education aid was devoted to supporting students to study in Germany (Bergmann, 2009). The total number of scholarships provided by DAAD in 2009 was 66,953 of which 62.3% was allocated to foreign students and the remainder was offered to German students to study abroad. Of the 41,689 fellowships for foreign students, 40.4% went to East Europe, 16.4% to Asia and Oceania, 11.5% to Latin America, 10.4% to North Africa and the Middle East, and 9% to sub-Saharan Africa (DAAD, 2010).

The total number of Commonwealth scholarships increased from 817 in 1997 to 1,474 in 2007. While Asia received a high share of fellowships in 1997, sub-Saharan Africa received 64.6 per cent of the scholarships in 2007. DFID follows a target of 50 per cent of the scholarships to SSA and in 2008, 54 per cent of DFID fellowship went to SSA.

Partnerships

The UK programme of Development Partnerships in Higher Education (DePHE) has a budget of £15 million between 2006 and 2013 and is managed by the British Council and the Association of Commonwealth Universities. USAID, through its Higher Education Development Programme, has sponsored partnerships with more than 300 universities located in 60 countries (Lewis, 2009). Several US foundations collaborate to establish Partnerships for Higher Education in Africa (PHEA), jointly contributing more than \$150 million to university development between 2000 and 2005. Japan too is moving towards partnerships and has initiated new programmes of supporting joint research projects between Japanese and developing country researchers, mostly from Asia and Africa. Sida provides core funding to develop facilities and human capacity to encourage research and teaching in the universities of the developing world.

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THE CASE OF USA AND UK

The United States as a Destination for International Students

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Keywords: United States; International students; sources of funding; Fulbright programme

Summary: The United States is a leading destination for international students, and continues to host an increasing number of students and scholars from around the world.

Since the 1950s, the United States has been the leading destination for international students, and it continues to host an increasing number of students and scholars from around the world. According to the *Open Doors Report on International Educational Exchange*, published annually by the Institute of International Education (IIE) with support from the U.S. Department of State, in 2009/10, there were over 690,000 international students studying in the U.S. and an additional 115,000 international scholars doing research or teaching on campuses across the country. For decades, numerous initiatives sponsored by the U.S. government, foundations, non-governmental organizations (NGOs), as well as both public and private universities and colleges, have contributed to the internationalization of higher education in the United States. The reputation of the United States as a global leader in higher education and training, combined with its vast number of accredited higher education institutions and flexible degree programs catering to all types of students, has created opportunities for a growing number of international and U.S. students to gain international experience.

With over 4,000 public and private higher education institutions in the United States, no single federal agency is solely responsible for internationalizing the higher education sphere and efforts are most often led by individual educational institutions. Internationalization strategies at U.S. colleges and universities are decided institutionally (or even at the departmental or faculty level), and efforts to attract international students are initiated through global outreach programs, recruiting events, alumni networking, and scholarship and funding incentives provided by the host campus. Some campuses have established fully staffed “gateway offices” abroad to provide information on application procedures and study in the United States. Institutions of higher education are also improving the international student experience with the strengthening of international student offices or centers, unique international student orientation and community engagement programs, and support for international students for the duration of their studies in the United States. Some state universities waive the higher out-of-state tuition fee as an incentive to attract international students. Additionally, the active U.S. NGO sector provides numerous services that help campuses internationalize, informs prospective international students about higher education in the United States, and offers programs ranging from short-term educational and cultural exchanges to support for degree-seeking international students.

According to the *2010 Open Doors Report*, in 2009/10, over 24 percent of international students studying in the United States received their primary source of funding from a U.S. college or university, a nine percent increase from the previous year. One percent of international students receive primary funding for their education from U.S. private sponsors and 1.4 percent from foreign private sponsors. In total, 62 percent of international students pay for higher education in the United States primarily from personal and family funds. The type of institution of enrollment and the level of degree pursued by international students are the major factors that affect the primary source of funding. At associate's institutions, 93 percent of international students rely on personal and family funds, compared to 52 percent at doctorate institutions. At the undergraduate level, 80 percent of international students rely primarily on personal and family funds. Less than half (48 percent) of graduate students rely on personal and family funds, and 44 percent rely primarily on funding from U.S. colleges or universities. The number of international students receiving funding for study (primarily in the form of teaching or research assistantships) from the U.S. government increased by more than 15 percent in the 2009/10 academic year, to a total of 4,660 students.

In addition to the support provided to international students through U.S. higher education institutions, the U.S. Government also invests in publicly-funded scholarships, fellowships, and international educational and cultural exchange programs. The largest and most prominent of these is the U.S. Department of State's Fulbright Program, funded annually by Congress, with cost-sharing from many other countries and host universities, and administered by IIE, an independent not-for-profit organization headquartered in New York City. This flagship program is the largest federally-funded educational exchange program in the U.S., providing funding for students, educators, and professionals annually to engage in international educational exchange at the graduate and post-doctoral level. The program supports over 8,000 U.S. and international students and scholars annually for study, teaching, or research outside their home countries. The Fulbright Program also includes leadership initiatives and community engagement activities that augment the academic programs geared toward students and young professionals in a wide range of academic and professional fields. The program has grown in recent years to include over 150 countries; a special program for outstanding international Ph.D. candidates in science and technology fields; Fulbright English Teaching Assistantship (ETA) opportunities in 65 countries; and Fulbright Foreign Language Teaching Assistantship (FLTA) grants, which support the teaching of critical languages at colleges and universities throughout the United States.

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Commonwealth Scholarships in an Age of Change: a View from the UK

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Keywords: Commonwealth; Scholarships; Fellowships; Development vs Excellence; Evaluation of outcomes

Summary: A short overview of the work of the Commonwealth Scholarship Commission in the UK, highlighting its contributions to development in Africa

The UK government supports a range of international scholarships,¹ and has three main reasons for doing so. These are to support international development activity, to contribute to UK public diplomacy and influence, and to enhance the UK as a centre of excellence in higher education. Commonwealth Scholarships are currently the largest of these schemes, and the only one to focus specifically on development objectives. In addition to its support from the Department for International Development (which has increased in real terms in recent years after a period of decline in the late 1990s), funding from the Department for Business, Innovation and Skills and the Scottish Government helps the scheme to support the ‘excellence’ agenda, and provide awards to all Commonwealth countries, rather than just those qualifying for development assistance.¹ UK universities actively support the scheme by contributing to tuition fees, and in some cases stipend costs. Evidence from alumni surveys, however, suggests that in practice a strong overlap exists between the three broad reasons that the UK supports international scholarships.

Commonwealth Scholarships in the UK are offered by a distinct public body, the Commonwealth Scholarship Commission (CSC). They also form part of the wider Commonwealth Scholarship and Fellowship Plan (CSFP), under which several other governments offer awards on a bilateral basis. Over the last 50 years, there have been some 26,000 Commonwealth scholars and fellows, with 18,500 of these being funded by the CSC in the UK. In the 2010 intake, the CSC made 700 awards to people from more than 40 Commonwealth countries, around half of which were in Africa. Funding over the 2011-15 plan period is expected to be just under £20 million a year.

Responding to the changing needs of Commonwealth countries and international development, the CSC has diversified its provision of awards over the last decade, and currently has seven different types: full-time PhDs; split-site PhDs (where students can spend a year in the UK); full-time Master’s; shared Master’s scholarships (where universities contribute to the costs); distance-based Master’s (where students study for UK degrees whilst remaining in their own countries); mid-career academic staff fellowships; and professional fellowships. These are each designed to support the needs of a distinct group of individuals.

In order to understand more fully the impact of our awards, and thereby to influence our future policy, the CSC initiated a comprehensive evaluation programme in 2007. In the first phase, a survey was sent to the 5,673 alumni with whom we were in contact, and had a response rate of just under 40%. Of these, 88% have returned home and are still working in their home countries; 99% reported that their awards had enabled them to gain knowledge in/of their field of expertise; 95% said that they used these skills in their work; 91% felt that they had accessed equipment and expertise not available in their own countries; some 40% claimed to have influenced government thinking and policy making, and 25% had held some form of public office; and 70% retained links with UK universities (for full details of our alumni surveys, see <http://www.cscuk.org.uk/cscevaluationandmonitoringprogramme.asp>). More than 40% of awardees have been female in the past decade, a figure that represents a significant increase over previous decades.

Recipients of CSC awards contribute to all aspects of development, with the majority being in the fields of science and research, education, health, environmental protection and governance. Through our rigorous selection process that requires applicants to make a development case in their proposals, and by insisting that our award holders return home, we are able to have greater confidence that at least in the short term they do indeed use the experiences gained during their awards for the benefit of their home countries.

The Commission's plans for 2011-15 pay particular attention to five themes. First, we intend to maintain our provision for doctoral research at between 36% and 39% of our funding for the 'developing' Commonwealth. The skills learnt and knowledge gained through doctoral programmes have a crucial role to play in building research capacity in Africa so that people living there can help craft their own solutions to the challenges that they face. Second, we are eager to streamline these, especially with our Master's programmes. Third, we intend to ensure that our awards to scholars and fellows from the 'developing' Commonwealth are ever more closely attuned with DFID's strategic objectives. Fourth, we aim further to develop our short-term professional fellowships, whereby Commonwealth professionals in key development occupations can spend around three months with a host organisation in the UK. Finally, the Commission is deeply committed to acting completely transparently, and in particular to finding ways through which we can be assured that people from all backgrounds are able to apply equally to our schemes. We especially wish to ensure a more even balance between men and women gaining awards, and that people with disabilities are not disadvantaged through the application process.

Commonwealth scholarships have not only achieved 50 years of development impact, but we are increasingly able to demonstrate the beneficial effects that they have. We aspire to remain as vital and relevant today as we were when the scheme was first established. Supporting the brightest and most creative minds through scholarships and fellowships is a crucial way through which peace and prosperity can be supported across the Commonwealth.

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[A postscript by Peter Williams is immediately below this. Editor]

Scholarships in an Age of Change: A Commentary and Postscript

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Keywords: UK; Canada; India; New Zealand; Commonwealth Secretariat; UK Commonwealth Scholarship Commission; Fellowship Plan; Technical Cooperation Training Programme; 'development-orientation'.

Summary: A critical commentary and postscript to the piece by Tim Unwin and John Kirkland on the UK Commonwealth Scholarships and Fellowship Plan.

The UK contribution to the Commonwealth Scholarship and Fellowship Plan (CSFP) as described above by Tim Unwin and John Kirkland has been outstanding, in terms both of the continuing application of a large volume of UK resources to the Plan over five decades and of the professional commitment that has been devoted to making the UK programme a considerable success.

Without this UK input, providing about 70% of all awards given, it seems likely that the Plan would have foundered. The original concept of a scheme that had a multilateral framework but which operated through bilateral action is an extremely interesting one, but to work successfully it requires leadership and support from a central co-ordinating body to encourage contributions from a wide range of member countries, and to provide support and advice to national agencies. In what is meant to be a polycentric Commonwealth of equals, it is not a UK responsibility to perform these roles but that of that of the Commonwealth Secretariat, with help from the Association of Commonwealth Universities (ACU). Over much of its history, the Secretariat has rather lamentably failed to perform this task and the ACU has not had the resources (nor any actual obligation) to subsidise Commonwealth Governments by carrying the administration of the scheme. Nevertheless, ACU and the UK Commonwealth Scholarship Commission, housed at ACU under DFID contracts, have been generous in helping to provide a few basic central services.

Apart from the UK, the countries that have contributed most actively to the Plan have been Canada, most notably, India and New Zealand. Australia has received many awards but has not been generous in terms of reciprocity. At various times about 15 other countries have each provided a handful of awards and recently a new central Endowment Fund, which has raised £2m so far, has been started in order to encourage and partially support awards from one developing country to another. Rather obvious problems in attempting to widen the multilateral operation of the Plan stem from the difficulties that developing countries face in funding awards, and in some cases their inexperience in managing them and in hosting/supporting overseas scholars in a manner that will attract applications. Only universities that can adequately house and academically support students from overseas will attract the best scholars, and it is not easy for Abuja, Accra or Agra to match the academic attractions of Aberdeen, Adelaide, Alberta or Auckland. No doubt in the medium and longer term things will change, and recent welcome tendencies for countries like Malaysia and South Africa

to target the international student market could usefully be complemented by active sharing by bodies like the British Council, Australia's International Development Programme, and others of their experiences in recruiting and supporting students from abroad.

It may seem surprising that the British contribution to the CSFP has survived the half-century since the Plan was launched, when in many other respects international co-operation has changed out of all recognition. One might have thought that the UK Government would have tired of support for a supposedly international Plan to which most of its Commonwealth partners provided so little input. One explanation for its continuing readiness to do so surely lies in the strong political commitment among UK Parliamentarians to the idea of the Commonwealth and to Commonwealth co-operation, as demonstrated in the widespread denunciation of the Foreign and Commonwealth Office decision in 2008 to stop providing Commonwealth Scholarships to more developed Commonwealth countries (those that are ineligible for development assistance from DFID) and the more recent successful campaign to ensure that the department (of Business, Innovation and Skills) responsible for universities continues such support.

A second set of explanations must be sought and found in terms of the overall policy context of these Scholarships in the UK's higher education and overseas development policies. The UK's contribution to the Plan received a huge fillip in 1984 (the Plan's 25th anniversary) when the Thatcher Government found it necessary to mollify outraged opinion both in the overseas Commonwealth and at home over its decision to levy a high differential full-cost tuition fee on overseas students while exempting European Community students from paying more than the home student fee. The so-called 'Pym' package of greatly expanded scholarship provision was designed to sweeten the pill, and a doubling of the UK contribution to CSFP was part of that.

At that time, nearly 30 years ago now, the CSFP was far from being the main programme of awards for study and training in Britain for citizens of Commonwealth developing countries. The Technical Co-operation Training Programme (TCTP) was 12 or 15 times larger. The TCTP has virtually disappeared now, and there is no successor making centralised provision, even though DFID's bilateral country assistance programmes of support do provide training opportunities within programmes and projects. Perhaps in consequence of this shift one finds a tendency for CSFP awards to become ever more vocational and 'development oriented', or as Unwin and Kirkland put it, "ever more closely attuned with DFID's strategic objectives".

Pragmatists will say this is inevitable and to be welcomed. Others, like the present writer, are less confident that this will necessarily optimise benefits in the longer term. He remembers the days when ODA's education advisers, in the era before 'good governance' became so fashionable, derided the idea that politics and philosophy had anything whatever to do with development, or that study of such subjects should properly or could usefully be funded with UK awards. Things have moved on, but not to the point where more than a few of the development technocrats recognise that, humanities, language, culture, creativity and artistic expression have much to do with development.

