

II. SOURCES AND METHOD

Information on national policies and perspectives has been compiled from published sources together with background papers submitted by country representatives to the OECD, and kindly made available by the latter. This was supplemented by direct consultation with Government officials and representatives of educational organisations in EC capitals. Visits were made to Brussels, Paris, Bonn and the Hague, in the course of which nine extended interviews were conducted. Further consultations were held by telephone with officials in Rome, Copenhagen and Dublin. We are grateful to those consulted for their generous help, and for comments and corrections to relevant sections of this report in draft. Attempts to elicit information by direct contact in Greece, Portugal and Spain were unsuccessful, although in the case of Greece we have been able to extract some data from the country report submitted to the OECD. A full list is given at the end of this report of those to whom acknowledgment is due.

Statistical tables have been constructed by calculation from UNESCO and national sources, showing numbers of students from abroad in full-time 3rd-level study in the EC for the latest years for which comparable figures are available. Composite tables A-D show the pattern of student mobility within the EC (Table A), total numbers of foreign students in each EC country by continent of origin (Table B), student flow into EC member states from each country of the Commonwealth (Table C), and the top 10 sending countries to each EC member state in rank order (Table D). More detailed intake figures showing student flow into nine EC countries (excluding Greece, Luxembourg and Spain) are also given. The notes of explanation to the Tables give some indication of the problems encountered by lack of consistency in data-gathering systems across the EC.

III. NATIONAL POLICY

IIIA. Policy Overview

This section gives a comparative summary of the current policy concerns in relation to foreign students of EC host countries for which information could be assembled: Belgium, Denmark, France, Germany, Greece, Ireland, Italy, the Netherlands and the United Kingdom. It was not possible to obtain parallel information for Luxembourg, Portugal or Spain.

Numbers and distribution

Foreign student numbers as a proportion of total enrolment vary from approximately 3% to 12.5%. Comparison is made difficult by varying definitions of 'foreign student' status by nationality, domicile, nature of pre-entry qualification or (in the case of Greece) descent. Few of the receiving countries have a declared national policy on foreign student numbers *per se*; although where differential fee revenue is a factor in institutional funding (Belgium, Ireland, UK) there is a clear financial incentive to expand recruitment. Nonetheless, 'open door' policies and even commitment to raise foreign-student numbers are found in France, Germany and Italy, where there is no revenue incentive (indeed a substantial taxpayer subsidy on tuition) and heavy pressure on absorption of domestic students into the tertiary system. For purposes of social absorption of students into the surrounding communities some countries (France, Italy) have attempted to spread intake across institutions and cities, but with limited success.

Admission

Host countries vary considerably in degree of centralisation of the admissions process. Denmark, Greece and Italy have highly centralised admissions procedures; France and Germany set common minimal entry standards with decisions on admission made by institutions; while the Netherlands, United Kingdom and Ireland place responsibility for both entry standards and actual admission at the level of institutions.

Although information on area of study is not available for all countries, the past few years have seen a broad trend towards applied and technical disciplines such as science and engineering, administration

and management; and a shift, sometimes with explicit policy encouragement, from sub-degree or undergraduate to postgraduate study. Cutting across this to some extent is a concentration of recruitment in areas of traditional academic strength in particular countries, such as literary and humanistic disciplines in France. *Numerus clausus* restrictions are widespread; sometimes in all disciplines, but most typically in those seen as oversubscribed with limited national scope for absorption of graduates. Some countries (Germany, Italy), allocate a percentage of *numerus clausus* places to foreign students; elsewhere (Ireland) fee-paying foreigners can be admitted outside *numerus clausus* subject to institutional capacity. There is evidence of some concern regarding overflow of students from countries and disciplines subject to *numerus clausus* into those with unrestricted entry, such as Belgium. While immigration controls and visa requirements may be stringent, no host country among those investigated reports national regulation of admissions by country of origin.

