Evaluation Report 1/2005

Norad

Evaluation of the Norad Fellowship Programme

Evaluation of the
Norad Fellowship Programme

Norad
Norwegian Agency for Development Cooperation
P.O. Box 8034 Dep, NO-0030 OSLO
Ruseløkkveien 26, Oslo, Norway
Phone: +47 22 24 20 30 Fax: +47 22 24 20 31

Design: Agendum See Design
Photography: Teresa Grøtan, Laxman Glhimire/IOF,
Jarle Simensen, Bjørnulf Remme/Norad
Print: Grefslie Kommunikasjon
ISBN 82-7548-157-0

Evaluation of the **Norad Fellowship Programme**

Nordic Consulting Group AS
in Association with Nuffic

Oslo and The Hague
June 2005

Stein Hansen, Nordic Consulting Group AS (NCG), team leader,
Ad Boeren, Nuffic,
Janne Lexow, NCG/Development Consulting AS (DECO),
Anders Wirak, NCG/DECO,
Erlend Sigvaldsen, NCG,
Mike Fergus, NCG.
Eke Mwaipopo, NCG Tanzania,
Santa Vusia, NCG Uganda,
Iftekhar Hossain, Bangladesh

Responsibility for the contents and presentation of findings and recommendations rests with the evaluation team. The views and opinions expressed in the report do not necessarily correspond with those of Norad.

Editorial Note

This evaluation report was prepared by a team of consultants from the Nordic Consulting Group AS (NCG), Development Consulting AS (DECO), and Netherlands organization for international cooperation in higher education (Nuffic).

The report is the result of desk reviews of available documents, studies and statistics, along with interviews with various stakeholders in Norway. The evaluation team conducted field interviews with university staff and former Norad Fellowship Programme (NFP) fellows and their employers in Bangladesh, Tanzania, the Republic of South Africa and Mozambique.

In addition a special consultant, Åsmund Mæhle, was engaged by Norad to interview former NFP fellows in the Kingdom of Nepal. His work is set out in a series of text boxes dealing with issues raised by his interview subjects.

Table of Contents

Table of Contents

Annexes

List of Acronyms

AIT	Asia Institute of Technology
BAPEX	Bangladesh Petroleum Exploration and Production Company
BC	British Council
BGD	Bangladesh
BUET	Bangladesh University of Engineering and Technology
CESO	Centre for the Study of Education in Developing Countries
CSFP	Commonwealth Scholarships and fellowship Plan
DAAD	German Academic Exchange Service
DCI	Development Cooperation Ireland
DECO	Development Consulting AS
DFC	Danida Fellowship Centre
DKK	Denmark Kroner
ERD	Economic Relations Division, Bangladesh
GATS	General Agreement on Trade in Services
GIS	Geographic Information Systems
GOs	Government Organisations
HISP	Health and Management Information System
ICCS	International Council for Canadian Studies
ICOS	Irish Council for International Students
IS	Information Systems
IST	Information Systems Track
MA	Master of Arts
MDG	Millennium Development Goals
MZM	Mozambique Metical
MFA	Royal Norwegian Ministry of Foreign Affairs
MKDP	Master Programme for Key Personnel in Developing Countries (Sweden)
MNRSA	Management of Natural Resources and Sustainable Agriculture
MOER	Royal Norwegian Ministry of Education and Research
MoEs	Ministry of Establishment, Bangladesh
MPH	Master of Public Health
MPhil	Master of Philosophy
MSc	Master of Science
MScIS	Master of Science in Information Systems
NCG	Nordic Consulting Group AS
NEMC	National Environmental Management Council
NetFP	The Netherlands Fellowship Programmes
NFP	The Norad fellowship Programme
NGO	Non-Government Organisation
NOK	Norwegian Kroner
N-S	North-South
NTH	Trondheim Institute of Technology (Norges Tekniske Høyskole)
NTNU	Norwegian University of Science and Technology (Norges Tekniske og Naturvitenskapelige Universitet)
Nuffic	Netherlands organization for international cooperation in higher education
NUFU	Norwegian Council of Universities' Committee for Development Research and Education
OECD	Organisation of Economic Cooperation and Development
PRSP	Poverty Reduction Strategy Paper
SELF	Norway's State Education Loan Fund
Sida	Swedish International Development Agency
SIU	The Norwegian Centre for International Cooperation in Higher Education (Senter for internasjonalisering av høyere utdanning), Bergen
SUA	Sokoine University of Agriculture
TAN	Tanzania
TANESCO	Tanzania Electric Supply Company

List of Acronyms

Tk	Bangladesh Taka
TOR	Terms of Reference
TPDC	Tanzania Petroleum Development Corporation
TZS	Tanzania Shilling
UCB	University College of Bergen
UCS	University College of Stavanger
UEM	Eduardo Mondlane University, Maputo, Mozambique
UHR	Norwegian Council for Higher Education (Universitets og Høgskolerådet)
UiB	University of Bergen
UiNs	Norwegian universities and university colleges
UiO	University of Oslo
UiSs	Universities in the South
UiT	University of Tromsø
ULS	University of Life Sciences
UNESCO	United Nations Education, Science and Cultural Organisation
URL	Uniform Resource Locator – The World Wide Web address of a site on the Internet
USD	US Dollar
UWC	University of Western Cape
UWC-SPH	University of Western Cape-School of Public Health
VLIR	Flemish Inter-university Council
WTO	World Trade Organisation

Executive Summary

Since the Norad Fellowship Programme (NFP) was established 40 years ago it has provided fellowships in Norway to several thousand students from developing countries. At the same time higher education in Norway has become much more internationalised. An evaluation team comprised of consultants from NCG AS, DECO AS and Nuffic was selected through an international competition to carry out a comprehensive evaluation of the entire programme, emphasising the period after 1998. The evaluation is based on desk studies, assessments of questionnaires from key stakeholders, interviews, meetings and field visits to Bangladesh, Tanzania, Uganda and South Africa.

Key Findings

Clearly demarcated objectives and indicators for measuring results have never been defined for NFP. This makes impact measurement a priori an impossible undertaking. There is little formal evidence of the impact of training programmes on poverty alleviation, or improvements to the economy or society.

The impact of training depends on the degree of rigidity, inefficiency, openness to reform, transparency and good governance in the civil service and education sectors. In cases where training is not embedded in manpower development plans, and a critical mass of persons trained is not achieved, development impacts are modest, as observed in the case of the Bangladeshi civil service. In contrast, the Tanzanian energy supply sector offers a good example of the impact of a long-term, focused training scheme.

The completion rates of fellows are usually high in scholarship and fellowship programmes. The vast majority of candidates return to their home countries and employers when these are committed to providing positions to returning fellows.

Compared to other international fellowship programmes, NFP is fairly small. Institutions of higher education in Norway are satisfied with the programme and the opportunities it offers to attract foreign students. However, they would welcome an expansion of the programme to include not only master's but also PhD level courses.

Parallel to NFP, Norway operates a relatively large undergraduate-, master's- and PhD stipend scheme called the Quota Programme, supporting a total of 1100 students per year from 77 countries in 2003/04, including developing countries as well as Central- and Eastern Europe and Central Asia. The scheme is financed by the Ministry of Education and Research (MOER). As of 2005, student administration of the Quota Programme was transferred to the Norwegian Centre for International Cooperation in Higher Education (SIU). Funding for student slots over NFP is comparable to what universities would have received had the courses been financed directly through MOER.

Conclusions

NFP has gradually changed character from a professional manpower development programme with a strong vocational element, to an academic capacity building institutional cooperation support programme. This has been amplified by the transfer of programme administration from Norad to UHR, with SIU in charge of day-to-day operations. The appointment of a NFP

Programme Board consisting exclusively of academic staff members to advise SIU on the selection of NFP courses, has strengthened Norwegian educational institutions in their efforts to internationalise. Course leaders select students in this decentralised NFP-system. This transition has made it more difficult to demonstrate the direct developmental relevance of a highly diverse NFP.

NFP is thus largely a supply driven fellowship programme. Norwegian Embassies are responsible for distributing information on courses offered and application forms, but outreach practices vary between eligible countries. There are no transparent mechanisms to ensure that emerging needs, e.g. the private sector's crucial role in PRSPs, are identified and prioritised.

Exchanging staff between institutions in developing countries and training institutes in the host country would probably increase NFP's "change agent" impact.

Several Norwegian institutions integrate opportunities and funding from the Norwegian Council of Universities' Committee for Development Research and Education (NUFU), NFP and the Quota Programme in creative, constructive and complementary ways in order to promote and implement North-South research cooperation and training. The Quota Programme has become a mechanism for selecting fellows for research collaboration between institutions in Norway and abroad. As a result, some key differences between NFP and the Quota Programme have been gradually reduced. However, the financial and administrative terms and conditions of NFP and the Quota Programme are different. With the recently proposed reform of Norway's State Education Loan fund (SELF), barriers to further harmonisation and cost-efficient coordination may prove difficult to remove. Nevertheless, this evaluation identifies areas where there should be scope for more harmonisation and cost-efficient administration of the schemes.

Employees at the Hydro Lab measure water movements. Photo: Teresa Grøtan

Providing education in Norway under NFP is a costly affair compared to nearly all other alternatives, primarily due to high general cost levels in Norway, although differences may also reflect quality variations. Nonetheless substantial quality upgrading should be possible with, for example, the nearly NOK 200,000 unit cost difference per student that separates NFP from the Master of Public Administration programme at Makerere University (Uganda).

Recent experience from outsourcing courses in a "sandwich" model to educational institutions in the South, e.g. University of Oslo (UiO) collaboration in South Africa, Mozambique, and Tanzania, is encouraging.

The evaluation reaches the following conclusions:

- The development relevance of NFP should be made more visible. This must be secured through course location and the selection of course topics. The trend is to build knowledge and learning capacity in the developing world itself.
- A second trend is the globalisation of higher education and capacity building. Globalisation lessens differences between schemes like the Quota Programme and NFP, as both are in the same global knowledge market. Emphasis on harmonisation and effectiveness points to reducing unnecessary administration. Differences between NFP and the Quota Programme currently appear artificial and unnecessary.
- NFP needs specific objectives regarding achievements and assessment indicators. Norad should focus on development criteria and concentrate on issues at the higher level.
- The prime target group(s) of the fellowships are institutions and employer organisations in the South. To make NFP more demand driven, the whole programme must be "moved closer" to the South.
- With a small number of fellows from a large number of countries and institutions, it is difficult to achieve development effectiveness and impact. Norway should limit the number of countries, sectors and courses to those where genuine societal "value added" impact is realistic.

Pratik Pradhan, General Manager at the Hydro Lab, explains how the model and sediment studies work. Photo: Teresa Grøtan

Recommendations

To increase the developmental impact, effectiveness, relevance, and cost-efficiency of NFP, five categories of measures are identified in the evaluation report. These are: policy framework, embedding of training in institutional development, training localities, training modalities, and harmonised administrative arrangements.

1. Introduction

1.1 Objectives of the evaluation

The main objective of the evaluation is to analyse and assess the results achieved by the Norad Fellowship Programme (NFP) in relation to the development objectives defined for NFP and in the 1999 Strategy. The Terms of Reference (TOR) highlight the following:

- The role of NFP in Norwegian policies and strategies for international cooperation and in a changing development cooperation agenda.
- NFP as an instrument for the strategic development of competence in partner countries from the perspective of the relationship between higher education and development.
- Comparison of NFP with other international scholarship programmes offered by other bilateral stakeholders.
- The relevance of the selection of the courses and fellowship candidates in relation to Norway's development cooperation objectives.
- The efficiency (cost-effectiveness) and effectiveness of administrative arrangements at the programme level.

Whereas the previous NFP evaluation in 1988 focused on courses, the present evaluation focuses on NFP as such; the composition of courses and origin of students is viewed solely from the perspective of their development relevance. Elements of the original TOR were somewhat modified during the course of the study in dialogue with Norad. Changes were agreed upon as a consequence of new information emerging in the course of the inception and data collection phases of the evaluation.

1.2 Structure of the Report

This chapter clarifies the evaluation framework, scope, main focus, main evaluation questions, methodology and tasks of the TOR. It establishes the boundaries and limitations of the evaluation and identifies practical shortcomings and their implication for the evaluation.

Chapters 1-2 are essentially concerned with the background, the historical- and policy-based context in which NFP has evolved, the data base available for analysis, and the evaluation methodology adopted. Chapter 3 takes on a contextual perspective, focusing on the role of higher education in the context of a changing development cooperation agenda over time. It goes on to describe and analyse the merits and shortcomings of a series of international fellowship schemes in order to derive "best practice" elements that are transferable to a Norwegian development cooperation setting for North-South research- and higher education collaboration. Chapters 4 and 5 describe strategic conceptual issues such as competence development, "value added" of NFP and similar programmes, and the potential for NFP to "produce" constructive "change agents". Evaluation findings and conclusions are presented along the axes of the five-dimensional OECD-evaluation framework. Chapter 6 pulls together the findings and draws conclusions as regards the future role, focus and organisation of NFP and other development cooperation, research and higher education support instruments supplied by Norway. Findings and recommendations are presented in chapter 7. Annexes 1 to 3 are found in this Volume whilst Volume 2 contains Annexes 4 to 9.

1) "Strategy for strengthening research and higher education in the context of Norway's relations with developing countries." Ministry of Foreign Affairs, Oslo, 1999.

1.3 Methodology

On the whole the methodological design is system-oriented rather than addressing individual courses or attempting to compare these.

The evaluation is based on a mixture of document studies, desk study questionnaires, country reviews, field visits, and follow-up at universities and university colleges in Norway and Southern Africa. Table 1.1 presents an overview of instruments applied in collecting data from different stakeholders, and indicates some of the approaches taken.

Table 1.1 Overview of respondent groups, analytic instruments, sample and method

Respondent groups	Instrument	Sample and method
Fellowship holders. Currently in Norway	Fellows' Questionnaire with fixed and open answer alternatives	Coverage: 80%. 2005 Winter Seminar participants, contact by e-mail, by course staff and by visits to the courses.
Fellowship holders from Bangladesh and Tanzania	Fellows' Questionnaire with fixed and open answer alternatives	As many previous fellows as could be traced by the evaluation resources. Use of e-mail, local consultant etc.
Fellowship holders from Bangladesh and Tanzania	Personal interviews, using the Fellows' questionnaire as checklist	Current and previous fellows at selected courses and as selected in the fieldwork in BGD and TAN. Interviews undertaken by evaluation team members and local representatives
Fellowship holders participating at the Kampala conference	Fellows' Questionnaire with fixed and open answer alternatives,	Most of the participants could be reached. As the sampling is arbitrary, results could only be used as examples.
Previous Fellowship holders - globally.	Fellows' Questionnaire with fixed and open answer alternatives	All former fellows, but limited to those where e-mail addresses are available. This sample is small and methodologically useless.
Professional staff (course leaders) at institutions in Norway	Question checklist (including policy issues) to be filled in by respondents	All staff on list received from SIU. Check lists delivered and received as e-mail attachment.
Administrative staff at institutions in Norway	Question check list (including policy issues) to be filled in by respondents	All staff on list received from SIU. Check lists delivered and received as e-mail attachment.
Institutional contacts for the courses in Norway	As above	As above
Social Secretaries in Norway	As above	As above
SIU staff	Interviews, meetings and correspondence	All SIU staff responsible for NFP, and on different occasions during the evaluation
Fellows' employers	Checklists of questions and open interviews	At selected institutions in Bangladesh and Tanzania. Interviews by local evaluation team members.
Norad staff	Interviews, meetings and correspondence	Norad staff responsible for NFP, policy resource persons and others.
Policy resource persons in partner countries	Open interviews	Selected persons in BGD and TAN
Staff at selected courses, as part of fieldwork in Southern Africa	Question check list to be filled in by respondents	At selected institutions in countries visited by the evaluation in countries in Southern Africa
Norwegian Embassies in Bangladesh, Tanzania and Uganda	Open interviews	As part of the fieldwork in Bangladesh, Tanzania and Uganda
Norwegian Embassies in all participating countries	Question checklists	All embassies in the countries with fellowship holders, responded by e-mail.

1.3.1 Questionnaires and samples of respondents

Different sets of questionnaires and question-check lists were produced and applied as part of the evaluation. Sampling criteria and instruments used to collect information were defined by the TOR. However, as contact information was scarce and arbitrary, the evaluation team found it necessary to apply a great deal of flexibility in its methodology. Table 1.2 below sets out the resulting respondent sample. For a detailed discussion and presentation of the questionnaires, complications in locating fellows, some of whom completed coursework 40 years ago, past and present course leaders, data obtained and data used in this evaluation, see Annex 8.

An unforeseen obstacle was the difficulty encountered in obtaining lists of fellows with contact information. Neither SIU nor Norad have reliable databases covering fellows, and referred the evaluation team to the course institutions, but responses from these institutions were mixed. Information was provided in many different formats and the quality varied in terms of validity and updatedness. There were no common systems of collecting or maintaining fundamental information (e.g. name, course year, address, home work institution), about the main beneficiary group of NFP; the fellowship holders. A basic precondition for collecting information to evaluate NFP was therefore not available.

Table 1.2 Questionnaires and respondent sample

Fellows	Number
Questionnaires from fellows starting 2004	97
Questionnaires from fellows starting 2003	60
Other fellows	147
Questionnaires analysed	**304**
Double and triple replies	11
Not completed questionnaires	57
Total	**372**

1.3.2 The Field Visits

Three field visits provided vital input to the evaluation on several levels. The evaluation team visited Tanzania (and in that context, also Uganda), Bangladesh, South Africa and Mozambique. South Africa and Mozambique were visited to provide international references, while the others were the main focus countries for gathering data about previous fellows. The same methodology was applied in Bangladesh and Tanzania and consisted primarily of:

- Spreading the questionnaire to as many fellows as possible
- Conducting in-depth interviews with 25-30 fellows in each country, a primary source for understanding the impact of NFP
- Interviewing the fellows' employers and managers, to put NFP in a development context both individually and for each institution
- Comparing NFP fellows with graduates with other educational backgrounds
- Conducting interviews with representatives from ministries of higher education and of other relevant stakeholders to assess the home country context, and to assess needs for particular skills.

Field visits took place in late February (Bangladesh) mid-March (Tanzania and Uganda) and March (South Africa and Mozambique) 2005. Regarding the sample, 103 Tanzanians and 77 Bangladeshi attended NFP courses in Norway between 1998 and 2004. By including fellows who attended courses before 1998, there were, in theory, a substantial number of candidates available for interviews. When possible, meetings with fellows were held at their places

of work. Many of the fellows came from the same group of companies. These interviews provided the evaluation team with a good indication of the scope for NFP students to influence work modalities and management practices. Two of the most important institutions visited in Tanzania were TANESCO (the national electricity supply company) and the Tanzania Petroleum Development Corporation (TPDC).

Problems were encountered in identifying the present whereabouts of former fellows, but with assistance from local consultants the evaluation team was able to locate a satisfactory sample. This problem is highlighted in the Tanzania country report in Annex 4.

South Africa was visited in order to evaluate a representative South-based course. The evaluation team decided to expand the field work (within the given budget) to include a visit to Eduardo Mondlane University (UEM) in Maputo, Mozambique, as well.

Based on material collected during the field visits the evaluation team has assessed the relevance, effectiveness and sustainability of approaches to "producing" master's degrees and their contribution to capacity building in accordance with the national health sector strategies in the involved countries.

Regarding Thailand, the evaluation team collected information about the cost and content of master's programmes at the Asia Institute of Technology (AIT) electronically, in order to analyse the comparative cost-advantages of different universities and educational institutes.

2. The Fellowship Programme in Brief

2.1 A Short History

The scope of this evaluation only leaves room for a brief account of NFP's history. Knowledge of how the programme developed over the years is useful in understanding the present situation. Two recent studies (only available in Norwegian) [2) 3)] have attempted to piece together the diffuse and lengthy history of the programme. However, this evaluation also draws on the recollections and accounts of Norad staff involved in the programme over the years. It should be emphasised that there are frequently conflicting and irreconcilable views on events that occurred many years ago.

Fellowships to foreign students were one of Norway's earliest forms of assistance to developing countries. NFP was initiated in 1962. In that year 30 students, mainly from Egypt, India and Thailand came to Norway. Lack of knowledge/competence was seen as a major hindrance to economic growth in developing countries. Policy in the 1960s was to offer training in specific fields where Norway had cutting-edge competence, including: geology, pulp and paper technology, marine engineering and fisheries. Courses varied in length from 6 months to 2 years and were offered not only at the University of Oslo and Trondheim Institute of Technology (NTH)[4)], but also at smaller local colleges and other institutions. By 1970 the programme had 157 students and NOK 4.2 million in expenditures. Throughout the 1970s there was a strong emphasis on the need to train individuals linked to projects supported by Norway in developing countries. The idea was that returning fellows would replace expatriate technical consultants. In a great many instances individual programmes of study were prepared for participants from such projects. In 1977 a total of 619 students received

Norwegian Student Union (Norsk studentsamband) represented by Jarle Simensen presents a typewriter to the student union in Ethiopia in the 1960s. Photo: Jarle Simensen

2) Lunde Renate and Kjerland Kirsten Alsaker, "Study of the Norad Fellowship Programme", University of Bergen, 1 November 2004

3) Minken Jannicke Hestås, "The Norad fellowship course at the Agricultural University of Norway 1970-1999", University of Oslo, 2002

4) Now the Norwegian University of Science and Technology (NTNU)

financial support from Norad. Of these, 126 attended one of the 7 recognised NFP courses, another 176 attended shorter courses in Norway and 309 attended programmes outside Norway.

During the 1970s and the 1980s it was frequently emphasised that support to NFP was support to the recipient country and not to the individual or to the individual organisation. This was an important principle in all assistance at the time, and one which has been subject to debate.

The review report of 1988 [5] confirmed Norad's position and emphasised that course content should be determined by recipient countries according to their needs, and that courses should be moved to developing countries when appropriate. In 1994 Norad organised an internal review of NFP courses in order to assess the degree to which the courses had followed up the 1988 evaluation recommendations [6].

By the mid-1990s there was another shift in opinion. Partly due to the recommendations of the "McNeill Report" referred to above, the number of fellows was reduced. Reading Norad's Annual Reports for the 1980s it is evident that interest in NFP began to wane over the course of the 1990s. All mention of NFP disappears from Norad's Annual Reports after 1994, despite the fact that the programme was still consuming between NOK 30 million and 40 million a year. There also seems to have been a reduction in Norad staff working with NFP and thus capacity to manage it. Norad began purchasing places from Norwegian academic institutions, and outsourcing certain courses to institutions in developing countries. As a consequence NFP courses were integrated into the ordinary curricula of the universities and offered to Norwegian students as well. It is interesting to note that in 1995 the NFP course portfolio was almost identical to that of the 1970s, a series of highly technical courses in subjects like pulp and paper technology, port and coastal engineering, shipping, hydropower development, wood processing etc., concentrated on about 10 courses in 4 institutions.

In 1998 Norad decided to outsource administration of NFP to the Norwegian Council for Higher Education (UHR), which in turn passed responsibility for day-to-day operations to the Norwegian Centre for International Cooperation in Higher Education (SIU). This seems to have gradually led to a new subsidiary objective for NFP. As well as strengthening capacity in developing countries, the programme was also to contribute to strengthening Norwegian educational institutions in their efforts to internationalise. This was further emphasised by the appointment of a NFP Programme Board. The selection of courses offered to NFP fellows is determined by the Programme Board and presented to Norad for comment at one of the biannual meetings (samrådsmøte) between the contract partners. The NFP Board consists exclusively of university and university college staff members. Norad is represented in the Programme Board as an observer only. Lunde and Kjerland (2004) point out that the introduction of a Programme Board in 1998 has led to greater emphasis on educational interests in NFP, to the possible detriment of development assistance considerations. It has also led to an expansion and diversification of courses, from 10 to 23, and the number of institutions, from 4 to 7. This could be termed as a considerable "deconcentration" of NFP. One could, in fact, argue that diversification towards non-traditional course topics reflects NFP's ability to change in acordance with changing signals in Norwegian development policy.

2.2 Basic Fellowship Characteristics

Few reliable statistics are available that cover NFP since its inception in 1962. The programme was administered by Norad for 36 years until 1998, but during that period the nature and content of the programme changed several times. In addition the way Norad administered such programmes, by changing the department and the person responsible every two or three years, was hardly conducive to continuity. Lunde and Kjerland (2004) report that they had to give up attempts to extract meaningful statistics from Norad when they found that Norad's own

5) McNeill D., Lexow J. and Wirak A., "Review of Diploma Courses financed by MDC/Norad", Oslo, 1988

6) Norad: "Gjennomgang av opplæringsordningen" Temautredning 1: Kursvirksomheten i Norge, Oslo 1994.

database STIPSTAT was unusable. At the universities there have also been major changes in personnel and administrative procedures over the past 40 years. This means that it has proved very difficult to draw up a statistical overview of NFP. However, by extrapolating from several sources, an attempt has been made. SIU's report on NFP [7] estimates that more than 3300 Norad students have completed diploma or master's degrees in Norway since 1962, although no source is given for this number. This is probably a conservative estimate if all courses covered by the term "fellowship" are included. Much depends on the definition used. If all students who have benefited from Norad-supported courses exceeding 6 months are included, then the numbers of persons who have benefited from the programme is considerably higher than SIU´s estimate. The consultants have extracted, from Norad Annual Reports from 1970 to 1997, all available figures which list the number of fellows registered on diploma courses. It appears that from 1970 to 1995 between 100 and 250 fellows a year came to Norway to study on courses exceeding 6 months. If this was the case then the table below shows that close to 6000 fellows have attended courses since 1962, and probably as many as 3000 others took individual courses or short-term courses and seminars in the period 1970-1990. We therefore estimate that there have been as many as 9000 NFP beneficiaries, when all courses are included.

Table 2.1 Estimates of Total Numbers of Course fellows: 1962-2004

Period	Nos of Course fellowships
1962 - 1970	880
1971 - 1980	1334
1981 - 1990	1900 *
1991 - 1997	945 *
1998 - 2004	849 **
Total 1962-2004	**5906**

Sources: Norad Annual Reports 1970-1997 (in Norwegian), SIU's website, 1998-2004
* Informed guesstimate based on Norad Annual Reports.
** SIU's website reports different figures than SIU's Annual Reports.

NTNU estimates the total number of NFP fellows at the university since 1972 at about 2200. Around 800 fellows have attended the four courses offered at the University of Life Sciences (ULS) i.e. Forestry, Soil Science, Animal Husbandry and Management of Natural Resources and Sustainable Agriculture, since 1974. These two universities alone account for at least 3000 fellows. Tanzania accounts for some 210 of ULS' 800 fellows.

Since 1998 when UHR (and SIU) took over administration of the programme, the numbers of participants has stayed approximately the same (about 100 per year), despite the fact that other individual courses and short-term courses are no longer covered by the programme. In addition admission to the programme appears to have become more competitive. In 1987 there were 332 applications for 142 NFP slots, whilst in 2004 there were 2287 applications for 132 places. This development appears to have impacted on the fellows' country of origin.

In the seven-year period 1998 to 2004, some 849 students from 34 different countries were enrolled in NFP courses. However, seven countries account for 565 of the fellows, or 67% of the total, see table 2.2. At the other end, 12 countries had less than ten fellows each enrolled during this seven year period. The number of Nepalis, Sri Lankans and Tanzanians declined considerably, whilst the numbers of Ethiopians, Indonesians and Malawians increased correspondingly.The selection system is highly decentralised and the responsibility of individual course boards or leaders, thus the changing composition of countries represented must be coincidental and not a matter of deliberate policy. However it underlines the fact that Norad now exercises little control over course content and the origin of applicants.

7) SIU, "Norad fellowship Programme", Bergen, January 2004

Box 2.1 Has NFP perpetuated or reinforced traditional class differences?

We asked several fellows in Nepal about the role of caste in getting a fellowship? This is what they said:

«Few of the Nepalese who apply for Norad fellowships come from the lower, less privileged levels of society. In fact, this is actually a problem on a national level. More attention should be directed to giving lower caste and poor people opportunties to study abroad."

"One of my colleagues in my company comes from a lower caste and he got a Norad scholarship. But very few Norad fellows come from the lower castes. If Norad wants to change this pattern, they should support primary schools in districts with many poor people and people from lower castes. In many villages the schools are very bad. It is difficult to find candidates from the lower class that are qualified to take master's degrees abroad"

"The criteria for selecting Norad fellows could be changed. Some scholarships could be reserved for poor people and people from lower castes."

Table 2.2 Enrolled fellows by country and applicants since SIU took over NFP administration in 1998

Origin/year	1998	1999	2000	2001	2002	2003	2004	Totals
Bangladesh	13	9	13	8	12	10	12	77
Ethiopia	10	17	17	13	13	13	18	101
Nepal	21	20	21	8	9	7	12	98
Sri Lanka	11	11	7	5	4	5	8	51
Tanzania	22	23	15	14	9	9	11	103
Uganda	9	9	10	7	13	10	16	74
Vietnam	9	9	12	6	8	8	9	61
Total Enrolled	**142**	**133**	**147**	**98**	**104**	**93**	**132**	**849**
Total Applicants	n/a	894	1051	1201	1711	1963	2294	
A/E-Ratio	n/a	6.7	7.1	12.3	16.4	21.1	17.4	

Source: SIU's website

Table 2.3 below shows that the number of applicants for courses has increased rapidly over the past four years (although there was a "dip" in 2003). In 2004 only 1 in 17 applicants obtained a place, most applicants were from Ethiopia and the course Management of Natural Resources and Sustainable Agriculture (MNRSA), at the University of Life Sciences was the most popular.

Table 2.3 Applicants and places for the fellowship programme 2001-2004

Year	Applicants	Places	Percent Women	No.of Countries	Main in Applicant Country	Most Popular Course
2004	2294	132	37	21	Ethiopia (566)	MNRSA *
2003	1963	93	34	20	Ethiopia (658)	MNRSA
2002	1711	104	47	21	Ethiopia (501)	MNRSA
2001	1201	98	39	21	Ethiopia (566)	MNRSA
Total	**7167**	**427**	-	-	-	-

Source: SIU website

* MSc in the Management of Natural Resources and Sustainable Agriculture at ULS was first introduced almost twenty years ago.

Norad students from the MNRSA programme at the Norwegian Agricultural University on field trip in Nepal. Photo: Teresa Grøtan

Tables 2.4 and 2.5 below present the substantial changes which have taken place in course content over the years. Norad fellowship courses offered in 1977 are presented in table 2.5, the 2004 programme consisting of 23 courses (four outside Norway) hosted by 7 Norwegian institutions is presented in table 2.4.

In 1977 NFP´s 126 fellows were distributed among 7 courses at 5 Norwegian institutions, only one of which, NTH, was an academic institution. The courses were highly vocational, and included wood processing, hydropower, shipping and fisheries - all Norwegian areas of expertise. By 2004 all 19 courses in Norway were taught at academic institutions and only the course in hydropower remained from 1977.

The almost 6000 NFP fellows represent over 50 nationalities. Although no precise statistics exist, Tanzania predominates with as many as 1000 fellows, 550 of whom attended the Master of Management of Natural Resources and Sustainable Agriculture programme at ULS. The most typical fellow is therefore a Tanzanian environmentalist.

By its very nature, higher education of the type purveyed by NFP brings direct benefits to the few [8]. This is inevitable, particularly in countries with low enrolment rates in tertiary education. In East Africa the net enrolment rate in tertiary education is about 3% of the eligible age group. In Vietnam this ratio is 10%, in Norway it is about 65% and in Korea and the United States it is approaching 80%. In a country like Ethiopia, obtaining an NFP fellowship confers a degree of exclusivity. It is hardly surprising that over 500 applicants from Ethiopia seek the 20 or so NFP places available to Ethiopians. On the other hand, in the best cases, benefiting the few can also benefit the many, for example in the case of Tanzania. In Tanzania Norad fellows have made a considerable impact on the lives of thousands of Tanzanians in the energy sector. This is where NFP´s success must be sought after: benefiting the few to benefit the many.

8) Recruitment to higher education in African countries is largely from the upper socioeconomic strata.

Table 2.4 Norad fellowship courses 2004

Institution	Courses Available
University of Life Sciences at Ås (In 2004 the title was Norwegian Agricultural University College)	• Master in Development and Resource Economics (5/214) • Master in Management of Natural Resources and Sustainable Agriculture (20/533)
Bodø University College	• Master in Comparative Social Work
Norwegian University of Science and Technology (Trondheim)	• MPhil in Social Change, specialising in geography (3/65) • MSc in Hydropower Development (10/99) • MSc in Petroleum Engineering and Petroleum Geoscience (10/114) • MSc in Electrical Power Engineering *(located in Nepal)*
Stavanger University College	• MSc in Petroleum Engineering
University of Bergen	• MPhil in Fisheries Biology and Fisheries Management • MPhil in the Anthropology of Development • MPhil in International Health (8/149) • M.Phil in Gender and Development • MPhil in Public Administration and Organisation theory (5/191) • MPhil in Cultural Heritage
University of Oslo	• Master in International Community Health • Master in Special Needs Education • Master in Comparative and International Education • Master of Public Health (Information Systems Track) *(located in South Africa/Mozambique)* (4/20) • Master in Information Systems *(located in Mozambique)* (4/128) • Health and Management Information Systems (1 year) located in Tanzania
University of Tromsø	• Master's programme in Visual Cultural Studies • Master's programme in Indigenous Studies • Master in International Fisheries Management (5/61)

Figures in parentheses are number of places and number of applicants in 2003

Table 2.5 NFP courses in 1977

Course	Institution	No. of fellows
Wood processing	NTNU	13
Hydropower	NTNU	19
Electrical power	NTNU	24
Ship inspection	Det norske Veritas	15
Shipping	The Norwegian Shipping Academy	46
Vitamins research	The Fisheries Directorate	4
Fish Processing	Vardø State School of Fish Processing	5
Total		**126**

Source: Norad´s Annual Report 1977

Box 2.2 Who Chooses the Courses, and which Ones?

In the 7 years between 1998 and 2004 no less than 74 Ugandans came to Norway on NFP. The total cost to Norway (and the corresponding benefit to Uganda) amounted to about NOK 35 million or USD 6 million, a substantial sum, both in Norway and Uganda.

Strangely enough, when we met Uganda´s Commissioner of Higher Education she had to admit she had never even heard of NFP. It turns out that like Norway most foreign donors do not go through the Commissioner. Most of them go directly to the individual ministries which interest them, in Norway's case the Ministry of Foreign Affairs and Ugandan universities.

Few donors ask Uganda what it needs, but rather give it what they have to offer. Exceptions are Belgium and India. Belgium offers 50 fellowships a year; 10 in Belgium and 40 in Uganda or sub-Saharan Africa; Uganda chooses the courses, not Belgium. India provides many fellowships to Uganda, but only those requested by Uganda.

There is no shortage of what Uganda has in the way of academic courses itself. In an advert in the "New Vision" of Sunday 6 March 2005, Makerere University offers no less than 109 different master´s degree programmes.

From the field visits made in Bangladesh, Tanzania and Uganda it appears that the selection process is fairly transparent. It is difficult to generalise on the socio-economic background of the fellows because of the wide spread of countries of origin. Because fellowships are widely sought after, there is a tendency for better-off and higher socioeconomic groups, or at least the "better-connected", to gain access to places. In recent years applications for fellowships have increasingly been made either through university administrations or through the public service commission route, where opportunities are widely advertised. In such a system it is almost impossible for an undeserving candidate to elbow his/her way to a fellowship. In addition, the final selection of fellows is now made by course leaders from a large choice of candidates, meaning it is less likely for candidates from a particular socioeconomic class to be favoured. In other words, our impression is that the selection system functions such that no particular socioeconomic class has benefited from NFP.

Box 2.3 Emancipating Women and Freighting Seafood – Two Fellows, Two Fates –

The Norad fellowship course International Comparative Education was just what she had been looking for. She spent two years in Oslo studying educational systems from all over the world, invaluable experience she could use in her home country. But it was not just her studies in Oslo that she benefited from. She was inspired by the status women had achieved in Norway, where almost anything was possible for a woman - as long as she was educated. Bibi Binti Abeid is from an old Swahili family in the Kilwa District on the Tanzanian coast south of Dar-es-Salaam. Traditional family life in Kilwa is very conservative, having its roots in the Arab/Islamic societies established on the East African coast five or more centuries ago. Bibi is sure she is the first girl from her village to take higher education. She intends to put it to good use and already has plans to form a NGO to help local girls fight prejudice and to help them get the most out of their education as she has done. There is much to be done, but the need is great as mobilising women in Kilwa has great economic potential.

Ramon Ramirez studied refrigeration for a whole year in 1982 at the Government Refrigeration Technician School (Statens Kjølemaskinistskole) at Lade in Trondheim. He is not sure whether it even exists any more, but in those days he was the only foreigner in a class of 40 Norwegians! His Norwegian had to be good to be able to follow. When he received his fellowship Ramon was an engineer in Nicaragua's Ministry of Fisheries, but since 1985 he has been working on various fish processing plants in Nicaragua, both on the Pacific and Atlantic coasts. Now he lives on Corn Island in the Caribbean, off Nicaragua's Atlantic coast. He makes a good living by ensuring that the lobster and shrimp air-freighted from the Island is in tip-top quality when it reaches Miami. He works as a fish processing technologist and quality controller on one of the big new processing plants set up by businessmen from Managua. It is not easy to keep pace with technological developments. When he was in Trondheim they worked on ammonia freezers. The new Japanese ones installed two years ago run on Freon 22, a completely different technology. They gave him some manuals so he has done the best he can to keep up, but it is not easy. Even so, exporting quality seafood has become big business and Ramon reckons he has just about enough saved to retire to his smallholding on the mainland.

2.3 The Gender Issue

From a development goal perspective, it is of interest to note that less than 50% of fellows surveyed report that the programme they attended addressed gender issues of relevance for their country. Another 28% were not sure if it did.

Isabel Maria Sancho Chuvambe from Mozambique is studying for a Master's degree in Petroleum Engineering at the Norwegian University of Science and Technology. Photo: Teresa Grøtan

Evidence from the recruitment of fellows over the past five years would suggest that universities practise positive discrimination in favour of female applicants.[9] Less than 25% of applicants to Norad fellowship courses between 2000 and 2004 were women, although the number of female applicants varied between courses. Nonetheless, in the same period the share of female students awarded places ranged from 34% to 47%. In practice this means that female applicants with similar qualifications have almost twice as good a chance of receiving fellowships as men. If the share of women on courses is to be further increased, then more attention will have to be paid to attracting women. Table 2.6 below shows the situation between 2000 and 2004. While about 23% of all applicants over the past five years were women, 38% of fellowships awarded went to women, indicating a clear positive discrimination in favour of women. However, in some countries, e.g. Ethiopia, the number of female applicants is significantly lower viz. 15%. The number of female applicants varies across courses. In 2004 over 30% of applicants to Anthropology of Development, Comparative Social Work and International Community Health were women, whereas the share was 10% for Hydropower Development and 0% for Petroleum Engineering.

9) Both the evaluation in 1988 and the review in 1994 observed the same.

Table 2.6 NFP fellows and – applicants by gender: 2000-2004

Intake of students/Year	Women	Men	Total	Percentage	Percentage Female Applicants
2000	50	97	147	34%	22%
2001	38	60	98	39%	21%
2002	49	55	104	47%	25%
2003	32	61	93	35%	23%
2004	49	83	132	38%	24%
Total	**218**	**356**	**574**	**38%**	**23%**

By comparison, the Quota Programme normally receives 1100 fellows annually from a list of more than 100 countries. In 2003/04 509, or 45%, of these fellows were women.

Box 2.4 Gender Issues: If they can do it, then why can't I?

Sajani Shreshtha from Nepal was surprised when she discovered how many women are in Parliament and hold public offices in Norway. "In my country, participation by women in Parliament is very low. During my stay in Norway I realised how important women are to the country. It seems like women are even more important and confident than men. It encouraged me a lot. I thought: "If they can do it, then why can't I?"

So when I returned to my home country, I applied for a job in a national park in a remote area. The project management said "Girls can not work in these tough surroundings". The standard of living is very low there and they only had electricity in a few villages. But UNDP wanted to recruit at least one or two women. I was selected from 81 candidates.

While I worked in the national park, people came to my office. Some of the women that visited me said: "Since you are a woman and we are women, we can talk to you about our problems. We could not take our problems to a man." One day while I was sitting in the office, a few women came. I asked them: "What is your problem. Why are you visiting me?" "We were just curious because you are a woman. We just wanted to see you", they replied. "You seem so nice, and now we know that we can come to you later." Then they went away. Earlier only men had been working in that office. Maybe they used me as an example for their daughters. Maybe they said: "Why not go and study. Women can do everything"."

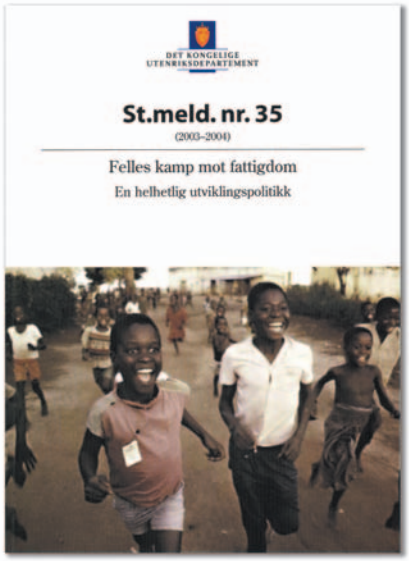
3. Contextual Perspectives [10]

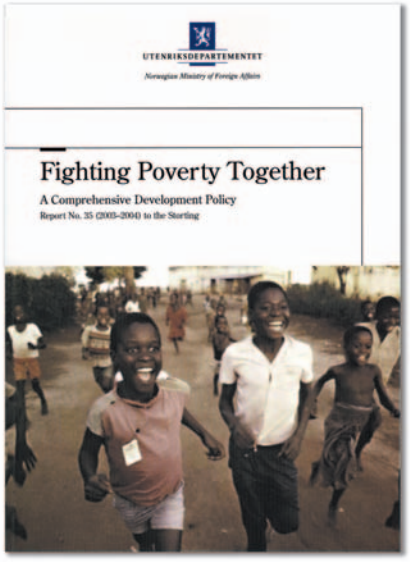
3.1 A Changing Development Cooperation Agenda

Norwegian development cooperation has generally come a long way since the project-mode of assistance which characterised the early days of NFP. Previously the aim was to contribute to competence building in specific areas, usually of particular Norwegian interest, through tailor-made diploma courses. With a focus on bilateral interests NFP contributed to addressing skills shortages in specific fields of operation. The majority of courses offered corresponded to what Norad considered were Norwegian areas of technical expertise.

In Norad's[11] strategies for the 90s the term "recipient responsibility" substituted the former "recipient orientation", implying that more emphasis should be placed on recipient governments' priorities and needs than had hitherto been the case. At the same time the term "Norwegian axis" was introduced, indicating that benefits should go both ways, as a means of stimulating Norwegian public opinion and promoting Norwegian interests abroad. One of the implications for NFP was that fellows were now seen as "ambassadors", who through their educational experience in Norway could play a role in creating social and productive alliances between Norway and the country in question. Whether or not these strategies changed the composition of courses or the impact of the programme is undocumented.

Since the late 1990s the emphasis in Norwegian development cooperation has been on programme support, sector and budget support, untied aid, partnership and inter-agency coordination and country-driven development based on national ownership. Norway no longer articulates a strong pursuit of its own national agenda, but supports national strategies for poverty reduction, usually laid down in PRSPs. Although Norway has focused on poverty reduction since the early period of international cooperation, there is no doubt that the strong political message put forward in White Paper No. 35 (2003-2004) has reinforced this agenda.





10) Most of this analysis and description were presented in the Inception Report of 31 January 2005.
11) Prior to the recent reorganisation "Norad" was written in capital letters.

The move towards sector-approaches calls for other types of skills and knowledge than those required in earlier projects. There is an increased need for capacity building within legal, political, economic and administrative frameworks in which system-reforms are to take place, and to create enabling environments for systems-knowledge and analysis.

The relationship between university education and society are at the core of this evaluation. Although this is a complex relationship, its relevance is demonstrated with increased force in current efforts to achieve the Millennium Development Goals (MDGs) by 2015. Besides playing an important role in efforts to fight poverty through the production of highly skilled manpower, higher education contributes to making available new technologies and knowledge, increased communication, networks and global alliances, which are all critical to achieving the MDGs. Reaching the MDG of increasing women's access to decision-making arenas is closely linked to expanding opportunities for women to participate in tertiary education programmes. The relevance of NFP should therefore also be seen within the context of the Norwegian policy goals of promoting equal opportunities for both genders.[12] It is within this broad context that the current notion of course relevance to national economic and social development was discussed with stakeholders during the country visits and with the universities that offer NFP courses in Norway. The term "discussed" is important in this regard, as official Norwegian policy documents may not reveal turning points in approaches to NFP as a result of general changes in the development cooperation agenda. Changes in this agenda are not always made explicit, but may evolve gradually and become institutionalised as general practice.

3.2 The Role of Higher Education

The TOR asks several evaluation questions related to the debate on the significance of higher education in fuelling social and economic development in a country. Samoff [13] describes that for the World Bank and other agencies the 1960s represent a decade in which the primary task of higher education in Africa was to develop the specific skills that African countries needed. The contemporary terminology was "manpower planning". After some years, according to Samoff, public expenditures on higher education, particularly on student accommodation, meals, transport and stipends, was seen by the World Bank as a misdirection of resources. Rate of return analysis showed that society would benefit more from investments in basic education than higher education. The resulting lack of investment led to severely under-resourced universities in many African countries. Norad did not follow in the footpath of the World Bank in this regard and has continued to support higher education through various channels and modes, including the NUFU programme, support to universities under bilateral agreements and support to regional research and higher education institutions. NFP has been one of these mechanisms. But its programme direction has shifted focus from what Samoff describes as manpower planning to knowledge generation in line with international trends.

In recent years the debate has focused on the changing higher education scenario and new roles for education in both the developed and developing world. In many countries in the South there has been a considerable expansion of higher education as a response to demand from the increasing numbers of secondary school leavers. The Task Force (UNESCO and World Bank-led) on Higher Education and Society (2000) places higher education in the context of a changing world economy in which knowledge supplants physical capital as the source of present and future wealth. This change in development driver emphasis follows from research conducted by the World Bank in the 1990s where the "Wealth of Nations" was reassessed.[14] This world-wide cross-country research convincingly showed human capital to play a much more decisive role for economic wealth creation and social welfare focused development, than availability of and access to natural resources. This in turn has led to increased acknowledgement of the need for higher education. The quality of knowledge

12) "Norwegian Strategy for Women and Gender Equality", 1995.

13) Joel Samoff and Bidemi Carrol "From Manpower Planning to the Knowledge Era: World Bank Policies on Higher Education in Africa" UNESCO Forum on Higher Education, Research and Knowledge 2003.

14) See e.g. "Expanding the Measure of Wealth – Indicators of Environmentally Sustainable Development", Environmentally Sustainable Development Studies and Monographs Series No. 17, The World Bank, 1997.

generated within higher education, and its accessibility to the wider economy, is becoming increasingly critical to national competitiveness.

