

Evaluation of the Education Sector of
Austria's Development Cooperation
and Cooperation with South-East Europe
GZ 2337-00-2005/1-PP/2005

Annex 5:

Review of Austrian Scholarship Programmes

ÖSB Consulting GmbH / L&R Sozialforschung OEG,
in cooperation with KEK-CDC Consultants



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Acronyms used

AAI	Afro-Asiatische Institute (AAI Wien, AAI Graz, AAI Salzburg) – Afro-Asean Institutes
ADA	Austrian Development Agency
ADC	Austrian Development Cooperation
AEC	Austrian Educational Cooperation
BMaA	Österreichisches Bundesministerium für auswärtige Angelegenheiten Austrian Federal Ministry for Foreign Affairs; since 2007 Austrian Federal Ministry for European and International Affairs (BMeiA)
bm:bwk	Österreichisches Bundesministerium für Bildung, Wissenschaft und Kultur Austrian Federal Ministry for Education, Science and Culture; since 2007 split into two parts: Federal Ministry for Education, Arts and Culture and Federal Ministry of Science and Research
BMWF	Österreichisches Bundesministerium für Wissenschaft und Forschung Austrian Federal Ministry for Science and Research (since 2007)
CEEPUS	Central European Exchange Programme for University Studies
DAC	Development Assistance Committee of the OECD
EPU	European University Centre for Peace Studies, Austria
EWS	Eine Welt Stipendienprogramm – One World Scholarship programme
EZA	Entwicklungszusammenarbeit
ITH	International Institute for Tourism and Hotel Management, Salzburg, Austria
KFB	Katholische Frauenbewegung Österreichs
KEF	Kommission für Entwicklungsfragen bei der Österreichischen Akademie der Wissenschaften - Commission for Development Studies at the Austrian Academy of Sciences
KKS	Kontaktkomitee Studienförderung Dritte Welt
NSD	North-South-Dialogue Scholarship programme
ODA	Official Development Assistance
ÖAD	Österreichischer Austauschdienst Austrian Exchange Service
ÖAW	Österreichische Akademie der Wissenschaften Austrian Academy of Science
ÖFSE	Österreichische Forschungstiftung für Entwicklungshilfe
ÖLAI	Österreichisches Lateinamerika – Institut – Austrian Latinamerica-Institute
ÖOG/HP	Österreichische Orientgesellschaft / Hammer-Purgstall-Gesellschaft – Austrian Association for the Middle East
PRSP	Poverty Reduction Strategy Paper

1. Introduction

The present review of Austrian scholarship programmes is part of the sector policy evaluation of Austria's educational cooperation. It was undertaken because of the high importance and volume of the scholarship programmes for Austria's educational cooperation.

This report is the result of a desk study and consultations with the responsible ADA desk, representatives of the main implementing agencies and stakeholders in Austria. This report's conclusions also take into account the main findings of the case studies in Ethiopia and Uganda¹.

The responsibility for reporting lies with Lizzi Feiler. I would like to express my sincere thanks to all who have provided information and valuable comments to the draft report².

1.1 Background

The scholarship programmes in Austria have a long tradition, which dates back more than 40 years. A substantial part of the Austrian Educational Co-operation (AEC) budget is allocated to these scholarship programs, which are earmarked with a separate budget line³. The target groups benefiting from scholarships in Austria (which are co-financed with Austrian Development Cooperation funds) are students from developing countries. Students from South-East European countries⁴ are not eligible for participation in these scholarships.

Scholarship programmes were one of the earliest forms of development assistance in Austria. A small group of donors (Ministry for Education, Federal Chamber of Economics, and NGOs) granted scholarships to students from developing countries. They joined together to establish the interest group 'Stipendienkontaktkomitee'. This group of donors was further enlarged with more NGOs (among others with the ÖAD, ÖLAI) and from the government side with the Federal Ministry of Science and Research and the Federal Chancellery. At the time, the Federal Chancellery had the responsibility for development assistance (formerly: development aid)⁵.

The largest scholarship programme in the early years was the 'Zuschussstipendienprogramm' ('Study Grants Programme'), later renamed 'Eine Welt Stipendienprogramm – EWS' ('One-World-Scholarship programme'). It has been funded by the 'Katholische Frauenbewegung Österreichs (KFB) and co-funded with the Austrian Development Aid budget since 1966. Education in tourism also has a long tradition of more than 40 years, whereas the second large scholarship programme, the North-South-Dialogue Scholarship programme (NSD) started to operate in 1984.

¹ For more details see country reports for Ethiopia and Uganda.

² Comments were received from the Austrian Federal Ministry of Science and Research, the European University Center for Peace Studies (EPU), KEF, KKS, KKS working group EWS, ÖAD, ÖFSE.

³ Budgetlinie BL40: Bildung und Ausbildung in Österreich.

⁴ With the exception of Turkey.

⁵ Christa Esterházy (2005): 40 Jahre KKS – eine Bilanz. Speech at the 40 years anniversary of the KKS.

With globalisation having an impact on higher education, the framework conditions have changed⁶. Higher education is of increasing global significance, due to new information and communication technologies and global economic trends. Students and researchers in the partner countries have increased know-how about fund raising possibilities.

1.2 Mandate

The review of the Austrian scholarship programmes has two **objectives**:

- To provide information for the country missions in Ethiopia and Uganda, where the views of the partner countries are sought.
- To inform the overall evaluation of Austria's Education Cooperation (AEC).

The **leading questions** for this review are:

- | | |
|---------------|---|
| RELEVANCE | <ul style="list-style-type: none"> - How do the scholarship programmes translate the sector policy goals? - How do the scholarship programmes contribute to poverty alleviation? - Do the scholarship programmes contribute to capacity development? |
| EFFECTIVENESS | <ul style="list-style-type: none"> - How is ownership achieved? - How are gender issues addressed? |

This review DOES NOT provide an assessment of the efficiency and impact of the scholarship programmes; this lies beyond the scope of this review and the evaluation project.

In cooperation with the ADA, the largest and 'oldest' scholarship programmes were selected to be reviewed in this report: the 'One-World Scholarship programme' (EWS), the 'North-South-Dialogue Scholarship programme', and scholarships for 'Tourism and Hotel Management Courses'. The focus clearly lies on programmes with studies in Austria.

2. Austrian scholarship programmes

2.1 Quantitative value of the scholarship programmes within the education sector portfolio

A large part of the budget for AEC is allocated to scholarship programmes for studies in Austria. Of all projects of the education sector between 2005 and 2008 the largest share is allocated to scholarship pro-

⁶ UNESCO (2004): Higher Education in a Globalized Society. UNESCO Education Position Paper

gramme in Austria: EUR 72,170,000, this accounts for 68% of the total budget allocation for educational projects, or 81% of the budget for educational projects in the South⁷.

2.2 Overview of the Austrian scholarship programmes

A word on the terminology: the scholarship programmes are ‘projects’ which have been renewed over a long period (‘project chains’). They are not ‘programmes’ as is usually understood under the terminology of development cooperation standards. But because these projects have traditionally been labelled “Stipendienprogramm” (‘scholarship programmes’), the term *programme* will also be used in the present document.

The main characteristics of the Austrian scholarship programmes funded by Austria’s development cooperation budget are that these programmes are addressing and benefiting individuals with incoming mobility grants, and that these programmes are uni-lateral.

Since the start in the 1960ies, the scholarship programmes have been administrated by the same NGOs: the Afro-Asean Institutes (AAI) in Vienna, Graz and Salzburg; the Austrian Exchange Service (ÖAD); the Austrian Association for the Middle East (ÖOG/HP); the Austrian Latinamerica Institute (ÖLAI); and the International Institute for Tourism and Hotel Management (ITH) - to mention the most important. The largest implementing agency is the Austrian Exchange Service (ÖAD).

The forms of education covered by the scholarship programmes are: post secondary education, tertiary education, post-tertiary education and research, and specific post graduate courses.

