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Trabalho Final

**PROBLEMAS NAS “FRONTEIRAS” —
UM CASO PARA ENSINO SOBRE O
PROGRAMA CIÊNCIA SEM FRONTEIRAS**

Trabalho apresentado à Escola Brasileira de Administração Pública e de Empresas da Fundação Getúlio Vargas como requisito parcial para a obtenção do grau de mestre.

Orientador: Prof^o. Dr^o. Francisco Gaetani

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Trabalho Final de Curso apresentado ao Curso de Mestrado Profissional em
Administração Pública da Escola Brasileira de Administração Pública e de Empresas
para obtenção do grau de Mestre em Administração Pública.

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ASSINATURA DOS MEMBROS DA BANCA EXAMINADORA

A handwritten signature in blue ink, appearing to read 'Francisco Gaetani', is positioned above a horizontal line.

Francisco Gaetani
Orientador (a)

A handwritten signature in blue ink, appearing to read 'Alketa Peci', is positioned above a horizontal line.

Alketa Peci

A handwritten signature in blue ink, appearing to read 'Ricardo Corrêa Gomes', is positioned above a horizontal line.

Ricardo Corrêa Gomes

Dedico esta obra à minha mãe, por ter aberto
mão de uma carreira pública federal de prestígio
para criar os filhos.

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Ao meu Deus, à minha esposa e à minha família, que sempre me presenteiam com amor, apoio, carinho, companhia e compreensão incondicionais;

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À Universidade Federal do Estado do Rio de Janeiro (Unirio), que me propiciou a bolsa de estudos necessária para que eu cursasse o mestrado por meio do Programa de incentivo à qualificação dos servidores técnicos e administrativos em educação (Priq) da Unirio.

RESUMO

Este caso para ensino enfoca o estágio de implementação de uma política pública de internacionalização do ensino superior no Brasil por meio do programa Ciência sem Fronteiras. A percepção desse programa por parte de alguns de seus beneficiários mostra que o programa enfrenta alguns problemas de gestão. Por conseguinte, o objetivo deste caso é levar o aluno de Administração Pública (de graduação ou de pós-graduação) a tomar decisões gerenciais para solucionar esses problemas após a análise e a avaliação deles. O caso visa a levar os estudantes a pensar a implementação da política pública do ponto de vista de seus protagonistas, isto é, dentro da visão de que os formuladores precisam também antecipar-se a potenciais problemas e corrigi-los, se não antes da implementação, *pari passu* com ela. Quer isso dizer que pretende atuar na formação de gestores do processo de implementação, instrumentalizando a correção de rumos mediante a captura das impressões dos alunos, na medida em que a iniciativa é implementada.

Palavras-chave: Política Pública; Implementação; Programa Ciência sem Fronteiras, Internacionalização da Educação Superior Brasileira, Problemas, Decisões de Gestão.

ABSTRACT

This case for teaching focuses on the implementation stage of a public policy of internationalization of higher education in Brazil through the Science without Borders program. The perception of this program by some of its beneficiaries shows that the program faces some management problems. Therefore, the objective here is to take the student of Public Administration (undergraduate or graduate level) to make management decisions to address these issues after analyzing and evaluating them. It aims at making students rethink the implementation of the policy from the point of view of its protagonists, who also need to anticipate potential problems in order to solve them either before or *pari passu* with the implementation process. In other words, the case intends to train managers in the process of implementation, by working on correction of ways the students perceive in the initiative that is implemented.

Key-words: Public Policy; Implementation; the Science without Borders program, Internationalization of Higher Education in Brazil, Problems, Management Decisions.

LISTA DE FIGURAS

FIGURA 1 - Metas do Ciência sem Fronteiras por mobilidade até 2015.....	11
FIGURA 2 - Extrato com o valor de todos os auxílios dispensados ao candidato.....	11
FIGURA 3 - Distribuição das bolsas implementadas por mobilidade.....	13

SUMÁRIO

1. INTRODUÇÃO.....	10
2. O CSF E AS UNIVERSIDADES FEDERAIS DO ESTADO DO RIO DE JANEIRO.....	14
3. PERGUNTAS PARA DISCUSSÃO.....	19
4. ATIVIDADE COMPLEMENTAR.....	19
5. NOTA PEDAGÓGICA.....	19
6. CONSIDERAÇÕES FINAIS.....	25
7. REFERÊNCIAS.....	28
8. ANEXO A - <i>CASE</i> DE ALGUNS PAÍSES.....	31
9. ANEXO B - <i>CASE</i> DO BRASIL.....	71

1. INTRODUÇÃO

O CsF é um programa que está em vigor desde dezembro de 2011 e que busca promover a consolidação, a expansão e a internacionalização da ciência, da tecnologia, da inovação e da competitividade brasileira por meio de intercâmbio e da mobilidade internacional (CIÊNCIA SEM FRONTEIRAS, 2014). Procura, em outras palavras, aumentar a produtividade na economia a partir de qualificação de pessoal nas áreas tecnológicas.

A iniciativa é fruto de esforço conjunto do Ministério da Ciência, Tecnologia e Inovação (MCTI) e do Ministério da Educação (MEC), por meio de suas respectivas instituições de fomento – o Conselho Nacional de Desenvolvimento Científico e Tecnológico (CNPq) e a Coordenação de Aperfeiçoamento de Pessoal de Ensino Superior (Capes) – e Secretarias de Ensino Superior e de Ensino Tecnológico do MEC (CIÊNCIA SEM FRONTEIRAS, 2014).

O projeto prevê a utilização de 201 mil bolsas de estudo nos próximos anos para fomentar mobilidade internacional de alunos de graduação e de pós-graduação com a finalidade de promover contato com sistemas educacionais competitivos em relação à tecnologia e à inovação (101 mil na primeira etapa [2011-2014]¹ e mais 100 mil que recentemente foram anunciadas [2015-?]; CAPES, 2014). Essa nova fase será chamada de “Ciência sem Fronteiras 2.0” (CNPQ, 2014).

Os estudantes selecionados ganham bolsas de estudo para a realização de atividades acadêmicas no exterior que podem ter a duração de seis a 12 meses (CIÊNCIA SEM FRONTEIRAS, 2014), podendo estender-se a 18 meses, se o aluno for contemplado com um curso de imersão de seis meses no idioma estrangeiro antes de iniciar seu ano acadêmico.

Os objetivos do programa são: investir na formação de pessoal altamente qualificado nas competências e habilidades necessárias para o avanço da sociedade do conhecimento; aumentar a presença de pesquisadores e estudantes de vários níveis em instituições de excelência no exterior; promover a inserção internacional das instituições brasileiras pela abertura de oportunidades semelhantes para cientistas e estudantes estrangeiros; ampliar o conhecimento inovador de pessoal das indústrias tecnológicas; e atrair jovens talentos científicos e investigadores altamente qualificados para trabalhar no Brasil (CIÊNCIA SEM FRONTEIRAS, 2014).

As metas a serem alcançadas por modalidade até 2015, conforme Figura 1, são:

¹ Todavia, a média das concessões tem sido de aproximadamente 2.500 bolsas/ano (2.000 pela Capes e 500 pelo CNPq) (BRITISH COUNCIL et DAAD, 2014, p. 66).

Modalidade	Nº de Bolsas
Doutorado sanduíche	15.000
Doutorado pleno	4.500
Pós-doutorado	6.440
Graduação sanduíche	64.000
Desenvolvimento Tecnológico e Inovação no Exterior	7.060
Atração de Jovens Talentos (no Brasil)	2.000
Pesquisador Visitante Especial (no Brasil)	2.000
Total	101.000

Figura 1 - Fonte: Ciência sem Fronteiras (2014).

Das 101.000 bolsas oferecidas a estudantes e pesquisadores no país e no exterior na primeira fase do programa, 75.000 bolsas serão financiadas com recursos do Governo Federal e 26.000 bolsas serão concedidas com recursos da iniciativa privada (CIÊNCIA SEM FRONTEIRAS, 2014).

Eis o extrato com o valor discriminado de todos os auxílios dispensados ao candidato (sem contar os valores repassados diretamente à instituição de ensino de destino do candidato, que o isenta de qualquer despesa acadêmica). Os valores podem variar a depender da localidade de cada bolsista, da época da viagem e do período de permanência (vide Figura 2):

SOLICITADO AO CNPQ			
ITEM DE DISPÊNDIO	DATA DA IMPLANTAÇÃO	QUANTIDADE DE RECURSOS	VALOR TOTAL
Graduação Sanduíche no Exterior - SWG	01/07/2013	1	R\$ 57.760,07
BENEFÍCIOS			
TIPO	QUANTIDADE	VALOR UNITÁRIO	VALOR TOTAL
Auxílio Instalação	1	R\$ 2.617,16	R\$ 2.597,23
Mensalidade	12	R\$ 1.724,95	R\$ 20.541,74
Auxílio Material Didático	1	R\$ 1.982,70	R\$ 1.967,60
Seguro Saúde	12	R\$ 2.141,32	R\$ 25.500,09
Taxa Escolar	1	R\$ 0,00	R\$ 0,00
Auxílio Deslocamento	1	R\$ 6.764,97	R\$ 6.713,45
QUADRO GERAL DE ORÇAMENTO			
SOLICITADO AO CNPq			
ITEM DE DISPÊNDIO	US\$	R\$	*TOTAL (R\$)
Graduação Sanduíche no Exterior - SWG	29.132,00	0,00	57.320,12
Total bolsa	29.132,00	0,00	57.320,12
Total Solicitado ao CNPq (Capital + Custeio + Bolsa)	29.132,00	0,00	57.320,12

Figura 2 - Fonte: IG Educação (2014).

No CsF, as áreas contempladas são (CIÊNCIA SEM FRONTEIRAS, 2014):

- Engenharias e demais áreas tecnológicas;
- Ciências Exatas e da Terra;
- Biologia, Ciências Biomédicas e da Saúde;
- Computação e Tecnologias da Informação;
- Tecnologia Aeroespacial;
- Fármacos;
- Produção Agrícola Sustentável;
- Petróleo, Gás e Carvão Mineral;
- Energias Renováveis;
- Tecnologia Mineral;
- Biotecnologia;
- Nanotecnologia e Novos Materiais;
- Tecnologias de Prevenção e Mitigação de Desastres Naturais;
- Biodiversidade e Bioprospecção;
- Ciências do Mar;
- Indústria Criativa (voltada a produtos e processos para desenvolvimento tecnológico e inovação);
- Novas Tecnologias de Engenharia Construtiva;
- Formação de Tecnólogos.

O Programa Ciência sem Fronteiras possui acordos e parcerias com diversas instituições de ensino, programas de intercâmbio e institutos de pesquisa ao redor do mundo (CIÊNCIA SEM FRONTEIRAS, 2014).

Atualmente, os países de destino são: Alemanha, Austrália, Áustria, Bélgica, Canadá, China, Cingapura, Coreia do Sul, Dinamarca, Estados Unidos, Espanha, Finlândia, França, Holanda, Hungria, Índia, Irlanda, Israel, Itália, Japão, Noruega, Nova Zelândia, Polônia, Portugal, Reino Unido, República Tcheca, Rússia, Suécia, Suíça e Ucrânia (CIÊNCIA SEM FRONTEIRAS, 2014).

Até agora (dezembro de 2014), 74.739 já foram implementadas, e os cinco países que mais receberam estudantes brasileiros foram os Estados Unidos da América (32%), o Reino Unido (11%), o Canadá (8%), a França (8%) e a Alemanha (7%) (CAPES, 2014).

E até o presente momento, a área de Engenharias e demais áreas tecnológicas contam com o maior número de bolsistas no programa, 52%. Já as áreas que englobam a Biologia, Ciências

Biomédicas e Saúde agregam 18% das concessões; Ciências Exatas e da Terra somam 8%; Computação e Tecnologias da Informação, 6%; Produção Agrícola Sustentável, 4%; seguidas por Fármacos e Biotecnologia, com 2% cada. Biodiversidades, Bioprospecção e Energias Renováveis participam com 1% das bolsas do CsF (CAPES, 2014).

Eis a distribuição das bolsas implementadas por modalidade na Figura 3:

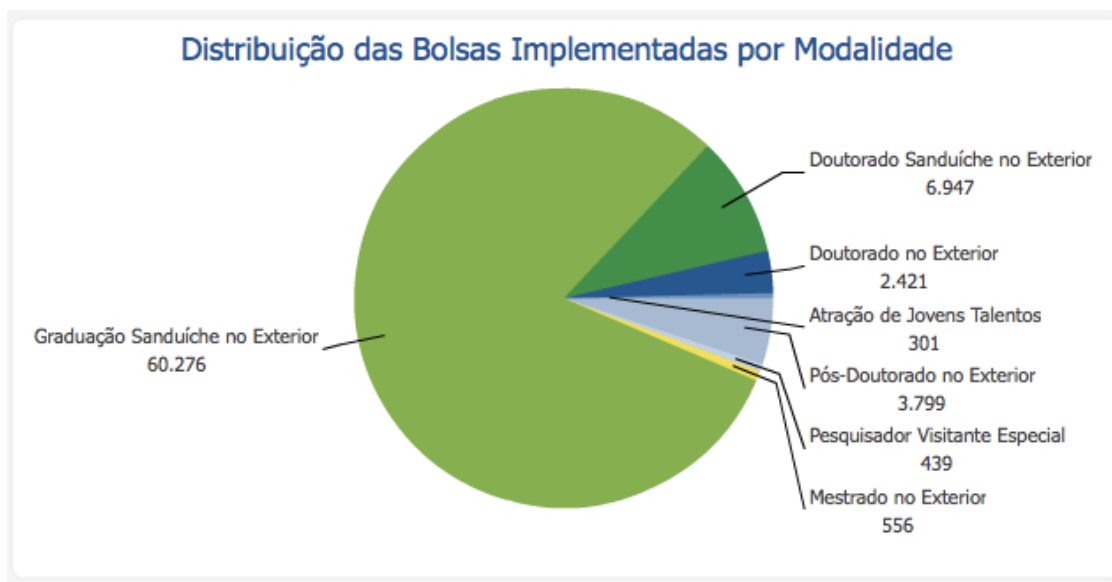


Figura 3 - Fonte: Ciência sem Fronteiras (2014).

Segundo a presidenta Dilma Rousseff, "O Ciência sem Fronteiras é um programa feito para garantir ao Brasil condições de gerar inovação, aumentar o interesse pelas Ciências Exatas e a aplicação de tecnologia em todas as áreas" (CAPES, 2014). Contando com o que a presidenta já destinou e com o que ela ainda pretende destinar ao CsF, somam-se cerca de dois bilhões de reais (CAPES, 2014).

Para participar do CsF, o candidato tem de checar se seu curso é contemplado pelo programa (se é área "prioritária" do programa), se a instituição de ensino superior (IES de origem) já assinou o Termo de Adesão do Programa CsF; se a IES de origem dele possui processo de seleção interna para o Programa CsF; tem de criar ou atualizar seu currículo Lattes; tem de enviar, no processo de inscrição, um documento de proficiência no idioma estrangeiro que atenda às exigências da chamada para a qual ele se inscreve; tem de verificar se seu curso enquadra-se em alguma restrição relacionada às áreas de Ciências Biomédicas e da Saúde; e tem de ser homologado pela instituição de origem. Tudo isso conforme o edital do programa.

Recentemente foi criada, no CsF, uma iniciativa para aproveitar o investimento feito em todo esse capital humano, a saber, o Portal de Estágios & Empregos (cujo *link* se encontra no próprio *site* do programa), que tem como objetivo oficial “promover um ambiente de fácil acesso às oportunidades de vagas para os bolsistas e ex-bolsistas do Programa Ciência sem Fronteiras e facilitar a busca de perfis de mão de obra altamente qualificada pelas empresas conveniadas” (CIÊNCIA SEM FRONTEIRAS, 2014).

A grande pergunta a ser feita pelo aprendiz que estudará este caso é: com base nos dados e relatos apresentados nele, o programa CsF tem sido implementado de maneira eficiente?

2. O CSF E AS UNIVERSIDADES FEDERAIS DO ESTADO DO RIO DE JANEIRO

Alguns amigos que estudam em diferentes universidades federais do estado do Rio de Janeiro foram contemplados, cada um, com uma bolsa do programa CsF. Cada um deles estava prestes a ir para um país para fazer graduação sanduíche de um ano de duração. Como não queriam perder contato um com o outro e gostariam de se ajudar mutuamente, durante a mobilidade internacional, criaram um grupo de WhatsApp® intitulado “Todo o Mundo sem Fronteiras”. Após alguns dias no país de destino, pôde-se observar que a experiência que cada um teve foi completamente diferente uma da outra, conforme se vê²:

Gente, tô com muitas saudades de vcs!!! Por onde vcs andam? Como estão? O que têm feito de bom??? Aqui na Irlanda tá tudo ótimo, graças a Deus! Esse programa foi a melhor coisa que já me aconteceu!!!!!!!!!!!! Acho que vou arrumar um emprego, me casar com uma gringa e ficar por aqui mesmo... ;D ;D ;D ;D ;D

Manu

Então vc teve *mta* sorte, Dado, PQ EU NEM EM PORTUGAL ESTOU MAIS... Estou *mt* frustrada... Dias antes de embarcar pra Portugal, onde eu realmente queria estudar (e tenho até parente lá - ou seja, nem ia gastar com acomodação), o CsF me disse que devido à grande demanda, faltaram vagas para o país, e um grande número de candidatos foi convidado a escolher outro país de destino, mesmo sem saber o respectivo idioma, mas com direito a um curso preparatório para um exame de proficiência no idioma.

Detalhe: eu nunca estudei idioma estrangeiro nenhum!!!! Tô ferrada, *pq* ouvi dizer que os que reprovarem nessa prova, perderão o direito à bolsa, e vão ter que voltar pro Brasil...

² A linguagem utilizada no diálogo do caso é o chamado “internetês”, que, basicamente, abrevia as palavras e os sentimentos (estes, por meio de *emoticons* ou códigos), para dar mais agilidade ao processo da digitação, para uma interatividade mais dinâmica com outros usuários.

João

Nossa, Manu, sinto muito por isso... :(Espero que dê td certo pra vc aí... Tb tô passando por um problema, mas é bem menor que o teu... Eu só tô é decepcionado com a universidade que eu tô...

A seleção de universidades anfitriãs participantes do programa para os bolsistas deveria ser mais criteriosa, pq, no meu caso, por exemplo, a universidade pra onde o CsF me ‘empurrou’ não oferece o meu curso. Tô tendo q pegar matérias de outro curso...

O próprio fato do aluno só poder escolher o país de destino, e não a instituição, já não é bom, pq, muitas vezes, qdo o programa solicita q o aluno contemplado com a bolsa escolha uma instituição de ensino daquele país para estudar, as opções ou não são boas (universidades não muito bem conceituadas) ou não têm muito a oferecer ao aluno em sua área. Isso é o q eu acho...

Belle

Cara, e euzinha aqui que fiquei quase meu primeiro mês todo aqui na Austrália sem dindin... A bolsa atrasou feio... Ainda bem que meus pais tinham condições de arcar com minhas despesas enquanto o din da bolsa não caía...

Daniel

A minha tb atrasou!!! Conversei com outros colegas meus q tb tão participando do programa e comprovei o que eu já tava desconfiado: o valor mensal da bolsa do programa, apesar de variar de um lugar de destino para outro, foi relativamente alto para alguns destinos e relativamente baixo para outros. Nas cidades onde o custo de vida é mais alto, como aqui no Canadá, o valor da bolsa foi acrescido de um adicional de localidade (de quase 50% a mais).

Eu vim viver em uma cidade onde o custo de vida é bem alto e, então, a bolsa atrasou devido a esse reajuste que estava previsto pra quem é daqui, e isso acarretou em uma série de problemas (fiquei devendo o dinheiro do aluguel, da acomodação, etc.).

Jô

O que eu achei mais desesperador foi antes de embarcar, pq o programa demorou a me informar qual seria a universidade de destino, bem como a dar orientações sobre visto, dando-me um prazo muito curto para me organizar e cumprir com as demais obrigações pro intercâmbio...

Caio

Uma parada sinistra foi que alguns bolsistas que foram estudar na Espanha tiveram o valor referente ao auxílio do seguro saúde depositado em sua conta mesmo já estando cobertos por outro seguro saúde pelo mesmo programa...

Thais

É pra falar de problemas? Então vamos lá!!! rrsrsr O programa me deixa maluca desde o início... Minhas mensagens pra aquela Linha Direta do CsF quase nunca são respondidas, e qdo são, as info são quase sempre desencontradas/contraditórias...

Jônatas

Eu tive problema de comunicação com o IIE (Instituto Internacional de Educação). Às vezes, aquilo que eles dizem deixa evidente que existe conflito de informações até mesmo dentro do próprio órgão.

Fernando

Cara, e qdo a pessoa tá em outro país, tá cheio de dúvidas e precisa ter certeza das coisas, essa parada é angustiante...

Existe apenas um número de telefone (0800), mas a ligação às vezes nos direciona pra uma caixa postal...

Guilherme

Pra graduação, o programa não oferece bolsas pra dependentes, o que torna improvável a participação no programa de alunos que já sejam pais/responsáveis que tenham de cuidar dos filhos - é o meu caso...

Thiago

Misericórdia, povo, qto problema!!! Graças a Deus eu não tive nenhum... Aliás, tive, mas foi com o idioma mesmo. Meu inglês é péssimo!!! Tenho muita dificuldade pra entender o inglês falado fora da sala de aula - o coloquial.

Victor

O meu caso foi brabo... Sou de Teatro (área não prioritária), mas o programa desde o início, permitiu que eu me inscrevesse e passasse por todo o processo seletivo para, só no final, indeferir minha candidatura... Decepcionante... Pra piorar, um colega meu, tb de Teatro, foi homologado no final (e eu não)!!!

Rafael

Acho que o CsF deveria avaliar o CV do candidato, pois mts alunos com ótimos currículos ficaram de fora do programa por causa de décimos a menos no CR geral que o de alguns colegas que apresentam um CV bem inferior!!

Júlio

Não sei se isto é um problema, mas acho que deveria haver algum tipo de contrapartida pros bolsistas do programa, que somente se beneficiam do programa, sem dar nada em troca ao Brasil...

Ana

Tb não sei se o que vou falar agora é problema, mas minhas amigas dos cursos de ADM e de Economia se perguntam como é possível um país crescer sem administradores e economistas bem qualificados, assim como o pessoal das humanidades se pergunta como o governo não vê que as Humanidades são igualmente essenciais à formação do cidadão...

Juan

Galera, eu tô nos States e tô curtindo a vida adoidado... Peguei poucas matérias (e fáceis) e tô aproveitando pra viajar sempre que dá!!! Sem contar as baladas daqui, que tb são mara...

Enquanto isso, os coordenadores do CsF de cada universidade federal do estado do Rio de Janeiro³, que também mantinham um grupo de discussão (intitulado “Coordenadores do CsF”) do mesmo aplicativo, tiveram o seguinte diálogo:

³ As universidades federais do estado do Rio de Janeiro são a Universidade Federal Fluminense (Uff), a Universidade Federal do Rio de Janeiro (Ufrj), a Universidade Federal Rural do Rio de Janeiro (Ufrj) e a Universidade Federal do Estado do Rio de Janeiro (Unirio).