Fees

EC host countries can be sharply divided into those which differentiate in fee policy between domestic and foreign (non-EC) students (Ireland and the United Kingdom) and those which do not, either because tuition is free to all students (France, Germany and Denmark) or because fees are levied at the same level for all (eg Italy). Belgium and Greece constitute intermediate cases. Fee policy has implications extending well beyond the financial constraints affecting students and sponsors, severe though these may be. It permeates the funding of institutions, discussion of the taxpayer role in educational support and interchange, and the total climate and language of overseas recruitment. For example in Germany, with no tuition fees and hence no commercial incentive for foreign recruitment, academic issues are central in discussion of 'internationalisation' and concerns are reported regarding quality control and academic recognition. In Britain by contrast international education is increasingly represented as an export industry and policy discussion at institutional and Government levels takes place in the language of the market. As a corollary, issues of responsible recruitment, good practice and customer care have become prominent.

Scholarship support and targeting

Owing to lack of national information on numbers sponsored from non-host-Government sources, it is not generally possible to estimate the proportion of sponsored to self-funded foreign students in the EC. In addition to the massive taxpayer subsidy on tuition provided by host countries which do not charge differential fees, most of those investigated provide some sort of nationally funded scholarship or fellowship support to selected categories of foreign students. This support is sometimes indirect, as in Belgium where nationals of 41 developing countries are admitted at the home-fee rate in addition to non-EC foreign nationals up to a limit of 2% of domestic enrolment. Direct scholarship support is often provided by more than one Ministry, reflecting a range of national objectives (foreign policy, trade links, technical/scientific cooperation, aid and development), and under a number of budgets and measures including bilateral accords and participation in multilateral provisions such as those of Lome.

Host countries vary in the degree to which scholarship funding is targeted to particular categories of recipient and whether it takes the form of country allocation or individual support. In several cases (Italy and the UK) there is an explicit linkage with national foreign-policy priorities and it can safely be assumed that these are never entirely absent from the picture. Surprisingly little evidence has been found of selective targeting of educational support to ex-colonies. An important exception is the Netherlands, with large (but not exclusive) funding directed to Indonesia. While it is evident that bonds of history and common language influence recruitment into former colonial powers independently of nationally-provided financial support, as seen in the flow of francophone Africans into France (see eg Tables 3.4 3.5) it also appears that national considerations governing targeted financial support are generally more oriented to the present and future than to the past.

Perceptions of the future

There is great variation among EC countries in the degree to which the education of foreign students is seen as a significant issue calling for an explicit and coherent national policy. The fact that, for the purpose of this study, it proved impossible to obtain national information from Spain, Portugal or Luxembourg, is itself a minor testimony to the unevenness of policy development and dissemination

across the Community. Denmark is only beginning to look at overseas recruitment in the context of facilitating movement of Danish students abroad. Italy is a relative newcomer to large-scale recruitment, with a commitment to development of an integrated national policy. Germany faces special post-unification uncertainties over integration of the educational provisions of the ex-DDR. Other member states, within differing policy frameworks, have a longer history of reception of foreign students. Most have passed through a restrictive period in the 1970s and early 1980s, and are moving towards some liberalisation of foreign-student entry.

There is a broad consensus that the future will see enhanced intra-Community mobility through the exchange programmes and by 'free movement'. The statistical basis for this perception is discussed in the concluding section of this report. Considerable interest exists in the capacity of the exchange programmes to promote mobility across as well as within the frontiers of the EC, by measures such as expansion of ERASMUS to include the EFTA nations. At the same time, perceptions differ greatly on whether enhanced European integration of higher education will come about at the expense of North-South educational co-operation and support, particularly in the face of external factors such as deteriorating developing-country economies.

IIIB. National Policies of Member States

This section gives more detailed information on structures and policies of the receiving countries for which information is available. Countries are discussed in English alphabetical order. Rankings refer to absolute foreign-student numbers among countries for which comparable statistics have been published by, or submitted to, UNESCO.