The CSFP always had development relevance as one of the prime purposes of awards. But the Founding Fathers of CSFP also espoused a broader and more liberal purpose in terms of promoting international scholarship and intellectual exchange, and recognising the intrinsic value in international students from different societies and cultures interacting in lecture hall and labs, and rubbing shoulders in their leisure time. It is greatly to be hoped that in this Age of Instrumentalism and targeted pursuit of self-interest that the contemporary custodians of CSFP's heritage will succeed in protecting those multi-year programmes of study that focus on intellectual enquiry and academic excellence.

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Steep Decline in UK's Prestigious Chevening Awards

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These awards are given mainly by Britain's Foreign and Commonwealth Office, and are named after the Foreign Secretary's country house in Kent. They are available to all countries except EU and USA which have their separate scholarship provision. The focus is on identifying high flyers who will be friends of Britain. Awards are generally a year or shorter. There is an element of co-funding of the scheme with HEIs and business partners making important contributions. (E.g. in 2005-6 Government £33m, HEIs £6m, other contributions £2m).

There has however been a steep decline in recent years in the number of new awards

	2005-06	2007-08	2009-10
Core Awards	1,201	1,051	678
Central Jointly-funded	476	299	229
Fellows	208	225	172
TOTAL	1,885	1,575	1,079

120 countries benefit but in 2009-10, China, India and Indonesia took nearly 20% (192) amongst them.

As an indication of the decline in funding the FCO provided nearly £30m in 2005-06, but has announced that only £15-16m will be available in 2011 and 2012 each in current terms which suggests a real terms decrease (allowing for inflation) of nearly 60% in six years. One result of this is that in very many countries the effort of engaging in selection processes becomes very burdensome for diplomatic posts who may then have only one or two successful award-holders to show for their efforts.

BRICS SCHOLARSHIPS

The Solar Grandmothers: South-South Cooperation at its Best

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Keywords: India; ITEC (India Technical Economic Cooperation Programme; South-South Cooperation; grandmothers in solar technology

Summary: The Barefoot College and the Government of India have teamed up to train illiterate grandmothers from LDCs to become solar engineers.

For the last 15 years the Barefoot College in the village of Tilonia, Ajmer, Rajasthan, India has been solar-electrifying villages adopting the "barefoot" approach of demystifying sophisticated solar technology and decentralizing the responsibility of decision making, management and ownership right down to the community level. This has produced amazing, tangible results but the secret behind this impact has not only been the amazing 150 grandmothers from developing countries in Africa who have solar electrified their own villages.

The secret has been the partnership that has made it possible between the most unlikely of bed fellows - the Barefoot College and the Government of India.

The Barefoot College has been identified as a Training Institute under ITEC (India Technical Economic Cooperation Programme) (2008-2009) of the Ministry of External Affairs with a view to supporting the costs of training illiterate rural grandmothers as solar engineers and empowering them to solar-electrify their own villages from all over Africa and indeed the world.

The barefoot approach has been to first take the communities into confidence to take all the major decisions of i) how much the community is prepared to pay for the use of the solar unit to cover repair and maintenance and ii) select a semi-literate rural middle aged woman to be trained as a barefoot solar engineer. Without using the written or spoken word, and using only sign language, the illiterate women between ages 40 and 55 are trained to be solar engineers in 6 months. We would claim that they know more about fabrication of charge controllers, installation of fixed solar units, establishing electronic workshops in villages, carrying out all major and minor repairs on the spot than many paper-qualified electronic engineers after 5 years in any reputed university anywhere in the world.

The solar-electrified villages are community managed, community controlled and community owned, thus demonstrating that it is possible to have technically and financially self-sufficient solar-electrified villages all over Africa. A concept of village self-sufficiency which Mahatma Gandhi wrote about over six decades ago is still very relevant and powerful today.

This unique collaboration through ITEC with the Government of India allows the selection of a village-based illiterate grandmother from any of the Least Developed

Countries around the world. As part of this South-South effort the Indian Embassy/High Commission is obliged under the agreement to issues free visas, a economy ticket and 6 months training costs to enable the awardees to come to India and live in the Barefoot College.

Since the ITEC collaboration started in 2008-2009 over 150 grandmothers have come from over 29 of the Least Developed Countries-mostly from Africa- and have solar electrified around 10,000 houses in 118 villages.

'First they ignore you, then they laugh at you, then they fight you and then you win'-
Mahatma Gandhi

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India as a Diverse Scholarship Provider

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Keywords: India; scholarship provider; foreign nationals; scholarship; fellowships; Indian Council for Cultural Relations.

Summary: India, a non-DAC donor, is playing its geopolitical role in the area of international cooperation by being a diverse scholarship provider, helping meritorious scholars from numerous countries realize their educational dream, nurture professional growth and become goodwill ambassadors. Scholarship ties range from selected individual countries to regional, interregional and global level. India's role is appreciable as it is doing so despite grappling with educational and financial problems on its home ground.

India, the seventh largest country by geographical area, the second most populous country, a strong democracy, and fast emerging global economic power, is involved in a plethora of initiatives of capacity building and HRD including providing scholarships and fellowships to foreign students for higher education though it is grappling with numerous problems on the educational front for its own nationals. According to an [Asian Development Bank](#) report, Asia at present accounts for more than 35% of world GDP, up from less than 20% in 1980 (Vishwanath, 2011) with India being a prominent player . In this changed economic situation India, a non-DAC donor, is playing its geopolitical role in the area of international cooperation by being a diverse scholarship provider, helping meritorious scholars from numerous countries realize their educational dream, nurture professional growth and become goodwill ambassadors.

With the passage of time the list of scholarships offered has increased with India becoming a popular destination with foreign students though there are preferred destinations for different courses. For more information about individual universities, courses offered, refer to: www.aiuweb.org / education.vsnl.com/iccr www.iccr.org.in.

It is estimated that 40,000 foreign nationals from about 100 countries study in Indian universities each year while nearly 2,000 of them study under various Government of India scholarship schemes administered mainly by the Indian Council for Cultural Relations (ICCR) (www.tashkent-events.info/index.php) an autonomous organization under the Ministry of External Affairs, plus another few hundred under scholarships offered by other sources and such as the Indian Council of Agricultural Research (ICAR). The various scholarships offered annually are as listed here:

International Scholarships:

General Cultural Scholarship Scheme (GCSS): Under this scheme, scholarships are awarded to international students from Asian, African and Latin American countries for undergraduate, postgraduate degrees and also for pursuing research. 53 countries are covered by the scheme.

Cultural Exchange Programme: Each year the Indian Council for Cultural Relations (ICCR) administers several hundred scholarships as per the terms and conditions of the Cultural Exchange Programme signed between the Government of India and the Government of the respective country. This programme covers no less than 77 countries, a developed, developing and transition.

Indian Council for Cultural Relations (ICCR) Scholarship Scheme: 60 ICCR scholarships are offered to the students worldwide for undergraduate and post graduate programmes in Performing and Visual Arts, including Indian Classical Music, Dance, Painting and Sculpture.

Reciprocal Scholarships Scheme: Candidates wishing to do postgraduate study or research in any subject, can apply for a scholarship under this scheme. Applicants wanting to study or wishing to specialize in Indian Classical Music, Indian Classical Dance, Painting, Sculpture, Drama and Indian Languages are also considered for admission at the undergraduate level. Scholarships are available to candidates from Latin American countries and to certain specified European countries: Austria, Brazil, Chile, Costa Rica, Denmark, Nicaragua, Panama, Paraguay, Peru, Switzerland, Surinam, and Uruguay.

International Fellowship in Agriculture: India recently announced 15 international fellowships in Agriculture of three years duration for pursuing doctoral degree in agriculture and allied areas (www.icar.org.in). During 2010-11, fifteen candidates were awarded the Fellowship (ICAR 2010).

Scholarships for Commonwealth Countries

Commonwealth Fellowship Plan: Under this, scholarships and fellowships are offered annually to candidates from Commonwealth countries mainly for postgraduate studies for which adequate facilities may not exist in the applicants' country. At the same time short duration scholarships are also offered for scholars for conducting research projects.

Craft Instructors Scheme: Ten bursaries are offered annually to nationals of Commonwealth countries for training as craft instructors.

Scholarships for Asian Nationals

Technical Cooperation Scheme (TCS) of the Colombo Plan: Two categories of scholarships are offered, one for students at under-graduate and post-graduate degree and a second for training of officers coming for short or medium-term courses. This scheme is administered on behalf of the Department of Economic Affairs, Ministry of Finance and Ministry of External Affairs and is meant for students who are nationals of Asian countries namely Afghanistan, Bangladesh, Bhutan, Iran, Indonesia, Laos, Malaysia, Myanmar, Maldives, Nepal, Philippines, Papua New Guinea, Sri Lanka, South Korea, Thailand.

Indian-Africa Fellowships

India-Africa Fellowships' Programme: In the new India-Africa Fellowships' programme, 33 scholars joined Agricultural Universities in first semester 2010-11 and more are expected to join in the second semester, 2011 (ICAR, 2010).

Fellowship and Scholarships for SAARC Countries

SAARC Fellowship Scheme: Six fellowships (one per country) and twelve scholarships (two per country) are offered annually to the nationals of SAARC member countries viz. Bangladesh, Bhutan, Maldives, Nepal, Pakistan and Sri Lanka. These are offered for studies in areas of Economics, Education, Environment, Agriculture, Mass Communication, Language and Literature, Sociology, Transport Engineering, Applied Economics, Master of Business Administration Programme, Biochemistry, Social Work, Food Technology and Home Science.

Country Specific Scholarships

Scholarship Scheme for Sri Lanka and Mauritius: 47 and 30 scholarships are offered annually to students from Sri Lanka and Mauritius, respectively.

Memorandum of Understanding (MoU): Nowadays many individual Indian universities are signing MOUs with foreign universities and this approach facilitates movement of students and staff. MOU/Work Plans have been signed with over 30 countries for bilateral cooperation in agricultural research, training and study visits.

Foreign students applying for scholarships and fellowships have to contact the Indian Embassies/High Commissions in their countries for details (<http://www.iccr.tripod.com>) while nominations are received from the respective Governments in the Indian diplomatic missions concerned. Through such efforts India, a non-DAC member, is playing a significant role in international cooperation and capacity building despite facing financial challenges in its own education sector.

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Address by the Deputy Minister of Higher Education and Training, Professor Hlengiwe Mkhize, South Africa, at the launch of the Nyerere Programme, 23 November 2010, Cape Town.

We welcome the opportunity to be associated with a programme of this stature, aptly named after one of our great African leaders and, indeed, a brilliant educationist, scholar and philosopher in his own right, Mwalimu Julius Nyerere.

Tanzania, under the leadership of Julius Nyerere, was a home to many South Africans in exile and to the great institution that was Solomon Mahlangu Freedom College. Tanzania was a model country for many in terms of its primary education system and adult education initiatives which were spearheaded by “the Teacher” (Mwalimu) himself. We are proud that new educational programmes and initiatives such as this are able to take forward the educational heritage associated with Mwalimu Nyerere.

In 2009, South Africa was a host to 59,580 internationally mobile students. These students contributed 7% to our overall higher education student enrolments of 837,779. The percentage of these international students studying in South African universities has been growing steadily over the past 8 years. Of these international students at our universities, 70% come from the SADC region; 18% from the rest of the continent and 12% from abroad. In other words, almost 90% of international students in South Africa are from the rest of the continent.

In the international arena, the largest number of internationally mobile students originate from the sub-Saharan region. Most of these outbound students go to Western Europe, with South Africa following as a key destination. This may explain why South Africa is placed as the eighth host country of internationally mobile students.

We are particularly delighted that our own neighbours place a great value on our institutions and as such we are privileged to have large numbers of students and academics from these countries. This, however, also puts pressure on us to provide the necessary resources and to maintain and improve on the quality which they seek,

and to which they have become accustomed. The pressure to maintain educational standards is one of the key benefits of hosting international students and a driver of student mobility.

The South African government provides a subsidy to all SADC students enrolled at South African public higher education institutions. The subsidy is allocated per individual student and it forms part of the block grants that the Department allocates to institutions on an annual basis. The 70% of international students that come from SADC countries also pay the same level of fees as South Africans. In other words, they are subsidised by the South African State. In addition, all postgraduate students, regardless of their country of origin, are also fully subsidised.

In 2008 the Department did a rough calculation of how much it costs South Africa to host international students. The calculation was based on 2006 student enrolments of 44,491 international students. The calculation showed that, at a minimum, government subsidised students from the rest of the continent at a level of Seven Hundred and Thirteen Million Rand (R713 million = £64 million sterling). This we view as an investment as we as a country work our way to making waves in the international arena and compete with others in terms of our contribution to knowledge production and dissemination.

However, despite our status as a prime destination for higher education students in the region, we share many common challenges and problems with our neighbours on the continent. It is common knowledge that Africa lags behind other world regions in terms of our capacity to develop high level human resources. The problem is deep-seated, starting from participation rates at primary school level, and becoming progressively more acute at tertiary level. In 2007, Sub-Saharan Africa had the world's lowest tertiary gross enrolment ratio of 6%. This is the level at which Latin America and the Caribbean (as a region) was in 1970 and where South and West Asia (as a region) was in 1990.

The problem of low tertiary participation rates in the region is coupled by high levels of poverty, inequities in access to high levels of education, challenges in development, administration and governance, significant challenges of class and gender inequality, and a brain drain, which sees high level skills in the region working outside of it. If initiatives such as the Nyerere Programme are to be significantly effective, we need to address our basic developmental challenges at the same time as improving our human capacity, and find ways of addressing developmental challenges through higher education and knowledge generation. The targets that have been set in the Millennium Development Goals (MDGs) and in the Second Decade of Education for Africa (2006-2015) can only be achieved with greater investment in higher education, skills and research and innovation.

The Nyerere Programme is one of the initiatives that can contribute to addressing poverty, inequality and the challenges of social and economic development. Firstly, the programme is intended to foster partnerships and collaborations among our tertiary institutions in the continent. As there are pockets of excellence across the continent, this programme will provide us with solid opportunities to enhance the transfer of knowledge and skills in a variety of fields.