Similar findings are confirmed in an OECD study [15] which finds that human capital is one of the key factors tied to economic growth in OECD countries. An estimated effect on GDP of one additional year of education among 15-64 year olds is around 6% on average. In developing countries, human capital increases have a higher impact on growth than in OECD countries.

The World Declaration of Higher Education [16] calls for a stemming of the "brain drain", since it continues to deprive developing and transition countries of the high-level expertise necessary to accelerate socio-economic progress. Rather, efforts must be directed towards a process of "brain gain" based on collaboration between institutions, principally through support of institutions in the South and South-South collaboration. In a recent report [17] Whyte suggests that training in northern universities has not necessarily produced the desired "brain gain" effects as *"training people in northern universities was not only costly but did not provide training that was relevant, and led to significant numbers of graduates not returning to their home countries, where they had felt frustrated and underpaid, especially in the public sector and universities. "*

3.3 Changing Framework Conditions

3.3.1 Gobalisation of Higher Education

The Policy Paper for Change and Development in Higher Education prepared by UNESCO[18] affirms that "the growing internationalization of higher education is first and foremost a reflection of the global character of learning and research. The universal context is being reinforced by the current process of economic and political integration, the growing need for intercultural understanding and the global nature of modern communications, consumer markets, etc".

Globalisation has led to a process of internationalisation of universities. Their role on the international scene has changed. Higher education is no longer a national issue, but has taken on global significance. At the same time higher education has increasingly become a commodity on the global market. Scholarships and student mobility have become sources of income for many universities in developed countries, in particular those that generate income through high tuition fees. However, public tertiary education in Norway is not (yet) considered a lucrative trade area.

The role of NFP in the overall development policy framework is described in White Paper No.33, which defines a strategy for strengthening research and higher education in the context of Norway's relations with developing countries. The purpose of the strategy is to define the main priorities for the various support schemes for strengthening research and higher education in the South and for development research in Norway, and to facilitate better coordination between the various players involved in the field. The aim is to promote greater synergy between the various support schemes. More specifically, NFP shall contribute to strategic competence-building in the field of public administration and in civil society, with a focus on educational and research institutions, the private sector and NGOs.

The role of NFP cannot be viewed in isolation from the wide range of other tools or mechanisms applied by the Norwegian Government and Norwegian educational institutions to promote internationalisation. One of the results of the Quality Reform of Higher Education (legal bill ratified in 2002 and 2003) was the focus on the international dimension of higher education. The aim of internationalisation was to guarantee that Norway's higher education is of high quality and is internationally competitive. Measures taken include the introduction

15) OECD Financing Education Investment and Returns, 2002.

16) "Higher Education in the Twenty-First Century: Vision and Action", 9 October 1998 Article 16.

17) Anne Whyte. "Human and Institutional Capacity Building: Landscape Analysis of Donor Trends in international Development." Report to Rockefeller Foundation May 2004. 18) UNESCO: "Policy Paper for Change and Development in Higher Education", ED-94/WS/30, Paris, p33.

18) UNESCO: "Policy Paper for Change and Development in Higher Education", ED-94/WS/30, Paris, p33.

of a standardised grading system (A-F) established by the Bologna Convention [19] and transferable credit points in accordance with the European Credit Transfer system. Laws making it possible to obtain joint degrees are currently underway. Tjomsland [20] describes the reform as constituting a radical "new" thinking regarding the internationalisation of higher education in Norway. Standardisation is a key word, and transnational cooperation with relevant institutions has been given high priority. An explicit aim of the Quality Reform is to attract more foreign students to Norway through courses offered in English. As a result the number of master's degree courses taught in English has increased to 2-300. It is worth noting that one government commissioned report [21] recommends implementing financial incentives to ensure that courses attended by foreign students in Norway conform to the special needs of their native countries and that these students return home and use the competence they have acquired to benefit their home countries.

3.3.2 The Role of NFP in the Overall Development Policy Framework

NFP can be characterised as a multi-purpose programme. It is designed to contribute to capacity building in developing countries and to give Norwegian institutions an opportunity to mount international education and training programmes and to attract international students. Less prominent but not unimportant is the view that the programme also serves as an instrument to stimulate public opinion about development cooperation in Norway and to promote Norwegian interests abroad. Although expansion of higher education has opened up for more in-country opportunities, access is still limited and competition for places high. The social basis for access may have broadened but there are still many groups that are underrepresented in higher education, expressed in, for example, unfavourable gender composition or the absence of minority groups. There have also been changes in common attitudes towards higher education and increased awareness of the importance of higher education qualifications for a wide variety of occupations that would not have required degrees in the past. In spite of this, there have been no matching domestic developing country investments in such higher education opportunities.

As a result, there is a growing unmet demand for higher education. For the vast majority of young people in poor countries it is impossible to gain access to high quality tertiary education. The rationale for offering an overseas fellowship programme is based on the assumption that there is an unmet demand for higher education in the countries from which candidates are eligible. However, Makerere University offers 109 master's degree programmes.

Globally, a contemporary feature of higher education is a diverse range of opportunitie. Over the last decade there has been a proliferation of higher education delivery models. There are many ways of obtaining a degree and many different avenues for financing. Distance education and use of internet are gaining in popularity and there are numerous flexible models which allow students to follow their own pace and combine work and academic pursuits. The distinction between public and private institutions has become less articulate and increasingly private universities are offering degree courses with recognised accreditation.

3.4 Analysis of Policy and Administrative Arrangements

3.4.1 Key Characteristics of NFP Orientation and Operation

In 1998, Norad transferred operative responsibility for NFP to SIU, which at the time was the operating secretariat for the Norwegian Council of Higher Education (UHR). Until recently UHR was contractually responsible for courses offered to international students. Under this agreement, Norad was responsible for setting policy and evaluating and monitoring NFP implementation and management. In 2004 SIU was established as an autonomous public

19) June 1999." An agreement on joint objectives for the development of a coherent and cohesive European Higher Education Area by 2010". The Bologna Process is pan-European currently consisting of 40 members.

20) Marit Tjomsland: "Internationalization at Norwegian Universities and Colleges after the Quality Reform." Working Paper 6-2004.

21)The Mjøs Commission Report (NOU 2000:14) "Freedom with responsibility: on higher education and research in Norway". Its recommendations formed the basis for the Quality Reform.

body under the MOER. In the future, SIU will be both contracting and operative partner for programmes financed by Norad. The administrative transfer of NFP from Norad to UHR signalled a change in character of NFP. Under Norad administration NFP financed tailor-made training in so-called professional diploma courses in specific areas, usually of particular Norwegian interest.

Today NFP focuses on master's degree courses considered relevant to candidates from developing countries. Courses are proposed by institutions in Norway. The NFP Programme Board, comprised of representatives from Norwegian institutions of higher education, decides which courses receive fellowships for a four-year period (two intakes of fellows). Norad can object to the course portfolio, but has not done so to date, according to our information. Norwegian universities and colleges are responsible for implementing educational programmes and selecting fellowship candidates.

SIU plays an active role during the entire period NFP students attend Norwegian master's courses, requiring three full-time SIU-positions. SIU's role in the Quota Programme, on the other hand, which it inherited from the Ministry of Education and Research (MOER) 1 January 2005, is limited to receiving applications for student slots from institutions that offer Quota slots and then granting Quota student slots to these institutions. Quota students are not in contact with SIU, their contact is with the State Educational Loan Fund (SELF) and the institutions where they study. MOER funds a 60% secretarial position at SIU to manage this task.

In the NFP system institutions of higher education in Norway assess and select relevant courses for participants from developing countries. Since no tracer or impact studies have been carried out, institutions rely in their own judgement of the relevance of course content, feedback from participants and other external sources. Whether these judgements are objective and realistic as far as developmental relevance is concerned may be questioned. Because of the multi-purpose character of NFP, it is safe to assume that the institutional or academic interests of Norwegian institutions play a role when they submit courses to the NFP programme. The extent to which Norwegian regional- and institutional interests also play a role in the selection of courses for NFP is difficult to establish. The selection process is made public by publishing all assessments of applications on the SIU website.

The changes described above lead to three preliminary conclusions:
1) NFP has changed from a professional training programme to a high level academic education programme.
2) A direct link with capacity needs in projects or organisations has been replaced by an assumed link between academic training and strategic competence building, much of which is directed at the institutions from which NFP fellows are selected and return to after completing their studies.
3) The interests of Norwegian institutions have gained prominence in the programme.

3.4.2 The Quota Programme Characteristics

Norad funded NFP is no longer the sole provider of financial grants to students from disadvantaged countries. Whereas NFP provides about 100 grants each year to fellows from a limited number of developing countries, and has an annual budget of around NOK 50 million, the MOER-funded Quota Programme (previously administered directly under MOER, recently transferred to SIU) provides grants to around 800 students from the South and around 300 students from Central and Eastern European and Central Asian countries to study in Norway. However, unlike NFP, the Quota Programme does not have a Board responsible for course selection. The Quota Programme pays out NOK 30 million annually in stipends and NOK 70 million in loans. NOK 26.1 million was written off in 2004 for 211 candidates who returned to their home countries after completing their Quota-funded education.

While NFP and the Quota Programme share the common goal of promoting the international orientation of Norwegian academic courses, marked differences between the programmes limit the scope for full integration. For one, the Quota Programme has as its generating premise to internationalise higher education in Norway, with development cooperation as a testing premise. NFP, on the other hand, has development cooperation as its generating premise, with the internationalisation of higher education in Norway as a testing premise. The academic profile of courses to which Quota students can apply is thus much wider than NFP. Nevertheless, over the years the goals and sub-goals of NFP and the Quota Programme have become more aligned, and participating Norwegian academic institutions have found valuable ways of taking advantage of both in a coordinated way. This is clearly commendable.

More important from the perspective of opportunities and barriers to closer integration to achieve economies of scale and scope in their administration are administrative differences. Crucial in this respect is the fact that the Quota Programme is financed by MOER and is an integral part of the overall Norwegian higher education policy. As such Quota students are eligible for loans from SELF. Upon returning to their home country these loans are converted into stipends. As a result there is a significant difference in the level of administrative services which SIU, now serving as the administrative body for both NFP, NUFU and the Quota Programme, can offer, both towards the fellows themselves and towards the Norwegian academic institutions. For NFP SIU is directly responsibile for the fellows, including the management and distribution of funds to fellows. This task is handled by SELF in the case of Quota students, since this is an integral part of MOER's national higher education policy. Consequently, SIU has three full-time administrative positions to manage NFP, while only a 60% secretarial position funded by MOER administers the Quota Programme.

3.4.3 Similarities and Differences: Barriers to – and Potential for Synergies

The academic profile of NFP has clearly become more supply driven than previously. Inevitably this has made it more difficult to demonstrate NFP's development impact. Vis-à-vis the Quota Programme NFP has lost this distinctive quality. Whether NFP institutions see this as a problem is doubtful. In interviews with students and former fellows, the majority of respondents did not object to a merger of the two programmes, provided the new programme

One of the methods the students are using is research maps. They urge the villagers to draw their stories, where things are, how things have changed, who owns what and so on. Photo: Laxman Glhimire, IOF

would have the flexibility of the Quota Programme and the generous funding of NFP. In daily practice Norwegian tertiary education institutions use both programmes along with NUFU programmes to run education programmes in Norway, and to establish academic and research cooperation activities with partners in the South. 'Strategic competence development' may have a different meaning for universities than for Norad. Universities and university colleges think in terms of building collaborations with partner institutions in developing countries with the aim of improving the teaching and research capacity of these institutions or departments. Their perspective is medium- to long-term and focuses on collaborations with mutual benefits. With the present funding arrangement and target groups, the NFP and Quota schemes are to some extent complementary. While they clearly overlap in terms of courses and target countries, they also reach somewhat different groups of applicants. It is stipulated that with the administration of NFP, SIU will try to achieve synergy between NFP and other schemes such as the Norad-funded NUFU research cooperation programme and other scholarship schemes that SIU now administers for students from developing countries, like MOER's Quota Programme. For a closer comparison of the strengths and weakness of NFP and the Quota Programme, see Annex 7.

NFP, with its development aid focus, targets mature applicants with 2 or more years of working experience and a secure link to an institution or bureaucracy in their home country considered to be a relevant development cooperation partner for Norway. Thus NFP contributes with capacity building in government institutions and NGOs. Fellows return to their institutions with new, updated relevant methodologies and understanding of how to address prioritised development cooperation issues. The secure link to their home base institution results in virtually all fellows returning to their home country institution. Such a selection process also enhances the "value added" potential of the programme, because returnees represent a "brain gain" as opposed to a "brain drain". From this perspective, NFP fellows are prospective "change agents".

3.5 Features of NFP in a Comparative Perspective

The evaluation team compared NFP with a number of other international scholarship and fellowship programmes in terms of objectives and/or characteristics through a comprehensive desk study of 10 different programmes. The findings of this desk study are summarised briefly here. The full study is found in Annex 9.

The ten international programmes evaluated include:

- Sida's International Training Programme, Sweden
- Danida's Fellowship Programme, Denmark
- Norway's Quota Programme
- British Chevening Scholarships, United Kingdom
- Commonwealth Scholarship and Fellowship Plan (CSFP),United Kingdom
- Fellowships and Scholarships of the German Academic Exchange Service (DAAD), Germany
- Development Cooperation Ireland (DCI) Fellowship Programme, Ireland
- Study and training grants for students from developing countries, Belgium
- Government of Canada Awards, Canada
- Netherland's Fellowship Programmes, the Netherlands.

3.5.1 Common features

NFP shares three intriguing features with the programmes listed:

a) The objectives of the programmes are vaguely formulated and no indicators have been defined to measure the effects of the programmes.
b) With the exception of a few sub-programmes/components, the education and training provided under the programmes is supply driven.

c) With the possible exception of the Danida Fellowship Programme, no proper integration of the programmes into a broader developmental policy framework or fine-tuning with other development schemes has been observed.

The reasons for these apparent short-comings are numerous, and often the result of historical developments. Programmes are supply-driven because funding agencies initiated them, although there are exceptions where attempts have been made to take proper account of demand.

3.5.2 Shared and distinctive features

As in Norway, programme administration, course selection, selection of candidates and implementation of courses in the Belgian, German and Canadian programmes are the responsibility of the higher education sector in these countries. Five other programmes are administered by non-profit organisations which have no direct links with the higher education sector. Two of these are non-departmental public bodies (Commonwealth Scholarship Commission and the British Council). The Swedish and Dutch programmes are administered by Sida and Nuffic respectively, neither of which have direct links to higher education.

In Sweden, Denmark, the Netherlands and Ireland the development purpose of the programmes is prioritised, which is reflected in the administrative set-up. In the UK programmes, political, national and global aims set the scene, and administration is in the hands of non-departmental public bodies for which a Ministry is responsible. In Norway the situation is more complex. Both the SIU Board and NFP Board consist of representatives from Norwegian higher education institutions. Although SIU is relatively autonomous, the programmes are the property of the higher education sector.

Nomination and selection procedures

In all programmes, candidates apply individually with approval from their employer, or are nominated by their organisation or institution. Selection procedures determine which candidates receive a scholarship or fellowship. The Danish and Dutch nomination and selection procedures ensure that the programmes are demand driven. Selection procedures vary widely. Some programmes use selection committees in the recipient country. In the German, Norwegian and Canadian programmes the selection boards of courses/students consist of national academics or a representative body of academic specialists. NFP Board members represent the institutions which apply for scholarship slots and select fellowship holders. Despite the fact that information about the course selection process is made public, the process is not all that transparent.

Size

NFP is a small programme in terms of the number of fellowships granted per annum. Of course, size is not important if the programme is successful in its aims. Size matters in programmes where the objectives of programme are broad in ambition and scope. The Chevening programme matches broad objectives with a broad scope and large numbers of fellowships. The purpose is to promote the UK in the world. The Quota Programme attempts to serve the interests of the Norwegian institutions widely. For the period 2005-2008, 47 Norwegian institutions of higher education have been awarded Quota slots, although the number of slots varies between institution. Programmes with a development objective tend to focus on sectors or a limited number of countries, assuming that a narrower focus will contribute to a more tangible impact. However, it seems unlikely that the 100 fellowships a year distributed over 32 countries awarded by NFP have the potential to make an impact at the country or sector level. The Dutch programmes have recently instituted the provision of multi-annual allocations over a period of four years in 10 countries, which are intended to help organisations to realise manpower development needs. This instrument is still in the experimental stage. Whether it will work remains to be seen.

Flexibility and modalities
Like the Irish DCI fellowship programme, NFP has only one training modality: master's degree programmes. Considering the size and purpose of the programme this makes sense. Expanding modalities without increasing the number of fellowships would probably fragment the programme into insignificance, or lead to a reduction of the number of training courses eligible for fellowships. Sida only offers fellowships for training courses of 3-8 weeks. In contrast, under the Norwegian Quota Programme, fellows can enrol in undergraduate, post-graduate and PhD programmes.

Other programmes have greater inbuilt flexibility. The British CSFP offers four types of scholarships. The Belgian, Canadian and Dutch programmes all have sub-programmes with various modalities. The diversity and flexibility of such programmes offer many advantages, not least the opportunity to respond appropriately to market demands. The total number of fellowships (900-1000 per year) awarded by Nuffic, for example, is significant enough to allow for a diversification of modalities.The present size of NFP does not support a diversification of modalities. However, Norwegian institutions would welcome the opportunity to offer NFP fellowships for PhD training, professional master's as well as full master's programmes. From this perspective, many institutions in Norway would advocate a merger of NFP and the Quota Programme provided it has a substantial window for development cooperation activities and retains NFP's funding privileges for candidates from developing countries.

3.5.3 Important lessons from other programmes
As Annex 9 illustrates, the different fellowship schemes display a variety of organisational and operative arrangements, which in part reflect the political setting in which they have developed. Strengths and weaknesses of each fellowship instrument from a MDG-oriented development cooperation agenda have been identified and appear to have virtual universal validity as regards both donor- and recipient countries. Findings and recommendations from fellowship reviews of other donors confirm and reinforce those of the present exercise when assessing the impact, effectiveness and efficiency of NFP. The lessons from these other fellowship programmes are integrated into the evaluation sections of chapter 5 below, and provide evidence of a universality not to be ignored in the process of preparing the future direction of NFP.

4. Some Conceptual Issues

4.1 Strategic Competence Development

The overall goal of NFP is to contribute to *«strategic competence development»* in the South.[22] Implicitly this builds on the assumption that it is possible to determine how and whether individuals who have completed their master's in Norway can transfer knowledge and information to an organisation and facilitate institutional changes. The notion of competence, however, implies a complex combination of skills, knowledge assets, resources and processes not easily defined and measured. It includes specific skills obtained from the cumulative effects of previous working experience and academic background, knowledge of effective working routines and a wide range of tacit knowledge, which in sum constitute individual competence.

Whether this competence is strategic or not depends on the situation in question. In some sectors there may be skills shortages in specific occupations that the fellows are able to meet. Such skills shortages may even coexist with high general unemployment rates for academically educated people. In some cases a "strategic" orientation will depend on the location of the fellow within the organisation and hence his or her influencing power. Thus the potential linkage between individuals with higher education and strategic competence building will have to be contextualised in case studies. Given the emphasis in the TOR on NFP's potential linkage with Norwegian development cooperation, strategic competence should also be seen in light of which sectors, programmes and projects are financed in the countries selected for in-depth studies. In order to conclude on the topic the evaluation team has attempted to access available analyses/assessments of the human resource situation in the country, sector of interest and workplace in question.

Various implications of "strategic competence building" are discussed from the perspective that an academic programme has to be judged differently in its achievement towards this goal than had NFP remained a professional programme within the "manpower planning" paradigm which characterised earlier phases of the programme.

4.2 Value Added

This evaluation is concerned with identifying the *«value added»* potential of studying at a Norwegian university for students from the South. Value added in this context is not to be understood in monetary terms, but as the value added to students' capabilities and knowledge as a consequence of their education and stay in Norway. The evaluation team assumes that value added in this context means that students are gaining something over and above what they would have gained had they studied elsewhere, e.g. in their home country. No precise measurement has been attempted but the evaluation has tried to solicit both students', fellows' and employers' feedback about possible advantages and disadvantages of their educational experience in Norway versus completing the same studies at a tertiary education institution in the South. The "value added" is not limited to an assessment of students' academic experiences or the quality of the individual course. While such factors are important, they do not fully capture the holistic effects of studying in another country e.g. the dynamics of studying in a diverse cultural setting in classes composed of students from different backgrounds, learning about another society, being exposed to different pedagogical approaches, ideas and practices

22) MoFA's Strategy for Strengthening Research and Higher Education 1999 paragraph 2.3 1.: The purpose of the fellowship programme is to contribute to strategic competence-building in the field of public administration and civil society, with a focus on educational and research institutions, the private sector and NGOs. Preference will be given to countries and regions that are given priority in Norwegian development assistance programmes.

with regards to political systems, gender, and social equity. The whole learning environment is a central theme in this context. A second element related to value added is to demonstrate possible advantages and disadvantages for the Norwegian institutions.

Value added assessment data have been obtained by analysing questionnaire responses and through in-depth interviews. One undisputed extra benefit obtained from studying in Norway is status, as a master's degree from most developed countries confers more status than a master's degree from a university in the South. Another benefit is personal development. By studying in an international environment, candidates broaden their perspective and international perception. Considering the socio-economic strata from which most fellows are recruited these benefits are primarily individual in nature, and do not necessarily promote wider societal developments. However, such individual benefits may make a positive developmental impact, through, for instance, the spread of knowledge. It therefore becomes particularly important to focus on courses that are relevant from a PRSP and MDG perspective.

Norad fellowship students are bridging an important cultural gap between Norwegians and themselves: They are learning how to ski. Every year in January, Norad fellowship students attend a winter seminar in Gausdal. The five frosty days in the mountains are filled with seminars and discussions, disco dancing – and, most important: skiing. Photo: Teresa Grøtan

Box 4.1 The Norwegians and Us

The relationship between Norwegians and Norad fellows is a recurring theme whenever you discuss a fellow's experiences in Norway. Something that all Nepali fellows agreed on was the great time they had at Norad's Winter Seminar at a mountain resort in January. It gave them a great opportunity to get to know their Norwegian hosts in an informal and relaxed atmosphere.

But social life in Norway was not always easy. Some fellows would have liked to socialise a lot more, but the weather was against it. People did not go out a lot in the winter and so it was difficult to get to know people. Fellows tended to socialise with other international students rather than with Norwegians.

One girl said: "When I studied in the Netherlands I had many Dutch friends. But in Norway I had few local friends. I think the reason is that Norad organised everything for us so that there was no real need to mix. In the Netherlands a group of local students looked after or "adopted" each international student. This way it was much easier to find one's way into local society and to understand how local people work and think".

4.3 Change Agents

Although the term "change agent" was not specifically raised in the TOR, the concept was introduced on several occasions during which the impact of NFP was discussed. The concept implies that NFP may be conceptualised as having an impact that encompasses a hierarchy of levels ranging from the individual to the organisational and societal levels. Fellows may play important catalysing and facilitating roles in producing higher-level changes.

Although some fellows may indeed play important roles as "change agents", playing such a role is highly dependent upon the support and acceptance of change in their working environment. Changing organisations and contributing to enabling environments involve a variety of factors and forces beyond introducing e.g. new technologies. The entire cultural framework
of the workplace in question must be addressed. This is a daunting task, in particular in cases where there are few others who have the same background experience from studying abroad, and where a rigid civil service culture has been cemented for the benefit of the "insiders". The "change agent power" of a critical mass of fellows in the same workplace would greatly enhance this "change agent" capacity.

Based on the findings here, we would hesitate in taking the "change agent" benefit too far. NFP has not hitherto proven its use or value as a creator of social change in our partner countries. It would be unfair to expect such impact by such a small programme. Thus the change agent role remains to some degree a theoretical construction.

Box 4.2 Should I stay or should I go?

In both Bangladesh and Nepal, the thorny question of fellows who do not return to their home countries was raised. In Nepal we found that before the year 2000, nearly all Norad fellows returned to their country to work. But after that time, many Norad Fellows had emigrated. Why? Was it the worsening economic and political situation, or was it better opportunities overseas? One Nepali was quite clear in her views:

"Fellows should come back to Nepal and serve their own people for at least five years. Why should Norad support people who then go to live and work in the United States or Canada? Maybe the selection process has changed, and things have become a bit more casual. Maybe it has something to do with the situation in the country. Before we were very proud of our country. Of course It was poor, but it was peaceful. But now people, especially the well educated, are more reluctant to return to and remain in Nepal".

5. The Evaluation

5.1 Evaluation Framework and Criteria

Table 5.1 Evaluation Framework and Criteria

Criteria	Extracts of Evaluation Questions derived from TOR	Preliminary Indicator Framework
Relevance	The extent to which NFP is consistent with development cooperation objectives Course level: quality of course offered, course composition and content Norway: usefulness to Norwegian institutions Norwegian development policies	Courses thematically aligned- links between course development and N development cooperation policies 40 applicants for courses – 23 approved by Programme Board. Country level: perceptions about students' contributions to the development process (from several perspectives- former fellows, employers, government officials) Selection of fellows from sectors of high priority
Effectiveness	Output - extent to which major objectives were achieved At programme level: what has the programme tried to achieve? At country level: have capacity and competence gaps within organisations been filled?	Completion rates Grades Number of women No of returnees No employed
Efficiency	Measuring efficiency of administrative and financial arrangements (converting Norad funds into university internationalisation, decentralisation, set up roles and linkages between various actors), SIU- in order to understand programme performance there is a need to understand operational procedures, recruitment mechanisms	Satisfactory administrative procedures Reports to/ from stakeholders timely and relevant Costs compare favourably with other scholarships/ courses
Sustainability	Continuation of courses as general courses at university Establishment and activity of networks, continuing education and knowledge generation) Probability of long-term positive effects of research collaboration, institutional links and partnership	Existence and maintenance of networks and institutional collaboration. Continuation of courses without Norad support, once course investment completed
Outcome/ Impact	Changes in country at institutional level Meeting human resources and good governance demands of MDGs and PRSPs Visible impact on Norwegian development cooperation goals and strategies at country level Improved performance of organisation - critical mass of qualified staff The change agent debate	Individual benefits: employability, salary increase, career prospects Workplace: performance, skills gap reduced Society: linkage to sectors of critical importance for poverty reduction and institutional reform

5.2 Relevance

Neither NFP nor the other donor-funded scholarship and fellowship schemes reviewed by the evaluation team have clearly demarcated objectives. Moreover they are not organically integrated into broader developmental and educational policies. Despite ambitions expressed in White Paper No.33 to the Norwegian Parliament, this is still the case with NFP.

It appears that Norad "lost interest" in NFP in the mid-1990s. Norad staff point to a general increase in development assistance to education during this period, with escalating workloads. A careful reading of Norad´s Annual Reports for the period 1990 to 2000 also suggests that NFP lacked direction; the programme was not referred to separately in the Annual Reports after 1994. Until the mid-1990s the number of NFP courses was limited and in line with clearly defined development cooperation policies. Norad's Annual Reports had explicit accounts of NFP up until 1994. Since then, NFP has been "watered down"; the number of eligible institutions and courses has expanded dramatically, while the budget has shrunk. NFP has changed character from a professional manpower vocational education programme

to a programme supporting academic capacity building, making it difficult to demonstrate the direct developmental relevance of the programme. This transition has coincided and been amplified by the transfer of programme administration from Norad to SIU with few directives from Norad. NFP is now a supply driven instrument in the hands of the higher education institutions, which report to MOER.

Box 5.1 North-South-South-South– "Sandwiching" relevant NFP courses

A Master of Public Health degree programme, with a Health Information Systems Track was initiated by UiO and launched at the School of Public Health at the University of Western Cape (UWC) in 2001. It is the direct follow up of a highly successful Norad – and subsequently NUFU-financed pilot programme, Health and Management Information Systems Project (HISP), applied in three districts in South Africa in 1995. Since 1999 the programme has been adopted country-wide to all districts and hospitals. The HISP model has gradually spread to Mozambique, Tanzania and Malawi.

One particular feature of this UiO-initiated master's programme is that once it was established and operational at UWC, initiative was taken to transfer and implement it at Eduardo Mondlane University (UEM) in Mozambique as well, with professional staff from UiO and EWC. However, at UEM two closely integrated and complementary master's programmes have also been implemented with close joint UiO and UWC supervision; MSc in Public Health (Information Systems Track) as at UWC, and MSc in Information Systems at the Department of Informatics at UEM. Both programmes started in 2001.

Based on this "South-South" transfer with UiO as a catalyst, such courses are now in the process of being offered in Tanzania, tailored to the specific needs of Tanzania and Malawi. UiO-, UWC- and UEM-staff are responsible for making this transfer a success.

Based on the material collected during the field phase of the evaluation, and based on interviews with the responsible staff at UiO's Department of Informatics, this would appear to be a highly relevant, effective and sustainable approach to "producing" master's degrees of applied usefulness to capacity and capability building in accordance with MDG-focused national health sector strategies in the involved countries.

In a supply driven fellowship programme, such as NFP, in which courses are developed and selected by academia in the donor country, offered to interested parties and paid for through central development cooperation funding, the overriding weakness is that the demand for training cannot be clearly identified and documented. Even if this evaluation has identified the development of some highly MDG-relevant master's programmes with openings for NFP- and Quota fellows, there are no clear NFP programme mechanisms to ensure that new needs are systematically identified and prioritised.

Are courses in Norway better from a professional standpoint? Some probably are, and by a good margin. In fact, the majority may be better, particularly from a Norwegian perspective, but not necessarily from a developing country's point of view. The question of relevance is crucial, and a number of fellows interviewed express concerns about the lack of relevance to their home situation, see Annex 6 for details. Location is normally an important factor in the question of relevance, and chances are that courses held in the South have more direct relevance than courses held in the North.

Professional and tailor-made courses offer better opportunities for integration into programmes, provided the need for them originates from requesting organisations in developing countries or they are identified on the basis of priorities in sectoral development cooperation programmes.

Increasingly, recipient countries' higher education needs are tied to acquiring more teachers and trainers with PhDs in development cooperation relevant fields, so that universities in the South (UiSs) can take on and train more master's degree candidates for positions in their home country's public and private sectors. It is increasingly understood that UiSs need to recruit candidates and develop a scholarly "elite". Candidates with relevant PhDs are becoming a necessary requirement for tertiary education institutions in the South to provide for attractive master's degree programmes on a sustainable basis. However, NFP as of today, with its narrow focus on master's degree courses only, does not address the need for high level research competence and capacity building in UiSs. Recent experience from NFP courses in South Africa and Mozambique operated in collaboration with UiO, show that many NFP graduates move on to PhD studies after successful completion of NFP courses. However, these fellows have to seek PhD financing from other sources. NUFU and the Quota Programme have proven to be valuable complementary funding mechanisms in this context, but the present organisation and administration set-up is cumbersome.

Funding courses and fellowships is difficult to justify from a development cooperation perspective when the needs and priorities of the programmes and partner organisations are not clearly visible. Although NFP courses are highly appreciated by both fellows and partner institutions, in some cases it is difficult to explain why a particular course is held in Norway.

Another issue related to NFP-relevance is the current unit cost system, which acts as a disincentive for developing courses in more expensive technical disciplines. These are precisely the kind of courses valued most by recipient countries (ref both of the field studies), and where demand is most apparent.

"Sandwich" courses and individual assignments related to the work of the candidate play an increasingly important role as tools for linking course subjects and ensuring the relevance of training to the organisations where candidates are employed. Such course structures also provide for the transfer of more courses and study time to institutions in the South, which may enhance the relevance and effectiveness of NFP courses. After the Norwegian "Quality Reform" of the education sector, Norwegian academic institutions have become more costfocused and "study-point oriented", since funding is partly based on the number of students that graduate. This could provide an incentive for these institutions to get more involved in developing cost-efficient and effective "sandwich" courses with well qualified academic institutions in NFP eligible countries. Box 5.1 above illustrates how this can be done successfully. Developing sandwich courses would also help to bridge the gap between the development cooperation- and the academic internationalisation goals of NFP. Obviously, such a transition would need to be gradual and adjusted to the rate at which the capacity to offer such courses at institutions in the South can be developed. Norwegian assistance could accelerate this process. A detailed feasibility study of the scope for expanding NFP to include PhD degrees, or the provision of a PhD "arm" of NFP, should be initiated.

Relevance is perhaps most clearly accounted for in the listing of NFP eligible countries. The list is limited and comprised of Norway's main partner developing countries. While this is superficially relevant to development cooperation goals, the impact and effectiveness of granting NFP fellowships to candidates from the civil service in countries where e.g. the rigidity of the civil service inherently prevents the intended outcomes and impacts of the courses, is clearly questionable. One may question the relevance of NFP-eligibility to countries where only a few of the courses have the potential to create the expected outcome and impact beyond the benefits to the individual fellow.

5.3 Effectiveness

Neither NFP nor the other donor programmes reviewed have a clearly defined position within broader educational and developmental policy frameworks. It is assumed that they will complement other schemes, but this is rarely translated in operational guidelines or administrative arrangements.

Course composition has changed over time. During the "demand driven" NFP era, courses clearly reflected manpower needs and capacity building topics high on the projects- and programme-oriented development cooperation agenda. With the outsourcing of course selection and administration to academia, this linkage has weakened. At the same time, many more UHR institutions have taken an interest in NFP, joined the Board and applied for NFP financed slots for their courses, which are not always closely linked to PRSPs and MDGs.

5.3.1 Private Sector Development and Management as a new Focal NFP Area?

It is interesting to observe that worldwide, the development cooperation agenda has become increasingly aware of the crucial role of creating sustainable private sector jobs as an integral part of PRSPs. At the same time, facilitating the conditions for developing countries to take a more active part in world- and inter-regional trade, and for domestic investments in a wider range of producing sectors, is obstructed by political instability, poor governance, corruption and excessive bureaucracies. Academic institutions in the South are now offering master's degree programmes to address these challenges (e.g. University of Western Cape, University of Pretoria and University of Cape Town) and seeking collaboration with academic institutions in the North. Norway has excellent business schools with the capacity to take up this international cooperation challenge, but they are not yet represented among the institutions approved for NFP funding.

5.3.2 The NFP – NUFU Synergy

The effectiveness of NFP is enhanced by NUFU activities. The NUFU fund to facilitate long-term research cooperation between Norwegian universities and university colleges (hereafter labelled UiNs) on the one hand and UiSs on the other, is financed by Norad and managed by SIU. It involves many of the same institutions and professional staff responsible for NFP courses and Quota students and their thesis-related research. In fact, when Norwegian institutions apply for NUFU funds for institutional research cooperation with institutions in the South, they simultaneously apply for NFP student slots in order to secure highly qualified master's degree students for their research teams, and for Quota student slots (at the master's and PhD levels) in case they do not get NFP slots or fewer such slots than they need to carry out research programmes with institutions in the South. The NUFU allocation is NOK 300 million for the five year period 2001-2006. NUFU has supported the active participation and collaboration of around a thousand researchers from UiNs and UiSs, has produced hundreds of PhDs, MSc, MA and MPH graduates, and around 2000 research publications.

The main NFP-eligible institutions in Norway have provided comprehensive responses to the questionnaires and interviews carried out as part of this evaluation. In general they are satisfied with the programme and the opportunities it offers to attract foreign students to international courses, as well as the programme's support to courses, field work and research collaboration with institutions in the South, much of which would not have been possible without this institutional contribution. From this perspective NFP provides a genuine "value added" service. However, Norwegian institutions would welcome an expansion of the training modalities within the programme to the PhD level and would like to see the inclusion of more costly study programmes.

5.3.3 Gender Awareness in Selection of NFP Candidates

The number of male NFP applicants far exceeds the number of females. 23% of applicants are women. However, among selected fellows, 38% are women. The institutions maintain that

even though they are gender conscious in the screening and fellow selection process, there has been little need to resort to inferior quality candidates to meet gender equality criteria. The reason is that there are many more highly qualified both male and female candidates to choose from than there are slots to be filled. However, for some traditional "male" courses in technical disciplines and engineering, women are severely under-represented. A more active recruitment approach should be encouraged for these courses. For some of the social science-, health and education courses, on the other hand, women are well represented. For the Quota Programme female fellows constituted 45% in 2003. This partly reflects differences in the mix of courses and countries, but also more "women friendly" financing conditions.

5.3.4 Impressive NFP Completion Rates

The completion rates of fellows are high. Success rates of 90-95% are not unusual. This is explained by the fact that the selection procedures prioritise highly qualified candidates for academic programmes and candidates with relevant work experience for professional programmes. In addition, experience shows that most fellows are highly motivated and eager to complete their studies as quickly as possible. Upon completion, the vast majority of the candidates return to their home country and employer.

Individual fellows usually report that they are very satisfied with the opportunity NFP provides to further their education or training in Norway or in their own region. Exposure to a foreign society and education/training system is seen as a major added value. For many candidates studying abroad opens their minds and changes their attitudes. They generally report a high degree of satisfaction with the quality of courses, teaching and thesis supervision. Employers do not always appreciate these attitudinal and behavioural changes. See Annex 8 for more details from questionnaire surveys.

5.4 Efficiency

Assessing the efficiency of NFP is a complex issue, primarily because of difficulties in establishing comparable means of measurement. While determining the costs of a given course or a given administrative arrangement may be relatively straightforward, objectively relating these costs to course and administrative output in order to compare this output with other alternatives is difficult. Thus, the following assessment is built on a substantial degree of subjective reasoning, and as a result, conclusions are tentative and drawn at a general level.

The TOR asks for an assessment of the cost efficiency of administrative arrangements. Further, it asks for benchmarking of cost structures with master's degree programmes at other relevant institutions. This last comparison leads to a brief discussion on development efficiency.

5.4.1 Administrative Efficiency and Costs

SIU took over administration of NFP from Norad in 1998. The arguments used were primarily related to improving the academic management of the courses and reducing the administrative burden on Norad.

One of SIU's first tasks was to cut the course portfolio from about NOK 60-65 million in 1998 to the agreed NOK 50 million. Scaling down was a painful process, and extra funds were granted from Norad to cover excess budgets.

As part of the initial agreement SIU was to receive 3.75% of the course portfolio to cover administrative costs. In 2001 this share was increased to 7.5%. However, at first SIU shared the cuts in total portfolio costs with the institutions and did not claim the entitled 7.5%; the full percentage was not claimed until 2004. Table 5.2 shows the approved accounts of SIU administration and NFP courses in the period 1998-2003, plus the budget for 2004. Total expenditures in relation to students and total funding are also shown.

SIU's annual administrative costs per student have varied between roughly NOK 13,000 and NOK 16,000 in the years 1998-2003. In per cent of actual programme funds going to the institutions, SIU has on average claimed an administrative cost percentage of 4.2%, including the budget for 2004, when SIU increased administrative fees to what they were entitled. The average cost per student increased likewise by a third that year.

Does this represent an efficient use of administrative funds? Norad estimates that they spent about 3-4 person–years on administrating the programme in the mid-1990s, and actually still use about half a person year on NFP. According to Norad's 1997 operating budget (tildelingsbrev fra departementet) the cost of a person year in 1997 is estimated at NOK 584,000 including salaries, travel, rent etc. Indirect administrative costs are guesstimated at 1 person year.

A yearly Norad staff input of five calculates at NOK 2,920,000, somewhat more than SIU charged afterwards. A study from 1991 [23)] estimates the Norad cost per fellow at roughly NOK 35,000. Multiplying this figure with the current annual intake of 100 new fellows, renders a total cost of NOK 3.5 million. Apparently, Norad spent more resources on the programme in the early 1990s than they did at the end of the period. Of course, this calculation does not take into account inflation; the cost in 2005 terms would be higher. The budget for a person year in Norad is now estimated at roughly NOK 750,000.

In conclusion, there is no indication from these figures that SIU has worked inefficiently, and SIU's self-limiting fee policy resulted in administrative savings.

The UNIConsult report does not address efficiency in particular, but rather administration in general. The report states that: *"Our evaluation of the people in the SIU organisation is that they are all highly professional within their area of expertise, dedicated, interested and are putting a lot of energy into their jobs. In our opinion, the SIU organisation in general is appropriately staffed for operating the Norad programmes under a decentralised model and as a secretariat for the Programme Board."(p6)*

Stakeholder institutions apparently agree; the report further concludes: *Our analysis of the interviews [with the universities], after having peeled off frustrations related to overall policies of the programmes, lack of funds, etc, is a high level of satisfaction with services provided".* This evaluation basically shares this assessment, even though there is scope for improvement, both in the budgeting and reporting systems (see UNIConsult recommendations p6-7). The financial reporting interface between Norad and SIU is one area that needs to be sorted out in line with UNIConsult's recommendations.

23) "Evaluation Report2.91: "Diploma Courses at the Norwegian Institute of Technology", DECO.

Table 5.2 Programme Costs per Institution and SIU Administration (NOK '000)

	1998	1999	2000	2001	2002	2003	Bud. 2004	SUM
Bodø College	0	0	0	0	0	0	720	720
University Stavanger	0	0	0	0	0	0	720	720
NLH	11,376	13,385	14,788	14,759	14,343	14,329	11,880	94,859
NTNU	16,711	19,344	18,346	15,533	14,163	12,622	12,357	109,077
University of Bergen	6,376	9,161	11,996	10,452	12,852	11,680	11,846	74,363
University of Oslo	1,125	2,828	5,550	7,418	7,407	8,277	7,859	40,463
University of Tromsø	536	1,378	2,359	2,246	2,603	2,628	3,341	15,091
Shipping Academy	6,152	6,244	6,661	2,788	0	0	0	21,844
Funds for new activities								383
Total Institutions	**42,276**	**52,340**	**59,701**	**53,578**	**51,367**	**49,537**	**48,723**	**357,521**
SiU Administration	1,100	1,973	2,065	2,315	2,300	2,439	3,750	15,942
Network fellowship	0	0	138	130	65	91	120	544
Winter seminar	0	0	1,149	635	586	656	700	3,725
Total SIU	**1,100**	**1,973**	**3,353**	**3,080**	**2,951**	**3,186**	**4,570**	**20,212**
Total SIU + Institutions	***43,376***	***54,313***	***63,053***	***56,658***	***54,318***	***52,723***	***53,293***	***377,733***
Framework Norad	***44,374***	***56,397***	***62,533***	***56,500***	***54,500***	***52,500***	***52,500***	***379,304***
SiU Adm./Norad framework	2.5%	3.5%	3.3%	4.1%	4.2%	4.6%	7.1%	4.2%
Total SIU cost per student (All)			13,199	14,806	14,829	15,928	21,256	
Annual Intake students		*134*	*147*	*98*	*104*	*93*	*132*	
Total no. of students		*242*	*254*	*208*	*199*	*200*	*215 (e)*	

5.4.2 Roles and Responsibilities

The first rule of efficiency is to have a division of work that allows each institution to do what it is comparatively best at, and then have clearly demarcated lines of responsibility between the different stakeholders.

The three main actors are Norad, SIU and the universities/university colleges, which execute responsibilities at successively lower levels. The responsibilities of each institution are spelled out in the Institutional Agreement. In line with the UNIConsult report (p.31) the evaluation team agrees that these responsibilities are clear and unambiguous. Furthermore, execution of the agreement is found to be in line with the stated principles.

However, there is one problematic issue in the interface between Norad and SIU regarding overall development policy. Norad expects SIU to identify the overall development criteria employed by the Programme Board, meaning that SIU spends an inordinate amount of time studying and defining priorities from the abundance of existing Norwegian development policies and strategies. It would clearly be more efficient for Norad to develop a set of development criteria to be used by the Programme Board when selecting courses for a new programme period, than for SIU to second guess what Norad/MOER initially meant when they published their different strategies.

The problem of unclear policies reverberates downwards, and is one of the few issues of contention found in the interface between the universities and SIU, not surprisingly as these criteria are core to the selection of courses. Development priorities have been applied liberally by the Programme Board, resulting in a wide spread of different courses. The Programme Board has made great efforts to placate most current Norwegian strategies, and has included, for instance, courses in indigenous studies. However, one of the top priorities in not only Norwegian but also international aid policy is to develop the private sector; an area which cannot be said to have been adequately covered, if at all. With all due respect to indigenous

studies, teaching, for instance, a Bangladeshi private sector manager, and the bureaucrats he needs permits and certificates from, how to access European markets, is higher on the agenda of the current PRSP- and MDG-focused development policy framework. We would recommend that Norad make such priorities more explicit in the future.

Norad should move their focus upwards in NFP programme chain, and focus on providing a viable set of development criteria and priorities. Currently, Norad spends most of their input on NFP on financial management matters, which is understandable given the recent emphasis on these issues. However, from an efficiency perspective, Norad should rather concentrate on higher level issues and leave detailed financial matters to the Auditor General.

5.4.3 Course Costs and Efficiency

SIU has for the past 4 years used a funding system that is similar to a unit price system. This means that all courses have been funded with the same amount per student, irrespective of institution, subject or curricula. In the first two years 1998-1999, funds were granted on a more graduated scale, but this proved almost impossible to administer during the process of cutting the programme back to scale. Granting funds in accordance with the budgets submitted by the universities would have cut the number of student places drastically. The Programme Board thus chose a universal unit price for all courses, rather than applying a discretionary method of cutting funds differently between courses. Unit prices have been as follows:

Period 2001- 2003: NOK 250,000 per student
Period 2004-2005: NOK 245,000 per student (increased initially from 240,000)

These unit prices are split in two components, one course- and one student-related, each of about NOK 120,000. A two-year master's degree now costs about half a million NOK.

The basic principle for funding master's courses is that a NFP grant shall cover normal operating costs of running the course, and not "investment" costs in establishing and designing the course. NFP only buys slots on existing international courses, where initial establishment is borne by the institution.

Table 5.3 Course Costs (NOK per year per student) 2004

	Tuition / Education Costs	Student costs	Total
NFP			
Current Unit Price	120,000	121,800	241,800
Successful Application avg. Course Cost	138,743	138,768	277,511
NFP South Based Courses			
Public Health, Western Cape	131,200	56,025	187,225
Power Engineering, Kathmandu	137,700	47,000	184,700
Government Funding, Cost Basis			
Design and Architecture	195,000		195,000
Science and Technology	130,000		130,000
Social Sciences	95,000		95,000
Asian Institute of Technology			
General Master Programme	53,300	20,638	73,938
Makerere University, Uganda [24]			
MA Public Administration	32,240	12,500 [25]	44,740
Master of Public Health	24,400	12,500	36,900

24) Based on exchange rate 6.50 NOK/USD.
25) Calculation by local NCG consultant for 12 months of food and accommodation.

While actual costs covered follow this unit price methodology, each university submits a budget to the Programme Board in which they state the "true" costs involved. This figure does not normally differ that much from the unit price, but it is almost universally higher. Comparing NFP costs with master's programmes elsewhere, including South-based NFP courses, is an interesting exercise in comparison. Table 5.3 shows annual costs per student at a number of institutions for the year 2004.

The category tuition/education costs includes what NFP terms education costs and course specific costs. Course specific costs are particularly prominent in NFP courses based in the South. The figures under government funding refer to the current system of funding the Norwegian Higher Education sector. In this complex system involving several components, about 40% of basic funding is based on a set of cost norms. These are estimated costs for students within a broad set of areas. This cost basis is shown in the table, in an annual cost per student format. [26)]

The figures presented in table 5.3 indicate that funding through NFP is comparable to what the universities would have received had the courses been funded directly through MOER. Norwegian institutions get more from NFP for "cheap courses" within the social sciences, but less for more technical disciplines.