Amigos, como tem sido a experiência de vcs com o CsF? Na Unirio, está tudo OK. Temos tido apenas algumas reclamações da parte de nossos alunos com relação à nota de corte pra participar do programa. Aqui o CR acumulado deve ser igual ou superior a 7.0. Ah, outra coisa, alguns alunos de Medicina que estão voltando do programa dizem que a escola de Medicina não tá aproveitando as disciplinas feitas na Austrália pq lá o curso não é de Medicine, mas de Health Sciences. No geral, acho o CsF uma excelente iniciativa, só acho que há problemas de administração dos recursos, o que gera desperdício de verba pública.

Gustavo

Por que a nota de corte de vcs é 7??? Aqui na UFRJ é 6. Aqui também tá tudo bem com relação ao programa. Alguns professores têm dito que os alunos que estão voltando do CsF pra completar a graduação estão apresentando um desempenho ainda melhor que antes de sair do país. Com relação ao aproveitamento das disciplinas, por aqui tudo OK. Muito triste esse caso que vc mencionou dos alunos que foram pra Austrália, mas ainda bem que a sua escola de Medicina não aproveitou aqueles créditos, pois o currículo dos cursos deve ser bem diferente um do outro. O problema, nesse caso, foi o programa ter mandado os alunos de Medicina daqui fazerem esse curso de Health Sciences lá, o que não tem nada a ver... Agora, uma pergunta pra vcs: os alunos têm voltado melhores academicamente falando?

Nelson

Na verdade, cada universidade tem autonomia pra decidir qual é a nota de corte pro aluno poder participar do programa. Aqui na UFF tb é 6. Com certeza, esses alunos que voltam do estrangeiro estão bem mais motivados, e portanto, a melhora em seu desempenho é visível. Acredito que os alunos que fizeram “turismo sem fronteiras” são uma minoria.

Izabel

Na verdade, uns voltam motivados, mas, outros voltam frustrados, pois as universidades estrangeiras, como são quase todas privadas, têm recursos de sobra, o que não é nossa realidade aqui nas federais brasileiras. Pelo menos essa frustração foi o que eu pude perceber aqui na UFRRJ... Além disso, os alunos daqui da Rural que já voltaram do CsF não demonstraram melhoras acadêmicas significativas. Certamente adquiriram uma bagagem de conhecimento muitíssimo enriquecedor, mas, pelo que pudemos observar aqui, isso não tem produzido notas melhores nem interesse em pesquisa acadêmica não...

3. PERGUNTAS PARA DISCUSSÃO

- Tudo o que é apresentado pelos bolsistas é, de fato, problema? Justifique sua resposta.
- Os problemas apresentados são de desenho ou de implementação do programa? Justifique sua resposta.
- Se você pudesse, o que mudaria no desenho desse programa?

4. ATIVIDADE COMPLEMENTAR

Leia o texto *The rationale for sponsoring students to undertake international study: an assessment of national student mobility scholarship programmes* (BRITISH COUNCIL et DAAD, 2014; vide Anexo A), compare o CsF com outros programas internacionais e **decida o que mais poderia mudar no programa, tendo como base o que tem se praticado nesses outros programas** (esse texto contém as informações mais importantes de cada programa de internacionalização da educação superior). **Alguma medida poderia/deveria ser copiada, adaptada, etc. no programa CsF?**

5. NOTA PEDAGÓGICA

Este estudo foi elaborado para ser utilizado em sala de aula, com turmas de diversos níveis e cursos (da graduação até o mestrado), principalmente para o curso de Administração Pública.

Para os estudantes de administração pública, o uso de casos representa a oportunidade de aplicar teoria à prática, aprimorar habilidades analíticas, trabalhar em equipe e comunicar soluções potenciais para problemas do setor público. Os pesquisadores acreditam que os casos permitem a investigação e organização de informações relacionadas a uma questão específica da administração pública ou a um problema referente a políticas públicas, unindo dados empíricos a fatores contextuais que afetam a relevância e o impacto das informações. Já para os profissionais, um estudo de caso permite a transferência de conhecimentos dentro de uma organização ou entre instituições do

setor público (...). Um estudo de caso documenta a experiência de uma organização na superação de desafios específicos, de maneira que profissionais possam ver os fatos e o contexto associado a práticas, e como estas funcionaram (GRAHAM, 2010, p. 27).

O objetivo de aprendizagem deste caso é analisar problemas de gestão do programa CsF para se desenhar alternativas de solução para eles.

Para responder às **perguntas para discussão** do caso, os alunos precisarão apontar linhas de ação. Para tanto, é preciso, primeiramente, que eles analisem atentamente os depoimentos dos bolsistas do programa. Para isso, é mister que os alunos já tenham lido o caso previamente à aula. Em aula, as perguntas poderão ser respondidas em grupos (com cada grupo tendo de 10 a 15 minutos para se reunir, discutir o assunto e depois expô-lo à turma) ou as perguntas poderão ser lançadas à turma toda, para que qualquer um responda na hora, mas, nesse caso, nem todos os alunos da turma irão participar ativamente da atividade.

Neste caso, os sujeitos são personagens fictícios, mas os depoimentos, verdadeiros (obtidos por meio de *web survey* enviado a alunos das universidades federais do estado do Rio de Janeiro que foram contemplados com a bolsa e por meio de ligações telefônicas a funcionários dessas universidades que trabalham diretamente com o programa). Na narrativa fictícia deste caso, os depoimentos apresentam-se em forma de diálogo de WhatsApp® e a avaliação e a revisão dos depoimentos serão ferramentas para a tomada de decisões da parte dos alunos, em aula, a respeito do que poderia mudar no programa para que ele pudesse tornar-se mais eficiente.

Para que o caso fosse construído, uma pesquisa de satisfação foi enviada a 200 alunos das universidades federais do estado do Rio de Janeiro que participaram do CsF em diferentes países. Esse foi o número máximo de contatos a que o autor deste estudo teve acesso. Desses 200, apenas 50 responderam. Desses 50, 30 só elogiaram o programa, cinco apresentaram o que eles acharam que eram problemas, mas que não o são e somente 15 apresentaram problemas propriamente ditos.

Este trabalho não pretende avaliar o programa; os dados levantados, que são apresentados na narrativa do caso na voz dos personagens, é o que irá possibilitar a avaliação do programa por parte dos estudantes durante a aula em que este caso será trabalhado.

Uma parcela dos beneficiários do programa ficou insatisfeita com sua situação – os estudantes relataram problemas que tiveram com o programa durante a mobilidade acadêmica internacional. Aparentemente, tiveram receio de divulgar esses problemas de alguma forma para não sofrerem alguma suposta represália ou boicote da parte do governo. **Problemas pontuais** têm

sido divulgados pela mídia, mas **problemas recorrentes** como os que os bolsistas têm relatado, por esse receio, não. Logo, ocorre que há uma oportunidade, com este estudo, de tornar público todos esses problemas (sem expor os bolsistas) com o intuito de aprimorar a implementação do programa (que ainda está acontecendo) para quem ainda é ou ainda vai ser bolsista do CsF e/ou os próximos programas do gênero.

Conforme já foi exposto anteriormente, os depoimentos dos usuários do programa (presentes no diálogo de WhatsApp apresentado neste estudo) apontam, no total, 15 problemas.

Os problemas são os apontados pelos seguintes alunos: **Manu, João e Victor** (problemas de cunho logístico e conceitual); **Belle, Daniel e Caio** (de cunho financeiro); **Jô, Thais, Jônatas e Fernando** (de cunho comunicacional); **Guilherme e Rafael** (de cunho apenas conceitual).

Todas as respostas que apontem soluções para esses quatro tipos de problemas poderão ser analisadas e comentadas por pares, assim como pelo professor.

Os depoimentos da narrativa do caso que não são problemas propriamente ditos são os apontados por: **Dado**, pois arrumar emprego em um país estrangeiro e conseguir cidadania estrangeira por meio de um casamento não são tarefas fáceis nem, muitas vezes, vantajosas; **Júlio**, pois a contrapartida é justamente o alavancar da economia nacional em médio e longo prazos - meta do programa. Como diz o texto do Conselho britânico e do DAAD, “os benefícios de se estudar no exterior são de grande alcance e de boa fama, e impactam, além dos próprios estudantes, seu país de origem, sua instituição de ensino e a comunidade que recebe o aluno” [2014, p. 3]); e **Juan**, pois essa liberdade que o aluno tem para fazer passeios, viagens, etc. é consoante com a própria concepção do programa, que é a de propiciar, além da oportunidade de estudo, vivências no exterior. Há quem diga que essa liberdade deveria ser cerceada, monitorada ou controlada [por uma espécie de “Polícia do CsF”] para que o aluno só se dedicasse aos estudos, “fazendo jus” ao valor da bolsa de estudos a ele dispensado. Todavia, isso iria contra a concepção do programa. Além do mais, os valores das passagens de transportes de massa lá são bem mais baratos que os daqui).

O comentário da **Ana** (da exclusão das Áreas Humanas e de Ciências Sociais Aplicadas no programa) divide muitas opiniões. Muitos consideram isso um problema, mas muitos concordam com o programa quando se trata da seleção das áreas contempladas por ele.

Para a **atividade complementar** proposta (que vem imediatamente depois das perguntas), o professor pode dividir a turma em grupos e estabelecer um tempo (cerca de 20 minutos seria mais

que suficiente), de modo que cada grupo leia o *case* de determinado país (vide Anexo A), para comparar cada programa com o CsF. O ideal é que todos os grupos comecem lendo o caso do Brasil apresentado por esse texto também (vide Anexo B). Ou seja, cada grupo terá 20 minutos para ler o caso do Brasil e o caso de mais algum país, ambos os casos apresentados nesse texto do Conselho Britânico, para que assim haja tempo de se ver, em aula, todo o conteúdo desse texto adicional e para que todos os alunos envolvam-se e participem da atividade. Para isso, é necessário que o professor disponibilize esse texto adicional aos alunos em aula. Obviamente, não havendo quórum para se utilizar todos os *cases* desse anexo, o professor pode selecionar os *cases* que achar mais interessantes para serem trabalhados em aula.

O Anexo A contém miniestudos de caso/*mini case studies* para diversos programas de internacionalização da educação superior que são praticados ao redor do mundo.

Seguem alguns exemplos do que ele apresenta de diferente do CsF (BRITISH COUNCIL et DAAD, 2014):

- A **China** já investe pesado em Educação há mais de dez anos, porém investe pouco em graduação. Esse país tem também uma forte política de retenção, tendo em vista que quando os bolsistas voltam à China, são encorajados a contactar a embaixada em busca de oportunidades de emprego locais. Os bolsistas de mestrado e doutorado inclusive assinam um contrato em que se comprometem a trabalhar por dois anos no próprio país após se formarem.
- O **Egito**, por sua vez, investe em educação internacional desde os anos 1990. Contudo, atualmente só trabalha com programas de doutoramento e pós-doutorado. A política de retenção deles funciona assim: após o regresso do exterior, os alunos têm de cursar a instituição de origem pelo dobro do tempo que cursaram no exterior (pelo período máximo de sete anos na instituição). Se eles não voltarem a seu país de origem, terão de devolver ao governo os valores da bolsa a eles dispensados.

O professor poderia, então, escrever ou projetar no quadro todas as informações que os alunos levantassem, para que houvesse, assim, um quadro comparativo que todos possam visualizar. Após cada grupo fazer a devida avaliação e essa avaliação ir para o quadro, a turma deve decidir o que poderia mudar no programa (se alguma medida poderia/deveria ser copiada, adaptada, etc. no programa CsF).

No fim dessa atividade, o professor pode expor aos alunos as conclusões gerais desse texto do Conselho Britânico, que seguem: atualmente, poucos países oferecem bolsas de estudo para quem não é das áreas STEM (sigla em inglês que significa Ciência, Tecnologia, Engenharia e Matemática), bem como poucas ofertas de bolsas são oferecidas para a graduação; poucas são destinadas a grupos sociais desprivilegiados; e poucos programas aproveitam os ex-bolsistas de alguma forma no próprio país posteriormente (BRITISH COUNCIL et DAAD, 2014, p. 6).

O professor também pode expor o que esse texto traz de recomendações que qualquer programa de mobilidade acadêmica internacional pode, em tese, seguir, como, por exemplo, **clareza de propósito e de comprometimento**, para que necessidades de desenvolvimento nacional possam verdadeiramente ser alcançadas. Os *policy makers* e os *program designers* devem, primeiramente, além de identificar os objetivos, prover meios de medir e de avaliar o cumprimento desses objetivos, bem como revisitar o foco original do programa para observar se ele continua em busca dos mesmos objetivos. [...] O programa deve ser desenhado, funcional e administrativamente, para o que ele deseja alcançar. Por isso, a **comunicação** entre os *decision makers* e os administradores do programa deve ser fluente. Para a máxima eficiência, a administração do programa tem de **evoluir** com o tempo. Os administradores do programa, os *policy makers* e os demais *stakeholders* devem **sempre monitorar e discutir o ambiente operacional do programa para implementar as mudanças que forem necessárias** (BRITISH COUNCIL et DAAD, 2014, p. 62).

Outra sugestão seria apontar que os seguintes aspectos da administração do programa merecem atenção (BRITISH COUNCIL et DAAD, 2014, p. 62-63):

A seleção de candidatos - para o sucesso de um programa de mobilidade acadêmica internacional, é preciso que haja um processo seletivo eficiente. E, normalmente, quanto maior o número de inscritos, maiores as chances de se identificar candidatos de alto nível (que tenham condições de concluir os estudos com sucesso — o objetivo principal da concessão de uma bolsa de estudos). Logo, é preciso investir na divulgação/*marketing* do programa. Na maioria dos países que oferecem programas de mobilidade, várias bolsas deixam de ser concedidas por falta de candidatos inscritos. Além disso, o processo de inscrição também deve ser simples e acessível, para não excluir nem prejudicar pessoa alguma.

A transparência nos processos - a credibilidade e o prestígio nacional e internacional do programa podem ser ampliados com um compromisso visível com a transparência em todos os

aspectos do programa. Contratar, por exemplo, uma empresa ou um órgão terceiro para fazer auditorias regulares na instituição é uma opção de *accountability*.

As parcerias - a seleção de parceiros deve ser criteriosa. Eles devem tomar ciência dos objetivos do programa e garantir a qualidade dos serviços oferecidos.

A atenção aos ex-bolsistas - os administradores do programa devem procurar meios de encorajar e de apoiar os ex-bolsistas do programa, além de buscar meios de maximizar suas competências/seus conhecimentos adquiridos com a mobilidade. Orientação para a obtenção de um emprego na área do aluno; organizar uma rede de alunos formados pela instituição de ensino; fomentar pesquisas; cuidar para que não haja apenas obrigações impostas ao ex-bolsista, como o preenchimento de relatórios, etc., mas também incentivos para retê-lo no país de origem.

A seleção de instituições de ensino - o ideal é que as instituições parceiras sejam de excelência. Contudo, não são somente as instituições que aparecem em determinados *rankings* que são as melhores. Muitas não se encontram em *rankings* de excelência acadêmica por só terem um ou outro curso de excelência. Acontece que esse “um ou outro” curso de excelência pode ser justamente o curso ideal para determinado candidato do programa. É preciso que um levantamento seja feito dos melhores cursos de cada instituição, para que os candidatos sejam melhor informados sobre as opções que têm diante de si.

Após a apresentação das decisões para o caso, sugere-se que a turma julgue-as, que apresente outras alternativas, que comparem tais decisões com as de outros casos e que perceba quais tipos de habilidades foram desenvolvidas com este caso (gestão de programas, gestão de projetos, transparência na gestão, bases de tomada de decisão, etc.).

Havendo intenção da parte do professor, bem como interesse da parte dos alunos, o caso pode ser ainda mais explorado por meio de mais perguntas à turma referentes ao assunto estudado, como por exemplo:

- Conversas entre alunos beneficiários constituem uma ferramenta de monitoria ou de avaliação do programa? Como você sugeriria a estruturação de um sistema de monitoria para o programa? Como você sugere que seja conduzida a sistemática de avaliação do programa?
- Quais dos problemas ocorridos você acha que seriam antecipáveis? O que precisaria ser feito para que isso ocorresse? E quanto ao possível desperdício de verba pública mencionado por

um funcionário de uma universidade participante? Como deve ser avaliada a questão da administração dos recursos alocados ao programa?

- À luz dos problemas detectados, quais sugestões você daria para os problemas mencionados serem equacionados?
- Supõe-se que o investimento em mobilidade acadêmica internacional tenha um efeito multiplicador, ou seja, que o investimento no capital humano por meio da educação internacional resulta em uma série de benefícios para a sociedade em que o indivíduo está inserido (BRITISH COUNCIL et DAAD, 2014, p. 64). Você concorda com tal suposição? Em sua opinião, que resultados são esperados com esse tipo de programa em longo prazo?
- Esse tipo de programa representa um bom uso de recursos financeiros estatais para o desenvolvimento de habilidades/competências humanas ou esse dinheiro seria melhor empregado se fosse investido em outras iniciativas educacionais? Nesse último caso, quais?
- Esse programa está perpetuando as desigualdades sociais, favorecendo a elite, ou tem oferecido oportunidades iguais para o estudo internacional a todas as classes sociais? Justifique sua resposta.

8. CONSIDERAÇÕES FINAIS

Como todo caso para ensino, este reúne “aspectos de uma situação problemática” e estrutura o texto para contemplar “objetivos educacionais”, sem “revelar no corpo do caso quais são estes objetivos. Os objetivos educacionais são declarados nas notas de ensino dirigidas ao professor”. Em segundo lugar, a construção de casos para ensino “assemelha-se ao jornalismo factual, sendo o texto recheado de fatos e depoimentos, apresentados em ordem cronológica, com o objetivo de proporcionar uma discussão bem informada do caso em sala de aula. Mas não há, no texto, um narrador defendendo uma ideia ou opinião ou analisando a prática com base em teoria, como no texto acadêmico. Tampouco há espaço para a retórica e a ideologia, pois o propósito não é persuadir o leitor, mas possibilitar o aparecimento de diversas interpretações que emergem da discussão do caso. Em terceiro lugar, o texto busca atrair o leitor e animar a discussão do caso. [...] Por esta razão, incluem-se nele algumas características de outros gêneros de textos, ao exibir, por exemplo,

incidentes [e] diálogos que realçam ou apontam os problemas do caso. Em certos momentos, vale-se de narrativa sutil, mais ao estilo de um conto, em que o subtexto é dado pelo objetivo educacional subjacente ao relato” (ROESCH, 2007, p. 215).

Agora, com relação ao CsF, segundo a tipologia de Theodore J. Lowi (1964, pp. 677-715), essa política pública, da forma como tem sido implementada por meio do programa Ciência sem Fronteiras (CsF), seria uma política **distributiva**, tendo em vista que “gera benefícios concentrados para alguns grupos de atores e custos difusos para toda a coletividade/contribuintes”, o que James Q. Wilson (1973) chama de política **clientelista**. De acordo com Gormley (1986, p. 598), políticas desse tipo são **de audiência**, pois “são de simples elaboração do ponto de vista estrutural, mas que tendem a atrair grande atenção das pessoas”. Para Gustafsson (1983, pp. 269-287) políticas públicas desse naipe são **reais**, pois “incorporam a intenção de resolver um problema público com o conhecimento para resolvê-lo”. Bozeman e Pandey (2004, pp. 553-565), por sua vez, classificariam políticas desse gênero como **de conteúdo técnico**, pois “apresentam poucos conflitos com relação aos objetivos e ao ordenamento dos objetivos, embora possam aparecer conflitos com relação aos métodos”.

Em virtude dos problemas apresentados, o ideal seria que houvesse no programa um sistema de controle de qualidade. Segundo Thiry-Cherques e Pimenta,

O planejamento do controle de qualidade compreende a identificação prévia dos padrões relevantes do projeto e de como satisfazê-los. O controle da qualidade deve incidir tanto sobre o produto e sub produtos quanto sobre as atividades. O propósito é o de facultar ao [...] administrador a eliminação dos fatores que impeçam ou dificultem a boa performance (2015, p. 71).

Os principais indicadores de qualidade estão relacionados (THIRY-CHERQUES; PIMENTA, 2015, p. 72):

- ao produto ou à geração do serviço, que devem ser livres de defeitos e imperfeições;
- às características do produto do projeto, principalmente no que se refere à adequação a indicadores mensuráveis;
- à satisfação do cliente ou usuário do produto gerado pelo projeto;
- à satisfação dos responsáveis pelas etapas subsequentes à atividade que está sendo avaliada.

A comparação do projeto CsF com projetos do mesmo gênero é feita no presente trabalho como uma espécie de *benchmarking*, para que o aprendiz de Administração Pública (o provável

futuro tomador de decisões) possa avaliar a qualidade do projeto ao identificar algumas das melhores práticas de gestão de projetos dessa natureza.

O programa também deveria contar com uma gestão de riscos, tendo em vista que as falhas apontadas pelos participantes (reproduzidas na narrativa do caso, tais como comunicacionais, logísticas, etc.) não deveriam ser recorrentes. Pelo contrário, deveriam ter sido previstas nas fases iniciais do programa. No entanto, agora que já aconteceram, devem ser corrigidas e evitadas. Além disso, ainda está em tempo de o programa criar um plano de contingência para problemas como os descritos pelos seus beneficiários.

Os projetos que envolvem a produção ou a geração de serviços inéditos, inovadores ou revolucionários, como é o caso de grande parte dos projetos de pesquisa, envolvem mais risco do que outros. Esses riscos podem ser calculados e minimizados mediante (THIRY-CHERQUES; PIMENTA, 2015, p. 85):

- a avaliação da capacidade gerencial, e não somente operacional, dos dirigentes e dos recursos humanos a serem envolvidos no projeto;
- a descrição sistemática e tão exaustiva quanto possível dos efeitos e externalidades positivas e negativas;
- a coleta de dados de mercado e informações comerciais;
- a adoção das formas de atenuação de risco examinadas no passo referente à sequenciação e a adoção de esquemas como o da periodização por *abortagem*.

Um grande problema que ocorre na implementação desse programa é o insulamento burocrático, pois os órgãos do governo responsáveis pelo programa não são tão transparentes com relação ao acesso a informações como poderiam a cerca de como esse programa tem sido implementado. Se houvesse transparência e divulgação de dados em tempo real sobre como a implementação está se dando, haveria como avaliá-lo. É preciso que aja uma avaliação de processos que verifique se o programa está sendo realizado conforme o previsto, se está alcançando o público-alvo e se os benefícios gerais estão sendo alcançados também conforme o previsto (SCHEIRER, 1994, p. 40).

A avaliação de processos exige que se desenvolvam métodos que respondam a três perguntas (SCHEIRER, 1994, p. 40-41): de que o programa se constitui (quais os seus

componentes)?; o que está sendo entregue a seus beneficiários?; e por que há diferenças entre os objetivos do programa e o que é entregue?