In terms of budget allocation and participating students, the **EWS programme** and the **North-South-Dialogue Scholarship programme** are by far the largest, with respectively 40% and 36 % of all the students receiving ADC-funded scholarships. These two scholarship schemes have marked differences in their objectives and procedures. The EWS programme addresses students in their second phase of academic studies, who are already studying and living in Austria, and grants allowances which are a supplement to the cost of living. The NSD programme addresses graduates and researchers in developing countries for post-tertiary study or research in Austria, with an allowance intended to cover costs of living. Inter-institutional cooperation between universities and research institutes in Austria and in the country of the beneficiary is an in-built feature of the NSD programme and strongly promoted. The EWS procedure does not include this institutional component. In both schemes the return of the beneficiary after their graduation or finalisation of the research project is a requirement.

The portfolio of scholarship programmes for studies in Austria, financed with Austria’s development cooperation funds, includes the following schemes:

ADC-financed scholarship programmes for students from developing countries who study in Austria:

⁷ Portfolio Analysis of Education Projects. Report prepared by Matthias Jäger as part of the evaluation of Austria’s Educational Sector Policy.

<i>Scholarship programme</i>	<i>Implementing agencies</i>	<i>Level of education</i>
1. EWS (Eine-Welt-Stipendienprogramm / One-World scholarship programme)	AAI Vienna, AAI Graz, AAI Salzburg, ÖAD, ÖLAI, ÖOG/HP	Tertiary education (Master, Diploma, PhD Studies)
2. NSD (North-South-Dialogue scholarship programme)	ÖAD	Tertiary and post-tertiary education and research projects
3. ITH (course in tourism and hotel management)	Institute for Tourism and Hotel Management, Salzburg	Post-secondary vocational courses (8 months with diploma)
4. Postgraduate course 'peace studies'	European University Centre for Peace Studies (EPU)	Post graduate course (bachelor or equivalent professional experience required), 3 months with certificate
5. Postgraduate course in groundwater tracing techniques	Joanneum Research Forschungs-GmbH, in Cooperation with the Technical University Graz	Post graduate course
6. Internat. Post-graduate training course in limnology	Institute for Limnology, Austrian Academy of Sciences	Post graduate course, 6 months with certificate
Others ADC financed schemes: - postgraduate course educational planning		

Other Austrian scholarship programmes for students from abroad:

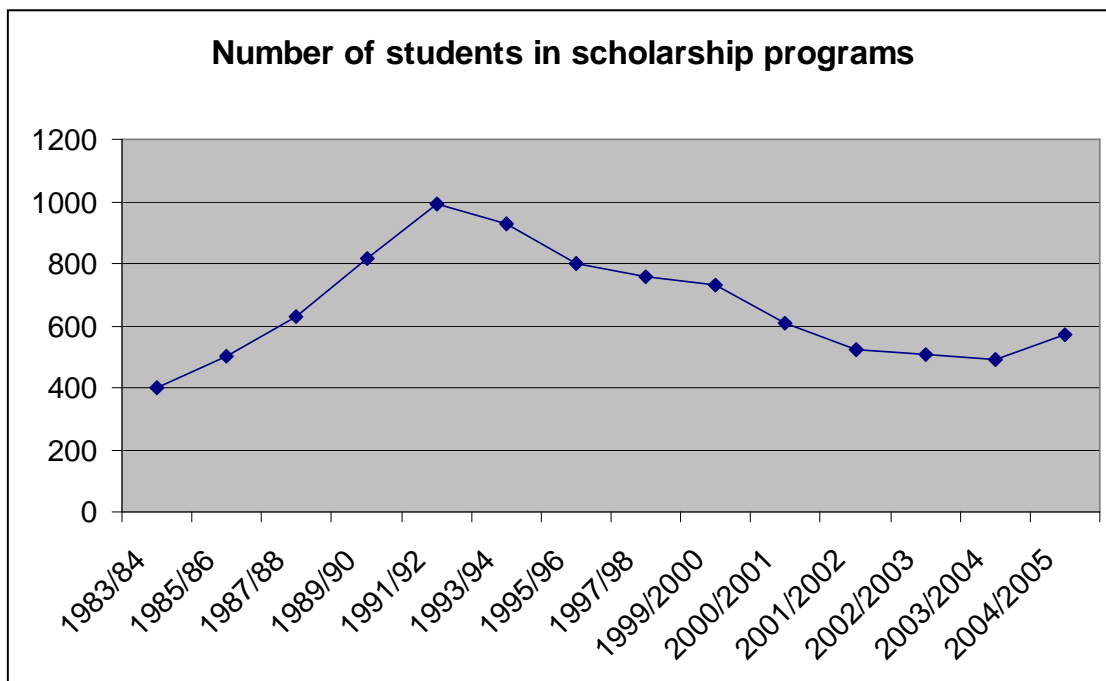
7. Technology scholarship South-East Asia*)	ASEA-UNINET in cooperation with the ÖAD	Post-tertiary education
8. Technology scholarship China and Mongolia*)	EURASIA-PACIFIC UNINET, in cooperation with the ÖAD	Post-tertiary education
Other schemes not financed with ADC funds - scholarship programme for Pakistan - scholarships of the bm:bwk - Council for Science and Technology Development		

*) Financed with 'Österreichische Offensivmittel für Forschung und Entwicklung'

2.3 Beneficiaries of the scholarship programmes

2.3.1 Total beneficiaries from 1983 to 2005

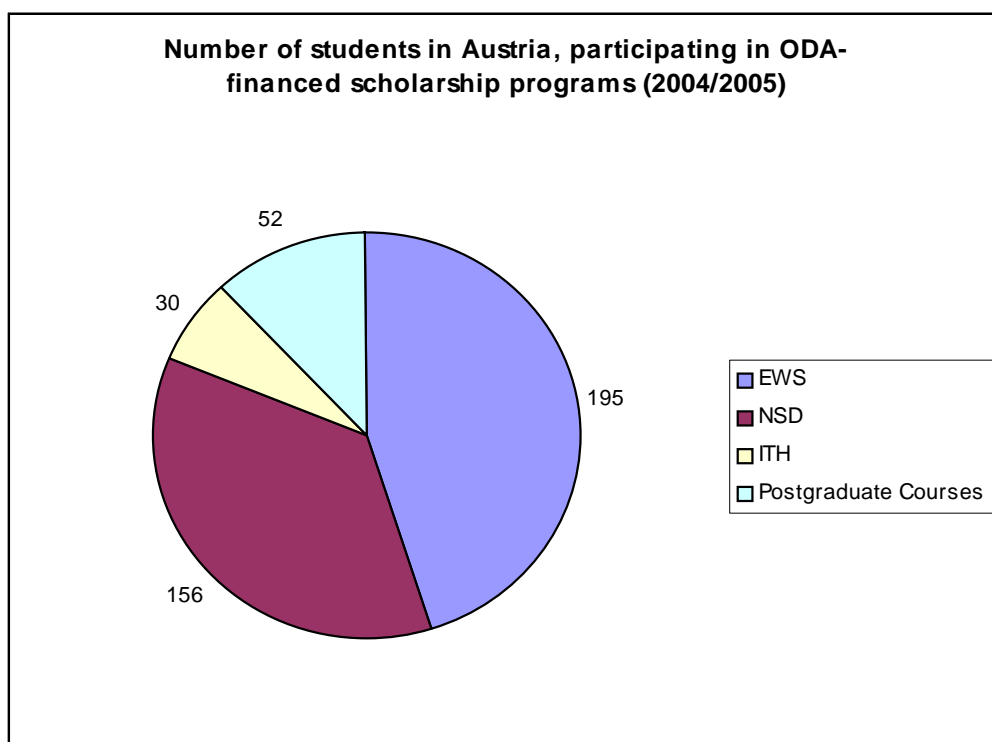
Several thousands students from developing countries have benefited from scholarships in Austria provided by the scholarship programmes. The programmes had a quantitative peak in the early 1990ies and have since almost halved. The recent upturn in 2004/2005 is due to a scholarship programme for students from Pakistan, which is not financed with ADC funds. The table below shows all students who received scholarships and come from developing countries. The available data do not distinguish between ADC scholarships and scholarships from other sources.