Secondly, the programme is meant to provide opportunities for training more Masters and Doctoral students. Our countries are in dire need of high-level research skills, and the continued growth and strengthening of the academic profession. We should also therefore leverage the programme to improve our existing institutional capacities, by increasing the number of academics who obtain masters and doctoral qualifications, as well as inject new human resources to better university administration and management in our countries. By improving our academics' qualifications we will also be helping our institutions to improve on their research productivity and overall teaching capacity. This dovetails with our own targets and focused attention on increasing the numbers of postgraduates as well as our investment in research. The ensuing complementarity demonstrates the 'fitness of purpose' of this initiative.

This is a unique opportunity we all cannot afford to let slip by. In this regard, we would like to extend our sincerest gratitude to the European Union for their injection of €35m to the Nyerere Programme. I am sure that I will be speaking on behalf of all other Africans when I say that we hope this is just the beginning of an important partnership for higher education in Africa.

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Scholarships for Foreigners in Brazil

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Keywords: Brazil; history of scholarships; undergraduate and post-graduate scholarships; short term awards to Cape Verde and Guinea Bissau

Summary: This piece looks briefly at the Brazilian Cooperation for International Development's diverse scholarship offerings.

“Brazilian Cooperation for International Development” doubled in the period 2005-2010 and almost reached the cumulative amount of US\$3 billion (current value). In the last five years, expenditure for regular programs of scholarships varied from US\$50 to US\$70 million a year. But this does not include special research projects in which scholarships and awards are directly managed by academic and research institutions supported by agencies (see below). It is difficult to be precise about the exact annual expenditure, but in a conservative estimation it goes up to US\$100 million annually.

Two main agencies, established in 1951, are responsible for almost 100% of all scholarships offered in- and outside of the country. CNPq (an agency of the Ministry of Science and Technology functioning as a National Research Council) and CAPES (an agency of the Ministry of Education which functions as a coordinator of scholarships and programs that enforces institutional development in all levels of education, specially postgraduate education) are also very active in programs towards

international cooperation: South-North with developed countries (Brazil mostly recipient, but also donor) and South-South (Brazil mostly donor, but also recipient). (Source: IPEA, CNPq and CAPES)

PEC-G - The first Brazilian official record indicating governmental interest to provide scholarships for other countries dates back to 1950, when the National Commission for Technical Assistance (CNAT) was established. But only in 1964 a special program for undergraduate education for South-American and African students, called PEC-G (Undergraduate Student Program) was launched, supported by the Ministry of Education and the Ministry of Foreign Affairs. Since this time the Program has offered placement in federal universities and travel. PEC-G supported 6311 students (from 2000 to 2010) from 44 countries (Angola, Argentina, Barbados, Benin, Bolivia, Cape Verde, Cameroon, Chile, Colombia, Ivory Coast, Costa Rica, Cuba, El Salvador, Ecuador, Gabon, Ghana, Guatemala, Guiana, Guiné-Bissau, Haiti, Honduras, Jamaica, Mali, Morocco, Mexico, Mozambique, Namibia, Nicaragua, Nigeria, Panamá, Paraguay, Peru, Kenya, Democratic Republic of Congo, Republic of Congo, Dominican Republic, São Tomé and Príncipe, Senegal, Surinam, Togo, Trinidad and Tobago, Uruguay and Venezuela. (Source IPEA and MRE)

Comments – At the present, PEC-G uses only 17% of the offered placement, for three main reasons: (i) selected students prefer to go to countries providing full scholarships; whereas Brazil charges no fees but expects students to pick up the maintenance costs; (ii) there is a difficulty in selecting students from several African countries; and (iii) very few students apply for engineering, medicine, and basic sciences. For a long time, Brazilian authorities have been concerned with students who drop out, mainly disappearing from universities and becoming illegal ‘residents’ in the country. (Source: MRE)

PEC-PG – Designed in the 1980s to offer full scholarships to Latin-American and African students at masters and doctoral levels in Brazilian Universities. Candidate students have to address directly Brazilian graduate courses and get a letter of acceptance to be presented to the local Brazilian Embassy. Scholarships are provided by CNPq (Master degree) and CAPES (PhD degree).

From the year 2000 to 2011, a total of 1,654 scholarships were issued to 38 countries. Colombia (382), Peru (214), Argentina (115) Mozambique (113) Cape Verde (98), and Bolivia (78) are the countries with a larger number of students. Until 2005, the number of scholarships offered was equal or less than 100 per year. From 2006 till now, the number varied from 120 to 230 per year.

Those are the official figures of the program. But it is common to identify other foreign students not listed in the official record, because they applied directly to the course and got a scholarship from the university. In this case they are not listed in the international program.

(Source: MRE, CAPES, CNPq, IPEA)

Support for Math and Portuguese Teaching in African countries - Since 2008 a new program to improve teaching in Portuguese language and Math has been launched to help elementary and secondary schools. The so called “Letters and Numbers Language Program - PLLN” focuses on individual countries and is based on

the idea that, if teaching in language and math functions properly, difficulties in education and science are much easier solved.

This program has been supported by three Ministries in Brazil: Education; Science and Technology; and Foreign Affairs. The program aims to reach a minimum of 50% of all Secondary School Portuguese and Mathematics teachers of Cape Verde, in five years. Each year a group of 100 teachers (50 in each field) go to the Federal University of Ceará (UFC) to have a 30 day course, eight hours a day, and to follow a cultural program of visits and lecture. Later, a new 30 day course will be held in Cape Verde by Brazilian professors.

The program offers air tickets (round trip), scholarship, transportation in Brazil, insurance and three hundred US dollars to buy books. The scholarship covers hotel and food.

In 2011 a new similar program will be offered to Elementary School teachers from Guinea-Bissau. Other countries are applying to this Program. It looks like this fascinating offer will, for the moment, be restricted to small countries like Guinea Bissau and Cape Verde. It would be a very different challenge in Angola and Mozambique. (Source: CAPES and MCT)

Scientific incentives for foreign students, MA and PhD for foreign students, visiting-professor, visiting-scholar and other awards –CNPq and CAPES are responsible for almost 100% of all scholarships offered in and outside of the country. Both agencies have a large number of specific programs to offer scholarship support for foreign academic or scientific personnel, but the initiative of the request is always from a Brazilian institution (Academy of Sciences, universities, institutes etc).

Outside the regular program (PEC-PG, CAPES-COFECUB, CAPES and CNPq/DAAD, Visiting-Scholar, Visiting-Professor and others), awards are granted directly by Brazilian academic or research groups, with funds provided from both agencies. To apply for visiting-scholars (CNPq), institutions shall submit the request in December, May and September of each year.

In the year 2010 Brazil has offered more the 400 scholarships (long and short duration) for visiting-professor and researchers, in both agencies; also 150 scholarships for incentive to undergraduate students from Mozambique and Cape Verde; and circa 150 scholarships and other awards through individual projects developed for Latin American and African institutions. (Source: CNPq and CAPES).

China's Educational Assistance

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Keywords: China; Chinese Government Scholarship Program; history & scale; language scholarships; Confucius Institutes

Summary: China is becoming a significant player in terms of international aid. This article looks at the scholarships offered by the Chinese Government.

China provides a particularly interesting case study on official development assistance due to its dual role in foreign aid activities – it has been both giving and receiving foreign assistance since its founding in 1949. With its rapid economic development in the last three decades, China's role as an aid donor is becoming more prominent compared to its role as aid recipient.

In terms of educational aid, one important program is the Chinese Government Scholarship Program (CGSP) administered by the China Scholarship Council under the Ministry of Education. The program offers international students the opportunity to receive free education at Chinese colleges and universities. The objectives of this program are to strengthen mutual understanding and friendship, develop cooperation and exchanges in fields of politics, economy, culture, education and trade between China and other countries, while sponsoring international students, teachers and scholars to undertake studies and research in Chinese higher institutions (China Scholarship Council, 2011). Another, but unspoken, rationale for the scholarship program is to contribute to China's soft-power diplomacy as well as to boost national pride and its international image.

International student education in China started in 1950, and after the disruption during the Proletarian Cultural Revolution (1966–1976), gradually resumed in 1972. Since then, China has been progressively increasing the number of Chinese Government Scholarships it awards. Between 1950 and 2000, 88,000 scholarships were awarded. The 6,153 scholarships awarded in 2003 grew to 13,516 in 2008, and to a total of 18,245 awardees in 2009. In 2010, the number of recipients was estimated to be over 20,000, and it is expected to be 27,000 by 2013.

The number of scholarships to be awarded to each country is determined through negotiations between the Chinese government and the corresponding foreign governments, educational divisions, institutions and related international organizations. The majority of recipients for CGSP are from Asian and African countries. According to the China Association for International Education (CAFSA) (n.d.), in 2008, 41.6% of CGSP recipients came from 46 different countries in Asia, while recipients from 50 African countries accounted for 27.6% of CGSP recipients. The numbers remained largely the same in 2009, at 46.1% and 26.4% respectively. On the one hand, most Asian and African countries are developing countries and need more foreign assistance; on the other hand, there are also more political allies for

China in Asia and Africa than in the rest of the world.

Despite the long history and large number of recipients of Chinese Government Scholarships, few systematic studies have examined whether the scholarships have been beneficial to the recipients. A study on 270 CGSP recipients (Dong & Chapman, 2007) investigated recipients' perceptions of their higher education experience in China and their attitude towards China as a country. The study concluded that the level of satisfaction of scholarship recipients' experience in China is generally high, and respondents believed that the scholarship program is beneficial in promoting long-term friendship between China and their home countries.

In addition to bringing in international students through scholarship programs, China is also making remarkable efforts to reach out through educational assistance. From 2004, *Hanban* (Chinese National Office for Teaching Chinese as a Foreign Language) founded Confucius Institutes (CIs) to promote Chinese language, culture, and Chinese teaching internationally. By the end of 2010, *Hanban* established 322 CIs and 369 Confucius Classrooms (CCs) in 96 countries. In 2009, enrollment in Chinese classes offered by CIs and CCs reached 260,000, and over 3 million people worldwide participated in all kinds of educational and cultural activities offered through CI/ CC. In contrast to CGSP, most of the CIs/ CCs are established in Europe and North America, with only 81 and 21 CIs in Asia and Africa respectively, as well as 31 and 5 CCs on these two continents (*Hanban*, n.d.). *Hanban* also provides scholarships for Chinese language learners and prospective Chinese teachers to study in China. While the numbers of CI/ CC establishments and program participants may not yet be sufficient to suggest the government has fulfilled its objectives, CI/ CC could have far-reaching implications for China's foreign diplomacy and increasing soft power.

China's experience in educational assistance might provide alternative ways of foreign assistance for other aid donors. The scholarship, language and cultural programs offered through CGSP and CI/ CC channel the benefits directly to individuals who participate in those programs, while the participants' home governments play a minimal role. As a result, the possibility of corruption and misuse of aid funding by the aid recipient countries is reduced.

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Russia's Return to Africa - The Scholarship Dimension

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Keywords: Russia; Africa; rise and fall of scholarships; Putin's new aid policy

Summary: After the collapse of the Soviet Union, the country was no longer able to fulfil most of its earlier commitments to scholarships; where once Russia used to grant more scholarships and receive more African students than any other developed country. But now, Russian financed scholarships are re-emerging.

Before the collapse of the Soviet bloc, Russia used to grant more scholarships and receive more African students than many other developed countries. But by the beginning of the 90s, the situation changed dramatically and the country was not able to fulfil most of his promises concerning the granting of scholarships. Yet, a slow but considerable evolution is in view since 1999. Russia is back; and is promoting its influence through the scholarship dimension.

When the Soviet bloc was collapsing in December 1991, almost 50,000 African students had been trained in Russian universities. Many African leaders had studied in Russia during the Cold War. Ahmadou Toumani Toure of Mali; Thabo Mbeki in South Africa and José Dos Santos of Angola are just a few of these. But the support and help to African students were not approved by many satellite-countries inside the Soviet bloc. Consequently, the beginning of the 90s saw a progressive disengagement of the Russian government from HRD support. After the collapse of the bloc, some Russian nationalists like Vladimir Zhirinosky attributed the collapse of the bloc to the aid of President Gorbachev and some of his collaborators towards Africa and other developing countries.

Russia maintained its scholarship program with some African countries, but was reluctant to finance it effectively through 1992, due to economic problems. In March 1992, a delegation of African countries was received in Russia. Assurances were given that Russia will continue to offer scholarships to African students. Three months later, Russia made a public statement encouraging African countries to assume the fees of their students in Russia, since the government was not able to sustain the policy, as she used to do before. Therefore, from 1992 to 1995, the number of African students decreased substantially in Russia, as well as the number of scholarships granted to countries like Mozambique, Angola and Ethiopia which were former allies of the Soviet bloc.

The revival of the Russian policy was evident in 1999, when Vladimir Putin succeeded Boris Yeltsin as president of Russia. The president approved a new foreign policy in 2000 which promoted the expansion of "interactions with African states".

After the World Forum on Education For All, the country also decided to help African countries to attain some of their objectives in the domain of infant and adult literacy. However, this new policy implied also the relinquishment of the scholarships for graduates in the universities. Russia made the promise to grant some 7.2 million dollars US to achieve the goals of the EFA conference between 2006 and 2008. Meanwhile, the policy concerning the granting of scholarships to universities graduates evolved gradually. It is also under president Putin's mandate that the granting of scholarships to African students resumed in 2000. Several students from Africa were given opportunities to study in the People's Friendship University of Russia, which was formerly known as the Patrice Lumumba University. The students were enrolled in a program that covered tuition fees, room and board in Russia. Another program intended to train African lecturers. Between 2006 and 2007, a total of 750 scholarships were offered to several African countries and hundreds of staff members received their training in Russia.

Some African countries with strong historical links with the Soviet Union are benefiting from special scholarships up to now. The Democratic Republic of Congo is one of these. The country has received a limited number of grants and scholarships for the armed forces since the year 2008. Though the number of grants is limited, up to 50 officers of the DR Congo are trained every year. Russia has also developed strong links with countries like Senegal and Cote d'Ivoire. In February 2011 for example, the Russian minister of Culture, Alexander Avdeef, went to Senegal and announced a significant increase of the number of scholarships granted to Senegalese students and armed forces officers, and the opening of a Russian cultural centre in the country.

Though the number of scholarships cannot be compared with those granted by countries like France and Germany, the Russian scholarship policy is efficient and is succeeding in expanding its influence in the continent. Russia is seen as a major actor in education by many African students and thousands of them throughout the continent are eager to obtain a scholarship to study in Russia.