1. Belgium

Belgium as a host country currently ranks fourth in the EC and seventh in the world, with some 22,500 foreign students. Educational policy is separately administered by the French-speaking and Dutch/Flemish-speaking communities. The majority of foreign students, many from francophone Africa, are in the French sector; the Dutch/Flemish institutions, many of which use English as a language of instruction, tend to attract more anglophone postgraduates (Source: Vanermen 1986). An annually agreed sum is transferred from the national Government to those of the communities for support of activities related to foreign students. Grant aid is also given to students from developing countries by the national administration. No estimate can be given of numbers of scholarship-aided students, nor of their proportion to the total foreign student body. There is no national policy on numbers or countries of origin and no preferential treatment of students of particular nationalities, although Zaire is the third-ranking single sending country. Likewise there is no national preference for students in particular disciplines, although they are attracted to subjects in which Belgium is academically strong, such as tropical agronomy. No subject quotas or *numerus clausus* restrictions are nationally set. There is concern over pressure on places from an 'overflow' of French and German students in subjects with *numerus clausus* in those countries. Since 1989 the French community has imposed a preadmission test entitled 'Informative test of level of knowledge of the French language' on foreign nationals without a diploma of secondary studies in French who seek first-time inscription ('first candidature') into a francophone institution. This test is described as 'obligatory but not eliminatory', with institutions retaining discretion to admit.

Funding

Belgium has a complex fees policy for both domestic and foreign students. Home students pay a low basic enrolment fee with a proportion of the remaining cost met from public funds. Since 1972 non-EC foreign students have been admitted onto courses at the home rate until their numbers reach 2% of the previous year's home student enrolment; additional students are required to pay the basic fee plus a supplement which varies by course and level of study. For most courses there is a continued public subsidy of tuition fees. Outside the 2% rule, certain groups of foreign students are admitted at the home-fee rate. These include students who are nationals of 41 named developing countries.

Future trends

The education of foreign students is not a prominent political issue in Belgium. While numbers, proportions and budgetary levels may shift in small ways over the next few years, there are said to be too many forces in balance within the Belgian nation to make likely any radical change in policy direction or underlying priorities.

2. Denmark

Denmark received 6,600 foreign students in 1988/89, ranking seventh in the EC and 27th in the world as a receiving country. National policy, administered through the Ministry of Education and Research, is to move towards the internationalisation of Danish higher education through exchange programmes for students and teachers, transnational inter-institutional co-operation, and an effort to make study programmes internationally comparable (Source: Ministry statement 1991). There is a desire to increase participation in ERASMUS and NORDPLUS programmes, but beyond this no explicit national or institutional commitment exists to increase numbers of foreign students studying in Denmark. The driving force behind exchange programmes is said to be the need to widen opportunities for Danish students to go abroad for study.

Admission

While exchange students are not subject to national academic entry requirements, those for full-course applicants are stringent, requiring application through the national system, a nationally-set Danish language test and proof of a relevant connection with Denmark. *Numerus clausus* restrictions exist in most disciplines, but within these there is some earmarked provision for foreign students.

Funding

Danish institutions are in general over-subscribed. Funding follows the student and under *numerus clausus* there is no difficulty filling places and hence little financial incentive for institutions to recruit foreign students. With exceptions under some programmes, most foreign students do not pay tuition fees. The Ministry has, however, recently established an International Project Unit part of whose function will be to facilitate postgraduate recruitment on a fee-paying basis. This is described as an embryonic move in the direction of active policy for overseas recruitment; its driving motive is said to be the promotion of foreign-policy objectives as well as income generation. Nationally-funded scholarships are not offered to foreign students, because the Danish Government has no policy commitment to direct support of higher education overseas. Overseas aid is funded under a general aid budget which contains no earmarked allocation for higher educational development.

Future trends

Beyond expanded participation in exchange programmes, there is said to be no visible prospect of a developed policy for foreign students in Denmark. The priority is rather to meet the conditions necessary for facilitating the outward mobility of Danish students. The Danish Research Academy is, however, in process of setting up funded inter-institutional agreements for admitting research associates and students at PhD level under split 'sandwich' schemes. The priority here is to build provision for research co-operation and training.