Source: ÖFSE (2006): Informationen zu den StipendiatInnen aus Entwicklungsländern in Österreich, Studienjahr 2004/2005.

2.3.2 Distribution of students to the programmes financed with ODA funds

The students participating in the EWS and the NSD programmes account together for 81% of all beneficiaries in 2004/2005⁸. These two programmes, together with the scholarships for hotel and tourism management will be described in more detail in chapter 3.4. The postgraduate courses include Education Planning (3 participants), Peace Studies (21 participants), Groundwater Tracing Techniques (16 participants) and Limnology (12 participants).

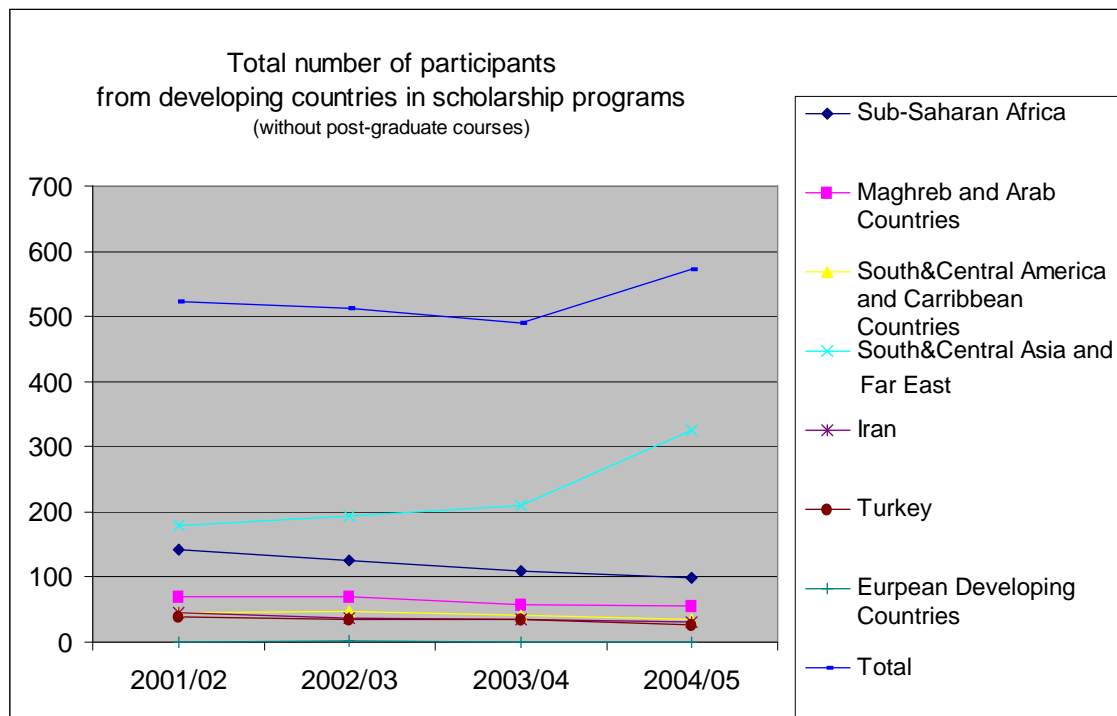


Source: ÖFSE (2006): Informationen zu den StipendiatInnen aus Entwicklungsländern in Österreich. Studienjahr 2004/2005. Daten aus der KKS-GesamtstipendiatInnen-Datei. Mai 2006.

2.3.3 Countries of origin

The following graph shows two contrasting trends: an increased participation of students from South-Central Asia and the Far East, and a constant decrease in the participation of students from other regions. The upward trend of Asia can be attributed to the scholarship programmes for South-East Asia, China, Mongolia and Pakistan – which are not financed by the ADA.

⁸ Data for the year 2005/2006 was not available at the time of writing this report.



Source: ÖFSE (2006): Informationen zu den StipendiatInnen aus Entwicklungsländern in Österreich, Studienjahr 2004/2005.

Compared to the total number of students from developing countries who study at Austrian universities, the share of those receiving a scholarship is highest for Africa (29.82%), followed by South & Central Asia and Far East (24.20%) and Maghreb and Arab states (16.87%)⁹.

2.4 Institutional set up and procedural aspects

2.4.1 Programming and resources

Scholarship programmes are financed under the budgetline "Bildung und Ausbildung in Österreich" (BL40). The responsibility for this budget line lies with the ADA desk "Bildungszusammenarbeit" (educational cooperation) in Vienna. This budget line does not only cover the scholarship programmes for studies in Austria, it also includes smaller scholarship projects for studies in the partner countries or in third countries¹⁰.

⁹ ÖFSE (2006): Informationen zu den StipendiatInnen aus Entwicklungsländern in Österreich. Studienjahr 2004/2005, Daten aus der KKS-GesamtstipendiatInnen-Datei. Mai 2006.

¹⁰ The 'Third-Country Scholarship Program' in Cape Verde is an example.

The ADA desk for educational cooperation is one of 6 thematic desks organised under the umbrella of “Qualitätssicherung und Know-how Management” (quality assurance and know-how management). The desk for educational cooperation features a noteworthy difference: it is the only thematic desk responsible for a budget line (BL40). It is managed by two officers.

2.4.2 Implementing agencies

There are two groups of contracting partners of the ADA, implementing the scholarship programmes:

NGOs that manage the scholarship programmes:

- The Austrian Exchange Service (ÖAD) – an association founded by the Austrian Universities
- The Afro-Asian Institutes of Vienna, Graz, Salzburg (AAI)
- The Austrian Latinamerica-Institute (ÖLAI)
- The Austrian Association for the Middle East (ÖOG/HP)

Educational Institutes that offer education and training courses:

- Institute of Tourism and Hotel Management (ITH)
- European University Centre for Peace Studies (EPU)
- Institute for Limnology / Austrian Academy of Science
- Joanneum Research ForschungsGmbH, in cooperation with the Technical University Graz

Back in 1966, a joint database was created, providing statistical data of participants and helping to avoid double grants. In 1985, the ‘Stipendienkontaktkomitee’ was renamed to ‘Kontaktkomitee Studienförderung Dritte Welt’ (KKS). The KKS functions as lobby and interest group, and as coordinating association for shared issues and exchange of information. Members of the KKS are also the World University Service Austria (WUS), ÖFSE, the KEF and other academic and research institutions.

The Austrian Research Foundation for Development Aid (ÖFSE) has had the role of a think-tank for the Austrian Federal Ministry for Foreign Affairs (BMAA) and a documentation and research centre. The ÖFSE administrates the database for all scholarship programmes. Numerous studies and publications of the ÖFSE concern the higher education sector in Austria’s Educational Cooperation (AEC)¹¹.

The scholarship programmes (with the exception of the NSD programme) are co-financed i.a. by the ‘Katholische Frauenbewegung Österreichs’, the ERP fund (European Recovery Program fund), and private sponsors.

¹¹ Zauner, Atiye; Karcher, Wolfgang; et.al. (1996): AbsolventInnenstudie. Verbleib und Reintegration von StipendiatInnen der österreichischen Entwicklungszusammenarbeit.