Como dizem Ramos e Schabbach, “a avaliação é um instrumento importante para a melhoria da eficiência do gasto público, da qualidade da gestão, do controle social sobre a efetividade da ação do Estado, esse último instrumentalizado pela divulgação de resultados das ações de governo”. Além disso, “a avaliação permite aos formuladores e gestores de políticas públicas desenharem políticas mais consistentes, com melhores resultados e melhor utilização dos recursos”. [...] “Além de aprimorar o processo de tomada de decisão, vislumbrar a alocação apropriada de recursos e promover a responsabilização por decisões e ações (*accountability*) dos governantes, [...] a avaliação permite aos formuladores e gestores de políticas públicas desenharem políticas mais consistentes, com melhores resultados e melhor utilização dos recursos” (2012, pp. 1272-1273).

E como dizem Costa e Castanhar, “o propósito da avaliação é guiar os tomadores de decisão, orientando-os quanto à continuidade, necessidade de correções ou mesmo suspensão de uma determinada política ou programa” (2003, p. 972).

No Brasil, muito pouco se avaliam políticas públicas, pois “as avaliações podem ser um ‘problema’ para os governantes, executores e gerentes de projetos porque os resultados podem causar constrangimentos públicos. As informações e resultados das avaliações podem ser usados pelo público e pela imprensa para criticar os governos” (TREVISAN e VAN BELLEN, 2008, p. 536).

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10. ANEXO A - CASE DE ALGUNS PAÍSES

2.2 China

Glossary terms:

- CSC – China Scholarship Council

Statistics overview: China

1. Population (world rank)	1,349,585,838 (1)
2. Per-capita GDP	US\$9,100
3. Public expenditure on education as a per cent of GDP	N/A
4. Number of HEIs: public–private	1736–706
5. Number of tertiary students	25,632,973
6. Number of mobile tertiary students: outbound–inbound	562,889–71,673
7. Per cent of labour force with tertiary education	N/A
8. Tertiary gross enrolment ratio (%): 1990–2007	3%–23%

Source:

1. The World Factbook 2013–14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. Ministry of Education, China (2013). Statistics for 2012. Retrieved from www.moe.gov.cn/publicfiles/business/htmlfiles/moe/s7567/201309/156873.html
5. Ibid.
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx).
7. N/A.
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

Overview

The People's Republic of China understands education is key to its development and global competitiveness. For over a decade, government spending on education has increased at over 20 per cent per annum and now totals more than US\$250 billion each year.⁹ Beginning in the early 21st century, a substantial commitment was made to developing and funding outward mobility scholarships. The design and scope of these programmes has changed over time in step with national priorities. Early programmes focused primarily on sending Chinese education professionals abroad for non-degree professional-development training, with award recipients choosing their own fields of study and host universities. A series of national policy statements, published after 2005, triggered

a shift in this approach.¹⁰ Enhanced training in science and technology and the development of a more innovative workforce were identified as priorities to China's future economic competitiveness. The creation of several new scholarship schemes followed. Unlike the earlier programmes, these focus on degree attainment in priority fields, require recipients to return to China following completion of their studies, and map more closely with China's efforts to build world-class tertiary education institutions. They also represent a significant increase in the number of awards distributed each year.

National Merit Scholarship

The National Merit Scholarship for Self-Funded Study Abroad Students is China's first student-focused scholarship

programme.¹¹ Launched in 2003, and still ongoing, it offers up to 500 scholarships per year to Chinese students who are already engaged in doctoral studies abroad. Individuals pursuing any major may apply for the scholarships, so long as they are under 40 years of age and have not previously received government funding. Awards are for a fixed US\$6,000 per person per year, although a select number of US\$10,000 awards are reserved for exceptional applicants, usually those involved in research in key fields.

To apply, candidates submit materials to the Chinese Embassy in their host country.¹² Embassy staff send the top applications to the China Scholarship Council (CSC), a non-profit organisation affiliated with China's Ministry of Education, for additional scrutiny. Final awards are made by the Ministry of

9. Source: www.nytimes.com/2013/01/17/business/chinas-ambitious-goal-for-boom-in-college-graduates.html

10. *The National Outlines for Medium and Long-term Planning for Scientific and Technological Development* (2006–2020) No. 44 [2005] of the State Council (<http://cfd.seu.edu.cn/s/583/t/2172/73/24/info95012.htm>); 11th Five-Year Plan for National Economic and Social Development (2006–10) (http://english.gov.cn/2005-11/09/content_247198.htm).

11. Official programme name: 国家优秀自费留学生奖学金.

12. Host countries currently include Australia, Austria, Belarus, Belgium, Canada, Czech Republic, Denmark, Finland, France, Germany, Ireland, Italy, Israel, Japan, The Netherlands, New Zealand, Norway, Portugal, Russia, Singapore, Spain, Sweden, South Africa, South Korea, Switzerland, Thailand, United Kingdom, United States, Ukraine.

Education.¹³ In offering these awards, the government's stated purpose is to help self-funded students. However, the awards also represent an opportunity to encourage recipients to return to China's workforce; following completion of a degree, grant recipients are encouraged to contact embassy officials for help making professional connections and finding work at home.¹⁴

Elite Doctoral Scholarship

Launched in 2007, the Elite Doctoral Scholarship¹⁵ focuses on China's best students and universities. The programme's goal is to train a cadre of leading-edge science and technology experts who will return to China to help improve and reform the country's tertiary education system. It was established to address concerns that without proactive talent development, the country's future innovation and research capacity would continue to lag behind other nations, thereby diminishing China's global competitiveness.¹⁶ Like the National Merit Scholarship, this programme funds doctoral education. It differs, however, in that only students enrolled at China's top universities – those receiving Project 211 and Project 985 funds – may apply.¹⁷ Also, award recipients receive full funding and are required to pursue degrees in fields identified as important to China's development and competitiveness (energy and resource sciences, environmental and agricultural

sciences, information technology, life sciences, aero sciences, marine sciences and nano-material sciences). A final difference is its scale – at 7,000 grants per year¹⁸, it is ten times larger than the National Merit Scholarship.

Master's Scholarship

China's Scholarship for State-Funded Master's Students¹⁹ was started in 2009 and also funds study in fields deemed critical to national development and competitiveness. Its goals are to develop top-level universities and academic disciplines, promote international collaboration in graduate education, strengthen the teaching and research quality of Chinese universities and help recipients develop global skills and outlook.²⁰ The programme targets government agency and vocational/technical school employees. Students from these schools may also apply, but no more than 50 student awards are made each year. Applicants must be under 40 years of age and demonstrate fluency in the language of their host country. Award winners may pursue full degrees abroad or partial degrees under joint supervision.

Elite Bachelors Scholarship

China's first outward mobility scholarship for undergraduate students, the International Exchange Schemes for Elite Undergraduate Students,²¹ was launched in 2012. It funds approximately 3,000 students per year,²² most of whom go abroad in their final year of study. The programme's goals are to encourage inter-institutional collaboration and cultural exchange, improve recipients' cross-cultural skills and abilities, and, like the doctoral and master's programmes, 'develop talent.'²³ Like the doctoral scholarship, this programme targets students from China's top universities, although study in specific fields is not required. Following their studies, award recipients are required to return to China to complete their home university degrees.

All government-sponsored tertiary mobility scholarships in China, inbound and outbound, are administered by the CSC. Applicants for the new doctoral and master's scholarships apply directly to the CSC. Candidates for the undergraduate scholarship submit materials to their universities, which then forward the best applications to the CSC for additional scrutiny. Peer review panels, organised by the CSC, review applications, after which staff in China's Ministry of Education make final award decisions based on the panels' recommendations. Applications for all three scholarships must include a letter of offer

13. China Scholarship Council (2013). Regulation for Scholarship for Self-funded Study-abroad Students (in Chinese). Retrieved from www.csc.edu.cn/Chuguo/Default.aspx?cid=271, accessed 29 October 2013.
14. Shen, R (2011). Developing a new mechanism for public-funded study abroad programmes (in Chinese). *China Scholar Abroad*, 2011(11): pp. 14–16.
15. Official programme name: 国家建设高水平大学公派研究生项目.
16. Wang, WL and Cao, Z (2007). Expanding postgraduate students studying abroad is a demand from China's human capacity building strategies: an interview with Ms Xiu-Qing Zhang, the secretary of the China Scholarship Council (in Chinese). *China Scholar Abroad*, 2007(6): pp. 12–13. Zhou, Y and Zhang, H (2009). Developing public-funded study-abroad programmes, enhancing high-level human resource building, and serving the strategic demand of the country: an interview with Mr Jing-Hui Liu, the secretary of the China Scholarship Council (in Chinese). *World Education Information*, 2009(9): pp. 10–15.
17. Project 211 and Project 985, launched by China's central government in 1995 and 1998 respectively, funnel billions of dollars annually to around 100 national universities with the goal of lifting the quality of their teaching, research and infrastructure to world-class levels.
18. 2014 target number.
19. Official programme name: 国家公派硕士研究生项目.
20. China Scholarship Council (2013c). Application for Scholarship Schemes for State-Sponsored Master's Students (in Chinese). Retrieved from www.csc.edu.cn/Chuguo/ef6a0410f70d489cbff99c7c2bfa6d2.shtml, accessed 29 October 2013.
21. Official programme name: 优秀本科生国际交流项目.
22. 2014 target number.
23. China Scholarship Council (2013d). Application for International Exchange Schemes for Elite Undergraduate Students (in Chinese). Retrieved from www.csc.edu.cn/Chuguo/a08eccd5bf9c40cabd4bd8e0d57a914f.shtml, accessed 29 October 2013.

12 Going Global 2014

from a host campus. As a consequence, most scholarship winners end up at universities with which their institution has a standing partnership agreement. Most are in developed Western countries.

Each of the new scholarships covers all expenses for the duration of a recipient's time abroad, including international airfare, with individual award amounts differing based on living and tuition costs in the host country. Unlike China's National Merit or Professional Development scholarships, doctoral and master's grant recipients sign contracts requiring them to return home and work for at least two years following completion of their studies. The CSC promotes the scholarship opportunities on its website, while encouraging universities to distribute information about the programmes and their application cycles to their students.

Impact

According to CSC statistics, fewer than 3,000 Chinese received government-funded outward mobility scholarships in 2003. In 2010, that number increased to over 13,000.²⁴ Such figures illustrate the country's greatly increased commitment to human resource capacity development and are a sign that the country's intellectual capital is indeed increasing. Overarching impact measures, whether qualitative or quantitative, have not been undertaken, however. Apart from the CSC's tracking the number of award disbursements, there has been no formal assessment of the broader impact these programmes are having. Indeed, officials report that there is

currently no tracking of how many award recipients return to China after completing their studies, despite many being contracted to do so.

Nevertheless, a number of academic reviews of the scholarship schemes have identified several positive outcomes. For instance, universities are said to be benefiting from greater interdisciplinary collaboration between campus units, an increase in partnership agreements with foreign institutions, and, perhaps most significantly, changes to the provision and quality of graduate education.²⁵ In addition to the academic training and qualifications individuals receive, officials familiar with the programmes also point to an improvement in communication skills and the understanding of different cultures, as well as improved employment prospects.²⁶

Future prospects

Currently, all of China's outward mobility schemes are being operated without a scheduled end date. With policy documents identifying the next decade as critical to China improving the scientific and technological dimensions of its workforce and with its tertiary education institutions engaged in efforts to improve their teaching and research quality and expand their links with institutions abroad, it seems likely that funding for these programmes will continue for the foreseeable future. Determining whether or not the scholarship schemes will indeed meet the national policy goals that inspired their creation will not be possible without the establishment of formal impact review procedures.

24. China Scholarship Council Yearbook (2003–10).

25. Shen, R (2011). Developing new mechanism for public-funded study abroad programmes (in Chinese). *China Scholar Abroad*, 2011(11): pp. 14–16.

26. Zhou, Y and Zhang, H (2009). Developing public-funded study-abroad programmes, enhancing high-level human resource building and serving the strategic demand of the country: an interview with Mr Jing-Hui Liu, the secretary of the China Scholarship Council (in Chinese). *World Education Information*, 2009(9): pp. 10–15.

Scholarship programme overview: National Merit Scholarship

Years operational	2003–present (no scheduled end date)
Awards per year	Approximately 500
Awards since inception	Approximately 3,400
Administrative authority	China Scholarship Council
Funding	Chinese government
Eligibility	Any citizen currently enrolled in a doctoral programme in another country
Level/s supported	Doctorate
Fields supported	Any
Recipient obligations	None
Host universities	Any; current host countries include Australia, Austria, Belarus, Belgium, Canada, Czech Republic, Denmark, Finland, France, Germany, Ireland, Italy, Israel, Japan, The Netherlands, New Zealand, Norway, Portugal, Russia, Singapore, Spain, Sweden, South Africa, South Korea, Switzerland, Thailand, United Kingdom, United States, Ukraine

Scholarship programme overview: Top University Scholarship

Years operational	2007–present (no scheduled end date)
Awards per year	7,000 planned for 2014
Awards since inception	Approximately 37,000
Administrative authority	China Scholarship Council
Funding	Chinese government
Eligibility	Project 211 or 985 university enrolment, host-country language fluency, under 35 years of age, previous international study or work experience, citizenship
Level/s supported	Doctorate (full and partial)
Fields supported	Approved list only
Recipient obligations	Return home to work for at least two years
Host universities	Must be home university partner; current host countries include Australia, Belgium, Canada, France, Germany, Japan, New Zealand, Switzerland, United Kingdom, United States

Scholarship programme overview: Master's Scholarship

Years operational	2009–present (no scheduled end date)
Awards per year	350 planned for 2014
Awards since inception	Approximately 4,600
Administrative authority	China Scholarship Council
Funding	Chinese government
Eligibility	Host country language fluency, under 40 years of age, previous international study or work experience, citizenship
Level/s supported	Master's
Fields supported	Approved list: agriculture, public management, economics and business studies, social work, international finance, international law
Recipient obligations	Return home to work for at least two years
Host universities	Home university partner preferred; current host countries include Japan, Russia, Singapore, Spain, Sweden, Thailand, United Kingdom, United States

Scholarship programme overview: Bachelor's Scholarship

Years operational	2013–present (no scheduled end date)
Awards per year	3,000 planned for 2014
Awards since inception	Approximately 3,000
Administrative authority	China Scholarship Council
Funding	Chinese government
Eligibility	Any student currently enrolled at a Project 211 or 985 university; citizenship
Level/s supported	Bachelor's (full and partial)
Fields supported	Any
Recipient obligations	Complete degree at home university
Host universities	Must be home university partner; current host countries include Australia, Belgium, Canada, Columbia, Czech Republic, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Poland, Portugal, Russia, Singapore, Spain, Sweden, South Korea, Switzerland, United Kingdom, United States

2.3 Egypt

Glossary terms

- HEI – Higher education institute
- MOHE – Ministry of Higher Education
- USAID – United States Agency for International Development

Statistics overview: Egypt

1. Population (world rank)	85,294,388 (16)
2. Per-capita GDP	US\$6,500
3. Public expenditure on education as a per cent of GDP	3.8%
4. Number of HEIs: public–private	68–105
5. Number of Tertiary Students	2,397,863
6. Number of mobile tertiary students: outbound–inbound	11,627–49,011
7. Per cent of labour force with tertiary education	N/A
8. Tertiary gross enrolment ratio (%): 1990–2007	17%–N/A

Source:

1. The World Factbook 2013–14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. http://en.wikipedia.org/wiki/Education_in_Egypt#Higher_education_system
5. www.britishcouncil.org/learning-skills-for-employability-egyptian-education.htm
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx).
7. World Bank (<http://data.worldbank.org/indicator/SL.TLF.TERT.ZS>).
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

Overview

The Arab Republic of Egypt has a long history – with evidence dating from the early 19th century – of sending its citizens abroad to acquire skills seen as valuable to the national interest.²⁷ Indeed, 'Since the early 1900s, Egypt has adopted a system of "Scientific Missions" aimed at enhancing research, education and development in Egypt, based on the transfer of technology and know-how from scholars who travel to various parts of the world and obtain degrees and qualifications from abroad.'²⁸

Today, the Central Administration for Missions and Cultural Representations, which sits within the Egyptian Ministry of Higher Education (MOHE), is responsible for overseeing a range of international study and research opportunities for

qualified Egyptian academics and researchers. This scholarship landscape includes both state-financed scholarships, as well as grants offered to Egyptians by foreign entities, including governments, non-governmental agencies, HEIs, etc. Scholarships offered by foreign entities directly to individuals employed by the Egyptian government must be approved by the MOHE so that the scholarship recipients may obtain an approved leave-of-absence from their posts in order to pursue the scholarship opportunity, and so that the Egyptian cultural bureaux in the host countries can follow up on awardees' academic progress while abroad.

The Egyptian government is motivated to support these activities in order to move Egypt towards 'a better future' through the ongoing development of

its universities and research centres. Improving the qualifications of academics and researchers is seen as a key to improving the quality of education and scientific research in the country, which in turn can provide tangible benefits to the country's development goals.²⁹

In the contemporary era, the MOHE has established seven five-year plans (beginning in 1982) to provide a policy framework for Egyptian scholarships for study and training abroad. During each five-year plan, the government has made adjustments and modifications in relation to the key areas emphasised for support and development, depending on the national priorities and interests of the moment. For example, under the current five-year plan (2012–17), the emphasis is on creating a modern society based on science and technology.

27. Information provided by Sector of Cultural Affairs and Missions (13 November 2013).

28. Education, Audiovisual and Culture Executive Agency (EACEA); (2012). 'Higher Education in Egypt.' Retrieved 29 January 2014 from http://eacea.ec.europa.eu/tempus%20participating_countries/overview/egypt_tempus_country_fiche_final.pdf

29. Information provided by Sector of Cultural Affairs and Missions (13 November 2013).

In working to achieve this broad objective through scholarship support for international study and training, the government is keen to ensure that its actions are coherent and effective. Perhaps most fundamentally, there is a primary interest in assuring that the investment in international scholarships contributes meaningfully to building a strong, qualified scientific community that is capable of fulfilling its role as the engine of future scientific advancement in Egypt. In addition, efforts to improve and expand Egyptian tertiary education overall must run parallel to the country's foreign scholarships initiatives, so that the system can absorb returnees and incorporate what they have learned from their experiences abroad. In essence, there is a fundamental interest in maximising the return to the higher education system on the investment made in these scholarships. The government is further concerned with making clear and accurate determinations about the national plan for scientific advancement. Part of this work includes devising a selective worldwide map of the universities and research institutes that distinguish themselves internationally in various fields and disciplines of interest to Egyptian development interests.

These are ambitious official objectives. In light of limited impact assessment of Egypt's various scholarship-related activities, however, it is unclear the extent to which the various components of these efforts are yielding the desired outcomes for the modernisation agenda of Egypt's higher education sector and the country's national plan for scientific advancement.

Government missions

Currently, the government of Egypt funds a series of overseas study opportunities generally called government missions. Support is available across three main categories: full-degree scholarships for students pursuing doctorates abroad (up to four years); joint supervision scholarships for those pursuing doctorates from Egyptian universities but also working with supervisors abroad (up to two years); and scholarships for short-term postdoctoral and sabbatical research sojourns abroad (three to six months).³⁰

During the life cycle of the sixth five-year plan (2007–12), the yearly budget for state-financed scholarships was approximately US\$80 million.³¹ In the period 2012 to 2014, 240 awards for overseas doctoral study (full-degree), 485 overseas postdoctoral/research awards and 720 joint supervision awards were granted.³² The majority of recipients between 2012–14 were male – ranging from 68 per cent among the joint supervision awardees to 79 per cent of the postdoctoral/research awards. Input from informed sources indicates that the government sometimes does not meet its goals for scholarship awards. For example, in some years, the missions office planned to distribute awards to over 1,000 individuals to pursue doctorates abroad but sent fewer because not all applicants met qualifying criteria, such as language proficiency.³³

The missions programme is targeted at the academic staff in Egypt's government universities and research centres, and these scholarship opportunities are announced annually online by the MOHE. Eligibility criteria include an age limit of 30 years for doctoral candidates, and 40–50 years for postdoctoral grants, depending on career status (i.e. 40 years of age for assistant professors, 45 years for associate

professors and 50 years for professors). Scientific committees are established to evaluate applications and select award recipients. Meanwhile, Egypt's cultural centres and educational organisations abroad communicate with foreign universities to assist in the admission and enrolment of awardees. In principle, any institution around the world can be considered as a host for a mission awardee, however the Egyptian government is committed to having its scholarship recipients affiliate with institutions with high global rankings (although no specific ranking scheme is systematically adhered to) and reasonable fees.³⁴

Mission scholarships cover each awardee's tuition, fees, round-trip travel and health insurance, and also provide a monthly stipend and allowances for books, clothing and housing. An additional allowance may be provided to students with accompanying family members. The specific funding amount received by recipients varies with the local costs and expenses incurred overseas.

Upon completion of their overseas experience, scholarship recipients are required to attend their home institutions for a period equal to two years per year of their scholarship support, but not to exceed seven years. As an incentive, if mission awardees complete their studies early, they are entitled to a financial reward (essentially, a monthly stipend for each of the remaining months of the grant). Returnees who have distinguished themselves abroad have the opportunity to receive a grant from the Ministry of Scientific Research through the Science and Technology Development Fund to create or improve research centres at their home institution, so that they may continue their outstanding work in Egypt. If a grantee does not return after the mission, the government requests reimbursement.

30. Personal communication with Dr Mohsen Elmahdy Said, 6 November 2013.

31. Information on the breakdown across the various programmes funded by this budget could not be obtained.

32. Information provided by Sector of Cultural Affairs and Missions (13 November 2013).

33. Personal communication with Dr Mohsen Elmahdy Said, 6 November 2013.

34. Sector of Cultural Affairs and Mission, (13 November 2013).

Foreign scholarships

Egypt's government is implicated, to a certain extent, in all scholarship activity in which government employees are involved. When it comes to awards granted by foreign entities, the Agreements Administration within the MOHE's General Administration for Cultural Relations, and a similar unit within the Foreign Ministry, both co-ordinate the work of interacting with the stakeholder parties (particularly the scholarship grantors and grantees), and reviewing such grants.

As a result of this framework, several executive programmes have been established with 'friendly countries.' These are scholarship programmes that are implemented and executed bilaterally between Egypt and the counterpart governments abroad. There are 21 such executive programmes active today, running the gamut from short-term language study opportunities to multi-year doctoral support. All of these executive programmes enjoy at least partial funding support from the host country governments. However, the MOHE tops up insufficient funding from the host side so that recipients are sufficiently supported financially. About half of the 21 countries involved in these executive programmes are European (Austria, Belgium-Flanders, Czech Republic, Denmark, Finland, Greece, Hungary, Italy, Norway, Slovenia), and half non-European (Armenia, Azerbaijan, China, India, Japan, Kazakhstan, Mexico, Pakistan, Russian Federation, South Korea, Tajikistan).