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**NEW DONORS –
OLD SCHOLARSHIP
TRADITIONS**

Cuba's Scholarship Tradition: The Perspective from Ghana

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Keywords: Ghana; Cuba; Commission for Cooperation; internationalism; health focus

Summary: Cuba has trained over 1,000 Ghanaian professionals who now provide service in various sectors and contribute to Ghana's national development. The collaboration between Cuba and Ghana continues, with scholarships and overseas training agreements between the two countries.

Cuba has been an important player in the provision of scholarships to other – mostly low-income – countries since the early days after the 1959 Revolution that overthrew the American-backed dictator Batista and brought to power a socialist regime. For the new government, the provision of scholarships to students from countries in conflict and countries that were struggling for independence was an extension of Cuba's internationalism in other areas, such as military and medical assistance. To a large extent, the long survival of Cuba's regime has been attributed to the success of Cuba's internationalist policies in building relationships not only with states, but also with social movements and inter-/non-governmental organizations on a global scale (Harris, 2009).

Cuba has always been highly responsive to the needs of the countries to which it has extended its assistance. When it started building junior and senior high schools, and special postsecondary vocational training institutes, in the late 1970s on the Isle of Youth, it did so in response to the particular needs identified by the countries whose students were to benefit from studying at these institutions. In the case of Ghana, approximately 1,200 students left for Cuba during 1983-1989 and returned with a variety of credentials, ranging from mid-level professional and vocational/skilled trade designations, to highly specialized medical qualifications (Lehr, 2008). During their school years, students benefited from the Cuban leadership in scientific topics, while at the same time being taught by Ghanaian teachers temporarily 'imported' to Cuba in topics like history, geography and the English language. Later on, students proceeded to Cuban vocational training institutions which were extremely rare in Ghana at that time, or they attended one of Cuba's universities, renowned for their scholarship and pedagogical approaches. Throughout the students' educational years, Cuba provided not only the school infrastructure and full tuition support, but also covered the costs for the majority of teachers, food and clothes for students, and other necessities of life. Ghana was responsible for all transportation between the two countries and for providing several Ghanaian teachers, as well as a small stipend to the students.

Cuba's contribution to the training of over 1,000 Ghanaian professionals who now provide service in various sectors and contribute to Ghana's national development was acknowledged in late 2009 by the Deputy Ghanaian Minister of Foreign Affairs

on the occasion of the 50th anniversary of Ghana-Cuba relations (Cuba and Ghana to identify areas of meaningful cooperation, 2009).

In spite of a multitude of economic challenges, Cuba continues to make its scholarships available within a humanitarian, development-oriented paradigm. Contrary to many universities in the “Western” world that have expanded their global programming within the framework of the economic globalization discourse (see, for example, the proliferation of international MBA programs), Cuba’s “new” scholarship policy is heavily focused on health programming. The Latin American School of Medicine in Havana opened its doors in 1999 and enrolls about 1,500 students each year (Escuela Latinoamericana de Medicina, 2008), for a total of about 12,000 medical students who are expected to help increase access to health services, in particular to underserved communities, in their home countries upon return (Reed, 2005).

The collaboration between Cuba and Ghana also continues, albeit in a different format. In April 2008, the two countries signed a wide-ranging memorandum of understanding for a Permanent Joint Commission for Cooperation that covers “education and sports, health, trade and investment, tourism, scientific and industrial research as well as initiative [*sic*] for the private sector” (Sackey, 2008, 2). Specifically, the memorandum allows for Cuban academics and practitioners to travel to Ghana and to provide expertise in areas such as health and biochemistry. The document also commits Cuba to offering 30 postsecondary scholarships to Ghanaian students for training of 20 medical students, with the remainder of scholarships to be awarded in the disciplines of engineering, sports, health technology, and mining. The agreement is reciprocal in that Ghana has committed to assist Cuba in gaining access to cocoa purchases from the Cocoa Marketing Company, while Cuba in return will train Ghanaians in the manufacture of artisanal chocolate and agro-processing technologies (Sackey). This memorandum was signed within the framework of a long-standing bilateral co-operation through the Ghana-Cuba Permanent Joint Commission for Cooperation that has met every two years since the early 1980s.

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Educational Policies of Turkey on Turkic Republics and Turkic Communities: The Great Student Exchange Project

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Keywords: Turkey's scholarship policy; quantitative success; quality challenges

Summary: Turkey developed a student exchange program for the purpose of establishing educational and cultural co-operation with the Turkic republics and the Turkic communities after the collapse of the Soviet Union in 1991.

After the collapse of the Soviet Union in 1991, the relations between Turkey and the Turkic republics of Central Asia and Caucasia - Azerbaijan, Kyrgyzstan, Turkmenistan, Kazakhstan and Uzbekistan - and the Turkic communities in various countries flourished very quickly in various areas including culture, education and science. In this process the ethnic, historical, religious, cultural and linguistic ties between Turkey and Turkic republics were emphasized. Developing co-operation particularly with Turkic republics in the area of education has become the most important instrument for Turkish foreign policy since 1991. There were two main trends in terms of establishing educational co-operation between Turkey and the Turkic republics and the Turkic communities. The first was the development of an exchange program called the Great Student Exchange Project to invite especially university level students from Turkic republics of Central Asia and Caucasia and other Turkic communities to Turkish universities on scholarships provided by the Turkish state. The second was the establishment of elementary, secondary and higher education institutions in the Turkic Republics and Turkic communities, both by the Turkish Ministry of Education and various foundations, especially the ones known to have ties to the Nurcu community (Yanık, 2004).

The goals of the Great Student Exchange Project were stated by the State Ministry of the Turkish Republic in charge of the Turkic republics and communities as (a) to increase the educational level of the Turkic Republics and Turkic communities; (b) to create a generation familiar with and sympathetic to Turkish culture; (c) to meet the need for trained manpower in these republics and communities; (d) to establish a permanent bridge of brotherhood and friendship with the Turkic world (Akcali &

Engin-Demir, 2010). Turkey held great hopes for these students coming particularly from Central Asian and Caucasian Turkic republics “to return to their native countries to constitute a Turkish-speaking elite that will replace the Russian speaking elite ...” (Hunter, 1996:138).

To achieve these goals the Turkish state offered 7,000 higher education and 3,000 secondary education scholarships to students from the Turkic Republics and Turkic communities, and approximately 1,000 scholarships to students from other Eurasian countries starting in the academic year of 1992-1993. Students were selected through a standard paper and pencil test called “Turkish Republic Examination”. In the first year of the “Great Student Exchange Project”, of the 10,000 scholarships that were offered, students coming from the Turkic Republics of Central Asia and Caucasia accepted 4,879 higher education scholarships, and 1,659 high school scholarships. Between the years 1992 and 2008, a total of no less than 38,407 scholarships were allocated to students from the Turkic Republics and Turkic communities. Among them, 7,719 undergraduate and graduate students, and 1,004 secondary school students completed their programs successfully (Akcali & Engin-Demir, 2010). As of 2011, the total number of university students coming from the Turkic Republics and Turkic communities and studying as part of the Great Student Exchange Project in is 6,619 (MONE, 2011). The Ministry of National Education established the Department of Overseas Education in order to handle these scholarships and intense student traffic in 1992.

Studies conducted to monitor and evaluate the Great Student Exchange Project indicated that there were some problems that eventually led to a decrease in the number of students who came to study in Turkey and who completed the program successfully. The most frequently stated problem was economic. That is, the amount of scholarships provided for students was not enough to adequately cover all costs (Akcali & Engin-Demir, 2010; Kavak and Atanur-Baskan, 2001; Yanık, 2004). For example, an undergraduate student is paid about 180 US dollar per month excluding accommodation if she or he stays in state dormitory in 2010. Second, the Turkish authorities did not pay serious attention to the selection of students, and quantity was chosen over quality which resulted in bringing average students rather than the best and the brightest. The difference between educational systems, difficulties in learning language and in adaptation to Turkish culture combined with economic problems and low student quality led to a high-drop-out rate which limited the chances of the project succeeding from the beginning (Akcali & Engin-Demir, 2010). Finally, the political tensions between Turkey and Uzbekistan became one of the reasons leading to a decrease in the number of student coming from the Turkic Republics since 1996 (Yanık, 2004). On the other hand, the Ministry of National Education has indicated that the main reason for the failures of the Great Student Exchange Project was the lack of co-ordination among related state institutions in supplying services.

As the Great Student Exchange Project is a state sponsored exchange program which aims to provide scholarships to a large group of students from the Turkic republics and Turkic communities for undergraduate education, it is significantly different from the other student exchange programs such as the programs executed by the British Council, Alliance Francaise, and the Confucius Institutes that only provide opportunities for foreign students either for a graduate education or short term courses in the host countries. In this sense, being an example of new aid policies of Turkey as

an emerging donor country, the educational policies developed and implemented in general and the Great Student Exchange Project in particular provided certain benefits for Turkey and the Turkic republics and Turkic communities, despite the fact that there are important problems that need solutions (Akcali & Engin-Demir, 2010).

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Hong Kong Aspires to Attract the “Best and Brightest” PhD Students

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Keywords: Hong Kong; regional education hub; small numbers non-Chinese international students; new talent scheme

Summary: Hong Kong has traditionally had a very low proportion of foreign students studying in its universities; in 2009/10 only 4.5% of research postgraduate students were from outside of China (including Hong Kong). However, in a bid to make Hong Kong into a regional and international hub for higher education, Hong Kong's Research Grants Council introduced a PhD Fellowship Scheme in 2009 with the aim to attract the best and brightest students from around the world to pursue.

As a major metropolis and a city where many internationally recognized universities are located, Hong Kong is well positioned to be a regional Education Hub. In recent years, Hong Kong's higher education institutions have consistently been ranked among the top in Asia as well as internationally for their outstanding teaching and research achievements. In particular, in the 2010 Quacquarelli Symonds (QS) World

University rankings, 3 of the 8 Hong Kong institutions ranked among the top 50 in the world and top 5 in Asia, and 6 of them ranked among the top 50 Asian universities.

Research in Hong Kong has a relatively short history. Before 1990, Hong Kong's academic research activities were sporadic. Beginning in 1991, the Hong Kong Government established the Research Grants Council (RGC) with an initial annual research funding of HK\$100M. Since then, the annual research funding from RGC has grown by over seven times to HK\$775M in 2010. During the same period, the Government also recognized the importance of investing in education at the postgraduate level in order to transform Hong Kong into a knowledge-based economy. In 2010/11, the government has allocated around HK\$1.8 billion, including over 5,300 postgraduate scholarships, to the higher education sector for the education of research postgraduate students. The number of graduates from research postgraduate programs in Hong Kong has grown from less than 600 in 1994/95 to over 1,900 in 2009/10.

Before the early 2000s, student numbers in Hong Kong's higher education sector were composed of largely local students because a strict quota on the admission of non-local students (including students from Mainland China) was imposed on the institutions. Since the relaxation of the quota in 2003, the percentage of non-local undergraduate students in Hong Kong has increased from 1% in 2002/03 to 9% in 2009/10 and the percentage of non-local research postgraduate students has increased from 42% to 65% during the same period. However, the international mix of the students is still low, in 2009/10, only 4.5% of the research postgraduate students are from outside of China (including Hong Kong); among those, 2.6% are from Asian countries and 1.9% from outside Asia. In a recent review of the higher education system in Hong Kong, it was recommended that the institutions should review, develop where necessary, and implement internationalization strategies as a matter of urgency.

In 2009, RGC introduced a PhD Fellowship Scheme with the aim to attract the best and brightest students from around the world to pursue PhD studies in Hong Kong. The main objective of the scheme is to develop Hong Kong into a regional and international hub for higher education and talent development. The Scheme also promotes international research collaboration, including the establishment of joint/double degree programs through which the PhD students could act as a link for research collaboration between two institutions. Through the dynamics among the top students with different cultural background, we envisage that educational experiences will be enriched by the blend of diverse cultures, and the academic standard of Hong Kong's higher education and research capability will be substantially advanced.

The Scheme provides awardees a monthly stipend of around US\$2,600 and a research-related travel allowance of US\$1,300 per year for a period of three years. It is expected that a total of 135 PhD Fellowships in the fields of science, medicine, engineering, technology, humanities, social science, and business studies will be given out every year. More information about the scheme can be obtained from the website: <http://www.rgc.edu.hk/hkphd>.

Not Even a Hair! Why Hong Kong Doesn't Give

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Keywords: Hong Kong; private philanthropy; community philanthropy; absence of government aid contribution

Summary: One of the reasons that Hong Kong does not give, this piece argues, is that it has forgotten that much of its wealth has come from investments in other territories and profits from others' markets.

Part of China, Hong Kong is an independent economy with wealth envied by many. In 2009, the per capita GDP of Hong Kong was USD42,748 according to the IMF, which is 7th in the world, or USD43,957 according to the World Bank, which is the world's 4th.

If wealth is also an indicator of generosity, then Hong Kong should be high in giving. But is it?

Hong Kong people do give. In most of the major disaster reliefs, Hong Kong often champions in private donations. The East China flood in 1991 and the Sichuan earthquake of 2008 are typical examples. Hong Kong, as a financial centre and with its prospering real estate market, has a concentrate of tycoons. In 2006, the *South China Morning Post* (February 24), a local newspaper, carries a headline "1 in 7 a millionaire on Hong Kong Island", reporting a Citybank survey which reveals that 5.3% or 274,000 people in a population of 7 million held an average of 4 million (around 0.5 million USD).

The community generosity is also reflected in the recent government matching exercises which started in 2003. In five round, a total of 5B (HKD) have attracted around 15B donations for higher education.

One would expect that such a community generosity should also be reflected in Hong Kong Government's generosity towards other communities. However, so far there is not the slightest indication that any aid for foreign jurisdictions would be established.

Why should the Hong Kong Government be so indifferent to giving foreign aid. One possible explanation is that Hong Kong has forgotten that much of its wealth has come from investments in other territories and profits from others' markets. As part of the global economy, it is difficult to conceive that any system would survive without sharing its wealth with its peers.

Yet, to date, that is how Hong Kong's Government perceives its own position. As the Chinese saying goes, "Not even a hair" is spared to benefit others.

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**COUNTRY
EXPERIENCE OF THE
LURE OF
THE
'INTERNATIONAL'
UNIVERSITY**

**International Scholarships or Global Marketing Mechanism:
Interesting Macro-Micro Dichotomies?**

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Keywords: India; US; \$20 bn student investment in US; \$7bn Indian student remittances to India; India: a net ODA donor?

Summary: Using India and the US as examples, this piece examines how scholarship-giving countries may stand to be either a net gainer or a net loser at the macro level.