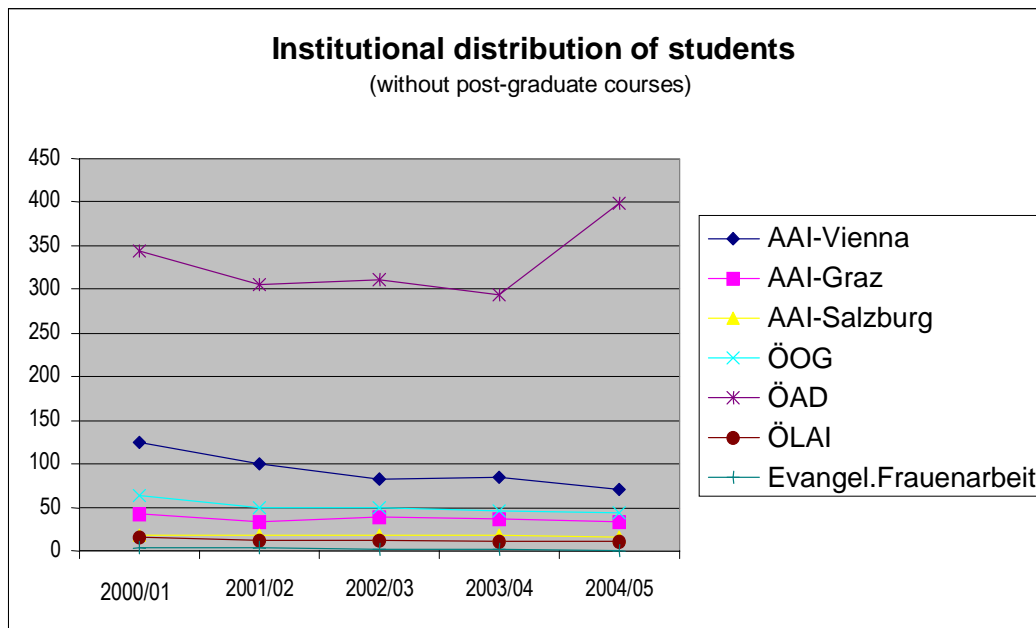
Zauner, Atiye; Sadaat, Lydia (2003): Österreichische Bildungszusammenarbeit. Kurzfassung der Ergebnisse und Vorschläge zur Programmentwicklung 2002/2003.

A factor of growing importance is the process of internationalisation of the Universities, with enlarged options for scholarships and reform of the academic institutions in connection with the Bologna process¹². Other multi-national programmes came into play, like the CEEPUS programme and the European Commission programme ERASMUS Mundus¹³.

The KEF (Commission for Development Studies at the Austrian Academy of Sciences) represents a clearinghouse for research for development and a multi- and interdisciplinary platform for all stakeholders involved in scientific issues of development cooperation¹⁴. There is a synergetic link with the scholarship programmes: KEF can support students' research projects in their home countries with small grants.

Implementing agencies for regular university studies

Among the implementing agencies, the ÖAD supports the largest number of students. This high 'market share' is due to the fact, that the ÖAD manages more than one programme: the NSD, the EWS (in Austrian cities, where the AAI is not active), and – in cooperation with AESEA UNINET and the Eurasia-Pacific UNINET - the technology scholarship programmes for Asian students).



Source: ÖFSE (2006): Informationen zu den StipendiatInnen aus Entwicklungsländern in Österreich, Studienjahr 2004/2005.

¹² The Bologna Process started with a joint declaration of the EU Ministers of Education in 1999 and aims at establishing the European area of higher education, with comparable degrees and increased mobility for students. The Bologna Process - Next Stop Bergen 2005. http://europa.eu/education/policies/educ/bologna/bologna_en.htm accessed on 05/06/2006.

¹³ Interfaces with other scholarship programs:

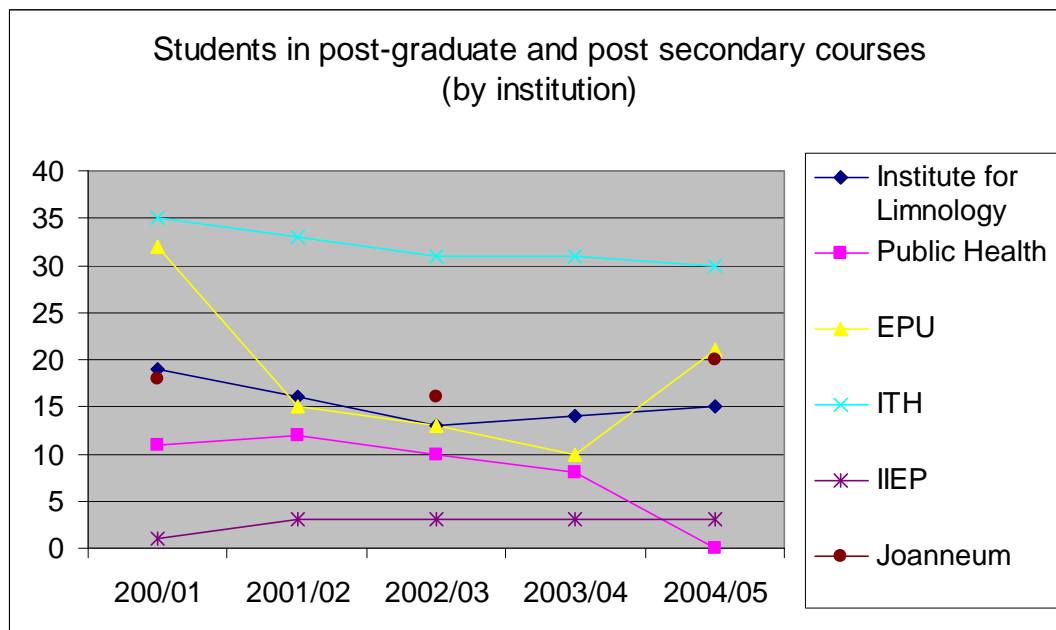
There are various options for students from developing countries who wish to participate in scholarship programs. The ÖAD office for cooperation and academic mobility provides an information service for scholarship programs, which is accessible through the online database www.grants.at. The interfaces and main characteristics of the different programs are analysed in: Engel, Katharina; Stinnig, Elke (2005): Schnittstellenanalyse der für die Entwicklungszusammenarbeit relevanten Stipendienprogramme. ÖAD, Dezember 2005.

The EU also provides possibilities for students from developing countries, in the framework of two programs: TEMPUS and Erasmus Mundus. The EU framework program for research and technological development is open to developing countries.

¹⁴ KEF mission statement, www.oeaw.ac.at/kfe/en_frame_about_us.htm, accessed on 18 April 2007.

Implementing agencies for post-tertiary and post-secondary courses

Besides the scholarships for regular university studies, post-tertiary courses and a post-secondary diploma course are offered by specialised institutes. The total number of students was 89 in 2004/2005.



- The Institute of Limnology of the Austrian Academy of Science offers research and diploma courses for water experts. In 2006, the EAWA (East African-Austrian Water Association) was established, interlinking 140 international freshwater ecologists and water experts¹⁵.
- The School of Public Health offered courses until 2003/2004;
- EPU, the European University Centre for Peace Studies offers diploma courses for peace and conflict studies;
- ITH, the Institute for Tourism and Hotel Management offers post-secondary vocational education (for more details see chapter 2.5.3);
- IIEP (International Institute for Education Planning), Paris;
- Joanneum Research ForschungsGmbH (Institute of Water Resources Management), in cooperation with the Technical University of Graz offers groundwater tracing courses for hydrologists from developing countries. The institute also offers isotope hydrology courses and follow-up courses to accompany the projects of former trainees¹⁶.

¹⁵ www.oeaw.ac.at/limno/ipgl.htm, accessed on 18 April 2007.

¹⁶ www.joanneum.at, accessed on 18 April 2007.

2.5 Description of selected scholarship programmes

The programmes described below were selected in coordination with the ADA, because of their quantitative importance (NSD, EWS programmes) and long history (EWS programme, ITH courses).

2.5.1 North-South Dialogue scholarship programme

The NSD programme started in 1984¹⁷. It is managed by the ÖAD. In 2005, the contract was awarded for the first time following a public tendering procedure, and it was concluded for a period of 2 years (10/2005-9/2007).

The NSD addresses graduates in partner countries of the Austrian Development Cooperation (ADC) and other development countries according to the DAC list, who already have some work experience and can prove that they have a guaranteed position to return to their country of origin upon completion of their training in Austria. Many students come from universities or public administrations. The ADA coordination offices or the Austrian Delegations in the partner countries play a role in facilitating contacts with Austrian Institutions and provide information and support to candidates.