The Central Administration of Missions has also started a number of new programmes in co-operation with the German Academic Exchange Service (DAAD) and the Fulbright Commission, where both the MOHE and the foreign organisations co-finance the programmes. Furthermore, the Central Administration of Missions has been selected to implement the Cairo Initiative, a US-Egypt initiative to develop human capacity and strengthen Egypt's workforce via domestic and US-based training and full degree attainment in key areas.³⁵

Impact

According to statistics issued by the MOHE's Strategic Planning Unit, some 4,168 Egyptians received missions scholarships to pursue doctoral degrees abroad during the period of the sixth five-year plan (2007–12). Another 3,100 benefited from foreign grants or studied abroad at their own expense. The MOHE believes that this – along with its support for joint supervision sojourns abroad ultimately yielding doctoral degrees issued in Egypt – has made a significant impact in terms of raising the quality of doctorate holders in Egyptian universities and research institutes.

Apart from such quantitative details, however – such as numbers of awards given – there is little evidence of a systematic or sustained effort to assess the impact of the overseas scholarship support or the professional trajectories of awardees.

Future prospects

Given Egypt's long-standing interest in providing overseas study opportunities for its citizens, it is difficult to imagine that this commitment to an investment in scholarships for study outside the country will erode. This assessment seems particularly accurate in light of Egypt's ongoing interest in advancing its economic development and modernisation agendas. In spite of the social, political and economic turmoil of recent years, the mission department is working hard to send abroad as many scholars as possible and to keep up with its plans to expand on government and foreign support.

35. See www.eecous.net/ci.html

2.4. India

Glossary terms

- MHRD – Ministry of Human Resource Development
- MSJE – Ministry of Social Justice and Empowerment
- NKC – National Knowledge Commission
- SC – Scheduled Castes
- SC/ST – Scheduled Castes and Scheduled Tribes

Statistics overview: India

1. Population (world rank)	1,220,800,359 (2)
2. Per-capita GDP	US\$3,800
3. Public expenditure on education as a per cent of GDP	3.85%
4. Number of degree-granting institutions – affiliated colleges/universities	700–35,539
5. Number of tertiary students	18,500,000
6. Number of mobile tertiary students: outbound–inbound	200,621–21,432
7. Per cent of labour force with tertiary education	10%
8. Tertiary gross enrolment ratio (%): 1990–2007	6%–12%

Source:

1. The World Factbook 2013–14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. University Grants Commission (UGC). 'UGC at a glance', March 2012.
4. www.dreducation.com/2013/08/data-statistics-india-student-college.html
5. Ernst & Young Report for the Federation of Indian Chambers of Commerce and Industry (FICCI) – Education Summit 2012.
6. Outbound information: UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx); inbound information: personal communication from UGC (14 February 2012).
7. World Bank (<http://data.worldbank.org/indicator/SL.TLF.TERT.ZS>).
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

Overview

In terms of numbers of tertiary education institutions, India has the largest higher education system in the world, with some 35,000 undergraduate colleges, 700 universities and another 12,748 diploma-granting entities.³⁶ Similarly, its student population is estimated to be the world's third largest, after China and the United States. There is every indication that India will soon surpass the United States' total enrolment numbers, given that the country's modest gross enrolment ratio stands at approximately 18 per cent, and there is significant interest among both policy

makers and the general public to expand access to tertiary education.³⁷

Even without having yet achieved universal tertiary education access, in India 'an enviable 4.4 million new graduates and postgraduates are joining the country's labour force each year. India's sizeable young population presents a demographic advantage, in that the labour market's high growth rate is potentially sustainable over time and may give India an edge over competitors in many sectors of the economy.'³⁸ Yet India's tertiary education system is beset with enormous challenges, including the fact that it 'suffers from a

quality deficit, is poorly organized, overly bureaucratic, lacks direction, and does not yet serve a large-enough proportion of young people demanding access.'³⁹

As in many countries around the world, India is concerned with the quality, relevance and efficiency of its tertiary education system, particularly in terms of advancing the country's social and economic objectives in the coming decades. Indeed, in 2005, India's prime minister convened the National Knowledge Commission (NKC), whose mission 'was to prepare a blueprint for India to capitalise on its intellectual resources and enormous

36. Altbach, PG (2013). 'India: The Dilemmas of Reform.' In Rumbley, LE and Helms, RM (Eds.), *India: The Next Frontier* (pp. 7–9). International Briefs for Higher Education Leaders, No. 3. American Council on Education and Boston College Center for International Higher Education.

37. Ibid.

38. Narayanan, L (2013). 'Higher Education and the Indian Labor Market.' In Rumbley, LE and Helms, RM (Eds.), *India: The Next Frontier* (pp. 11–12). International Briefs for Higher Education Leaders, No. 3. American Council on Education and Boston College Center for International Higher Education.

39. Altbach, PG (2013), pp. 7–8.

knowledge base in order to meet the challenges of the 21st century.⁴⁰ So far, however, with just one very small-scale exception described below, this blueprint has not included a national-level commitment to fund international study experiences for Indians. There also seems to be little such support at the level of India's 28 states, where a great deal of responsibility for tertiary education rests, given the country's federal system of government.

According to Dr Pawan Agarwal, a senior education advisor with the Government of India's Planning Commission, 'the high cost of tertiary education in other countries combined with domestic resource constraints mean it is unlikely that India will institute any scholarship schemes for study abroad in any significant manner.' Furthermore, even without the investment in a costly national scholarship programme, Dr Agarwal notes that Indian students are already studying outside the country in

high numbers (second only to the number of Chinese students studying outside their home country). Ultimately, 'India does not see overseas study provision to augment capacity constraint in Indian higher education in any significant manner,' although 'there has been some thinking of using overseas study provision to potentially address both quality and quantity deficits in (India's) post-graduate and doctoral studies.'⁴¹

Cultural Exchange Programmes and Other Programmes

India's Ministry of Human Resource Development (MHRD) provides some administrative support (although no financial support) for scholarships/fellowships offered to Indian nationals by foreign governments (specifically, the governments of the more developed countries of the Commonwealth) under a framework of Cultural Exchange Programmes and Other Programmes.⁴²

Such scholarships are normally offered at the doctoral and postdoctoral levels, with undergraduate scholarships only available for language study.

The MHRD's role with regard to these bilateral scholarship opportunities involves advertising the programmes, taking in completed application materials from interested candidates (according to the guidelines established by the countries offering the scholarships) and helping with the application review via selection committees. Final decisions regarding awards are made by the countries offering the scholarships.

National Overseas Scholarship for Scheduled Castes and Tribes

The only outward mobility scholarship that is funded at the national level in India is the National Overseas Scholarship for Scheduled Castes and Tribes, which has been operational for more than a decade and is administered by the Ministry of Social Justice and Empowerment (MSJE). The MSJE is charged with advancing the interests of the Scheduled Castes and Scheduled Tribes (SC/ST), a sector of Indian society that has traditionally been disadvantaged when it comes to accessing the same social and economic benefits and opportunities available to other groups.

Specifically, the National Overseas Scholarship is meant to provide assistance for the pursuit of master's and doctoral-level studies abroad to selected castes, de-notified tribes, nomadic and semi-nomadic tribes, landless agricultural labourers and traditional artisans. The scheme aims to award a total of 30 scholarships per year, distributed across five specific study areas and three categories of recipients (See Table 1).

Table 1: National Overseas Scholarship for Scheduled Castes and Tribes.
Candidates distribution of awards by study areas and recipient categories

		Number of awards
Fields of study	Engineering	20
	Management	
	Pure sciences	5
	Agricultural science	5
	Medicine	
	Total	30
Recipient categories	Scheduled castes	27
	De-notified, nomadic and semi-nomadic tribes	2
	Landless agricultural labourers and traditional artisans	1
	Total	30

40. Lavakare, PJ (2013). 'India's National Knowledge Commission.' In Rumbley, LE and Helms, RM (Eds.), *India: The Next Frontier* (pp. 9–11). International Briefs for Higher Education Leaders, No. 3. American Council on Education and Boston College Center for International Higher Education.

41. Personal communication with Dr Pawan Agarwal, 14 March 2014.

42. Information provided by Dr PJ Lavakare, a former adviser to the Indian government, and former Executive Director of the Fulbright Commission in India, in a detailed document produced for this report entitled 'The Rationale for Sponsoring Students to Undertake International Study: An assessment of national student mobility scholarship programmes (India Project Study),' dated 25 November 2013.

Over a three-year period (2004–07), the Indian government allocated INR 33 million (US\$529,089) for this programme, but ended up spending INR 35 million (US\$561,155) on a total of 55 awards. Between 2009 and 2011, the budget allocation grew to INR 110 million (just under US\$1,763,630), but with just INR 59.6 million (US\$955,567)⁴³ spent on a total of 60 awards.

Just under one-third (30 per cent) of the awards are set aside for women, although male candidates may receive more than 70 per cent of these awards in a given year if not enough eligible female awardees are identified.

To be eligible, scholarship applicants must be no more than 35 years of age, and have a total personal or family monthly income of less than INR 25,000 (US\$401).⁴⁴ Only one scholarship recipient is allowed per set of parents/guardians under this scheme. Applicants must have achieved a minimum academic qualification of First Class or 60 per cent marks (or equivalent grade) in a previous and relevant master's (for doctoral applicants) or bachelor's (for master's applicants) degree. Preference is given to experienced candidates, especially those whose employers have guaranteed their jobs upon return. The MSJE announces these opportunities in newspapers and on the ministry's websites, and receives the applications directly from applicants. A selection committee set up by the MSJE determines the final selection of awardees.

Under this programme, a doctoral-level scholarship provides financial support for up to four years and a master's-level scholarship provides up to three years of funding. In both cases, the scholarship

covers the host institution tuition and fees, a monthly maintenance allowance, travel and visa expenses, medical insurance coverage and contingencies.

Following their selection as a scholarship recipient, individuals have three years to secure admission at an accredited institution in any country with which India has diplomatic relations. The government of India ultimately approves all placements. Selected candidates must execute a bond with the MSJE and the Indian mission abroad confirming that they will not stay abroad following completion of their studies or longer than the duration of their scholarship, whichever happens first. Once back in India, awardees must immediately inform the MSJE of their return to the country, return to government service if they were so employed before undertaking the scholarship experience, and remain in India for at least five years.

Goa Scholar Programme

As previously mentioned, India's federal structure places significant oversight for tertiary education in the hands of each of the country's 28 states. At the state level, there have recently been some modest indications of interest in supporting student experiences abroad in Andhra Pradesh, Arunachal Pradesh, Jharkhand, Madhya Pradesh and Tamil Nadu.⁴⁵ However, only one state, Goa, appears to have put in place a scholarship scheme that specifically includes support for study outside of India.

The Goa Scholar Programme, launched in 2003, is operated by the Directorate of Higher Education, Goa. Its objective is to promote the pursuit of postgraduate studies

by outstanding young Goans through merit-based scholarship support in both India and abroad. The goal is to select up to 10 Goa scholars per year, identified by a selection committee on the basis of both academic merit and 'qualities of person that offer the promise of effective service to the country/world in the decades ahead.'⁴⁶

Any person under 32 years of age who was born in Goa or has been living in Goa for at least 15 years is eligible for consideration, as long as he or she has passed the qualifying undergraduate degree examination from an institution located in Goa, has achieved a meritorious rank on the qualifying degree examination (per determination of the screening committee) and has been admitted to a postgraduate programme in an 'institution of proven excellence' in India or abroad. 'Excellence' in this context is defined as top 50 institutions in the United States, the United Kingdom, Australia, France, Canada, Germany, Singapore, Switzerland and India, 'as determined by the screening committee based on standard international/national rankings.'⁴⁷

Awardees must study full-time in one of a pre-determined set of priority fields indicated by Goa's state government, including engineering, dentistry, medicine, pharmacy, architecture, finance, law, fine arts, home science, management, environment, computer science and administration. Annually, 40 per cent of the scholarships are reserved for women. In financial terms, the scholarships consist of a one-time payment of US\$15,000, plus annual payments for two years of INR 200,000 per year (US\$3,200).⁴⁸

43. US\$ figures calculated per direct foreign currency conversion, as of 2 February 2014.

44. Ibid.

45. Lavakare, PJ (25 November 2013). 'The Rationale for Sponsoring Students to Undertake International Study: an assessment of national student mobility scholarship programmes. (India Project Study).'

46. Ibid.

47. Ibid.

48. GBP figures calculated per direct foreign currency conversion, as of 2 February 2014.

Impact

Apart from statistical exercises to calculate the amount of funding expended or numbers of awards given out, there is no indication that any formal assessments have been undertaken to gauge the impact of either the national-level National Overseas Scholarship or the state-level Goa Scholar Programme. It is known that between 2004 and 2011, 115 National Overseas Scholarships were awarded, and that since its inception, in 2003, the Goa Scholar Programme has provided scholarships to 64 students. Data are not currently available regarding the breakdown of scholarship recipients funded to study overseas as opposed to in India, but the main thrust of the programme is to provide overseas study opportunities, so the majority of these scholarships have likely funded overseas study.

What is notable is the relatively small numbers of awardees over time, in relation to the vast Indian student population. By sheer numbers alone, it would seem that these two examples of publicly funded support for students' overseas study have had very little impact on expanding opportunities for the student populations they seek to target. Meanwhile, the lack of qualitative data available about the trajectory of awardees (during and after the scholarship period) also makes it impossible to gauge what kinds of results these initiatives might be yielding for the broader society.

Future prospects

At present, India's reform and modernisation agenda for the country's tertiary education sector, including its orientation towards internationalisation, does not prioritise public funding in support of outward student mobility – at least at the national level.⁴⁹ Furthermore, unless other states in India follow Goa's lead, which seems only marginally possible, and begin organising scholarship programmes at the state level for overseas study, there are few indications that Indian students will see the addition of new (public-source) funding opportunities of this nature in the near to mid-term. This position stands in notable contrast to overseas scholarship programming currently being funded by the governments of Brazil, China, and Russia – India's peers in the so-called BRIC group of countries.

49. Lavakare, PJ (summer 2013). *India's International Education Strategy – Is There One?* *International Higher Education*, 72: pp. 17–18.

2.5 Indonesia

Glossary terms

- MEC: Ministry of Education and Culture
- GDP: Gross Domestic Product
- HCDPs: Human Capital Development Plans
- DIKTI: Directorate General of Higher Education; scholarship name
- SPIRIT: Scholarships Programme for Strengthening Reforming Institutions

Statistics overview: Indonesia

1. Population (world rank)	251,160,124 (5)
2. Per-capita GDP	US\$4,900
3. Public expenditure on education as a per cent of GDP	3.0%
4. Number of HEIs: public–private	90–2,885
5. Number of tertiary students	4.2 million
6. Number of mobile tertiary students: outbound–inbound	34,067–6,437
7. Per cent of labour force with tertiary education (2008)	7%
8. Tertiary gross enrolment ratio (%): 1990–2007	9%–17%

Source:

1. The World Factbook 2013–14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. Kuipers, Joel C 'Education'. In *Indonesia: A Country Study* (William H Frederick and Robert L Worden, eds.), Library of Congress Federal Research Division (2011).
5. Ibid.
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx).
7. Index Mundi (www.indexmundi.com/facts/indicators/SL.TLF.TERT.ZS).
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

Overview

The government of the Republic of Indonesia has sponsored a number of outward mobility scholarships over the past decade, a response to its interest in further reforming government, improving education and strengthening the nation's economy. DIKTI scholarships help current and prospective university educators attain advanced degrees abroad. SPIRIT scholarships send government agency staff abroad to receive training in key skills areas. While both programmes invest in individual talent development, they, and Indonesia's other current scholarship schemes, share the goal of improving and reforming the organisations that employ scholarship

recipients, which, it is anticipated, will in turn result in positive advancements for the country.

DIKTI Scholarship programme

Indonesia's higher education system has experienced dramatic growth in recent years, the result of population growth, rising incomes, an expanding middle class and demand for skilled workers.⁵⁰ In 1990, around 900 public and private tertiary institutions enrolled nearly 1.5 million students. By 2009, more than 4.2 million students were enrolled at approximately 3,600 institutions.⁵¹ As enrolments grown, however, the number of faculty with terminal degrees has not kept pace – in 2007, just

seven per cent of faculty held doctoral degrees and 40 per cent master's degrees, totals significantly lower than other countries in the region.⁵²

In an effort to address this challenge, Indonesia passed a law in 2005 requiring that all public and private university faculty hold a degree that is at least one level higher than the students they teach – a master's degree for undergraduate faculty and a doctorate for graduate educators.⁵³ Two years later, a decree by Indonesia's Ministry of Education and Culture (MEC) specified that all tertiary educators have at least a master's degree by 2015.⁵⁴ To help achieve this goal, the decree recommended creating an outward mobility scholarship

50. Franken, J (2011). Analysis: Indonesia: Increased spending, international focus. The Jakarta Post. Retrieved from: www.thejakartapost.com/news/2011/08/08/analysis-indonesia-increased-spending-international-focus.html

51. Source: Hill, H and Wie, TK (2012) 'Indonesian Universities: Rapid Growth and Major Challenges' in 'Education in Indonesia (2013)' edited by Suryadarma, D and Jones, GW.

52. Ibid.

53. Ministry of Education and Culture Republic of Indonesia (2013), Guidelines for Graduate Scholarships Abroad from the Directorate General of Higher Education for the Fiscal Year 2013 (translated from Indonesian: 'Pedoman Beasiswa Pendidikan Pascasarjana Luar Negeri, Direktorat Jenderal Pendidikan Tinggi, Tahun Anggaran 2013').

54. Source: www.dikti.go.id/files/atur/Permen42-2007Serdos.pdf

programme, citing the lack of domestic training in certain fields, especially at the doctoral level, and space constraints in many graduate programmes.

The DIKTI scholarship programme was launched in 2008.⁵⁵ In addition to helping educators upgrade their qualifications, the programme seeks to improve the overall quality of Indonesia's tertiary teaching and research. Since inception, DIKTI has funded just under 750 scholarships each year. Of these, 77 per cent have been awarded to support doctoral study.

The scholarship borrows its name from its administering authority, the Directorate General of Higher Education (DIKTI), an office of the MEC. Day-to-day programme operations are managed by staff in the directorate's human resources division, the same office that oversees the appointment, salary and promotion of all of the country's public university educators and administrators. DIKTI promotes the scholarship on its website, at a national tertiary education conference it hosts each year in Jakarta, and via staff presentations at public and private universities. Universities are also encouraged to promote the programme.

Application for DIKTI is open to university faculty and staff at both public and private institutions, as well as DIKTI staff. Prior to application, candidates must secure an offer of admission from a qualifying university, receive approval to apply from their home campus or office, and have demonstrated proficiency in English. Doctoral degree applicants must also develop an approved research plan. Scholarship candidates electronically submit their application materials to DIKTI for review. Candidates whose applications comply with the programme's eligibility criteria are then interviewed by DIKTI staff, who make award decisions.

DIKTI scholarships are funded through Indonesia's national budget. Awards cover all costs associated with completing a degree programme, to include tuition, transport, health insurance and a living allowance, as well as fees related to passport and visa procurement, conference attendance and book purchases. Living allowances differ by location and include annual caps. Through 2013, an average of US\$35,000 per year has been awarded to all scholarship recipients.

DIKTI master's scholarships cover two years of study; doctoral scholarships three years. A one-year extension is available for doctoral students, if needed. According to sources at DIKTI, increasing doctoral scholarship support to four years is likely in the future due to differences in the time needed to complete programmes in different countries. To date, the directorate has addressed this challenge by working to establish co-funding agreements.⁵⁶ Before 2014, these agreements typically resulted in host universities waiving tuition fees after a student's third year of study. In a shift with this practice, agreements after 2014 will request that host universities provide doctoral students with half a year of complementary academic and English training prior to the start of their formal studies, plus, if needed, a tuition waiver for one term after their scholarship ends. In return, DIKTI agrees to fund doctoral students for four years instead of three.⁵⁷ After completing their studies, all DIKTI scholarship recipients are required to return to Indonesia and the jobs they left. This includes prospective academic staff, that, following graduation, are assigned a work position at a university. According to officials familiar with the DIKTI programme, non-returnees are rare. Awardees who do not return are required to pay a fine equalling double the total cost of their entire scholarship. It is not known, however, whether or how this penalty is implemented.

Since the programme began, DIKTI scholarship recipients have studied in 33 countries.⁵⁸ Of these, approximately 30 per cent have studied in Asian countries, a similar number in European countries and 25 per cent in Australia. In 2013, the top three host countries were Japan, Australia and the United Kingdom. DIKTI encourages grant applicants to seek admission to highly ranked universities, but allows freedom of choice. To guide university selection, DIKTI divides possible host institutions into three groups: Group A (universities with a world ranking from 1 to 500), Group B (world ranking between 501 and 1,500), and Group C (world ranking over 1,500). Over the history of the programme, 46 per cent of grant recipients have attended Group A institutions, 43 per cent Group B institutions and 11 per cent Group C institutions.⁵⁹ Programme staff do not track why grant recipients select one country over another, but acknowledge that there seems to be a bias towards countries with which DIKTI has agreements, as well as those countries that have been most active in recruiting DIKTI scholars.

SPIRIT

The first decade of the 21st century was witness to impressive economic and political reform in Indonesia.⁶⁰ Economically, investment levels increased, exports were strong, and, since 2002, GDP has grown at over five per cent per year. Because of these gains and the fact that its economic growth was largely driven by domestic consumption, Indonesia was affected less than neighbouring countries during the 2008–09 global economic downturn. On the political front, Indonesia has made significant strides in promoting democracy and human rights, dismantling corruption and decentralising its bureaucratic structure by transferring power from its pre-1999 authoritarian government to outlying regions.⁶¹

55. Official programme name: Beasiswa DIKTI.

56. According to DIKTI officials, co-funding contracts have been signed with institutions or agencies in the following countries: Australia, Germany, France, Japan, Netherlands, New Zealand, Philippines, Taiwan, Thailand, United Kingdom and the United States.

57. Source: interview with DIKTI official.

58. Ministry of Education and Culture (2012), 'DIKTI Scholarship 2008–2011.'

59. Ministry of Education and Culture (2012), 'DIKTI Scholarship 2008–2011.'

60. Source: http://icweb2.loc.gov/frd/cs/pdf/CS_Indonesia.pdf

61. Source: www.indonesia-investments.com/culture/politics/reformation/item181

Despite these advances, issues persist, among them a governing bureaucracy that is slow, inefficient and saddled with corruption; a 2010 report found corruption in Indonesia to be the highest of 16 Asia-Pacific countries studied.⁶² Because of these challenges, Indonesia's 2010–14 National Medium-Term Development Plan (RPJMN 2010–14) identified further bureaucratic reform as a top national priority.⁶³

The Scholarships Programme for Strengthening Reforming Institutions (SPIRIT) project was created as a response to this call to action. Its concept is simple: enhance the skills and abilities of government staff and improvements to capacity building, policy development, service and professionalism will follow.