Indu Grover's note (in NN45) subsumes an interesting macro-micro dichotomy inherent in international scholarship programmes. While the individual beneficiaries at the micro level stand to benefit from the scholarships, the scholarship-giving country may stand to be either a net gainer or a net loser at the macro level. The world's two largest democracies, India and the USA, have many similarities but provide some contrasts in this respect. One striking contrast is the number of foreign students pursuing higher education in their educational institutions. While the US, the prime destination of foreign students from all over the world, hosts between 600,000 and 700,000 foreign students every year on an average, India hosts an estimated 40,000 at the most, a number cited in Indu Grover's note. Thanks to the dearth of reliable data in India, other estimates would put the figures between 10,000 and 20,000 only. On the flip side, the count of Indian students pursuing higher education abroad stands between 150,000 and 200,000, of which more than 55 per cent study in the US, comprising 15 per cent of all foreign students in the US, next only to China. India is followed by South Korea, Canada, Taiwan and Japan. In 2010, Saudi Arabia became the seventh leading sending country to the US, moving up from tenth position in 2009 and reflecting the Saudi government's substantial investment in study abroad scholarships for its own nationals (*Open Doors 2010*). For Indian students studying abroad, the other major destinations are the UK, Canada, Australia, New Zealand, some EU countries like the Netherlands, Germany and France, with Singapore joining the league lately. All these countries also offer full scholarships to Indian students, but only to 7-10 percent of them. How many of the remaining Indian students get other full or partial scholarships from the host country, from India or a third party?

Open Doors 2010 reports that 62 percent of all international students in the US receive the majority of their funds from personal and family sources. When other sources of foreign funding are included, such as assistance from their home country governments or universities, and employers of sponsored students, almost 70 percent of all international students' primary funding comes from home countries. According to the U.S. Department of Commerce, international students contribute nearly \$20 billion to the U.S. economy through their expenditures on tuition and living expenses (*Open Doors 2010*). Higher education is among the United States' top service sector exports to global markets, as international students provide significant revenue not just to the host campuses but also to local economies of the host states for living

expenses, including room and board, books and supplies, transportation, health insurance, support for accompanying family members, and other miscellaneous items. It would be interesting to find out how much of this is spent by Indian students and how much of which scholarship is from the US source that covers these expenses. While one could look for more detailed data, recent data of the Reserve Bank of India put the figure of remittances from India for Indian students' paying overseas student fees abroad at US\$ 7 billion - a whopping one-eighth of the much celebrated overall inward remittances of US\$ 55 billion from Indian migrants working abroad actually flowing back silently! Add to this all the scholarships listed by Indu Grover - those that Indian government disburses to foreign students coming to study in the country, and that help particularly the individual students from developing and least developed countries of Asia, Africa and Latin America – and India could figure as a high net donor on the list of Official Development Assistance (ODA) source countries. In contrast, some of those that are already high on the list would actually turn out to be net receivers through their global marketing mechanism hidden behind an international scholarships programme.

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Chile's Radical Expansion of its Postgraduates Studying Abroad. Where Are They Going?

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Keywords: Chile; dramatic expansion of overseas scholarships; destination countries; Anglophone dominance; politics of world university rankings;

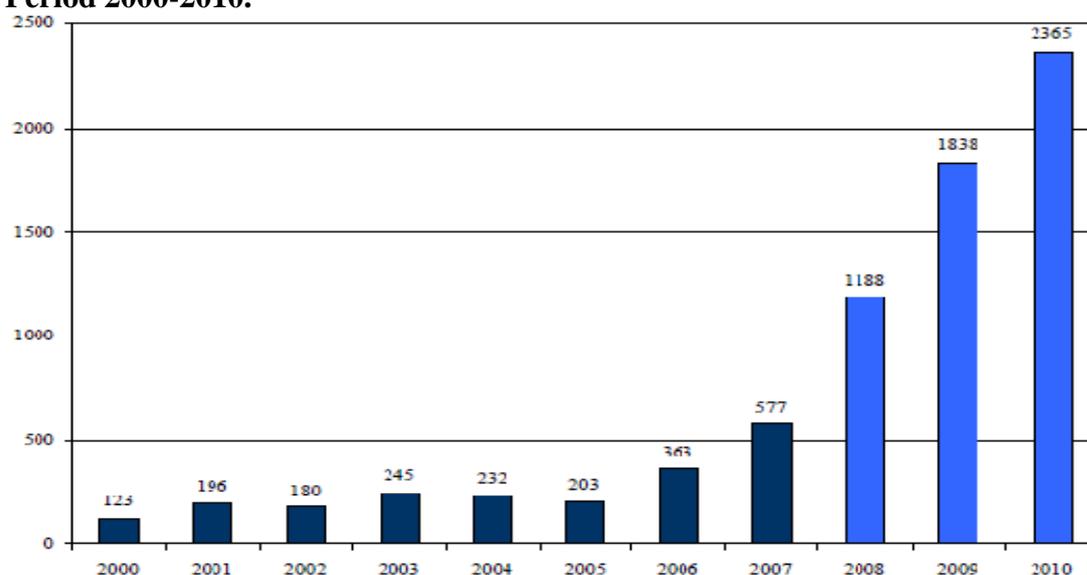
Summary: In Chile, a recent and ambitious program of postgraduate training abroad has been implemented. The article provides the key facts about this effort, answers the question about the chosen countries of destination of the new generations of out-bound Chilean graduates, and raises an issue about how the set of possible destination institutions is being defined.

Chilean Higher Education doubled in terms of total enrolments in the last decade, (from 435,884 in 2001 to 835,247 in 2009), its net coverage for the 18-24 years old reaching 30.8%. Postgraduate enrolments (master and doctorate) was 27,475 in 2009 (3.2% of total HE), more than a three fold increase over year 2001 when the total was 7,685. Master degrees were 86.4%, and PhDs 13.6% of total postgraduate enrolments in that year. (Rolando et al., 2010). In this context of accelerated processes of endogenous expansion of advanced human capital formation, a recent and ambitious program of postgraduate formation abroad has been implemented. The article provides the key facts about this effort, answers the question about the chosen countries of destination of the new generations of out-bound Chilean graduates, and raises an issue about how the set of possible destination institutions is being defined.

Postgraduate Chilean Students Abroad

In the context of rapid growth of postgraduate enrolments in the country, just mentioned, (15.2% of average yearly growth in the 2000-2009 period), since 2008 the Chilean Government has been implementing a policy aimed to drastically increase the size and quality of its pool of advanced human capital trained abroad. The key component of this policy has been a programme of scholarships –*Becas Chile Programme* (BCP) - focused mainly (but not exclusively) on master's and doctoral studies. Figure 1 shows that in the years 2008-2010, the number of scholarships for studying abroad was 2.5 times the total number of the previous 7 years.

Figure 1. Number of Chilean Government scholarships for studying abroad. Period 2000-2010.



Source: Gonzalez and Recart (2010), based on data from BCP and CONICYT (2007).

As presented in Table 1, five countries (United States, United Kingdom, Spain, Australia and Canada) represented the destination of choice for 85% of Master's scholarships and 80% of Doctoral scholarships. Latin America (Argentina, Brazil and Mexico) accounted for only 3% of Master's and 2% of Doctoral scholarships. From a linguistic as well as cultural viewpoint, 74% of all Master's, and 66% of all Doctoral scholarships went to English-speaking countries (USA, UK, Canada, Australia, New Zealand).

Table 1.

Country destination of choice by Chilean Master's and Doctoral scholarships. Chile's Scholarship Programme, (2009, second round)

MASTER'S			DOCTORAL		
Country	Number	Percentage	Country	Number	Percentage
United States	180	28.2	United States	194	36.0
United Kingdom	176	27.5	Spain	89	16.5

Spain	76	11.9	United Kingdom	85	15.8
Australia	68	10.6	Australia	33	6.1
Canada	40	6.3	Canada	29	5.4
Germany	23	3.6	Germany	28	5.2
France	16	2.5	France	23	4.3
Netherlands	10	1.6	New Zealand	17	3.2
Argentina	10	1.6	Italy	7	1.3
New Zealand	9	1.4	Argentina	6	1.1
Mexico	6	0.9	Brazil	5	0.9
Switzerland	6	0.9	Switzerland	5	0.9
Italy	5	0.8	Netherlands	4	0.7
Belgium	3	0.5	Denmark	4	0.7
Brazil	3	0.5	Ireland	2	0.4
Ireland	2	0.3	Belgium China, Czech Rep., Norway, Austria, India, Portugal, Sweden. (1 per country)	8	1.5
Sweden	2	0.3			
China, Denmark, Norway, South Africa (1 per country)	4	0.6			
TOTAL	639	100.0	Total	539	100.0

Source: OECD, World Bank (2010) *Chile's International Scholarship Programme*, Paris. Table 2.13, based on *Becas Chile Executive Secretariat* data.

According to information from BCP, the six leading universities in the United States and the top five in the United Kingdom account for some 60% of PhD students with scholarships from the new programme. This rather restrictive range of 'destinations' was further restricted by rules of the 2010 process which defined that the program would not finance studies in institutions not included in the 150 top universities according to three university rankings: Times Higher Education, Quacquarely Symonds, and ARWU-SHANGHAI, which have criteria for excellence which leave out of their top positions too many of the main universities of continental Europe: France, Germany and Spain are practically left out as destinations, a loss both in

terms of their programmes of research excellence and also their cultural influence. This raises a number of issues. The most direct, pointed out by Chilean university leaders and an OECD-World Bank evaluative report asked for by the Government, is whether the operational design of BCP, through its weightings for whole-of-university reputation (measured by the mentioned rankings), limited study opportunities for students by field. The report judged that it did and recommended creating a uniform ranking of programme/institutional quality by discipline, based on the specific knowledge of a group of active professionals on programme quality within institutions. This could mitigate “the spillover bias of ‘institutional reputation’ on individual programmes”. (OECD-World Bank 2010: 98). The scholarship programme’s rules for the year 2011 somewhat acknowledged this recommendation, demanding that applicants demonstrate the excellence of either the institution that accepts them, via its inclusion in the top 150 universities of any of the three mentioned rankings of universities, or accrediting that the programme in which he/she was accepted “is effectively one of the best in the world in the specific topic to be studied”.¹ (Becas Chile, Concurso 2011, www.becaschile.cl).

Underlying the operational features of BCP which effectively define where the country’s most able students go to study abroad, are the loaded and larger questions of how Chile’s academic and professional elites conceive of excellence in the university of the 21st century and which cultural influences, or mixes of them, they want to be reflected in the future academic outlook. The answer so far may be operationally adequate but it leaves unaddressed the larger question and its long term implications.

The BCP demands in 2011, as a prerequisite to apply for the scholarship, that one should already be accepted in one of the top 150 universities of the world, whereas previously the application process was not dependent on this. A key consequence of this new rule is that applicants coming from poorer social and/or educational contexts, (where there is no effective opportunity to learn English, for example) only exceptionally will be able to obtain the scholarship. Previously this group represented close to 50% of the assigned scholarships, and they were specially supported for learning the language of the university of destination and also in their actual application to the institutions. This practical closure of the publicly-funded possibility of pursuing postgraduate studies of excellence to only the already privileged, does not stand up to the most minimal of tests of equity and points in the opposite direction to democratizing the current elite.

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Why Go Abroad for Masters and PhD? The Case of Jordan

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Keywords: Jordan; postgraduate scholarships; Jordanian employers' HEI preferences; Anglophone vs. Arabic; male vs female overseas student outcomes

Summary: This short article explores why Jordanian students try to get scholarships to study for postgraduate degrees abroad.

Many Jordanians study abroad each year, either at the undergraduate or postgraduate levels. The most popular country destinations include the USA and the UK; in 2008, 1,800 and 1,200 Jordanians studied in the USA and UK respectively (UNESCO-UIS database).

Many study abroad each year through scholarships paid for by Jordanian universities. Others get overseas scholarships paid for by foreign governments (e.g. Chevening scholarships) or foreign universities (through university-managed scholarships for overseas students).

This short article explores why Jordanian students try to get scholarships to study for *postgraduate* degrees abroad.

Lack of choice

One reason is that there is simply a lack of choice in postgraduate programs in Jordanian universities, especially when it comes to PhD programs. And this leads students to look abroad for post-graduate offerings.

Foreign degrees have higher currency in the Jordanian labour market

It is a sad fact that employers in Jordan tend to prefer graduates of foreign universities compared to graduates of local universities. A Master's or PhD from abroad has significantly stronger currency in the local labour market. There are several reasons for this. One is that employers are increasingly demanding employees who are fluent in English - both written and spoken. So when they are confronted by a graduate from a Jordanian University and another from an English-speaking country they would take the latter. Another reason for the preference of foreign-trained postgraduates is the perceived difference in the quality of training received at this level, e.g. when it comes to critical thinking skills, or even the ability to write a coherently structured and argued essay. In fact, this perceived quality difference between foreign and local universities is backed up by fact. Although many reports (e.g World Bank, 2008) say that education in Jordan is one the best systems in the Arab States, compared to international standards or global rankings, Jordan has much less to be proud about. In fact, among the world's top 200 universities, there is not even one Arab university, let alone one Jordanian university (QS World University Rankings, 2010).

What is interesting, though, is that Jordanian employers, unlike – for example – employers in the UK, do not distinguish between the ‘new’ universities in the UK (the old polytechnics) and the traditional ‘red brick’ UK universities. A degree from the UK is a degree from the UK, and tends to have higher local currency in Jordan regardless of which university it comes from in the UK, new or old.

What’s also interesting is that Jordan’s higher education institutions (HEIs) are perceived, within the region, to be superior – academically – to most other Arab States’ HEIs. So students from other Arab States like to come to Jordan, but many Jordanians prefer to study abroad.

Financial and employment concerns push people to study abroad

A lot of Jordanians are attracted to overseas scholarships for the simple reason that they just do not have financial means to support themselves during their study period. Quite often, when the scholarship is provided by a Jordanian higher education institution, the institution commits them to working for them for a number of years after completion. This ‘lock in’ is seen as an advantage by many as it guarantees a job immediately on returning home - in a country that suffers from high unemployment rate (especially among university graduates). For those students without ‘lock in’ scholarships, the prospect of studying abroad is also attractive as it often opens up opportunities for employment in the same country after completion of study.

Is the perceived increase in foreign-educated, unmarried Jordanian women an unexpected outcome of overseas scholarships?