The conditionality of the job guarantee is achieving a high return rate to the home country. According to the ÖAD, 90% of the graduates return to their previous job in their country of origin¹⁸. From 2005 onwards, two thirds (66%) of the beneficiaries should come from partner countries and priority countries of ADC¹⁹. ÖAD is aiming to reach this target by proactively steering the selection process. In 2006/2007, the share of students from development cooperation and partner countries reached already 57%.

The **objectives** of the NSD Scholarship programme are²⁰:

- “Support of scientists, universities and research institutions in developing countries (personal and institutional capacity building);
- scientific examination of the sectoral priorities of the Austrian Development Cooperation (OEZA);
- support of topics that comply with the MDGs;
- promotion of the cooperation between universities and research institutions in Austrian and institutions in developing countries.”

¹⁷ <http://www.oead.ac.at/english/projects/eza/index.html>, accessed 17 April, 2007

¹⁸ Interview with Ulrich Hörmann, Katharina Engel and Elke Stinnig of ÖAD, 5 April 2006.

¹⁹ Priority countries in the South are: Bhutan, Burkina Faso, Cape Verde, Ethiopia, Mozambique, Nicaragua, Palestine and Uganda. http://www.bmaa.gv.at/view.php3?f_id=1463&LNG=de&version=, accessed on 4.8.2006.

²⁰ <http://www.oead.ac.at/english/projects/eza/index.html>, accessed 17 April, 2007

<i>Title of the programme</i>	North-South Dialogue Scholarship Programme (NSD) (Nord-Süd Dialog Stipendienprogramm)
<i>Managed by:</i>	ÖAD
<i>Short description</i>	Promotion of postgraduates from developing countries carrying out re-research projects or doctoral studies in Austria.
<i>Objectives</i>	<ul style="list-style-type: none"> - Capacity building for universities and research institutions. - Support of subjects according the sectoral priorities of the OEZA and the MDGs. - Promotion of institutional cooperation.
<i>Target group</i>	<p>Scientists of all non-European developing countries</p> <p>Priorities is given to candidates from ODA partner countries and to women (if equally qualified)</p>
<i>Type of education/ courses funded</i>	<ul style="list-style-type: none"> - Doctoral studies: max. 36 months - Research projects for Postgraduates (Master degree or equivalent): 3-12 months <p>Studies in arts, theology or humanities are not eligible.</p>
<i>Criteria for application</i>	<ul style="list-style-type: none"> - Guaranteed employment in the home country after finishing studies in Austria (proof: certificate of the employer) - Supervisory consent of an Austrian scientist - Topic is relevant for the home institution (capacity building) and/or the targets of the ADC or the MDGs. - Age limit 35 years, command of English or German
<i>Selection process / award criteria:</i>	<p>Award committee, ranking system</p> <p>Women have priority in case of equal qualification</p>
<i>Grant benefit paid</i>	Monthly scholarship of € 940.- or € 1040.- (all inclusive rates), travel costs for researchers from LLDCs (least developed countries).
<i>Number of students (year)</i>	156 beneficiaries 2004/2005**)

*) Sources of information:

ÖAD website www.oead.ac.at visited at 10 July 2006, **), KKS GesamtstipendiatInnen-Datei ÖFSE

Phases: selection, implementation and follow-up activities

The implementing agency is responsible for all phases of the NSD scholarship programme:

- Preparation and selection phase: Information (public relations) and selection of the applicants. The selection of candidates and awards are the result of a standardised, complex and objective selection procedure in Austria. However, the case studies in Ethiopia and Uganda provide evidence that the selection phase is not perceived as transparent and competitive. It was argued that the information about the scholarship programmes depended to a large extent on word-on-mouth dissemination. In the view of the ÖAD, this finding is surprising, because the calls for applications are regularly submitted to 100 Universities in the partner countries and to the ADA Co-ordination offices, which are closely involved in the selection process.

In the course of the selection process, the connection of research topics with MDGs issues, research needs in the country of the applicant, and the active involvement and cooperation of the 'home' university of the applicant are positive award criteria. Women (when they have the same qualification), topics that comply with the sectoral priorities of the OEZA and projects within an existing academic co-operation as well as sandwich projects are treated with priority. Since 2005/2006, the universities of the applicants' home countries are explicitly requested to comment on and approve the selected research topic.

- Implementation phase: Accompanying measures during the training delivery phase are facilitating the integration of the students from abroad ('Studienbegleitende Maßnahmen').

According to a survey conducted by the ÖAD, and information given by the KEF²¹, the role of the academic supervisor in Austria (BetreuungsprofessorIn) requires more systematic attention and resources. Mentoring and supervising students of the NSD programme is an additional task for university teachers.

Students from outside the EU are generally not allowed to work in Austria. This creates some specific problems for scholarship students, because these students are generally excluded from paid internships or remunerated participation in research projects.

- Tracing and follow-up activities after completing the studies:
A tracing survey conducted by the ÖAD and commissioned by the ADA revealed a return rate of 90%; the remaining 10% could not be contacted and their career is unknown.

²¹ Consultation on 16.3. with Gerhard Glatzl and Birgit Habermann of the KEF

2.5.2 EWS scholarship programme (One World scholarship programme)

The EWS programme started already in 1966, under the name 'Zuschussstipendienprogramm'. It is addressed to students from non-European developing countries (with a phasing-out participation of Turkish students), who are already living and studying in Austria. In 2003/2004, the BMaA changed the framework conditions by limiting eligible students to those, who are already in the second stage of their studies²².

The return of the graduates to their country of origin is a formal condition of the scholarship arrangement. The grants received must be paid back in case of not returning within a year after graduating.

Female participation rates are generally high, with an average share of more than 50%. There are variations depending on the country or area of origin.

The general objectives of the EWS programme are defined as follows²³:

- Contributing to capacity building and institutional support in developing countries;
- Enhancing the internationalisation of Austrian Universities and strengthening the openness for development policy approaches;
- Contributing to awareness raising among students with regards to core development policy and global issues (gender justice, human rights, social justice and security, protection of resources);
- Supporting public relations in the field of development policy and contributing to an intercultural dialogue;
- Supporting sustainable contacts and exchange between Austria and the students as partners of the Austrian development cooperation and economy;
- Enhancing the creation and participation in networks;
- Sustainability.

²² Eligible students are those who did already complete the first phase of their diploma or master course, who did already pass their Baccalaureate, and students for the Doctor degree. Information provided by Theresia Laubichler of the KKS working group for the EWS, 13.3.2007

²³ Eine-Welt-Stipendienprogramm 2005-07, vorgelegt von der Trägerorganisationen AAI Wien, Graz, Salzburg, ÖLAI, ÖOG/HP, ÖAD, ohne Datum, p. 8 ff., own translation.

<i>Title of the programme</i>	One World Scholarship Programme (Eine Welt Stipendienprogramm – EWS)
<i>Managed by:</i>	AAI Graz, AAI Salzburg, AAI Wien, ÖLAI (for Latin America), ÖOG (for Near and Middle East in Vienna), ÖAD for students in Linz, Innsbruck, Klagenfurt, Leoben
<i>Short description</i>	This programme supports the education of students at Austrian universities, who, after returning home, can contribute to an improvement of the living conditions in their home region through the knowledge and skills they acquired in Austria.
<i>Objective</i>	To strengthen competencies and innovative potential in developing countries and to contribute to the internationalisation of Austrian Universities.
<i>Target group</i>	Students (undergraduates or graduates) from Africa, Asia and Latin America, who are at least in their second stage of their diploma degree programme or PhD students, and who are already living in Austria. Since 2004, applications from abroad are also accepted in special cases.
<i>Type of education/ courses funded</i>	Diploma, Master or PhD studies
<i>Criteria for application</i>	See definition of target group.
<i>Selection process / award criteria:</i>	Award committee, ranking system Women have priority in case of equal qualification
<i>Grant benefit paid</i>	Monthly € 500 for 2 nd stage of study, or € 550 for PhD students. Maximum duration: average duration for 2 nd stage studies, maximum of 36 months for Doctoral studies. Graduates who do not return to their home country or to another developing country afterwards should pay back the grant received.
<i>Number of students (year)</i>	195 beneficiaries 2004/2005**)

*) Sources of information: ÖAD website visited at 10 July 2006, **) KKS GesamtstipendiatInnen-Datei ÖFSE

Phases: selection, implementation and follow-up activities

The implementing agencies are responsible for all phases of the EWS scholarship programme:

- Preparation and selection phase: Information (public relations) and selection of the applicants. The selection of candidates and awards are the result of a standardised and objective selection procedure in Austria.