Otherwise the table tells the expected story, namely that higher education in Norway is a costly affair compared to nearly all other alternatives, primarily due to high general cost levels in Norway. Differences may also reflect quality variations, although the quality of programmes at AIT and UWC compares to Norwegian universities. Norwegian courses in some technical disciplines, for instance petroleum and hydropower, are international "state of art" and possibly superior products. The real question is whether offering courses in Norway is efficient from a development perspective, given current development thinking (see discussion in chaps.3-4 above). After all, the quality of courses in the South could be upgraded substantially with, for example, the nearly NOK 200,000 that separates the unit cost of NFP and Makerere University.

Box 5.2 Outsourcing high voltage education

Norad has outsourced its fellowship course Electrical Power Engineering to Kathmandu University in Nepal. Professor Inge Johansen at NTNU designed the course which, in its first year, was attended by nine students. Four of them were from Nepal, one from Sri Lanka, two from Bangladesh, one from Indonesia and one from Zambia.

Gautam Bajracharya is a former Norad fellow from NTNU who assists some of the Norwegian professors. Gautam sees several benefits in running the course outside Norway. "Costs are lower here and it helps us to develop manpower at our university". "There is a downside too", he explains, "In Norway, experts came from companies like ABB and Statkraft and gave lectures. We cannot provide that kind of valuable practical input from industry. We have some electricity operators here in Nepal, but we don't have manufacturers of equipment like you have in Norway."

When the next batch of students arrives, the local staff will be able to assume larger responsibility for the course. However, according to Bhupendra Bimal Chetri, the course coordinator, it will take approximately ten years before Kathmandu University will be able to run the course completely by itself.

26) The actual system is more complicated than this, but the cost figures referred to can be found in "Statsbudsjettet 2004-2005", Undervisnings- og forskningsdepartmentet, teknisk dokumentasjon, p15.

Professor Bhadra Man Tuladhar is a member of the steering committee on behalf of Kathmandu University. He says "We are very proud to have an international programme at our university. When we run such master courses, faculty members feel motivated to do more research. We have worked closely with Norad since 1994, but it took a long time to convince Norad that we should establish this course."

A core aspect to consider is whether the current NFP respresents value for money related to real needs in the South. As discussed above, NFP is relatively supply driven, with few institutionalised mechanisms to test real demand in Norway's partner countries. If NFP funding were applied in the South it would generate far more master's degree holders than it does in Norway, thus potentially improving the demand/supply balance for particular types of knowledge. Of course, not all universities in the South would be able to deliver master's degrees of the desired quality, regardless of funding provisions. A reorientation of NFP to UiSs would have to be selective and gradual, and entail a substantial element of capacity building in universities that are currently not adequately staffed or equipped.

If it is decided that NFP should move towards a sandwich model, with three semesters in the South and one semester in Norway, a feasibility study should be undertaken. Such a study should map the present ability of institutions in the South to become partners in such a programme, and identify institutions and countries where Norway should support capacity building to enable institutions to become "sandwich-programme" partners in the future. The study should also establish how Norway can contribute along with a cost estimate and time frame.

Such a study should also consider the scope for simplifying funding structures. Would it be possible and desirable for SELF to manage Norad-funded fellowships under the modernised and more focused SELF proposed in White Paper No.12 (2003-2004)? At present SELF practices would require foreign students to take their first semester in Norway in order to get a Norwegian person number and become eligible for the Norwegian social security system. This eligibility is a prerequisite for SELF administration of the scholarship portion of NFP funds. It would not be reasonable to expect SELF to administer NFP scholarships unless sandwich courses are designed such that SELF conditions apply. An additional challenge is the recent simplification of SELF's cost-of-living allowance to students who study abroad, which is now the same regardless of the actual cost-of-living in the country of study. Applying this practice to outsourced NFP-courses as part of a sandwich model, designed among other things to provide for more fellowships through lower costs of living, would undermine entirely this important justification for the sandwich model concept.

A final development efficiency argument for moving the focus of NFP courses to the South is related to the knowledge multiplication and sustainability effects that follow from building national capacities. The MPH programme supported by NFP in South Africa, for instance, not only benefits the 5 NFP fellows, but also the other 60 local students that attend the course.

In conclusion, this evaluation finds it difficult to fully justify the higher costs involved in funding master's degrees in Norway as opposed to funding similar degrees in the South. However, there are development benefits to be had by students spending time in Norway. Combination programmes offered in the South and North would reduce total costs while keeping these essential development benefits. From a development efficiency perspective this is an attractive alternative.

5.5 Impact

Neither NFP nor the other donor scholarship and fellowship programmes reviewed by the evaluation team define results for measuring the success of programmes. This makes impact measurement a priori an impossible undertaking.

Compared to other international fellowship programmes, including the Norwegian Quota Programme, which funds 1100 students, NFP is relatively small. It also differs from most other programmes in that it only offers one training modality, i.e. master's degree studies.

The institutional share of NFP's unit price per fellow not only benefits NFP fellows, but all course participants. Even though the courses would have been held regardless of NFP, they are enriched by the international dimension provided by having NFP- and Quota fellows on board.

For courses outsourced to institutions in the South the impact is entirely different. The highly MDG- and PRSP-relevant MPH programme at UWC is a case in point. It has around sixty students predominantly from Southern African countries, of whom four are NFP fellows. NFP funding, however, benefits all of the students, so that the unit cost per NFP fellow attending the MPH programme is significantly less than on programmes where NFP fellows constitute the majority of students. Course participants also benefit from lectures and guidance provided by high quality teachers from abroad. NFP was instrumental in establishing the MPH programme in its present form. The PRSP- and MDG-relevant MPH and MSc courses at UEM operated jointly with UiO and UWC are additional examples of courses established in the South as a result of North-South institutional collaboration, which would not have been possible without NFP's institutional contribution.The institutional impact of individual training tends to be modest when it is not embedded in the manpower development plan of the organisation which employs the candidate, or when the candidate is the only one in the organisation trained in a particular area. A critical mass of persons trained is needed in order to ignite organisational change. The Tanzanian field visit offers a good example of the impact of a longer-term and focused training scheme on a particular sector (TANESCO and TPDC). In Tanzania a substantial training impact has been achieved because fellowships were awarded to employees from the same organisation and/or sector. However, most organisations do not have such strategic staff development plans.

When they return home, many candidates are not given the chance to fully apply the new knowledge and skills they have acquired. The reasons for this relate to the work environment or to a change in work responsibilities or position. The workplace may not have the right infrastructure or equipment, management may not take an interest in what the employee has learned, or the candidate may be promoted to a position where the acquired knowledge and skills are less relevant.

Although the main policy of fellowship programmes with a development focus is directed towards improving the functioning of intermediate senior level personnel in organisations and less towards individual development, the rate of return for the individual trainee seems to be much larger than the social (organisational) rate of return. One of the reasons is that in general only one or a few persons per organisation obtain fellowships to study abroad.

The findings of the country visits as well as those of evaluation studies of other programmes clearly indicate that former fellows are usually highly satisfied with the opportunity to study abroad and the knowledge and skills gained.

A common assumption found in fellowship programmes is that improved job behaviour on the individual level has an impact at the organisational level. This is an ideal model of the

impact of the training process. However, impact at the organisational level demands much more than simply sending employees to attend formal learning programmes abroad. Integration of newly learnt qualifications in the home organisation depends to a high degree on the readiness of the organisation, not merely on the motivation and efforts of individuals. The contexts of Bangladesh and Tanzania provide a striking study in contrasts, see Box 5.4.

Box 5.3 Observing impact: Fellowships, electricity and poverty reduction

Nobody knows precisely how many people now live in Dar-es-Salaam, the capital of Tanzania. Best guesses put the figure at over 4 million (almost ten times the size of Oslo). Keeping such a city supplied with electricity is a daunting challenge. Electricity is essential for pumping water and for disposing of sewage. It is essential for street lighting to provide security. Only the well-off can afford to use it for lighting or cooking, but electricity is increasingly important for the thousands of small industries and businesses which have developed in the city over the years, and which now provide livelihoods for hundreds of thousands of Dar´s inhabitants. What would the Government do without a reliable supply of electricity for its offices and equipment?

Over half the city´s electricity comes from power generated from the offshore Songo-Songo gas fields, about 300 miles south of Dar-es-Salaam. The rest comes from the National Grid which is fed from a series of hydropower schemes like Kidatu, Kihansi and Mtera.

These names are familiar to many of the Tanzanian fellows. Many of the senior engineers responsible for setting up Songo-Songo for the Tanzanian Petroleum Development Corporation (TPDC) completed master's degrees or diploma courses at NTNU in Trondheim. At the same time TANESCO, the country´s electricity company, was developing the country´s hydropower resources in the river basins of central Tanzania. Again as many as 40 Tanzanians took the hydropower course at NTNU, enabling them to exploit their country´s great hydropower resources. Credit must also be given to the efforts and enthusiasm of individuals like Professor Dagfinn Lysne, who initiated the course and knew what trained Tanzanians could do for hydropower in Tanzania.

Of course, it was not only Norad fellows who got the electricity flowing at TPDC and TANESCO, but a judicious combination of NFP with short, specialised courses in Norway (with STATOIL and NVE for example), and the use of Norwegian experts and consulting firms. All of them had a common mind-set, founded on Norwegian applied engineering skills which enabled them to produce gas at Songo-Songo and power at Mtera.

The results are there for all to see. For a practical demonstration of the impact of electricity on poverty reduction in Dar it is enough to go to Mwenge off Bagamoyo Road and watch the carpenters at work producing furniture with their power tools. Electricity has revolutionised their lives.

In line with the Netherlands Fellowships Programme evaluation quoted below, and supported with evidence from the Danida Fellowships Programme and the Tanzania field trip: "An agreement for staff development between institutions in developing countries and training institutes in the host country would probably increase the training impact, as a critical mass is necessary in order to enable changes/innovations in an institute. Such an agreement would last several years, enabling the training of a large number of staff. It also offers the training institute a possibility to be informed in detail of the need for training and of availability of equipment. Even more impact can be obtained if training courses could be implemented in the region or country concerned".

Despite the positive accounts of alumni and employers about the effects 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. However, there are exceptions, as illustrated in Box 5.3.

One particular feature of the UiO-initiated master's programme at the School of Public Health at UWC is that once NUFU-funded research cooperation had paved the way for implementing the programme, initiative was taken to implement it at Eduardo Mondlane University (UEM) in Mozambique as well, where UiO also helped establish an MSc in Information Systems. Based on this "South-South" transfer with UiO as a catalyst, such courses are now in the process of being offered in Tanzania, tailored to the specific needs of Tanzania, Malawi and Ethiopia.

Box 5.4 Bangladesh and Tanzania: two countries: different impacts

It was good that we knew both countries well beforehand, because Bangladesh and Tanzania are not the easiest countries for the casual visitor. Bangladesh, with its jam-packed cities, noisy crowds and bustling traffic, can be overwhelming. Tanzania, on the other hand, with its laid-back, even lethargic air can frustrate the impatient foreigner. The countries are very different. We had come to see how Norad fellows had fared, some two some twenty years, after studying in Norway.

In Bangladesh everything was pretty predictable. Despite the turmoil which is the daily scene in Dhaka, the fellowships had not really made a lot of difference for the fellows' place of work or for the country itself, for that matter. The fellows had followed a well-worn path. Most had come from the Civil Service, which is an exclusive organisation. Competition to enter is fierce – 1 in 60 applicants is successful. But once you are in, you are set for life, and your progress more or less pre-ordained. Foreign fellowships are based on merit, but age and seniority weigh heavily. Many of the Bangladeshi fellows interviewed enjoyed their stay in Norway, and valued the international exposure and experience gathered there. But when they returned to Bangladesh they were not always able to use what they had learned because they were transferred to a different unit or department. The philosophy of the Bangladesh Civil Service is that a top Civil Servant can put his (or her) hand to more or less anything, and anywhere. We also discovered that many fellows found that their Norwegian qualifications were worth more outside the Civil Service, and indeed outside Bangladesh. A good number had therefore emigrated, with their qualifications, to Canada or the UK, to join their many friends and relatives in the Bangla Diaspora. In other words the impact of NFP on "strategic sectors" of Bangladesh was limited, to put it mildly.

The situation in Tanzania was quite different. Thanks to former President Julius Nyerere, Tanzania is a relatively classless society, and fellows come from all walks of life. Most of the fellows interviewed had taken technical degrees in fisheries, environmental management, hydropower and petroleum. They had interesting jobs to go back to, and these jobs were helping to build a new and optimistic nation. There was little hierarchy in the Government, and new organisations like the Tanzania Petroleum Development Corporation offered returning fellows a chance to get in on the ground floor of the country's oil and gas business. The same applied to the environmentalists who had studied at the University of Life Sciences. They faced exciting challenges in developing the country's huge natural resources in a sustainable way. Over 40 Tanzanian engineers were working on the great new hydropower projects which were bringing electricity to Tanzania's fast growing cities like Arusha, Mwanza, Tanga and Dar-es-Salaam.

The thought of emigrating to find a better life was relatively alien to Tanzanian fellows. Few had any family or contacts overseas and for most of them the job they had in Tanzania was the best they were ever likely to attain.

Because many Tanzanians have taken fellowships in professions closely related to the country's development for over 40 years now, NFP has made a significant impact.

5.6 Sustainability

Long term stability is a key condition for institutions to be willing to invest in new courses, irrespective of who pays. However, establishing programmes for foreign students and outsourcing courses in a sandwich model is both time-consuming and costly for the institutions involved. It is therefore important that courses selected for NFP support represent a long-term commitment, i.e. run for 6 to 10 years. Norad's role as a strategic NFP partner should be to present the NFP Programme Board with clear policy guidelines applicable to the entire programme period (rather than one year at a time). A long-term commitment is needed in order to reap the benefits from running the course. At ULS for example, the master's degree programme Management of Natural Resources and Sustainable Agriculture has been running for 19 years, and has continuously been updated to take account of the latest research findings and analytic developments.

Norwegian higher education institutions now supply several hundred master's degree courses in English as part of their general internationalisation strategy. Norad financing of NFP has contributed to stimulating this expansion. Sustainable are those courses that can be offered in the future without Norad's support. However, long-term Norad support to Norwegian institutions is highly relevant for facilitating and sustaining outsourcing of courses to collaborating institutions in the South, and for developing joint degrees.

Box 5.5 FONAREM: A Nepalese Alumni Association

One way of maintaining and increasing professional competence is through an alumni association, that is, a formal association of former students from the same educational institution.

FONAREM, Forum for Natural Resource Managers in Kathmandu is such a community. It consists of about 50 Nepalese former Norad fellows from the University of Life Sciences (formerly the Agricultural University of Norway) at Ås.

"I find FONAREM very important", Juddha Gurung says. "Members with different backgrounds can share knowledge and experiences. It's very useful for us. We meet once a month and every year we have a general meeting. Three years ago, we had a regional meeting on biodiversity with participants from India and Sri Lanka."

"FONAREM was established in 1999 with support from the University of Life Sciences at Ås", explains FONAREM PresidentPavitra Subba Shreshtha. "Since then we have been working to improve natural resource management in Nepal."

FONAREM now has its own office in Kathmandu.One of the association's important activities is a community development programme in a village north of Kathmandu. In a community forest area with pasture land FONAREM volunteers support mushroom cultivation (see picture), bee keeping, compost manure preparation training and general improvements in social welfare. The programme helps to keep alive professional discussion and the interchange of experience between FONAREM members.

"Norad should use alumni associations like FONAREM more actively when they want to conduct projects in a country", says Deepak Kumar Kharal, an executive member of FONAREM. "They could learn a lot from us, and we could also learn something from them. We could also help graduate students who are looking for a suitable project for their master's thesis. We could act as local supervisors."

Many candidates feel the need to remain in touch with their training institute in order to stay abreast of new opportunities for education and training and to maintain professional contacts with the training institution. Establishing and maintaining networks among current and former fellows and academic staff, contributes to sustaining donor interest in the areas covered by the courses. However, such networks are either not established and/or do not function at present. Refresher courses and re-invitation programmes are obviously popular schemes to keep in touch and up-to-date. This is another reason to secure programme stability and sustain courses over extended periods.

Sustainability is best secured when there is an overall demand and willingness to pay what the courses actually cost to operate once initial course development costs have been invested. In this context it is of interest to note that Norwegian institutions involved in NFP admit Quota students to the same courses. The more ordinary paying students there are on a course (including Quota students), the higher the likelihood that the course can be sustained regardless of NFP funding. At the same time, NFP funding provides an important stimulus for the institution to enhance supervision and assist in relevant field work and thesis preparation. Furthermore, with NFP fellows on a course, the authorities receive a signal that the course is important and prioritised, which may in itself enhance sustainability.

The University of Western Cape – a partner institution for University of Oslo. Photo: Bjørnulf Remme/Norad.

6. Which Way Forward?

6.1. The Present Organisation and Administration of North-South Education and Research Cooperation

This evaluation reaches the conclusion that in designing a future system for tertiary higher education cooperation with the South, one cannot isolate NFP from MOER's Quota Programme and Norad's NUFU research collaboration support programme.

While clearly different in a number of important ways (discussed in earlier chapters), NFP and the Quota Programme share the same key goals. However, these goals are prioritised differently. NFP gives top priority to development cooperation goals; eligibility is limited to master's degree courses and to a few low income- and least developed countries. The Quota Programme, on the other hand, now prioritises student slots to Norwegian institutions that have established institutional cooperation with institutions in the South and Central and Eastern Europe and Central Asia, but also provides slots for individual applicants; moreover the range of both eligible courses and countries is wider.

At present, the NFP and Quota student financing schemes basically derive their financing from two different governmental budget posts; NFP receives financing from Norad for development cooperation grants to institutions and stipends to selected fellows, while Quota students are financed through SELF. Quota student loans which are converted to stipends are covered by MFA/Norad.

Regarding overall cooperation between UiNs and UiSs, there is potential for enhanced effectiveness, efficiency, relevance and impact if the NFP, NUFU and Quota schemes are organised differently, in view of the mutual interlinkages and synergies identified above.

6.2 Quo Vadis; Business as Usual, or...?

This evaluation has shown that there is reason to believe that outsourcing courses to UiSs in collaboration with UiNs is feasible and would enhance NFP scores along the different evaluation criteria. Outsourcing courses is therefore likely to increase over time. This implies that NFP should develop more in line with "NUFU principles", involving partner academic institutions in developing countries to a much larger extent than at present. This would directly impact on capacity- and capability building in both UiSs and government institutions, enhancing both the relevance of NFP and long term potential of targeted professional fields and academic subject areas. Stronger and more relevant N-S research collaboration rooted in high quality research and training would also function to promote research agendas with a South perspective, a critical basis for establishing and approving joint degrees.

Stakeholders in a NFP restructuring and outsourcing process are:

- Norad: provide NFP stipends and NUFU research projects
- MFA: provide Quota stipends (converted from loans)
- MOER: administer Quota Programme,
- SELF: provide and administer Quota student loans
- SIU: administer NFP and NUFU, monitor Quota students
- UiNs: host NUFU research projects, NFP and Quota students,
- UiSs: cooperate with UiNs and host NFP and Quota students

- NFP students (master's degree programmes)
- Quota students (master's degree and PhD programmes)
- Teaching, research and administrative staff at UiNs and UiSs.

An immediate question that arises is: Would there be efficiency and effectiveness gains to be had by integrating Quota students from NFP-eligible countries with NFP fellows, and continuing to administer Quota students from Central and Eastern Europe and Central Asia and non-eligible developing countries separately, as recommended in the Quota Programme Evaluation of 2001? It should be noted that academic institutions have been innovative in utilising the three schemes to their mutual advantage and for all involved stakeholders. While formalised closer coordination and cooperation between NFP, NUFU and the Quota Programme appears to have some clear advantages along the key evaluation dimensions discussed above, one must not lose sight of their strengths as separate schemes, which are reflected in the distinct goals listed for each of them.

Against this background of considerations, a more formal integration of eligible NFP- and Quota students would mean that:

1) NFP- and Quota students would be offered the same financial and social security terms in the same countries, and administration and monitoring of the finances of NFP students would be handled by SELF, in line with Quota students. [27)]

2) If SELF were to take over current NFP students (they are marginal in number compared to Quota students and Norwegian students abroad) SIU could concentrate on the allocaiton of student slots to UiNs and UiSs based on slot applications from UiNs in collaboration with UiSs, subject to a set of clear development cooperation focused criteria developed and monitored by Norad. This would provide for coordinated slot allocation of alleligible developing country students (Quota and NFP) to better meet the NUFU requirement of UiNs and UiSs collaboration. (Selection and allocation of Quota students from non-ODA-eligible countries would have to be handled as before).

3) UiNs in collaboration with UiSs would apply for master's and PhD programme slots and associated financing under NUFU. NFP allocations to institutions could be transferred to NUFU for master's- and PhD sandwich programme development related to the development research agenda. This would also provide for better overall research and course planining of the overall staff resources at collaborating UiNs and UiSs, and thus facilitate the gradual process of developing courses that could qualify for joint degrees between UiNs and UiSs. Separating student financial matters from course funding matters would simplify master's- and PhD course administration and related research at the involved UiNs and UiSs. Then Norad through SIU could target support to Norad eligible master's- and PhD programmes and NUFU activities, and seek to make their respective activities mutually reinforcing, so as to better provide for synergies between students' thesis work and NUFU-funded research.

4) Lecturers, researchers and administrative support staff at individual institutions could devote more time to the programmes. This would facilitate more targeted master's- and PhD programme designs in line with current operational PRSPs and MDGs.

This again would:
- make decision and selection processes as regards eligible countries and sectors of study and research, as well the choice of specific study topics, more transparent and linked to Norwegian development cooperation objectives;
- make programme progress easier to monitor;

27) While from an overall and coordinated perspective, SELF should be put in a position to take on the suggested NFP-related responsibilities as outlined here, the evaluation team is aware that the current Norwegian education policy is to refocus SELF on its core missions in Norway.

- ensure that involved UiNs and UiSs as well as students and researchers would know in a much clearer way which institution/agency is responsible for what activity and administrative item on the agenda;
- ensure that all students (NFP- and Quota fellows from developing countries) would be treated alike by the institution where they study, and time spent by the administrative staff dealing with tensions and social conflicts could be diverted elsewhere. Administrative staff could focus student assistance on social issues, since student financial matters would be handled by SELF which has (or could easily develop) procedures for this world wide.

A continuation of this scenario would be the gradual transition to sandwich model master's programmes, with three terms in the South following a first term at a collaborating Norwegian institution. This would provide students with ample time to get a taste of the culture and politics of Northwest European social democracies and student-lecturer relationships, as well as facilitate students entry into the Norwegian social security system, which is a premise for receiving scholarship money through SELF.

SIU could continue to manage allocations to courses, but free up staff and administrative resources presently spent on the management of NFP, and dedicate more time to assisting UiNs and UiSs to create a basis for more synergies to materialise in the development of joint courses and degrees.

Furthermore, Norad and SIU could dedicate more resources to establishing whether to concentrate tertiary education development cooperation on fewer courses and fewer eligible countries in order to secure a minimum momentum of students returning to the same developing country institution/agency/ministry (i.e. actively seek to enhance the "change agent" effect). This would increase the likelihood of establishing and maintaining a lasting network and development cooperation impact in students' home countries.

There are obviously some master's programmes, or at least courses, that will have to be taught in Norway for many years to come. Some petroleum-related courses belong in this category. However, all future Norad funded tertiary education programmes – whether taught at UiNs or UiSs – should be in English. The Quota Programme arrangement of offering students two semesters of Norwegian language training prior to taking up a master's programme taught in Norwegian should be terminated for pure cost-efficiency and effectiveness reasons.

All evidence suggests that it is much less expensive to train master's and PhD students at UiSs than at UiNs, other things being equal. Many former students have reported that in spite of enjoyable Winter Seminars and the like, more effective outcomes would be achieved if more courses were held at institutions in the South, with one semester in Norway to achieve the unique cultural, political and academic experience that spending a term in an international setting at a Northwest European academic institution entails. This being the case, resources freed up by gradually switching to a sandwich model in the form of reductions in student stipends and tuition could provide for:

(a) more thorough and development goals targeted courses and associated research designs
(b) more loan/stipend students at the master's degree and/or PhD levels.

In order to assist UiSs in expanding their capacity and capability to qualify for joint degree production with UiNs, more academic staff need to be trained. This would mean encouraging MSc, MA and MPH degree holders to enrol on three-year PhD programmes linked to NUFU research, or research funded otherwise but carried out with the involved institutions. This

would strengthen the sustainability of the collaboration and provide for continuous refinement and updating of master's courses. Therefore, expansion of NFP to finance PhD fellows through loans or loans converted to stipends upon completion is an option that should be seriously considered. Such PhD funding could be facilitated if NFP-, the developing country part of the Quota Programme- and NUFU funding are formally integrated and coordinated. A first step in this direction would be the establishment of a joint Board of Directors for NFP and the Quota Programme, with two or three common Board members represented on the NUFU Board.

7. Summary of Findings, Conclusions and Recommendations

7.1 The Setting

Norwegian higher education institutions have become considerably more internationalised and North-South oriented over the years. Today there are a large number of English master's degree courses taught in Norway. Hence it is easier to integrate targeted education programmes into the existing set-up, and there is no longer a need to establish Norad-specific courses.

The Norad Fellowship Programme (NFP) is a multi-purpose programme established 40 years ago to accommodate the interests of key employers in developing countries, the Norwegian Ministries of Foreign Affairs (MFA) and Education and Research (MOER), Norad and the community of higher education institutions in Norway. So far it has provided fellowships to study in Norway to around 5000 students from developing countries.

This evaluation has compared a range of donor-funded scholarship and fellowship programmes, in search of programme elements that jointly could provide for establishing a future Norwegian fellowship programme with a high degree of development cooperation relevance, effectiveness and efficiency, while securing the desired impacts. In designing this future system for tertiary higher education cooperation with the South, one cannot isolate NFP from MOER's Quota Programme and Norad's NUFU research collaboration support programme.

7.2 Key Findings

None of the scholarship and fellowship programmes reviewed by the evaluation team have clearly demarcated objectives or positions within broader educational and developmental policy frameworks, nor do they define results for measuring success. This makes impact measurement a priori an impossible undertaking. It is assumed that they complement other schemes, but this is rarely translated into operational guidelines or administrative arrangements. These findings also apply to NFP, despite ambitions expressed in White Paper No.33 to the Norwegian Parliament.

The findings from the country visits as well as those of evaluation studies of other programmes clearly indicate that former fellows are highly satisfied with the opportunity provided by the programmes to study abroad and gain knowledge and skills. They feel the need to maintain professional contact with the training institution and stay abreast of new opportunities for education and training.

Despite positive accounts from alumni and employers about the effects 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.

The impact of training on organisations where alumni are employed is found to depend critically on the degree of rigidity, inefficiency, openness to reform, transparency and good governance in the civil service and education sectors. In cases where training is not embedded in manpower development plans, and the critical mass of persons trained is insufficient to ignite change in the organisation, development impacts are unsurprisingly modest, as observed in the case of the Bangladeshi civil service. In contrast, the Tanzanian energy supply sector offers a good example of the impact of a long-term, focused training scheme.

A common assumption found in fellowship programmes is that improved job behaviour on the individual level has an impact at the organisational level. This is an ideal model of the impact of the training process. However, impact at the organisational level demands much more than simply sending employees to attend formal learning programmes abroad. Integration of newly learnt qualifications in the home organisation depends to a high degree on the readiness of the organisation, not merely on the individual's motivation and efforts.

Completion rates of fellows are usually high in scholarship and fellowship programmes. Success rates of 90-95% are not unusual. This is explained by the fact that selection procedures prioritise highly qualified candidates with relevant work experience. The vast majority of candidates return to their home country and employer when these are committed to providing positions to returning fellows.

Less than 50% of the fellows surveyed said that the course they attended addressed gender issues of relevance to their country. Another 28% were unsure on this issue. However, while only 23% of all applicants since 2000 have been women, 38% of fellowships awarded went to women. There is significant variation between courses in this respect.

Compared to other international fellowship programmes, NFP is fairly small. It also differs from most other programmes in that it offers only one training modality, i.e. master's degree studies. Higher education institutions in Norway are happy with the programme and the opportunities it offers to attract foreign students to international courses. However, they would welcome an expansion of the modalities within the programme to include PhD studies.

Management of NFP, including student and course selection and course implementation, has been transferred from Norad to the Norwegian Council for Higher Education (UHR). In effect Norad no longer provides NFP with directives. The programme is now an instrument in the hands of the higher education institutions, which have been pleased with the course selection process and the quality and uniformity of programme administration since it was taken over by the Norwegian Centre for International Cooperation in Higher Education (SIU).

Parallel to NFP, Norway operates a relatively large stipend scheme called the Quota Programme which normally supports up to 1100 students per year (from 77 developing- and East European countries in 2003/04). The Quota Programme covers more than 100 countries selected in cooperation with MFA. It is funded by the Ministry of Education and Research (MOER) and has the flexibility to fund undergraduate, master's and PhD programmes. As of the beginning of 2005, administration of the Quota Programme was also transferred to SIU. This should provide a facilitating step towards harmonisation of the two schemes.

Funding through NFP is comparable to what the universities would have received had the courses been funded directly through MOER. Institutions get more from NFP for "cheap courses" within the social sciences, but less for more technical and costlier equipment intensive disciplines.

7.3 Conclusions

NFP has gradually changed character from a professional manpower development programme with a strong vocational element, to an academic capacity building institutional cooperation support programme. This change in character has been amplified by transfer of programme administration from Norad to UHR, with SIU in charge of day-to-day operations. The UHR-appointment of a NFP Programme Board consisting exclusively of academic staff members to advise SIU on the selection of NFP courses, has amplified the relative role of the subsidiary NFP objective of strengthening Norwegian educational institutions in their efforts to internationalise. Course boards or leaders are responsible for selecting students in this decentralised NFP-system. Norad has decided not to be involved in this process. This transition has made it more difficult to demonstrate the direct developmental relevance of a highly diverse NFP.

NFP is thus largely a supply-driven fellowship programme. Courses are developed in the donor country, administered by the higher education sector, offered to interested parties and paid for through central funding. In this set-up, the demand for training cannot be clearly related to real needs in developing countries. Norwegian Embassies are responsible for distributing information about courses offered and application forms, but outreach practices vary between eligible countries. There are no transparent mechanisms to ensure that new needs, e.g. support to master's courses emanating from increased acknowledgement of the private sector's crucial role in PRSPs, are identified and prioritised.

Based on the Netherlands Fellowships Programme evaluation, and substantiated by the Danida Fellowships Programme and the Tanzania field trip, it is evident that a critical mass is necessary to enable changes/innovations in an institute/organisation. An agreement for staffdevelopment between institutions in developing countries and training institutes in the host country would probably increase NFP's "change agent" impact. Such an agreement would necessarily span several years, enabling the training of a large number of staff. Even more relevance and impact could be obtained if more training courses were implemented in the recipient region or countries concerned.

NFP is a single-modality programme. Changing recipient needs would suggest a diversification of modalities to both master's- and PhD programmes. However, the present structure and size of the programme argues against this. The evaluation team has observed that several Norwegian institutions practice innovative forms of integration by using NUFU-, NFP- and Quota funds and opportunities in creative, constructive and complementary ways to promote and implement North-South research cooperation and training. Their actions are fuelled by a long-term perspective on mutually beneficial academic cooperation with institutions in the South and East. The Quota Programme of today has become predominantly a mechanism for selecting fellows to participate in research collaboration activities between institutions in Norway and abroad. As a result, key differences between the goals of the two stipend programmes are gradually being reduced, and the demarcation of roles and responsibilities between NFP and the Quota Programme should be reassessed.

The financial and administrative terms and conditions of the Norwegian NFP and Quota stipend schemes are different. This is often felt as unfair and has been cause for dissatisfaction among fellows from the same country attending the same course, especially at institutions in the South. The evaluation team has found that such differences are difficult to logically explain to fellows.

With SIU administering both schemes and the NUFU programme there should be scope for cost-efficient administration of higher education and research cooperation with selected developing countries. However, overall (Norad and SIU taken together) administrative

efficiency will be difficult to achieve as long as the financial reporting procedures followed by SIU are different from those required by Norad. Harmonisation in this area is in progress. Edu-cating master's in Norway under NFP is a costly affair compared to nearly all other alternatives, primarily due to high general cost levels in Norway. However differences may also reflect quality variations. The real question is whether providing fellowships to Norwegian institutions is efficient from a development perspective, given current PRSP-focussed development thinking. After all, one would presumably be able to upgrade the quality of courses at institutions in the South substantially with, for example, the nearly NOK 200,000 that separates the NFP unit cost per student from the Master of Public Administration programme at Makerere University.

Recent experience from outsourcing courses in a "sandwich" model to educational institutions in the South in close collaboration with Norwegian universities, e.g. University of Oslo (UiO) collaboration in South Africa, Mozambique and Tanzania, is encouraging. In this approach the majority of courses are taught in the South, using teachers from UiNs and UiSs, and one semester is spent in Norway to enable fellows to experience the various dimensions of studying and living in Norway. This approach is promising from a professional quality perspective, as well as from the perspective of impacts (developmental and academic), relevance, effectiveness and cost-efficiency.

This evaluation thus leads to the following conclusions as regards directions of action:

- The development relevance of NFP should be made more visible. This must be secured through the selection of course topics and their location, since one cannot assume that fellows are recruited from among the poor and socially disadvantaged. Global development trends emphasise the need to build knowledge and learning capacity in the developing world.
- A second trend is the globalisation of higher education and capacity building, dismantling the former walls surrounding national education systems. Specialisation and value added are no longer country based phenomena. Furthermore, globalisation lessens differences between schemes like the Quota Programme and NFP, as both are actors in the same global knowledge market. The MDG's emphasis on harmonisation and effectiveness points at reducing unnecessary administration in development, and the differences between NFP and the Quota Programme currently appear both artificial and unnecessary from this broader, international perspective.
- NFP needs specific objectives regarding what it plans to achieve and indicators for assessing success. SIU spends an inordinate amount of time defining priorities from the abundance of existing Norwegian development policies and strategies. It would clearly be more efficient for Norad to develop a set of development criteria to be used by the SIU's Programme Board in the course selection process, than for SIU to try and second guess what Norad initially meant when they published their different strategies. Norad should concentrate on issues at the higher level and leave detailed financial administration to the Auditor General.
- In the effort to refocus and revitalise NFP's original development objectives, it should be made clear who the prime target group(s) of the fellowships are: institutions and employer organisations in the South. To make NFP more demand driven, the programme must be "moved closer" to the South.
- Furthermore, with a small number of fellows from a large number of countries and institutions, it is difficult to achieve any "change agent" development effectiveness and impact. Such diversity also hampers efficiency and relevance. Norway should assess limiting the number of countries, sectors and courses in the programme to enable genuine societal "value added" impact. These considerations should be made explicit in the development criteria prepared by Norad for SIU. Furthermore, even

among Norway's main partner countries, the civil service setting varies considerably with respect to expected NFP and the Quota scheme impacts. Increasing acknowledgement of private sector development as a key PRSP element should also be taken explicitly into account in the collaboration institution-, course- and student selection process.

- Once these issues have been clarified and ratified, Norad should secure the demand responsiveness of NFP by monitoring adherence to the stated development goals and the implementation and administration of the programme on the basis of agreed output indicators.

7.4 Recommendations

To increase NFP's developmental impact, effectiveness, relevance and cost-efficiency, a number of measures identified as success components of other donors' fellowship programmes are worth considering for inclusion in the aid-financed Norwegian scheme(s) for fellowships to developing country students. These measures are grouped in five main categories:

Policy framework:

1) Norad should move its focus upwards in the NFP programme chain, and focus on providing a clear and timely set of development policies, criteria and priorities for UHR to adhere to in their selection of institutions and courses. This may be in the format of a list of 3-5 sector priorities.
2) NFP should focus on disciplines and topics which have been identified as PRSP-relevant training need areas in countries where Norway has bilateral and/or sectoral development programmes. These country specific priorities should feed into the above assessment of overall sector priorities for NFP. Another option may be to charge part of the training costs to projects and programmes (Danida approach) where circumstances are favourable to such arrangements.
3) Focus on recipient countries where it is realistic to assume that the civil service is prepared to apply the acquired skills and knowledge from returning fellows.
   The private sector, a foreseen engine of growth in many PRSPs, must be brought into the programme, both in terms of increased numbers of candidates from private firms, and in terms of subjects like business administration, finance and international marketing, to name a few. Private sector candidates have greater incentives to effectively implement what they learn.
4) Link with, and focus on a smaller number of disciplines (including private sector development) identified by Norwegian embassies in bilateral aid countries.
5) Focus Norwegian institutional NFP collaboration on a small number of institutions and organisations in developing countries which are supported with a number of fellowships over a long period of time (e.g. multi-year agreements introduced in the Dutch programme). This option would plea for a combination of the opportunities and strengths of NFP and the Quota Programme;
6) Fellowships should be available to candidates who want to study in their own country or region (The German DAAD sub-programme);

Embedding of Training in Institutional Development:

7) Employers should to a greater degree be actively involved in the planning, follow-up and evaluation of training activities. Awareness of the need for and commitment to capacity building and associated organisational changes and incentives in the employing organisation is a prerequisite for the formulation of specific training objectives.

Training Localities:

8) To achieve a more pronounced Southern focus, most courses should be redirected to eligible institutions in the South, with the sandwich component of one semester in Norway. NFP should accommodate associated preparation and implementation costs.
9) NFP courses run entirely in Norway should be the exception rather than the rule, and future foreign students attending such courses should be transferred to the Quota Programme for funding. This implies an increase in Quota students compared to today.

Training Modalities:

10) Stimulate the establishment of joint degree courses and South-South-North collaboration in developing countries, and accommodate associated preparation and implementation costs, including following-up the use of interactive communication technology.
11) Increase the number of training modalities, e.g. provide the option of funding PhD degrees, to better cater to the specific training needs of organisations. However, this will only make sense once the number of fellowships is increased or a direct 'affiliation' with the Quota Programme is established.

Administrative Arrangements:

12) Separate NFP administration of the stipend component and the institutional student slot component, similar to the current Quota Programme. This would not necessarily involve physically splitting administrative units.
13) Let SIU allocate the institutional share directly to institutions based on applications to develop and operate sandwich courses and applications for fellow slots selected in accordance with Norad criteria.
14) Assess whether SELF can assume administration of NFP student stipends. In 2002 SELF stopped differentiating cost of living allowances between countries. However, the feasibility of outsourcing by means of the sandwich model is strongly affected by the lower cost of living in developing countries. This new SELF procedure must be reassessed.
15) The feasibility of training modality expansion is enhanced if coordination and harmonisation with other donors' fellowship programmes can be established.

A development-focused reorientation of NFP, closely coordinated with the Quota scheme and other donor funded fellowship programmes, can only succeed if Norad re-enters the arena actively as a supplier of guidelines and development goal directives that are clearly specified, and has the capacity to monitor these processes. This formula for NFP suggests a reallocation of the NFP budget. The following tentative long term targets provide a starting point for more detailed analysis:

1) 20% for investment in sandwich course development
2) 30% for courses based in Norway
3) 50% for sandwich courses based in the South.

A reorientation and reorganisation of NFP as recommended should be phased in the following manner:

1st phase (2005 - 2008)

- Clarification of the costs and capacity needs of Norad to take on a more proactive role and responsibilities. A clear procedure for policy formulation and guideline development is needed;
- Clarification of the costs and capacity of SELF to take on NFP fellow administration along the lines proposed above;
- Clarification of a time schedule for operationalising and implementing the proposed changes in organisational and budgetary responsibilities between Norad, MOER, UHR, SELF and SIU;
- Development of new operational modalities that focus on NFP's role as primarily an institutional knowledge capacity development facility;
- Preparation of sandwich courses by institutions funded through a set of "feasibility grants" under NFP to encourage such development.

2nd Phase (2008 –

First call for project proposals from the institutions, and the start of a new NFP funding cycle.

Box 7.1 The Day After...

At the beginning of this period, we envision a different NFP where:

- Norad provides the NFP Programme Board with clear guidelines on selecting courses for the new programme period. These guidelines lay the premises for the whole programme period lasting 4 years. Minor changes to the guidelines may be used to adjust the course offerings presented in the annual course catalogue.
- The institutions forward a set of applications based on Norad's guidelines to the NFP Programme Board. The majority of these courses follow a sandwich model. Some courses are still based exclusively in Norway, but there are convincing development reasons for this.
- All NFP students receive student funding through SELF. NFP has become a programme for the institutional development of courses and transfer of course know-how to the South. NFP funding is provided for the development and operation of new courses, with the long-term objective of courses managing on their own.
- Procedures for evaluating and reviewing the development results of courses are in-built from the start. There is a close partnership with companies and institutions that employ fellows after their education.

Annex 1: Terms of Reference Evaluation of the Norad Fellowship Programme

Background

The Norad Fellowship Programme (NFP) was established 40 years ago, and so far around 5000 students from developing countries have been able to study in Norway under the programme. The objective of the programme is to contribute to strategic development of competence within both public sector and civil society in developing countries, including cultural, educational and research institutions as well as non-governmental organisations and the private sector. The Programme is based upon a selection of courses at Norwegian institutions and a limited number of courses in developing countries. While formerly NFP was primarily made up of shorter diploma degree courses, 2-year master`s degree courses are now the norm.

Norad's support to institutions of higher education in the South and training of candidates from partner countries for development cooperation is closely integrated with other aspects of official development cooperation policies. The "Strategy for strengthening research and higher education in the context of Norway's relations with developing countries" (Ministry of Foreign Affairs, Oslo, 1999) states that training should be undertaken in cooperation with Norwegian institutions to "strengthen competence and capacity in key subject areas of strategic importance to recipient countries and where the Norwegian institutions have particular expertise and competence. (…) Preference will be given to countries and regions that are given priority in Norwegian development assistance programmes". From the mid-nineties onwards certain programmes have been transferred to institutions in the South with varying degrees of support from Norwegian institutions.

The NFP was for a period of almost 30 years administered directly by Norad. In 1998, the administration was transferred from Norad to the Centre for International University Cooperation (SIU) under an agreement between Norad and the Norwegian Council of Universities (now the Norwegian Council for Higher Education).[1] The current contract with SIU covers the period 2001-2005.

Major objectives

Although individual courses and specific elements of NFP have previously been reviewed or evaluated, this is the first comprehensive evaluation of NFP as a programme. The main objective of the evaluation is to analyse and assess the programme in relation to the development objectives defined and the abovementioned 1999 Strategy. Particular emphasis should be put on:

- The role of NFP in Norwegian policies and strategies for international cooperation and in a changing development cooperation agenda.
- NFP as an instrument for partner countries' strategic development of competence in the perspective of relationship between higher education and development.
- Comparison of NFP with other international scholarship programmes offered by other bilateral stakeholders.
- The relevance of the selection of the courses and fellowship candidates in relation to Norway's development cooperation objectives.
- The efficiency (cost-effectiveness) and effectiveness of the administrative arrangements at the programme level.

[1] From 2004, SIU is the Norwegian Centre for International Cooperation in Higher Education, a subsidiary body under the Norwegian Ministry of Education and Research

Issues to be covered

The evaluation should mainly concentrate on the period after the transfer of administrative responsibility for NFP from Norad to SIU in 1998. However, the period prior to 1998 as well as the transfer of responsibility itself should also be considered in terms of implications on the realisation of the main objectives outlined above. The evaluation should focus on students originating in Tanzania and Bangladesh respectively, and field missions to these countries should be conducted. Field missions should also include South Africa (cp. The South based courses).

Effectiveness

Effectiveness should be studied both in terms of objectives of NFP itself and in terms of the objectives of Norwegian development policy more generally.

Quality and relevance of the courses offered

An assessment should be made of the quality of the courses offered to Norad fellowship students, based on interviews with a sample of former and present Norad students as well as selected course developers, teachers and administrators at the Norwegian institutions.

Changes over time in the composition of the courses with respect to the selection of academic disciplines, economic sectors and policy issue areas covered, should also be assessed. Three perspectives are important in this regard:

- Consistency over time with changes in Norwegian development cooperation policy objectives,
- consistency with evolving knowledge needs in developing partner countries,
- the usefulness of the courses for the Norwegian institutions offering NFP courses.

Gender equality

The NFP should be analysed in the context of Norad's general policies on gender equality. The gender composition of NFP students should be examined and the efforts made to enhance the number of female students should be given attention in the analysis.

Administrative arrangements and decision-making processes

An assessment should be made of the implications of the transfer from an in-house administration of NFP Norad to administration under SIU in 1998 on programme effectiveness.

Particular attention should be given to the following issues:

- The discrepancy between the duration of agreement periods, typically 5 years at the time, and the timing of actual programme preparation, tendering and implementation.
- The consequences of Norad's delegation of decision-making authority over the selection of new fellowship courses to the Programme Board of NFP. An assessment should be made as to whether this delegation of decision-making authority, combined with the decentralised procedures whereby the Norwegian institutions (and not SIU) decide on the selection of Norad fellowship candidates, had an impact (in the period after 1998) on the consistency between NFP and Norwegian development cooperation policies.
- The evaluation should assess the system of dialogue and information sharing between Norad and SIU from 1998 onwards and make recommendations for improving the institutional memory of NFP.
- The appropriateness of the contract periods with the universities / institutions with respect to adequate staffing

Outcome

Assessment of medium and long term effects in selected countries

Up to date, systematic tracer studies of Norad fellowship students have not been made. However, information on the career development of former students exists for specific courses at some of the Norwegian institutions. Furthermore, a tracer study commissioned by SIU in connection with the planning of this evaluation also provides relevant information. To the extent information on former fellows and their employers is available, and with emphasis on Tanzania and Bangladesh, the evaluation will

- assess individual career development and capacity building at the institutions from which fellowship candidates are recruited,
- report and analyse cases where NFP fellows have not returned,
- include questions relating to the social background of the Norad fellows and their perceptions regarding the usefulness of the education received under the programme, with reference to both institutional development as well as the students' own career enhancement,
- interview former and/or present employers as well as relevant government authorities regarding their involvement in the recommendation of NFP candidates and how the quality and relevance of NFP is viewed in comparison with fellowship programmes offered by other donors and in terms of perceptions about the Programme's contributions to capacity enhancement at various levels and in different contexts,
- address the role of Norwegian embassies in the two selected countries in facilitating information on and recruitment to the Norad fellowship Programme. The extent to which the embassies have contact with and/or information on career developments for students that have undergone training as Norad fellowship students should also be examined.

Relevance

Relevance of fellowship courses in relation to development cooperation objectives

As reflected in the policy guidelines, NFP course portfolio is expected continuously to be assessed and adjusted to the evolving knowledge needs in Norway's partner countries and to the changing policy priorities for Norwegian development cooperation. The evaluation should assess to which extent such adjustments have taken place, both prior to 1998 and afterwards.

Relevance in terms of country selection

Trends in the geographical distribution of fellowship candidates over the last decade should be analysed to assess the degree to which preference in the actual selection of fellowship candidates has been given to candidates from Norway's partner countries for development cooperation.

Sustainability

Sustainability of the effects of NFP

The evaluation should make an assessment as to what extent the selection of students, courses, institutions and partner countries has contributed to the sustainability, or lack thereof, of the effects of NFP. In this context, the extent to which Norad fellows, individually and/or through networks, have maintained professional contacts with individuals and institutions in Norway, should also be addressed.