An emerging phenomenon in Jordan, which one might link in some ways to those that study abroad, is that certain groups of Jordanian women that go to study abroad often have a harder time when it comes to marrying a Jordanian man when they return to Jordan. There is an increasing cohort of foreign educated (postgraduate level) females in Jordan that are not getting married. Jordanian men – in general - appear to prefer women who are: a) less educated than them, b) more subservient, and c) young (years of studying abroad can take women towards their late 20s – and so they become less desirable for Jordanian males). Conversely, Jordanian males who study abroad tend to be more of a catch when it comes to marriage. Overseas scholarships which often involve several years studying abroad tend to be good for female employment prospects, but bad for female marriage prospects!

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The Geopolitics of Scholarships: Views of a Kenyan Beneficiary

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Scholarship for study abroad for Kenyans dates back to the time when Ex-President Theodore Roosevelt, on a hunting safari to Kenya in the year 1909 promised to arrange for sponsorship of Mohammed Jama to go and study in Tuskegee Institute, USA. Indeed this was possible six years later in 1915 when Jama managed to cross the Atlantic to take up his scholarship in Tuskegee. This, perhaps, was one trigger for study abroad especially in colleges in U.S.A that was to be experienced later in Kenya. This interest was accelerated by soldiers returning from the First World War who came with information concerning these colleges due to their interaction with African-American comrades. Since then, interest for study abroad among Kenyans has been sustained.

A notable example are the famous “airlifts” that were organised by Tom Mboya starting from the year 1958 whereby students from Kenya who had been admitted in colleges in USA were carried in chartered planes. These universities were offering free tuition fees for the prospective students from Kenya for a period of four years. By the time Kenya was gaining independence in 1963, there were one thousand and eleven (up from a mere six in 1956) Kenyan students in American universities and one hundred (100) in Canada. While some students were going to Britain for studies, they were far fewer than those going to colleges in USA and Canada combined. However an important point to note is that there was intense competition between the East, led by the former U.S.S.R and China, and the West, led by America and Britain, each side trying to lure those prospective countries that were on the verge of being independent. Thus Britain and America had to give more and more scholarships to those Kenyans that were going to take over after independence.

This development meant that more and more Kenyans were to look to the west for education and training in various fields.

But besides the Cold War politics, a contributing factor for the sustained interest in British and American universities has been the language of instruction i.e. English. Many prospective applicants from Kenya will always feel more comfortable studying in an English-speaking country like Britain, USA Canada, and Australia than going, say to Germany, France or Italy where he or she has to learn the language of instruction before embarking on studies. Furthermore, due to the history of having large populations of students from mainly Anglophone Africa, many British and American universities have developed courses that are tuned to the development needs of many African countries. A good example is the University of London that has a well-developed School of Oriental and African Studies that caters for the special needs of countries from those regions. Thus a prospective student from Kenya may well find it more attractive to study in Britain, USA, Canada and Australia than anywhere else.

However since the end of the Cold War, many Kenyans have been receiving scholarships for study in Russia and China. While the number of those going to Russia has been declining due to its weak economy [see however Pandji in NN45], China has been increasing its presence in Africa by offering study opportunities for Africans as a way of supporting the development of human resources, Kenya being a leading beneficiary. This has aroused the interest of many Kenyans for study in China and other upcoming economic powerhouses like South Africa, India and Brazil.

Sad to say, more and more Kenyans have been seeking to go abroad for further studies due to the perceived deterioration of the quality of education and training in their own local universities. With only three hundred and fifty two professors in the country's thirty universities that serve a population of close to two hundred thousand students, this means that ratios of professors to students are very high. In some private universities, for example, there are fewer than ten full professors. This means that the majority are overworked and this compromises quality. This is what is driving more Kenyans to seek higher education abroad. For instance, a recent survey by Synovate Kenya found out that, fifty seven per cent (57%) of those polled would prefer to pursue their degrees and diplomas in universities abroad than join Kenyan universities. This means that only forty three per cent (43%) were willing to enroll in a Kenyan university - a very strong indication of low confidence in local institutions. This then partly explains why in the year 2009/2010 Kenya was the leading African country in sending students to USA.

But a more compelling reason for seeking further education in universities in the developed world is the quest for skills for competitiveness in the global knowledge economy. With the introduction of the neo-liberal policies of the 1990s and the subsequent agreements of the World Trade Organisation (WTO) on education as a commodity that can be traded, the influence of foreign universities in many local landscapes has increased considerably. Competitiveness is now defined by how competitive an institution is rated in terms of cutting edge research and development. Thus countries like Kenya have found it imperative to keep pace with the latest innovations in science, technology and management skills. This is possible through study abroad programmes and scholarships in those countries that are considered leading in R&D in these fields like Britain, USA and Canada.

Indeed, Kenya's skills base has greatly benefited from the benevolence of many foreign universities, especially those in America and Britain. With the entry of new scholarship providers like China, India and Iran that are sometimes driven by a quest to show their might in the global political arena, more and more Kenyans will be looking to these foreign universities for scholarships for further studies especially with the current perception that quality of training in local institutions is deteriorating. This trend is likely to continue into the future unless the government steps in to improve quality so that Kenyan universities are competitive in the global knowledge economy. [See however earlier article by David Court in this issue of NN45. Ed.]

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Old and New Forms of Scholarships and Donations in Ethiopia

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Keywords: DAAD {German Academic Exchange Service}; Ethio-German cultural cooperation history; West and East German contributions; dramatic scale of scholarships, exchanges and partnerships; cooperation vs aid.

Summary: This article focuses on the impact of DAAD (German Academic Exchange Service) on the politics of scholarships and awards in Higher Education in Ethiopia.

The acronym, DAAD, stands for ‘Deutscher Akademischer Austauschdienst’ (German Academic Exchange Service). It is a self-governing organisation of German universities with 231 member universities and 126 student bodies, founded in 1925. (DAAD 2000). DAAD is represented widely across the world, through various programs, lecturers, information centres and regional offices.

To begin with I will sketch the evolution of academic cooperation and exchange between Ethiopia and Germany, before coming to the current goals and expenditure of DAAD, and recent cooperative projects between the two countries.

Germany, or rather the German government and German funding programs, did not shift their scholarship receivers geopolitically, but developed and increased their impact in Ethiopia. Of course there are other countries to mention with regard to scholarships and higher education policy in Ethiopia, e.g. China and India. India contributes and has contributed with human resources, appointing teachers and professors to secondary and tertiary educational institutions. The impact of India’s

professional support still needs to be explored. China's contribution lies predominantly in the development of infrastructure: its impact in training is hardly significant.

For the time being we might assess these new actors as supplementary, enhancing and extending scholarship and exchange programs in the landscape of higher education in Ethiopia – rather than replacing already existing international partnerships.

The relationship, or better, encounter, between Ethiopia and Germany can look back to a history lasting more than four centuries. Several individuals fostered (predominantly cultural) relations, as, for example, the German Hiob Ludolf from Gotha (1624-1704), who established Ethiopian Studies in Europe and wrote pioneering works such as *Grammatica Lingua Amharicae*, together with his Ethiopian 'partner' Abba Gorgoryos (1595-1658). Uninterrupted political and diplomatic relations with Germany started in 1905, but were suspended during World War II. From 1954 to 1974 Ethiopia received development aid from the West Germany. After the Ethiopian Military Revolution and the government takeover through the Provisional Military Administration Council, the influence of East Germany, GDR, became more important: within the framework of cultural and scientific cooperation, the East German Ministry for Higher Education supported in particular the cooperation between the Karl Marx University of Leipzig and the Technical University Dresden with Addis Ababa University and Haramaya University. This cooperation consisted mainly of:

- The employment of university lecturers from GDR at Ethiopian universities;
- Supporting the training and further education of Ethiopian university lecturers;
- Scholarship programs for Ethiopian citizens in the GDR.

After the German reunification of 1989 and the monetary union of 1990, the university cooperation programs of the GDR were terminated and about 400 Ethiopian students at German universities were allowed to finish their studies with support through DAAD (see Damtew; Haile; Pankhurst; Zehle).

The goals and expenditure of DAAD (2008) could be grouped as follows:

1. Scholarships for foreigners (promoting young foreign elites at German universities and research institutes) (71 million Euros);
2. Scholarships for Germans (promoting young German leaders of the future in their studies and research abroad, including ERASMUS) (84 million Euros);
3. The internationalisation of German universities (increasing the international appeal of German universities and promoting the international dimension of German higher education) (60 million Euros);
4. Promoting German studies and the German language abroad (promoting German studies, the German language, and area studies programmes at foreign universities) (38 million Euros);
5. Educational cooperation with developing countries (promoting academic, economic and democratic development in developing and reform countries) (51 million Euros).

With regard to new forms of donation, goals (1) and (5) have been emphasized. Scholarships for Ethiopian students and scientists have been, still are, and will continue to be awarded. In 2010 (excluding 184 institutional exchange and partnering programs), 322 Ethiopian scholars were funded by DAAD to study or deepen their studies at a higher education institution in Germany. The considerable number (184) of institutional exchange and partnering programs indicates that bilateral exchange and cooperation between the two countries has become increasingly important. Although the employment of university lecturers from GDR at Ethiopian universities had been practised under previous political regimes, historical analysis reveals that academic cooperation was mainly unidirectional – donor (GDR) to receiver (Ethiopia) – and could be characterised by terms such as aid, brain drain and fraternal political backing. By contrast, the Engineering Capacity Building Programme (ECPB)/University Capacity Building Programme (UCPB) provide an example of a partnership more bilateral in nature. In 2006 a direct contract between the Ethiopian government and DAAD was signed. This contact was renewed at the end of 2010 for another five years. DAAD's responsibilities and activities for ECPB/UCPB lie mainly in:

- The recruitment of foreign experts: long term and short term experts and instructors;
- Building up university cooperation; and
- Monitoring and supporting the overall reform process through different activities. (www.ecbp.biz)

“*And what for I, with my brain and talent, was born in Ethiopia?*” This (slightly adapted) question asked by the Russian poet, Alexander Pushkin, could express the thinking of Ethiopian scholars in the past, but new conceptualisations of scholarship provision, emphasizing partnership, mutual learning and the sharing of experience and expertise, might contribute to the point where Ethiopian scholars do not have to leave their country to receive higher education, deepen their studies and fully realize their potential, thus “constructing their own knowledge societies” at home.

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Do Russians Look Across the Border to China?

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Keywords: international education; transnational education; Russia; China; tertiary education; universities; scholarships; formal exchange vs informal arrangements; government vs university initiative.

Summary: This brief overview is intended to shed light on whether scholarship-supported education still plays a major role in Russo-Chinese cooperation in higher education. To some surprise, the initiatives have already been smoothly passed to the universities and the students themselves who solve the issues of academic exchange far better than their governments.

Yes, Russian students do look to China, and they look with passion. In contrast, the Chinese view of Russia is lukewarm. Apart from many factors, which contribute to this picture of today's academic mobility, such as cheaper daily life and lower tuition in China, there is also a surprising absence of pro-activity in both governments when it come to scholarships.

Apart from the period of close friendship of the 1950s, when China looked at the USSR as its "older brother" to learn everything from, the government-sponsored academic exchange between the two nations has never been impressive either in numbers or in quality. Nor is it substantial today. This may sound surprising, considering the frequently heard statements about widening so-called strategic partnerships at the Moscow – Beijing axis. Moreover, the two capitals have very little to do with sending the students across the border. The latter had become, by the end of 2010s, an overwhelmingly private initiative. In the border area, the most noticeable achievements are attributed to so-called 'joint dual degree programs', in which the students pursue degrees from two institutions in Russia and China, traveling between the two locations.¹

Thousands of Russian students are crossing the border each year to pursue their student life in China. Nobody can provide a reliable count of this exodus. *China Daily* published in late 2010 the number of no less than 10,000 Russian students in China.¹ The students are being pushed from Russia by high tuition fees at home, unclear employment situation – not only in the future, but also during their study, and other factors, such as a possibility to escape military service compulsory for boys; in that respect, staying abroad until the age of 30 (formerly until 27), which may be a combination of college, postgraduate studies and some employment, provides one of the easiest opportunities for this. China, for its part, gains in soft power, channeling different ways to have knowledgeable and solvent young people from abroad filling its rapidly developing higher educational system.

But even in China it is not the government, which plays the major role in attracting the international students any more. The recruitment of both fee-paying and

scholarship-supported international students has long been shifted, to the surprise of many, to the universities, and they do this job very well. Top universities, such as Harbin Institute of Technology (HIT) located in Northeast China, provide a large share of their own scholarship support to Russian master's and bachelor's students from universities having reciprocal agreements in theory – but agreements that are not working adequately. At the same time, the HIT, as well as others, wilfully and successfully administers dozens of the Russian students on China's central government's scholarships at all levels – from language training to PhDs.

The Chinese government, for its part, has shifted its focus of selection from what countries the students are from (often not following agreed reciprocity, as with Russia) to prospective student aptitudes. In other words, while only five years ago it was not possible for a Russian youngster to circumvent the Russian Ministry of Education and the home university in the process of selection, today this is clearly not the case. According to Russian web-forums,¹ many students who succeeded in obtaining scholarships in China, especially for higher degrees, did this relying exclusively on their own knowledge and ability to collect right information along with being lucky to get necessary *guanxi*, or 'right' personal connections. Of course, this system significantly lacks transparency, but it has been culturally quite appropriate for the Russians.

The Russian Ministry, for its part, continues the formal bilateral exchange in the same way as it did in 1980s, right after recovery of the bilateral relationship in post-Mao period. The numbers of selected and sent students fluctuates, but these changes are not significant. For instance, in mid-2000s the Ministry published information about having some 35 university students to be placed in China for 10 months, while for the year 2011-2012 this number was supposed to reach a hundred. Apart from these students, 5 promising (and lucky) students of first or second year specializing in Chinese language are being selected for five years of full-time government-sponsored training. And these numbers are for the whole of Russia which has dozens of Sinology faculties today! Upon arrival in China these few students receive a special stipend, which slightly varies from region to region, but which is believed to be enough to cover the basic needs, along with free accommodation. Their Chinese counterparts in Russia, counting the same number of arrivals, are, in contrast, entitled to only the average stipend for a domestic Russian student, which is widely criticized today for being absolutely insufficient to survive. Their 'free' accommodation in dormitories for the Russian students is sometimes so meagre and so challenging culturally that the students seek alternatives in renting expensive flats with their parents' money.

In conclusion, while the Chinese government has steadily developed a system of scholarships for foreign students, and the Russian students have been a welcomed part of the cohort, the Russian Ministry of Education has maintained its activity on the outdated level of the 1980s, having no incentive to change or initiate anything. Instead, the students and parents themselves do the main job and they do it quite well. But having large numbers of Russian young people staying on to work in China after being educated in Chinese universities leaves many new questions wide open.