- Implementation phase: Accompanying measures during the training delivery phase are facilitating the integration of the students from abroad ('Studienbegleitende Maßnahmen'²⁴).

The problem that students from outside the EU are generally not allowed to work in Austria also affects the EWS students, who are generally excluded from paid internships or remunerated participation in research projects.

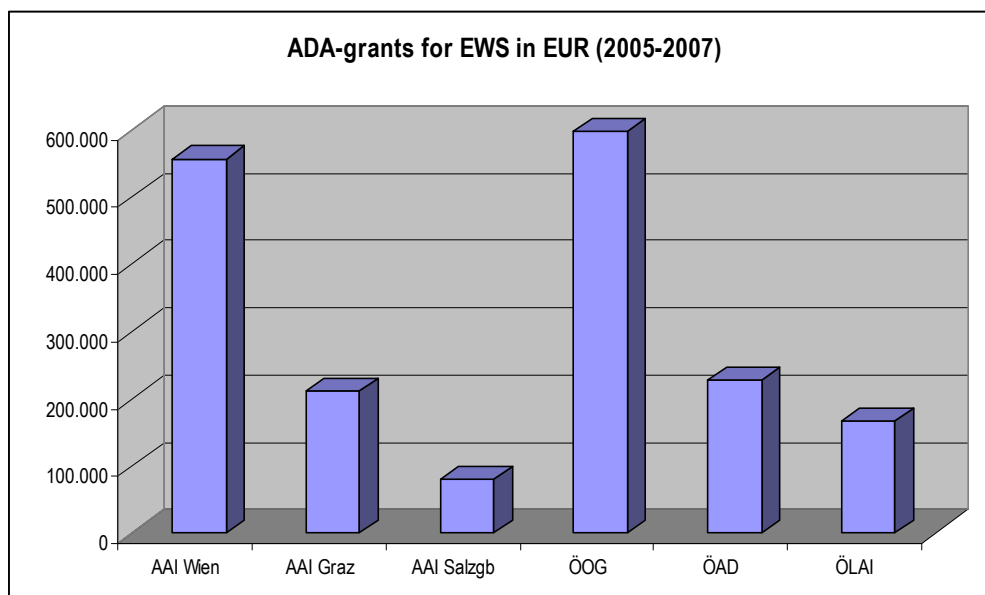
- Tracing and follow-up activities after the training phase: The implementing agencies in Austria have implemented alumni programmes and try to keep contact with the graduates. A systematic tracing and monitoring of the alumni's career is not in place.

In practice, it seems difficult to closely monitor the career of the graduates, and grants are usually not claimed back. The arrangement is that the administrating agencies report no-returns to the ÖFSE, and the ÖFSE is in charge of reclaiming the scholarship received from the beneficiaries.

The services of CAR – an Austrian 'Consulting Agency for Reintegration', active between 1994 and 1998, did, according to the evaluation conducted, not bring the expected results, the project was closed²⁵.

Distribution of ADA grants to the implementing agencies of the EWS

The ADA-funds, covering grant benefits for the students and administrative costs are allocated to the implementing agencies as follows:



Source: Project data provided by the ADA

²⁴ Eine-Welt-Stipendienprogramm (EWS), Teilprogramm: Studienbegleitende Bildung (STUBE), no date.

²⁵ Scherb, Margit (1999): Evaluierung. Reintegrationsagentur CAR. The agency received grants in the amount of EUR 370,950 between 1994 and 1998.

2.5.3 Vocational education in tourism and hotel management

The first courses in tourism and hotel management started already 40 years ago. The courses' curricula are designed to meet the demands of participants from developing countries. ADA is co-financing the courses, with a defined number of scholarship-beneficiaries. There are also students who do not need and receive scholarships; they usually also come from developing countries.

A first screening of the candidates is organised by the ADA cooperation offices and Austrian delegations in the partner countries. The selection process is very demanding, the number of applicants exceeding by far the possible placements. Eligible candidates should have prior work practice in the tourism sector and a career perspective at home when they return from Austria. The selection process of beneficiaries includes a pre-test and a criteria list. ADA is part of the selection process and makes sure that participants from ADC priority countries have priority. The share of female participants exceeds 50%. The geographical origin of the students includes also NIS countries (f.i. Kazakhstan).

A work practice for three months is organised by the ITH. To this end, the students get a fixed term work permit. Approximately 90% of the graduates return to their country of origin. Systematic monitoring and follow-up is assured with a person in charge for alumni contacts. There is evidence that alumni successfully founded their own tourism company in their home country and created jobs. Other alumni are working in public tourism institutes.

<i>Title of the programme</i>	Certificate Course in Tourism and Hotel Management
<i>Managed by:</i>	Institute for Tourism and Hotel Management (ITH), Salzburg
<i>Short description</i>	An 8 month programme in the field of Tourism and Hotel Management is offered, followed by a 3 months work practice.
<i>Objective</i>	To strengthen competencies and development of tourism in developing countries
<i>Target group</i>	High school graduates with at least 1 year experience in the industry, professional training preferred, from partner countries or priority countries of ADC.

<i>Type of education/ courses funded</i>	<p>Specialised vocational education.</p> <p>Besides the general module that focuses on Information Technologies, Sustainability and Human Resources, students specialize either in <i>Food, Beverage and Hotel Industry (Hospitality Management)</i>, in <i>Travel Agency and Destination Management</i>, or in the <i>Teachers Training</i> field.</p> <p>The 8 months course is accredited by two Universities in the Netherlands and in Australia and is equivalent to one full year of their Bachelor Programme.</p> <p>The ITH facilitates the placement for a 3 months work practice and application for the required working permit.</p>
<i>Criteria for application</i>	See definition of the target group.
<i>Grant benefit paid</i>	<p>Full scholarship (tuition fee, insurance, teaching material, excursion, full board, accommodation, travel expense, monthly allowance of € 200.-) for students from priority countries of the ADC.</p> <p>Partial scholarship (tuition fee, insurance, teaching material, excursion, full board, monthly allowance of € 200.-) for students from other developing countries.</p>
<i>Number of students (year)</i>	<p>30 beneficiaries 2004/2005**)</p> <p>2005/2006: 10 full and 16 partial scholarships</p>

**) KKS StipendiatInnendatei

According to the ITH²⁶, more synergies and impact could be achieved by creating links with tourism projects, research projects and business start-ups:

- Ethiopia and Nepal are carrying out (ADC-financed) tourism projects. In order to create synergy, project partners in these countries could nominate participants for an education at the ITH.
- Tourism projects in developing countries could benefit from applied research carried out by the students of the ITH. This should be further promoted and subsidised, if necessary.
- A grant scheme for business start-ups in the tourism sector of the home countries of the students is suggested.

²⁶ Recommendations of the Dean of the ITH, Leonhard Wörndl.

2.6 Short comparison with other OECD scholarship programmes

Many countries grant scholarships for students from developing countries²⁷. A few examples are: Norad Fellowship programme and Quota programme, Norway; Danida Fellowship programme, Denmark; Netherland's Fellowship programme; Sida International Training programme, Sweden; German Academic Exchange Service (DAAD); Development Cooperation Ireland Fellowship programme (DCIFP)²⁸.

Among these, the Norad and the Netherland's Fellowship programmes and the German DAAD programme explicitly aim at contributing to capacity development, according to their objectives. The programmes of Denmark (Danida) and Ireland (DCIFP) are closely linked with the host countries' aid development goals.