SPIRIT provides foreign and domestic degree and non-degree scholarships for key government agency staff. It is anticipated that approximately 2,600 civil servants will receive SPIRIT scholarships, with around 1,000 in degree training (500 overseas, 300 domestic and 180 students studying on linkage or double degree programmes) and the remainder in non-degree training. It is funded by the Indonesian government through a US\$112,650,000 World Bank loan. Scholarships support staff training in key areas identified in Human Capital Development Plans (HCDPs) developed by the participating agencies.⁶⁴ Accordingly, SPIRIT achieves a dual impact: participating agencies create plans for bureaucratic reform and their staff gain the skills necessary to implement and manage them. In so doing, SPIRIT dovetails nicely with Indonesia's broader bureaucracy reform efforts and represents a shift in approach from previous government-financed training programmes that focused exclusively on individual training.⁶⁵

Administratively, a steering committee is responsible for overseeing the policy and regulatory framework of SPIRIT and reviewing its progress. A project co-ordination unit serves as the steering committee's secretariat and is responsible for co-ordinating overall project operations. Two project implementation units, the Ministry of National Development Planning (Bappenas) and the Ministry of Finance, report to the co-ordination unit and are responsible for programme implementation, to include candidate selection, placement, pre-departure training and scholar re-entry. Bappenas oversees programmes for itself and 10 participating government agencies.⁶⁶ The Ministry of Finance oversees programmes for its affiliated administrative units. Plans are in place to hire independent consultants over the course of the project to aid, among other tasks, with start-up, pre-departure training, scholarship recipient monitoring and post-programmes survey oversight.

Selection for a SPIRIT scholarship is a multi-stage process. First, basic eligibility must be established: candidates must have at least two years of government service, be nominated for training in a field listed in their agency's HCDP and meet age requirements (under 40 for doctoral and under 37 for master's programmes) and academic requirements. Eligible candidates must then pass English proficiency and academic potential exams, and receive approval by an interview panel. Individuals passing these requirements then receive up to nine months of intensive English and academic training. If they complete this training satisfactorily, they may then apply for study at up to four accredited universities of their choice. An offer of admission results in full funding support for the duration of a degree programme.

Since its inception, the United Kingdom has hosted 37 per cent of SPIRIT award winners, followed by Australia (19 per cent), The Netherlands (17 per cent), the United States (16 per cent) and Japan (six per cent).

After scholarship recipients complete their training, they are required to return to their employment agencies and work for a period of time equalling twice the duration of their training, plus one year. As with DIKTI scholarships, the penalty for not returning after completing their degrees is double the cost of their total scholarship.

Impact

After six years of operation, the DIKTI programme has awarded 4,395 scholarships. Of these, 3,403 have supported doctoral studies and the remainder master's studies.⁶⁷ According to sources familiar with the programme, approximately 50 per cent of the planned grant recipients have completed their studies and returned to Indonesia. Government officials are pleased with the programme's progress to date, noting that many of the sponsored scholars have increased their academic productivity, as measured by the number of their scholarly publications, and that new relationships with colleagues abroad is helping internationalise Indonesian tertiary education. While returnees are no doubt influencing their institutions in other ways, broader outcome studies have not been attempted.

Preliminary reviews of the SPIRIT programme indicate that it is off to a positive start: most participating agencies have or are near to completing their HCDPs and pre-departure training programmes and university enrolments are progressing in step with target rates. Broader impact reviews are not yet possible given the small number of scholarship recipients who have completed

62. Source: <http://in.reuters.com/article/2010/03/08/idINIndia-46740620100308>

63. Source: www.a4des.org/documents/RPJMN_Presentation_8Feb2010.pdf

64. HCDPs are meant to identify medium- and long-term goals for an agency and priorities for improving core business functions; determine key competencies and skills needed to realise these goals; identify specific degree and non-degree training programmes; and specify procedures for re-integrating staff into their agency after they complete their training. Source: <http://documents.worldbank.org/curated/en/2011/02/13763489/indonesia-scholarships-program-strengthening-reforming-institutions-project>

65. Ibid.

66. These agencies include: Bappenas; National Civil Service Agency (BKN); Investment Co-ordination Board (BKPM); Supreme Audit Board (BPK); Financial and Development Supervisory Board (BPKP); National Land Agency (BPN); Ministry of Foreign Affairs (MoFA); Ministry of Home Affairs (MoHA); National Institute of Public Administration (LAN); State Ministry for Administrative and Bureaucracy Reforms (MenPAN).

67. Source: anonymous government official.

their studies to date. The programme is well positioned to evaluate future impacts, however, as specific goals and a plan to measure them were developed at its start. These include having 95 per cent of scholars complete their study programmes, providing training in 90 per cent of each participating agency's priority areas, increasing the percentage of staff with competence in priority areas by 30 per cent and having at least 75 per cent of participating scholars express satisfaction with the programme. Programmes' measurements will be based on the HCDPs of each participating agency, two staff/alumni surveys and an independent technical audit.

Future prospects

The establishment of scholarship programmes like DIKTI and SPIRIT, and others in recent years, is a clear indication that Indonesia's government sees value in targeted training as a tool for national improvement. In addition to the human resource and reform enhancements that these programmes are creating, they are also establishing new connections between scholarship alumni and people and organisations around the world. These social networks will undoubtedly lead to additional benefits as Indonesia seeks to build on the economic, educational and reform gains it has experienced during the past decade.

Scholarship programme overview: DIKTI

Years operational	2008–present
Awards per year	Varies by sub programme
Awards since inception	4,400
Administrative authority	Directorate General of Higher Education (DIKTI)
Funding	Indonesian government; some co-funding for doctoral students
Eligibility	Current or prospective university lecturers; citizenship; host country language fluency; under 45 years of age
Level/s supported	Master's and doctorate (full degree)
Fields supported	Government-approved list
Recipient obligations	Return to previous work position
Host universities	Top 1,500 ranking worldwide with preference to top 500; most common host countries: Australia, Japan, Malaysia, United Kingdom, Netherlands, Germany, France, Thailand, United States, Taiwan

Scholarship programme overview: SPIRIT

Years operational	2011–17
Awards per year	Varies by sub programme
Awards since inception	425
Administrative authority	Bappenas, Ministry of Finance
Funding	Indonesian government (via World Bank Loan)
Eligibility	Government agency employee; host language fluency; citizenship; two years work experience in position
Level/s supported	Master's and doctorate (full degree); non-degree training
Fields supported	Agency approved only; differs by agency
Recipient obligations	Return to previous work position
Host universities	Top 1,500 ranking worldwide with preference to top 500; most common host countries: United Kingdom; Australia, The Netherlands; United States; Japan

2.6. Kazakhstan

Glossary terms

- HEI – higher education institute
- MES – Ministry of Education and Science
- BP – Bologna process
- CIP – Centre for International Programmes
- DAAD – German Academic Exchange Service

Statistics overview: Kazakhstan

1. Population (world rank)	17,736,896 (62)
2. Per-capita GDP	US\$13,500
3. Public expenditure on education as a per cent of GDP	3.1%
4. Number of HEIs: public–private	71–62
5. Number of tertiary students	571,691
6. Number of mobile tertiary students: outbound–inbound	36,594–11,974
7. Per cent of labour force with tertiary education	50%
8. Tertiary gross enrolment ratio (%): 1990–2007	42%–51%

Source:

1. The World Factbook 2013–14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. Statistics Agency of Kazakhstan.
5. Ibid.
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx).
7. Index Mundi (www.indexmundi.com/facts/indicators/SL.TLF.TERT.ZS).
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

Overview

Outward mobility scholarships have played an important role in the Republic of Kazakhstan's development since shortly after its founding in 1991. Bolashak, its first and best-known programme, was founded in 1993,⁶⁸ a time when the nation's HEIs were outmoded, under-resourced and lacked many specialised programmes. Still operational, Bolashak today has more than 10,000 alumni and has played an important role in helping the country establish connections abroad and develop skills and expertise in key areas.⁶⁹ A newer tertiary student scholarship was established in 2011 to help Kazakhstan comply with tertiary mobility and quality standards associated with the Bologna accord. Together, these programmes provide an important boost to the country as it works to improve its educational, industrial, civic

and health infrastructure. Their design and scope also serve to illustrate the country's shifting national needs and priorities.

Bolashak Scholarships

Established via executive order, Bolashak's original goal was to 'train specialists in key areas to help the country build international relations and transform to a market economy.'⁷⁰ At its start, the programme funded up to 100 awards each year, supported master's-level study in the social sciences, humanities, medicine and engineering, and sent recipients to universities in France, Germany, the United Kingdom and the United States. As the programme matured, its focus evolved with the country's shifting socio-economic needs. In 1997, responding to a new national plan for economic development, greater emphasis was placed on science

and technology training and the pool of host countries was expanded. In 2000, doctoral scholarships were added and the foreign language requirement was reduced to encourage additional applications in the engineering, science and technology fields. In 2005, undergraduate scholarships were added, additional technical fields were selected as priorities and the number of scholarships was significantly expanded, a change made possible due to burgeoning natural resource exports. Six years later, the undergraduate awards were eliminated to direct more funding to graduate-level grants in government administration, industrial development, education, healthcare, engineering and management. The programme also added funding for professionals to go abroad for non-degree training in the same fields.

68. Bolashak means 'future.' Official programme name: Қазақстан Республикасы Президентінің «Болашақ» халықаралық стипендиясы. Source: http://adilet.zan.kz/rus/docs/K930001394_#z0

69. Source: www.bolashak.gov.kz/index.php/ru/o-stipendii/istoriya-razvitiya

70. Kazakhstan President Nursultan Nazarbayev signed Bolashak into law on 5 November 1993. Source: http://adilet.zan.kz/rus/docs/K930001394_#z0

The administration of the Bolashak programme has likewise evolved over time. Prior to 2005, Kazakhstan's Ministry of Education and Science (MES) managed the programme, but contracted organisations from other countries to help identify host institutions and prepare scholarship recipients for their study experience.⁷¹ In 2005, following an audit that revealed inefficiencies in this approach, MES founded the Centre for International Programmes (CIP), a Kazakh joint stock company, to oversee principal operations.⁷² CIP assumed full administrative responsibility for the programme in 2007, and today operates satellite offices in China, Germany, Russia, the United Kingdom and the United States.

Partnering with the CIP to manage Bolashak are the MES and the Republican Commission.⁷³ The Republican Commission is responsible for approving priority majors, overseeing programme regulations and making final award decisions. The ministry oversees scholarship funding and the Independent Expert Committee, a body that reviews applicant documents, interviews candidates and recommends award recipients to the Republican Commission. CIP oversees all other programme logistics, including marketing and promotion, the receipt and review of applications, tracking scholars' academic progress, and the programme's post-study home work requirement.⁷⁴

Bolashak selection is highly competitive. Following submission of an application, individuals meeting initial merit thresholds are tested for Kazakh and foreign-language

proficiency and undergo a psychological exam. Candidates passing these exams are then interviewed by the Independent Expert Committee. In making final award decisions, the Republican Commission considers an applicant's overall portfolio vis-a-vis others applying for scholarships in the same field, then selects the top candidates in those fields deemed to be of greatest national need.

The Republican Commission manages a list of approved host institutions. In 2013, this list included 200 universities in 20 countries, mostly Western, selected on the basis of international university rankings.⁷⁵ Applicants are expected to receive an offer of admission from one of them prior to applying for Bolashak. Scholarship winners may attend universities not on the approved list, but only if granted a special waiver. Scholarship recipients have a year to secure admission to an approved university. If they do not, the Republican Commission may extend or cancel their scholarship.

Bolashak scholarships cover all costs associated with degree completion (university applications, visa and travel expenses, university tuition and fees, accommodation and a living allowance). Individual awards are based on host country costs, so vary from person to person. In 2013, the average award was approximately US\$37,000.⁷⁶

After completing their studies, Bolashak recipients are required to return to Kazakhstan to work for a minimum of five years in a related field. To guarantee this obligation, award winners pledge collateral

equalling the total cost of their award before beginning their studies. Families unable to afford the collateral payment may instead secure one or more financial guarantors.

Any Kazakh citizen may apply for a Bolashak award. Historically, generating qualified applicants from non-urban areas has been challenging: from 2008 to 2011, an average of only six per cent of award recipients came from rural regions.⁷⁷ In an effort to reverse this trend, the CIP now sends staff to rural areas to promote the programme and has created quotas for rural applicants. An online application, launched in 2013, streamlined the process for all applicants, but has been especially beneficial to individuals living in Kazakhstan's rural areas.

Academic Mobility Scholarships

Kazakhstan became a Bologna Process signatory in 2010. In an effort to comply with Bologna standards, a number of new tertiary initiatives followed, among them a plan to significantly increase tertiary-level student and faculty mobility. In 2011, an Academic Mobility⁷⁸ scholarship was created with the goal of sending 300 students abroad each year to earn credit towards their master's degrees.

Academic Mobility scholarships support study in all fields, but are open only to students enrolled at Kazakhstan's state and national universities. Unlike Bolashak, award winners are limited to studying at institutions with which their university has a standing mobility agreement. To date, this has resulted in most scholarship recipients going to universities in former Soviet Union

71. Partner agencies included: American Councils for International Education; British Council; Center for Higher Education Studies of Czech Republic; the French National Centre for University and School; the German Academic Exchange Service; and the Netherlands Organization for International Co-operation in Higher Education.

72. Source: <http://bolashak.gov.kz/index.php/ru/o-stipendii/istoriya-razvitiya>

73. The Republican Commission is chaired by Kazakhstan's Secretary of State. Its 15 members include eight agency ministers plus other senior government representatives. The Commission reports directly to Kazakhstan's president.

74. Source: <http://bolashak.gov.kz/index.php/ru/o-stipendii/istoriya-razvitiya>

75. To qualify, universities must be ranked among the world's top 200 universities by the Times Higher Education Supplement, QS World University Ranking, and Academic Ranking of World Universities. Source: Center for International Programs. History of the Program. Accessed 20 October 2013. <http://bolashak.gov.kz/index.php/ru/o-stipendii/istoriya-razvitiya>

76. Source: http://bolashak.gov.kz/images/stipu/Formy_zayavlenii/Formy_finansovyy_zayavlenii/Tablica_norm_stipendii.pdf Accessed 20 October 2013.

77. Perna, LW, Orosz, K, Jumakulov, Z, Gopaul, B, Ashirbekov, A and Kishkentayeva, M (2013). *Promoting human capital development: a typology of international scholarship programs in higher education*. Paper presented at the European Conference on Educational Research (ECER), Istanbul, Turkey.

78. Official programme name: Академиялық ұтқырлық бағдарламасы.

countries, a result that decision makers understand must change in the future in order to comply with Bologna requirements related to mobility within the European Higher Education Area.

The MES funds the programme and determines the number of scholarships to award to each university. Some US\$200 million was earmarked for scholarships in the programme's first year. Scholarship funds cover travel, living and insurance costs. Partner universities agree to waive tuition costs and provide accommodation.

Currently, universities are responsible for administering the programme. Because several institutions have not been effective in this role, however, administration of the programme will shift to the CIP in 2015, at which time applicants from private universities will also be accepted. In advance of this change, planning is also underway to identify ways to further improve the programme's effectiveness.

Impact

Having funded more than 10,000 scholarships over the past 20 years, Kazakhstan's outward mobility programmes have clearly increased the country's intellectual capital. Apart from tracking the number and types of degrees earned abroad, however, there have been no formal attempts to measure the qualitative impact these awards have and continue to make.

Asked to comment on Bolashak's impact, officials familiar with the programme responded that it had generated key workforce training and skills, enhanced recipients' worldview and prosperity, and promoted a positive image of the country and sense of national pride. They also noted that many scholarship alumni now hold leadership positions in government and business, and are thus contributing to political and economic reform.⁷⁹ A report on Bolashak by representatives of Nazarbayev University and the University of Pennsylvania echoed these comments and concluded that the programme's contributions to human capital development and nation building validate the government's investment. The report also applauded a number of operational changes over the programme's history that have reduced brain drain, focused skills development in critical areas and broadened participation beyond the country's wealthy and political elite.⁸⁰

Future prospects

In adopting the Bologna standards, Kazakhstan is obliged to place greater focus on tertiary quality, mobility and outcome assessment. An MES policy report, *Academic Mobility Strategy in Kazakhstan for 2012–2020*, includes a number of specific goals and benchmarks, among them that 20 per cent of all university students will be mobile by 2020.⁸¹ Additional goals outlined in the plan include improving conditions

for hosting international scholars and students at Kazakhstan's universities; improving language education programmes, especially those in English; and expanding relationships with overseas universities and organisations.

Given the scope of these goals, and the country's growing economic prowess, the prospect of Kazakhstan continuing its tradition of funding outward mobility scholarships remains strong. Indeed, while the Academic Mobility scholarship programme has an anticipated end date of 2020, no official end date for Bolashak has been scheduled.

79. <http://bolashak.gov.kz/index.php/ru/o-stipendii/istoriya-razvitiya>

80. Perna, LW (2013). *The Many Contributions of the Bolashak Program to Human Capital Development*.

81. *Academic Mobility Strategy in Kazakhstan for 2012–20*.

Scholarship programme overview: Bolashak

Years operational	1993–present (no scheduled end date)
Awards per year	Varies by sub programme
Awards since inception	Over 10,000
Administrative authority	Centre for International Programmes
Funding	Kazakh government
Eligibility	Varies by sub programme; citizenship; host-country language fluency
Level/s supported	Master's and doctorate (partial and full); non-degree training
Fields supported	Government-approved only; changes annually
Recipient obligations	Five-year home work requirement in related field
Host universities	Top 200 ranking; mostly in developed countries

Scholarship programme overview: Academic Mobility

Years operational	2011–present (2020 scheduled end date)
Awards per year	Approximately 300
Awards since inception	Approximately 800
Administrative authority	Kazakh universities (after 2015: Centre for International Programmes)
Funding	Kazakh government
Eligibility	Public university students (after 2015, public and private university students may apply); citizenship; host-country language fluency
Level/s supported	Bachelor's, master's (partial)
Fields supported	Any
Recipient obligations	Home university degree completion
Host universities	Any standing home university partner; mostly neighbour countries

2.7. Mexico

Glossary terms

- STEM: science, technology, engineering and mathematics
- CONACYT: National Council on Science and Technology
- COMEXUS: Mexico-United States Commission for Educational and Cultural Exchanges
- IIE: Institute for International Education
- LASPAU: Academic and Professional Programs for the Americas

The number of Mexican students receiving tertiary education has tripled over the past 30 years, as its population expands and its economy strengthens. Projections suggest that demand for university placements will continue to grow in the future. To meet this demand, authorities estimate that it will be necessary to increase the capacity of Mexican universities by almost 48 per cent between 2010 and 2020.⁸² Within this context, outward mobility scholarship programmes, administered by two of Mexico's oldest and most prestigious funding organisations, CONACYT and COMEXUS, are providing relief for the country's highly populated tertiary education system while helping expand the country's human resource capacity in key areas.

Statistics overview: Mexico

1. Population (world rank)	118,818,228 (12)
2. Per-capita GDP	US\$15,400
3. Public expenditure on education as a per cent of GDP	5.3%
4. Number of HEIs: public-private	404-1,955
5. Number of tertiary students	3,493,347
6. Number of mobile tertiary students: outbound-inbound	25,836-N/A
7. Per cent of labour force with tertiary education	17.2%
8. Tertiary gross enrolment ratio (%): 1990-2007	15%-27%

Source:

1. The World Factbook 2013-14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. World Education News (<http://wenr.wes.org/2013/05/wenr-may-2013-an-overview-of-education-in-mexico>).
5. Ibid.
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx).
7. World Bank (<http://data.worldbank.org/indicator/SL.TLF.TERT.ZS>).
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

CONACYT scholarships

Mexico's National Council on Science and Technology (El Consejo Nacional de Ciencia y Tecnología, CONACYT), a public agency of the federal government, oversees national policies related to science and technology activities. Founded in 1970, CONACYT's mission is to help provide Mexico with a high-quality, competitive and innovative science and technology infrastructure that will benefit the nation's development.⁸³ A key component of its service responsibilities is the administration of domestic and international scholarship programmes. International awards focus on postgraduate skills development, with the goals of increasing human resource capacity in key fields, establishing collaborative connections with top universities worldwide

and increasing the number of Mexican university educators/researchers with doctoral degrees. CONACYT does not offer scholarships for overseas study leading to bachelor's degrees.

The number of CONACYT scholarships supporting overseas studies has increased steadily in recent years, growing from 2,000 in 2002 to 5,000 in 2012.⁸⁴ Of these, 37 per cent were for doctoral programmes, 60 per cent for master's and the remainder for non-degree 'specialist' work at the postgraduate level. The scholarships primarily support study in STEM fields, although occasional awards are made to humanity and social science degree seekers. Demand for non-STEM scholarships is typically stronger than for those supporting STEM study. As a result, extra effort is needed to recruit

82. Source: Wilson Center Mexico Institute, www.wilsoncenter.org/sites/default/files/Wood_Edu_US_Mex.pdf

83. Source: www.conacyt.gob.mx/index.php/el-conacyt

84. Source: www.conacyt.gob.mx/index.php/becas-y-posgrados/becas-en-el-extranjero

candidates to apply for STEM awards. CONACYT promotes its outward mobility scholarships on its website, via social media, at conferences and by collaborating with Mexican universities. CONACYT also works to connect science and technology professionals in other countries with Mexican universities. In addition to providing students with practical training, this exposes them to different teaching styles and creates links for potential future opportunities, such as applying for an outward mobility scholarship.

To be eligible for scholarship consideration, candidates must be Mexican citizens, prove completion of a degree immediately preceding the level they are seeking, demonstrate host-country language fluency and present a letter of acceptance from a host institution. Candidates submit application materials to CONACYT via a secure website. Committees made up of members of Mexico's scientific and technological community then evaluate applications meeting the scholarship's baseline eligibility criteria. A fixed set of review criteria guide the committees' reviews and include a candidate's academic and professional background and intellectual aptitude, the quality of the proposed host institution and graduate programme and whether the admitting university has a co-operation agreement with CONACYT.⁸⁵ Preference is given to applications seeking doctoral programme placement and that include offers of admission from schools ranked among the world's top 100 universities.⁸⁶

As a condition to receiving a CONACYT award, recipients are required to repay the full cost of their scholarship if they do not return to Mexico. In an effort to help scholarship recipients to find work at home following completion of their studies, CONACYT manages an alumni registry and a newsletter of current job openings.⁸⁷ In 2014, it also launched a programme called 'CONACYT Professorships' that matches doctoral degree earners with 500 academic and research positions in Mexico.⁸⁸ Selected scholars will have a contractual relationship with CONACYT and with the Mexican universities/research centres that compete to host them.

To enhance the function of their outward mobility scholarships, CONACYT officials seek to negotiate co-operation agreements with universities outside of Mexico. These agreements are attractive to foreign partners in that they can provide a steady flow of sponsored students into specific degree programmes, as well as connect them with multiple universities in Mexico for other types of collaboration, such as faculty exchange and joint research projects, thereby contributing to greater campus internationalisation. Most existing agreements are with institutions in Canada, the United States and Europe, although partnerships with Asian universities are also being developed. Between 2002 and 2012, the majority of CONACYT's outward mobility scholarships placed students in the United States (24 per cent), the United Kingdom (22 per cent), Spain (9.5 per cent) and Germany (seven per cent).