Efficiency

Courses in Norway and/or courses in the South

Norad fellowship courses are no longer offered exclusively at Norwegian institutions. Efforts have been made to locate components of Norwegian master's degree courses in the South ("sandwich model") or to locate such courses at an institution in the South with a Norwegian partner institution retaining a major role in course development and teaching.

The evaluation should examine the quality and relevance of "sandwich" courses in Norway and courses in the South with a view to making recommendations on future course portfolio. The cost-effectiveness of comparable courses in the South should also be assessed using the cost structure for master's degree courses at relevant regional institutions of excellence.

Synergies with other training programmes in Norway for students from developing countries and with North-South development research collaboration

The evaluation should summarise efforts to harmonise the conditions and benefits for NFP students and students from developing countries under the "Quota Programme". Potential synergies with the NUFU programme should be analysed with particular reference to courses in the South and in the context of the two field missions mentioned above. This analysis should be based on recent changes in the NUFU Programme undertaken to implement recommendations in the 2000 evaluation of the NUFU Programme (MFA Evaluation Report 5/2000).

Conclusions and recommendations

The conclusions should indicate the major strengths and weaknesses of the planning, organisation and implementation of NFP. Conclusions should address the efficiency (cost-effectiveness) and effectiveness of administrative arrangements for the programme as well as the decision-making structure in a historical comparative perspective (before and after the administration was transferred from Norad to SIU in 1998). The conclusions should also analyse the quality of the courses offered and the relevance of the programme for achieving development cooperation policy objectives, as well as medium and long term effects of the programme on institutions in the two partner countries selected for field visits.

The recommendations should extract the implications of the evaluation's conclusions and suggest adjustments/improvements in the priorities, focus, organisation and implementation of NFP. Recommendations should address the issue of the relative balance in the future programme course portfolio between traditional courses in Norway ("sandwich courses"), and courses in the South. Recommendations should be feasible and realistic, and should identify responsibilities for follow-up.

Methodology and scope

The evaluation should include the presentation and discussion of an inception report, a desk study, visits to SIU and some of the Norwegian institutions and field studies in two partner countries (Bangladesh and Tanzania) before the final report is drafted, discussed and finalised. The field visit to Tanzania should be combined with a visit to South Africa to obtain information on comparable courses in the South.

The inception report should identify appropriate, state-of-the-art methods suited for evaluating the subject matter. The report should also identify key issues and questions to be studied during the field trips, discuss methodological issues, formulate hypotheses to be tested and define appropriate indicators.

The desk study should provide a brief overview of existing evaluations and reviews of aspects and elements of NFP and should include summaries of the conclusions and recommendations of these evaluations and reviews and other relevant documentation. The desk study should also summarize information on other donors' evaluation of support for higher education in the South in the form of fellowship programmes, preferably focusing on the experiences gained in some of the "likeminded" countries (e.g. other Nordic countries, Netherlands, UK or Canada). The consultant should seek to complement rather than duplicate existing studies.

The evaluation should focus on the period 1998-2003. However, for some of the issues identified above the analysis may need to include the period prior to 1998.

Evaluation team

The core team should include 3 - 5 senior experts in the fields of:

- analysis of higher education, research, science and technology and their role in terms of social and economic growth and poverty reduction, and
- analysis of public administration and institutional capacity building

Team members should also possess knowledge and competence on Bangladesh and Tanzania. The core team should be supplemented by local experts in each of these two countries. The language requirements within the team are English and Norwegian. At least one member of the team must be fluent in Norwegian.

Timetable and reporting

The evaluation team should produce a Final Report in English not exceeding 25,000 words/40 pages, including an Executive Summary not exceeding 2000 words. A summary of conclusions and recommendations not exceeding 1000 words should be produced for publication in Norad's Evaluation Summary series.

An inception report not exceeding 6000 words should be submitted to Norad for discussion no later than 45 days after the contract date. The desk study should be presented no later than 3 months after the contract date. The desk study should not exceed 15 000 words. The Draft Final Report should be submitted to Norad no later than 6 months after the signing of a contract with the selected consultant. The Final Report should be submitted no later than 3 weeks after receiving comments on the Draft Final Report.

The budget and work plan should include provisions for presentations of conclusions and recommendations to Norwegian stakeholders with a view to making the evaluation useful in improving their work. For each major institution visited in the field countries, a debriefing should be held towards the end of the field visit with persons who have been interviewed. The team is also responsible for organising a debriefing workshop in Oslo during the team's writing of the Draft Final Report.

After the conclusion of the Final Report, two representatives of the core team shall be available to major stakeholders in Norway for a total of 5 working days to share with them ideas about the follow-up of recommendations in the report.

Annex 2: List of People Met

Bangladesh

Yasmin Jahan	Administrative Officer, Save The Children USA
Mortuza Ahmed Faruque	Deputy Director, Hydro Carbon Unit, Mgr. Power, Energy & Mineral resources
Md. Ziaul Haque	Staff Officer to DG, Dept. of Environment
Dr. Md. Nazrul Islam	Associate Professor and Head of the Dept. of Horticulture, Sher-e-bangla Agricultural University
Md. Mahfuzul Haque	Joint Secretary, Mgr. Education & President, Norad Alumni
Mr. Zakir Hossain Akanda	Senior Assistant Chief, Ministry of Youth & Sports
Mohammad Ehsan	Dhaka University, Dept. of Public Admin, Arts Faculty
Ms. Farhana Naz	Dhaka University, Project Officer, Dept. of Women's Studies
B.D. Rahmatullah	Director, Power Cell, Power Division, Mgr. Power, Energy & Mineral Resources
Rafiqul Islam Khan	Sr. Asst. Secretary, Power Cell, Power Division, Mgr. Power, Energy & Mineral resources
Mr. Moinul Huq	Strategic Policy Expert, Hydrocarbon Unit, Mgr. of Power, energy and Mineral Resources.
Aminul Islam	Assistant Manager; Bangladesh Gas Field Co. Ltd.,
Mohammad Tamim	Professor, Dept. of Petroleum & Mineral ResourcesEngineering, Bangladesh University of Engineering & Technology
Mohammad Ali Khan	Joint Secretary, Mgr. Finance
Ms. Mahin	Dy. Secy., Mgr. Establishment, Foreign training
Bazlur Rahman	Sr. Asst. Secy., Mgr. Establishment, Foreign training
Ms. Quamrun Naher Ahmed	Sr. Asst. Secy, Mgr. Finance Budget Section
Ms. Sharmin Ferdous	Asst. Director, Geological Survey of Bangladesh
Ms. Nahid Jahan	Pilot Plant and Process Development Centre, Bangladesh Council of Scientific & Industrial Research
Mr. A.T.M. Fazlul Karim	Joint Secretary, Mgr. Finance
Mr. A.K.M. Shamsuddin	Secretary, Mgr. Primary & Mass Education
Mr. Safiqul Islam	Programme Head, BRAC Education Programme
Hans Petter Mellbye	Counselor, Norwegian Embassy
Inger Sangnes	First secretary, Norwegian Embassy
Nasreen Hossain	Adviser, Norwegian Embassy

Fellows who met in larger meetings like the Alumni gathering are not included.

Mozambique

Esselina Macome	Asst. Prof., MSIS Coordinator, UEM Dept of Mathematics and Informatics,
Prof. Joao Moreno	Prof., UEM, DMI Dept Director
Orton Malipa	Finance Officer, UEM, Finance Department Donor Funded Projects, e-mail: orton.malipa@uem.mz
Sergio Chitara	NCG AS, Mozambique, Maputo
Edward B. Messelt	Prof Deputy Chairman, NUFU Board, e-mail: messelt@odont.uio.no
Kurt Løvschal	Senior Advisor, SIU, Bergen, e-mail: kurt.lovschal@siu.no
Prof. Mamudo Ismail	MPH Coordinator, Dept of Medicine, UEM, e-mail: mamudoismail@yahoo.com.br
Judith Gregory	IFI, UiO, visiting lecturer and superviser, UEM's MPH and SIS courses
Lucia Joaquin Ginger	MSc Student and HISP researcher, UEM
Zeferino Benjamin Sangene	MSc student and HISP researcher, UEM
Tonio Fumo	NFP Fellow, MPH 2003
Piedade Joao	NFP Fellow, MPH 2003
Maria Manuela Rico	NFP Fellow, MPH 2003

Ana Patricio,	NFP Fellow, MPH 2003
Ernesto Antonio	NFP Fellow, MPH 2003
Prof. Mamudo Ismail	MPH Coordinator, Faculty of Medicine, UEM
Prof Mamudo Ismail	(op.cit)UEM Faculty of Medicine
Dr. Baltazar,	PhD candidate, Former NFP fellow, now UEM Medical Faculty staff.
Netsaner Haile G (Ethiopia)	Present NFP Fellow
John Lewis (India)	Current NFP Fellow
Lucia Ginger (Mozambique)	Current NFP Fellow
Marie Helene Jordao (Mozambique)	Current NFP Fellow
Pontireio F Frustino (Mozambique)	Current NFP Fellow
Zufan Abera (Ethiopia)	Current NFP Fellow
Bircety Mengistu (Ethiopia)	Current NFP Fellow
Lars Ekman	First Secretary, Norwegian Embassy
Mette Masst	Counsellor, Norwegian Embassy

Norway

Lene Oftedahl	Ministry of Education and Research (MOER)
Ragnhild Skålid	MOER
Bjørn tore Kjellemo	MOER
Jens Kåsbøll	University of Oslo (UiO), Department of Informatics , MSIS coordinator for NFP cooperation with UWC and UEM.
Karen C. Johansen	Principal Executive officer, UiO's International Relations Office
Turid Bræk	Norwegian University of Science and Technology (NTNU)
Hilbjørg Sandvik	NTNU
Kristin Zachariessen	NTNU
Ane-Marie Hektoen	University of Tromsø
Ragnar Øygaard	Head, Norad Fellowship Programme Board
Bjørn Einar Ås	Head, International Office, University of Bergen (UIB)
Karin Pittman	Associate Professor, Leader Higher Education Programme, UIB, Biology
E. Neshavn	Leader, Studies Section Biology, UIB
Bjørn Åge Tommerås	Head of Administration, Biology, UIB
Kristin Senneset	Administrative Coordinator Gender and Development, UIB
Leif Manger	Professor, Social Anthropology, UIB
Bjørn Einar Aas	Adviser, Research Management, UIB
Bjørn Erik Andersen	Acting Head, Office of International Relations, UIB
Ishtiaq Jamil	Coordinator, Administration and Organisation Theory, UIB
Solveig Ullaland	Administrative Coordinator Centre for International Health, UIB
Kristin Holst Paulsen	UiB
Anne Ryen,	Agder University College
Sigurd Endresen	Norad, Senior Adviser
Tor Erik Gjerde	Norad
Elisabeth Heen	Norad
Tore Hem	Norad, Adviser
Jolanda T. Sevje	Norad
Sissel Volan	Norad, Senior Adviser
Gunn Mangerud	Director, Centre for International Cooperation in Higher Education (SIU)
Helen Green	SIU
Veena Gill	SIU
Tom Skauge	SIU
Benedicte Solheim	SIU
Sidsel Holmberg	SIU
Paul Manger	SIU

South Africa

Prof. David Sanders	Director, School of Public Health (SPH), University of the Western Cape UWC), Cape Town, e-mail: dsanders@uwc.ac.za
Prof. Gavin Reagon	NFP-MPH-responsible, UWC-SPH, e-mail: greagon@uwc.ac.za
Marius Gouws	Information Stream Speacialist, UWC-SPH, e-mail: mggouws@mweb.co.za
Dr Uta Lehmann	Senior lecturer, UWC-SPH, e-mail: ulehmann@uwc.ac.za
Dr. Mickey Chopra	Senior lecturer, UWC-SPH, e-mail: mchopra@uwc.ac.za
Prof. Jan Persens	Director of International Relations, UWC, e-mail: jpersens@uwc.ac.za
Prof. Ratie Mpofu	Dean, Community and Health Sciences, UWC, e-mail: rmpofu@uwc.ac.za
Prof. Jan M. van Bever Donker	Dean Faculty of Natural Sciences, UWC, e-mail: jvanbeverdonker@uwc.ac.za
Niel Cameron	Department Gemeenskapsgesondheit, Stellenbosch University,e-mail: nac@sun.ac.za
Dr. Dieter Neuvians	Health Systems Research – Eastern and Southern Africa, GTZ, e-mail: neuvians@mweb.co.za
Debra Jackson	Thesis coordinator, UWC-SPH, e-mail: djackson@uwc.ac.za
Tony Hawkridge	Visiting leturer from USA, Vaccine trials
Marlene Petersen	General admin., UWC-SPH, e-mail: mpetersen@uwc.ac.za
Teresa de Lima	Financial admin., UWC-SPH, e-mail: tdelima@uwc.ac.za
Corinne Carolissen	Student admin., UWC-SPH, e-mail: ccarolissen@uwc.ac.za
Janine Kader	Student adm. UWC-SPH, e-mail: jkader@uwc.ac.za
Lucy Alexander	Learning materials developer and editor, UWC-SPH,
Nandipha Matshanda	Learning materials developer and editor, UWC-SPH, e-mail: nmatshanda@uwc.ac.za
Tony Baker	Computer Lab. Health systems courses, UWC-SPH, e-mail: tbaker@uwc.ac.za
Dr. Eslyn	Dept. of Management, Economic and Management Sciences, UWC.
Vera Scott	Equity, primary health care, poverty reduction specialist, UWC-SPH, e-mail: vscott@uwc.ac.za
Lungiswa Tsolekile	Equity, primary health care, poverty reduction specialist, UWC-SPH, e-mail: ltsolekile@uwc.ac.za
Cos Kamanda Bataringaya	NFP student at SPH UWC. Medical superintendant from Ministry of Health, Uganda,
Peter Olupot Olupot	NFP student at UWC-SPH. Medical doctor from Ministry of Health, Uganda, e-mail: polupotolupot@yahoo.com
Desalegn Tegabu Zegeya	NFP student at SPH UWC. Assistant lecturer, Gondar University. e-mail: desaegntegavu@freemail.et

Tanzania

Eirik Jansen	Ist Secretary, Norwegian Embassy, Dar-es-Salaam, Tanzania
Vincent Mwisho	Permanent Secretary, Ministry of Water and Livestock, Dar-es-Salaam, Tanzania
Magnus Ngoile	Director General, National Environment Management Council (NEMC) (Employer), Dar-es-Salaam, Tanzania
George Haule,	Deputy Director, Fisheries Division, Ministry of Natural Resources (Employer), Dar-es-Salaam, Tanzania
Regine Ringia	Administrative Assistant, Norwegian Embassy, Dar-es-Salaam, Tanzania
Halfani Halfani	Director Exploration, TPDC, (Employer), Dar-es-Salaam, Tanzania
Inge-Herman Rydland	Minister Counsellor, Royal Norwegian Embassy, Dar-es-Salaam, Tanzania
Yason Mndeme	Principal of Mbegani Fisheries Development Centre (Employer), Bagamoyo, Tanzania
Anne-Lise Langoy	Second Secretary, Norwegian Embassy, Dar-es-Salaam.
	The NFP fellows met in Tanzania are listed in the Country Report

Uganda

Olive Bwanika,	Programme Officer, Norwegian Embassy, Kampala, Uganda

Annex 3: List of Documents

Author	Year	Title	Co-author/series	Publisher
Afdal, Hilde Wågsås	2004	**Higher Education and Identity. Effects on identity after studying abroad. The case of Bangladesh**	Theses for Mphil in Multicultural and International Education	Oslo University College, Oslo
al-Samarrai, Samer and Bennell, Paul	2003	**Where has all the education gone in Africa? Employment outcomes among secondary**	Institute of Development Studies school and university leavers.	University of Sussex
Andersen, Ingunn et al	2003	**Report from the Education Task Force, November 2003**	Larsen, K., Movik, S., Sjaastad, E. Vedeld, P. Bergstrøm, C	University of Life Sciences, Ås
Boddens-Hosang, Joanna A. A. (ed.)	2003	**Learning from the Past, Looking to the Future: NORAGRIC/NLH's partnerships with universities in Africa**	NORAGRIC Report No. 15, August 2003.	NORAGRIC/Noregs Landbrukshøgskole;
British Council	2004	**Chevening scholarships programme. Annual report 2002-03**		London
Brock-Utne &	1993	**Review of the Diploma/M.phil course in Fisheries Biology and Fisheries Management, University of**	Norad Education Division.	Norad, Oslo
Brock-Utne, Birgit	1996	**Globalisation of learning – the role of the universities in the South – with a special look at Sub-Saharan Africa**	In: Inst. for Educ. Research, Report No 7.1996	University of Oslo
Bræk, Turid	1992	**Rapport fra Studiereise til Tanzania 18.11 - 2.12.1992 av Turid Bræk, Sosialsekretær**		NTH, Trondheim
Carl Bro Management	2001	**Study of the Danish fellowship Programme/Training and Education in Denmark**		Ministry of Foreign Affairs/Danida, November 2001
Commonwealth Scholarship Commission	N.d.	**Executive summary of review**		London
Commonwealth Scholarship Commission	N.d.	**Commonwealth Scholarships and Fellowships Plan Website (www.csfp-online.org)**		London
Commonwealth Scholarship Commission	2004	**44th Annual Report to the Secretary of State for International Development. For the year ending 30 September 2003**		London
COWI, Denmark	1998	**Institutional cooperation between Sokoine and Norwegian Agricultural Universities**	Development through institutions? Sub-study 2, Evaluation Report 2.98	Ministry of Foreign Affairs, Oslo
Danida	Ann.	**Danida 's Fellowship Programmes, Courses in Denmark**		Danida
Danida Fellowship	2004	**Effect Measurement Cross-sectorial and Centre Tailor-made Courses in Denmark 2001**		Danida, Copenhagen
Danida Fellowship Centre	Ann	**Annual Reports**		Danida
Dejene, Sileshi and Waktola, Aregay	2002	**Educating change agents: the contribution of the agricultural university of Norway (NLH) in Ethiopia and Eritrea (draft)**		Draft
Development	1989	**Monitoring of Fellowship Courses at NTH Consulting A/S**	Wirak, AH and Lexow, Trondheim 1986-89	DECO AS, Oslo J., Norad
Development Consulting A/S	1988	**Assessment of the Hydro Power Development Course**	McNeill, D, Wirak, A.W., Gjuul-Vines, E., Gussgård	Norad, Oslo

Development Consulting A/S	1988	**Rapport fra konferanse om bistand til høyere utdanning og institusjonsutvikling finansiert av DUH**	McNeill, Norad, Ministry of Dev. Coop.	Norad, Oslo
Development Consulting A/S	1989	**The Professional Shipping Course, Summary of Questionnaires 1985/86-**	Wirak, A.H., Norad, Education Div.	DECO AS, Oslo
Development Consulting A/S	1990	**Gjennomgang av Introduksjonskurs for Norad-stipendiater**	Norad Assessment	DECO AS, Oslo
Development Consulting A/S	1987	**Shippingkurset 1985/86 – vurdering basert på spørreskjema utfylt av stipendiatene**	Wirak, A.H., Norad, Ministry of Dev. Coop.	Norad, Oslo
Development Consulting A/S (DECO) Wirak, A. & Lexow, J.	1994	**Regionale kurs i utviklingsland**	Norad, Oslo	
DAAD	N.d.	**Study and research in Germany. Programmes for Sub Sahara Africa. Information brochure**		Deutscher Akademischer Austauschdienst (DAAD)
DAAD	2004	**Nachbetreuung ehemaliger Studierender aus Entwicklungsländern.**	Programmestudie. Band 54	Deutscher Akademischer Austauschdienst (DAAD)
DAAD	2000	**Ergebnisse einer Absolventenbefragung. Aufbaustudiengänge in der Entwicklungsgange.**	Band 37	Deutscher Akademischer Austauschdienst (DAAD)
Eritrea, Govt. of	1998	**Report on a Study Tour to South African Universities (Sept.21 - Oct.3, 1998)**		Ministry of Education, Asmara
ESAURP	1983	**The Professional Shipping Course at the Norwegian Shipping Academy, Case: Tanzania**		ESAURP, Dar es Salaam
Fergus, M. & Jacobsen, A.	1997	**Review of Administrative Support to ERI 006 - Scholarship Programme – Eritrea**		Nordic Consulting Group, Oslo
Fine, J.C., Lyakurwa, W. & Drabek, A.G. (eds)	1994	**PhD Education in Economics in Sub-Saharan Africa: Lessons and Prospects**	African Economic Research Consortium	East African Educational Publishers, Nairobi
Flemish Interuniversity Council (VLIR)	2004	**Advanced university education. International training programmes 2004. International courses 2004-2005.**	VLIR, 2004	
Fordham, Paul	1998	**Training adult educators in African universities: an evaluation of the scholarship programme of the Institute for International Cooperation of the German Adult Education Association (IIZ/DVV)**	In: Adult education and development; no.51, 1998	Adult education and development, Bonn
Gabrielsen, Elin Vally	1999	**Hjelp til de fattigste? Norsk bilateral bistand til høyere utdanning og forskning i u-land 1960-1995**	Hovedoppgåve, Universitetet i Oslo, Historisk institutt,	University of Oslo
Gouws, Marius	2003	**Improving data accuracy by using an incentive scheme**	Case study Series No. 1, School of Public Health	Univ. of Western Cape (UWC), Cape Town
Grimstad, Per & Wirak, Anders	2002	**Student co-operation between The Republic of South Africa and Norway A Pilot Study Final Version**		Norad, Oslo
Halvorsen, Kate	1990	**The Role of Education in Norwegian Development Aid.**	Forum for utviklingsstudier 1990 (2), s. 249-265,	Forum for Utviklingsstudier, Oslo
Halvorsen, T, Havnevik, K. J, og Simensen T	2000	**Gjennomgang og vurdering av kurs innen Norads stipendprogram. Rapport til Unversitetsrådets styre for Norads stipendprogram**	5. mai 2000	Unversitetsrådets
Hammer Turi	1982	**Studie av Norads stipendiatvirksomhet**		Chr. Michelsens Inst, Bergen

Hestås Minken, Jannicke	2002	**De kom for å bli kunnskapsbærere. Norad-stipendiatkurs ved Norges Landbrukshøgskole 1970-1999.**	Hovedoppgåve i historie, Universitetet i Oslo, 2002.	University of Oslo
Hestås, Jannicke	2002	**De kom for å bli kunnskapsbærere: Norad- stipendiatkurs ved Norges Landbrukshøgskole 1970-1999**		Oslo
Hetland, Atle	1980	**The Norad fellowship programme for students from developing countries**	U-landsseminarets skriftserie. Oslo, 1980.	University of Oslo
Hyden, H., Kazembe, J., Lexow, J.& Wirak, A.	1991	**Review of Diploma Course in Women's Law**	Norad, Oslo commissioned	DECO AS, Oslo
Hårstad, J. & Wirak, A.	1988	**Erfaringer fra 32 norske evalueringsrapporter**		DECO AS, Oslo
International Summer School, Oslo	1985	**International Summer School, Oslo. University of Oslo**		University of Oslo, Oslo
International Summer School, Oslo	1975	**International Summer School, Oslo. University of Oslo**		University of Oslo, Oslo
Jamil, Ishtiaq	2003	**Higher education and development: A tracer study on knowledge production and knowledge transferability (daft)**		University of Bergen
Jansen, Eirik G	1976	**Øst-Afrikanske stipendiater ved norske fiskarfagskoler – en prosjektevaluering**	Jansen, Eirik, G., DERAP Papers No 70	DERAP, Bergen
Kamba, Walter	1997	**Evaluation of the post graduate programme in women's law at the University of Zimbabwe**	Griffiths, A. and Maal, B.	Norad
Kameri-Mbote, P., Topnes, M. & Maal, B.	2001	**Review of the Regional Diploma Course in Women's Law, Zimbabwe**		Norad, Oslo
Lenneiye, N.M.	1990	**Production and dissemination of education materials on women and the law in Zimbabwe (Project proposal for submission to Norad, Harare)**	Department of Women's Affairs, Ministry of Political Affairs, Government of Zimbabwe	Department of Women's Affairs, Ministry of Political Affairs, Government of Zimbabwe
Lexow, Janne	2000	**Norwegian Support to the Education Sector, Overview of policies and trends 1988-1998**	Nordic Consulting Group, Evaluation Report 2/2000	Norwegian Ministry of Foreign Affairs, Oslo
Lexow, Janne & Frøyland, Egil	1998	**Report of Norad's Fact-finding Mission. Keren Teacher Training College KTTC, Eritrea**	Akershus College, January 1998	LINS/DECO/NCG, Oslo
Lexow, Janne & McNeill, Desmond	1997	**Review of Norad support to Asia Institute of Technology (AIT), Bangkok**		DECO AS, Oslo
Lund, Ragnhild Reitan, Jorunn	2003	**Report from Institution visits in Bangladesh Oct. 6-10 2003**	Department of Geography and coordinators of MPhil of Social Change	NTNU, Trondheim
Lunde, Renate and Kjerland, Kirsten Alsaker	2004	**Kompetansevekst i spenning – norsk dokumentasjon rundt og norske erfaringer med Norad stipendprogram**	On commission from SIU	SIU, Bergen
McNeill, D, Lexow, J,	1988	**Review of Diploma Courses financed by Wirak**	ISBN 82-7568-012-3, MDC, Norad. Final report	DECO AS, Oslo MDC, Oslo
McNeill, D. & Wirak, A.	1988	**Evaluation of the Soil Science Course**	Norad Evaluation Report 7.88	Ministry of Development Cooperation, Oslo
McNeill, D. & Wirak, A.	1987	**Evaluation of the Soil Science Course (NLH) Inception Report**	DECO, November 1987	Ministry of Development Cooperation, Oslo
McNeill, Desmond	1987	**Proposals for an assessment of the hydropower development course**		DECO AS, Oslo
McNeill, Desmond	1989	**Postgraduate Courses in Norway Financed by MDC/Norad: Social Aspects**	Development Consulting A/S (DECO)	DECO AS, Oslo
Minken Jannicke Hestås	2002	**The Norad Fellowship course at the Agricultural University of Norway 1970-**		University of Oslo
Mjøsutvalget	2001	**Freedom with responsibility: on higher education and research in Norway**	NOU 2000:14	Statens forvaltningstjeneste, Oslo

NCG AS	1992	**Prøveprosjekt petroleumsopplæring i u-land (PETRAD) – Gjennomgang**	Norad gjennomgang	Nordic Consulting Group, Oslo
NCG, DECO, Nuffic	2005	**Evaluation of Norad's Fellowship Programme, Inception Report**	Hansen, Stein et al, 31 January 2005	NCG, DECO, Nuffic, Oslo and der Haag
NLH International Student Office	2002	**Studying at the Agricultural University of Norway. Information for International Students**		NLH International Student Office
NN	?	**Evaluation of individual cooperation projects and institutional partnerships between the University of Oslo and the University of Botswana and the University of Zimbabwe**		
Norad	1993	**RAF 001 - Regionalt diplomkurs og forskningsprogram i kvinnerett, Universitetet i Zimbabwe**		Norad, Oslo
Norad	1982	**Norad's stipendiatvirksomhet, Notat til Direksjonen fra P&S avdelingen, 24. september 1981**		Norad, Oslo
Norad	1972	**Norad stipendiatvirksomhet gir impulser begge veier**	16/3-1972:	Norad, Oslo
Norad	1984	**Overordnete retningslinjer for Norads stipendiat- og opplæringsvirksomhet**	P&S-avdelingen, Direksjonsnotat	Norad, Oslo
Norad	2002	**U-landsstudenten, – kompetansebærer eller politisk aktør**	Norad, Oslo	
Norad	1981	**Stipendiat og kursvirksomheten i 1980 (Direksjonsnotat**)	Direksjonsnotat	Norad, Oslo
Norad	1987	**Utkast til retningslinjer for representasjonenes forvaltning av opplæringsmidler bevilget over opplæringsposten**	US, Sissel Volan, 19970304	Norad, Oslo
Norad	1988	**Konferanse om bistand til høyere utdanning og institusjonsutvikling finansiert av Departementet for Utviklingshjelp/Norad 26-27 oktober 1988**	Kontoret for utdanning og	Norad, Departement for utviklingshjelp, Oslo
Norad	1977	**NORKONTAKT temanummer Stipendiatvirksomheten**		Norad 1977
Norad	1980	**Stipendiat og kursvirksomheten 1979**	Direksjonsnotat	Norad, Oslo
Norad	Seve	**Norad Fellowships Offer – International diploma courses in Norway**	Norad	Norad, Oslo
Norad	1994	**Gjennomgang av Opplæringsposten, Rapport fra fase 1**	Wirak, DECO AS AS, Oslo	Norad and DECO
Norad	1999	**Norad investerer i framtida Norads strategi mot år 2005**		Norad, Oslo
Norad	1998	**ERI 0013 Stipendprogram, Keren Teacher Teacher Training College (KTTC)**		Norad, Oslo
Norad	1994	**Notat fra UTD/arbeidsgruppen til Per Ø. Grimstad: Nettverk for tidligere stipendiater – fase 1**	Norad 531.311, datert 8. desember 1994.	Norad, Oslo
Norad	1998	**Avtale mellom Direktoratet for utviklingshjelp og Det norske universitetsråd om Norads stipendprogram", Signert 29. juni 1998.**		Norad, Oslo
Norad	1987	**Om bruk av opplæringsmidler til videreutdanning – Til behandling i Direksjonen 21.10.1987 (Konfidensiell)**	Direksjonsnotat	Norad, Oslo
Norad	Ann.	**Practical guide and regulations for Norad fellows**	Norad	Norad, Oslo
Norad	2002	**Norads stipendprogram samrådsmøte: "Norads retningslinjer for opptaket". Møtedato: 04.02.2002.**	04.02.2002	Norad, Oslo
Norad	1971	**Innstilling fra utvalget for vurdering av Norad's stipendiatvirksomhet, 24/11-**	Norad 700.0 Generelt 1969-1974	Norad, Oslo

Norad	2001	**Bevilgningsdokument Sak: 99/2844 Norads Stipendprogram**	Oslo 2001 08 30	Norad, Oslo
Norad	1973	**Direktoratet – Stipendiat- og kursvirksomheten – Helårsoversikt 1973", 30/11-1973.**	Norad: Generelt	Norad, Oslo
Norad	1999	**Organisering av Norads støtte til forskning og universiteter, Rapport fra intern arbeidsgruppe**	29. juli 1999.	Norad, Oslo
Norad	2003	**Norads stipendprogram: anmodning om innspill til bistandsrelaterte relevanskriterier for valg av nye master/diplomkurs, høsten 2004**	Dato: 10.01.03.	Norad, Oslo
Norad	1995	**Connexion. A Norad Fellows Network Bulletin**	Informasjonstjenesten	Norad, Oslo
Norad	1993	**Arbeidsseminar om bruk av Noradstipendiater som ressurs. Trondheim 3. juni 1993.**		Norad, Oslo
Norad	1981	**Kommentar til notat av 7. august 1981 fra spesialrådgiver Karl Skjerdal "Om Norad's stipendiatvirksomhet", Notat til avdelingssjef A. E. Sørensen fra Kontorsjef Rannveig Anderssen-Rysst. 16. september 1981.**	Kontorsjef Rannveig Anderssen-Rysst. 16. september 1981.	Norad, Oslo
Norad	1979	**Melding om Stipendiat- og kursvirksomheten, Utkast til styredokument. Rannveig Andersen-Rysst, 1. februar 1979**		Norad, Oslo
Norad	1973	**Norad Stipendiatvirksomhet**	Norad 700.0 Generelt 1969-197	Norad, Oslo
Norad og Universitet og	2001	**Avtale mellom Direktoratet for Utviklingssamarbeid og Universitets- og Høgskolerådet om Norads**	Oslo 2001 0829	Norad, Oslo
Norad og Universitet og	2002	**Tilleggsavtale mellom Direktoratet for Utviklingssamarbeid og Universitets- og Høgskolerådet om støtte til kursutvikling i Sør**	Oslo 2002 01 08	Norad, Oslo
Norad og Universitet og	2002	**Tilleggsavtale mellom Direktoratet for Utviklingssamarbeid og Universitets- og Høgskolerådet om stipend til studenter fra Øst-Timor**	Oslo 2002 01 08	Norad, Oslo
Norad og Universitet og	2002	**Tilleggsavtale mellom Direktoratet for Utviklingssamarbeid og Universitets- og Høgskolerådet om drift av løpende kulturutdanningsprosjekter og utvikling av Norads kulturutdanningsprogram**	Oslo 2002 0107	Norad, Oslo
NORAGRIC		**Annual Reports**		NORAGRIC, NLH, Ås
Norwegian Ministry of Development Cooperation	Ann.	**Practical Guide and Regulations for Norad fellows**	Annual information	Norwegian Ministry of Development Cooperation
Norwegian Ministry of Development Cooperation		**Postgraduate Training for Development Country Report: Norway**	Education and Fellowships Division	Norwegian Ministry of Development Cooperation
Norwegian Ministry of Education and Reseach	2005	**The Bologna Process from a Norwegian Perspective – towards a European Higher Education Area, Factsheet**	Bologna Bergen Summit, Factsheet	UFD, Oslo
Norwegian Ministry of Education and	2001	**Rapport fra arbeidsgruppe for evaluering av støtteordningen i Statens lånekasse for studenter fra utviklingsland og Sentral- og Øst-Europa**	http://odin.dep.no/ufd /norsk/publ/rapporter/ 014001-220011/index-	UFD, Oslo
Norwegian Ministry of Education and		**Statsbudsjettet 2004-2005, Undervisnings- og forskningsdepartmentet, teknisk dokumentasjon**		Ministry of Education and Research, Oslo
Norwegian Ministry of Foreign Affairs	1989	**Stortingsmelding om kompetansebygging i u-land – om bistand til opplæring og bruk av faglig bistand**	Parliamentary report	Ministry of Foreign Affairs
Norwegian Ministry of Foreign Affairs	1999	**Strategi for styrking av forskning og høyere utdanning i tilknytning til Norges forhold til utviklingslandene**		Ministry of Foreign Affairs, Oslo

Norwegian Ministry of Foreign Affairs	1999	**Strategy for Strengthening Research and Higher Education**		MOFA, Oslo
Norwegian Universities' committee for development and education (NUFU)	Ann.	**NUFU Annual Reports**	Annual information	NUFU, Bergen
NTH	1992	**The Norad programmes at University of Trondheim**	Norad	NTH, Trondheim
NTNU	2003	**Report from the visit to the Cooperating Institutions in Bangladesh**		NTNU, Trondheim
NTNU	2001	**Annual Report, Norad-sponsored courses. M.Sc, M.phil., and Diploma Programme and Institutional Development**	NTNU, Trondheim	
NTNU	2001	**Norad-sponsored courses. M.Sc, M.phil., and Diploma Programme and Institutional Development, NTNU: Annual Report**		NTNU, Trondheim
NTNU	1999	**Innstilling og anbefalinger fra Evalueringsgruppen for MPhil in Social Change**	mai 1999	NTNU, Trondheim
NTNU	2000	**Hydropower Development: Evaluations 2000**.		NTNU, Trondheim
Nuffic	2001	**Pilot study on the effects of three Dutch scholarship programmes**	May	Nuffic, Den Haag
Nuffic	2002	**The New Netherlands Fellowship Programmes 2003. Eligibility, study programmes, application and selection procedures**		Nuffic, Den Haag
Olsen, Anne Thelse	2003	**Report of a study of fellowship programmes of development aid.**		Danida fellowship Centre, Copenhagen
Olsen, Jean Nesland	1987	**Innovative practices and arrangements for foreign students in Norway (Konfidensiell)**	Office for Foreign Students, University of Oslo	University of Oslo
Omtvedt, Petter C. and Rist, Rudolf Boy	1995	**Review of The Professional Shipping Course at the Norwegian Shipping Academyand The MSc In International Shipping at the University of Plymouth**		Norad, Oslo
Paulsen, Kristin Holst	2003	**Reiserapport fra Uganda**	November 2003	SIU, University of Bergen
Peter, G. & S.Patmo	1995	**Summary of the country studies of the Netherlands Fellowships Programme**		Centre for the Study of Education in developing Countries (CESO)
Ragnhild Lund and Jorunn Reitan	2003	**NTNU: "Report from Institution visits in Bangladesh Oct. 6-10 2003"**	Department of Geography and coordinators of MPhil of Social Change	NTNU, Oslo
Rijksuniversiteit Gent, Belgium		**Guide for Foreign Students**		Rijksuniversiteit Gent, Belgium
River Path Associates	2003	**The FCO Scholarship review. Final Report, 17 November 2003**		River Path Associates
Samoff, Joel & Carrol, Bidemi	2003	**From Manpower Planning to the Knowledge Era: World Bank Policies on Higher Education in Africa**	UNESCO Forum on Higher Education, Research and Knowledge 2003	UNESCO, Paris
Sandvei, Bård	1994	**Nettverk for tidligere Norad-stipendiater**		Norad
Sandvei, Bård	1993	**Studietur til India og Sri Lanka for Tony Noonan, Kursleder, Shippingakademiet og Bård Sandvei, Sosialsekretær Oslo 7. - 18. juni, 1993**		Norad
Sandvei, Bård (Referent)	1993	**Rapport – Arbeidsseminar om bruk av Norad-stipendiater som ressurs – Trondheim 3. juni 1993**		Det norsk shippingakademi
School of Public Health, Univ. of Western Cape	2003	**Causes of death and premature mortality in Cape Town**	UWC School of Public Health in association with MRC Burden of Diseas Research Unit, Metro information Group	UCT's Dept of Public Health and Equity Gauge Project, Cape town

Scott, Vera	2003	**Cape Town mortality data: Equity lens – lessons and challenges**	Mimeo	UWC School of Public Health
Sida	1971	**Stipendiatverksamheten**	Sida Promemoria, 1971 11 01	Sida, Stockholm
SIU	2002	**Årsrapport 2002. Norads stipendprogram**	Dokumentserien nr 2/2002	SIU, University of Bergen
SIU	2004	**Norad Fellowship Programme**		SIU, Bergen
SIU	2004	**Bibliography 2003 Norad Fellowship Programme**	SIU Document Series No. d8, 2004	SIU, Bergen
SIU	2002	**Diskusjonssak – samordning av kvote- og Norad stipendprogram etter Flatin-utvalgets forslag, Norad stipendprogram samrådsmøte, Møtedato: 22.01.2002.**	SIU 321.02:	SIU, University of Bergen
SIU	Sev.	**Norads Stipendprogram Samrådsmøte – flere møterapporter og andre dokumenter**		Norad/SIU
Skjerdal, Karl	1981	**Om Norads Stipendiatvirksomhet**	Til Ass. dir. Nils Vogt	Norad, Oslo
Skodvin, Ole-Jacob	2000	**Stipendprogram for NUFU-tilknyttet forskningssamarbeid med utviklingsland. En gjennomgang og vurdering (Utkast)**		NIFU, Oslo
Sumra, Suleman	1990	**Evaluation of Pulp and Paper Technology and Electric Power Distribution Systems Course, Report prepared for DECO, Oslo**	DECO AS, Oslo	DECO AS, Oslo
Swedish Agency for International Technical and Economic Co-operation	1990	**Paper Technology - Advanced International Training Programme - Markaryd, Sweden September 17 - November 29, 1990**	BITS	Swedish Agency for International Technical and Economic Co-operation
Syrstad, Ola		**Mat, miljø og utvikling. U-hjelpens historie ved Noregs landbrukshøgskole 1964-1990**		NORAGRIC/Noregs landbrukshøgskole;
Task Force on Science, Technology and Innovation, United Nations Millenium Project	2003	**Building Human Capabilities, The Role of Institutions of Higher Learning**		United Nations Millennium Project
The World Bank	1997	**Expanding the Measure of Wealth Indicators of Environmentally Sustainable Development**	Environmentally Sustainable Development Studies and Monographs Series No. 17, The World Bank, 1997	The World Bank, Washington
Tjeldvoll, Arild (ed.)	1993	**Education as Development Aid – a seminar report**		University of Oslo.
Tjomsland, Marit	2004	**Internationalization at Norwegian Universities and Colleges after the Quality Reform**	Working Paper 6-2004, April	Stein Rokkan Centre for Social Studies
ULS	2005	**Self-evaluation of the Master programme in Development and Resource Economics/(DRE)**	1st February	IØR, UMB, Ås
UNESCO	Ann.	**Guide to UNESCO Fellowships and Study Grants**		UNESCO, Paris
UNESCO		**Policy Paper for Change and Development in Higher Education, ED-94/WS/30, Paris, p33**		
UNI-Consult	2003	**Administrative Review of Centre for International University Co-Operation**		UNIConsult, Oslo
University of Bergen	1994	**Information about programmes and student finance 1994-1995**		University of Bergen
University of Bergen	1993	**Ny støtteordning for studenter fra utvikingsland og Øst-Europa**		Universitetet i Bergen
University of	1990	**Report of the Department of Private Law, Faculty of Law, University of Zimbabwe on the Norad Diploma Course in Women's Law, 1990**	Working Papers in Women's Law No. 35	University of Zimbabwe
University of		**Proposal for the continuance of the Norad, University of Zimbabwe, Department of Private Law, Cooperation in the field of Women's Law**	Department of Private Law, Faculty of Law	University of Zimbabwe

UWC and University of Pretoria	2005	**Masters degrees in international trade and investment in Africa**		Pretoria and Cape Town.
UWC School of Public Health	2005	**Academic Handbook 2005 for Postgraduate programme**		UWC, Cape Town
UWC School of Public Health	2003	**Annual Report 2000-2002**		UWC, Cape Town
Vandsemb, Berit H.	2000	**Evaluative study on socio-economic impact of the Female Secondary Education Stipend Programme Phase 1 in Bangladesh**	LINS Contribution 2000-3	LINS, Oslo
Vedeld, Pål	2002	**Some piece of cake! Crafting Interdisciplinarity in Teaching in Management of Natural Resources and Sustainable Agriculture**	– experiences from an MSc Programme in Management of Natural Resources and Sustainable Agriculture from the Agricultural University of Norway	NORAGRIC/Noregs landbrukshøgskole;
Welle-Strand, Anne	1994	**Norske og utenlandske bistandspolitiske retningslinjer – bistand til høyere utdanning, opplæring og kursvirksomhet**		UNESCO kommisjonen, Oslo
Whyte, Anne	2004	**Human and institutional capacity building: Landscape analysis of donor trends in international development**	Report to the Rockefeller	Rockefeller
Wiktorsson, Hans, Brock-Utne, Chichaibelu, Kauzeni	1992	**Project Review of the Department on Animal Science and Production (TAN 069).**	Norad review	Norad, Oslo
Wirak, A. & Hetle, A., Johansen, R. Østby, H.	1983	**Manpower Training: Evaluation of The Professional Shipping Course, 3 volumes**	ORGUT AS, Oslo	Norad Evaluation Reports 2 1983
Wirak, A., Rør, A. & Kubberud, V.	1998	**Gjennomgang av Norads samarbeid med The International Summer School**	LINS Review 1998-2	LINS, Oslo
Wirak, Anders	1993	**Papirproduksjon og kompetanseutvikling**	Norad, DECO AS	DECO AS, Oslo
Wirak, Anders	1997	**Kompetansebehov i forvaltning av utdanningsbistand – belyst ved to konkrete eksempler**	LINS Contribution 1997-2	LINS, Oslo
Wirak, Anders	2003	**Desk Study: Eritrea – Education sector update. Review of the education sector with particular focus on need for cooperation in teacher training.**		DECO AS, Oslo
Wirak, Anders	1994	**Kursvirksomheten i Norge**	Gjennomgang av opplæringsposten, Temautredning 1	Norad and DECO AS, Oslo
Wirak, Anders	1999	**Fellowship Programme for Tibetan Students, Mid-Term Review**	LINS Review 1999-3	LINS, Oslo
Wirak, Anders	1994	**Oppfølging av Flatin-rapporten om stipend for studenter fra u-land**	Gjennomgang av opplæringsposten, Temautredning 6	Norad and DECO AS, Oslo
Wirak, Anders et al	1991	**Diploma Courses at the Norwegian Institute of Technology; EPDS and PPT**	MOFA, Evaluation Report 2.1991, Ylvisåker, Nagoda, Lexow, Sumra,	DECO, MOFA, Oslo
Women's Law Programme	1997	**Women's Law Programme - Budget 1997 and incidental matters**	Departement of Private Law	University of Zimbabwe
Zwingman, C.A.A & Gunn, A.	1983	**Uprooting and health, psycho-social problems of students from abroad**	WHO	WHO, Geneve
Ødegaard, Brock-Utne, Mnzava, Semesi, Strandet	1990	**Project review of the Faculty of Forestry (TAN 022) Uni. of Dar es Salaam**		Det norske Skogselskap, Oslo

Annex 4: Tanzania Country Report

1. Introduction

The field trip to Tanzania took place from Sunday 6 March to Wednesday 16 March 2005, making a total of 8 working days. The fellowship questionnaire together with an explanatory letter had been distributed to those with workable email addresses and identifiable postal addresses some time in advance. The team collected 26 completed questionnaires and asked other fellows to submit questionnaires by e-mail. Consultant Eke Mwaipopo of Nordic Consulting Group (Tanzania) Ltd spent several days checking the whereabouts and availability of former fellows, and arranged a programme of interviews with fellows, institutions and employers. This process produced a list of about 100 Tanzanian fellows whose current whereabouts and contact addresses are now known. The team established that attempts were being made to set up an association of fellows who had attended the University of Life Sciences, but were unable to make contact with them. The box shows how the consultant team went about tracing fellows.

The team was able to find and arrange face-to-face interviews with 42 former fellows in depth, from the following courses:

- Master in Development and Resource Economics (ULS)
- Master in Management of Natural Resources and Sustainable Agriculture (ULS)
- MSc in Hydropower Development (NTNU)
- MSc in Petroleum Engineering and Petroleum Geoscience (NTNU)
- MPhil in Public Administration and Organisation Theory (UiB)
- MSc in Fisheries Biology (UiB)
- Master in Comparative and International Education (UiO)
- Master in International Fisheries Management (UiT)
- Other courses now discontinued (including Pulp and Paper, various fisheries courses, electrical engineering etc)

These courses represent eight of the 14 programmes from which fellows have graduated. The team visited Dar-es-Salaam, Morogoro (for interviews at Sokoine University of Agriculture (SUA) and Mzumbe University) and Bagamoyo (Mbegani Fisheries Development Centre). Interviews were held with employers in the Ministry of Natural Resources and Energy, the National Environmental Management Council (NEMC), the Tanzania Petroleum Development Corporation (TPDC), the Mbegani Fisheries Development Centre. These employers appeared well informed on the Norad Fellowship Programme. The team produced a brief aide-memoire which was used as the basis for discussion with the Norwegian Embassy in Dar-es-Salaam (Inge-Herman Rydland, Erik Jansen, Anne-Lise Langøy and Regine Railia).

Tracing tanzanians

"We are trying to trace Tanzanians," we said. "That should not be too difficult,'' he responded "There are 33 million of them".

Of course it was not just any Tanzanians we were tracing. It was Tanzanians who had participated in the Norad Fellowship Programme (NFP) in Norway. Over 100 Tanzanians had participated since 1998 and probably more than 500 since courses started in 1962. Locating these Tanzanians proved to be a formidable job.