The range of modalities is generally very wide. But most of the programmes focus on applicants with some years of work experience, a commitment of the employer to retain the applicant in employment after his/her return back home, and a commitment of the applicant to return to their countries after finishing the studies. Sandwich studies, similar to the Austrian NSD scholarship programme, are offered in the Norad (NO), Danish, Dutch and German programmes.

Apparently, many programmes share a lack of demand-orientation: 'All programmes, except for a few components of some programmes, are supply oriented, in the sense that candidates from developing countries can choose from training opportunities which are offered in the host country.'²⁹ This is contradictory to the trend to build knowledge and learning capacity in the developing world itself³⁰.

The evaluators of the Norad programme conclude their review of other fellowship programmes with the following remark: "Despite positive accounts from alumni and employers about the effect of training on individuals and organisations, there is little formal evidence of the impact of training programmes on poverty alleviation, improvements in sectors, the economy or society"³¹.

²⁷ Norad (2005): Evaluation of the Norad Fellowship Program. Norwegian Agency for Development Cooperation, Annex 9.

²⁸ Norad (2005): Evaluation of the Norad Fellowship Program. Norwegian Agency for Development Cooperation, Annex 9.1.

²⁹ Norad (2005), op.cit, p. 137.

³⁰ Norad (2005), op.cit, p. 9.

³¹ Norad (2005), op.cit, p. 54.

3. Analysis of the scholarship programmes on the basis of leading questions

3.1 Relevance

HOW DO THE SCHOLARSHIP PROGRAMMES TRANSLATE THE SECTOR POLICY GOALS?

The Austrian Development Co-operation Act³² lists 'Bildung, Ausbildung und Betreuung von Menschen aus Entwicklungsländern' - roughly translated as 'Education and support to persons from developing countries' - as one of seven different measures of development cooperation. It could be assumed that the Act confirmed the scholarship programmes in place.

In contrast to this Act, the scholarship programmes hardly link to the AEC's objectives. These objectives are³³:

- Increased access to education for all, in particular for girls and women and other socially disadvantaged groups;
- Quality development and assurance of educational programmes;
- Support to reform processes and development programmes compiled by the partner countries;
- Narrowing of the North-South gap in science and research.

The scholarship programmes only hold some relevance to the last objective of 'narrowing the North-South gap in science and research'. This objective is merged into the scholarship programmes, but there are few examples of explicit research cooperation and agreements.

PROGRAMMING

There is no standard procedure in place for the strategic programming of budget line BL40, which is under the responsibility of the desk "educational cooperation" at ADA Vienna. The development of a strategic programme for BL40 has been defined as priority task by the desk, aiming at contributing to capacity building of the education sector in the partner countries.

³² 49. Bundesgesetz: Entwicklungszusammenarbeitsgesetz 2002.

³³ Quoted from: BMaA (2000): Bildungszusammenarbeit. Sektorpolitik der österreichischen Entwicklungszusammenarbeit. Wien, Sektion VII.

The potentials for capacity building could be strengthened, if a critical mass of persons was involved over a longer period. Capacity building, alignment with country needs and linkage with the development cooperation agenda (country programmes) could be better supported if the scholarship programmes concentrated on a smaller number of countries and on specific (academic) institutions and/or research priorities in these countries.

INTERNATIONAL COMMITMENTS

Millennium Development Goals and poverty alleviation:

Various papers claim a positive contribution of the scholarship programmes to poverty reduction³⁴. In our opinion, this is difficult to sustain. The relation of the scholarship programmes with poverty alleviation³⁵ (MDG 1: Eradicate extreme poverty and hunger) is complex and indirect and depends i.a. on the impact of the programmes on capacity building and better access to modern technologies and economic growth. There is evidence of an improvement of the economic situation of individuals. Some 'success stories' like those of graduates of the ITH provide an example for trickling-down effects, contributing to job creation in the tourism sector with entrepreneurial activities in their home countries.

To a certain degree, the scholarship programmes can be said to relate to MDG 3 (Promote gender equality and empower women) since they do take into account the gender dimension.

CONTRIBUTION TO CAPACITY DEVELOPMENT

Capacity development does not only concern individuals, but also organisations and society: "*Capacity development* is understood as the process whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time."³⁶

Indicators and assessment:

- At the individual level: increase of income, career prospects, return to the job.
An individual benefit can be assumed in all programmes, although there is no systematic empirical evidence³⁷.
- At the organisation level: can the higher qualification be used at the workplace and contribute to organisational learning?

³⁴ Zauner, Atiye; Saadat, Lydia (2003): Österreichische Bildungszusammenarbeit. Kurzfassung der Ergebnisse und Vorschläge zur Programmentwicklung 2002/2003. p.5.

Zauner, Atiye (2004): Was hat Studienförderung an den österreichischen Universitäten mit Armutsbekämpfung zur tun? In: 'Denken und Glauben' Nr. 132. Festschrift zum 40-jährigen Jubiläum des Afro-Asiatischen Instituts in Graz.

³⁵ UN Millennium Development Goals, www.un.org/millenniumgoals

³⁶ OECD (2006): The challenge of capacity development: Working towards good practice. DAC Network on Governance. DCD/DAC/GOVNET(2005)5/REV1, p.9.

³⁷ A detailed empirical analysis is provided by the ÖFSE: Zauner, Atiye; Karcher, Wolfgang; et.al. (1996): AbsolventInnenstudie. Verbleib und Reintegration von StipendiatInnen der österreichischen Entwicklungszusammenarbeit.

The organisational and the institutional levels have relevance in the NSD scholarship programme and in postgraduate courses, where the students are anchored with the institutions in their country of origin. These institutions are stakeholders of the process. Hence, these scholarship programmes can be described as ‘academic capacity building institutional cooperation support programme’. In contrast, the EWS programme design does not include a systematic institutional linkage with employers, universities or government institutions in the partner countries.

- The society: research networks and institutional collaboration; linkage to reform processes, poverty reduction.

The enhancement of sustainable research cooperation and networks depends to a large extent on the individual initiative and should be further and systematically addressed. A positive example of knowledge building in the partner country itself and enhancement of research cooperation and networks is the limnology course project³⁸.

In order to achieve an institutional and/or societal impact and to contribute to capacity development in the higher education sector in partner countries, scholarship programmes should be embedded as one instrument among others in more holistic approaches, entailing e.g. inter-institutional cooperation of universities, exchange programmes, twinning projects and similar measures.

The NDS scholarship programme aims at supporting not only individual scientists, but also universities and research institutions in developing countries. The institutional cooperation between Austrian and African research and training institutions in the field of limnology³⁹ and groundwater tracing are also positive examples. The institutional linkage with administrations, universities and employer organisations in the partner countries provide potential for capacity building effects. These effects can only be achieved, if the cooperation is sustainable and in line with geographic and sectoral priorities. The beneficiaries of the scholarship programmes are widely spread over many countries. A concentration on priority countries of ADC did not yet take place.

Further evidence on the capacity building aspect was gained from the field studies in Ethiopia and Uganda. The views in these partner countries confirm that the projects are well managed and have positive effects on the level of the individual beneficiaries (employment, career, income). However, the effects at systems level are limited, as they are not imbedded in capacity development as defined above. The impact at systems level depends on unspecific expectations in trickling-down effects through improved individual performance.

3.2 Effectiveness

OWNERSHIP

The supply driven approach of the scholarship programmes does not support ownership. The evidence from the case studies in Africa indicates that the universities or education planners in the partner countries

³⁸ Austrian Academy of Sciences, Institute for Limnology (2004): Endbericht zum Limnologielehrgang.

³⁹ Austrian Academy of Sciences, Institute for Limnology (2004): Endbericht zum Limnologielehrgang.

are not involved systematically, not in the selection process of students and not in the choice of course topics. "From an Ugandan perspective, the purposes and the rationale of post-graduate courses offered in Austria remain vague and unclear, and the selection procedures are not transparent."⁴⁰ The case studies from Ethiopia have a more differentiated result, but there is also a lack of systematic needs analysis.

Generally speaking, the scholarship programmes, in particular those offering standardised courses exclusively organised for participants from developing countries, are *supply driven*. There is no procedure in place to systematically analyse and assess the needs in the partner countries, specifically on part of the research institutes and the economy, and to align the programmes with national and/or sectoral priorities.