Funding for CONACYT scholarships comes from the Mexican government. After an allocation has been pledged, CONACYT officials decide how best to appropriate the funds across their suite of scholarship programmes. Awards cover medical insurance, tuition, fees and living expenses⁸⁹ for a fixed period of time: 36 months for doctoral programmes, 24 months for master's programmes and 12 months for specialist or research programmes. CONACYT caps tuition payments at US\$23,000 per year.

Fulbright-García Robles scholarships

Founded in 1990, the Mexico-United States Commission for Educational and Cultural Exchanges (La Comisión México-Estados Unidos para el Intercambio Educativo y Cultural, COMEXUS) is an independent organisation funded by the governments of Mexico and the United States. Through its Fulbright-García Robles scholarship programme,⁹⁰ COMEXUS administers grants to Mexicans to go to the United States to obtain master's and doctoral degrees, conduct postdoctoral research, teach Spanish at US universities, and develop professional and leadership experience.⁹¹

A board of directors⁹² governs COMEXUS, who, among other responsibilities, decide which fields are emphasised in each scholarship cycle. Target fields vary from year to year, but are selected on the basis of their joint importance to both countries and to help realise the scholarship programme's goal of promoting mutual understanding through educational

85. These agreements typically result in host institutions providing costs or preferential support to CONACYT scholarship recipients, thus reducing overall costs to the Mexican government.

86. Source: Dr Jesús Arturo Borja Tamayo, Director of International Co-operation, CONACYT and the CONACYT website.

87. Source: www.conacyt.gob.mx/index.php/becas-y-posgrados/enlace-laboral

88. Source: Dr Jesús Arturo Borja Tamayo, Director of Evaluation and International Co-operation, CONACYT and the CONACYT website.

89. Living expense stipends fluctuate based on the cost of living in a city.

90. The scholarship is named in honour of Alfonso García Robles, a Mexican diplomat and Nobel Peace Prize winner, and J. William Fulbright, a Rhodes scholar, university president, and long-serving member of the US congress and senate. Both men benefited from and were strong advocates of international education exchange.

91. Fulbright-García Robles scholarships also support Americans going to Mexico to conduct research at all academic levels, to teach English in Mexican schools and to engage in short-term, non-degree professional development.

92. The COMEXUS board includes ten members, four representing the US and Mexican governments and six representing the countries' business and education sectors.

and cultural exchange. In the current scholarship cycle, Mexican nationals may apply for master's study in all areas except medicine, dentistry and veterinary medicine. Preference is given, however, to applicants in the fields of aerospace engineering, environment, adversarial law and public health.⁹³ In over 20 years of operation, COMEXUS has provided more than 4,000 scholarships, with the majority (80 per cent) supporting master's degree study.⁹⁴

The COMEXUS staff are responsible for the management and administration of all scholarship programmes. COMEXUS disseminates information about Fulbright-García Robles scholarships through newspapers, conference presentations, website postings, mailings to universities and through administering agencies in the United States, such as the Institute of International Education (IIE) and the Latin American Scholarship Program of American Universities (LASPAU).

Any Mexican citizen may apply for a COMEXUS grant. Individuals who have dual citizenship (Mexico and US), have resided in the United States for more than one year out of the previous five or are living abroad are not eligible. To qualify for application, candidates must achieve a minimum score on a quality scale based on the grade point average of their previous degree and scores from an English proficiency exam and a standardised academic aptitude exam.⁹⁵ Applications are filed electronically via the COMEXUS website. Following a technical review by agency staff, selected candidates are invited for an interview with a panel of representatives from the Mexican and US governments, academic experts and COMEXUS alumni. A rank order list of

candidates by field of study is then developed, from which award winners are selected. A final list of scholarship winners is published on the COMEXUS website.

Fulbright-García Robles awards cover full or partial degree study in master's and doctoral programmes. After selection for a scholarship, individuals may seek university admission on their own or request assistance in identifying and applying for a degree programme from COMEXUS or administrative partners like IIE and LASPAU. After completing their degree programmes, many grantees seek and carry out an additional year of practical training in the United States. American visa requirements then require that they then return to Mexico for a minimum of two years.

The US and Mexican governments combine to contribute approximately US\$4,000,000 annually to fund Fulbright-García Robles scholarships for both Mexican and US grantees.⁹⁶ A small amount of funding also comes from companies and private foundations. The number of master's and doctoral scholarships awarded each year varies according to budget allocations. Scholarship funding for master's study in the United States is available for up to two years; doctoral support is available for up to three years. The scholarships cover tuition, placement fees and insurance, but are capped at US\$25,000 per person. Host universities in the United States may also contribute tuition and resources on a case-by-case basis to pay for costs not fully covered by the grant. Award recipients are obliged to inform COMEXUS if the funding they receive from multiple sources surpasses their total costs. In such cases, COMEXUS funding is proportionately reduced.

Impact and outcomes

Beyond tracking the number of awards given over time, no formal methodology has been deployed to measure the impact of either the CONACYT or Fulbright-García Robles scholarships. Both programmes are nevertheless widely understood to be generating important outcomes at various levels of society. Since its inception, CONACYT's scholarship programme has had a profound impact on the development of Mexico's human resources. A basic indicator used to measure education levels is the number of doctorates per 1,000 people. While Mexico's count (one per 1,000) is still low compared with the United States (eight per 1,000) and other developed countries, CONACYT's programmes have led to substantive growth in the number of professionals who hold advanced degrees. Many of these degrees are doctorates in STEM fields. According to Dr Arturo Borja Tamayo, CONACYT's Director of International Co-operation, 'the development of human capital in STEM fields [has been] one of the pillars to creating a "knowledge economy" in Mexico and to advance the internationalization of its universities and research.'⁹⁷ On an individual level, COMEXUS and CONACYT scholarship recipients enjoy greater marketability and professional opportunities upon returning to Mexico. Indeed, a number of scholarship alumni are today strategically placed at universities, educational institutions, companies, industries and cultural organisations throughout Mexico. In 2014, the Mexican government's cabinet counted more than ten COMEXUS alumni.

93. Source: www.comexus.org.mx/posgrado_eua.html

94. In 2013, COMEXUS awarded 72 grants for master's programmes. Source: COMEXUS chart of awards, 2013, provided by COMEXUS office.

95. Scores from either the Graduate Record Exam (GRE) or the Graduate Management Admission Test (GMAT) are considered.

96. Source: www.comexus.org.mx/acerca.html#

97. Source: Conversation with Dr Arturo Borja Tamayo, Director of Evaluation and International Co-operation, CONACYT.

Future prospects

Changes in Mexican government leadership every six years have, and will continue to generate funding and operational challenges for scholarship programmes like CONACYT. Funding for the COMEXUS grant continues to be steady, the result of it being shared by Mexico and the United States. A positive recent development has been the establishment of a new agreement between Mexico and the United States. Formalised in 2012, the Bilateral Forum on Higher Education, Innovation, and Research intends to increase joint research activities, share best practices in higher education and innovation and promote greater educational mobility in support of science, technology, engineering and mathematics (STEM) education, especially for traditionally underserved demographic groups. Plans call for exponentially increasing the number of Mexican students studying in the United States from 14,000, when the agreement was signed, to 100,000 in 2018.⁹⁸

Scholarship programme overview: CONACYT

Years of operation	1970–present
Awards per year	Approximately 3,000
Awards since inception	N/A
Administrative authority	CONACYT
Funding	Government
Eligibility	Mexican citizenship, admission from host university, demonstrated language proficiency, confirmation of preceding degree
Level/s supported	Master's, doctoral, specialist (full and partial study)
Fields supported	Mostly science, technology, engineering and maths
Recipient obligations	Scholarship repayment if recipient does not return home
Host universities	Preference given to top 100 ranked institutions and those having agreements with CONACYT

Scholarship programme overview: Fulbright-García Robles

Years of operation	1991–present
Awards per year	Approximately 150
Awards since inception	Over 5,500
Administrative authority	COMEXUS with assistance from LASPAU and IIE
Funding	US and Mexican governments
Eligibility	Mexican citizenship; minimum score on a quality scale
Level/s supported	Master's and doctorates (full and partial)
Fields supported	All fields except medicine, dental, veterinary sciences
Recipient obligations	Return to Mexico for minimum of two years
Host universities	Any US university

98. Source: Dr Arturo Borja Tamayo, Director of Evaluation and International Co-operation, CONACYT.

2.8. Pakistan

Glossary terms

- OSS II – Overseas scholarships for MS/MPhil leading to PhD, phase two
- HEC – Higher Education Commission
- NSMC – National Scholarship Management Committee
- DAAD – German Academic Exchange Service

With the creation of its Higher Education Commission (HEC) in 2002, the government of Pakistan placed a clear priority on developing Pakistani tertiary institutions into world-class centres of education and research. To accomplish this, the HEC prioritised the overseas training of scholars and scientists. Pakistan took this action against a backdrop in which only 22 per cent of its university faculty held doctoral degrees. Since its inception, the HEC has launched over 50 outward mobility scholarship programmes of various sizes and dimensions.⁹⁹ These programmes have sent 5,215 scholars abroad, over 80 per cent of which have been for master's, doctoral and other post-doctoral study.¹⁰⁰ The awards are funded in part by Pakistan's national government and often administered in collaboration with agencies from other nations. Because of its duration and impact, the *Overseas scholarships for MS/MPhil*

Statistics overview: Pakistan

1. Population (world rank)	193,239,868 (7)
2. Per-capita GDP	US\$3,100
3. Public expenditure on education as a per cent of GDP	2.4%
4. Number of HEIs: public–private	86 public–69 private
5. Number of tertiary students	1,995,006
6. Number of mobile tertiary students: outbound–inbound	34,290–N/A
7. Per cent of labour force with tertiary education	22.9%
8. Tertiary gross enrolment ratio (%): 1990–2007	8.43%

Source:

1. The World Factbook 2013–14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. Higher Education Commission website (www.hec.gov.pk).
5. HEC Annual Report, 2012 (available at www.hec.gov.pk).
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/International-student-flow-viz.aspx).
7. Index Mundi (www.indexmundi.com/facts/indicators/SL.TL.TERT.ZS).
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

leading to PhD, Phase Two (OSS-II) project represents one of the most prominent and influential of Pakistan's current study abroad scholarship programmes.

OSS-II scholarship programme

The OSS-II programme was approved in 2006 by Pakistan's National Economic Council, a national governing body, chaired by the prime minister, with responsibility for the country's economic policies and plans. Its goal is the creation of a critical mass of highly qualified engineers and scientists by funding postgraduate training at top universities around the world. This thinking is predicated on the belief that targeted investments in human capacity development are needed to expand research activity at Pakistani universities and research institutes, which will in turn foster national economic development.

Several factors affected the OSS-II programme's scope and design, among them Pakistan's shortage of teaching, research and industry personnel with expertise in key fields; limited foreign exchange and the existence of relatively few doctoral-level scholars with overseas training. Concerns that other scholarships were being awarded on the basis of nepotism and favouritism also resulted in the establishment of administrative procedures that are comparatively more transparent and merit focused.¹⁰¹

The OSS-II project offers scholarships in two categories: the '90 per cent category', under which 1,800 total scholarships are to be awarded (450 per year), and the 'ten per cent category', designed to award 200 total scholarships (50 per year). Initially, OSS-II awarded 90 per cent category scholarships on open merit at the national

99. A list of currently active outward mobility scholarship programs is included in Appendix B.

100. Source: Operations Manual, Human Resources Division, Higher Education Commission, Pakistan.

101. These insights offered by Dr Riaz Hussain Qureshi, of the Higher Education Commission regarding the formation of OSS-II.

level in a given discipline. In 2011, an amendment to the Pakistani constitution divided the available scholarships in each subject into quotas to be met in each province. There is no such quota for the ten per cent-category scholarships, which are awarded only on merit.

The HEC administers OSS-II through its Project Management Unit, headed by a project director. HEC promotes OSS-II via advertisements in national and local newspapers, its website and outreach to universities.¹⁰² The HEC's process for selecting OSS-II awardees is highly competitive. To be eligible, candidates must be Pakistan nationals and have completed at least 16 years of education (elementary/secondary, plus four years of tertiary education). Applicants from universities and research and development organisations must also be under 40 years of age and not more than 35 years for all others. For candidates in the 90 per cent category, achievement on the Graduate Aptitude Test (GAT), similar to the Graduate Record Exam, is the primary criterion used in making selection decisions, with preference given to individuals already admitted to a programme. For candidates in the ten per cent category, selection is weighted according to GAT scores and the quality of the admitting university, which must rank in the discipline-specific world top-ranked 50 universities of advanced countries such as the United Kingdom, the United States, Canada, Australia, Singapore, Japan and other European nations. The National Scholarship Management Committee (NSMC), which operates under the HEC, makes final award decisions. For 90 per cent-category applications, the HEC reviews rank-ordered candidates by discipline. A list of provisionally selected candidates is then shared with partner agencies/universities, who conduct interviews with finalists in Karachi, Lahore and Islamabad (or electronically, if a face-to-face meeting cannot be arranged). A final

list of grant winners is then determined and approved by the NSMC. A similar process exists for the ten per cent-category applicants, but without foreign partner agency participation.

Currently, several countries host OSS-II scholars, including France, Germany, China, Thailand, Austria, the Netherlands, South Korea, Norway, Sweden, Turkey, the United States, Australia and New Zealand. Most European countries and some universities offer discounted tuition fee rates if placing large numbers of scholars. Of the HEC scholars currently studying in foreign doctoral programmes, the majority study in France (504), Germany (294), Austria (229) and the United States (209). Over two-thirds of OSS-II scholarship recipients receive training in the fields of engineering, technology, physical sciences and social sciences, a ratio consistent with HEC overseas study grants in general.

In each host country, HEC has signed agreements with a partner agency, such as DAAD or the British Council, for joint selection and placement of a scholar in a particular host university. The partner agencies are responsible for matching the recipients with university programmes. Discipline ranking at top universities plays a role in determining which institutions are selected as host sites. Admission is secured after initial identification by the NSMC and HEC. Candidates in the ten per cent category must find their own placements.

All OSS-II scholarship recipients are required to sign a bond with the HEC to return to Pakistan after completing their degree and to work for five years. Awardees employed by a government institution before their departure must rejoin the same employer after their studies, even if better opportunities arise within the country. For awardees who were not employed prior to studying abroad, an HEC programme called Interim Placement of Foreign PhDs (IPFP) provides placement assistance at public

and private Pakistani universities for one year as Assistant Professors. These scholars receive an attractive pay package and a one-year grant of 500,000 Pakistani rupees (US\$4,750) to underwrite costs associated with their research.

The government of Pakistan funds OSS-II out of budget overseen by its Public Sector Development Programme. There is no co-funding. Individual awards cover tuition, fees, living costs and travel, and vary according to country and institution.

Impact and outcomes

Multiple offices in the HEC are responsible for monitoring and tracking the OSS-II programme's budget spending and achievements. A principal measure of programme success relates to the number of scholarships awarded compared with the number of recipients who have completed degrees and returned home. Since 2007, 1,541 scholars have gone abroad for tertiary studies under OSS-II (1,337 in the 90 per cent category and 204 under the ten per cent category). Of these, 590 have successfully completed their studies and are now serving in Pakistan. Some 16 scholars were unable to complete their studies and 14 elected not to return.¹⁰³ The remainder have yet to complete their studies.

Other measured outcomes pertain to scholarly output – specifically the number of scholarship recipients' publications in impact journals and the number of their major conference presentations. While no statistics exist for OSS-II scholarship recipients, the number of Pakistani journal publications has increased by a factor of six over the past ten years: 948 (in 2003), 1,038 (2004), 2,494 (2007), 4,975 (2010) and 6,400 (2012). Sources attribute this improvement to the increase of doctoral-trained researchers in Pakistan, improved research facilities and government-provided financial incentives to conduct research, all

102. See www.hec.gov.pk

103. Scholars who do not immediately return to Pakistan are liable to repay the full cost of the OSS-II grant.

of which have associations with scholarship programmes like OSS-II. According to Dr Riaz Hussain Qureshi, Advisor to the Higher Education Commission in Pakistan, the overall impact of OSS-II can best be seen in the quality of teaching and research in universities and research and development organisations – both show signs of positive development in Pakistan's fast-expanding tertiary system.

Since becoming operational, several ideas regarding the administration of OSS-II have been suggested. For instance, officials note that improvement can be made in the way scholars and host institutions are matched. For a large-scale operation like OSS-II, effective matching of domestic and foreign universities is challenging. Stakeholders believe better codifying partner responsibilities and improving inter-institutional agreement

procedures could overcome such challenges. It has also been suggested that a mechanism be put in place to ensure a regular flow of scholarship funds. Twice since 2007, funding for OSS-II has been interrupted because of national budget problems, preventing the distribution of awards for a time. The programme resumed full operations in 2011.

A potential issue with several other scholarships concerns the gap between target goals and actual enrolments. For example, a programme designed to promote faculty development has the goal of awarding 1,500 total scholarships for master's and doctoral study. Since its inception in 2007, however, it has distributed a total of only 114 scholarships, a function of few applications and even fewer candidates meeting qualification thresholds.¹⁰⁴

Future prospects

According to informed sources, it is anticipated that HEC-managed outward mobility programmes like OSS-II will continue to be a national priority in Pakistan in the coming years. Indeed, funding for OSS-II has been extended until 2022, both to address the gaps in its implementation related to the government's financial issues and because it is understood to be adding to the country's highly skilled and educated workforce.

In the future, for a large-scale operation like OSS-II, a split-PhD scholarship programme is recommended to cut down costs of studies overseas, for which proper matching of local and foreign universities is seen by some as the major obstacle in the implementation of this model.

Scholarship programme overview: OSS-II

Years of operation	2006–present (2015 scheduled end date)
Awards per year	2,000 planned by 2015
Awards since inception	Approximately 1,500
Administrative authority	Higher Education Commission
Funding	Pakistan government
Eligibility	Citizenship; 40 years old/younger for faculty; 35 years old/younger for all others; minimum of 16 years of education; fluency in host-country language
Level/s supported	Doctorate
Fields supported	Primarily science and technology fields: medical sciences, engineering and technology, physical sciences; social sciences, business education, arts and humanities
Recipient obligations	Required to return home to work for five years
Host universities	Located primarily in the United States, Australia, Austria, China, France, Germany, Netherlands, Norway, Sweden, Thailand, Italy and New Zealand, but open to institutions from any developed country

104. Human Resource Development Initiative (HRDI), MS Leading to PhD Programme of Faculty Development for UESTPs, Phase I (Source: Human Resource Development Operations Manual, Higher Education Commission, Pakistan).

2.9 Russia

Glossary terms

- HEIs: higher education institutions
- NTF: National Training Foundation
- ASI: Agency of Strategic Initiatives

Statistics overview: Russia

1. Population (world rank)	142,500,482 (10)
2. Per-capita GDP	US\$17,500
3. Public expenditure on education as a per cent of GDP	4.1%
4. Number of HEIs: public-private	658-450
5. Number of tertiary students	6.2 million
6. Number of mobile tertiary students: outbound-inbound	49,585-129,690
7. Per cent of labour force with tertiary education	52.5%
8. Tertiary gross enrolment ratio (%): 1990-2007	53%-75%

Source:

1. The World Factbook 2013-14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. 'Education for all by 2015: Will we make it?' (PDF). UNESCO, Oxford University Press, 2007.
5. Ibid.
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx).
7. Index Mundi (www.indexmundi.com/facts/indicators/SL.TLF.TERT.ZS).
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

Overview

Since its founding, the Russian Federation government's support of outward mobility scholarships at the tertiary level has been limited. A programme founded in 1993, the President's Mobility Scholarship,¹⁰⁵ is still operational, but provides a limited number of awards each year and, until recently, was not widely promoted. That seems poised to change, however, with the December 2013 ratification of a programme that will issue grants to support master's- and doctoral-level study at top universities around the world. Once operational, this new initiative, tentatively called the Global Education Programme, will significantly increase the number of students receiving state funding to study abroad.

President's Mobility Scholarship

The early 1990s were a time of dramatic change in Russia. In 1991, the country's first ever direct presidential election took place and a new democratic government was formed. The same year, a presidential decree on education called for the creation of not less than 10,000 annual outbound mobility grants for undergraduate and graduate students and educators.¹⁰⁶ Subsequent legislation likewise identified education as a priority in helping Russia build connections abroad and develop talent for its recently privatised economy.¹⁰⁷

The President's Mobility Scholarship was formalised two years after the call for a large outward mobility programme, one part of a bill supporting universities and

students.¹⁰⁸ By that time, however, Russia's economy was in decline and government spending was being reduced. As a result, instead of realising its more ambitious target number, the law provided funding for only 100 outward mobility scholarships each year. Of these, 60 grants were earmarked for the support of doctoral-level study, with the remainder for master's, bachelors and specialist training.¹⁰⁹

As originally written, the goals of this programme were to 'preserve and develop intellectual potential' and 'strengthen state support of Russian undergraduate and postgraduate students.'¹¹⁰ Although never officially updated, a website for the programme today lists its aims as: supporting top students at world-class

105. Official programme name: Програ́мма стипендий Президе́нта Росси́йской Федера́ции для обу́чения за ру́бежом росси́йских студе́нтов и аспирантов.

106. Source: 'Top education development priorities in the Russian Soviet Federative Socialist Republic,' Presidential Decree Number 1, 7 November 1991.

107. Source: Russian Federation Federal Law on Education, 10 July 1992, Number 3266-1, Article 1.

108. The law, 'President's Executive Order, Number 443, On Urgent Measures of State Support of Students of the Higher Education Institutions,' was ratified on 12 April 1993. In addition to outward mobility scholarships, it also funded 1,000 domestic scholarships, provided incentive funding to small businesses to hire students and gave money to Russian HEIs to improve their facilities and academic materials.

109. Historically, tertiary education in Russia was undertaken in a single stage, five or six years in duration, that resulted in students receiving a specialist qualification. A 2007 law, devised to bring Russia's system into compatibility with Western models, supplanted the five-year model with a two-stage approach. Source: http://en.wikipedia.org/wiki/Education_in_Russia Accessed 17.1.14.

110. President's Executive Order On Urgent Measures of State Support of Students of the Higher Education Institutions, 12 April 1993, No. 443.

institutions, training highly skilled professionals and helping Russian HEIs integrate into the global education arena.¹¹¹

Russia's Ministry of Education and Science administers the programme. Given its small scale, a lone ministry official has overseen operations since it began. To qualify for application, individuals must be Russian citizens, current university students, and not in their final year of study, a criterion meant to encourage them to return to their home campus to complete their studies. Candidates must also speak the language of their proposed host country and have received an enrolment offer from an institution connected by agreement with their university.

To apply, students submit materials to their universities. Following screening and approval by each institution's scientific council, applications are transferred to the ministry via the programme website. The ministry convenes a Competition Commission that is charged with evaluating and selecting applicants in accordance with a set of fixed review criteria. Commission members include representatives from different ministries, HEIs and non-governmental organisations, such as the Russia's National Training Foundation (NTF).