First we started searching in Norway. Norad did not know where they were or who they were. Neither did SIU. Neither did the administrative offices of the universities (or at least the majority of them). The only people who might have known who and where they were, were the course administrators. Of course many of these administrators had changed jobs and moved away over the years and their lists of former students went with them. We therefore contacted the administrators of the 14 existing Norad courses from which fellows had graduated at the universities in Oslo, Trondheim, Bergen, Ås and Tromsø. It took 7 weeks of talking, e-mails, meetings and phone calls to make a list of Tanzanians who had studied under the Norad Fellowship Programme. After 7 weeks 13 of the 14 courses we had contacted responded. But the quality of the lists of fellows they provided was highly variable. Some had names and addresses from as far back as 1972, but these were over 30 years old. Others had email addresses which proved to have changed three or four times. Others were mere P.O.Box numbers which could take weeks to contact. Eventually we managed to assemble about 100 names and addresses whom we could start contacting. But it was clear that the majority of the addresses were out of date.

The next step was to try to start contacting Tanzanian fellows for interview in Tanzania. This also proved to be a daunting task. Some had no institutional contact at all, only an email address or a Post Box number. Others had been moved to other jobs or to other parts of the country. Some were out of the country or Dar-es-Salaam or attending workshop/seminars during the 10-day period we had planned to undertake interviews. Some were simply too busy to see us. Eventually, by dint of some astute detective work we were able to assemble a list of cell phone numbers and to make appointments. But even then our problems were not over. Emergencies occurred and interviews were cancelled or rescheduled. One group interview we had planned was cancelled because of a major funeral. Eventually we managed to trace and interview about 40 fellows, which is more than we had counted on.

Through NFP Norway has invested as much as NOK 20 million in these people in order to make a development impact in Tanzania. There is no doubt that these fellows have had an impact on the country. The people we met held leading positions in society and in the economy in education, public administration, petroleum, energy, agriculture, fisheries and the environment. It would be a great pity for Norway to lose touch entirely with such people who owe so much to the Norad Fellowship Programme.

Our humble efforts to trace them were therefore probably worth it.

2. Background and context: The Fellowships in Tanzania

The Fellowship Programme in Tanzania: A Switch in Orientation

For historical reasons Tanzania has probably produced more Norad fellows than any other country. More than 500 Tanzanians have received Norad fellowships since the programme's inception in 1962. A total of 103 were enrolled between 1998 and 2004, although a marked decline in numbers has taken place in that period from 23 in 1999 to 9 in 2003.

The University of Life Sciences reports that 81 Tanzanians completed the Masters of Natural Resources and Sustainable Agriculture course (MNRSA) between 1986 and 2001 and well over 100 have now completed the course. The reasons for the decline are difficult to pinpoint. However it seems likely that the numbers of Tanzanians taking the three most well-established courses i.e. MNRSA, Hydropower and Petroleum Engineering have declined rapidly in recent years because Tanzania has reached "saturation" in these particular fields. From 1970 to 1995 recruitment of candidates was closely related to Norway's development assistance concerns in Tanzania i.e. higher education, hydropower, petroleum development, fisheries, forestry, environment and water development. This was frequently the result of institutional cooperation e.g. cooperation between the TPDC and Statoil or the Norwegian Petroleum Directorate or cooperation with Norwegian consulting firms. Fellowships were used consciously to strengthen Tanzanian manpower resources in sectors where Norway had an interest, often training counterpart staff to replace expatriate technical assistance personnel. Since 1995 there has been a discernible switch to less technical fields in education, economics, public administration and health. This may account for a decline in the number of Tanzanian fellows as certain traditional sectors e.g. forestry may have reached "saturation". Another significant factor is probably the great increase in competition for places. Before 1990 students were "nominated" for places by a Tanzanian institution, and if they met the qualification requirements a place was made available. In the three years 2001 to 2003, the only period for which statistics are available, 8 Tanzanians took the MNRSA course, only 1 took hydropower, 3 petroleum and 2 fisheries. In contrast 8 took international comparative education. There are clear indications of "saturation" in some courses. SUA complains that in some fields they have too many staff and not enough students. Some TANESCO staff were made redundant when a foreign company took over a management contract. The changes in direction in Tanzania may arise from the shift, referred to elsewhere in this report, from a "manpower planning" mode to a "knowledge production" mode.

Another major problem arising now in Tanzania is that many fellows trained in Norway 20 to 25 years ago to staff a particular institution are reaching retirement age. Often there are no replacements for this staff. This problem was observed at both Mbegani Fisheries Development Centre and TPDC.

As indicated above there appears to have been a fairly radical change in focus in the fellowships taken by Tanzanians in the past 10 years. However it is extremely difficult to produce statistical evidence of this as the statistics simply do not exist. Before 1995 it seems likely that up to 25 Tanzanian fellows were enrolled every year, primarily in management of natural resources (forestry and environment), petroleum engineering, hydropower and fisheries biology and management. The explicit purpose of this was to provide skilled Tanzanian manpower in the following institutions and projects:

- SUA (environment and forestry)
- Ministry of Natural Resources and Energy (environment, fisheries, hydropower, petroleum)
- TANESCO (hydropower, electrical power distribution)
- TPDC (petroleum)
- Mbegani Fisheries Development Centre (fisheries)
- Norwegian consulting firms e.g. Norconsult and Norplan (hydropower, environment)

In the period 1980 to 1995 it is not unreasonable to claim that NFP produced the majority of professional staff with master's qualifications at these institutions. In the case of SUA the Forestry Faculty benefited most.

NFP Selection Process

1) The Norwegian Embassy receives the annual course catalogue from SIU in August each year. Copies are made by the Embassy and sent to Public Service Management and several other ministries and institutions (e.g. the three universities supported by Norway) known to have an interest in NFP.
2) Individual applications are submitted to the Embassy between August and 1 December (the deadline for submissions). As they come in the Embassy checks that the paper work (about 8 separate documents) is in accordance with the requirements. If not, the application is returned to the sender, pointing out the changes required. For the 2005 courses the Embassy received about 200 applications of which about 175 were in order and forwarded to Norway.
3) The Embassy also receives a great many written enquiries and personal callers seeking information on NFP. If the person enquiring does not have a first degree and/or employment he/she is referred to other sources of information viz. brochures or the Internet. If the individual appears to meet requirements, the Embassy may give the person more information.
4) The Embassy then forwards applications received by 1 December to SIU for proces sing and further distribution.
5) The Embassy is informed by the individual courses of the successful applicants (in the case of Tanzania about 10 individuals) so that visas can be issued and arrangements made for travel to Norway.
6) As far as we were able to gather, it is up to individuals themselves to apply for a place and employers do not generally select or propose candidates (unlike the case in Bangladesh).

3. The interviews with the fellows

The Main Issues

The consulting team could only interview those fellows it was able to find so that the sample was necessarily unrepresentative. Nonetheless the team met a wide cross-section of Tanzanians. Most had undertaken relatively technical courses in hydropower, fisheries, pulp and paper, environment and petroleum. The team also met recent fellows from public administration, international comparative education and development economics.

Apart from collecting the fellowship questionnaires the consultant team undertook in-depth interviews which touched on the following subjects:

- Present position and impact on Tanzania
- Socio-economic background of the fellows
- Experiences in Norway
- Norwegian Facilities/courses versus other courses
- Further education
- A Tanzanian Fellows' Association
- Embassy

Present Position/Impact in Tanzania

Several groups of fellows are of the opinion that the fellowship courses have created a group of professionals who have made a significant impact on different aspects of Tanzania's economic development and on poverty reduction. Fellows from the Management of Natural Resources and Sustainable Agriculture (MNRSA) programme at the University of Life Sciences reported that many of them occupy central positions in the universities and ministries, whereby they have a major impact on environmental policy in the country. SUA's Forest Management programme, in particular, is a field where NFP has made a national contribution. Several of those interviewed at Sokoine University expressed the opinion that, without the

Norwegian combination of institutional co-operation, fellowships, short courses and technical assistance, the University would not exist in today's form. This in itself represents a considerable impact in a country with only 4 public universities with about 20,000 places for a population of 33 million.

A similar view was expressed by fisheries graduates from Bergen and Tromsø, since marine fisheries and fish processing has acquired a new and expanded economic significance with the extension of the Tanzania's Exclusive Economic Zone to 200 miles. Mbegani Fisheries Development Centre, most of whose staff has been trained under NFP has had a critical role in producing trained fisheries management staff to meet these new challenges. Numerous management staff in the relevant ministries have taken master's degrees in Fisheries Biology at the University of Bergen.

In the petroleum sector Norway has been instrumental in developing Tanzania's gas resources. The major supplier of fellowships in the petroleum sector has been NTNU. However because the demand for qualified exploration professionals has been met, TPDC has not sent any fellowship students to NTNU for 8 years. A combination of fellowships, short courses, institutional cooperation (Statoil and the Norwegian Petroleum Directorate) and technical assistance had meant that Norway and NFP can take much of the credit for the development of the Songo-Songo gasfields, which now supply 110 MW of electrical power to Dar-es-Salaam (about 60% of the city's demand). The production of electrical power for the country's capital city can be viewed as a major step in poverty reduction so that a clear causal link can be drawn between the NTNU courses and poverty reduction. There was thus a direct and visible impact of the NTNU petroleum engineering and petroleum geosciences course. Until recently emphasis had been on exploration but now the need was for management of resources, liberalisation of energy markets and contract management.

There are probably over twenty NFP fellows employed in TANESCO, the Tanzania Electricity Supply Company, which generates, transmits and supplies electricity. The fellows were of the opinion that they have been instrumental in developing the country's hydropower resources over the past 30 years. Hydropower accounts for 555 MW of the country's total installed capacity of 860 MW (or 60%). This has been supported by the involvement of Norwegian government institutions and consulting firms in energy, water and geotechnics.

It also emerged from discussions with NTNU that most of the Chemical Engineering staff at the University of Dar-es-Salaam completed their post-graduate education, some up to the PhD level, at NTNU, although not through NFP.

Interviews were also held with fellows from "newer" NFP courses viz. International Comparative Education (Oslo), Development Economics (University of Life Sciences) and Public Administration (Bergen). Because of the small number of students who have graduated from these courses and the relatively short history of the courses, the impact of these fellows to date is minimal. However, the course International Comparative Education, which has an East African orientation, may well already have had some impact on educational administration in Tanzania through the Tanzanian Institute of Education and the National Examinations Council.

Socioeconomic Background of the Fellows

The consultant team were specifically asked to enquire whether social class was a determinant in obtaining fellowships in Norway, that is, whether better-off applicants appeared to obtain places more easily. The answer was a resounding "no". For those who have visited Tanzania frequently, it appears that Tanzania still retains its relatively classless society inherited from

the Nyerere era, which is strongly confirmed by the fellows. This is not only because of the relative absence of a rich or privileged class, but also because of Tanzania's secondary school system where students are still assembled from all parts of the country in schools to ensure that no one social group predominates. The concept of a privileged class with privileged access to educational opportunities still seems relatively alien in Tanzania. There was also unanimity that the system of selection of fellows was fair and transparent. Fellowships are advertised widely by the Public Service Management and passed to ministries and other institutions. Most people are only allowed to apply for fellowships as part of a ministry's training programme.

Another striking aspect of the socio-economic background of Tanzanian fellows is fellows' attitudes to returning to Tanzania. The consultant team tried to determine whether many fellows had considered not returning to Tanzania after completion of the fellowship course. Again the answer was a resounding "no". Over 90% of the fellows interviewed would not consider remaining abroad for a number of reasons. Firstly the fellows had a job to return to, which is an important factor. Perhaps the most important reason for African graduates not returning home is that there is no job to return to. The requirement that the fellow already has a job is therefore a successful element of NFP. Secondly and perhaps equally important is an indefinable "loyalty" to the country itself. Because of their system of secondary education Tanzanians know a lot about their country and the people who live in it. They maintain a great national (rather than ethnic or regional) pride in their country and many find the idea of living in exile for financial reasons inconceivable. Civil servants who have taken NFP courses are willing to return to a monthly salary of TAS 175,000 (USD 175) after studying with Norwegians who may earn as much as USD 3,000 a month.

Experiences in Norway

Not surprisingly most fellows interviewed were invariably positive about their stay in Norway. It would be churlish indeed to be ungrateful for a free two year master's degree education. The most positive aspects put forward by the fellows were the modern teaching environment, up-to-date equipment and environment conducive to learning. The Tanzanian fellows had fewer distractions in Norway and were highly focused on their coursework. Most believe they were more motivated and performed better than their Norwegian counterparts. Many Tanzanians also felt that courses in East Africa could not compete with the international exposure one received in Norway and the exposure to modern western society.

Many fellows were attracted by the egalitarian lifestyle in Norway and the way one could greet one's professor by his or her first name. This was regarded as a great plus. There were the inevitable complaints about the cold, the dark and the reticence of the Norwegians, but this was usually offset by the company of other Tanzanians or foreigners. The annual Winter Seminar was universally applauded and the kindness of individual social secretaries and teachers trying to make Tanzanians feel at home was also much appreciated.

Several students found that NFP grants were insufficient to maintain a household in Tanzania; many had large families in Tanzania. Nonetheless nearly all fellows appear to have been willing to make the considerable sacrifice of not seeing their families for at least a year, in order to receive a qualification.

Women fellows found much to admire in Norway regarding the status of women and were inspired to take back ideas and practices. However some male fellows were of the opinion that a quota system for women would not work as there would never be enough women to apply --- this then excluded qualified men. Some argued that certain fields, like engineering, were unsuited for women because of the physical demands. Others, rather surprisingly, thought women were put off going to Norway for two years as there was a real danger that they might lose their partner remaining in Tanzania to HIV/AIDS.

Norwegian Facilities/Courses Versus Other Courses

East Africa now possesses three major Universities in Uganda (Makerere), Kenya (Nairobi) and Tanzania (Dar-es-Salaam). These are amongst the largest and best in Africa. The question which inevitably arose in discussions with NFP fellows was whether fellowship courses could have been conducted at these universities or elsewhere in Africa rather than in Norway. There are two aspects to this question. The first is qualitative (the quality of teaching, courses, environment etc), the second is quantitative (the unit cost per course).

The majority of fellows (none of whom had paid for their courses) believe that quality of education in Norway is generally superior to what is available in East Africa. Quality has several aspects. A major aspect is "exposure". Education in Norway is important to provide students with exposure to a cosmopolitan atmosphere of courses with up to 20 different nationalities. This is undoubtedly true is the areas of International Comparative Education and Public Administration. Education in Norway is also important to give exposure to European lifestyles, mores and customs. This is more dubious as it cannot be the primary purpose of a fellowship to provide such general exposure. The National Environment Management Council was of the opinion that MNRSA fellows have much more ability and self-confidence than students educated in Tanzania. It was generally agreed that the quality of equipment and materials and working conditions are far superior in Norway and this was very conducive to study.

Another major advantage of studying in Norway is exposure to practical working environments e.g. large dams and mini-hydropower schemes for students of hydropower, oil and gas production installations for students of petroleum engineering and fishing vessels for students of fisheries biology and fisheries management. However it was suggested that some technologies are inappropriate in that they are too sophisticated for Tanzanian conditions. For example modern fishing methods in the North Sea are not particularly relevant to the traditional fishing methods practised on Lake Tanganyika. Tropical freshwater aquaculture methods that are highly relevant for the Tanzania context are not observable in Norway. Regarding the Public Administration course at the University of Bergen, it was pointed out that it was difficult for lecturers to use examples from public administration in Norway to illustrate points because of the uniqueness of the Norwegian system and because of difficulties with the language.

It is the opinion of the consultant team that there are strong arguments for retaining specialised technical fellowship courses in fields like hydropower and petroleum engineering in Norway, as they are dependent on a physical environment and on the presence of a network of institutions and consulting firms which constitute professions in these fields. It would also be difficult to move the fisheries courses, at least to East Africa, as there are currently no facilities there which can offer post-graduate training in fisheries biology and/or management. For other courses less closely related to the physical environment e.g. education, health and public administration it is more difficult to argue for retention in Norway. The MNRSA course at the University of Life Sciences has done such a good job of building up competence at the SUA that it should not be difficult to move parts of this course to Tanzania (at least for students who intend to work with African environments).

Concerning quantitative aspects the case is clearer. The unit cost of a fellowship student in Norway is USD 38,000 per annum. Of this about USD 19,000 goes to cost of living and travel alone. In its list of graduate programmes for 2005/2006, Makerere University in Uganda offers no less than 109 master's courses in Agriculture, Arts, Economics and Management, Education, Library and Information Science, Forestry and Nature Conservation, Industrial and Fine Arts, Law, Business, Medicine, Public Health, Psychology, Environment and Natural Resources, Science, Social Sciences, Statistics and Applied Economics, Technology and Veterinary Medicine. The consultants' office in Uganda, NCG Uganda,

estimates that cost of living and travel amount to about USX (Ugandan Shilling) 8 million a year or USD 4,700. Added to tuition fees, the cost involved in undertaking a master's degree at Makerere University ranges from about USD 6700 for a Master of Business Administration in the Faculty of Economics and Management to USD 9300 for a Master of Public Administration and Management in the Faculty of Social Sciences. In any case cost of living expenses in Uganda are about 24% and tuition/course costs 10% and 25% of what they are in Norway. Sokoine University of Agriculture reports that the most expensive master's programme offered by the University (including expensive equipment) does not exceed USD 12,000 per annum. One fellow at the University of Dar-es-Salaam estimates that it would cost about USD 5,000 a year in cost of living and tuition to produce an MSc in Environmental Science at the University.

The Further Education Issue

The further education issue was raised with the consultant team by many fellows. It has been decided by the authorities in Tanzania that university lectureships can only be held by those possessing PhD degrees. Staff not holding them risk being dismissed unless they can find sponsorship. Many fellows consider that Norad, having provided master's degrees should logically assist with PhDs. Fellows would have no objection whatsoever to studying elsewhere than Norway if this would reduce costs. This issue was raised particularly by fellows from the three universities visited and was not raised by fellows from more technical fields such as energy, petroleum and fisheries.

The Views of the Norwegian Embassy

Norway already supports a large programme of higher education in its support to Mzumbe University, SUA and the University of Dar-es-Salaam. These also involve support to institutional co-operation with Agder University College, the University of Life Sciences and the University of Oslo. The total value of support by Norway to higher education in Tanzania is about NOK 25 million a year. The value of NFP with 10 Tanzanians a year studying in Norway is about NOK 2.5 million. The Norwegian Embassy should not get involved in the selection process as this had already been contracted out to SIU. However the Embassy could advise on potentials for impact in Tanzania, and Tanzania's priorities for development. The Embassy was of the opinion that NFP should concentrate on its major development assistance role, which is to provide national capacity development, and not necessarily the development of the individual.

From an East African perspective NFP appears to be supply driven. NFP offers what the universities can offer, not necessarily what the countries demand. In the early years of the programme it was highly demand-driven, that is, it supplied Tanzania with those skills which Tanzania required and which Norway was in a position to provide. The Embassy is of the opinion that there is great scope for "sandwich" courses in East Africa, as the university resources of the region have been underrated. The Embassy is aware of attempts to build a network of former fellows in Tanzania, but was not convinced that such networks are of enduring value.

Teaching Ethiopians How to Tunnel or Statisticians How to Tie Knots: the relevance issue

Teaching Ethiopians How to Tunnel or Statisticians How to Tie Knots: the relevance issue
Embassies are always sources of good anecdotes. The Dar-es-Salaam Embassy was no exception. We had been discussing the issue of the relevance of the Norad Fellowship Programme. In the early days of the programme there had been a great deal of enthusiasm, but not always adequate local knowledge on the part of the Norwegian institutions charged with teaching African students skills which they could use back home. One Ethiopian engineer emerged from his sojourn in Norway as an expert in rock tunnelling. Rock tunnelling is a prime area of Norwegian expertise and the engineer was undoubtedly trained for every eventuality. The only trouble was that there was unlikely to be any eventuality! Ethiopia had a grand total of two rock tunnels, both built in the Italian era over 50 years back. Nor did the Ethiopian Government have any plans for increasing the number in the foreseeable future. In the fisheries field a practical disposition comes in handy, and it never does any harm to learn to tie knots. Most early courses in fisheries were of a highly practical nature run by the so called Fiskeri Fagskoler or Fisheries Schools, which provided a thorough grounding in the practical business of fishing, including how to tie knots. The only trouble was that one Tanzanian fellowship student was a fisheries statistician from the Ministry, trained to record catches and to forecast yields. Teaching a fisheries statistician to tie knots cannot do much harm, but this does suggest that relevance is an important concept to bear in mind.

The consultants are grateful to Dr. Eirik Jansen and Dr. Inge-Herman Rydland

Maintaining Contact

Many fellows met by the team are supporters of the concept "lifelong learning", and hope that having studied in Norway will entitle them to some sort of follow-up from the Norwegian universities. The University of Life Sciences and NTNU have clearly done a good follow-up job. They know where most of their former students are, and they try to keep in touch if up-to-date addresses are available. The consultant team informed several fellows of SIU's facility on its web-site of registering one's email address. Nonetheless the consultant team met fellows who had not been invited to the Kampala Seminar (reuniting fellows from the University of Life Sciences and the University of Bergen) in February 2005, because the universities did not know their whereabouts.

In more technical fields, especially hydropower, petroleum and fisheries, there is a persistent desire to be kept abreast of developments within the profession. This is particularly true at TANESCO and in the hydropower sector. Fellows maintain links with NTNU and the consultant milieu around it, and seek out manuals and practice notes on different aspects of hydropower e.g. hydrology, geotechnical sciences, construction methods, mini-hydropower etc. NTNU has done a commendable job distributing the 17 volume series on Norwegian hydropower practice published between 1990 and 2000 to fellows who studied at NTNU. There is widespread interest amongst fellows in establishing a Fellows' Alumni Association for all fellows in Tanzania, which could comprise as many as 200 members. Attempts have been made to establish such an association before, and an association of MNRSA fellows is said to exist, but the team was not able to meet any of the members. Many fellows feel that such an association might be a useful agency for promoting Norwegian interests in Tanzania and could be used to lobby Norad on matters of common interest. The consultants spoke to the Netherlands and Japanese Embassies as both countries are in the process of establishing Alumni Associations in Tanzania. The Netherlands estimates that as many as 4,000 Tanzanians have studied in The Netherlands. Several fellows are members of the Japanese Association, which keeps members updated on developments in their fields.

4. The main findings

Impact

There seems little doubt that NFP has had a significant and discernible beneficial impact on development and poverty reduction in Tanzania. There are two reasons for this. Firstly the courses have been operated for up to 40 years, which gives sufficient time to create and to detect impact. Secondly Tanzania started from a very low base and the absolute numbers of fellows have been sufficient to make a discernible impact. The MNRSA course at the University of Life Sciences has produced more than 100 Tanzanians with master's degree qualifications in the 18 years of its existence. This could not fail to have a significant impact in a country like Tanzania, with relatively limited resources of qualified manpower. It is hardly surprising that these fellows now occupy central positions in the Government, universities and private sector. Similarly the NTNU hydropower course has produced 40 Diploma and master's degree holders from Tanzania over a period of about 15 years, which has clearly been critical to the development of the country's supply and distribution of electric power. The same holds true for fellows in Petroleum Engineering and Petroleum Geosciences from NTNU and for Fisheries Biology from Bergen.

Volume of Assistance

Between NOK 3 and 4 million goes to fellowships for between 12 and 16 Tanzanians a year, representing about 15% of all funding to higher education in Tanzania per year. However the volume of assistance appears to be declining, which may well be due to "saturation". It seems NFP has trained a sufficient number of hydropower engineers, environmentalists, petroleum engineers and fisheries specialists to meet Tanzania's needs. This is further confirmation of the programme's impact.

Changing Directions of the Programme

NFP appears to have become more supply driven over the past ten years. Originally the programme was highly demand driven, reflecting the manpower requirements of Norwegian supported projects in Tanzania. The change in emphasis has coincided with a move from a "manpower planning" approach to a "knowledge production" approach, which tends to emphasise individual development rather than national capacity development. This will inevitably reduce the strategic impact of the programme. There is a danger that impact will be further dissipated by smaller numbers of fellowship holders and more courses.

Costs of the Programme

Both the cost of living and the cost of comparable master's courses are between 4 and 5 times higher in Norway than in East Africa. This makes a persuasive case for moving those courses which can be moved to cheaper locations in the South in order to achieve greater development effectiveness. The high costs of food and lodging in Norway greatly reduce the development effectiveness of programmes, and savings of up to USD 10,000 per student year could be made if those courses which could be moved, were moved to the South.

The Role of the Norwegian Embassy

The role of the Norwegian Embassy today is limited and should remain so. However there should be some mechanism whereby the Embassy could inform NFP of the specific requirements of the country. If, for example, demand for hydropower engineers and petroleum engineers appears to be saturated in Tanzania there should be some way of communicating this to those in charge of drawing up NFP. This is particularly important in a country like Tanzania, which is a principal partner and recipient of Norwegian assistance.

The Equity Aspect and Returning Students

The system of selecting students appears to be fair and transparent, and equitable. This is partly due to the inherent "classlessness" of Tanzanian society but also because of sound public sector management routines. Few Tanzanian fellows appear to be uninterested in returning to Tanzania, and over 90% return for good. This may be because there is no international globalised elite class in Tanzania, and because of the tight, interdependent family network in Tanzania itself.

The Consultants' Programme

Sunday 6 March 2005

4:00 pm: Arrived Dar-es-Salaam from Entebbe
6:00 pm: Meeting Eke Mwaipopo, NCG Tanzania, National Consultant

Monday 7 March 2005

8:30 am: Meeting Arnold Mapinduzi, (Fellow MNRSA), National Environment Management Council (NEMC)
11:00 am: Meeting Eirik Jansen, Ist Secretary, Norwegian Embassy
12:00 pm: Meeting Fabian Mukome, (Fellow MNRSA), Ministry of Natural Resources
2:.30 pm: Meeting Ali Nnundumu (Fellow Hydro), Ministry of Water and Livestock
3:30 pm: Meeting Vincent Mwisho, Permanent Secretary, Ministry of Water and Livestock
5:00 pm: Meeting NCG Tanzania

Tuesday 8 March 2005

10:00 am: Visit to Tanzania Fisheries Research Institute (TAFIRI) at Kunduchi Beach
12:00 pm: Visit to Norconsult, Oyster Bay
1:00 pm: Meeting Magnus Ngoile, (Employer) Director General, National Environment Management Council (NEMC)
3:00 pm: Meeting Pius Yanda, (Fellow MNRSA), Associate Professor, Department of Geography, University of Dar-es-Salaam
4:00 pm: Meeting Zabron Kengera (Fellow MNRSA), Lecturer in Geography, University of Dar-es-Salaam

Wednesday 9 March 2005

10:00 am: Meeting Valeria Mushi (Fellow Fisheries Biology), Principal Fisheries Officer, Fisheries Division, Ministry of Natural Resources
11:00 am: Meeting Rafael Makenya, (Fellow, Fisheries, NTNU), Senior Fisheries Officer, Fisheries Division, Ministry of Natural Resources
12:00 pm: Meeting George Haule, (Employer), Deputy Director, Fisheries Division, Ministry of Natural Resources
2:00 pm: Meeting Regine Ringia, Administrative Assistant, Norwegian Embassy
3:00 pm: Meeting Hija Rajid Omar Wazee, (Fellow, Intl. Education), Forum Syd (Swedish NGO)

Thursday 10 March 2005

10:00 am: Meeting George Kibakaya, (Fellow, Petroleum), and Meshak Kagya (Fellow, Petroleum), TPDC
1:30 pm: Meeting Julius Gashaza (Fellow, Petroleum), Edward Ishengoma (Fellow Petroleum), Stanley Marisa (Fellow Petroleum), Ministry of Energy and Minerals
3:00 pm: Meeting Mathew Mbwambo (Fellow, Electrical systems), Ole Mejooli (Fellow Hydropower), Ministry of Energy and Minerals
4:00 pm: Meeting Wellington Hudson, (Fellow, Petroleum), Tanzania Petroleum Development Corporation

Friday 11 March 2005

7:00 am: Left Dar-es-Salaam for Morogoro by road
10:00 am: Meeting at SUA, Morogoro with 11 Fellows in MNRSA and Pulp and Paper Technology
2:00 pm: Meeting at Mzumbe University, Morogoro with 2 Fellows and 5 Quota graduates
Spent the night at Morogoro Hotel, Morogoro

Saturday 12 March 2005

9:00 am: Left Morogoro for Dar-es-Salaam by road
12:00 pm: Arrived Dar-es-Salaam

Sunday 13 March 2005

10:30 am: Meeting with Daoudi Anyigulile-Kajigili, (Fellow Intl. Comparative Education)

Monday 14 March 2005

10:00 am: Meeting with Beatrice Patrick (Fellow, Public Admin.), Public Service Management
11:00 am: Meeting with Halfani Halfani, Director Exploration, TPDC, (Employer)
12:00 pm: Meeting with Mwara Shoo, (Fellow Petroleum Geoscience),
Ministry of Energy and Minerals
1:00 pm: Meeting with Safarani Ah Mndeme Kalole (Fellow, Inti Comparative Education),
National Examinations Council of Tanzania
2:00 pm: Meeting with Inge-Herman Rydland, Minister Counsellor, Royal Norwegian Embassy

Tuesday 15 March 2005

10:00 am: Visit to Mbegani Fisheries Development Centre, Bagamoyo
10:30 am: Meeting with the Principal of Mbegani Fisheries Development Centre (Employer)
11:00 am: Meeting with 5 Fellows in International Fisheries Management and various
fisheries courses in Norway
2:00 pm: Tour of Mbegani Fisheries Development Centre

Wednesday 16 March 2005

10:00 am: Meeting with 4 Fellows in Hydropower Engineering at TANESCO
1:00 pm: Meeting with Eirik Jansen (First Secretary) and Anne-Lise Langoy (Second Secretary),
Norwegian Embassy
10:30 pm: Left Dar-es-Salaam by air for Oslo

Annex 5: Report from field visit to South Africa and Mozambique

1. Content, focus and development cooperation relevance of the Norad Fellowship programme courses

This annex presents the main findings and conclusions from meetings and interviews at UWC-School of Public Health (SPH) 3-7 March 2005, and at the Faculty of Medicine and Department of Mathematics and Informatics at Eduardo Mondlane University (UEM), Maputo, Mozambique, 8-12 March 2005.

1.1 The Setting

Since 2001, Norad has funded NFP fellows attending master's degree programme in Public Health with an Information Systems Track at UiO in association with UWC-SPH in Cape Town. Two master's degree programmes with an Information Systems Track (IST) are taught at Eduardo Mondlane University (UEM). One is an International Master of Science Programme (MSc) in Information Systems (IS) at the Department of Mathematics and Informatics, with one semester spent at the Institute of Informatics at the University of Oslo (UiO). The other is a Master of Public Health (MPH) taught at the Faculty of Medicine at UEM with no semester spent at UiO. Both programmes include one semester of field work in the candidate's home country and one semester of thesis writing at UEM. UEM offers a common Information System Track course for MScIS students and MPH students.

1.2 The Public Health Programmes at UWC and UEM

The Norad-funded Master of Public Health programme, with a Health Information Systems Track, was launched at both UWC and UEM in 2001. The programme evolved from the "Reconstruction and Development Programme" established in 1994/5 after the abolishment of apartheid in South Africa. Based on experience from the Health and Management Information Systems Project (HISP), a pilot project in three districts initiated and funded by Norad (1995-98), information management models and processes were developed and subsequently adopted by the South African Department of Health on a nationwide scale to all districts and hospitals in South Africa from 1999. NUFU took on financing from 1999, and supports continued research and development, and a related PhD programme in Health Information Systems at the University of Western Cape (UWC). The UiO-initiated Master's programme is created based on the success and experience of this research programme. It has been tailored to suit the specific needs for integration of applied informatics knowledge to priority public health challenges facing South Africa and other countries in Southern Africa. HISP model thinking has gradually spread to other parts of Africa (Mozambique, Tanzania, Malawi, Ethiopia) and beyond.

These courses aim at facilitating achievement of the millennium goals by means of more efficient and effective use of health personnel and data at the regional and district levels. The programme targets this by means of developing the research and field operational capacity of the participating institutions and their local staff. This is done by means of close cooperation between lecturing staff from the South and Norwegian experts with unique competence and experience in this field. Long-term North-South educational collaboration of this kind aims at providing for joint degrees and stimulating master's programme graduates to continue with doctoral programmes of applicable relevance in their home country. The goal of this course is to strengthen management facilitation and leadership in integrated

community health and development programmes with a major focus on utilising local resources and capacities.

This master's course is unique in its applied and cross fertilising nature between health and informatics. No other OECD country apparently provides a similar integrated opportunity for applied Africa-focused health work, tailored to address local health challenges, while at the same time giving students basic research methodological skills so that they can subsequently participate in e.g. NUFU's Health Information Systems Programme (1998-2006), the Evaluation of HIS in South Africa (2002-2005), and be employed locally in Southern African countries in the research teams building the Europe Africa Collaborative Network for applying IST in the Health Care Sector (BEANISH, EU, 2005-7), a project where UiO's Department of Informatics acts as coordinating institution.

This regional master's programme is based on educational principles which integrate theory gained in the classroom and practice gained through supervised hands on fieldwork that is structured around the work situation of the students, who are recruited among active health sector workers striving to expand on their academic career potentials. As a result, all the knowledge gained can be immediately applied to their work situation. In addition it integrates the academic disciplines of informatics and public health, and establishes a synergy of learning and doing. UWC- and UEM course responsible staff do not know of any other foreign academic institution than UiO (together with UWC) that can offer and develop such MPH-IST and MScIS programmes.

UWC's MPH-IST programme is now a well run 4 semester course, and appears to be a sustainable operation. UiO participated actively only the first year. The programme staff has acquired the skills and experience to transfer their knowledge and experience to other countries in the region and to assist in setting up and running similar courses there. The staff and graduates from the first two courses in South Africa now serve as trainers and supervisors for similar courses at UEM in Mozambique, and will play a similar role in getting such master's programmes going for Tanzania, Malawi and Ethiopia, and perhaps other countries that express a prioritised need for such development.

Whereas the UWC PHIST course is well on track with a large number (around 50, of whom 2/3 are women) of self-paying students and four NFP fellows, the UEM-PH course with the IST specialisation is still in its early development phase, as revealed by the focus of HISP. It has yet to reach an in-depth understanding of the combined health-, socio-economic- and GIS (Geographic Information Systems) data needs for comprehensive and at the same time economised staffing-, funding- and operational resource allocation planning at decentralised and national levels so as to meet decentralised variations in service needs with the relevant actions and remedies in a cost effective way. The PH-IST specialisation target must be to reach a balanced supply-demand for diagnostic public health planning for effective resource allocation and equitable implementation of sector programmes, in a way developed with the Public Health Information System Track master's course (PHIST) at the UWC in South Africa.

The UWC-SPH has developed an "Equity Lens" analytic approach for diagnosing where there are gaps between supply and the needs of health services and other actions to deal with the most frequent local causes of years of life lost. On this basis their candidates can return to their positions and institutions and provide critical inputs to the efficient and effective process of planning and budgeting needed changes to reach established poverty reduction and Millennium Development Goals in the health- and social sector, as well as identifying actions needed to complement health sector measures (e.g. crime prevention measures to reduce

violence as a cause of death and traffic safety measures where traffic accidents are a major cause of early loss of life).

The UWC approach now makes it possible amongst other things to categorise causes of death and illness/injuries into avoidable, preventable and non-preventable causes of death as well as loss of healthy days of life due to premature death and morbidity. This permits estimation of e.g. years of life lost by different causes (curable-, non-curable-, preventable-, non-preventable illnesses, as well as deaths and injuries caused by accidents of different kinds and by violent crime) and thus provide diagnostic information as regards measures to improve the various situations.

Based on such data, the UWC approach makes it possible to design district specific health sector-, social-, traffic safety-, and crime-combating strategies reflecting the different needs of different districts (high violence and crime rates versus high rates of preventable or non-preventable diseases). For the health sector, such data will help plan the need for personnel and medicines and equipment to implement curative and preventive tasks, including infor-mation- and attitude campaigns.

One can therefore conclude that these courses are highly relevant from a development cooperation perspective and directly targeted towards facilitating achievement of the Millennium Development Goals (MDGs) related to health, well-being and poverty reduction.

At the same time these courses are highly relevant to the academic understanding of the importance of cross-fertilisation between the fields of statistics, informatics, public health planning and analysis, and social medicine. The UiO Institute of Informatics has provided teaching expertise in the Information systems area (North-South academic cooperation). At the same time, lecturers from the UEM MPH programme have been running the module MEDINFO 5200 (District Health Information Systems Course) in the Institute of Community Health at UiO as facilitators (South-North academic cooperation). UWC staff has been teaching and assessing disputations in UEM's MPH programme (South-South academic cooperation). Some lecturers from UEM's MPH programme have been running District Health Information Systems Courses at University of Malawi and University of Dar-es-Salaam.

1.3 The Information Systems Programme at UEM

The IS programme includes the MPH-IST with all the development cooperation and academic relevance discussed above.

The Master of Science in Information Systems (MScIS) track course is designed for thesis work and specialisation into many different fields. There are many other fields than public health where similar resource efficient planning needs are not met and the present lack of efficient resource planning constraints the ability to achieve the Millennium Development Goals. Combination of MScIS and courses in resources economics and management could become one such area where use of GIS and socio-economic and natural resource (carrying capacity) data could be collected and analysed in order to better understand underlying causes of poverty and isolation, and thus help the process of identifying the most cost-effective investment remedies and accompanying policies. The same approach would apply with regard to water resources planning, sanitation, power, rural roads, micro-credit and extension services outreach.

The programme is thus highly relevant both from a development cooperation – and academic perspective.

2. Cost efficiency and effectiveness status

2.1 Targeting of the Courses

An important cost-efficiency enhancing effect of this diagnostic MPH-IST approach would be to identify data redundancies in present planning practice in general, and health sector planning in particular. Such redundancies have been identified in South African public health planning as a result of UWC research in connection with the MPH-IST programme. NFP fellows from UWC MPH-IST are actively involved in thesis work directly linked to major activities funded by NUFU among others. This experience is transferable to Mozambique and other African countries. Implementing this approach will free up sector resources and staff for more effective and targeted uses so as to better fight poverty through cost-effective health improvement measures.

The UEM MPH-IST course, however, is still in the early phases of addressing these PH-IS challenges. HISP data collection must become much more focused on formulating and measuring levels and changes in indicators that can be used in identifying gaps in the provision of health services of different kinds, and at the same time point to areas of action where other sectors must be mobilised to reduce years of life lost in the most cost effective way. With the high correlation between causes of life lost and loss of ability to work and earn a decent living in an effective way, such actions are crucial for poverty alleviation.

The UEM MPH-IST courses need to speed up the change or expansion of course focus to replicate the UWC-MPH approach in order to make the courses more targeted and effective with a higher likelihood of direct impact on measurable welfare indicators at the district level. Close cooperation with the MScIS course should prove helpful in this context.

2.2 Quality Assurance

Course reviews are carried out formally at meetings of the programme board by 3 teachers and one student. This has resulted in adjusting time schedules and following up other recommendations. Such actions are undertaken with each new cohort. Teachers who have not performed satisfactorily have consistently been banned from further engagement. Overlapping of lectures is avoided by coordination of course content and teaching based on student activities more than actual lectures. The Norad NFP grant supports the teaching/supervision of students during their research and thesis-writing periods, by local- and UiO staff. UIO, UEM and UWC claim that without such grant support such essential supervision would be impossible to conduct because students require a significant amount of support and super-vision time, in part due to the fact that many of them study abroad.

The UiO model of sponsoring and financing is unique in that UiO combines and pools resources from several complementary sources (Norad, NUFU, the Quota programme and EU) to maximise overall academic and applied work returns to their spending in these courses. Complementarity between MSc and PhD courses is one such effect, whereby local trainers and researchers emerge and contribute to establishing and maintaining a valuable “South-South” network for exchange of experience and access to new technologies and organisational models for effective health outreach work.

At UEM, UiO personnel conduct most of the teaching and training with UWC and local support. The idea is that gradually more and more of this shall be taken over by local staff.

Academic exchange and “cross-fertilisation” is also bred by allowing Norwegian students to take courses at UWC and UEM. Teaching at UWC is also in part conducted as remote teaching.

2.3 Programme Organisation and Administration

The UEM MScIS programme has had the same coordinators/leaders at UEM and UiO since its inception in 2001. The course requires about 40% of the capacity (working time) of the UEM faculty leader, most of it to administer the course. In addition, the Professor in charge of courses at UiO estimates that he spends 20% of his time on courses implemented at UEM (primarily) and UWC. This has resulted in streamlining of course administration and operation and accumulation of experience in course implementation. The course leader has virtually no fellowship administrative relations to SIU, because UEM deals with SIU through UiO regarding these courses. SIU is for UiO simply the recipient of UiO applications for funding, and a mailbox for student applications and a recipient of UiO reports.

The course is implemented with collaboration in the form of external examiners from several institutions abroad, and with HISP projects in several developing countries (South Africa, Brazil and India, and the Ministry of Health in Mozambique). Health scientific matters related to Public Health Information Systems Track work benefit from collaboration with the Medical Faculty at UiO. The MScIS provides a single semester joint information systems track course for students taking the Master of Public Health course at UEM's Medical Faculty. IST students from the two UEM faculties as well as Ethiopian UWC students do fieldwork together.

The UEM MPH programme, on the other hand, has suffered from frequent shifts in course coordinators. NPF students complain that frequent staff turnover has affected the progress and direction of their studies.

UWC and UEM students now carry out fieldwork in their respective home countries. While this practice clearly has the merits of home country relevance, one should consider as an alternative the approach adopted by one of the master's degree programmes at the University of Life Sciences (ULS) in Norway. In this programme all NFP students are taken to one developing country to undertake a major data collection effort, which forms the basis of their individual thesis work. In this way, the foundations for a lasting South-South network is laid, cost efficient field work is achieved through economies of scale and scope in field work supervision and thesis preparation, and a more in-depth and broader research scope is provided for, which might otherwise not be possible (the self evaluation report from this ULS-course in Norway describes this experience). It does not automatically follow that the ULS approach is applicable to programmes that require a high degree of local relevance in fieldwork, e.g. MPH courses, but this cost saving alternative is worth considering.

2.4 Cost Efficiency

UWC-SPH reports total student related costs per student per year to be below NOK 70,000, whereas teaching related costs are around NOK 120,000. UiO reports the annual costs for 1st and 2nd semester students at NOK 168,000, and for 3rd and 4th semester students at NOK 184,610. These totals are significantly below the NOK 240,000 unit price allocated by SIU to Norwegian institutions for taking on board NFP fellows in Norway.

The **UEM Faculty of Sciences** reports total expenditures of approx. NOK 545,000 for 2004 for four NFP students. This was in line with the budget, and amounts to annual total expenditures per student of approx. NOK 136,000. This is significantly below what Norwegian institutions budget per NFP fellow per year. It is also clearly below UWC's reported costs. However, UiO reports annual costs per student for this course to be NOK 192,440, which is still almost NOK 50,000 below what it costs to run the courses in Norway. Annual expenditures are reported for three main categories:

Student related costs are estimated at NOK 225,000: of which stipends account for NOK 120,000; accommodation, electricity and water NOK 80,000; travel costs NOK 16,000; and welfare, insurance and visas NOK 9,000. This implies annual expenditures per student of NOK 56,000, of which the stipend accounts for NOK 30,000 and accommodation, electricity and water account for NOK 20,000. UiO reports student related costs to be NOK 88,595.

Course specific expenditures are estimated at NOK 290,000: of which fieldwork accounts for NOK 120,000 (NOK 30,000 per student per year); hard- and software expenditures and associated equipment NOK 60,000 (NOK 15,000 per student per year); course administration expenditures NOK 50,000; materials (including books, photocopying, etc) NOK 30,000; and distance learning (staff contact travel) NOK 20,000.

The third reported expenditure category is Teaching related costs: of which payment to teachers for giving courses accounts for NOK 29,000 and estimated overhead charges (apparently 15% of some part of the various reported cost components) account for NOK 10,000.

If teaching related costs and course-specific costs are treated as one expenditure category, the annual total is estimated at ca NOK 320,000 or NOK 80,000 per student per year. UiO reports these costs for this UEM course to be NOK 103,845.

The UEM Faculty of Medicine reports 2004 expenditures amounting to almost NOK 800,000, or NOK 200,000 per NFP fellow. This figure is significantly higher than estimates provided by the UEM Faculty of Sciences, and only 10-20% below what Norwegian universities budget per fellowship student. The UiO estimate is NOK 193,437 for 1st and 4th semester students and NOK 238,777 (almost equal to Norwegian cost levels) for 2nd and 3rd semester students.

Total student costs reported are NOK 164,000 or NOK 41,000 per student per year, excluding accommodation, which falls under another expenditure category. If it is assumed that accommodation, power and water per fellowship student is the same for the two adjacent faculties, the Medical Faculty student costs per fellow per year climb to NOK 61,000, which is quite close (only 10% above) expenditures reported by the Science Faculty. UiO reports NOK 43,437 for this cost category.

It appears, however, that the Medical Faculty's reporting procedures for expenditures related to teaching, fieldwork, IT- (computers, hard- and software) and overhead (local course administration) diverge from the Science Faculty's, making expenditure comparisons between the faculties difficult. However, the NOK 139,000 per student over and above direct student costs reported by the Medical Faculty is considerably higher than the comparable NOK 80,000 per student reported by the Science Faculty. UiO reports this cost component to be NOK 150,000.

2.5 Scope for Improved Reporting and Cost Efficiency

The costs associated with the joint IST course shared by the students from the two programmes are divided on a per student basis between the two faculties.

UEM's procedures for financial reporting and budgeting to Norad for NFP need to be consolidated and adjusted to one and the same format for the two faculties. The present system is confusing and makes comparison and assessment of costs and efficiencies difficult.
The teaching and course costs outlined above should really be divided between all students enrolled on these courses, since all course participants benefit from the teaching, supervision and administration involved. In 2004, there were 7 additional students enrolled on the Information System Track course at the Faculty of Sciences, and 5 more in the Public Health

Programme. Dividing teaching, operative and overhead between all students (Norad fellows and others) would reduce the actual cost per Public Health programme student to around NOK 60,000. For the **Science Faculty**, a similar recalculation of faculty expenditures per student per year yields NOK 45,000.

At the same time, it would appear that the present level of Norad's overall allocations is needed in order to run the UEM courses, irrespective of whether there are just four NFP students or others as well. At UWC, where there are now some 150 postgraduate students per year, the PHIST master's course is up and running with more than 50 new students. This is a good example of a sustainable operation where all students – not just the four NFP fellows – benefit from Norad's institutional contribution for the four NFP fellows. From this perspective the cost per student becomes very low indeed.

As the two courses attract more students financed from other sources (Quota students, self-financed students and students with other stipends) overheads, teaching, supervision, and teacher travel costs per student will decline, but unless other sources of institutional funding are found, Norad will have keep up the total allocation in order for the courses to be sustained at their present level. The outcome, however, would be more graduates (non-Norad fellowship students) for the given Norad allocation. This could be considered as a positive externality of the programme. The more non-Norad students attending these courses, the larger this positive fellowship externality.