3. France

With some 125,500 foreign students enrolled in 1988/89, comprising roughly 12.5% of total student enrolment, France ranks highest in the EC and second in the world in foreign student intake. 1989/90 figures show an increase in total numbers to 131,586, of whom 74,721 or 57% are from francophone Africa (principally the Maghreb). The most popular subjects are the humanities, followed by the sciences, medicine, law and economics (Source: data supplied by the *Direction des Affaires Generales Internationales et de la Cooperation, Ministere de l'Education Nationale*). Foreign status is defined by nationality, thus including an unknown proportion of non-French but French-educated settled immigrants; but since French birth carries entitlement to full French or dual nationality, the numbers of 'anomalous' foreign students (unlike the German case, qv) are likely to be small.

At Government level the *Ministere de l'Education Nationale* has overall responsibility for foreign students, although the *Ministere des Relations Exterieures* administers some scholarship programmes. Beyond this the Higher Education system as a whole is somewhat decentralised, with institutional autonomy in admission, curriculum detail and quality control. While there is said to be no declared national policy towards foreign students, the principles governing all aspects of their treatment are stated to be those of *equality* among all students, *welcome* (comprising appropriate pre-admission screening, reception and distribution among institutions and cities) and *institutional autonomy* in pedagogic matters.

Stated rationales for welcoming foreign students are, as elsewhere, a mixture of trade and aid, diplomatic objectives, cultural enrichment, educational development and co-operation. Since no tuition fee is charged (apart from a minimum inscription fee of approx. 1000fr or £100 pa to cover social security), revenue is not an incentive for Government or institutions: on the contrary, the annual taxpayer subsidy to foreign students was estimated in 1989 at some eight billion francs, excluding direct aid-funded support (Source: Chandler 1989:25).

No national policy is said to exist regarding changes in the numbers and percentage of overall foreign student enrolment. There is however heavy pressure on places and a problem of absorption of all students in the university system. Allied to this is a concern over quality control and a high wastage rate in the Universities (not the *Grandes Ecoles*). In May 1991 the Minister of Education announced plans to create seven new Universities, four in Paris, two in the Calais region and one in La Rochelle, with the primary aim of strengthening the European pole of academic interchange and cooperation. In addition, 50,000 new places are to be created for two-year vocational courses (*Diplomes Universitaires de Technologie*) within technical institutes (*Institutes Universitaires de Technologie*). 20 new IUTs are planned.

While these measures are seen primarily as a response to the needs of French students, the facilities created will be equally accessible to those from abroad. There is further concern regarding over-concentration of foreign students in the Paris institutions (reported to be 50% of all students in 1981); the Ministry recently issued a guideline target of 13–14 foreign per 100 French students in each institutional faculty (Source: Okamoto 1990).

Admission

Admission procedures are identical for French and foreign students, with the exception of those seeking entry to the first cycle. Here, foreign applicants are required: a) to demonstrate, while still in the home country, that their level of attainment would qualify them for admission to higher education in that country; b) to demonstrate proficiency in the French language (with exemptions given for those from francophone countries); c) to select three universities in order of preference. Universities make decisions on admission, and are entitled but not compelled to reject those failing the language test. Medical studies are controlled by a *numerus clausus* restriction applying equally to French and foreign applicants. The controls on first-cycle entry are said to be applied in the spirit of avoiding academic failure.

Funding

According to 1985 data, approximately 50% of foreign students in France are self-funded, more than one third receive some funding from their own Governments, national or international bodies, 8% receive French grants from Foreign Ministry funds, and 5% have grants from the Ministry of Education or the aid fund operated by the *Centre National des Oeuvres Universitaires et Scolaires* (Source: Chandler 1989: 25). Some Foreign Ministry-funded scholarship support is given under bilateral co-operation treaties, predominantly with former colonies but no estimate could be obtained of the amount and proportion to the whole support budget represented by this targeted funding. Bilateral funding programmes also exist between France and other countries such as Brazil. Under bilateral programmes, priority is said also to attach to research co-operation with developed countries; it is possible that these needs may compete with those of LDCs and former colonies.

Future trends

The Ministry of National Education foresees no major shifts in patterns of recruitment or policies towards foreign students. There are no plans to introduce subject or country controls or quotas. Numbers of incoming EC students will increase under ERASMUS and the other mobility programmes, but so will those of outgoing French students. France, Germany and Britain will continue to constitute the 'Golden Triangle' of European exchange. The focus on Europe, the developed world and scientific/technical co-operation is not, however, seen as occurring at the expense of commitments to the developing world, particularly francophone Africa; they are thought of as separate issues.