Applicants are free to propose study in any field. In some years, however, preference has been given to applications in certain disciplines. A 2011 scholarship announcement, for example, identified science, engineering and technology fields, as well as those that 'have high socio-economic importance for the state's defense and safety,' as priority fields.¹¹² Preference is also given to applications that include an acceptance letter from an institution ranking among the top 300 universities worldwide.¹¹³ Host institutions

are typically those universities with which a candidate's university has an active affiliation agreement. Information on host nations over the history of the programme was not available. In 2013, however, Germany was the most common host country (N=34), followed by the United Kingdom (N=15) and the United States and France (N=9).

Over its history, the number of applicants for this programme has been small. Sources speculate that this is because it is not widely known outside of a core group of universities.¹¹⁴ Promotion got a boost in 2012 following an NTF study on how to better promote all of the ministry's mobility programmes. Recommendations included building the programme's now-active website, creating a Facebook page and sending letters to university rectors asking that their campuses actively publicise the programme. Following these measures, 2013 applications doubled over the previous year. The ministry anticipates a similar spike in interest in future programme cycles.

Funding for the grants is included in the Ministry of Education and Science's annual budget. Before 2010, annual funding totalled US\$2 million. Since then, US\$2.4 million has been allocated each year. Awards cover all costs outlined in a budget prepared by candidates. Grants are disbursed directly to each host university and made on an equity basis, with no award exceeding US\$24,000 per person per year, regardless of the cost of living at the host site.

Length of study depends on an individual's study plan. For bachelor's, master's and specialist degree seekers, the average time abroad is one academic year. Doctoral scholarships are typically longer, between one and three years on average. Each

grantees' study plan outlines whether or not they will earn credit towards their home university degree while abroad. Scholarship recipients write and submit reports about their experience to the Ministry of Education and Science after completing their study experiences.

Global Education Scholarship

In 2010 and 2011 speeches at the International Economic Forum, then President Medvedev made clear that the Russian government was interested in funding additional outward mobility scholarships.¹¹⁵ Programme ideas began circulating shortly thereafter. In March 2012, the Agency of Strategic Initiatives (ASI),¹¹⁶ a recently established Russian non-profit organisation, was given the task of overseeing related discussions and planning. Their efforts resulted in the drafting of a presidential decree that outlined the basic features of a new grant programme. After some additional modifications, President Putin signed the decree into law on 28 December 2013.¹¹⁷

Beginning in 2014, the Global Education Programme¹¹⁸ will provide 1,000 scholarships each year for master's and doctoral-level study at top universities around the world. US\$140.6 million has been committed to fund the programme until 2016, with the expectation that, if successful, additional funds will be pledged for it to continue.

The goals of the programme are to support students, develop expertise in science, education, medicine and engineering disciplines, and then channel that expertise back into Russia's workforce to help enhance its global competitiveness.¹¹⁹ Grants will cover study in doctoral and master's programmes only, and only at universities ranked among the top 300

111. Source: www.president-mobility.ru

112. Source: Government's Decree Number 12434r, 25 August 2008.

113. The following three rating services are used to confirm a school's ranking: Academic Ranking of World Universities (ARWU), Times Higher Education World University Rankings (THE) and QS World University Rankings (QS).

114. There were 170 applications for the 100 scholarships in 2012. Anonymous NTF source.

115. Source: <http://eng.kremlin.ru/transcripts/456>; <http://eng.kremlin.ru/news/1732>

116. Source: www.asi.ru

117. Source: www.consultant.ru/document/cons_doc_LAW_156645

118. Official name: Президентская программа интеграции в экономику российских выпускников ведущих иностранных образовательных организаций «Глобальное образование».

119. Source: www.asi.ru/molprof/globaleduintegration.

worldwide. After completing their studies, recipients will be required to return to Russia and work for three years in a field related to their area of expertise. Those who do not return will be fined an amount equalling twice the total cost of their scholarship.¹²⁰ Like the President's Mobility Scholarship, it is anticipated that award winners will receive a fixed amount of funding – early projections suggest up to US\$45,000 per year – to cover tuition, accommodation and other living costs. Scholarship recipients would be expected to cover any expenses above this amount. As a hiring incentive, it has been proposed that any organisation seeking to employ scholarship winners after they return to Russia offer to pay off extra loans they have incurred.

ASI has developed a website to promote the new programme. To test interest in the scholarships, the website encourages prospective applicants to submit information about themselves using a website feedback form. Operational procedures, such as the criteria used to evaluate candidates and the disbursement of funds, have not yet been finalised. The Ministry of Education and Science will have macro oversight responsibility for the programme, but is expected to select a third-party organisation to manage day-to-day operations.

Impact

Since it was initiated, Russia's President's Mobility Scholarship has distributed approximately 2,100 scholarships. According to sources familiar with the programme it has succeeded in meeting its goal of giving top students an opportunity to go abroad for high-quality training. Testimonials from programme alumni speak of a number of positive personal impacts, among them mastering new research methods, building professional connections, improving language and cultural understanding and enhancing career prospects.¹²¹ Formal assessments of the programme's impact have never been conducted, however, and once scholarship recipients complete the programme, communication with them ends. According to officials familiar with the programme, a number of them have not returned to Russia. Of those who do, the post-programme reports they submit to the ministry are archived and never reviewed.

Comments from several officials make clear that lessons drawn from the experience of operating the President's Mobility Scholarship influenced thinking about the design and function of the Global Education Scholarship. Transparency in candidate selection, better promotion, improved participant feedback, clearly defined goals and the appointment of a non-governmental administrative authority were all identified as important features of the new programme.

Future prospects

At present, there are no indications that funding for the President's Mobility Scholarship will expire. And sources familiar with the programme indicate that it shouldn't, pointing to the recent increase in programme applications as a sign that there is demand for the scholarships.

Although its features are not yet formalised, the proposed scale and scope of the Global Education Scholarship suggest that its prospects for developing and integrating new talent into the country's workforce are promising. Worth watching is whether or not funding for both programmes will be continued and whether lessons learned from administering the new programme will result in any changes in how the President's Mobility Scholarship is managed in the future.

120. Source: www.asi.ru/molprof/news/14799

121. Source: www.president-mobility.ru

Scholarship programme overview: President's Mobility

Years operational	1993–present (no scheduled end date)
Awards per year	100
Awards since inception	2,100
Administrative authority	Ministry of Education and Science
Funding	Russian government
Eligibility	Citizenship; host country language fluency; full-time public university students
Level/s supported	Master's, undergraduate and specialist (partial support); doctoral (partial and full support)
Fields supported	Any
Recipient obligations	Return home to complete degree
Host universities	University partner with the priority to top 300 ranked institutions; Almost exclusively European nations, but also Australia, Canada, Singapore and the United States

Scholarship programme overview: Global Education

Year established	2014
Awards per year	1,000 (anticipated)
Awards since inception	0
Administrative authority	Ministry of Education and Science
Funding	Russian government
Eligibility	Not yet determined
Programmes supported	Doctoral, master's (full degree support)
Fields supported	Science, education, health, engineering
Recipient obligations	Three year home work requirement in related field
Host universities	Top ranked on government-approved list

2.10 Saudi Arabia

Glossary terms

- KASP: King Abdullah Scholarship Programme
- MOHE: Ministry of Higher Education
- SACM: Saudi Arabia Cultural Mission

Statistics overview: Saudi Arabia

1. Population (world rank)	26,929,583 (47)
2. Per-capita GDP	US\$30,500
3. Public expenditure on education as a per cent of GDP	5.6%
4. Number of HEIs: public–private	24–8
5. Number of tertiary students	200,000
6. Number of mobile tertiary students: outbound–inbound	41,532–26,871
7. Per cent of labour force with tertiary education (2009)	21%
8. Tertiary gross enrolment ratio (%): 1990–2007	10–30%

Source:

1. The World Factbook 2013–14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. Saudi Arabia Embassy website (www.saudiembassy.net/about/country-information/education).
5. Saudi Arabia Embassy website, 2004–05 figures (www.saudiembassy.net/about/country-information/education/higher_education.aspx).
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx).
7. World Bank (<http://data.worldbank.org/indicator/SL.TL.FERT.ZS>).
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

The Kingdom of Saudi Arabia has a long tradition of sending its citizens abroad for academic study. Early programmes sponsored students in nearby countries to study Arabic and Islamic studies. In the 1950s and 1960s, outward mobility programmes were expanded and Saudi students began enrolling at universities in the United States and Europe. By 1975, thousands of Saudis were studying abroad annually on state-sponsored programmes, most of them pursuing master's and doctoral degrees. Saudi Arabia's King Abdullah Scholarship Programme (KASP)¹²² was founded in 2005. As a programme promoting outward mobility, its mammoth scope and scale is unparalleled in Saudi Arabian history; in less than ten years, KASP has provided grants to over 165,000 recipients to go abroad for intensive

language study and to pursue bachelor's, master's and doctoral levels.

King Abdullah Scholarship Programme

Shortly after King Abdullah's ascension to power in 2005, the Saudi government released Vision 2020, a strategic plan that identified economic diversification and human-resource enhancements as key to Saudi Arabia's future development. Understanding that education would be central to realising the plan's goals and that the kingdom had limited tertiary placement opportunities for the country's burgeoning population, KASP was ratified by royal decree the same year.¹²³

KASP began by sending students to the United States, and then broadened its scope to include other developed

countries.¹²⁴ Following five years of operation and stakeholder belief that it was meeting its goals, the programme was re-approved for five more years of operation in 2010. It has since been extended to run until at least 2020.

The official mission of KASP is 'to prepare and qualify Saudi human resources in an effective manner so that they will be able to compete on an international level in the labor market and the different areas of scientific research, and thereby become an important source of supply of highly qualified individuals for Saudi universities as well as the government and private sectors.'¹²⁵ Towards this end, Saudi Arabia's Ministry of Higher Education (MOHE) has established the following goals for the programme:¹²⁶

122. In Arabic, the King Abdullah Scholarship Program's name is: *البرنامج الثقافي السعودي لدراسة*.

123. KASP's inception coincided with a period of sharp oil revenue increases, which helped fund a programme of its magnitude.

124. The United States remains KASP's largest receiving nation, enrolling just over 50 per cent of all scholarship recipients.

125. Source: www.mohe.gov.sa/en/studyaboard/King-Abdulla-hstages/Pages/mission-a.aspx

126. Source: www.mohe.gov.sa/en/studyaboard/King-Abdulla-hstages/Pages/goals-a.aspx

- sponsor qualified Saudis for study in the world's best universities
- foster high-level academic and professional standards
- encourage science, education and cultural exchange with other countries
- increase the number of qualified and professional staff in the Saudi workforce
- raise and develop professionalism levels.

KASP administration is overseen by MOHE, with help provided by Saudi Arabia Cultural Missions (SACM) and/or cultural bureaux in each host country.¹²⁷ MOHE promotes KASP through major news outlets, media advertisements, awareness sessions and its website. To apply, candidates submit materials to MOHE via a secure website. A scholarship programme committee screens applications based on merit parameters, then interviews qualifying candidates. The names of nominees who pass these reviews are posted on the MOHE website and shared with media organisations. Their files are then transferred to the SACM in each host country, where staff assess their language ability and academic background, then recommend universities and programmes that align with nominees' interests and career goals. Prior to departing for their studies, scholarship winners attend an annual forum at which they learn about their host country and university, and expectations regarding their participation. Once in their host countries, scholarship recipients retain close links with their SACM office, which monitors their academic progress, liaises with host universities and transfers funds to grant winners and institutions.

To qualify for a KASP scholarship, applicants must be Saudi citizens between 18 and 30 years of age. The programme does not issue quotas for economic status or ethnicity. Women are eligible to apply for KASP grants, but only on the condition that a male companion, usually a husband or family member, accompany them during their entire period of study. In part because of this requirement, 75 per cent of the Saudi students who have taken part in the programme to date have been male. The awarding of a KASP scholarship does not oblige recipients in any way. Because Saudis have a strong tendency to live in their home country, the common assumption is that citizens will return home after completing their studies abroad.

A list of host countries and institutions is managed by MOHE and SACM. Both lists are dynamic and change over time.¹²⁸ Given the scale of the KASP, the host university list is monitored closely in an effort to avoid over-saturation at popular universities. It is felt that spreading grant recipients across a large number of institutions also 'encourages Saudi students to integrate into [the host culture] so that they may benefit both academically and socially.'¹²⁹

KASP funds full-time undergraduate and graduate study in targeted, high-need fields. Bachelor's degree seekers may study medicine, medical sciences and health sciences. For master's and doctoral students, a related but larger number of degree programmes has been approved.¹³⁰ KASP does not typically support enrolment in certificate or diploma programmes, although exceptions have been made with

MOE approval. Because most scholarship recipients study in countries that do not have Arabic as an official language, KASP also supports intensive language training. Scholarship guidelines require award recipients to obtain at least conditional admission to degree programmes before completing their intensive language training. Scholarships for master's degrees cover two years of study, not including language study, if required, and four years for doctorates. Bachelor's degree funding varies with country/institution. In exceptional cases and with SACM approval, scholarships can be extended. A recent press release by the Ministry of Higher Education indicates that as of 2012, approximately 21 per cent of KASP scholars thus far have completed their studies during the time allotted.

The Saudi Arabian government funds KASP in its entirety. All costs associated with a scholar's period of study are covered, including tuition,¹³¹ monthly living stipends, air tickets, health insurance, books, and, if needed, intensive language instruction. Postgraduate students also qualify for bench fees (US\$5,000 for master's and US\$10,000 for doctoral degree seekers) and funding to attend academic conferences related to their field of study.¹³² SACM also provide numerous services to KASP students, including academic mentoring during the programme, social counselling and social activities.

127. Currently, there are 33 Saudi Arabia Cultural Missions or bureaux around the world. These offices – often co-located with Saudi embassies – serve as intermediaries between host-country educational institutions and their counterparts in Saudi Arabia, help in the exchange of scientific and cultural expertise and support Saudi students.

128. KASP scholars are currently sent to the following 23 countries: United States, Canada, United Kingdom, Ireland, France, Spain, Italy, Australia, Germany, The Netherlands, Poland, New Zealand, Austria, Hungary, Czech Republic, Singapore, South Korea, Japan, People's Republic of China, Malaysia, India, South Africa, Turkey. Source: www.mohe.gov.sa/en/studyaboard/King-Abdulla-hstages/Pages/countries-a.aspx

129. Source: www.sacm.org/Departments/Academicaccreditation.aspx

130. Approved graduate programmes include: medicine, dentistry; pharmacy; nursing; medical sciences (radiology, medical laboratories, medical technology, and physical therapy); engineering (civil, architectural, electric, mechanical, industrial, chemical, environmental and communications engineering, as well as heavy equipment and machinery); computer (computer engineering, computer science, networks, etc.); pure sciences (mathematics, physics, chemistry, biology); other disciplines (law, accounting, e-commerce, finance, insurance and marketing). Source: www.mohe.gov.sa/en/studyaboard/King-Abdulla-hstages/Pages/study-levels-academic-disciplines-a.aspx

131. There are no limitations on tuition so long as host universities are accredited.

132. Conference funding includes one month of salary for master's students, two months for doctoral students; registration fees; round-trip airfare; and an additional month of salary for presenting a paper. It is subject to approval by SACM and limited to one event per degree. Source: www.sacm.org/Career.aspx

Impact and outcomes

The MOHE measures the success of KASP based on the number of successful recipients that complete their programmes on time. No other measurements have been put in place. As the programme was initiated by royal order, the MOHE's principal attention at the start of KASP was to make the programme operational. Soon after, the Ministry realised its huge operational requirements and the complexity of students seeking study in different places, further focusing its attention on the administration of the programme. As the number of students going abroad on KASP scholarships increases, administrative pressure intensifies, particularly in placing students in institutions abroad.

KASP has grown substantially over its eight-year tenure, from a total of 5,000 scholars in 2005 to over 35,000 in 2012. A large number of KASP alumni have since returned to the kingdom, and are now involved in fields including medicine, engineering, information technology, business administration and law. The overall perceived impact of KASP has been quite positive.

But according to Saudi officials, several important lessons have emerged concerning the programme's operations. For one, scholarship programmes would benefit from improved co-ordination between government ministries. Links with the Ministry of Labour, for instance, could provide better information regarding target fields of study. Also, better performance measures are needed to evaluate the programme's impact. Instead of just counting the number of students it enrolls and how much money is spent, measures should be created to evaluate the programme's broader social impacts.

Also, in the United States, the SACM recently created a Center for Career Development (CCD) to provide KASP students 'with opportunities for translating classroom learning into practical experience that would benefit them in their careers and to introduce them to companies that can make optimum use of their new skills and prepare them for future positions within the hosting organizations.'¹³³ In addition to the benefits these experiences can produce for scholarship recipients, this type of programme stands as a proactive way to build on the KASP's overall impact.

Future prospects

With KASP's projected end date of 2020, it will take many years for its full impact to be realised and understood. As a scholarship programme, KASP represents an enormously ambitious commitment to the kingdom's youth and future. Accordingly, it raises some interesting questions, for instance: what will be the cultural impact on Saudi society upon the return of such large numbers of internationally educated citizens? Saudi Arabia has a conservative and religious society, which may be affected by the influx of numerous students exposed to a wider, different world.

133. Source: www.sacm.org/Careercenter/CareerExploration1.aspx

Scholarship programme overview: KASP

Years operational	2005–present (funding committed through 2020)
Awards per year	Approximately 30,000 in 2012
Awards since inception	Approximately 165,000
Administrative authority	Ministry of Higher Education, Saudi Arabia Cultural Missions
Funding	Government
Eligibility	Saudi citizens between 18 and 30 years of age
Level/s supported	Full bachelor's, master's, doctoral degrees
Fields supported	Undergraduate: medicine, medical sciences and health sciences; Graduate: medicine, dentistry, pharmacy, nursing, medical sciences (radiology, medical laboratories, medical technology and physical therapy); engineering (civil, architectural, electric, mechanical, industrial, chemical, environmental and communications engineering, as well as heavy equipment and machinery); computer (computer engineering, computer science, networks, etc.); pure sciences (mathematics, physics, chemistry, biology); other disciplines (law, accounting, e-commerce, finance, insurance and marketing)
Recipient obligations	None
Host universities	Accredited universities in approved countries: all Arab countries (except Iraq and Syria), Australia, Canada, Germany, France, India, Italy, Japan, New Zealand, Spain, United Kingdom, United States

2.11 Vietnam

Glossary terms

- CPV – Communist Party of Vietnam
- MOET – Ministry of Education and Training
- MOF – Ministry of Finance
- VIED – Vietnam International Education Development
- GDP – Gross Domestic Product

Statistics overview: Vietnam

1. Population (world rank)	92,477,857 (15)
2. Per-capita GDP	US\$3,800
3. Public expenditure on education as a per cent of GDP	6.6%
4. Number of universities: public-private (4-year) Number of universities: public-private (4 and 2-year)	153–54 338–83
5. Number of tertiary students: four-year institutions Number of tertiary students (4 and 2-year institutions)	1,453,067 2,177,299
6. Number of mobile tertiary students: outbound-inbound	47,979–3,260
7. Per cent of labour force with tertiary education	N/A
8. Tertiary gross enrolment ratio (%): 1990–2007	3–18%

Source:

1. The World Factbook 2013–14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. Educational Statistics of 2013 by the Ministry of Education and Training of Vietnam (Excel file) www.moet.gov.vn/?page=11.11&view=5251
5. Ibid.
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx).
7. N/A.
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

Overview

Since the mid to late-1990s, Vietnam's economy has been growing rapidly; indeed, its five per cent GDP increase in 2012 was the slowest rate of growth since 1999.¹³⁴ During the same period, the country has also become increasingly concerned about its international economic integration and competitiveness. One clear example of Vietnam's commitment to modernising its economy has been the introduction of a small number of publicly funded overseas scholarship schemes. These programmes have aimed to improve the country's human-resource capacity in several areas deemed crucial to Vietnam's future

economic development – notably, in the science and technology fields, and the overall quality and qualifications of academic staff in Vietnam's tertiary education institutions.

Scholarship No. 322

As Vietnam's economy slowed with the Asian economic crisis in the late 1990s, the government attributed some of the economic difficulties to a lack of expertise in science and technology. A shortage of trained personnel in these key fields was seen as a limiting factor when it came to Vietnam's ability to create economic growth, increase exports and compete

for foreign investment. In addition, there was an expanding awareness that Vietnam's tertiary education system needed attention – universities were neither producing sufficient numbers of graduates in key fields, nor were they staffed with appropriate numbers of faculty with high-level degrees.¹³⁵

In 2000, the Central Committee of the Communist Party of Vietnam (CPV) directed the government to attend to the science and technology skills shortage. One result was the creation of a new outward mobility programme named after its decree number: Scholarship No. 322.¹³⁶ The Ministry of Education and Training (MOET) was made

134. CIA World Factbook. (2014). 'Vietnam.' Retrieved 25 January 2014 from <https://www.cia.gov/library/publications/the-world-factbook/geos/vn.html>

135. In 1999, there were 153 universities and colleges in Vietnam, among which only 69 institutions offered degrees at the bachelor level or beyond. Total student enrolment stood at just 719,842 – representing less than one per cent of the national population at that time. Furthermore, among the more than 30,000 teaching staff at Vietnam's colleges and universities, only 4,378 (or 14.6 %) held doctoral degrees. Source: www.moet.gov.vn/?page=11.11&view=3544

136. Sources: http://dangcongsan.vn/cpw/Modules/News/NewsDetail.aspx?co_id=30579&cn_id=255563 and http://dangcongsan.vn/cpw/Modules/News/NewsDetail.aspx?co_id=30579&cn_id=199074. Official program name: Đề án Đào tạo cán bộ khoa học, kỹ thuật tại các cơ sở nước ngoài bằng ngân sách nhà nước

responsible for the programme, all aspects of which were first handled by an office specifically created for this purpose. Later, the office was folded into a larger, newly created department within MOET, the Vietnam International Education Development¹³⁷ (VIED), which is given the task of overseeing all government scholarships.

Scholarship No. 322 was specifically created to provide undergraduate and graduate training in the science and technology fields. The government of Vietnam committed to fully funding this initiative, which paid for all costs associated with the study-abroad experience (tuition and fees, living expenses, insurance, air and ground transport and contingencies). Additional limited support, such as language training, was provided by several scholarship host institutions/organisations.

The scholarship targeted individuals who were working permanently or under long-term contracts for the government in the fields of science and technology, or who were involved in such activities as university teaching and programme administration, business administration and development, and public policy development and implementation. Undergraduate scholarships were limited to applicants under 22 years of age; master's under 35; doctoral under 40; and support for research fellowships was available only to those under 50 years old.