3. Impacts and "value added"

3.1 The MPH Programmes

The MPH programme at UEM has cooperated closely with the Ministry of Health in Mozambique, and most students carry out their MPH fieldwork in this Ministry. Mozambican NFP fellows are health practitioners from the Ministry, who return to it to practice what they have learnt. At the Ministry they are involved in the monitoring and evaluation of key national health programmes to combat malaria, HIV/AIDS and cholera. Some of the fellows also hold managerial positions in the Ministry, and as such also contribute to network building.

Much of what is taught and learnt on UEM's MPH programme is transferable to other low-income developing countries with relatively marginal adaptation to local conditions. Foreign students, e.g. from Ethiopia and Tanzania, have benefited from this experience.

UiO has used UEM lecturers on the MPH programme to run district health information systems modules at the Institute of Community Health. UEM MPH lecturers have also run similar courses in district health information systems for the University of Malawi and the University of Dar-es-Salaam.

The UEM- and UiO staff firmly believe that the MPH programme at UEM would not have been developed if Norad and NUFU had not come "on board" with financing.

The Norad NFP contribution is valuable in that it provides for more intensive and targeted supervision and the use of top quality guest lecturers, which also benefits other students enrolled on the course. This positive "externality" is particularly large in the case of the UWC PHIST programme, where some 50 students benefit from what Norad contributes for the 4 NFP fellows enrolled on the course.

3.2 The MSIS Programme

The MSIS course at UEM would definitely not have been developed without the NFP contribution.

Initially, there was a one-way impact from UiO to UWC and then UEM. Now this has shifted so that UEM also assists in Dar-es-Salaam and Malawi. Two Tanzanian MSIS students at UEM triggered the establishment of a research project in Dar-es-Salaam, which now employs six researchers and is funded by the EU. UiO also uses MSIS graduates in research programmes funded by NUFU and the EU. The MSIS programme helps the students to acquire skills in developing information systems in their home countries as well as associated research methods.

One significant impact and outcome of the NFP (coupled with NUFU and the Quota scheme) has been that teachers from UEM have visited UiO, and three (two from Tanzania and one from Mozambique) of the four NFP fellows who graduated in 2003 have started PhD studies in Informatics at UiO. Before that, UiO accepted five PhD candidates from UEM; two from the IS and three from the Faculty of Medicine. Their PhDs are financed through the Quota Programme and NUFU support for their research, and are crucial contributors to the sustainability of such course development in the South.

Developing information systems is partly a technical and partly a social job. Most graduates from similar programmes that include management topics are promoted to managerial positions after a few years of working experience. This has yet to fully materialise with the first cohort of candidates who graduated from UEM in 2003.

The semester abroad that students spend at UiO is sufficient for the students to learn a different university system, get acquainted with Norwegian students, and experience a European life style and social system at work.

The course is unique in an international educational context. It applies informatics to the student's home country context, and applies a "sandwich" model, whereby students spend one semester at UiO, two semesters at UEM, and one semester in their respective home country. While away from UiO and UEM they receive supervision and distance learning from teaching staff. Learning about and implementing information systems in rural areas in students' home countries is definitely of more value than most other informatics programmes offered to students from countries in the South.

Course content is up-to-date academically. Both the programme teaching staff (who are also actively involved in programme related research) and PhD students involved in the programme (not funded by NFP) publish in international refereed journals and present papers at conferences. They play a leading role among researchers on information systems in developing countries.

From the perspective of participating Norwegian academic institutions, the course contributes to the scientific discourse, and raises awareness and enthusiasm about the usefulness of transferring informatics technologies and knowledge to countries in the South. At the same time it meets the goals of internationalisation of the participating Norwegian institutions in a significant way, and beyond what would have been achieved in the absence of the NFP as a complementary activity to NUFU and the Quota Programme.

An initial fear that NFP graduates would not return to their pre-course workplaces in their home country seems unfounded, which has also been the case for MPH graduates from UEM and UWC. Of the 2003 graduates, three are enrolled in a follow-up PhD programme at UiO, which combines studies at UiO with studies in their home country. The fourth candidate is

back at the Ministry of Health in Mozambique. On the negative side, NFP students are on average more demanding of teachers' and course administrators' time than other students. This means that the time available for other course students (many of whom also come from abroad) is reduced. This has, however, not been a major problem at UEM so far.

3.3 Common Challenges

Both UWC and UEM, face major challenges in conveying analytic public health sector reform messages in a convincing way to established high level sector bureaucrats and decision makers. Many such decision makers have grown accustomed to and confident in the existing health planning approaches (or as is often the case, lack of integrated health planning). Cumbersome, complex and slow-moving bureaucracies still dominate, but it is expected that the return flow of Ministry staff that has been exposed to new planning methodologies and applied them, will speed up the rate at which change towards more cost-efficient management and planning will take place.

Sending talented staff members with 2-4 years working experience for such master's degree courses constitutes a logical strategy for achieving awareness of the value to the country of such gradual redirected focus of the public health sector planning, and to have the decision makers in the sector and above take ownership of and push for acceleration of the much needed changes. This is a major challenge, and one needs to think innovatively and mobilise mass media and highly profiled personalities at home and abroad to front these changes. The possibility of inviting former WHO CEO Dr Gro Harlem Brundtland (also highly respected as chairperson of the Brundtland Commission, and as former Prime Minister of Norway) could be one such impact-enhancing initiative.

4. Master programmes' outputs

Norad fellows enrolled on the two UEM courses have an impressive performance record. NFP fellows take the same examinations as other students on the same programme.

Course managers have taken the language challenge explicitly into account, and provide intensive English language training for those who need it (e.g. students from Mozambique), and some Portuguese and Norwegian
language training to facilitate practical and social life adjustments.

4.1 The Integrated MPH Programmes (UEM Faculty of Medicine and UWC-SPH)

4.1.1. The Gender Dimension

The UWC-PHIST gender balance is in line with other Norad Fellowship programmes. However, for the last 3 years, more than 2/3 of all students attending the UWC-PHIST programme have been women.

UEM does not practice lower entry requirements for females than for male applicants. Even so, three of the four NFP students in 2003 were women. Two were from Mozambique and two from Ethiopia. They have all performed well, with scores in the 14-16 range (20 is maximum). Their performance is equal to that of graduates from the class of 2001.

4.1.2. Geographic Origin of Fellows and Students

At UWC-SPH, students from South Africa and Namibia constitute around 80% of the 50 programme participants. Of the three NFP fellows interviewed at UWC, two were from Uganda and one from Ethiopia. At UEM PHIST, two of the fellows are from Ethiopia and two from Mozambique.

4.1.3. Programme Output/Achievements

The four NFP fellows recruited for the UWC-PHIST 2001-2 programme and the four recruited for the 2003-4 programme were all highly competent and motivated students who have completed on time and with honours. They were selected from a large number of qualified applicants. They are all reportedly back working in the health sectors of their respective countries (Uganda, Namibia, Ethiopia, Zambia and South Africa). The UiO course leader hopes some of the fellows can be recruited to work locally on the abovementioned EU project.

The first set of eleven UEM NFP fellows who started their studies in 2001, have completed their coursework and had their theses accepted, although some were delayed for various reasons. The topics of their master's theses are all highly relevant to the pressing health issues requiring proper public health planning in Mozambique and their home countries, but the UWC "equity lens" approach has yet to be adopted and applied. Complementary to NFP-funded student slots is the Norwegian Quota- and NUFU funding of other HISP students in association with UiO, but none of the 2001 students were Quota students. The first Quota students at the master's level arrived in 2003. There are also other funding sources and support to the programme, e.g. for computer hardware and software maintenance from a group of Italian universities.

Four of the UEM students of the 2001 intake were NFP students with backgrounds from the health sector. They have all returned to their original positions after completing the MSc programme in Public Health, hoping to influence the planning and allocation of resources based on what they have been taught. One of the fellows completed the programme after suffering a long and painful delay after being shot and paralysed.

Since 2000 five PH-IST PhD students from Mozambique have enrolled at UiO; two have successfully completed and defended their theses and are now resource persons at UEM. One works with the PH-IST programme at UEM. The other, a medical doctor, is now a staff member at UEM's Medical Faculty. A third PhD student is awaiting thesis approval at the Medical Faculty. Having these candidates engaged in the future operation and research of these UEM master's programmes and HISP research could be critical to establishing a sustainable programme in this field at UEM.

Students enrolled on the MPH programme in 2003 completed their fourth and final semester in the spring of 2005. Four of the nine students were NFP fellows, two of whom were from Ethiopia and two from Mozambique. Three of the four were women. The Ethiopian students cooperated with students taking the course at UWC and with IST students at UEM. There are now 3 Ethiopians doing PhD studies at UiO.

4.2 The MScIS Programme (Department of Mathematics and Informatics)

4.2.1. Background

The MSc in Information Systems (MSIS) programme was initiated locally in connection with HISP, which started in Mozambique in 1999. The idea was that HISP research would expand by means of master's students, and graduates would contribute as researchers. Overall North-South collaboration, as well as UWC/UEM collaboration would thus be strengthened.

The programme became feasible with professional support from UiO and UWC, and financial support from Norad. The programme has gradually undergone internally-driven changes in response to needs, the most important being the addition of a GIS course, an area in which 3 of the students completed theses in June 2005.

4.2.2. Gender Equality Achievements
Attention is given to balanced gender participation in the selection process, but key academic gender-neutral selection criteria dominate in the process. Teachers have deliberately searched for highly qualified female candidates, and half of the Norad Fellowship students were women both in 2001 and 2003. This is rather exceptional for a MSIS course anywhere. No particular course problems face female students, many of whom have proven to be the best performing students. In fact, it is reported to the evaluation team that the gender balance creates a good learning environment, both socially and through the different backgrounds that the female and male students bring to the programme.

4.2.3. Geographic Origin of Students
The first set of four UEM NFP fellows who started in 2001, were selected from around 200 applicants. They have now completed their coursework and had their HISP-related theses accepted. Two were from Mozambique, one from India, and one from Ethiopia.

Candidates from new countries are added for each intake, and 4 Quota students are accepted along with the 4 NFP students. Qualified student from countries participating in the HISP project have been preferred as a basis for international South-South cooperation and network building. For the same reason, a minimum of two students are selected from the same country.

The class of 2003 which graduated in the spring of 2005, consisted of 15 students in all. Four were NFP fellows (two male and two female candidates), from Mozambique (2), India (1) and Ethiopia (1).

The most recent output of this gradual course development is the establishment of a 20-credit master's level course at the University of Dar-es-Salaam with teachers from UEM and UiO.

UEM and UiO faculty provide support both in person and from afar during the coursework, field research, and thesis-writing phases Each student has an adviser and co-adviser, established before students submit thesis proposals and commence field research.

4.2.5. Programme Output/Achievements
The two Tanzanian fellows are now PhD students at UiO with thesis work related to Tanzania, which has gained attention in Tanzania. One of fellows from Mozambique is also pursuing a PhD at UiO. The fourth fellow is back at work in the Ministry of Health in Mozambique.

One of the IS fellows and two other candidates have gone on to PhD programmes at UiO financed from other sources (NUFU and the Quota Programme), and will become key resource persons in the process of expanding the master's programmes along the UWC lines described above in Mozambique and their respective home countries. Some already function as resource persons in the courses taught at UiO.

The students of the class of 2003 are also more or less on track and have plans to practice what they have learnt in their countries' health planning units and/or go on to PhD programmes in the field if financing is available. Three of them are writing their master's theses on GIS applied to the health sector in their home country.

In addition, the class of 2003 also has five Quota students (one based at UiO), one self-funded Ethiopian student, plus two Norwegian students (who will defend their theses at UiO) and four local students with local- or other financing. All of the students are performing well. Their MSc degrees will be awarded by UiO, but the intention is to award joint UiO/UEM MSc degrees in the future.

Since courses started in 2001 and only one cohort has graduated so far, it is premature to assess the performance of NFP graduates relative to that of other graduates from the same cohort. The course coordinators have concluded, based on the few graduates so far, that NFP fellows perform well and equal to Quota students. They also claim that NFP fellows start out worse than and end up outperforming Norwegian students on the same courses. However, it has to be reiterated that the sample of observations is too small to draw statistically sound conclusions.

Another important output is the establishment of alumnae networks between graduates as well as between graduates and their teachers within and between countries after graduation. In the case MScIS such networks have been established and thus far sustained.

5. Sustainability

Whereas UWC and UiO staff responsible for courses agree that Norad's NFP institutional contribution has been vital for setting up the courses, UWC's MPH-IST courses now attract so many students who pay their own way, that the course is likely to be self-sustaining in the future.

The financial situation at UEM, however, is fragile and vulnerable to lack of funds. The dominant lasting effects of the two UEM courses have been development of

a) research and research teaching competence,
b) enhanced capacity for international collaboration, and
c) health information systems.

These effects have been achieved by means of course organisation and location, as well as the coupling of field- and thesis work to research projects in collaboration with partner institutions (North-South and South-South collaboration).

At present the sustainability of the UEM courses is tenuous due to its reliance on Norad financing (NFP, NUFU and Norwegian funding of Quota students).

At present UEM is not prepared to handle the transition to more in depth coverage by in-house staff. However, with staff now completing PhDs at UiO, and with UiO funding and the opportunity to hire IST experts from UiO and public health planning expertise from UWC with hands on experience from programme implementation, UEM's MPH-IST programme and associated research could become self-sustained within, perhaps, a six-year period.

At the Department of Mathematics and Informatics, the scope for sustainability is somewhat different. On the one hand, this department has had the advantage of a stable leadership since the programme started. Moreover, their PH-IST programme is one of many possible specialisations in the field of IS. Broad IS coverage should provide for a much larger number of qualified applicants from planning agencies and ministries as well as academic institutions throughout Africa and beyond.

If a joint MSc degree could be developed with e.g. UiO, such programmes would also attract foreign students, and UEM could aim at providing cost-effective education programmes, primarily to other Portuguese speaking countries, but also to other African developing countries. However, developing joint degrees requires resources and funding.

6. Urgent issues raised in student interviews

Norad fellows and graduates from the 2003 class were questioned about issues they felt could be fixed at low cost and on short notice to improve working and living conditions and thus provide for a more productive study setting. By and large, satisfaction – even high degree of satisfaction - was expressed on many points, especially by the MScIS students. But some concerns were common to all. The students highlighted the following issues:

- Quota students taking the same MScIS programme courses are financially better off than Norad fellows because Quota students receive all their funding directly and can decide how to spend it, whereas Norad fellowship money is sent via UiO to UEM, which then withholds what is allocated for teacher costs, overheads and running costs, and accommodation, and pays out a stipend component, not in NOK but in USD amounting to USD 350 per month. Since the USD has seriously devalued relative to both NOK and MZM, this has imposed financial hardship and frustration on fellows hip students (but not on Quota students attending the same IS-courses).
  Students would like this discriminatory treatment terminated.
- Student per diems should be examined and adjusted to cost of living indices.
- There does not appear to be any good reason for running parallel fellowship and Quota student programmes on the same courses. These two programmes should be merged into one, thus reducing administrative burdens, expenses, tensions, and confusion.
- The students have – for a variety of reasons - been accommodated at different locations. They complain that this has caused them to live in isolation and suffer loneliness, especially since many do not speak Portuguese. Also, they claim that this has prevented the establishment of a social community among these students, and this will adversely affect the outlook for establishing a sustainable South-South network between these students when they return home to work. UEM informs, however, that initiatives have been taken to rectify this situation. An existing building is planned for renovation into a student quarter and dormitory with internet access and a social functions room.
  If financial support is found, it could be provided and be ready when the next group of master's fellowship students arrive, so that they will experience a much improved social setting for the studies.
- The MPH programme has suffered from having new coordinator every year. This has imposed a burden on both the leader, the coordinator and the students and reduced overall course implementation effectiveness. Also, the PH students report somewhat less overall satisfaction with course implementation than what the IS students report. The IS-students have had stability in course coordination and leadership, whereas the PH students claim they have missed proper contact with course leaders.
- The PH-students find it highly unfair and questionable that whereas the IS students are given laptops during the semester at UiO (computer expenses are budgeted for in applications to SIU), PH students receive no such service, except access to borrowing two computers from the Faculty of Medicine, which they are told to return upon com pletion of studies. As a result they claim they will not be able to take with them to their home country or province the data and software needed to continue working on the basis of their master's courses. This situation is created by the fact that at UiO, IS master's programme students are equipped with lap tops. The PH students who take one IST semester at UEM do not have this provision. The Medical Faculty at UEM is aware of the problems this creates, but claims that stationary computers are available, but these are often used by other students for purposes unrelated to their studies, thus limiting access for other students in need of computers for real study tasks. With more funding the faculty plans to provide more stationary computers and also laptops for use during field work, but it does not see it as a realistic solution to provide laptops to all students as the number of students is expected to increase over time. A solution for

students who need to bring data and software home, could be provision of high capacity flash discs to the students for copying and transfer of necessary data to their home country work.

- Whereas accommodation costs are covered for foreign fellowship students outside the stipend allocation, the Mozambique students coming from far-away provinces have to pay for accommodation in Maputo out of their stipend money. This is clearly unfair and must be corrected.
- As the number of IS-students continues to increase, the Department of Mathematics and Informatics will soon have too little space for classes and workshops. A prefabricated building next to the IS premises could be put up on short notice and at low cost if funds were provided. This would greatly enhance the quality of the education. Donors should be notified of this need.
- The library facilities and access to computer room particularly at the Medical Faculty is claimed to be unsatisfactory for PH students. They claim that their access to effective self study has been severely impaired. While a lot of this appears to be due to student abuse of the premises for other activities than studies, it appears that the faculty is in need of librarian expert services to update cataloguing routines and routines for accessing literature for the students. Perhaps this is an area of technical assistance that donor agencies could look into.
- The three MPH-IST course students interviewed at UWC were in general very pleased with what UWC had done for them to facilitate settling in and getting going effectively. The South African bureaucratic routines they had to suffer through were no different for foreigners than for natives.

7. The UiO- and uem coordinators' assessments

7.1 The MScIS Programme

It would provide a major stimulant to and recognition of the programme in Mozambique and the region if the course were recognised such that students could be awarded a joint degree from UiO and UEM.

There is great confusion in developing countries as regards the distinction between the NFP and the Quota programme since both are Norway funded and both fund students to the same courses. Everyone asks why the two programmes are not merged, thus eliminating confusion and bad feelings about students in one programme being favoured financially over those on the other programme.

In order to expand the course to take on more MScIS students and thus reduce the faculty cost per student and provide for more development impact in the employing institutions of MScIS knowledge, the Faculty would need to have more physical space for teaching, seminars and study. A prefabricated building on available land adjacent to the faculty would remove present constraints to such expansion.

The MScIS track course could then expand thesis work and specialisation into other fields than public health where similar resource efficient planning needs are not met and the present lack of efficient resource planning constrains the ability to achieve the Millennium Development Goals. A combination of MScIS and courses in resources economics and management could be one such area where use of GIS and socio-economic and natural resource (carrying capacity) data could be collected and analysed in order to better understand under-lying causes of poverty and isolation, and thus help the process of identifying the most cost-effective investment remedies and accompanying policies. The same approach would apply with regard to water resources planning, sanitation, power, rural roads, micro-credit and extension services outreach.

An alternative to each student doing field work in his or her home country in isolation could be for the Faculty to take an initiative together with the students and decide on doing all field work together in one single country on a series of topics which are all relevant to Millennium Goals achievement in the countries from which the students originate. This would require a coordinated design of primary data collection and after that formulation of a series of development and poverty reduction relevant hypotheses, each of which would be tested for acceptance or rejection in complementary theses. Such an approach could save significantly by coordinated field work and thesis supervision and by working together in this way. Students would also learn to know each other much better and thereby establish lasting professional networks.

The Norwegian embassies are considered supportive, even if they do not always contribute financially (in Ethiopia the Norwegian Embassy funds PhD students who have graduated from this master's programme).

7.2 The MPH Programmes at UWC and UEM

It would provide a major stimulant to and recognition of the programme in Mozambique and the region if courses were recognised such that students could be awarded a joint degree from UiO and UEM and similarly at UWC.

There is great confusion in developing countries as regards the distinction between NFP and the Quota Programme since both are Norway funded and both fund students to the same courses. Everyone asks why cannot the two programmes be merged and thus eliminate confusion and bad feelings about students in one programme being favoured financially over those on the other programme.

In Mozambique a big challenge for those candidates returning to e.g. the Department of Health is to convince their superiors of the benefits of adopting the MScIS approaches they have learnt about decentralised national health sector planning processes. Without PhDs these candidates are excluded from salary- and position rises in the rigid Mozambique bureaucracy, and as a result, their influence on change processes will remain limited. In other African countries, such as Tanzania, MScIS graduates claim there is more flexibility and openness to proposals for change, since completion of a master's degree programme ensures their career track.

In Tanzania, Uganda and South Africa, the fellows (present and former) claimed that completion of the NFP course helped promote their career and status. As a result, these fellows felt they could serve as change agents if there were several of them coming from and going back to the same institution in the home country.

8 Agenda of meetings

1) 19 January 2005, 1:00-3:00 pm, UiO, Department of Informatics, Prof. Jens Kåsbøll, MScIS coordinator for NFP cooperation with UWC and UEM. e-mail: jensj@ifi.uio.no Karen C. Johansen, Principal Executive Officer, UiO's International Relations Office, in charge of the NFP at UiO. e-mail: k.c.johansen@admin.uio.no

2) 3 March 2005, 12:30-12:45 pm at UWC-SPH. Welcome and introduction by Prof. David Sanders, Director, School of Public Health (SPH), University of Western Cape UWC), Cape Town, e-mail: dsanders@uwc.ac.za

3) 3 March 2005, 12:45 – 1:15 pm, Guided tour of SPH at UWC and UWC campus more broadly. Prof. Gavin Reagon, NFP-MPH-responsible, UWC-SPH, e-mail: greagon@uwc.ac.za

4) 3 March 2005, 1:15-2:00 pm. Lunch meeting with Gavin Reagon (op.cit) and Debra Jackson, Thesis coordinator, UWC-SPH, e-mail: djackson@uwc.ac.za

5) 3 March 2005, 2:00-3:00 pm. Attend and observe an epidemiology of HIV course with participating NFP students and the rest of the class. Lecture conducted by Tony Hawkridge, visiting lecturer from USA, Vaccine trials

6) 3 March 2005, 3:00-5:00 pm, meeting with Gavin Reagon (op.cit) and Debra Jackson, Thesis coordinator, UWC-SPH, on course specific issues and challenges

7) 4 March 2005, 9:00-11:00 am, Meeting with other faculties/departments about possible widening of programme collaboration with Norwegian institutes, and about the management of fellowship courses in other fields more generally with Prof. Jan Persens, Director of International Relations, UWC, e-mail: jpersens@uwc.ac.za, Prof. Ratie Mpofu, Dean, Community and Health Sciences, UWC, e-mail: rmpofu@uwc.ac.za, Prof. Jan M. van Bever Donker, Dean Faculty of Natural Sciences, UWC, e-mail: jvanbeverdonker@uwc.ac.za, Niel Cameron, Department Gemeenskapsgesondheit, Stellenbosch University, e-mail: nac@sun.ac.za, Dr. Dieter Neuvians, Health Systems Research – Eastern and Southern Africa, GTZ, e-mail: neuvians@mweb.co.za, and Dr. Eslyn, Dept. of Management, Economic and Management Sciences, UWC.

8) 4 March 2005, 11:15 am -12:30 pm; Meet the 2005 intake of NFP students for interviews based on evaluation questionnaires. Cos Kamanda Bataringaya, NFP student at SPH UWC. Medical superintendant from Ministry of Health, Uganda, e-mail: cbkamanda@energy.go.ug, Peter Olupot Olupot, NFP student at UWC-SPH. Medical doctor from Ministry of Health, Uganda, e-mail: polupotolupot@yahoo.com, Desalegn Tegabu Zegeya, NFP student at UWC-SPH. Assistant lecturer, Gondar University. e-mail: desaegntegavu@freemail.et, Joseph Sepuya, NFP student at UWC-SPH. Manager, Epidemiology and Health Info Systems, Ekurhuleni Metropolitan Municipality Gauteng. e-mail: Sepuyaj@ekurhuleni.com

9) 4 March 2005, 12:30-2:30 pm, met with Marlene Petersen, General admin., UWC-SPH, e-mail: mpetersen@uwc.ac.za, Teresa de Lima, Financial admin., UWC-SPH, e-mail: tdelima@uwc.ac.za, Corinne Carolissen, Student admin., UWC-SPH, e-mail: ccarolissen@uwc.ac.za, Janine Kader, Student adm. UWC-SPH, e-mail: jkader@uwc.ac.za, general and financial administrative matters related to the NFP.

10) 4 March 2005, 2:30-3:30 pm, met with Lucy Alexander, Learning materials developer and editor, UWC-SPH, e-mail: lalexander@uwc.ac.za, Nandipha Matshanda, Learning materials developer and editor, UWC-SPH, e-mail: nmatshanda@uwc.ac.za

11) 4 March 2005, 3:30-5:00 pm, met with Gavin Reagon (op.cit.) and Marius Gouws, Health Information Stream Specialist, UWC-SPH, e-mail: mggouws@mweb.co.za

12) 5 March 2005, morning, working at the hotel, Afternoon and evening talk/walk with Gavin Reagon and Marius Gouws on general and specific NFP and course matters.

13) 6 March 2005, Sunday work at the hotel

14) 7 March 2005, 9:00-10:00 am, met Dr Uta Lehmann, Senior lecturer and PhD coordinator, UWC-SPH, e-mail: ulehmann@uwc.ac.za and Thandi Puoane, Masters coordinator, e-mail: tpuoane@uwc.ac.za

15) 7 March 2005, 10:00 am -12:00 pm, met with Vera Scott, Equity, primary health care, poverty reduction specialist, UWC-SPH, e-mail: vscott@uwc.ac.za and Lungiswa Tsolekile, Equity, primary health care, poverty reduction specialist, UWC-SPH, e-mail: ltsolekile@uwc.ac.za on current PRSP and MDG relevant research and the role of NFP fellows.

16) 7 March 2005, 12:00-2:00 pm, sat in on health systems research course lectured by Dr. Mickey Chopra, Senior lecturer, UWC-SPH, e-mail: mchopra@uwc.ac.za

17) 7 March 2005, 2:00-3:00 pm, sat in on Tony Baker, Computer Lab. Health systems courses, UWC-SPH, e-mail: tbaker@uwc.ac.za, and spoke to attending students about their views and comments

18) 7 March 2005, 3:00-5:00 pm, Wrap up meeting with Gavin Reagon, David Sanders and Marlene Petersen.

19) 8 March 2005, 9:00 am, departure for Maputo, Mozambique

20) 9 March 2005, 9:00-10:45 am, UEM, Dept of Mathematics and Informatics, Maputo, Mozambique, Asst. Prof. Esselina Macome, MScIS Coordinator, UEM, e-mail: Prof. Joao Moreno, Department of Mathematics and Informatics, Dept Director

21) 9 March 2005, 11:00 am -12:45 pm; UEM, Finance Department
Orton Malipa, Finance Officer, Donor Funded Projects, e-mail: orton.malipa@uem.mz

22) 9 March 2005, 1:00-2:00 pm, NCG AS, Mozambique, Maputo Sergio Chitara, local NCG representative

23) 9 March 2005, 2:30-3:30 pm; UEM, Dept of Medicine, Presentation of Health and Management Information Systems Project (HISP)
- Prof Edward B. Messelt, Deputy Chairman, NUFU Board, e-mail: messelt@odont.uio.no
- Kurt Løschal, Senior Advisor, SIU, Bergen, e-mail: kurt.lovschal@siu.no
- Prof. Mamudo Ismail, MPH Coordinator, Dept of Medicine, UEM, e-mail: mamudoismail@yahoo.com.br
- Judith Gregory, IFI, UiO, visiting lecturer and superviser, UEM's MPH and MScIS courses
- Lucia Joaquin Ginger, MSc Student and HISP researcher, UEM
- Zeferino Benjamin Sangene, MSc student and HISP researcher, UEM

24) 9 March 2005, 3:30-6:30 pm, UEM, Faculty of Medicine
In depth interviews (half an hour each based on the evaluation questionnaire) with five 2001 cohort NFP students who graduated in 2003 at the MPH course and did their master's thesis work in public health information systems track, and who are presently working in Ministry of Health and at Department of Medicine, UEM
- Tonio Fumo, MSIS
- Piedade Joao, MPH
- Maria Manuela Rico, MPH
- Ana Patricio, MPH
- Ernesto Antonio, MPH

25) 9 March 2005, 6:30-7:30 pm, UEM, Faculty of Medicine, Maputo Prof. Mamudo Ismail, MPH Coordinator, Faculty of Medicine, UEM

26) 10 March 2005, 9:00 am -1:00 pm, UEM, Faculty of Medicine
- Prof Mamudo Ismail (op.cit)
- Dr. Baltazar, PhD candidate, Former NFP fellow, now UEM Medical Faculty staff.

27) 10 March 2005, 1:00-2:30 pm, Working lunch at Rodisio Real with UEM staff, NUFU and SIU Hosted by UEM's Director of Public Relations Office, Zita B. Usta, e-mail; zusta@rel.uem.mz

28) 10 March 2005, 3:00-6:30 pm, In depth interviews based on evaluation questionnaire with the 8 present NFP students (4 at MScIS course and 4 at MPH course) who started in 2003 and are graduating in 2005. 4 of them from Mozambique, 3 from Ethiopia and 1 from India.
- Netsaner Haile G (Ethiopia), MScIS
- John Lewis (India), MScIS
- Zeferino B. Sangene (Mozambique), MScIS
- Lucia Ginger (Mozambique), MScIS
- Marie Helene Jordao (Mozambique) MPH
- Pontireio F Frustino (Mozambique), MPH
- Zufan Abera (Ethiopia), MPH
- Bircety Mengistu (Ethiopia), MPH

29) 11 March 2005, 9:00-11:00 am, Norwegian Embassy, Lars Ekman, briefing, e-mail: lars.ekman@mfa.no

30) 11 March 2005, 11:00 am -2:00 pm, Norwegian Embassy, CMI debriefing on poverty activities review, with Jan Isachsen.

31) 11 March 2005, 2:30-6:30 pm, Debriefing with MScIS and MPH coordinators and faculty staff at UEM, Faculty of Medicine. Attendance as above meetings

32) 11 March 2005, Evening discussions with Judith Gregory, UiO, IFI, and the 3 Ethiopian female NFP students about to graduate from UEM master programmes in 2005.

33) 12 March 2005, 1:00-2:00 pm, Debriefing with Mette Masst, Norwegian Embassy, Maputo, e-mail: mema@mfa.no

34) Departure from Maputo via Johannesburg to Norway.

Annex 6: Bangladesh Country Report

1. Introduction

The field trip to Bangladesh took place during the period 25th of February and 7th of March. The fellowship questionnaire had been distributed to those with workable email addresses three weeks before that, and the local consultant further tried to identify others where neither the addresses nor the emails were up to date. The team had also contacted the Norwegian Alumni Association before arriving in Dhaka, and its president, Mr. Mahfusz Haque, assisted the team greatly in identifying additional NFP fellows.

As a result, the team was able to interview about 15 former fellows in depth, representing a reasonable cross section with regard to gender, place of work, background and age. An additional 10-15 were met in bigger forums, as for instance in the Alumni meeting that took place the 3rd of March in Gulshan, Dhaka. However, one important group was conspicuously missing, namely those fellows that had left Bangladesh. It is unclear how extensive this classical brain drain phenomena is with regard to the NFP, but it seems to be particularly problematic in certain areas, for instance academia.

Other stakeholders were also interviewed, within education and manpower planning sectors of Bangladesh, plus the Norwegian Embassy. The team also attempted to interview some supervisors and employers of the fellows, but many of these had only the briefest of ideas about the NFP and the impact of NFP on their subordinates.

All interviews were conducted under the promise of anonymity, explaining the absence of referenced quotations in the following. However, one particular quote is worth citing: "You know Mr. Sigvaldsen, that 80% of the Bangladeshis would leave Bangladesh if they could!"

2. Background and Context: The Bangladesh Civil Service and Higher Education

The NFP candidates mostly come from the civil service in Bangladesh, and otherwise from academia. A few work in NGOs, but none from the private sector were found for interviews.

The context of public administration in Bangladesh is thus crucial to the analysis of relevance and impact of the NFP. First, however, a brief description of the system – and there is a system - for choosing candidates for NFP is in order.

NFP Government Selection Process

1) The Norwegian Embassy sends out the annual course catalogue and other information about NFP to the Economic Relation Division (ERD) in the Ministry of Finance. ERD is responsible for all contacts with the donors.

2) The ERD distributes this to all ministries and in particular to the Ministry of Establishment (MoEs), which has civil service manpower planning among its responsibilities.

3) Each ministry and associated directorates invite candidates to apply for NFP scholarships. This application is a separate form in Bangla that is sent to officials within each ministry first, even though some apparently forward these applications directly to a Scholarship Selection Committee, which consists of people from the ERD and MoEs.

4) Until a few years ago, it was this committee that made shortlists of candidates that were then forwarded to the Embassy for submission to SIU. MoEs now insists that this responsibility is left mostly with each ministry, and that the selection committee no longer meddles in the shortlist preparation. This may, or may not be the case.

5) Each ministry makes a shortlist of about five-ten candidates that it recommends for NFP. These candidates are then asked to submit a full application. The criteria for selection appear to centre around seniority, academic merit and relevance of the course to the position of each individual.

6) There is, in other words, a process of ensuring that NFP, in theory, is part of a larger capacity development framework in Bangladesh, according to needs in each ministry.

7) Candidates may also apply without being shortlisted, but the snag is that they are then not likely to be given "deputation". This status ensures each candidate a normal salary for the study period abroad, and the two years count as working experience in the quest for promotions, which is very important for civil servants. Deputation also involves signing of a bond, or a debt, equal to 2-3 years salary. One NFP candidate earned about Tk 75,000 a year exclusive of add-ons, and she had signed a bond of Tk 300,000.

8) A candidate may get "leave" to go to Norway instead of "deputation", but then receives no salary and no experience points, and leave is normally not a career maker, but a breaker.

9) There is a vital issue involved when comparing the NFP to the Quota programme here, as the Quota Programme does not qualify people for "deputation", only for "leave". The Quota Programme is not seen as a scholarship. Thus, many Quota applicants will have broken the links to the civil service when they apply, and have fewer incentives to return afterwards.

The Civil Service

The above system should thus in theory increase the chances of NFP playing a defined part in the general capacity improvement process of government. However, the civil service in Bangladesh is unfortunately a very rigid and inefficient system which appears extremely difficult to reform.

About a million people work in the Government, and this was about one third of all formal employment in the year 2000. People enter the civil service when they are young, and there is normally a large excess of applicants. Figures from the late 1990s show that over 65,500 applicants, graduating from the then nine public universities (there are now 11), applied for only 1,470 entry-level positions in the civil service.

People are then split into cadres, of which there are currently about 25, each undertaking a specialised function (administrative, auditing and accounting, agricultural, foreign affairs, health, engineering, etc). The largest cadre is administrative and these are constantly moved around between ministries. Other cadres must stay within their professional area, and it is only at the joint secretary position that some lateral movement is possible between the main cadre areas.

Once people are in, they become career-long members of that cadre, and as long as a person is a civil service member, he/she will continue to receive a salary and other fringe benefits. This means that tenure is absolutely guaranteed. Transfers and postings are frequently

used as a means of rewarding and punishing officials. Politically loyal officers are rewarded with key, financially lucrative positions whereas non-compliant officers are punished by posting them to far flung areas in positions of low administrative importance.[1)]

The Civil Service is largely insulated from the external job market, as nobody enters the service at later stages. The classification scheme is based on the rank principle, and job specifications or descriptions are often lacking. Currently, promotions appear to be based not on who performs better, but on who performs longer. In education for instance, a recent mapping exercise of the sector states that (p.24) *"There is no opportunity to develop specialised professional skills and use these in one's job. Moreover, only senior personnel on the verge of retirement are placed at the senior-most leadership positions - not a winning formula for dynamism and continuity in leadership."* [2)]

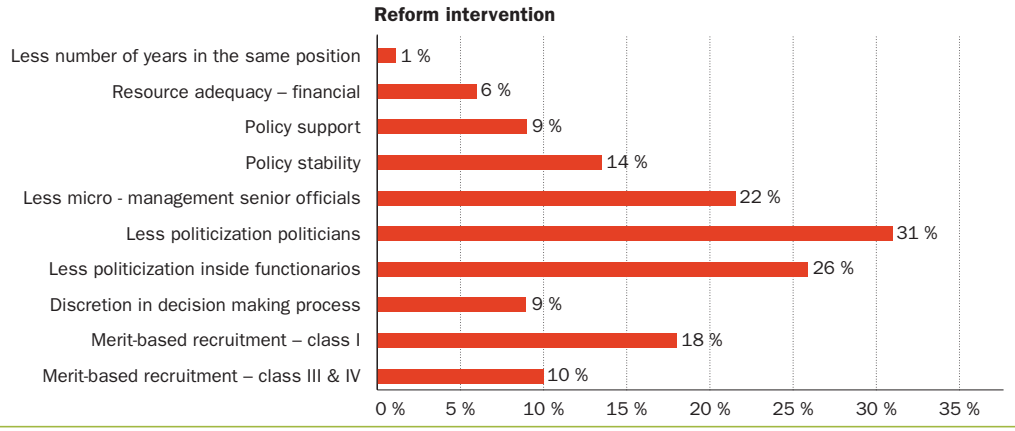
It is a rules-guided system, relying on strict authoritative decision making procedures. It is hard to escape the impression of a public administration obsessed with process, where outcome is secondary.

A final point is the increased politicisation of the civil service, particularly among higher civil servants, because of their considerable leverage in the policy process. A survey conducted among public service officials in Bangladesh [3)] asks the officials about what reforms would reduce the corruption that prevents the agency from achieving its mission. The results are shown in the table below.

Officials believe that if politicians from outside would stop interfering in day-to-day decisions, corruption would fall by almost one-third (31%). Similarly, reduced interference by politicians from inside the organisation, and practices to ensure that recruitment is merit-based would also markedly reduce the pervasive corruption. This confirms what most external observers suspect, namely that politicisation is fundamental to explaining poor performance of the current public administration.

What is the link between this and NFP? Simply that providing people with master's degrees is not necessarily an effective reform activity with regard to improvement of the civil service. Because of the inbuilt system rigidity, the perverse incentive systems rewarding age before merit, and the deeply politicised management structure, one cannot expect a two year master's degree to make much difference.

Fig. A6.1 Opportunities for reform of Civil Service



1)"Draft. Bangladesh: The experience and perceptions of public officials"; World Bank - Netherlands Partnership Programme, 1999.
2)"Bangladesh. Education Sector Mapping"; Ali, Ahmed, Khan; CIDA, February 2005.
3) http://www1.worldbank.org/publicsector/civilservice/countries/bangladesh/index.htm

Higher Education

There are 11 government universities and approximately 20 private universities in Bangladesh. Specialised universities are Bangladesh University of Engineering and Technology (BUET), Bangladesh Agricultural University and Bangabandhu Shaikh Mujib Medical University.

The institutions under the National University have an intake capacity of 200,000 students in affiliated degree colleges and a small number of specialised professional colleges. The public and private universities can each admit about 20,000 students.[4)]

According to the education sector mapping, there appears to be enough tertiary education intake capacity for students who are eligible and interested in pursuing higher education. Access problems mostly relate to intense competition for the limited places in the universities and a few prestigious colleges. Issues regarding access to tertiary education are summarised by the sector mapping to be (p.26):

- equity of access to universities and prestigious institutions leading to potentially high private return from higher education, and
- the balance of enrolment in different fields.

A result of missing balance of enrolment is the familiar problem where public universities have limited relevance to the needs of the economy. A third issue is the increased politicisation of the campuses and the universities. The Education Commission reports of 2000 and 2003 express concern about rampant indiscipline, student unrest and other adverse influences of politicisation of education decision-making. As stated in the sector mapping (p.25):
"The related problems of corruption and mismanagement, spawned and nurtured by partisan politics, when disciplinary and remedial action cannot be taken, have become a serious obstacle to educational reform and change. Pro-poor changes in the education system proposed in PRSP cannot succeed unless the political obstacles to change can be removed or at least mitigated."

3. The NFP Fellows

The statistics collected so far indicate that around 20 Bangladeshi NFP fellows were in Norway at the end of 2004. As noted, most of them come from the civil service, and only two of the people interviewed now worked outside of the government or the education sector. Both of these are employed in international NGOs.

The following discussion combines findings from the interviews and questionnaires. Not all interviews corresponded well with the questionnaires completed by candidates. Deviations were almost always negative, i.e. that the candidate generally held a more negative view of the issue than stated in the questionnaire.

The explanation for this is simple. Each candidate has obviously benefited enormously from the programme, irrespective of how they did in Norway. There is every incentive to provide a rose tinted picture. Further, there is little tradition in Bangladesh to formulate criticism that can be seen as indirectly critical of one's own choices.

Most candidates are also aware that the objective of the programme is not their well being, but rather capacity building of their country. There are thus also incentives to emphasise how relevant their master's degrees are for the institutions where they work. Those that denied relevance were found to be fellows that had reached a level of frustration that had led them to actively seek new employment. Unfortunately, most of these contemplated going abroad. Several off those that did say that the NFP had been very/highly relevant to their work had defined relevance somewhat narrowly, as, for instance, their new found ability to use IT.

4) "Bangladesh. Education Sector Mapping"; Ali, Ahmed, Khan; CIDA, February 2005

4. The Course and the Stay in Norway

For most fellows, getting a scholarship is similar to drawing the prize ticket in a tough national lottery. The demand for foreign education is nothing less than enormous, and both high prestige and credit are attached to foreign master's degrees.

Most admitted that Norway would not have been their first choice if given complete freedom to choose, but rather Canada, the UK, USA or Australia. Degrees from Norwegian universities are not well known. However, the scholarship decides the question, and at least two of the NFP fellows interviewed said they chose Norway because the terms of the scholarship were financially more attractive than alternative scholarships they had received. None of the NFP fellows seem to have first identified the course or the university, and then started looking for scholarships. All started with the scholarship, and most were made aware of it through a circular distributed by the Ministry of Establishment. A sizable number also learned about NFP from others, in workplaces with former fellows.

There is thus no surprise that the stay in Norway was universally appreciated by all spoken to. Most expressed a mix of professional and personal reasons for why they felt the stay was valuable, and nobody regretted going. The most common personal reasons given for why the NFP stay was a positive experience include:

- Learning about a new culture, and about a different way of life. While some found it initially challenging to learn both the spoken and the unspoken rules of behaviour, the sheer experience of living in a new environment was great for all.
- Meeting students from all over the world was appreciated for much the same reasons.
- There are several sub-reasons given that explains this further, ranging from learning how to cater for one self (no servants around), through meeting an effective public sector (sic), to the learning of discourse and the need for critical processes. "It is telling when something you use a day for doing in Bangladesh takes 20 minutes in Norway".
- Several stress that this exposure led to a changed vision of societies and working relations, which was found personally enriching.
- The teaching methodology with "forced but free" participation led to learning how to take responsibility, which again led to higher general confidence.

Several, if not all also faced varying degrees of challenges and problems:

- Plain homesickness, as most come from tightly knit families used to constant contact. Several apparently felt very alone in Norway, but most praise their university contact points in mitigating their worst pains.
- While initially maintaining Norwegians were all nice and friendly, it did not take much to get a more nuanced view about these relations. Limited contact with Norwegians seems to be balanced by increased contact with the other international fellows, who felt as far from home as they themselves did.
- As could be expected, certain aspects of Norwegian culture were not appreciated as the heavy drinking, the perceived distance between individuals and their families, and the different moral codex "resulting in single mothers that cried all the time".
- Some had problem with our flat social structure, and reported they did not feel they were treated properly, as they were not "mere" students, but normally persons of standing in their home country.
- There were complaints about the weather, but most apparently found the snow and the cold amusing and not an experience they would be without.
- Several of the women interviewed actually had babies during their stay, which complicated their studies. One used 4 years, instead of the prescribed 2, but was still able to finish her degree.

- Generally, those that brought their families seem to have enjoyed their stay more than those that did not. In several cases, both wife and husband took master's, in a combination of the Quota Programme and NFP. The request was made to include support formaternity leave, and also support for bringing families to Norway.

The most common positive issues raised as to the academic and professional side of the NFP include:

- Learning in a technologically advanced environment. Several mentioned the IT training and exposure as the possibly most useful general skill learned in Norway.
- Most also add the generally good quality of academic advice, method and teaching principles, that many at first found unfamiliar but came to value after a while. The possibility to call a professor by his first name had left a universal mark.
- Other general skills valued include the analytical process of reaching a conclusion by weighing and scrutinising different sources and information. Thesis development was seen as crucial in this respect.
- The courses were generally good at encouraging self-development, ending up with increased confidence of the candidates.
- Some of the science courses were emphasised as particularly "world class" (petroleum and hydropower), with world class teachers able to inspire and persuade. These experiences were related with pride by the fellows.

Some of the academic dissatisfactions expressed by the fellows include:

- Some courses were felt to be too theoretical, and with insufficient case work. The courses did not give them practical guidance as to how to implement "things". Several stated the courses lacked direct relevance for Bangladesh. As an example of missing relevance, a candidate with a master's degree within the environment, who actually worked in the Ministry of Environment, would have dearly liked to learn how to practically do Environmental Impact Assessments. This may indicate that the knowledge needed by some of these candidates may not be a 2 year master's degree, but rather something simpler and shorter, but more targeted.
- Linked to the above, some would have liked to learn more about how Norwegian institutions and companies actually worked, and more internships were suggested, for instance in petroleum.
- Some mentioned that they did not have sufficiently experienced teachers, and that young research assistants did not have the necessary experience to make the course feel relevant for them.
- While the teaching environment was generally assessed as good, some complained about insufficient IT and lab capacity.
- Criticism was directed towards the fact that some universities (NTNU in this case) did not provide an explanation in English of the grading system and the grades given, and that had led to examination papers not being recognised by other institutions. In fact a Bangladeshi University had refused to accept the papers, when presented as part of a job application.

None of this is very surprising and it agrees with the findings in, for instance, the tracer study carried out by UiB, which had a large portion of Bangladeshi respondents,[5] and the recent thesis "Higher Education and Identity" that exclusively focussed on Bangladeshi fellows.[6]

5) "Knowledge Production and Knowledge Transfer: A Tracer Study of Alumni of the Department of Administration and Organization Theory", UiB, March 2004.

6) "Higher Education and Identity" (MPhil Thesis), by H.W. Afdal, 2004, that interviews 11 Bangladeshis about their experience of studying in Norway.

Candidates who took science and technical courses displayed a slightly higher level of satisfaction with the professional outcome of their stay in Norway, than did some of those who took social science courses. When this was debated, a common view was that the technical courses had more of an immediate applicability in Bangladesh than some of the more socially oriented ones.

5. The Return to Bangladesh: Outcome of NFP

Not all NFP fellows return to Bangladesh, and several candidates seem to have ended up in Canada and Australia in particular. However, there appears to be a marked difference between those employed by the formal civil service, and those who are not. As described above, those who receive deputations from their ministry have greater incentives to come back than those who do not have the same status.