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**NORRAG REVIEW;
MEMBERS VS READERS;
CONFERENCES &
CURRENT STATISTICS**

Introduction to the NORRAG Section

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At 25 years old, NORRAG and NORRAG News (NN) have tried to learn a lot about their network, through the 2010 Survey, and through Regional Reviews of NORRAG members. As a result of these, we organised a Brainstorming Meeting to explore options for the next period of NORRAG's life. For the full report of the Brainstorming Meeting, see the next article.

One key issue to emerge from this whole process of review is that we need to be clearer about our constituency, whether they are readers or visitors to the NORRAG site, or whether they are members. These distinctions are discussed fully in the next article.

We are pleased to carry a short piece by Bob Myers in this 25th anniversary issue. He was the first Coordinator of the Network called RRAG (the Research, Review and Advisory Group) from which NORRAG took its name in 1985/6. He makes a crucial point about the likely number of active members in a network: "a network cannot be sustained by simply publishing and sending out some sort of publication, no matter how good the contact and how newsy it might be".

We should like you to react to this discussion of NORRAG constituencies.

There are a number of other important events in this calendar year with which NORRAG is associated.

First there are two major conferences, both held in the UK, in Oxford and in York. In the earlier of these two the biannual UKFIET Conference on international education, NORRAG has organized a thematic section on skills development, not least because this is the year in which the Global Monitoring Report is focused on skills development for the most marginalized. See the outline below.

The second conference is on Development Studies, organized by EADI and DSA, and again NORRAG has organized a section. This time its concern is with the education and training policies of the so-called new donors. See the outline below.

Apart from these, there are a whole series of what NORRAG national cluster meetings which allow NORRAG members at the country level to come together to discuss a particular issue, including those that have come up in NORRAG News. These are scheduled to take place in New Delhi, Tokyo, Rome, Oxford and Ouagadougou. Increasingly, as mentioned in the Brainstorming meeting report, these cluster meetings will come part of value chains linked to other events. In future we shall avoid one-off events and meetings as these don't link to the evolving concept of NORRAG membership we have been developing.

We also carry a short paper by Cheng Kai-ming that emerged from one of these meetings held in Hong Kong in December 2010.

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REPORT OF TWO NORRAG MEETINGS**a) Brainstorming Meeting and b) Follow-up Website Meeting****Geneva, 7-8 March 2011 & 31st March-1st April 2011****Kenneth King, University of Edinburgh & NORRAG**Email: Kenneth.King@ed.ac.uk

Participants: A) Alioune Camara (IDRC, Senegal), Michel Carton (NORRAG, Geneva), Claudio de Moura Castro (Positivo, Brazil), Kenneth King (NORRAG, Switzerland), Pravina King (NORRAG, UK), Frédérique Weyer (NORRAG, Switzerland), Kazuhiro Yoshida (Hiroshima University, Japan) and B) Michel Carton (NORRAG, Geneva), Kenneth King (NORRAG, Edinburgh), Frédéric Keller (Cross Agency, Geneva) Pascal Escarment (Cross Agency, Geneva).

This report covers an initial Brainstorming Meeting to consider the outcomes of the regional review of NORRAG in 2010, and a meeting with the IHEID's IT contractors to consider the implications of the review for our current website.

1) Activities and governance

The main activity of NORRAG has been, since its launch in 1986, exactly 25 years ago, the production of NORRAG News (NN) and the organisation of NN "spin off" meetings, publications, cluster meetings.

NORRAG has to evolve to reflect the necessity not only to increase the policy outreach of the network but also to revisit NORRAG's current "membership" as well as management, in order to secure the sustainability and evolution of NORRAG over the next many years.

One of our main concerns, in the brainstorming meeting, has been to differentiate the several different types of reader of NN and members of NORRAG.

2) Membership: site-visitors, active readers, active members, and policy-receivers

Different layers of readership should be distinguished, in order to reflect different expectations of the four different audiences of NORRAG and of NORRAG News (NN) identified in the two meetings:

- i. Website Visitors: the largest group of visitors to the NORRAG website include "spiders" from search engines such as Google, and visitors who just want to check some particular item. They don't want to register for future issues of NN; they are after particular information. They should have full access to all the publications

available on the site, including the latest issue of NN in PDF. They should not need to register and provide their profile if their aim is just to visit and read NN (at the moment all of the 25 years of the NN corpus is open to these visitors except for the latest PDF; in future, from NN45 in April 2011, this issue too will be accessible to our large visitor community).

- ii. NN Readers: We currently have a substantial group of readers. These probably cover the bulk of the 3,200 individuals who have registered through our home page as of April 2011. We would think of them as visitors to the NORRAG “library”, in Noel McGinn’s phrase. They come from all our different NORRAG constituencies – masters’ students, research students, academics, agency- and government policy people, NGOs, consultants and think tanks. Over 40% are from the South and under 60% are from the North. But if their main concern is just to keep in touch with NORRAG, and read the latest issue of NN, we should not ask them to fill out a membership form. However, as many of them are regular readers, they will want to know when the latest issue of NN is posted on the website; so in future all we shall ask of them is to give three things: their email, their country and the professional status (NGO, academic, consultant, agency or national policy person etc). That way, we can make sure that we email them when a new issue is accessible.
- iii. NORRAG Members: Being a member of a network implies contributing to and profiting from a community and its shared work. There could be a series of rights and responsibilities which could be listed for NORRAG members and which could attract a subset of our readers to declare their interest in taking up membership. These would be: readiness to provide NORRAG with their profile; interest to be engaged in face-to-face NORRAG cluster meetings; interest in connecting with other NORRAG members through the networking tool and through the new social networking sites; commitment to contribute to NORRAG NEWS, and to suggest new, relevant themes; readiness to organise the occasional on-line discussion via the NORRAG website.

Of our total readership of 3,200, we would expect around 230 to consider themselves active members of NORRAG, and perhaps a further 550-750 as more than just readers. For instance, 230 readers of NORRAG were sufficiently interested to complete the on-line survey in April-May 2010 (about 8% of the readership at the time). And between 25-30% of the total readership have updated their profiles on our membership data-base; this would be about 900 altogether.

- iv. Receivers: The term, receivers, recognises a category of occasional readers who only receive unsolicited email alerts on NORRAG activities (new issues of NN, calls for contributions, meetings announcement, etc.). Receivers stand for a category of influential policy persons, who would not, on their own initiative, visit the NORRAG site, but they might be crucial interpreters of research and of policy issues reported in a particular issue of NN. This kind of person should be sent NN, but should have a way of clicking to say, don't send any more. Receivers are people who could be very influential when a particular issue of policy came up. Members in different countries can propose such Receivers.

The following steps are being considered in order to operationalize these distinctions:

- The new NORRAG website will allow a simple distinction between a) signing up as a reader of NN to get further email alerts. Such readers will provide only their emails, countries of origin and their professional status (e.g. donor agency or academic etc), and b) signing up as a NORRAG member.
- There will be a list of suggested commitments and opportunities for those who want to become members. By accepting the rights and responsibilities associated with being a member they take the voluntary decision to contribute to the collective work of the network;
- There should, eventually, be an email to the whole of the current readership of NORRAG suggesting that the present 3200 people who have already registered for NORRAG should revisit the website and decide whether they would like to become NN readers or NORRAG members;
- Identify, through those who choose to be members, who else should become a receiver.

It will be very important to be aware that in most organisations and associations, the active membership is often a rather small proportion of those who have registered.

3) The crucial role of value chains in active membership

Above, we have talked about possible membership numbers, but active membership of NORRAG is not really a numbers game; it is to do with individuals in institutions recognising that NORRAG is potentially very relevant for their own professional work and contacts. But this relevance can only be fully recognised if the pattern of NORRAG activities is better known. We see there being a “value chain” connecting a series of NORRAG activities. Thus, an issue of NORRAG News is agreed on a particular theme; there is then a meeting held around that thematic issue in a particular country; a form of publication is agreed whether through journals or on-line; this then leads to a further initiative. There could be other examples of value chains, but the key principle is continuity and commitment, and not one-off events.

An example of a value chain can be taken from the GMR 2012 which will be on skills development. Right back to February 2007, NORRAG had been arguing for skills to be treated as an EFA goal, as had been clear in the Jomtien and Dakar conferences. This was finally agreed by the GMR. There was then an on-line consultation about the GMR 2012 earlier this year, and NORRAG members played a key role in commenting on the GMR 2012 Concept Note. NORRAG has also organised a large section of the forthcoming Oxford UKFIET conference on Skills for Employability. NORRAG would then have a special issue of NN in about October 2011 on the Politics of Skills Development. But we should engage meanwhile with the 20 NORRAG members who found the time to contribute to the on-line consultation.

Although NORRAG has organised a lot of national cluster meetings in the last 2.5 years (in Geneva, Bern, Utrecht, New Delhi, Santiago, Cape Town, Addis Ababa, Nairobi, Hong Kong, Bamako, Accra, Mexico, Seoul), we shall no longer run such a cluster meeting without a follow-up. The purpose of such meetings is not just to increase the number of NN readers, although that has happened in most of the cities just mentioned. Rather, it is to engage a small number of individuals in engaging with

NORRAG in a more direct manner, and to explore with them what should be the follow-up to the cluster meetings.

Another example of the value chain comes from the Oxford Conference just mentioned. There are over 40 people who have sent in abstracts for the NORRAG section of the conference, mentioned above. Most of them are NORRAG members. In terms of value chain, we should contact them now, and explore their views of what could be the outcome of our all coming together in Oxford. What might be the possible follow-ups?

4) Interactivity and outreach

In order to improve both the interactivity within the network and its outreach, the attractiveness of the website should be increased:

- The website should be more user friendly (see further below);
- NN should be re-designed and should be made more easy to read on the computer by using not only the PDF format but also reading devices such as Kindle;
- A shorter version of NN (50 pages) should be translated to both French (as now) and Spanish;
- Relevance of using communication tools such as Facebook, Linked-in and Twitter should be considered based on the experience of other networks such as Panaf (IDRC project), the Development Studies Association of the UK, EADI, and the Royal African Society. RSS. For instance the one-page CVs of members could be held on Linked-in instead of being added to the NORRAG profile.

5) Policy impact

The policy impact of NORRAG activities should be reflected through testimonies, anecdotes and stories of policy makers, rather than through numbers. We could draw upon some of the testimonies which policy makers mentioned in the 2010 mid-term review (the survey and regional reports). If we wanted additional stories of impact and influence, we should target key policy makers in government and in aid agencies and ask them just a couple of questions about impact. It would be critical over these next two years to deliberately accumulate stories about impact and influence, since our funders are obliged to look at the results, the impact and the influence of any funding they have given to NORRAG.

6) Consequences for the NORRAG website

The website was discussed in detail with members of the IHEID's IT support team on the 31st March meeting. They had developed a possible format for the website. For this meeting a new version of the homepage had been developed by Lama Nusair which took account of the readership/membership distinction discussed above. The revised version has:

- A clear short sharp description in one line or two of what NORRAG is. We would suggest something like: "NORRAG: a Focus and a Forum for the Analysis of Aid and International Policy Development in the Education and Training Sector"

- Strong hooks to encourage both the reading of NN as well as the membership option. It was felt that there could be on the home page short, sharp one-liners to draw people to particular items in the latest issue of NN. These should, ideally, use phrases from some of the most readable and newsworthy articles of the latest or next NN: e.g. "67,000 German and foreign scholars funded worldwide every year" (from NN45). Or there could be a series of rotating images from the last 5 NNs with short sharp comments on the images.
- The idea of using a Mind-Map was mentioned by Claudio Castro, with NORRAG at the centre; and then branches to key themes of NN, such as Higher Education, Knowledge Economy, EFA, Skills could all be opened, and expanded, and even linked to the issues of NN themselves. In addition to listing the titles of NN45 to NN1 as now, there could also be a breakdown of the library of NN by theme. The 13 issues of the Working Group for International cooperation in Skills Development would of course be under Skill Development. The question would be, however, whether such a mind-map would involve extra costs.
- The home page could directly encourage readers to access NN, through one link, but could, through another link on the home page, encourage potential NORRAG members to publish their profile, attend meetings, comment on key drafts of the latest international education & training documents and also of course contribute to the different issues of NN. It could also draw attention to who were some of the most recent contributors to NN. In other words, a click could show the contributors in the latest issue of NN. Equally, a list of a number of 10-20 well-known contributors picked from the last five issues of NN could be a magnet to read or to contribute.
- Future NORRAG cluster meetings should be listed on the site. It will also help the membership category of NORRAG to expand, if we have a list of key meetings when NORRAG will have piggybacking or cluster meetings.
- The new version of the website will need to distinguish our readers from our members.
- Creating this new version of the website is a key NORRAG requirement. A new website is a priority and should be given a funding priority. But we shall need to await the reaction of the IT Cross Agency system to react to our specific needs.

7) Partnerships with other networks and their active members

Over the last two years, 2009-10, there has been the development of a few joint activities with two networks, one in Africa (ERNWACA) and another in Latin America (RedEtis). These activities were aiming both at a more targeted outreach for NN as well as seeking to encourage closer working relationships. In both regions, the readership of NORRAG News has been small, except for Ghana (82) and Nigeria (84) in West Africa, and Chile (18) and Argentina (33) in Latin America. However, as we have said above, the key issue is as much membership as readership. So the question should be: who are the individual readers in Latin America or in West Africa who would want to be more active NORRAG members? The same could be asked of other regions of the world where there are education and training networks. But the

challenge is to move beyond the individual coordinators of such networks, who are our main contact points at present, to other members.

8) Identifying active members: a time-line

The key issue for networks is the readiness of individuals to engage with their activities. In our current turning point in NORRAG, we are exploring the key question of who would see themselves as members of NORRAG and not just as readers. This will not be done over-night. We shall first have to renew the website reflecting this distinction amongst the various categories of our readers. Then we shall need to ask ALL our current readers to re-register as readers or as members. That will take time, as most of our busy readers get far too many similar requests! But we expect that before the UKFIET Oxford Conference we shall have a much better idea of this key distinction.

As usual we shall host a NORRAG meeting and reception at the UKFIET Oxford Conference, and take ideas from that meeting forward to our annual strategy meeting the day after Oxford.

We end this short note with a request if any of you have just a moment to respond: What do you think of these distinctions we have been discussing in these two meetings? Can you send us a brief reaction? Send it to me, Kenneth King, at Kenneth.King@ed.ac.uk, and I shall share it with the team.