4. Germany

With approximately 92,000 foreign students comprising some 6.2% of total student numbers (1989, pre-unification figures), the Federal Republic before unification was the world's fourth ranking receiving nation. Of the foreign student total, however, an estimated 35–40% are German-educated children of migrant workers not holding German nationality (*Bildungsinlaender*). 1986/87 figures indicate that 27% of foreign enrolments were in engineering, 24% in the humanities, 14% in science and mathematics, and 7% in medicine. (Source: Chandler 1989: 33).

The formal principles determining policy towards foreign students in the Federal Republic are that "...international activities contribute to the quality of research and academic study. In addition...they have strong political and economic impacts in that they foster communication and mutual understanding across national frontiers, shape the image of the FRG abroad, and contribute to strengthening the basis of social and economic stability in a future-oriented perspective, with a view to the highly export-dependent economy of the FRG" (BMBW 1990). Beyond these statements of principle, the country's federal structure is said to hamper the formation of a co-ordinated national policy on foreign students. Responsibility is widely distributed across national bodies (including DAAD), the *Laender*, institutions and even local municipalities which control residence and can therefore limit numbers and nationalities. Since 1989 a Working Group has been in existence to co-ordinate provision for foreign students, with membership drawn from the Foreign Ministry, Ministry of the Interior, Ministry of Economic Co-operation, Chancellor's Office and Ministry of Education and Science. The Group meets two to three times per year; the *Laender*, DAAD and Rectors' Conference attend as guests.

The major uncertainties presently facing German higher education as a whole are, of course, those arising from unification with the ex-DDR. According to the Ministry of Education and Science, Foreign Ministry and DAAD the implications of unification for education, as for the social fabric generally, are only now beginning to be addressed. The new *Laender* should, technically, be fully integrated into the national legal system; but bureaucracies cannot change overnight and the Ministry estimates that two to three years will be needed for the structures affecting foreign students to stabilise. At present a degree of anarchy prevails; students continue to enter the ex-DDR from countries such as North Vietnam without diplomatic relations with the Federal Government; some graduate students now on courses in the ex-DDR were admitted on entry qualifications below those acceptable in the FRG. Ministry policy is to honour undertakings entered into by the ex-DDR towards students, but problems of academic attainment are anticipated.

Numbers

Despite pressure on places for all students, both the Federal Government and institutions favour maintaining the present level of foreign enrolment and even increasing it to some 10% of the total. No country quotas exist. There is a desire to achieve a more even spread across countries of origin, and to increase numbers, in particular, from Africa and South America. (At present about 30% of foreign students, including *Bildungsinlaender*, come from Turkey, Greece, Iran, Korea and Indonesia). There is no general policy regarding levels of study or disciplines, although institutions are free to pursue individual policies in the frame of bilateral arrangements.

Admission

In principle, access to higher education is granted to all foreign applicants who can meet the academic prerequisites set by the KMK (Conference of Ministers of Culture of the *Laender*). These, and provisions for academic recognition, vary according to the educational standards of sending countries; but a basic requirement is evidence of qualification to pursue tertiary studies in the home country, together with German language proficiency assessed by test except where German has been the language of education. Certain subjects are subject to *numerus clausus* restriction; in these, 6% of available places (medicine and pharmacy) and 8% (architecture, biology, forestry, domestic science, food chemistry and psychology) are reserved for non-EC foreign students. EC students share the place allocations of domestic students. These central provisions apart, the admission procedures for foreign students in all disciplines are the responsibility of institutions. Measures to liberalise entry requirements are at present under consideration by the Federal Government and the *Laender*.