Those most prone to leaving seemed to belong to two different groups of people:

1) *Academics,* who return to environments which lack resources and academic challenges. People interviewed at the Dhaka universities told of a rigid and sterile environment that did not allow for flexibility or changes. Partly this was explained by a university sector that is increasingly politicised, where connections are all that counts. One respondent told of an outdated curriculum, but his superiors were not willing to discuss changing a comma. All they cared about was whether they could "trust him" in the political life at the university. He certainly contemplated leaving.

2) *People with particular technical training,* for instance in petroleum. These professions are in high demand, and there is a private (multinational) petroleum sector in Bangladesh that provides employment options. Most NFP fellows come from government owned companies and directorates, but since many of these do not use the "deputation" system due to their autonomous status, incentives for coming back are reduced.

During NTNU's recent visit to Bangladesh (2003) they collected information that showed that of the eleven Bangladesh Petroleum Exploration and Production Co.(BAPEX) employees who took MSc degrees at NTNU, only one remained in the company.[7] In the Bangladesh Gas Field Company, only two out of six were left. In fact, NTNU estimates that 50% of people with higher education in the disciplines they teach leave Bangladesh.

A tentative estimate after talks with the concerned stakeholders is that as many as 90% may have left the country for primarily Canada.

Bangladeshis are, however apparently much less concerned about this exodus than foreign donors. Everybody understands why people leave, and most would have done it themselves given a chance. What many stress is that they think most people will eventually come back after a 10-15 year stint abroad, to their family and their community. As far as we can tell this seems to be true; you do meet a number of people who have returned in more senior years.

It needs to be remembered that people from the sub-continent, and Bangladeshis are no exception, represent a highly mobile, global community. They have always travelled within the old Commonwealth, and you will be hard pressed to find anybody in the middle class that does not have an uncle or at least a distant relative in UK, Canada or Australia. Families have anchors "everywhere" and the tradition of working in and travelling to another country is strong. This safety valve has been there for a long time, and one cannot expect it to be shut any time soon.

7) "Report from Visiting Co-operating Institutions in Bangladesh", NTNU, October 2003.

Personal Level

However, for those that do return, some of the more important personal outcomes mentioned by them include:

- They get increased respect and status among their friends, colleagues and family. Foreign master's degrees set them apart from the rest.
- They have increased their skills in several important general areas, like English, IT, analytical work, report writing, presentations, research methodology, interpretation and evaluation.
- They say they have learned to work differently, are more horizontally oriented, democratic, critical and more inquisitive.
- They have developed their personality, their "frame of mind". When pressed on this, interestingly enough, several persons said that the visit to Norway had reconfirmed some of their initial beliefs. This seems to be the case particularly with regard to moral values, including religious practices.
- For some, the degree has helped in promotions, but an equal number say that it has not given direct benefits. For those that work in the Government, it is experience that counts, not academic merit. This is one question where deviations between the questionnaire and the face-to-face interviews were found to be the greatest. Significantly more relayed no change in the interviews, than in the questionnaires. The exact same finding was made with regard to salary levels. However, most said that the degree had given them an edge in the race for future promotions, they believed.
- Linked to that, a common statement was that the degree had in general increased their value on the highly competitive job market, and even more important, provided them with the basic prerequisite for going abroad.

The NFP does, without a shred of doubt, provide great personal benefits to fellowship holders.

Institutional Level

The next question is outcomes for the institution where the fellows work. Salient points in this regard are:

- Almost all candidates stress that they can apply technical problem solving in their current positions, even though several say that it is difficult because – for instance – the place they work does not have adequate resources to buy the software that is required to implement their new skills.
- IT, reporting and analytical skills are to a large extent directly applicable, in most work places.
- Notably, almost no one could give examples of changes in actual working procedures, decision making routines or in other major work flows in their unit or their institution as a result of their experience. The civil service simply does not work like that. You get an order, you do it, and whether you have been in Norway and learned to be critical and inclusive, is completely irrelevant. Rather, as several respondents mention, they try to keep a low profile, as parading around with external knowledge raises envy, suspicions and outright hostility among those who have not been abroad.
  As an NFP fellow working in the Ministry of Finance said (sincerely): "It does not matter which ministry you are in. You do the same job." She has a degree in Social Change from Bergen. When she applied to go to Bergen she worked in the Ministry of Fisheries.

- Several of the candidates had been moved around in the civil service, and did not have posts that were directly relevant to their master's degrees anymore. New learning was not always appreciated, and many skills could not be applied as they had little relevance to their daily working chores.
- NFP fellows had made an effort to disseminate knowledge by making their books available, and in some cases, leading workshops and other training exercises for other staff.
- Several said they had tried to change their immediate working environments, but found it hard, and that they were back to normal after 3-4 months.
- The intransigence of the superiors of many NFP fellows was exemplified by the almost complete failure of getting any sensible information from them about NFP. Many had no idea either that their subordinate had been in Norway, or if so, whether they saw any changes. They were, of course, very complimentary to Norway for the training provided their subordinates.
- Important exceptions to the above include a joint secretary that obviously did try to work differently with more openness and listing to supplementary voices, but even he was caught in the "abide by your superior" environment.
- Some of the Directorates and Autonomous government institutions did seem to be more enlightened in their working environment, particularly in places like the Science and Research Council, where possibly 80% of the professionals have foreign degrees.
- There are certainly differences between working environments, which is also pointed out in the tracer study, which concludes that impacts at the organisational level are more likely to take place more in academic and research institutions than in government institutions (p.31).[8)]

However, expecting tangible and visible contributions to organisational and social change from the ten people who receive Norwegian master's degrees every year is clearly unrealistic. There may be piecemeal and small, more nuanced changes over time, but not typical "change agent" effects in the space of a few years. However, even the piecemeal changes may be unrealistic, as there seems to be little evidence of the civil service improving in Bangladesh. The country has now for three years in a row been ranked as the most corrupt country in the world by Transparency International.

It is thus easy to agree with the tracer study's conclusion that: *"Most respondents point out that it (MPhil in Public Administration) is mostly useful for developing their future career as well as developing their personality rather than for the development of their own organisation and country" (p.34).*

Afdal in her thesis[9)] goes further and raises the question whether it is right to take people to Norway thereby raising expectations in individuals that cannot be fulfilled when they return home. This then leads to a frustration that increases the likelihood of them not returning, or of going abroad.

This argument may be just a little patronising by suggesting that we should spare people the sight of our perfect society, to protect them against their own discomfort when they return home. However, it does underscore the fallacy in some of the more extreme change agent argumentation that seems to believe that NFP's greatest advantage is its ability to "reengineer societies" by sending out cohorts of enlightened students from Norway.

Educating Bangladeshis in Norway is obviously great for them, but the effects on Bangladeshi society are less than negligible.

8) "Knowledge Production and Knowledge Transfer: A Tracer Study of Alumni of the Department of Administration and Organization Theory", UiB, March 2004.
9) MPhil thesis "Higher Education and Identity", by H.W. Afdal, 2004.

6. Other Findings

The Embassy

The Norwegian Embassy had some viewpoints on NFP, most of which are summarised in the questionnaires. A few points worth mentioning include:

- The Embassy gets about 400 requests annually, of which about 250 actually apply. The only screening carried out by the Embassy is to ensure conformity with NFP's basic eligibility criteria. The rest, about 175 each year, are then forwarded to SIU. Of these, on average about 10-15 have been offered scholarships over the past few years. In some cases the Embassy is asked by the universities to verify and/or check background documents for some of the students. Fake documents are not uncommon.
- There is no strategy for linking the NFP with other Norwegian programmes and/or interventions in Bangladesh. There is indirect targeting in that institutions that are involved in Norwegian activities are sent information about the NFP every year, but there is no conscious effort to encourage particular institutions to apply for NFP slots for their staff.
- If capacity improvements are part of the Norwegian programme there are more often components within the programme targeted specifically at this, for instance the two-month Petrad course in connection with support to the Hydrocarbon Unit. A two-year master's degree programme is not necessarily the most appropriate tool for specific capacity improvements in particular professional fields.
- NFP is an academic programme felt to be aimed more at general capacity improve ment than as a tool to further particular Norwegian development strategies in Bangladesh.
- It can be argued that a taka given to a Bangladeshi university would produce more master degrees than a taka spent on the NFP. The quality of the degrees may not be the same. Capacity building should be seen in a regional perspective, and there is an increasing cross migration of students within Asia. Bringing students to Norway is not necessarily the most effective and efficient way of producing candidates at master level.
- The true objectives and the aims of NFP need to be thoroughly evaluated, in particular the value added from a Norwegian master's degree compared to a master's from, say, the University of Dhaka.

The Alumni

The Bangladesh Norwegian Alumni Association was started in October 2003, and is open to all students that have been in Norway, including those who attended shorter courses. NTNU seems to have been instrumental in its initiation.

The Alumni Association has yet to establish a regular meeting schedule and there have not been more than a couple of meetings for all members. However, these meetings have been well attended, and the Association has managed to attract a good membership closing in on about 50 people.

As the Alumni Association is still in its infancy, no clear direction of its activities is yet discernable, but it intends to both arrange social and professional events. As with many other similar organisations, activating the membership will be crucial to its survival in the longer term. To achieve this, the Association may want to move somewhat more decisively than has been the case so far.

7. Concluding Remarks

Is NFP contributing towards the objective of strategic competence building in Bangladesh? It is tempting to answer this as a combined "yes" and "no". As the objective is not spelled out in terms of measurable indicators, assessment is almost exclusively subjective, but the issue may be approached as a question asked at different levels.

The first premise that has to be met to achieve strategic impact is that the right people from the right institutions are chosen. Given the insatiable demand for skills from any corner of Bangladesh, choosing strategic sectors is complex. However, given the emphasis that the private sector is given in the current PRSP, there is a distorted balance between private and government candidates, as about 80-90% of the current fellows come from either the civil service or academia.

However, within the civil service, there is a process in place that in theory ensures that relevant officers are chosen for the fellowships, in accordance with the needs within each ministry. The content of this process should not be overestimated though, as few – if any - ministries have concrete HRD plans for developing their personnel resources. The process used to place people on the NFP shortlist is non-transparent, and judgement is thus reserved on that issue.

For individuals, the master's programmes have undoubtedly increased their competence and their capacity. They have been taught skills both in technical and in personal terms that make them better prepared and outfitted to do an improved job. The second premise for attaining "strategic capacity building" is thus in place.

For the unit/department where they work, there appears to be varying degrees of impact, but most NFP candidates are as a minimum able to enlighten the unit with increased IT skills. In technical positions, the impact stretches further than that, particularly within subjects like petroleum, where there are definite and universal skills that can be directly employed. For people in more administrative jobs, the impact is much less tangible, if it exists at all. Units with a substantial number of staff with foreign educations are more conducive environments for such impact. But even within these institutions it is highly difficult to find any unit that works according to what would be internationally accepted efficiency norms. There are definite limits to change. To be fair, and to give the NFP candidates the credit they deserve, many try to work differently within their own limited sphere of influence, by being more inclusive, democratic and analytically oriented. The impression is that the level of impact is greater for master's degree holders from classical technical, engineering and agricultural disciplines.

Thus, *the third premise* is considered partly met.

For the institution within which the unit/department exists, there is hardly any visible impact at all. The sheer weight and depth of the current Bangladeshi civil service bureaucracy simply overwhelms any individual trying to make basic changes. Of course the increased technical skill of candidates may do some good for the efficiency and effectiveness of the institution, but there are often other bottlenecks in the organisation than these that continue to restrict performance.

There is normally little space for flexibility and change, given the highly autocratic and hierarchical nature of the ministries, in particular. The most profoundly disturbing development over the last 18 years that this consultant has witnessed is the creeping politicisation of the civil service – and these politics are all personal. The uncomfortable fact remains that scholarships, international exposure and globalisation have not been able to halt or arrest this. The best proof of the civil service decay is the proliferation of highly skilled NGOs in the country, that in an entrepreneurial society as the Bangladeshi have simply created a parallel government in terms of service delivery.

Thus, *the last fatal premise collapses,* and the objective of increasing strategic capacity is not considered met in Bangladesh. However, as will be further discussed in the full report, this is to a considerable degree due to a flawed objective that is not only overambitious, but very close to naive, in a context like Bangladesh.

Sending ten candidates – or a hundred for that matter – to Norway cannot be expected to dent the bureaucratic practice of Bangladesh in any "strategic area". However, what has been achieved is that a number of Bangladeshis have been shown and exposed to an alternative mode of working, and this resource is there to be tapped by a better functioning overall system. However, without dedicated system change, strategic competence building through the current NFP mechanism risks remaining an illusion in donor reports.

A final comment is that the obviousness of our perceived superiority in terms of working environments is too often taken for granted. We tend to believe that by simply exposing people to our democratic and analytical working environment, people will automatically embrace it and immediately implement it back home. Individuals are more complex than that, and some of the basic ideas behind the change agent concept are uncomfortably close to old missionary beliefs in the "goodness of our cause". An NFP candidate may as well utilise the international experience for manipulating his/her old working environment, as he/she may be inclined to altruistically give up former authority to include more voices in the decision making process.

The important point is, however, that the individual is now at least given a choice.
And that may well be all one can realistically hope for.

Annex 7: Strengths and Weaknesses of NFP and the Quota Scheme

With the present funding arrangement and target groups, the NFP and Quota Programme are to some extent complementary stipend schemes. While they clearly overlap in terms of courses and student countries covered, they also reach somewhat different groups of applicants.

NFP, with its development aid focus, targets mature applicants with 2 or more years of working experience and a secure link in an institution or bureaucracy in their home country considered to be a relevant development cooperation partner for Norway, and thus contributes with capacity building in government institutions and NGOs. Applicants return to their institution with new, updated relevant methodologies and understanding of how to address prioritised development cooperation issues. The NFP fellows are from this perspective potential "change agents".

The secure link to their home base institution results in virtually all of them returning to their previous home country institution. A Quota-funded individual with no institutional linkage in their home country, on the other hand, is more likely to remain in Norway or emigrate to an industrialised country, e.g. Canada or Australia, shortly after returning home and their Norwegian loan has been converted to a stipend.[10)] Increasingly, however, UiNs select Quota students for their allocated slots from among applicants from collaborating institutions in the South to secure sustained research collaboration and a higher rate of return of graduates to their home country institutions. As a result, the development effect of this scheme has been enhanced, and Quota returnees become, like NFP returnees, potential "change agents". Such a selection process also enhances the "value added" potential of the programme because returnees to home country institutions represent a "brain gain" as opposed to a "brain drain".

Increasingly, recipient countries' higher education needs are to have more teachers and trainers with PhDs in development cooperation relevant fields, so that these UiSs can take on and train more master's degree candidates for positions in their home country's public and private sectors. It is increasingly understood that UiSs need to recruit candidates and develop a scholarly "elite. Candidates with relevant PhDs are becoming a necessary requirement for tertiary education institutions in the South to provide for attractive master's degree programmes on a sustainable basis. However, NFP as of today, with its narrow focus on master's degree courses only, does not address the need for high level research competence and capacity building in UiSs. Recent experience from NFP in e.g. South Africa and Mozambique, where courses are operated in collaboration with UiO, show that many NFP graduates move on to PhD studies after successful completion of NFP courses. However, these fellows have to seek PhD financing from other sources. NUFU and the Quota scheme have proven to be valuable complementary funding mechanisms in this context, but the present organisation and administration is cumbersome.

The Quota scheme, on the other hand, has, due to greater flexibility, in many instances contributed significantly to research training and leadership development at UiSs, and has more effectively than NFP supplemented and added value to NUFU projects. Experience has shown that a number of talented Quota stipend students have progressed from MSc studies to PhD studies. The Quota scheme is more flexible than NFP in providing for this upgrading option.

10) Assessment made by the MOER expert group that evaluated the Quota Programme in 2001.

NFP is more attractive to Norwegian institutions in that direct institutional funding is provided for overheads, teaching and course specific costs, including travel expenditures for teachers and supervisors to perform as visiting lecturers and field work supervisors.

The social dimensions of the two schemes are somewhat different. UiNs report that female applicants tend to prefer the more "female friendly" Quota programme. This claim is substantiated by the observation that 45% of Quota students are women, as compared to 38% of NFP fellows.

The Quota scheme supports the direct costs incurred by students for living and home travel (including family member support), but only provides this support for 10 months a year. However, students can apply for support for field work and summer courses as well. Quota students can also receive support for two semesters of Norwegian language training before embarking on courses taught in Norwegian. NFP students receive significant social and welfare enhancing benefits that are not provided to Quota students, but NFP does not provide additional financing for support of family members.

According to SIU, the rigidities of the application forms and the procedures practiced by the State Education Loan Fund (SELF) for foreign loan applicants is a frustrating experience for many Quota applicants compared to what the NFP fellows experience. This differential treatment of the two student categories (i.e. NFP- and Quota funded students) causes obvious problems, since students from the two programmes are often in the same class, and from the same country, and perhaps even from the same institution. This evaluation has found that host institutions, particularly those in the South, face severe difficulties in understanding and then explaining why such differences are allowed to exist.

Employees at Norwegian Embassies in developing countries also find it difficult to explain the differences between the two schemes to applicants so that it appears to be logical to have two such schemes. Applicants often fill in the two different forms so as to be eligible for both schemes, since competition for the few available slots is stiff. Embassy staff claim that it would be easier to market Norwegian funded tertiary education abroad if Norway had only one such scheme with uniform conditions for applicants, and one which provided for master's- and well as PhD programme participation. Other "likeminded" donor countries, e.g. the Netherlands, Germany and Sweden have arranged their fellowship programmes in such a way.

Actions by the responsible Norwegian Government ministries and agencies to remove such discriminatory regulations and practices should be prioritised.

Annex 8: Evaluation Questionnaires and Some Results

This annex provides a summary of the results of different questionnaires and question checklists that have been produced and applied as part of this evaluation. Some of the findings from the analysis of the questionnaire for present and former fellowship holders are presented. It should be noted that:

- the main "unit of study" is NFP as a programme and not individual courses or fellowship holders. However, information about the lower levels is needed in order to generalise at the programme level,
- vital contact information about fellowship holders was not available, simply because no-one was responsibility for keeping systematic and updated accounts. There were no common systems of collecting or maintaining fundamental information (e.g. name, course year, address, home work institution), about fellowship holders. A basic precon dition for the collection of information to evaluate NFP was therefore not available.
- the evaluation team, due to time limits and resource constraints, has had to be flexible and use a blend of different methods.
- the evaluation team has tried to be as transparent as possible regarding data collection and application, so that findings, conclusions and recommendations can be checked.

It needs to be mentioned that questionnaires for fellows most likely have a systematic "error" in the sense that replies tend to be on the positive side. This is a well known phenomenon from earlier surveys of NFP, and it has been confirmed during fieldwork in Bangladesh and Tanzania. During the fieldwork evaluation team members had a chance to use the filled in questionnaires as a basis for personal interviews, and it was soon found that direct interviews produced a more "critical" attitude compared to the questionnaires. This was also discussed in the 1991 NFP evaluation[11] where it was argued that

- Fellows are in Norway as "guests", who have received fellowships from the Norwegian Government. Anything but giving high scores would be considered ungrateful and impolite.
- Some fellowship holders are more or less official representatives from countries with regimes that would not allow anything but a positive rating.
- Finally, using questionnaires as a method of data collection is not common in some of the participants' countries, and guaranteed anonymity is not something they trust.

Questionnaire for former and present fellowship holders

The questionnaire for current and former fellowship holders has both open and fixed answer alternatives. Some of the questions were identical to those utilised in earlier fellowship course reviews and evaluations starting in the early 80s, opening for a comparison of issues spanning over at least 20 years.

Due to problems collecting updated information about fellows, the evaluation team decided to concentrate on the sample of fellows currently in Norway, and former fellows identified during fieldwork in Tanzania and Bangladesh. At the same time questionnaires were made generally available on the internet for fellows who were informed about the evaluation and wanted to contribute. These former course participants do not represent an unbiased sample,

11) Wirak, A. et al: "Diploma Courses at the Norwegian Institute of Technology", Evaluation Report 2.91, Royal Ministry of Foreign Affairs, Oslo, (p.A7-2)

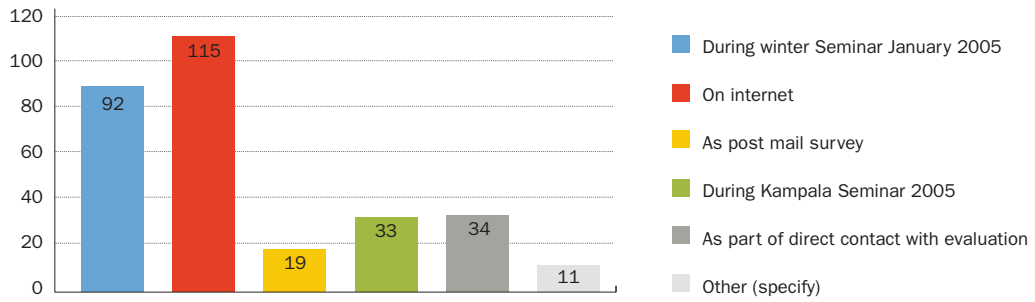
and their replies are only used to illustrate cases. The evaluation team had a representative at a seminar for former Norwegian fellows in Kampala in February 2005, but during this event there were three different questionnaires to be filled in and response rates were relatively low. Present and former fellows attending UiO-initiated courses at UWC and UEM were also interviewed.

In total 372 responses to the survey were recorded during the period 7 January to 2 April 2005. The internet based survey produced relatively many incomplete replies. Hence it was decided to remove all questionnaires which were less than 25 percent complete, in total 57. There were also some double and even triple replies, and after sorting things out, 304 questionnaires were used for further analysis.

The course institutions provided e-mail addresses for 110 fellows who started in 2004 and 85 fellows who started in 2003, which is less than the number found in the SIU Annual Report. Of these 195, 161 questionnaires were returned, representing 82.5 per cent. Although this is a relatively good result in terms of reply percentage, one should be careful to draw general conclusions based on the answers, without checking other methods, because the number of respondents from 2003 is relatively low and because little is known about the fellows who did not reply, and why they did not. In addition 143 former fellows submitted questionnaires.

The settings in which the fellows filled in questionnaires are indicated in the following diagram.

Fig. A8.1 Fellows' replies on "In which context do you fill in this questionnaire"?

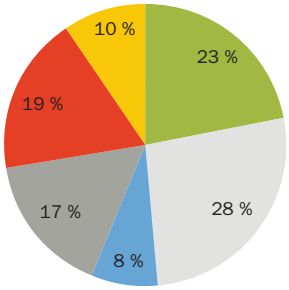


The diagram Fig. A8.1 shows that 92 fellows filled in the questionnaire during Norad's Winter Seminar in January 2005, while the largest group (115) made use of the web-based service provided. 19 fellows sent in questionnaires by post or e-mail, 33 during the Kampala seminar and 34 as a result of direct contact with the evaluation team, mainly during field-work. 11 indicated "other". Of the group of fellows who started in 2003 and 2004 the corresponding figures were Winter Seminar: 90 (indicating that two fellows at this seminar actually initiated their studies before 2003), on internet: 58, by post: 6, direct contact: 4 and others: 3.

Regarding gender composition, of the group of fellows who returned questionnaires who are currently in Norway (161 in total) 31 per cent are females studying at the institutions indicated by the following pie.

- "much of the course content is not online with what I used to do."
+"I'm now able to think critically, (have) knowledge on current global issues and how I can manage them."

Fig. A8.2 Course institution of 162 responding fellows

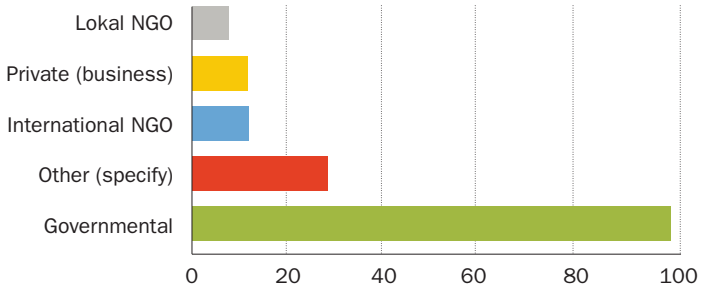


University	
ULS, Ås	23 %
NTNU, Trondheim	28 %
UCS, Stavanger	8 %
UiB, Bergen	17 %
UiO, Oslo	19 %
UiT, Tromsø	10 %

From the following countries			
Tanzania	22	Indonesia	9
Ethiopia	19	Zambia	9
Uganda	18	Sri Lanka	7
Vietnam	16	China	4
Nepal	15	Nigeria	4
Bangladesh	13	Pakistan	4
Malawi	10		

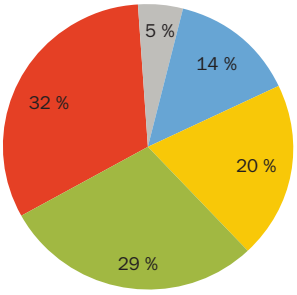
In addition there were 2 fellows each from Cuba and the Maldives, and one each from India, Sudan, Zimbabwe, and South Africa. Three fellows did not indicate country.

Fig. A6.3 Category of employer



The large majority of fellows who returned questionnaires (62%) are recruited from governmental institutions. While a relatively large category of fellows did not fill in this question, the figure indicates that private establishments and international NGOs are represented by 12 fellows each. This finding indicates that NFP's recruitment basis is still found primarily in governmental institutions, while NGOs and other private institutions are becoming more and more relevant.

Fig. A8.5 Course influence on advancement/salary



1 Not at all	5 %
2 Not much	14 %
3 Somewhat	20 %
4 Considerable	29 %
5 Very much	32 %

The questionnaire contained an issue regarding the relevance of the course to candidates' work setting. It was formulated as follows: *"12: In general terms, when you consider what is (was) taught in the course, to what extent is it (has it been) of relevance for your work?."* As shown in the pie chart, the majority of fellows (56%) stated that the course is "very much relevant", no-one replied "not at all", and in between these extremes the bulk of answers is on the positive side. The average score is 4.4. It is of course difficult to draw clear conclusions from these results. They could be interpreted as relatively critical as one would have assumed that larger segments of fellowship holders would state that courses were "very much" of relevance to their work. On the other hand there are certain preconditions which need to be fulfilled in order for courses to be seen as highly relevant. The fellows' knowledge of course content should be thorough enough to make a selection. The courses should also be such that what is taught corresponds to the needs of fellows coming from a wide range of different work settings. One question is whether one should expect or even appreciate a full score on this "issue of relevance", or whether the question is more valid for technical, short and practical courses. A master's degree programme will necessarily include some general coursework, for instance methodology or statistics, which is not necessarily directly relevant to each fellow's workplace, but considered necessary to obtain a more general understanding and perspective. The current result is better than the result of NTH's NFP course evaluation in 1991 (with an average score based on 274 respondents of 4.10.12) However, the question was formulated differently and related to "whether techniques learnt in the course would be useful for the work".

Information about the course before sending application

In reply to the question "Were the overall purpose, course content and learning outcomes clearly stated in the information you received before you applied?" with answer alternatives "yes", "no" or "unsure", 88% answered positive, 5% "no" and 6.9% "unsure". In the view of the evaluation team to answer "unsure" to this question cannot be considered neutral, but rather negative. Still, compared to the 1991 evaluation one can conclude that improvements have been made.

Influence of course on advancement/salary

This question13) was only meant for previous fellows, and of a total of 304 replies 128 did not answer the question. As the pie chart indicates, the majority of replies are on the positive side. This is not unexpected considering the fact that fellowship holders return to their jobs with high level university degrees. On the contrary the negative (1) and (2) and the neutral (3) replies (totally 39%) are higher than expected.

Meeting academic expectations?

To the question"To what extent have your academic expectations been met?" fellows were asked to indicate on a scale from (1) – "not at all" to (5) "very much". The result average is 4.1. 19 per cent chose alternative (3). Although these results are relatively good, one can also conclude that fellows' expectations have not been wholly met. In their comments to the question some fellows expressed dissatisfaction with the fact that Norad support is limited to the master's level, and that funding for PhD studies has to be procured elsewhere (see textbox). This should, however, not come as a surprise to fellows, as NFP's information brochures do not mention possibilities of expanding the scope of studies to the PhD level.

12) Wirak A. et al "Diploma Courses at the Norwegian Institute of Technology – Electric Power Distribution Systems and Pulp and Paper Technology". (Royal Ministry of Foreign Affairs, Evaluation Report 2.91, DECO, Oslo 1991 (p.A8-10)

13) In general terms, when you consider your career, how would you say your fellowship has affected your advancements/salary levels?

It would be nice for people like us coming from developing countries to finish our PhDs with the fellowship. As Norad only funds for master's we run into a lot of bureaucratic problems from our universities, when we have to reapply for a Phd. It is like this, once you take leave for study abroad you have to finish your basic postgraduate degrees (PhD not only master's), if not you will not be able to apply for overseas leave again. For instance if any of my fellow lecturers in Sri Lanka ask me which scholarship to apply for, I will definitely advise them to apply for Quota not Norad like me (I am sorry but the truth is that) and not get troubled by coming here through Norad scholarship.

Institutional sustainability

One indication of the "institutional sustainability" of NFP is whether fellows come from institutions with other fellowship holders. The idea that it is difficult to be alone in the role as change agent is well established and discussed in the main report. Throughout the years reviews and evaluations of NFP have underlined the importance of recruiting several fellows from the same institutions. The results of the evaluation survey of fellows currently in Norway, are not impressive in this respect. They indicate that only 43 per cent of the fellows come from institutions that have sent other employees on the same course. Governmental institutions receive the best scores, followed by international NGOs.

Tab. A8.1 Multiple fellows from the same institution?

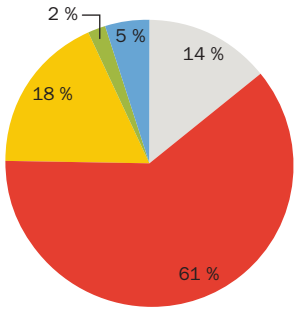
Have other staff members from your organisation studied the same course in Norway?

Present employer catagory	Yes	No	No reply	Total
Governmental (1)	49 (67)	49 (32)	1 (3)	99 (102)
Local NGO (2)	1 (1)	7 (4)	0 (0)	8 (5)
International NGO (3)	4 (1)	7 (6)	0 (0)	11 (7)
Private (business) (4)	2 (4)	10 (5)	0 (0)	12 (9)
Other (specify) (5)	10 (7)	16 (7)	3 (3)	29 (16)
Total	66 (80)	89 (83)	4 (6)	159 (139)

Numbers presented in paratheses ( ) are answers provided by former fellows.

In order to observe trends over time, answers provided by current fellows are compared to those of former fellows, which are inserted in parentheses in the table above. Comparing the two one finds that in the group of former fellows, the majority (60 per cent) are from institutions that had sent other employees on the same course. For government institutions the difference is significant; 67 fellows reply that other fellows from their institution have attended the same course; 32 do not. Although it has been verified by the evaluation, it is likely that the institutional base would have been clearer during the period when the NFP primarily consisted of vocational diploma courses.

Diag. A8.6 Where to organise course?



Not sure	14 %
Better in Norway	61 %
Better in my home country	18 %
Better in another country in the south	2 %
Better in another industrialised country	5 %

Where to organise course?

In the view of the evaluation team, the results based on replies from the fellowship holders to this question are very interesting. The question contains, however, several "ifs":
"If the necessary support (such as provision of staff and equipment) were provided by Norad, would the benefit of the course be better if it was arranged in your home country, or another country?"

If the question had not had the stated preconditions, one would have thought a large majority of fellows would have answered "Norway". For the purposes of this evaluation, however, the question is how total NFP resources can be most cost-efficiently utilised for the benefit of developing countries. For NFP applicants, being awarded a fellowship is seen as a "big chance", and one of the great advantages is the chance to experience a highly developed country. However, the results may indicate that the value added by the Norwegian experience is not that important after all. About one quarter of the fellows reply that the course should have been organised elsewhere, with a majority giving preference to own country. There is also a relatively large (14%) group of course participants who indicate that they are not sure; for them the Norwegian alternative is not obvious.

Comments from fellows: "It is not only the course and staff that matter; it is also the exposure of a student from a developing country to a newer situation (Norway in this case) that brings the larger benefit in terms of understanding the real life scenario. This is more relevant in the social sciences. In basic science, if similar technology and staff can be arranged, at home or another southern country, may be a useful alternative.."

"The said provision of resources and equipment can not be guaranteed to measure up to the learning environment experienced in Norway. For instance: electronic library services linking universities in Norway and outside, student lodging facilities, excursions, interactions and exchange programmes, the list is endless, affordable internet research and communication facilities for student residences. If all these could be provided and guaranteed in a local environment, of course learning solve problems within the environment where they are found enables you to generate local solutions. Nevertheless, the Norad fellowship adheres to this aspect by sending fellows back to their home countries to conduct research on local problems, so it in a way it caters for this component of localising the programme under the current circumstances. I wish Norad could fund a PhD programme further to the masters programme especially to those fellows who adhered to the requirements of the programme by returning to their employers to work for a reasonable period."

With all methodological reservations made, it is interesting to compare these results with the 1991 NTH evaluation of courses, where the same question was asked, but unfortunately without the answer alternative "another industrial country". In 1991 74 per cent of former fellows were in favour of having the course in Norway. Interestingly, 76 % of males and only 55% of (the few) females preferred Norway. The results from the 2005 survey, however, indicate that the female fellows preferred Norway. It is important to point out the fact that the 1991 evaluation covered relatively technical courses at NTH, while the present survey covers all courses, and the percentage of female fellows is higher.

Added value in Norway?

Almost all, 94 per cent of the fellows surveyed, state that studying in Norway represents added value. Four per cent are not sure and 2 per cent reply that there is no such value added. The questionnaire proposed some fixed answer alternatives, and invited fellows to add other reasons. Fellows could tick off several alternatives. The results (including current and former fellows) are presented in the table below.

Tab. A8.2 Added value in Norway

Answer alternatives	# of replies	% of replies
Excellency of technical level	145	27 %
Better possibilities for networking	143	26 %
Special pedagogical approaches (learning methodologies)	122	23 %
Contents of the course	92	17 %
Follow-up of previous institutional contacts	38	7 %
Total	**540**	**100 %**

Fellows comment on several of these issues. One fellow who replied "not sure" comments that *"exposure to Norwegian life as such is very limited so far to make it worthwhile"*. This points to an aspect which has been discussed and studied many times during the history of NFP; the extent to which fellows really experience Norwegian society, or, as some fellows report, are fellows "isolated in their rooms". The contrast with the results from the question above is obvious; perhaps one should explain it as the difference between the value added by course location in Norway, while at the individual level this value is not "utilised" properly, due to factors discussed below.

Among the many comments to "value added by Norway" the large majority refer to the importance of learning another culture. The following table presents examples of replies in different categories. They are not sorted in terms of how often similar comments are made. (It is interesting to note that there are hardly any references to "nature" (except one which mentions weather conditions), which is highly valued by ethnic Norwegians.

While you are in Norway you learn a lot from their social capital of honesty and diplomacy. More often than not, the two never go together very well in the real world of people with varied motives and interests. Not withstanding, to me Norwegians seem to have a mastery of the game. In this way a value added to our stay in Norway is conceivable.

What makes studying in Norway unique is that you learn what the world looks like (including you and the country you come from) from Norwegian's eyes; and in the meantime, you are capable to pass a little information in a reverse direction. The thing that in general we call communication.

We also become more socially tolerant as this is a multi-cultural setting. At our home institutions we become better at working with multi-racial teams than before.

The opportunity to get in touch with professionals working in the field of Hydropower.

Networking between my institution in Norway and my institution back home is appreciated.

The list of benefits is much more than those listed, and should also include cultural exchange, hard work, state responsibility to its own people in terms of social services and welfare, friendly people, etc.

The cultural aspects in general were good for example, security is very good, social service provision is excellent, social interaction is wonderful.

Public administration in a welfare state, environmental management, etc.

Peaceful educational environment.

Part of the content allows the student to 'feel' what they are learning- experiential.

Need more academic improvement and teaching staff.

Most of our group were working at the grass-root level so participatory development is what we gained.

Money.

Learning to survive in a strange environment, enhancing adaptability.

Learning through the field trips and attending presentations by different people was good. Taking courses in another country (Uganda) was also good, but would be nice for Africans to go to Asia and vice versa.

Improved research capability due to the research component of MNRSA programme.

I met a lot of people who are now my friends.

I believe that Norway could provide an excellent study environment- supported by sufficient funding and experts. Additionally, Norway has good networks with EU and USA.

Good relations between university and industry.

Exposure to Technology. Things are much slower in Uganda.

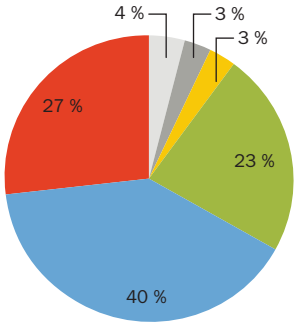
Experiencing extreme weather.

Apart from academics benefits, I hope to improve myself economically as well as my social skills like how to deal with a new country, people and culture.

Cultural experience, democracy, equity & networking.

General satisfaction with stay in Norway

Diag. A8.7 General satisfaction with stay in Norway



0 Not Answered	4 %
1 Very unsatisfied	3 %
2 Unsatisfied	3 %
3 No option	23 %
4 Satisfied	40 %
5 Very satisfied	27 %
Not Applicable	0 %

Assessing fellowship holders' general satisfaction with their stay in Norway is believed to be important for several reasons. In hosting foreign students "we" want our guests to feel comfortable and safe. This is related to the image that Norwegians want foreigners to have of Norway. There is also the generally acknowledged idea of the relationship between wellbeing and ability to learn. It is not known to the present evaluation team whether this has ever been demonstrated scientifically, but it seems likely that distress, loneliness and general problems

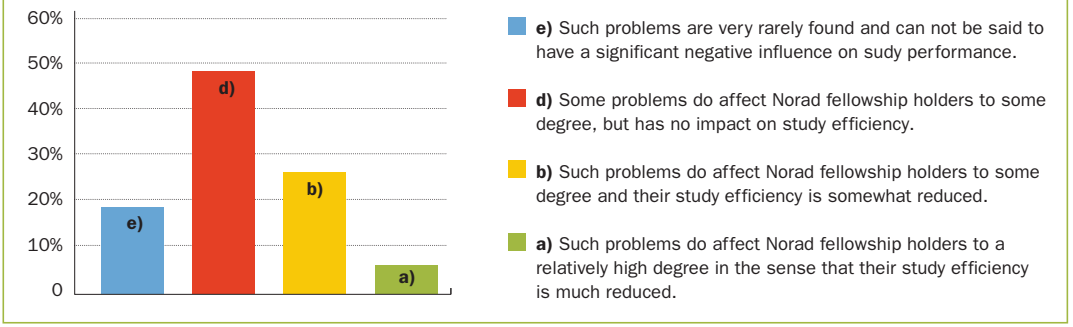
over a certain threshold do not create an efficient pedagogical setting, for the individual or for the group. Another reason for including this element is that over the years, a number of fellowship holders, including the group of current fellows, have pointed out this relationship.

The question "In general terms, when you evaluate your stay in Norway, are you satisfied or dissatisfied?" was answered by 150 of the fellows currently in Norway, on a scale from (1) "very unsatisfied" to (5) "highly satisfied". As diagram A8.7 clearly shows, their answers do not correspond with what a good host would hope for; only 27% chose "very satisfied" and slightly fewer (23%) chose category "3", indicating some sort of neutral feeling between satisfied and unsatisfied. The average is 3.9, which is identical to the 1991 results. In 1991 there were considerable differences between courses, with a "scale of satisfaction" ranging from 3.62 to 4.28. For the current evaluation, with its programme rather than course approach, no such course comparison has been made.

Impact of social, climatic and other factors on studies

The questionnaire includes the following long query: *"Some Norad fellowship holders have reported that they find the stay in Norway difficult due to social, climatic or other reasons. In some instances such problems have negatively affected the study work. We ask you to select the formulation you feel is closest to your own opinion, among the following alternatives:*" Then four answer alternatives are given. These alternatives with the replies in per cent are presented below:

Diag. A8.7



32% of current fellowship holders find that study efficiency is somewhat or much reduced as a result of "such problems".

Similar findings have been reported before, and Norad and the institutions have tried over the years to understand the situation and do something about it. Social secretaries were recruited and many social events were organised. Most likely one of the main arguments for hosting the Winter Seminar in the mountains, and for organising meetings and parties has been to assist fellows in getting through a long and dark northern winter. One would have thought that the current situation, with many more foreigners studying in Norwegian universities and a more international environment in Norway with higher general levels of international competence, would have improved the situation, but the above findings seem to indicate it has not.

Fellows' comments on this question are provided below. In general fellows acknowledge that there are problems, but they seem to have found solutions to overcome them:

There are problems, but:

- They have no impact on study efficiency, esp. because lectures and supporting staff are very helpful.
- What is required in any mode of study is having a vision and setting your priorities straight. Issues of social, climate or other reasons require adaptability and commitment to change one's positions from time to time.
- We easily get integrated after some months; winter seminars are helpful in this process.
- It varies from individual to individual.
- Tried to make home away from home, acceptance is the key.
- This is common during the first semester of the first year.
- These problems truly affect our social lives but not academics, unless you dwell too much on them.
- There are problems of missing home and bad weather but these are insignificant because I most sincerely appreciate the Norad fellowship to enable me to participate in this training.
- Social gathering and study in the seminars provided by the UiT "helped" me to cope with darkness. Tips are given and the result is OK.
- Should we call these unbearable difficulties, or exciting challenges? it may take some flexibility to choose a level between.
- Limited social interaction is a serious problem facing students and to some extent affecting their academic performance.
- It is obvious that when one person goes to another country, he/she has to face the different socio, economical and climatic conditions. It is better to enjoy the climate, social structure and positive aspects of Norway, rather than blaming the dissimilarities from home country. Yet Norwegians are a little bit introverted compared to other Europeans, but they are quite polite and helpful too. Another problem is language, but we can't expect that the whole world to speak English. Good point is that we are allowed to study in English.
- All the difficulties are challenges. To see how Norwegians survive in this world embarrasses me and encourage me to do more.

In the next category of replies the fellowship holders do not open for solutions but simply state their impression of the problems:

Yes there are problems:

- Tough in winter time because of the darkness and rain and you get very lonely.
- Stress and burn-out takes a lot of valuable time that could otherwise be used for study purposes.
- The effect on study efficiency very much depends on the duration one has to stay away, especially for those with families.
- The climate is a big problem for us, getting depressed because of the long dark time in the winter.
- The climate affected me so much that I haven't performed well. The dark period is difficult to handle.
- Problem in family reunification in Norway caused my study somewhat problem. Also the drastic cold.
- It has been hard to have the feeling of belonging in the Norwegian society, people feel depressed, the weather worsens this.
- I will give a personal example whereas for 8 months during winter, I could not breathe using my nose because cold weather blocked my respiratory system. This had severe impact in my concentration and ability to work.

- I think that it depends very much on the individual. Some find it easy and get accommodated fast. Others are fast at penetrating into others cultural and climatic spheres, but of course others find it difficult. On my part, I found Norwegians cold people, one really needs to be aggressive to be in their company, and in the process one feels left out.
- But honestly speaking, I feel that we do not have any social contacts with the local Norwegians which are very important to learn about a country and their culture. I had a chance to study in Netherlands in 1999. I would ask Norad staff to follow their example. They nominate one family or any intellectual to each and every student and then the family takes care of the student during the entire period.
- I also feel like that. Due to some differences in climate, weather and culture, it is obvious it will effect in some extent. For instance, I don't have good sleep due to that.
- Homework is difficult to be done during weekends: loud weekend discos by Norwegians students.
- Heavy rain in Bergen is a bad experience.

A couple of fellows indicate that advance NFP information should emphasise challenges inherent to the Norwegian experience to a greater extent.

Course related aspects – fellows' satisfaction

The 2004/05 evaluation copied questions from previous evaluations and reviews regarding important aspects of the courses. The results presented in the following graph, are at the programme level. They summarise all replies, give the number of respondents for each question, averages, standard deviation and percentage distribution on the answer categories both in numbers and in a diagram style.

The 1991 evaluation of NTH courses summarised findings of similar questions over the years from 1986 to 1990 and reported a general and clear trend of improvement in most areas.[14] Discussing the reasons for improvement the evaluation found that Norad had become more active in the running of the courses since the mid-eighties. As a part of this process, annual assessments of the courses using questionnaires were initiated in 1986/87, and results were presented to course leaders and other resource persons in the course milieus. It was concluded that these assessments, as a part of Norad's more active strategy, were instrumental in improving the courses. Due to the fact that there are completely new courses now, the new findings cannot be compared directly with the previous ones.

14) Op cit. p A8-2

Diag. A8.9 Satisfaction – aspects of course/current fellows

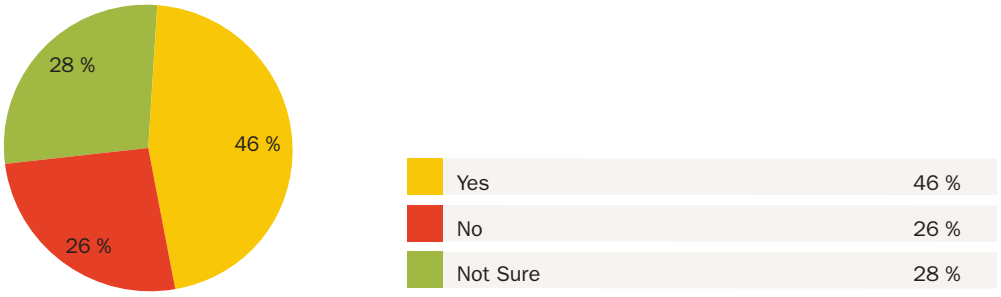
	Question	# answers	Average	Std.dev	Percentage distribution on the answer categories
25.1	Variety and range of programme offered	152	3,7	0,9	6,6 / 40,1 / 53,3
25.2	Quality of course in your field of specialisation	155	4,0	1,0	7,1 / 20,6 / 72,3
25.3	Course sontent in general as seen in relation to your work.	151	4,0	1,0	7,9 / 20,5 / 71,5
25.4	Adequacy of course curriculum in relation to knowledge need of your country	155	3,8	1,0	9,7 / 21,9 / 68,4
25.5	Overall, how would you range the quality of the teaching?	154	3,9	0,9	4,5 / 27,3 / 68,2
25.6	Availability of teaching staff for help and consultation	154	4,2	0,9	5,8 / 15,6 / 78,6
25.7	Contact with leaders of the course	152	4,1	1,0	7,2 / 17,8 / 75,0
25.8	Access to comprehensive study material for self study	154	4,2	1,0	5,8 / 15,6 / 78,6
25.9	Training methods	152	3,9	0,9	6,6 / 26,3 / 67,1
25.10	Language used in training	153	4,2	0,9	4,6 / 19,0 / 76,5
25.11	Overall, your assessment of coordination between topics	69	3,8	0,9	5,8 / 33,3 / 60,9
25.12	Assistance provided for planning of fieldwork	62	3,8	1,0	11,3 / 30,6 / 58,1
25.13	Supervision during field work	56	3,6	1,1	19,6 / 25,0 / 55,4
25.14	Assistance provided during thesis work	49	3,9	0,9	6,1 / 26,5 / 67,3
Satisfaction - aspects of course/current fellows		**1768**	**3,9**		**7,1 / 23,4 / 69,5**

1-2 Not satisfied 3-3 Satisfied 4-5 Very satisfied

Gender issue

Less than 50% of fellows in all courses said that the course addressed gender issues relevant to their country. This is not impressive after so many years of emphasising the importance of this, in higher education institutions in Norway in general, and NFP in particular. The large number of respondents who replied “not sure” to this question is, of course, also interesting.