Here, finally, is a listing of who are the core management team of NORRAG at present:

NORRAG Coordinator:	Michel Carton, IHEID, Switzerland
Member of the NORRAG Secretariat:	Frederique Weyer, IHEID, Switzerland (from September 2011 in USA)
NORRAG News Editor:	Kenneth King, Scotland
Member supporting NORRAG News:	Pravina King, Scotland
Member for NORRAG development:	Lama Nusair, Jordan
Member for NORRAG development:	Stephanie Langstaff, IHEID, (from July 2011)

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Quantitative Issues in Managing Membership Networks

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If a person is going to animate a network, it seems to me difficult to imagine that direct contacts can be maintained on a regular basis with a large number of people. And, a network cannot be sustained by simply publishing and sending out some sort of publication no matter how good the contact and how newsy it might be. It may be that the internet and Facebook and Twitter (I have not become part of these two worlds) have changed that so that direct multiple personal communications can be much broader and more frequent than imagined "before" when we had to depend on such crude forms of communication as regular mail and faxes and the telephone. My calculation of the number of people who could be in a core network was based on the idea that there should be some sort of communication at least once every three months. If, as an animator of the network, one instigated two contacts per day over a three month period (60 + working days) with different people without repeating, that would mean direct communication with at least 120 people over the three month period. That represented a sort of minimum. With internet, it seems to me that number could expand a great deal. The further assumption was that, as a network animator, one should try to communicate with people who were active animators of their own (related) networks thereby multiplying the outreach but indirectly. I think the number of readers of a publication produced by a network has little relationship to this kind of communication which is much more personal and direct but is the kind of communication that we need to move information in a more active way.

I guess if you want to identify the active members of your NORRAG network you need to look at your own correspondence, see who regularly responds and who does not and think about who is missing from that list that should be cultivated for inclusion.

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NORRAG at OXFORD

Skills for Work in Changing Macro-Economic Environments

**Thematic Section of the 11th UFKIET, Oxford Conference 13-15
September 2011**

Convenors: Kenneth King and Michel Carton, NORRAG; Kathleen Collett, City & Guilds Centre for Skills Development, London, UK; Simon McGrath, University of Nottingham, UK. In association with: Claudia Jacinto, RedEtis (Education, Work and Social Exclusion in Latin America), Buenos Aires, Argentina; Djénéba Traoré, ERNWACA (Research Network for West and Central Africa), Bamako, Mali

The policy interest in the scope of skills development (or technical vocational education and training) to provide increased options for work in employment or self-

employment has grown dramatically in the first decade of this century and has sharpened with the economic recession.

The ambitions for using skills development for economic transformation have been massive, and nowhere more so than in India and in China. Many other countries have recognised that the new politics of skills development resonates well with governments and with electorates, apparently offering pathways to work at times of increasing unemployment. This is a particular challenge for countries that have responded to the EFA/MDG call for universal primary education, and have enormous new cohorts leaving basic education. This challenge has been reflected in UNESCO's identification of technical vocational education and training (TVET) as one of its three main education priorities for the current biennium, and, in Africa, new regional TVET initiatives in both West and Southern/Central Africa as well as Latin America.

There is an urgent need for policy learning across this world of skills development; what can be borrowed, adapted and adopted from the many prescriptions and options that are current? What are appropriate channels for such learning?

Some of the many questions which are expected to receive attention in this sub-theme are listed below. We would ask applicants to bear in mind how all these issues are being affected in different ways by wider global economic and environmental challenges:

- What evidence is there of skills development contributing to poverty reduction, especially in informal sectors?
- Can new apprenticeship approaches, formal and informal, play a role?
- What linkages between youth, adult education and skills development are being promoted, and what can be learned from these second-chance opportunities?
- Is there a realistic prospect of rehabilitating public providers of skills development in poorer countries?
- What role can and should the private sector (both formal and informal) play in skills development and can this support social justice as well as economic efficiency?
- What learning worldwide can be taken from the vogue for national and regional qualification frameworks?
- What learning and life skills can be covered in EFA Dakar Goal 3?
- What is the 'culture of skills' in different country contexts?
- What role can various forms of international cooperation play in supporting skills development?

Coming just a few months before the launch of the EFA Global Monitoring Report 2012 on Skills Development: expanding opportunities for marginal groups, this sub-theme is expected to attract much interest and to run across all three days of the Conference.

[We expect that there will be some 7-9 sessions of this Thematic Section on Skills, running through the Conference. There will also be an Open Meeting on NORRAG during the course of the UKFIET Oxford Conference. Editor]

N.B. The deadline for Early Bird registration is 31st May 2011.

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**NORRAG Section of the DSA/EADI General Conference in York, UK,
19-21 September 2011**

**New Versions of Human Resource Development (HRD) with the New
Development Partners?**

There has been a great deal of interest recently on the role of the so-called emerging, non-DAC donors, much of it sparked by the visibility of China in Africa, Asia and Latin America, but also by the rise of new groupings such as BRICS. When we look more closely both at the discourse and at the practice of these emerging donors, how distinct are these really from the discourse and operations of so-called traditional donors? This Working Group is particularly interested in the analysis of the human resources and capacity-building dimensions of these new organisations. It should be noted that although we are using the terminology of ‘new voices’ and ‘new partners’, many of these agencies have been in existence for 30 and more years.

Authors are encouraged to propose papers on some of the following:

- The technical assistance strategies of these development partners
- The short and long-term training provision of these new actors
- The dramatic rise and spread of China’s Confucius Institutes world-wide
- Aid, trade and enterprise-based training of the new actors
- Horizontal and triangular cooperation in HRD
- The involvement of the new actors in multilateral organisations concerned with education and training, such as UNESCO, ILO etc
- The concern of the new actors with the MDGs, the Education for All Dakar Goals etc
- The view of Southern authors especially of how they see the new development partners compared to their traditional partners

Authors are asked to note that there will be complementarity with the wider discussions about the new actors (non-DAC donors) in the Aid Policy and Performance Working Group and the Sub-Group on Development Aid of the Non-DAC Donors.

The new actors could include Brazil, South Africa, Chile, Turkey, China, India, Thailand, Singapore, Venezuela, Cuba, Nigeria, Libya (until recently), Taiwan, the Gulf States, Indonesia, Malaysia, as well as the New EU Member States. Authors are encouraged to look at *NORRAG NEWS No 44* [September 2010] which is entirely dedicated to the analysis of the Brave New World of Emerging Donors (www.norrag.org).

[NB. The early bird rate for the conference ends on the 15th July 2011. Editor]

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NORRAG: Essential Statistics

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Registered members' breakdown by developed v developing countries

The breakdown as of 26.02.11 was as follows:

Developed countries	1,810 (56%)
Developing countries	1,408 (44%)
Countries in transition	16 (less than 1%)
Total	3,234

Website hits over the last month (25 Jan - 24 Feb)

- 1,302 unique (different visitors to the site) from 109 different
- countries (top 10 countries where visitors from, in this order: UK, US, Kenya, India, Ghana, Switzerland, S.Africa, Nigeria, France, Germany)
- 1,588 total visitors to site (so about 280 people visited the site more than once in this time)
- 3,862 page views
- 75% hits were new visitors; 25% of hits are people that have visited site before

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GMR 2012

It is very satisfying to end this issue of NN45 with a note that relates to the forthcoming issue of the EFA Global Monitoring Report (GMR). Finally, in 2012, there will be a special issue of the Education for All GMR that will focus on skills development. The other Jomtien and Dakar EFA Goals have all been dealt with during the first five years of the very influential EFA GMR process. Why it has taken so long to deal with skills development need not detain us here (a full account of the history of the treatment of skills in the last eight years is available in King's paper: 'Skills and Education for All from Jomtien (1990) to the GMR of 2012: A Policy History' in the International Journal of Training Research, April 2011). The key issue is that it is now underway. We report below a useful interaction on-line about the ideas of a wide range of professionals on the role of skills in Education for All. [Editor]

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Summary of the Consultation for the 2012 Education for All Global Monitoring Report

**Stuart Cameron,
Education for All, Global Monitoring Report team, at UNESCO, Paris**

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The 2012 Education for All Global Monitoring Report (GMR) will focus on skills development, emphasizing strategies that increase employment opportunities for marginalized groups. This is an important opportunity to address a neglected issue on the Education for All agenda – and to fill a gap in the Report's coverage of the goals set at the World Education Forum in Dakar in 2000. The Report will draw lessons from programmes that have succeeded in supporting the development of economically dynamic and socially inclusive societies.

During February the GMR team held an online consultation, inviting people to share their ideas, experience and case study evidence. There were 45 public contributions and a number of private ones. We were impressed by how diverse and substantial the responses were. They came from government departments, academics, and NGOs, and ranged from reflections on the concepts and framing of issues to concrete descriptions of projects and cases.

The consultation included proposals of issues that contributors considered that the GMR ought to address, including:

- *Relevance and connection with labour markets* – The way in which labour markets are changing and how skills development can connect with labour markets was seen by some as an important issue for the Report to cover. Several respondents called for skills development to be more relevant to local conditions and labour markets, and to be 'demand-driven.' Others stressed that the Report should include life skills, basic literacy, and transferrable skills, taking into account that young people change jobs and migrate.

- *Managing skills development as part of the broader education system* – Contributors raised the need to change mindsets where TVET is less valued than general education as a career path, and to articulate TVET with other parts of the education system as well as with employers' needs. Also highlighted was the lack of adequate management information systems, and of evaluations and research on skills programmes.
- *Marginalization* – Several commentators welcomed the focus on the marginalized. Some highlighted the importance of strategies to extend access to particular disadvantaged groups, including people from poor households, girls and women, and disabled people. Some also emphasized “second-chance” education or the need for skills development to extend to informal and agricultural work. Others argued that skills training is more of an issue for those who already have basic education (who are less likely to be the most deprived groups) and for those who have the networks and resources to enable them to get jobs.
- *Cost-effectiveness and finance* – Contributors noted that skills development is often more expensive than secondary education. Making sure the costs don't fall too heavily on the learners is a challenge. They proposed that skills training could be made more cost-effective, for instance by making more use of under-used existing facilities. There were also suggestions of how to finance skills development, including through pay-roll taxes.

However, this note only scratches the surface of the full response, which can be found at <http://bit.ly/gmr2012>

[It is satisfying to note from the full response that almost 50% of those participating in this important consultation were also members of NORRAG. Editor]

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[Tingting's piece was sent to us just two weeks after the viva defence of her PhD. She is to be congratulated on being recommended on the award of her Doctorate. Ed.]

'Diploma' Serves 'Diplomacy'?
Politics of Chinese Government Scholarships in Tanzania

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Summary: Government scholarship is one of the main means of China's educational support to Africa. The fieldwork in Tanzania looked at this approach and revealed the 'diplomatic' motive of the scholarships.

Keywords: China; scholarship; Tanzania; diplomatic

What is education for? Obviously economic globalisation is increasingly linked to education with the term 'knowledge economy' (KE) - where 'knowledge' takes over from 'production' as the key driver and basis of economic prosperity (Dale, 2005: 146). However, when we put this task into specific contexts, here, within the China-Africa bilateral relations and my fieldwork in Tanzania, it becomes clear that education is playing rather more roles. Education not only serves domestic development, but also serves international relation.

Education, especially higher and vocational education, is increasingly addressed as a key element in China's African plan. Rather than doing direct financial aid, China is keen on the human resource support to Africa (FOCAC, 2006). One of the main means is the Chinese government scholarship. The number of the scholarships has been increased rapidly since the 2006 Beijing Summit (the 3rd Forum of China-Africa Cooperation, FOCAC). It was promised by Chinese government in 2006 FOCAC's Beijing Action Plan (2007-2009) that the number of Chinese government scholarships for African students would be increased from 2,000 to 4,000 per year by 2009 (FOCAC, 2006). This number increased again in the Sharm El Sheikh Action Plan (2010-2012) of the 4th FOCAC in 2009. The government announced to 'continue to raise the number of Chinese government scholarships and increase the number of scholarships offered to Africa to 5,500 by 2012' (FOCAC, 2009). In the Action Plan (2010-2012) China also promised African countries to train 1,500 school headmasters and teachers over the next three years, and continue to promote the development of Confucius institutes, increase the number of scholarships offered to Chinese language teachers to help them study in China.

In my fieldwork in Tanzania, Chinese government scholarships (for higher education) were mentioned as a main vehicle of educational cooperation between China and Tanzania. The main features of the process of distributing scholarships are: (a) the information of the scholarships is firstly considered as a diplomatic affair, then an educational affair: the offer is officially delivered to the Tanzanian Ministry of Foreign Affairs and International Cooperation, then to their Ministry of Education, finally the information is distributed nationwide; (b) there are two parts of the scholarship, the bilateral one and the unilateral one. The first one is set within the

Cultural Agreement signed by the two countries, and the latter one is added ‘as a follow-up of the Beijing Summit (2006) of the Forum on China-Africa Cooperation’ (Embassy of PRC in Tanzania, 2009); (c) besides the individual recipients, there are also inter-institutional cooperations – for instance, Dar es Salaam Institute of Technology (DIT) has been cooperating with Xi’an Jiao Tong University since 1991, and it receives diverse educational support from China, including Chinese teachers secondment, computer lab building as well as postgraduate scholarships.

The main questions to be addressed are whether the selection process of the scholarships can be open to all of the Tanzanian students, whether the applicants can be equally evaluated, and whether these students can get a good quality of higher education in China?

Although officially the selection and the distribution of scholarship are fair and equitable, and the 88 Chinese universities are government approved quality institutions, we still need to recognise that: the scholarship is firstly a diplomatic issue, before it becomes an educational issue. That means the diplomatic impact of the scholarship is more important than decision about the applicants. It is a way to build friendship, and the image of China, and long-run human resource in Africa (with mature knowledge and skills). Of course, for those people who get the scholarships, it is a beneficial way to build up their personal capacity, and in the fieldwork it was seen as a ‘win-win’ way for these recipients and Chinese government.

As China prefers to show an ‘exchange’/‘cooperation’ picture to the world, it is different from the one-way educational aid of the traditional Western donor-recipient relationship. The logic of this Chinese approach is not ‘helping you develop education in order to catch up with our standard of knowledge economy’, but ‘helping you develop education so that we can do more bilateral cooperation and trade in the future’. Education, inevitably, is the best way to build both political friendship and economic basis for the two sides. It is a kind of ‘win-win’ situation, but can African countries win both diplomatic reciprocity and educational equity?

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