The reason for this apparently lies in a) communication problems between institutions in Austria and the partner countries, and b) a lack of resources to develop appropriate methodologies and sustainable coordination networks.

GENDER ASPECT

The policy goal is that at least 50% of the students should be women. There is a difference between the two large scholarship programmes regarding female participation. Whereas the female participation rate in the EWS programme is around 50%, it is markedly lower in the NSD programme with approximately 25%, with a recent increase to 27-28%⁴¹. This can be explained by the fact, that a) graduates with work experience more often have families and therefore have difficulties to study abroad, and b) that the NSD programme focuses on natural science and technology studies, areas where female representation is usually more limited. Female candidates with equal qualifications are already prioritised; a further increase of the female participation rate could only be achieved by addressing the issues that limit women's choices and prevent them from applying (i.e. gender roles and horizontal discrimination in the education system).

Across all the programmes, there are also marked differences in female participation depending on the geographical origin of the participants: Female participation is highest among students from Iran (50%), followed by Turkey (46%), and lowest in Sub-Saharan Africa (24%) and Maghreb and Arabian countries (25%)⁴².

Compared to 2001/02 with an overall female participation rate of 37.4%, female participation came down to 34.4% in 2004/05. This is mainly due to a lower female participation from South & Central America, South & Central Asia, and Iran.

With regards to the selection of applicants in Austria, the gender aspect appears to be adequately and systematically addressed. The selection phase starts already with the information to potential beneficiaries in the partner countries. In this respect, the evidence from Ethiopia regarding women's' equal access and participation in the scholarship programmes looks negative, whereas the evidence from Uganda gives a positive picture. For those applicants, who submit their application, the selection process in Austria is organised in a way that gender equality standards are met. The women's individual career benefits after their return needs to be covered by tracing the careers of the returnees in the partner countries under a

⁴⁰ Country Report Uganda, Matthias Jäger.

⁴¹ 2006/2007, according information obtained from the ÖAD, 21.3.2007.

⁴² ÖSFE (2006), op.cit.

gender aspect. Here again, the evidence from the field studies in Africa indicates a lack of systematic follow-up.

4. Conclusion and recommendation

Forty years back, when the partner countries still had weak tertiary education systems, the facilitation of studies in Austria had its rationale and justification. The scholarship programmes are binding a large, although slightly declining, proportion of the Austrian budget for the educational cooperation sector (68% of the overall budget for educational projects, and 81% of the budget for educational projects with developing countries, period from 1995 to 2008)⁴³. Since the start of the scholarship programmes, there have been reforms and continuous improvements to keep path with changing framework conditions⁴⁴. Overall, the approach was not questioned.

Globalisation impacts on higher education and on research cooperation. Scholarship programmes can have a complementary function and support the development cooperation agenda with the partner countries, but do not have the potential to make a remarkable contribution to the development of the tertiary sector in the partner countries at a systems level. The scholarship programmes in Austria are assessed as more and more fulfilling a complementary, instrumental function⁴⁵.

The view that tertiary education has little role in promoting poverty alleviation is widely shared. For Sub-Saharan Africa, this view has led to a relative neglect of this education sector and a reduction in spending. The argument for investing more in higher education is, that it is not only producing private but also public benefits, by enhancing economic development and technological catch-up. A trade-off between basic and higher education should be avoided⁴⁶. Investing in secondary (vocational) and tertiary education is certainly an option, but must be addressed at systems level.

Suggestions to further improve the effectiveness and impact of the programmes are given in the recommendations below. Focussing on relevant research areas, strengthening inter-institutional cooperation, and optimising the return of investment with systematic reintegration and follow-up approaches are recommended.

⁴³ See page 4.

⁴⁴ Zauner, Atiye; Saadat, Lydia (2003): Österreichische Bildungszusammenarbeit. Kurzfassung der Ergebnisse und Vorschläge zur Programmentwicklung 2002/2003.

⁴⁵ Zauner, Atiye; Saadat, Lydia (2003), op.cit., p.1.

⁴⁶ Bloom, David; Canning, David; Chan, Kevin (2006), p. iii.

Recommendations

<i>phase</i>	<i>Recommendation</i>	<i>Who is concerned</i>
Selection and preparation	Improve communication between implementing agency and coordination offices in the partner country.	ADA, implementing agencies
	Continue focusing on research topics which are in line with development cooperation priorities.	Implementing agencies
	Reduce the number of countries and concentrate on partner universities and institutes to improve impact.	ADA and implementing agencies
	<i>Moving closer to the South:</i> Develop a methodology of needs-assessment with the relevant institutions in the partner countries. Limit the post secondary and post tertiary training courses to those topics, which are not available in the partner countries.	ADA, cooperation offices
	<i>Moving closer to the South:</i> support the development of human resource development plans in the partner institutions (universities, public institutions), to enhance the embedding of higher education in development plans, and feeding-back the contents learned.	ADA, cooperation offices
	<i>Gender aspect in the NDS scholarship programme:</i> More should be done to attract women to apply; this would urge for a more active involvement of the partner institutions and the ADA coordination offices in the partner countries. An increased number of female participants could be achieved by addressing the reasons that limit women's choices and prevent them from applying.	ADA, cooperation offices
Implementation	NSD scholarship programme: Provide incentives and resources to supervising professors in Austria.	Universities
	Strengthen inter-institutional cooperation, exchange programmes, sandwich projects, twinning projects in teaching and research, and similar approaches.	Implementing agencies and universities
	Improve the (economic) conditions of foreign students in Austria (work permits under specific conditions) ⁴⁷ .	Government of Austria
Follow-up	<i>Optimising the return of investment:</i> Implement appropriate duties for systematic tracing and follow-up activities, in close cooperation with institutions in the partner countries. To facilitate the dissemination and sustainable application of search results in the partner countries, the organisation of regional workshops with presentations and discussions is suggested ⁴⁸ .	ADA, Implementing agencies and universities

⁴⁷ See KKS (2006): Kontaktkomitee Studienförderung Dritte Welt (2006): Bildungszusammenarbeit – BZA im Kontext der Österreichischen Entwicklungszusammenarbeit. Positionspapier, November 2006.

⁴⁸ Recommendation of the KEF, submitted 7 March 2007.

The NDS scholarship programme, with in-built institutional links between north and south has a potential for further improvement. The EWS programme is also a valid instrument, an educational project with manifold objectives. But the evaluation team does not regard this approach as educational cooperation, due to its low systems impact.

Though the scholarship programmes are generally well and efficiently managed, and can be further improved, the overall justification of scholarship programmes implemented in Austria as key instrument and backbone for the implementation of the sector policy education, and for pursuing internationally agreed goals (MDG), strategies (e.g. donor harmonisation) or national priorities (e.g. educational reform processes and strengthening local educational sub-systems) remains highly questionable.

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ANNEX 2: persons contacted

<i>Organisation</i>	<i>Person contacted / Function</i>	<i>Date</i>
ADA	Elisabeth Förg / Bildungszusammenarbeit , Barbara Linder / Bildungszusammenarbeit - Stipendienprogramme	28 March and 15 November 2006
ITH	Leonhard Wörndl / Dean	Telephone interview on 13 July 2006
KEF	Gerhard Glatzl / Head of KEF Birgit Habermann / Administrative and Programme Manager	16 March 2007
KKS	Theresia Laubichler Coordinator of the EWS working group	Telephone interview on 12 July 2006, personal interview on 13 March 2007
ÖAD	Ulrich Hörmann / Secretary-General Katharina Engel / Academic Cooperation and Mobility Unit Elke Stinnig / Academic Cooperation and Mobility Unit	5 April 2006 and 21 March 2007
ÖOG/HP	Siegfried Haas / Secretary General, Theresia Laubichler / Departement for Students	13 March 2007

Lydia Saadat (BMAA) and Atiye Zauner (ÖFSE) had been contacted during the inception phase of the Education Sector Policy evaluation.