Diag. A8.10 Did the course address gender issues that are relevant for your country?



Annex 9: Desk study on other fellowship programmes, evaluation studies and reviews

1. Introduction

The desk study conducted in the framework of the evaluation focused on evaluation studies and reviews of the NFP and other fellowship programmes with the aim to distil useful findings, lessons and recommendations which would be helpful in the assessment of NFP and in mapping out possible future directions for the programme. The evaluations and reviews were complemented with information about the workings and characteristics of a number of international scholarship and fellowship programmes which share similar objectives with NFP. In order to better understand and appreciate the findings of the evaluation studies, the report on the desk study starts with a concise description of 10 scholarship and fellowship programmes on a number of important aspects.

2. Other Fellowship Programmes

The evaluation team gathered information about the scholarship and fellowship programmes which are listed below. The team pays tribute to the study which Anne Thelme Olsen in 2003 conducted for the Danida Fellowship Centre (Olsen, May 2003). She gathered information about 14 international scholarship and fellowship programmes or organisations which administer these programmes. The evaluation team collected additional information on the Norwegian Quota Scheme, the Danida Fellowship Programme, the German Academic Exchange Service (DAAD) programmes and the Government of Canada Awards programme. Information on nomination and selection procedures, evaluation studies and alumni activities were added for all programmes in as far it could be obtained from sources or administration offices. In our desk study we concentrated on individual programmes rather than on the portfolios of administration offices (e.g. portfolios of British Council, DFID, InWent, Centre for Financial, Economic and Banking Studies [CEFEB, France]). An overview of these programmes and their characteristics can be found in Annex 1.

- Quota Scheme, Norway
- Danida Fellowship Programme, Denmark
- Netherland's Fellowship Programmes, the Netherlands
- Sida International Training Programme, Sweden
- British Chevening Scholarships, United Kingdom
- Commonwealth Scholarship and Fellowship Plan (CSFP),United Kingdom
- DAAD Fellowships and Scholarships, Germany
- Development Cooperation Ireland (DCI) Fellowship Programme, Ireland
- Study and training grants for students from developing countries, Belgium
- Government of Canada Awards, Canada

Source of funding, objectives and major stakeholders

All the listed programmes enable individuals from developing countries to participate in education and training programmes in the host countries of the donor agency. Some programmes provide the option of study in the candidate's own country or region.
All mentioned programmes except for the British Chevening programme, the Canadian Awards programme and the Quota Programme are funded from development cooperation budgets and have the objective of contributing to capacity development in developing countries. The CSFP received 85% of its funds from the Foreign and Commonwealth Office and 15%

from DFID. The Chevening and Canadian Awards programmes are fully funded by the Foreign (and Commonwealth) Office of the respective countries. The source of funding reveals something about the interests which the scheme(s) should serve. The Chevening programme explicitly should promote the UK's long term political, economic and commercial interests. It should also increase knowledge of and respect for British institutions and values. Apart from this, the programme should enrich developing countries' resources of skilled professional people and, generally, contribute to an improvement of the quality of life world-wide and develop a strong international community. The award scheme of Canada stipulates that the study programmes of the candidates must focus on a Canadian subject or include significant Canadian content. The Quota Programme is financed by the Ministry of Education and Research and enables Norwegian universities to attract international students and establish international courses and cooperation with institutions abroad.

Full funding from development cooperation budgets does not explicitly imply that a programme only serves the interests of individuals or organisations in the South. Some of the listed scholarships and fellowships serve more interests. This is evidently the case in the Norad Fellowship Programme, the Belgian and German programmes, and to some extent the CSFP. In the Norwegian, Belgian and German programmes three interests play a role: the capacity needs of partners in developing countries, the policies of the funding Ministry, and the interests of the education and training institutions in the host countries. These institutions benefit from the schemes in terms of internationalisation of courses, attracting researchers, establishing collaborations with partner institutions in the South, and getting access to research ground in developing countries. The Sida International Training Programme has a broader aim than just training people from the South. It is also meant to communicate information about Swedish society and culture. The Danida Fellowships Programme has two windows: fellowships which serve specific capacity needs in bilaterally supported sectors and which are funded from project and programme funds, and centrally funded fellowships which are reserved for training activities of a political, strategic, technical or innovative nature, decided upon by Danida.

The Dutch fellowship programmes are designed to be single-interest programmes: i.e. they explicitly serve manpower needs in developing countries. Not enough information is available about the Irish programme to decide whether this programme also belongs to this category. The Danida Fellowship Programme is the only programme which explicitly links (part of) its fellowships to sector programmes in countries with whom Denmark has bilateral cooperation agreements. Fellowships can only be granted to local counterparts or candidates affiliated with Danish-funded programmes/projects. The other programmes do not have this direct relation with other development schemes or programmes.

Eligible countries

The number of eligible countries from which candidates can apply varies between programmes. The Danish, Norad, Belgian, Irish and Canadian programmes restrict eligibility to a small number of countries. In the case of NFP and the Danish and Belgian programmes these are bilateral assistance or programme countries. In the Sida programme priority is given to 20 cooperation countries, but participation is open to more than 100 selected low and middle-income countries where Sida has programmes. The Dutch, Norwegian Quota and British programmes are open for candidates from a considerable number of countries. For the British and Quota programmes this is easy to understand because of the objectives of the programmes. In the Dutch programmes one would have expected a smaller number of eligible countries than the current 56. The reason for this broad access to the programmes is not clear. It may be a remnant of the situation which applied in the predecessor programmes which phased out in 2003-2004.

Programme modalities

NFP and the Irish programme have a restricted range of modalities for study and training, i.e. fellowships for diploma and master's degree courses. The Sida programme is also restrictive in that it only offers fellowships for training courses of 3-8 weeks.

The other programmes offer greater flexibility and more opportunities. This flexibility comes in two forms: 1) integrated in the programme set-up, or 2) sub-programmes for different modalities. The British and Quota programmes have an in-built flexibility. The CSFP for example has four types of scholarships:

1) General scholarships – primarily for teaching or research post graduate study.
2) Academic staff scholarships – for promising junior staff of universities in certain developing countries.
3) Fellowships – visits up to twelve months for mid-career staff of developing country universities.
4) Split-site doctorates – up to one year in the UK, as part of a doctoral degree in certain developing countries.

In the Quota scheme fellowships can be granted for bachelor's, master's or PhD degree courses.

The Belgian, Canadian and Dutch programmes consist of sub-programmes.
The Dutch programme has sub-programmes for five modalities:

1) PhD studies
2) Master's degree courses
3) Short academic programmes (Diploma)
4) Refresher courses
5) Tailor-made training courses (maximum of 12 months)

DAAD has an even wider range of fellowship modalities. They include:

1) Research grants for doctoral candidates and young academics and scientists.
2) Sandwich research grants for doctoral candidates and young academics and scientists.
3) Practical traineeships for foreign students of natural and technical sciences, agriculture and forestry.
4) Study visits to Germany for groups of foreign students.
5) In-country/in-region postgraduate scholarships for university staff development.
6) Postgraduate degree courses with relevance to developing countries' programmes (35 postgraduate study programmes) scholarship quotas are made available – upon application – to German universities offering such courses.
7) Re-invitation programme for former scholarship holders.
8) Country-related scholarships for young academics and scientists from advanced developing countries for young engineers (9 countries).

This wide range is further complemented with sub-programmes which enable German academics to lecture at universities in developing countries, bilateral exchange of academics (research or study visits), and inter-university partnerships for a period of four years.

The Belgian programme also offers support to visiting lecturers. In addition, it enables a small number of Belgian students to conduct research visits to developing countries and provides small research grants to candidates who have completed their PhD studies in Belgium. With that grant they can continue to do research when they return to their home country. However, these modalities are not incorporated in the fellowship programme, but in a programme which funds research cooperation projects (VLIR Own Initiatives programme).

Target group and criteria for selection

Most of the scholarships and fellowships focus on professionals and/or people with some years of work experience. In order to ensure that training benefits organisations in developing countries, the programmes require that employers authorise the application of the candidate and declare that they will retain the candidate in the organisation after his or her return.

The Belgian programme has an age limit of 35 years for candidates, and the British Chevening Programme does not accept candidates above the age of 38. In the Danida programme age limits may be fixed locally for short-term training courses.

In the guidelines of the programmes it is stipulated that candidates return to their country and place of work after they finish the study or course. Students in the Quota Programme receive student loans which are equivalent to what Norwegian students are entitled to. When they leave Norway after completing their studies, the loans of foreign Quota students are written off as grants, provided they return to their home country.

Administration

Only one of the listed programmes is administered by a government agency; the Sida International Training Programme. The Commonwealth Scholarship Commission which administers the CSFP and the British Council are non-departmental public bodies.

The programmes in Norway, Belgium, Germany and Canada are managed by branch organisations of the higher education sector. The Quota Programme was administered by the Ministry of Education but the administration was transferred to SIU on 1 January 2005. SIU is also charged with the daily administration of the Norad Fellowship Programme.

The programmes in Denmark, the Netherlands and Ireland are administered by intermediary organisations. Nuffic, which administers the Dutch fellowship programmes on behalf of the Dutch Minister for Development Cooperation, was a branch organisation but cut its formal links with Dutch higher education institutions when it applied for the administration of the new Dutch international education programmes in 2002. One of the eligibility criteria for the administration of the new programmes was formal independence from higher education institutions.

Supply and demand

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 on offer in the host country. The scope of the offer is decided upon by the ministries which fund the programmes. Usual practice is that a limited number of courses or disciplines are earmarked for fellowships. The composition of the courses and disciplines is regularly adjusted on the basis of changing demands or policy priorities.

The British, Canadian and Dutch programmes have few restrictions regarding courses which are eligible for scholarships or fellowships. In the Netherlands, all courses which are nominated by Dutch institutions for fellowships and which meet certain minimum criteria are included in the official NFP catalogue. Whether these courses get fellowships depends on the demand for the courses. Fellowships are divided over the courses according to the number of applications for each and every course. This may result in a situation where a course does not receive a fellowship, or maybe only one or two. The demand orientation of this system may be compared to what happens in a market. Demand determines which training courses 'sell'. This system creates uncertainties for training institutions that depend on fellowships for their survival.

Matching of training demand and supply is the focus of the tailor-made training component of the Netherlands Fellowship Programme and the Danida Project and Programme Financed Fellowships. These programmes take the training needs of an organisation or programme as their point of departure and try to match these needs with a training course in the Netherlands/Denmark or the region. The Dutch programme provides tailor-made training for groups of employees from one particular organisation or sector. Organisations submit training requests, and then tenders for training proposals are advertised by Nuffic in a national public tender procedure. Interested training providers can submit a training proposal. The winner implements the training course for the requesting organisation.

Another feature of the Netherlands Fellowship Programmes aims to increase the institutional impact of training opportunities. Nuffic signs multi-year agreements with organisations in 10 countries. The agreements stipulate that the organisations will receive a specific number of fellowships over a specific time period for realising some of their training needs. These training needs are laid down in a concise strategic training plan.

A number of programmes also offer opportunities for study in candidates' home regions, through fellowships for sandwich courses and joint degree programmes. These elements are found in the Danish, Norad, Dutch, German and CSFP programmes. These elements aim to increase the relevance and effectiveness of training activities as well as to enhance the institutional development of education and training capacity in developing countries.

Nomination of candidates

Candidates apply individually with approval from their employer or are nominated by their organisation or institution.

In the Danida Fellowship Programme, Programme and Project Financed Fellowships are integrated into Danida's sector programmes and projects, NGO projects and other activities financed by Danida. The candidates are identified and nominated by organisations which are involved in Danida projects and programmes.

In the tailor-made training programme of the Netherlands Fellowship Programmes candidates for group training courses are nominated by the organisation that has requested the training.

In the Norwegian Quota scheme, there has been a gradual shift towards selecting candidates from institutions which collaborate with Norwegian institutions, but a good number of slots are still kept available for individual applicants.

Selection of candidates

Selection of candidates is carried out in two ways: by selection boards/committees or by the receiving institutions.

A number of programmes make use of boards or committees to select candidates. CSFP candidates are chosen by the Commonwealth Scholarship Committee appointed by the Secretary of State for International Development. All posts are advertised in accordance with the procedures for public bodies. In the Chevening programme selection is done by British Council panels in the countries of the applicants.

In the DAAD programmes, as a rule, a pre-selection committee in the applicant's home country pre-selects and/or evaluates all incoming applications. For all programmes, the final selection decision lies with the DAAD Selection Board in Bonn. This Board is composed of German university professors. In its decisions the Board is totally autonomous from DAAD in the decision-making process.

In Belgium the universities evaluate the qualifications of the candidates. The VLIR office and the Ministry of Foreign Affairs make the final selection together.

For the Canadian Awards programme, applicants are screened by the Embassy of Canada which coordinates the competition in the applicant's home country. The final selection is made on the advice of the Canadian Scholarship Selection Committee, a representative body of academic specialists.

In Norway and the Netherlands the candidates are selected by the receiving institutions. In the Netherlands Fellowship Programmes, the Dutch embassies do a first check on the eligibility of the applicants.

In the Danida Fellowship Programme, candidates for centrally funded fellowships are selected by the Danida Fellowship Centre and the place of study in cooperation with and based on a nomination by the local Royal Danish Embassy, a Danida programme or any other Danida representative. With regard to the Danida programme and project financed fellowships, nomination and selection are carried out by the programmes or projects in question. In some of the Danida countries, the Embassy gives the final approval.

3. Evaluation studies and reviews

Few evaluations of scholarship and fellowship schemes have been conducted by donor agencies around the world. Internet searches and contacting the programme administration offices of well known programmes in Europe and Canada only resulted in a handful of reports. It is an intriguing question why so few scholarship programmes have been externally evaluated.

Only two of the reports may be regarded as programme evaluations or reviews: a review study of the Foreign and Commonwealth Scholarship Schemes (River Path Associates, 2003) and a study of the Danida Fellowship Programme (Carl Bro Management, 2001). Both studies were conducted by external consultants, and review programme policies, set-up, administration and implementation.

Three other reports deal with the outcomes of effect measurement studies conducted by programme administration offices. They include tracer studies of alumni from DAAD's Postgraduate Courses with Special Relevance to Developing Countries Programme (DAAD, 2000), the Danida Fellowship Programme (DFC, 2004) and three of the five components of the Netherlands Fellowship Programme (Nuffic, 2001). The latter also covers programme administration as an area of study. The sixth and final report contains a synthesis of 12 country impact studies conducted by the former Netherlands Fellowship Programme (regular courses) in the period 1988-1994. The country studies and synthesis study were conducted by external consultants from the Centre for the Study of Education in Developing Countries (CESO) and focus on the outcomes of training, the relevance of training programmes and the effectiveness and efficiency of programme implementation.

The reports and their findings are summarised in desk study format in Annex 9.2.

The overview below presents findings from the reports that are common to all of the programmes studied, and conclusions and recommendations from the reports that are relevant to the evaluation of the Norad Fellowship Programme.

Common findings are:

- Completion rates of fellows are high. Success rates of 90-95% are not unusual. This can be explained by the selection procedures, which prioritise highly qualified candidates for academic programmes and candidates with relevant work experience for professional programmes.
- Individual candidates are usually highly satisfied with the opportunity given to them to further their education or training in the host country or in their own region. Exposure to a foreign society and education/training system is seen as a major added value. For many candidates studying abroad opens their minds and changes their attitudes. Employers do not always appreciate these attitudinal and behavioural changes.
- Sandwich courses and individual assignments related to the work of the candidate play an important role as tools for linking course subjects and ensuring the relevance of the training to the organisations where candidates are employed.
- The vast majority of the candidates return to their home country and employer, although figures vary between programmes.[15] Younger candidates who have completed a master's degree programme are usually the ones who apply for doctoral programmes.
- Upon returning home, many candidates are not able to fully apply the new knowledge and skills they have acquired due to the work environment or changes in responsibilities or position. Their workplace may not have the necessary infrastructure or equipment, superiors may not take an interest in what the employee has learned, or the candidate may be promoted to a position where the acquired knowledge and skills are less relevant.
- The institutional impact of individual training is usually modest when it is not embedded in the manpower development plans of the organisation which employs the candidate, and when the candidate remains the only one who has been trained on the subject. Most organisations do not have strategic staff development plans.
- Many candidates feel the need to maintain professional contact with the training institute in order to stay abreast of new opportunities for education and training. Refresher courses and re-invitation programmes are popular schemes to keep in touch and up-to-date.
- Despite positive accounts from alumni and employers about the effects 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.

Conclusions and recommendations relevant to the evaluation of the Norad Fellowship Programme are:

- Funding of courses and fellowships is difficult to justify when the needs and priorities of programmes and partner organisations are not clearly visible. Although courses are highly appreciated by both fellows and partner organisations, in some cases it is difficult to justify why a particular course needs to be conducted in the donor country.
- In supply driven fellowship programmes, where courses are developed in the donor country, offered to interested parties and paid for through central funding, the overriding weakness is that training demands are not clearly identified and documented. There are no clear mechanisms to ensure that new needs are identified and prioritised.
- Regular academic fellowship courses are not (well) integrated into broader development related programmes. Professional and tailor-made courses offer better opportunities for integration into programmes provided the need for them originates from requesting organisations in developing countries or are identified on the basis of priorities in sectoral programmes.
- Awareness of the needs for capacity building in the organisation is a prerequisite for the formulation of specific training objectives.

15) The alumni of the DAAD programme which offers postgraduate courses to experts and professionals from developing countries and the Dutch University Fellowship and Jan Tinbergen Fellowship programmes reported high job mobility (50-60%). Figures for the Danish Fellowship Programme and the two other Dutch programmes (regular and the tailor-made programmes) are considerably lower.

- Improved job behaviour is supposed to have an impact at the programme/project level. This is an ideal model of the impact of the training process. However, impact at the programme level requires more than simply sending employees to attend formal training abroad. Integration of newly learnt qualifications in the home organisation depends to a large extent on the readiness of the organisation, not merely on the individual's motivation and efforts.
- Although the main policy of fellowship programmes with a development focus is directed towards improvement of the functioning of intermediate senior level personnel in organisations and less towards individual development, the rate of return for the individual trainee seems to be much larger than the social (organisational) rate of return. One of the reasons is that in general only a few persons per organisation obtain fellowships to study abroad. Therefore, a significant training impact can only be achieved when multiple fellowships are awarded to persons from the same organisations and/or specific sectors in society.
- Alumni share what they learn not only in the workplace, but also outside their work environment. It seems that they do this both in connection with their job and at their own initiative.

The reports contain the following recommendations which may also be relevant for the Norad Fellowship Programme:

Danida Fellowship Programme

- Make clear who the customer of the fellowship training is: is it the organisation in a developing country, a bilateral sector programme, or a ministry in the North? Place responsibility for needs identification, design and follow-up as closely as possible to the 'customer'.
- Fellowship training is only one of many training options available. There is a need to ensure that the appropriate training modality is used to achieve the greatest effect. Furthermore there is a need to coordinate capacity building activities with support from other donors in the same areas.
- The criteria for selection of fellows should ensure that fellows have a more uniform educational and professional background.
- The effect of the fellowship training at the organisational level cannot be distinguished from the effects of other capacity building initiatives in the programmes and projects.

As such, monitoring at the organisational level should be integrated in the donor's assessments of capacity building in programmes and projects through annual sector reviews and through technical reviews.

The FCO Scholarship Programmes

- Scholarship investment must be integrated fully with broader strategies, e.g. foreign relations, development cooperation, internationalisation of higher education.
- The existing Chevening programme should be split into two streams, each with distinct objectives: academic awards (scholarships) for talented and promising young people in countries of long-term strategic interest to the UK, and professional awards (fellowships) for mid-career and senior professionals linked to specific policy objectives at Posts.
- For scholarships, government departments should make long-term allocations. For fellowships, funding should be more flexible and dynamic.
- It is important to use a more effective impact assessment system to test assumptions about where scholarship expenditure is most effective.
- For impact assessment of scholarships it is suggested to make use of a simple dashboard of indicators that will allow all decision-makers to see how effectively the programme is operating. This dashboard could include indicators for the quality of applicants (measured by the Graduate Record Exam-GRE); quality of scholars (measured by GRE and interview panel rating); scholars' educational achievement (based on a standardised rating from the academic supervisor); and public diplomacy impact in-country (key messages in PR campaign, impact on international student recruitment).
- The dashboard of indicators to measure fellowship impact could include indicators on the relevance of courses to objectives (ratings from Posts); suitability of fellows to courses (rating by course leader); relevance of courses to fellows (rating by fellows); and impact on objectives (rating from Posts). The latter indicator would be backed up by a tracking study for each fellowship theme, with a key country or group of countries chosen for more detailed assessment. Dashboards for each theme should be provided, allowing comparisons to be made and lessons learned about which types of objective were most successfully tackled by the fellowship programme.

The Netherlands Fellowship Programmes (NetFP)

- The only possibility of ensuring increased participation of certain priority groups is to establish quotas for the target groups (e.g. 50% women, established percentages of poor groups, fellows from outside the capital, NGO's, small private organisations, etc.). The Ministry could establish these quotas.
- An agreement for staff development between institutions in developing countries and training institutes in the Netherlands would probably increase the training impact, as a critical mass is necessary in order to enable changes/innovations in an institute. Such an agreement would last several years, enabling the training of a large number of staff. It also offers the training institute a possibility to be informed in detail of the need for training and of availability of equipment. Even more impact can be obtained if training courses could be implemented in the region or country concerned.
- To further improve the relevance of training programmes it is recommended to conduct training needs assessment studies, based on an organisational, sectoral or country approach.
- The practical part of the training courses is highly appreciated by fellows. Therefore, it is recommended that the training institutes review their courses with the aim to mini-mise the theoretical part and to increase active participation of the trainees by means of case studies, practical tasks, field visits and experiments and to give a more specialised character to the courses.
- From past experience it was found that course participants were highly heterogeneous. Hence training institutes should anticipate during the recruitment of course participants, that their educational background and experiences are more or less similar.

- One of the major problems identified in almost all country studies was the practical applicability of the knowledge and skills gained during the training courses. The problem of lack of equipment, facilities and resources was often mentioned. In this connection it is recommended that the training institutes explore appropriate alternatives to adapt and or adjust training courses to the working environment of the participants. The studies suggest that more attention should be paid to "understanding processes" and problem solving.
- The important role that employers pay in the effectiveness of the education and training should be emphasised. They should be involved in the planning, follow-up and evaluation of these activities.
- During the training, more attention should be given to methods and techniques by which the alumni can share what they have learned with their colleagues.
- The spin-off effects of training that are achieved because so many alumni share their knowledge and experience through informal channels with others outside their own organisation should be acknowledged. These spin-off effects should also be taken into account as training institutes plan their follow-up activities.
- Organisations and institutions that provide education and training should provide alumni with every possible opportunity to maintain their professional contacts, and should support them in their work by giving advice and passing on information.
- Alumni associations should be encouraged and supported. The networks these provide offer possibilities for professional exchanges and for cooperation between alumni in the same country. Alumni associations can also be a vehicle for establishing useful contacts between alumni and Dutch government agencies, companies and training institutes.

References

British Council

2004 Chevening Scholarships Programme. Annual report 2002-03.

Carl Bro Management

2001 Study of the Danish Fellowship Programme/Training and Education in Denmark. Ministry of Foreign Affairs/Danida, November 2001.

Commonwealth Scholarship Commission

n.d. Executive summary of review

n.d. Commonwealth Scholarships and Fellowships Plan Website (www.csfp-online.org)

2004 44th Annual Report to the Secretary of State for International Development. For the year ending 30 September 2003.

DAAD

2000 Ergebnisse einer Absolventenbefragung. Aufbaustudiengänge in der Entwicklungsgange. Band 37. Deutscher Akademischer Austauschdienst (DAAD), September 2000.

2004 Nachbetreuung ehemaliger Studierender aus Entwicklungsländern. Programmestudie. Band 54. Deutscher Akademischer Austauschdienst (DAAD), April 2004.

n.d. Study and research in Germany. Programmes for Sub Sahara Africa. Information brochure.

Danida Fellowship Centre

2004 Annual Report 2003.

2004 Effect Measurement Cross-sectorial and Tailor-made Courses in Denmark 2001, June 2004

Flemish Interuniversity Council (VLIR)

2004 Advanced university education. International training programmes 2004. International courses 2004-2005. VLIR, 2004.

Nuffic

2001 Pilot study on the effects of three Dutch scholarship programmes, May 2001.

2002 The New Netherlands Fellowship Programmes 2003. Eligibility, study programmes, application and selection procedures. Nuffic 2003.

Olsen, Anne Thelse

2003 Report of a study of fellowship programmes of development aid. Danida Fellowship Centre, May 2003.

Peter, G. & S.Patmo

1995 Summary of the country studies of the Netherlands Fellowships Programme. G.Peter and S.Patmo, CESO

River Path Associates

2003 The FCO Scholarship review. Final Report, 17 November 2003.

Annex 9.1: Characteristics of a selection of international fellowship programmes

Largely based on the study carried out by Anne Thelse Olsen for the Danida Fellowship Centre, May 2003. The information about the Danida Fellowship Programme, Quota Programme, DAAD and questions 12-15 have been added by the Norad Fellowship evaluation team.

Norad Fellowship Programme, Norway

Objective
Promote the development of strategic competence in the public sector and civilian society in the South, by offering courses of study at Norwegian universities. Contribute to internationalisation of Norwegian higher education, whenever this is compatible with the concept of development co-operation

Activities
2 years master's and diploma courses including field study in home country.

Size of operation and source of funding
Approx. NOK 53 mill per year, including 7.5% in administra-tion costs.
A total of 210 students at any given time. Yearly intake of 105 fellows per year.
The programme is funded by Norad.

Target countries
30 developing countries primarily Norad pro-gramme countries.

Integration into development programmes
There is no binding, but with equal qualifications priority is given to fellows from Norad funded programmes.

Target group and criteria for selection of participants
Students from developing countries who can meet the standard University admission requirements plus relevant professional experience of 2 – 3 years. No general age limit.

Costs covered by the Programme
All costs including a monthly allowance.

Cost of Fellowship
The average price per stu-dent per year has been set to
DKK 230,000 per year, equivalent to DKK 19,000 per month.

Social welfare of fellows
General introduction course is offered in August by the Norwegian host institutions.
Annual 5 days seminar is held for all fellows.

Gender
Approx. 47% are women.

Administration agency
Norwegian Council for Higher education (SIU) – public body under the aegis of the Ministry of Education

Nomination procedures
Individual applications backed by employer.

Alumni activities/networking
The programme finances an alumni network which is a communication network between graduates and their former host institutions.

Quota Programme, Norway
Objective
Enable foreign students to study in Norway. Provide an instrument to Norwegian institutions opportunity to offer international courses and establish collaborations with partner institutions in other countries.

Activities
Fellowships for bachelor's, master's and PhD studie.

Size of operation and source of funding
NOK 100 mill annually, of which NOK 30 mill is on a grant basis and the rest loans which are converted to grants provided the fellows return to home country to work or pursue higher degrees. A total of around 1,150 students in the scheme at any given time. New enrolments approximately 225 per year. Funded by the Ministry through the State Education Loan Fund.

Target countries
Developing countries, countries in East and Central Europe. Countries selected by the Ministry of Foreign Affairs.

Integration into development programmes
No direct links with development aid polices, increasingly close coordination with NUFU activities, other externally sponsored research and selection of NFP fellows.

Target group and criteria for selection of participants
Students and staff of universities.

Costs covered by the Programme
Costs of living of students

Social welfare of fellows
Not provided by the Scheme; responsibility of host institution.

Gender
45% women in the 2003-04 cohort.

Administration agency
Norwegian Council for Higher education (SIU) – public body under the aegis of the Ministry of Education and Research.

Nomination procedures
Individual applications

Selection procedures
Selection by the institutions in Norway

Evaluation/review
Externally evaluated in 2001.

Alumni activities / networking
No.

Danida Fellowship Programme, Denmark
Objective
To cover training needs in Danida financed programmes and projects. As a rule, support should primarily be earmarked broad, sector-based capacity building instead of individually based further education/training.

Activities
Central fellowships which fund training activities of a political, strategic or technical, innovative nature.
Training activities financed by programme/project funds:
- Tailor-made training activities in Denmark
- Post-graduate training at Danish universities or university colleges.
- Business fellowships and trainee fellowships.
- Research fellowships.

Size of operation and source of funding
DKK 40 million per annum. Approximately 600 fellows each year.

DFC is administering the fellowship programme on behalf of the Ministry of Foreign Affairs which funds the programme.

Target countries
Fellowships can only be granted to local counterparts or candidates affiliated with Danish-funded programmes/projects. Denmark has bilateral assistance programmes with 13 countries. However, in 2003 fellowship holders came from 20 countries.

Integration into development programmes
As a main rule, capacity building must be carried out within the framework of national sector plans laid down by programme countries. Danish support will be channelled through sector programme support of budget support. Central fellowship funds are available for specific topics of importance to Danish development policy, as well as for training activities of a political, strategic nature for participants from countries of specific interest to Denmark.

Target group and criteria for selection of participants
Local counterparts or candidates affiliated with Danish-funded programmes/projects.
The candidates' educational and language qualifications are considered in the assessment of eligibility.

Age limits:
- short-term training (under 6 months), age limits may be fixed locally taking into consideration local retirement age.
- long-term training, Equal representation of men and women is preferable.

Costs covered by the Programme
Costs include a monthly allowance, arrival and departure allowances and insurance.

Social welfare of fellows
Cost per fellowship month
Cross-sectorial courses: DKK 19,666
Tailor-made courses: DKK 20,027
Business fellowships: DKK 29,330

Social welfare of fellows
Is taken care of by training providers and DFC.
DFC arranges in Copenhagen a monthly activity programme (e.g. excursions).
In addition, regular weekly and monthly arrangements are offered.
Students outside Copenhagen are taken care of by the place of study and the International Student Centre (ISC).

Gender
30% women in 2003.

Administration agency
Danida Fellowship Centre – intermediary organization

Evaluation/review
External study of the Danish Fellowship Programme, Carl Bro, 2001.
Effect measurement studies carried out by DFC in 2001 and 2002

Alumni activities / networking
No follow-up activities (anymore)

Netherland's Fellowship Programmes, Netherlands
Objective
The overall aim is to help alleviate qualitative and quantitative shortages of skilled manpower and to do so within the framework of sustainable capacity build-ing directed towards reducing poverty in developing countries.

Activities
Academic Programme
- Master's degrees
- PhD studies
- Refresher courses

Training Programme
- Short courses
- Tailor-made training
- Refresher courses.

Size of operation and source of funding
Approx. DKK 185 mill per year, including administra-tion costs. Approximately 1,000 fellows each year.

Nuffic is contracted by the Ministry of Foreign Affairs to administer programme and funds. The programme is funded by the Ministry of Foreign Affairs.

Target countries
56 countries, primarily countries which receive development support from the Netherlands.

Integration into development programmes
There is no binding. A new approach on developing long term part-nerships for capacity development with local organisations is being intro-duced in 10 countries of co-operation.

Target group and criteria for selection of participants
Mid-career professionals who are in employment. Can not be employed by a large industrial, commercial or multinational firm. No age limit. An aim is: At least half to be women.
At least half from sub-Saha-ran Africa

Costs covered by the Programme
All costs including a monthly allowance. For courses shorter than three weeks international travel is not included.

Social welfare of fellows
PhD is DKK 133,000 per year for 4 years (max. DKK 534,000)
Master is DKK 15,000 – 19,000 per month
Short courses DKK 15,000-60,000 per month
A tailor made training is max. DKK 1.6 mill.
Refresher course is total max. DKK 520,000 (1-2 weeks, 20-30 participants).

Social welfare of fellows
Is taken care of by the training providers.

Gender
41% women in 2002.

Administration agency
Nuffic – intermediary organisation

Nomination procedures
- Academic, PhD and short courses: individual nominations, backed by employer.
- Tailor-made courses: by employer

Selection procedures
- Selection by education/training institution in the Netherlands
- Check on eligibility by institution in the Netherlands

Evaluation/review
Internal tracer study conducted by Nuffic in 1999/2000

Alumni activities / networking
People who have studied or taken courses in the Netherlands have founded the Netherlands Alumni Associations (NAAs) in a number of countries. These independent associations organise various activities in their countries, such as information for people who consider studying in the Netherlands. The Ministry of Foreign Affairs will fund alumni activities as from 2005.

Sida International Training Programme, Sweden
Objective
Enhance managerial and technical skills in partner countries and cover subjects of strategic importance to economic and social development. Communicate information about Swedish society and culture.

Activities
3 – 8 weeks of short training courses. Some of them have follow-up in beneficiary country.

Size of operation and source of funding
Approx. DKK 150 mill per year, not including administration costs. 60 course titles with 1,400 – 1,800 participants per year.

The programme is funded by Sida's International Training allocation.

Target countries
Priority is given to 20 coun-tries of co-operation, but participation is open to more than 100 selected low and middle-income coun-tries, where Sida has programmes.

Integration into development programmes
There is no binding.

Target group and criteria for selection of participants
Top and middle management with an academic background and 4–5 years of relevant working experience. Nominated by an appropriate authority/organisation. No age limit

Costs covered by the Programme
All costs except return tickets to Sweden and per-sonal expenses. For some courses (human rights and democracy, health) also international travel is paid.

Social welfare of fellows
Approx. DKK 3,000 per day, ex-cluding international travel. That is equivalent to DKK 90,000 per month.

Social welfare of fellows
Responsibility of the course provider. Some social pro-gramme must be included in each course.

Gender
Slightly more than 30% of the participants are women.

Administration agency
Sida – government agency

Alumni activities / networking
There is no alumni network.

British Chevening Scholarships
United Kingdom

Administration agency
British Council – non-departmental public body

Nomination procedures
Individual applications.

Evaluation/review
The FCO Scholarship Review, River Path, 2003.

Alumni activities / networking
In many countries returning scholars have formed Chevening Alumni Organisations.
In some countries they can join other British alumni organisations.

British Chevening Scholarships, United Kingdom
Objective
Promote the UK's long term political, economic and commercial interests.
Increase knowledge of and respect for British institu-tions and values.
Enrich developing coun-tries' resources of skilled professional people.
Improve the quality of life world-wide and develop a strong international community.

Activities
Postgraduate studies or research at UK institutions of Higher Education.
Some scholarships are given to professional short courses (3-6 months) at UK institutions of Higher Education (15-20 percent of the scholarships).

Size of operation and source of funding
Approx. DKK 446 mill per year. A total of 2,300 students each year.
Yearly intake of approx. 1,850 scholarships per year.

Funded by the Foreign and Commonwealth Office (72%), other government departments (5%) and other sponsors (13%).

Some awards are jointly funded with private compa-nies, universities, foundations and other grant-making organisations.

Target countries
The Scholarships are currently available in 160 countries.

Integration into development programmes
There is no binding.

Target group and criteria for selection of participants
The target group is particularly able students who are established in a career, and has the prospect of becoming a leader in his/her chosen field. Admitted to a postgraduate course at a UK university Committed to return to own country and contribute to the socio-economic development. The majority is 25 – 35 years old with good English language skills.

Costs covered by the Programme
There are three types of scholarship:
1) tuition fees only.
2) tuition fees, monthly stipend and various one-off allowances.
3) vary from award to award and cover part/full stipend and/or allowances.

Social welfare of fellows
(Waiting for verification of figures)

Social welfare of fellows
The social welfare of the students is taken care of by the University of study and the British Council.

Gender
No statistics available.

Administration agency
British Council – non-departmental public body

Nomination procedures
Individual applications.

Evaluation/review
The FCO Scholarship Review, River Path, 2003.

Alumni activities / networking
In many countries returning scholars have formed Chevening Alumni Organisations.
In some countries they can join other British alumni organisations.

Commonwealth Scholarship and Fellowship Plan (CSFP), United Kingdom
Objective
Provide a network of study opportunities throughout the Commonwealth. Although special emphasis is placed on the needs of developing nations, the scheme is intended as a genuine partner-ship, with opportunities and benefits for all member countries.

Activities
Primarily for postgraduate programmes.
Funding for undergraduate degree courses may be possible if there are no suitable equivalents in the home country.

Size of operation and source of funding
A total of DKK 130 mill per year. Including 12.1% ad-ministration.
Around 500 fellowships per year.

Funded by DFID (85%) and the Foreign and Common-wealth Office (15%).

Target countries
British Commonwealth or British territory countries.

Integration into development programmes
There is no binding.

Target group and criteria for selection of participants
The scholarship awards are for all citizens of Common-wealth for study or research for postgraduate degrees at universities.

The fellowship awards are generally for established teachers in universities or medical schools for study at post doctoral level.

Costs covered by the Programme
Grants are for one to three years and usually cover the cost of travel, tuition fees and living expenses. In some cases additional al-lowances may be available for help with books or clothes. An allowance may be paid to help accompany-ing spouse and children.

Social welfare of fellows
British Council is giving guidelines for stipends and allowances, which are de-pending on place of study, family status, type and length of fellowship.

Social welfare of fellows
Not included in this pro-gramme.

Gender
More than 40% are women.

Administration agency
Commonwealth Scholarship Commission – non-departmental public body

Nomination procedures
Individual applications

Selection procedures
Selection is done by CS Committee appointed by the Secretary of State for International Development. All posts are advertised in accordance with the procedures for public bodies.

Evaluation/review
The FCO Scholarship Review, River Path, 2003.

Alumni activities / networking
A CSFP organisation is responsible for reunion events and the CSFP Alumni Magazine.

German Academic Exchange Service (DAAD), Germany

Objective

Providing continuing education and training for young university teachers and key experts and executives (staff development) and supporting the construction of appropriate structures (institution building)

Activities

1) Research grants
2) Sandwich research grants
3) Practical Traineeship
4) Study visits
5) In-Country/In-Region Postgraduate Scholarships
6) Postgraduate degree courses with relevance to developing countries programme (35 postgraduate study programmes)
7) Re-invitation Programme
8) Country-related scholarships for young academics and scientists from advanced developing countries

Size of operation and source of funding

Through its various programmes DAAD serves approximately 50,000 people per year with a budget of EUR 250 million. Funds com from the German federal budget, a.o. the Federal Ministry for Economic Cooperation.

Participants per programme:

1) ..
2) ..
3) ..
4) ..
5) Approximately 350 per year.
6) Approximately 250 fellowships per year.
7) ..
8) Approximately 500 in 2002.

Target countries

People from all over the world can participate except for those programmes which have a regional or specific focus.

Integration into development programmes

There is no binding. The programme serve the interests of the Federal Ministry for Economic Cooperation (BMZ), the students and professionals in foreign countries, and the German institutions.

Target group and criteria for selection of participants

1) Research grants for Doctoral Candidates and Young Academics and Scientists.
2) Sandwich research grants for Doctoral Candidates and Young Academics and Scientists.
3) Practical Traineeship for Foreign Students of Natural and Technical Sciences, Agriculture and Forestry
4) Study visits to Germany for Groups of Foreign Students.
5) In-Country/In-Region Postgraduate Scholarships for University Staff Development
6) Postgraduate degree courses with relevance to developing countries programme (35 post graduate study programmes) scholarship quotas are made available – upon application – to German universities offering such courses.
7) Re-invitation Programme for Former Scholarship Holders.
8) Country-related scholarships for young academics and scientists from advanced developing countries for young engineers (9 countries).

Costs covered by the Programme
The DAAD generally differentiates between individual scholarships and group programmes. Besides a monthly payment, which the DAAD sets on the basis of the scholarship holder's academic level, individual scholarships are generally made up of travel expenses, health, accident and personal /private liability insurance.

Administration agency
DAAD – branch organization

Nomination procedures
Individual applications. Applicants for an In-Country/In-Region scholarship must be nominated by selected universities and institutions. Applicants for a Post Graduate Degree Course with Relevance for Developing Countries must have two years of relevant work experience.

Selection procedures
As a rule, a pre-selection committee in the applicant's home country will pre-select and/or evaluate all incoming applicants.For all programmes, the final selection decision lies with the DAAD Selection Board in Bonn. This Board is composed of German University professors. In its decisions The Board is totally autonomous from DAAD in its decision-making process.

Evaluation/review
- *Ergebnisse einer Absolventenbefragung Aufbaustudiengänge in der Entwicklungsgange.* Band 37. Deutscher Akademischer Austauschdienst (DAAD), September 2000.
- *Nachbetreuung ehemaliger Studierender aus Entwicklungsländern.* Programmestudie. Band 54. Deutscher Akademischer Austauschdienst (DAAD), April 2004.

Alumni activities / networking
- Annual subject-specific alumni seminars organized by DAAD in various countries.
- Smaller alumni seminars organized by alumni and funded by DAAD.
- Alumni clubs – grants for events and setting up clubs (120 around the world).
- Alumni magazine 'DAAD-Letter'.
- Database of Scholarship Holders Reports
- Discussion Forum.

Development Cooperation Ireland Fellowship Programme (DCIFP), Ireland

Objective
To contribute, through a programme of training awards for higher level students, to meeting defi-ciencies in knowledge and skills which impede the realisation of Ireland Aid's development goals in the priority countries.

Activities
Masters courses in Agricul-tural Extension, Community Health and Development studies. Other subjects are Education, Technical and Vocational Training, Engi-neering, Public Administra-tion, Management skills, Human rights/Good Governance, and Information Technology skills.

Size of operation and source of funding
175-200 students every year

Target countries
Lesotho, Mozambique, Tanzania, Ethiopia, Zambia and Uganda

Integration into development programmes
The fellowships must be relevant to the country programmes, but not necessarily linked to a spe-cific co-operation project in the country.

Target group and criteria for selection of participants
Employed in home country
Leave for the period of study.
Will resume job after com-pletion of study.
No age limit.

Costs covered by the Programme
All costs: Return airfare, course fee, stipend to cover accommodation and subsistence costs, settling-in al-lowance, clothing allowance and book allowance

Social welfare of fellows
The Irish Council for Inter-national Students (ICOS) is assisting in the administration of the Irish Aid Fellowship Programme, providing services covering the welfare and other needs of the fellows. ICOS operates a hardship fund for international students in difficulties as a result of unpredictable events and emergencies.

Gender
No statistics available.

Administration agency
Irish Council for International Students (ICOS) – intermediary organization

Nomination procedures
Individual applications. Fellowship recipients are committed, on completion of their training, to returning home to resume work and putting their acquired skills into practice for the benefit of the wider community.

Administration agency
Flemish Inter University Council (VLIR) – branch organization

Nomination procedures
Individual applications with backing from employer.

Selection procedures
Belgian institutions check the qualifications. VLIR and Foreign Affairs together select.

Evaluation/review
None

Alumni activities / networking
Yes (website, newsletter, networks organized at course level)

Government of Canada Awards, Canada

Objective

Awards are intended to enable foreign students of high academic standing to undertake graduate studies or post doctoral research in Canadian institutions.

Activities

Graduate studies or postdoctoral research.
Research scholarships, Post-doctoral Fellowships, Full Scholarships.
Proposed programmes of study must focus on a Canadian subject or include significant Canadian content.

Size of operation and source of funding

Approximately 78 awards per year.
Source of funding: Foreign Affairs Canada (FAC)

Target countries

Twelve countries: Brazil, Chile, Colombia, France, Germany, Italy, Japan, Korea, Mexico, the Philippines and Russia.

Integration into development programmes

No links to development cooperation.

Study and training grants for students from developing countries, Belgium

Objective

Provision of specialist training and improvement of the skills of professionals from developing countries. Personal contact and mutual cultural exchange and exploration. Encourage intercultural openness, a sense of soli-darity and an interest in development co-operation within Belgium.

Activities

PhD and Master degree studies. A Master course is in general a one- or two-year programme for holders of a bachelor degree. A PhD programme takes 48 months of which a maximum of 16 months is spent in Belgium. Scholarship for short training courses (1-6 months, generally 3 months). Local training programmes in the country of co-opera-tion.

Size of operation and source of funding

220 fellowships per year:
150 MSc scholarships
70 Training fellowships
10 PhD scholarships

The administrative costs are part of the general funding for the Belgian Technical Co-operation.

Target countries

The 25 countries of Belgian development co-operation.

Integration into development programmes

The Scholarships for participants from the Belgian funded development programmes must be included in the budgets of the programmes, and paid from there. Other scholarships can only be given to participants from the 25 countries with which Belgium has development co-operation. The number of scholarships and amount of funds must be included in the agreement of co-operation between the Belgian Government and the government of the country of co-operation.

Target group and criteria for selection of participants
Different for different types of grants.
Master's and PhD applicants:
- The studies must be related to previous studies.
- Maximum 35 years of age.
- Two years' professional experience since obtaining their last diploma.
  Short training courses,
- training related to professional activity of applicants.
- two years professional experience since last di-ploma, and no age limit.

Costs covered by the Programme
All costs are covered

Social welfare of fellows
Cost in 2003: Master's: DKK 11,000/month PhD: DKK 13,000/month.
Incl. registration costs, accommodation, travelling expenses and insurance.
Short training: DKK30,000/month
Incl. registration costs, training costs, accommodation, travelling expenses and insurance.
Administration is not included.

Social welfare of fellows
BTC has no social counsellor to care for the students. They arrange for pick up at airport, arrange 2 social meetings for all during the academic year, they have a health insurance. Usually there is a social counsellor attached to the university.

Gender
The target is that at least 25% women should participate in all of its programmes.
At present 21,5% of the grantees are women.

Administration agency
Flemish Inter University Council (VLIR) – branch organization

Nomination procedures
Individual applications with backing from employer.

Selection procedures
Belgian institutions check the qualifications. VLIR and Foreign Affairs together select.

Evaluation/review
None

Alumni activities/networking
Yes (website, newsletter, networks organized at course level)

Annex 9.2:
Evaluations and reviews of scholarship/fellowship programmes - synopses

1) Ministry of Foreign Affairs/Danida
Study of the Danish Fellowship Programme/Training and Education in Denmark
Carl Bro Management
November 2001

2) *Effect Measurement Cross-sectorial and Tailor-made Courses in Denmark 2001*
Danida Fellowship Centre
June 2004

3) *The FCO Scholarship review*
Final Report
River Path Associates
17 November 2003

4) *Ergebnisse einer Absolventenbefragung*
Aufbaustudiengänge in der Entwicklungsgange. Band 37.
Deutscher Akademischer Austauschdienst (DAAD)
September 2000

5) *Summary of the country studies of the Netherlands Fellowships programme*
G.Peter and S.Patmo, CESO
1995

6) *Pilot study on the effects of three Dutch scholarship programmes*
Nuffic May 2001

Norad
Norwegian Agency for
Development Cooperation

P.O. Box 8034 Dep, NO-0030 OSLO
Visiting adress:
Ruseløkkveien 26, Oslo, Norway

Telehone: +47 22 24 20 30
Telefax: +47 22 24 20 31
postmottak@norad.no
www.norad.no

No of copies: 1600
July 2005
ISBN 82-7548-157-0