Funding

As in France, since tuition is free in publicly-funded institutions there is no financial incentive for recruitment abroad. In 1986, the cost of providing study places for students from developing countries amounted to approximately DM320million (£112,300,000), met by the *Laender*. No precise calculation can be made of the proportion this represents of the total taxpayer contribution to tuition costs of foreign students, although the Ministry estimates that the average public subsidy of tuition for foreign students is DM 12,000 (£4,211) per study place per annum. In addition, the *Laender* awarded scholarships amounting to around DM18 million (£6.3 million) to foreign students in 1986 and the Federal Government (Foreign Ministry and Ministry of Economic Co-operation) of around DM200 million (£70,175,000) in 1991. The difference reflects commitments embraced by the Federal Government post-unification, such as the undertaking noted below to finance foreign students already on courses in the ex-DDR. Funds are channelled through bodies such as DAAD and the Humboldt Foundation; although country allocations exist there is apparently no targeting of scholarship funds towards particular nationalities or regions. No information is available on the proportion of scholarship-funded to self-financing students, although the Ministry estimates that some 90% of all foreign students in West Germany receive no support apart from the general subsidy. In the new *Laender* of the ex-DDR, some 6,000 foreign students are to be supported financially to the end of their courses, at a cost to the Government of DM80 million (£28 million) in 1991.

Future trends

Aside from the major question marks associated with unification, projections for the future include increased European co-operation and interchange, especially through the expansion of ERASMUS and other programmes, but not at the expense of developing-country support. There is a trend towards recruitment at postgraduate level (as in all OECD countries) and a wish to attract better-qualified applicants. Academic recognition will be a problem as long as the rules governing recognition remain complex and obscure. Improved followup and aftercare are seen to be needed, but are considered a task for the Rectors' Conference and the universities themselves to address with government support.

5. Greece

Intake figures are not available for foreign students in Greece comparable to those supplied to UNESCO and used in the tables appended to this paper. Material separately supplied to OECD indicates, however, that foreign students in the HE sector (including those from Cyprus) totalled 1,473 in 1985/6, 1086 in 1988/89 and 1139 in 1989/90. Absolute numbers are therefore low in relation to the rest of the EC, although the proportion of foreign to domestic students may not be (estimated 7% in 1987/88). It must be noted however that Cypriots accounted for 74% of the HE intake for 1988/89; of the residue broken down by continent, 140 were from Asia, 87 from Africa, 51 from Europe (East and West) and three from the Americas. In contrast, Greek nationals studying abroad totalled some 29,700 in 1987/88. Clearly therefore, despite the lack of comparable statistics and with or without allowance made for the special cultural relationship with Cyprus, Greece is very much a net exporter of students. No information is available on subject of study of incoming students. In possible reflection of the recent history of outward migration, Greek educational policy makes a distinction at several points between foreign nationals and those of Greek origin settled abroad.

Admission

Undergraduate entry for domestic students to both higher and technical tertiary education is governed by competitive examination, with the number of available places laid down annually by the Ministry of Education. Foreign students are selected on the basis of the home school-leaving grades. Over and above the domestic allocation of places, separately designated percentages of foreign nationals, those of Greek origin living abroad for over five years (whether Greek nationals or not), and foreigners or applicants of Greek origin holding Greek government scholarships, may be admitted up to a total of 20% of all entrants. 5% of available places at polytechnic colleges and in faculties of medicine, dentistry and veterinary science, and 10% in other faculties, are reserved for Cypriots, with admission through entry examination held by the Cyprus Ministry of Education. Foreign applicants are required to show proficiency in Greek language.

Funding

Domestic students and Greek nationals are not liable to tuition fees. Foreign nationals on undergraduate and graduate courses in HE institutions (not the technical-education sector) pay tuition and registration fees, the former ranging from DR80,000 – DR100,000 (£250 – £314) pa. Exemptions cover scholarship holders and students from countries where Greek students pay no fees. Further categories of students, including those of Greek origin, are exempt from tuition fees for qualifying language courses.

The National Scholarship Board (IKY) awards scholarships to domestic and foreign students in several categories, including Greek Cypriot undergraduates, and foreign degree-holders at doctoral level from member states of the Council of Europe and from Asia, Africa and Latin America. For foreigners and those of Greek origin, scholarships include allowances for maintenance, travel and thesis printing costs. IKY scholarships in a recent (unspecified) year amounted to 40 awarded to foreign nationals from the regions above designated, and 30 to foreigners of Greek origin.