Applicants were divided into three main areas: natural sciences and technology, social sciences and humanities and medical pharmaceutical sciences. All applicants were first screened against basic criteria, such as age limits, language proficiency and agreement by employers that the applicant may pursue the scholarship. The next stage of evaluation was undertaken by a selection committee relevant to each of the three main areas noted above. Here, issues such as academic merit, prior academic/scientific achievements and the prospects for success in the academic experience overseas were considered. Depending on the committee, interviews and/or exams could be required. Candidates approved by the selection committee were sent to the MOET for final revision/approval. Those individuals ultimately approved by the MOET to receive scholarships then had two years to gain admission to a programme or institution overseas. After admission had been granted, the MOET approved final placement for each student.

In the first two years of the scholarship's operation, priority was given to applicants and academic staff from leading universities and research institutes, as well as national laboratories and two major high-technology zones in Hanoi and Ho Chi Minh City. In terms of focus areas, grants prioritised support for work in fields where Vietnam did not have sufficient capacity to offer training domestically, as well as in fields

deemed to be of national importance, such as information technology, bio-technology and materials technology.

Scholarship No. 322 recipients were obliged to return to Vietnam following their study experience and undertake employment arranged by the government. Undergraduate award recipients were required to work for a period twice as long as their time abroad; graduate recipients owed a period of employment three times as long as their scholarship support. The government demanded reimbursement of all monies received in cases of failure to fulfil the post-scholarship employment requirement.

During its period of operation (2000–10), Scholarship No. 322 made 4,590 awards, and awardees attended institutions in 34 different countries on four continents. Just over 80 per cent of recipients were at the graduate level. Available data indicate that 3,017 scholarship recipients (nearly 66 per cent of the total) have returned to Vietnam. By 2011, the government calculated that just 33 scholarship recipients had not fulfilled their post-scholarship work obligation.¹³⁸

137. Source: <http://vied.vn/vn/default.aspx>

138. MOET (2011). Ten-year Report on The Project of Training Scientists and Technologists at Foreign Institutions Using Governmental Budget (Scholarship No 322).

Scholarship No. 322 recipients by host country (2000–10)

Host countries	Scholarship recipients
France	681
Australia	601
Russia	557
United States of America	538
Germany	492
United Kingdom	410
China	399
Thailand	192
Japan	187
Holland	103
Canada	101

Source: MOET (2011). *Ten-year Report on The Project of Training Scientists and Technologists at Foreign Institutions Using Governmental Budget (Scholarship No 322)*.

Scholarship No. 322 recipients, by field of study, graduate level only (2000–10)

Years	Fields	Percentage
2000/01–2005/06	Technology	41.72
	Economics and management	14.86
	Natural sciences	14.25
	Social sciences and humanities	13.05
	Agriculture, forestry and fishery	9.05
	Medicine and pharmacy	5.54
	Arts	1.54
2006/07–2009/10	Natural sciences and technology	42.50
	Economics, culture, education, social sciences	34.87
	Biological technology	9.48
	Information technology	9.34
	Material science	3.81

Source: MOET (2011). *Ten-year Report on The Project of Training Scientists and Technologists at Foreign Institutions Using Governmental Budget (Scholarship No 322)*.

Scholarship No. 911

After ten years of Scholarship No. 322, it was widely accepted that programmes in this vein should be extended in order to build additional capacity in the country's science and technology sectors. Specifically, the stock of doctoral degree holders at tertiary institutions was understood to be too low when compared to international standards and other countries in the region. As the global economic crisis of the late 2000s slowed Vietnam's GDP growth, many policy makers and scholars saw a connection between low-quality higher education, low-quality tertiary graduates and limited economic growth, particularly in the science and technology fields. In response, the CPV and the government established a goal of adding 20,000 doctoral degree holders to the academic workforce serving Vietnam's higher education sector by 2020.¹³⁹

The Scholarship No. 911 programme¹⁴⁰ was launched in 2010 to meet this goal.¹⁴¹ It supports overseas doctoral education, strengthening doctoral programmes within Vietnam's universities, and enhancing international collaboration between Vietnamese and foreign doctoral programmes. More broadly, the 911 programme aspires to set Vietnam on a course to comprehensively reform its higher education system in order to meet the country's socio-economic development needs.

The programme seeks to recruit applicants from multiple sources: teaching staff currently working at Vietnam's colleges and universities, research associates employed at research institutes, recent graduates from bachelor's and master's programmes and individuals working outside academia who show promise in their fields. Only those under age 45 are eligible to apply, and all award recipients are obliged to work at their employing institution in Vietnam for two

139. Vietnamese government decree No. 911 (2010).

140. Official name: Đề án Đào tạo giảng viên có trình độ tiến sĩ cho các trường đại học, cao đẳng giai đoạn 2010–2020.

141. Source: www.oecd.org/countries/vietnam/Viet%20Nam.pdf

years following completion of the period of scholarship support. They are also required to publish at least one article during the scholarship period – ideally in a journal whose impact factor is tracked by ISI Web of Science or Scopus. Application, evaluation and selection processes for the 911 scholarships to go abroad for doctoral programmes are similar to those for the 322 programme.

Although no official list of host countries or host institutions has yet been made public, it is widely assumed that the channels opened by the 322 scholarship programme will be used for 911 awardee placements. As with the 322 scholarship programme, the 911 awards will cover all costs associated with completing a degree.

According to sources at Vietnam International Education Development (VIED), a total of 142 scholarship recipients have been sent to the UK since 2011, including 51 at PhD level, 80 at master's level, and 11 at undergraduate level. In total, 911 aspires to support some 10,000 Vietnamese doctoral students abroad – 800–1,000 scholarships per year between 2010 and 2013, then 1,300–1,500 annually from 2014 to 2020.

Impact

An analysis of the impact of Scholarship No. 911 is not yet possible, given its early stage of development. However, the MOET did complete a report on Scholarship No. 322 after it ended in 2010. It found that all the major goals of the 322 programme had been reached and that the programme had effectively followed all of the government's directives in terms of the selection and support of scholarship recipients, training in science and technology fields, and budget expenditures.

There is no indication that any independent third-party evaluation has been conducted to corroborate the positive assessment

coming from the MOET. Critiques of the MOET report might include the fact that the actual numbers of scholarships awarded each year did not always attain stated goals. For example, the original plan was that 400 scholarships would be awarded each year in the programme's early stages, followed by an increase to 700 per year beginning in 2007. These latter-stage target numbers were subsequently revised down by government decision No. 365, and percentages were outlined for the scholarship awards by level of education – 50 per cent should go to doctoral students, 25 per cent to master's students, ten per cent for undergraduate students and ten per cent for research interns. Regarding other goals, such as the impact of returnees on Vietnam's science and technology output, the MOET report did not make any strong statements, nor did it provide reliable evidence of developments in this area. Meanwhile, there are indications that VIED could improve its administration and service delivery to scholarship recipients – some scholarship recipients experienced late stipend transfers and suggested better monitoring of, and support for, academic challenges faced by the scholarship recipients while abroad.

Still, the upbeat perspective of the government on the 322 programme does seem to be supported by those familiar with the initiative. Award recipients and the programme's administrators agree that the objectives of these efforts have been timely and positive for Vietnam. Returnees have added some 1,000 doctoral degree holders to the ranks of the country's tertiary-level teaching staff¹⁴² (in total, just 8,000 of Vietnam's approximately 45,000 teaching staff now hold a doctorate). This has ostensibly contributed to raising the level of quality in Vietnam's universities and better connecting Vietnam to centres of knowledge and expertise in the countries

where the scholarship recipients studied. Furthermore, the 322 (particularly) and 911 programmes have allowed VIED to develop a network of 832 universities¹⁴³ around the world that are willing to receive its scholarship recipients, and perhaps collaborate in other ways.

A final, if less tangible, impact is that those concerned with the development of Vietnam's economic and educational sectors have been buoyed by the government's willingness to invest significantly and to publicly support the advanced training of highly skilled individuals.

Future prospects

With the launch of Scholarship No. 911 in 2010, the country seems committed to continuing its effort to provide some number of advanced training opportunities abroad for qualified citizens. Some observers of the programme further note that its strategic focus on strengthening the higher education system of Vietnam speaks to a clear prioritisation by the national government to improve this sector in broader terms. Moreover, there seem to be new opportunities for Vietnam's universities to expand their autonomy and strategic planning options under the 911 framework, as this programme includes support for overseas study, joint doctoral programmes with international partners and the improvement of doctoral education within Vietnam. The synergies between overseas scholarship activities and domestic developments in Vietnam may prove crucial in the coming years.

142. MOET (2010). *Ten-year Report on The Project of Training Scientists and Technologists at Foreign Institutions Using Governmental Budget* (Scholarship No. 322).

143. *Ibid.*

Scholarship programme overview: Scholarship No. 322

Years operational	2000–10
Awards per year	Variable (ranged from less than one year for research interns to five years for doctoral students)
Awards since inception	4,590
Administrative authority	The Office for Study Abroad Scholarship and then Vietnam International Education Department (both entities are under MOET)
Funding	Government
Eligibility	Citizenship; fluency in host-country language
Level/s supported	Bachelor's, master's, doctorate, research
Fields supported	Natural sciences and technology, social sciences and humanities, and medical pharmaceutical sciences
Recipient obligations	Return to work in government-selected job.
Host universities	Major developed countries as specified by the government. A 2005 decree by the prime minister called on the programme to prioritise placements in the following countries: United States, Canada, United Kingdom, Germany, France, The Netherlands, Russia, Australia, New Zealand, Japan, South Korea, China

Scholarship programme overview: Scholarship No. 911

Years operational	2010–present
Awards per year	Not available
Awards since inception	142 scholarships to the UK since 2011
Administrative authority	Vietnam International Education Department (under MOET)
Funding	Government
Eligibility	Colleges and university teaching staff; research institute employees; recent graduates from bachelor's and master's programmes; individuals working outside academia who show promise in their fields; citizenship; fluency in host-country language
Level/s supported	Doctoral (full degree)
Fields supported	Science and technology
Recipient obligations	Return to work in former job for at least two years; publish at least one scholarly article
Host universities	Major developed countries as specified by the government. Although no awards have yet been made, it is expected that the 911 programme will prioritise the same countries prioritised by the 322 scholarship programme, and that, generally, relationships developed with host universities under the 322 programme will be built upon for the 911 programme

11. ANEXO B - CASE DO BRASIL

2.1 Brazil

Glossary terms:

- BMSP: Brazilian Mobility Scholarship Program
- STEM: science, technology, engineering and mathematics
- CAPES: Coordenação de Aperfeiçoamento de Pessoal de Nível Superior (Brazilian Federal Agency for Support and Evaluation of Graduate Education)
- CPNq: Conselho Nacional de Desenvolvimento Científico e Tecnológico (National Council for Scientific and Technological Development).

Overview

Brazil increased its capacity to encourage outward mobility in dramatic fashion shortly after US President Barak Obama's visit with President Dilma Rousseff in April 2011. At that time, roughly 6,000 Brazilians travelled abroad for graduate study, and virtually no government support existed for undergraduate students to study abroad.¹ Shortly thereafter, President Rousseff announced a bold plan to establish 75,000 new scholarships to send Brazilian students abroad for tertiary study. The idea for the Brazil Scientific Mobility Program (BSMP) was born.² This programme, together with long-standing scholarships administered by CAPES, an agency within Brazil's Ministry of Education, and by CNPq, an agency of its Ministry of Science, Technology and Innovation, comprises a significant effort by

Statistics overview: Brazil

1. Population (world rank)	201,009,622 (6)
2. Per-capita GDP	US\$11,700
3. Public expenditure on education as a per cent of GDP	5.6%
4. Number of HEIs: public-private	531-2,069
5. Number of tertiary students	4,453,156
6. Number of mobile tertiary students: outbound-inbound	26,148-14,738
7. Per cent of labour force with tertiary education	8.6%
8. Tertiary gross enrolment ratio (%): 1990-2007	11%-30%

Source:

1. The World Factbook 2013-14. Washington, DC: Central Intelligence Agency, 2013. (<https://www.cia.gov/library/publications/the-world-factbook/index.html>).
2. Ibid.
3. Ibid.
4. http://en.wikipedia.org/wiki/Universities_and_higher_education_in_Brazil
5. http://gse.buffalo.edu/org/inthigheredfinance/files/Country_Profiles/Latin_America/Brazil.pdf
6. UNESCO Institute for Statistics (www.uis.unesco.org/education/Pages/international-student-flow-viz.aspx).
7. World Bank (<http://data.worldbank.org/indicator/SL.TLF.TERT.ZS>).
8. World Bank (<http://data.worldbank.org/indicator/SE.TER.ENRR>).

Brazil to promote the outward mobility of its students at a time when demand for tertiary education placements is growing and the country is working to improve its economy.

Brazil Scientific Mobility Program

BSMP became official by presidential decree in December 2011. At that time, official figures for the programme were raised to 101,000 scholarships: 76,000 to be funded by the government and 25,000 by private funds. This enormous undertaking seeks to invest in Brazil's knowledge society by supporting full and partial undergraduate and post-graduate (master's and doctoral) study, as well as research and teaching sojourns for professionals.³ In doing so, it purports to enhance Brazil's innovation capacity in technological industries, better integrate Brazil into international knowledge

networks and encourage internationalisation at Brazilian higher education institutions, most of which did not previously have mobility schemes in place. Another important characteristic of BSMP is that, for the first time in Brazil's history, a large-scale programme is aimed at specific strategic areas only, in this case science, technology, engineering and mathematics (STEM) fields and medicine. This demonstrates a strategic decision by the government to insert Brazil into the mainstream of the global knowledge economy. Despite early protests from humanities scholars, these fundamental characteristics of the programme remain unchanged.

Initially, programme officials used university rankings to identify 200 eligible foreign institutions to which scholarship recipients could apply. This number has since

1. President Obama observed in their meeting that only 7,500 Brazilian students studied in the United States, while the number of Chinese students exceeded 120,000.
2. In Portuguese, the programme's official name is *Ciência sem Fronteiras*. Although the literal English translation of the programme is Science Without Borders, this name is a registered trademark of the Khaled bin Sultan Living Oceans Foundation. To avoid conflict, Brazil Scientific Mobility Program is used to refer to the programme in English.
3. BSMP also provides funding for foreign scientists and graduate and undergraduate students to visit Brazil for study and research.

increased to 250.⁴ In terms of applicant eligibility, there are no preferences for gender, income or ethnicity, although there have been demands for ethnic quotas by organised movements. To ensure that the public investment in awardees yields a return to society, regulations require that scholarship recipients abroad return to Brazil after completing their studies for at least the same amount of time that they studied abroad. No other special advantages or services are provided to recipients upon returning to Brazil.

Two agencies administer the programme: The Brazilian Federal Agency for Support and Evaluation of Graduate Education (CAPES), an office of the Ministry of Education, is responsible for 40,000 scholarships; and the National Council for Scientific and Technological Development (CNPq), an office of the Ministry of Science, Technology and Innovation, manages 35,000.⁵ Private companies co-manage 26,000 scholarships in partnership with these agencies, normally CNPq when research is involved and CAPES when professional training is the main objective. The programme is promoted through the national press and advertising on national television and websites, with calls for proposals/applications issued at regular intervals.

Different criteria are used to evaluate graduate and undergraduate applicants. For post-graduate awards, candidates must be admitted to a foreign higher education institution before beginning the application process, and selection is determined on a case-by-case basis by a variety of expert committees. Affiliate organisations like LASPAU (Academic and Professional Programs for the Americas) in the United States, assist with selection and then the matching of award winners with institutions. At the undergraduate level, scholarship students study abroad while completing a degree programme in Brazil. Consequently, the institution where the applicant is

enrolled conducts initial selection. Each institution may use its own eligibility criteria – normally based on academic performance – and selection procedures, with CAPES then providing final approval. CAPES manages placement abroad, in partnership with local agencies in 20 countries, such as the Institute of International Education (IIE) in the United States and DAAD in Germany. A steering committee selects countries for placement based on the feasibility of success and student interest.

The 76,000 scholarships offered by the Brazilian government are fully funded from the federal budget. All scholarships include travel expenses, health insurance and an initial allowance, with individual awards varying by level and destination.

CAPES scholarships

CAPES was created in 1951 as a government agency to 'ensure the existence of specialised personnel in sufficient quantity and quality to meet the needs of public and private projects which aim to develop the country'.⁶ Since then, it has been an important agency for the education of specialised human resources, and has maintained scholarship programmes for all areas of knowledge, both for Brazilian and foreign institutions, with the majority existing in the humanities. At the postgraduate level, CAPES offers scholarships for full doctoral study, as well as sandwich programmes where students complete one year of their doctoral studies at a foreign institution. CAPES also administers several overseas scholarships offering one year of undergraduate study, mainly in engineering or basic science. Most CAPES scholarship students study in the United States, France, Germany and the UK. In 2011, over 600 students received CAPES scholarships to complete full doctorates abroad and 1,350 undergraduates received sandwich scholarships.

Brazil's Ministry of Education oversees CAPES scholarship programmes. CAPES'

committees make final decisions on applicants for graduate-level scholarships, which are evaluated on an individual basis. Admission to a tertiary institution abroad is mandatory before candidates will be considered for a scholarship. CAPES awards are promoted online and via outreach to universities. Funding comes from the Ministry of Education. All scholarships include travel expenses, health insurance and an initial allowance.

While no specific evaluation system exists for CAPES scholarship programmes, the common understanding is that they have contributed on a fundamental level to the development of science and research in Brazil, albeit to a smaller degree over time than the BSMP.

Impact

Following the establishment of BSMP, the Brazilian government commissioned the Center for Management and Strategic Studies, an agency of its Ministry of Science, Technology and Innovation, to design a methodology to assess the programme's impact. CAPES and CNPq will implement the methodology, which focuses on four areas: impact at the institutional level; production of knowledge and innovation; impact at the personal level, mainly employability and career path; and impact on society. To date, no report using the methodology has been publicised. As of December 2013, over 39,000 BSMP scholarships have been awarded towards a target of 45,000 projected by that date.⁷ These figures are quite encouraging considering the unprecedented size and scope of the project. However, the Minister of Education has stated that while the government has already approved almost 50,000 scholarships (65 per cent of its total before 2015), the private sector has approved only 3,600 (less than 15 per cent of its share).

It is still too early to fully evaluate the impact of BSMP. The experiences of the first undergraduate students to return from their

4. The enormous challenge of sending massive numbers of students only to top-ranked international universities soon became evident. After the first announcement of BSMP, most of the institutions available to host Brazilian students were not ranked among the top 250 universities worldwide.
5. CAPES is an acronym from the organisation's name in Portuguese, Coordenação de Aperfeiçoamento de Pessoal de Nível Superior. Likewise, CNPq is an acronym of Conselho Nacional de Desenvolvimento Científico e Tecnológico. História e Missão. CAPES. (Cited: 5 December 2013) www.capes.gov.br/sobre-a-capes/historia-e-missao
6. História e Missão. CAPES. (Cited: 5 December 2013) www.capes.gov.br/sobre-a-capes/historia-e-missao
7. See online source for real time count: Painel de Controle do Programa Ciência sem Fronteiras. Ciência sem Fronteiras. (Cited: 2 December 2013) www.cienciasemfronteiras.gov.br/web/csf/painel-de-controle

period abroad may have a deep impact on the rigid STEM curricula in Brazil. In two years, Brazil turned from almost no undergraduate students abroad to tens of thousands.⁸ Universities around the world have turned their attention to hosting Brazilian students, and see Brazil's ambitious scholarship initiatives as a reliable source of students and tuition fees in a time of crisis in higher education. The programme is highly unique in that for the majority of Brazilian institutions, it has been the first and only incentive for a still incipient internationalisation process.

Some relevant issues have emerged since the programme's inception. Perhaps most significant is the importance of English language competence for a programme of this scale: The small number of Brazilian students who meet minimum English requirements has proven problematic. As a remedy, CAPES and CNPq are funding and providing English language courses through *Inglês sem Fronteiras* (English without Borders) programmes, and more recently by sending students abroad six months before their studies begin for immersion English language training.

Another aspect concerns the reality of sending massive numbers of students exclusively to top-ranked universities around the world. This became clear after the very first announcements for the programme when most of the institutions available to host the students were not highly ranked. Portugal, for example, a popular early destination, offered only one institution in the original host list.

Future prospects

It will likely take years until the full impact of the Brazil Scientific Mobility Program can be fully measured and understood. While ambitious, the government approval and implementation aspects of the programme have enjoyed significant progress before it is due to conclude in 2015. The future of the programme may be affected by the Brazilian national elections in October 2014.

Scholarship programme overview: Brazil Scientific Mobility Program

Years operational	2011–present (2015 scheduled end date)
Total awards	101,000 (planned)
Awards since inception	Approximately 39,000
Administrative authority	CAPES (Ministry of Education) and CNPq (Ministry of Science, Technology and Innovation)
Funding	Brazilian government; private funds
Eligibility	Citizenship; host-country language fluency
Level/s supported	Bachelor's, master's and doctoral (full and partial)
Fields supported	Science, technology, engineering, mathematic, medicine
Recipient obligations	Recipients obliged to return to Brazil and remain for at least the same amount of time as their study abroad
Host universities	Top 250 institutions worldwide, determined by international rankings

Figure 1: Numerical breakdown of scholarship levels

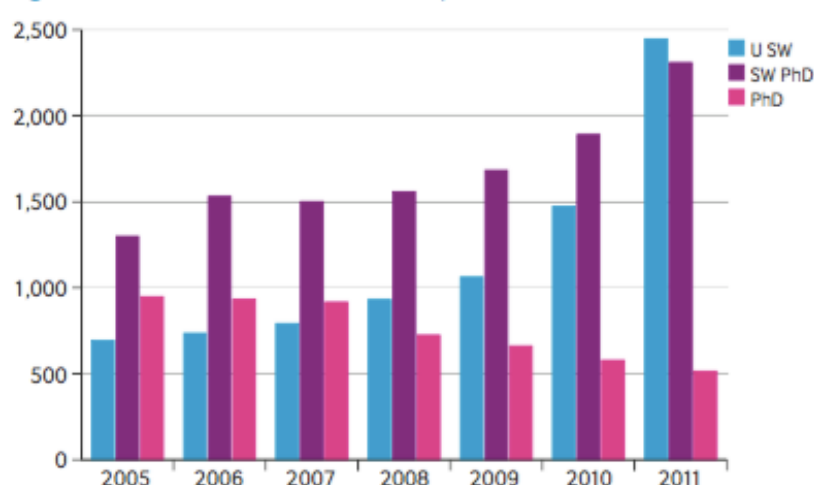


Figure: general trends in scholarships administered by CAPES. U SW = Undergraduate Sandwich, SW PhD = PhD Sandwich, PhD = Full PhD. Data from GEOCAPES.

These numbers include the Brazil Scientific Mobility Program (BSMP). Some general trends can be noticed: a strong increase in undergraduate scholarships (especially in 2011 with the start of BSMP), steady decreases of full PhD scholarships and an increase in the sandwich PhD scholarships.

Source: GEOCAPES, CAPES. (Cited: 5 December 2013). <http://geocapes.capes.gov.br/geocapesds/#>

8. The goal of the programme is to sponsor 64,000 undergraduate scholarships out of a total of 101,000.