Further scholarship funding is provided by the Ministry of National Education and Religion under bilateral cultural agreements. In 1990/91, agreements providing undergraduate support were in place with Ethiopia, Jordan, China, Lebanon, Syria and Bulgaria; and at postgraduate level with a longer list of partner states from most continents. The Ministry may also award individual scholarships to foreign students on course on the basis of academic merit and financial hardship. Finally, the Ministry of Foreign Affairs awards approximately 60 scholarships per annum to foreign students and five to those of Greek origin. The 1988/89 list of new recipients indicates some targeting: 18 were from South Africa (community unspecified), ten from the Occupied Territories, nine Israeli, four Kurdish, three Syrian, two each from China, Argentina, Iraq, Nigeria, South Korea, Chile, Iran and Tanzania, one each from Lebanon, Algeria, Tunisia and Zaire.

(Note: Direct consultation with responsible government officials has not proved possible in the case of Greece. The source for all information in the above section is the *National Report* of the Greek Representative to the OECD Seminar, Hannover, April 1990)

6. Ireland

Ireland currently ranks lowest in the EC and 36th in the world in terms of foreign student numbers, with 2,703 overseas students (1988/89) comprising around 4% of total numbers in third level study. Data-gathering bodies define 'overseas students' as those whose permanent address is outside Ireland and who are temporarily resident in Ireland for the purpose of study. The USA, Malaysia and Britain accounted for some 18%, 11.5% and 9.6% respectively of enrolments in 1988/89; other significant countries of origin are Germany, France and Canada. While numbers are small overall, the general trend is towards an increase in numbers from the USA and EC countries. Numbers from Africa are in decline; they now represent 9.6% of the total foreign student population compared with 14.6% in 1987/88 and around 40% between 1982 and 1983. Medicine (including paramedical and health sciences) attracted 36.4% of foreign students in 1988/89; Arts and Social Sciences 34.2%, followed in rank order by science, business, engineering, interdisciplinary studies and architecture (Source: Statistics of Overseas Students in Ireland, ICOS 1990).

Numbers

Recent years have seen increasing pressure overall for places in third-level education. Contrary to trends in other parts of Europe, a burgeoning population of 18-year-olds has widened the demand gap in a manner likely to continue in the medium term. Measures have been announced by the Irish Government to increase capacity overall by some 8,800 third-level places, some of which may involve a private-sector financial contribution (Source: *Programme for Economic and Social Progress* 1991). While there is no declared Government policy to expand numbers of foreign students, institutions are said to anticipate a gradual increase in recruitment, both EC and non-EC. Some predict an eventual non-Irish intake of around 10% of the total. Recruitment efforts are currently directed towards the Far East and USA. The sharp drop in recruitment from Africa is said to result from cost factors together with a decline in traditional (eg mission-based) channels of recruitment; there are no national plans to reverse this.

Numerus clausus provisions restrict entry of Irish students to medicine and dentistry courses. No allocation is made for foreign students within these quotas, but they are admitted outside the *numerus clausus* on a full fee-paying basis. No other subject restrictions are imposed nationally, although institutions operate their own controls according to teaching capacity. Institutions set their own admission requirements.

Funding

All students pay tuition fees in Irish third-level education. For non-EC students, institutions are encouraged to set these at an 'economic' (ie full-cost) level. Consequently, as in the UK, market considerations are prominent in all discussion of policies for international education. Consideration has been given to establishing a national body modelled on the British Council's Education Counselling Service for promoting Irish education abroad, and this proposal has been incorporated in the Irish Government's *Programme for Economic and Social Progress* issued in January 1991.

The Irish Government offers Bilateral Aid Fellowships for full-time third-level study designated to priority countries. In 1988/89 long-term fellowships in this category numbered 35, of which 14 were awarded to students from Tanzania, six to Lesotho, three to Burundi, two each to India, Sudan and Zambia, one each to Bangladesh, China, Ethiopia, Rwanda, Sri Lanka and Uganda. A further 36 bilateral aid-funded awards were made for short and professional courses. 89 EC Commission Fellowships, mainly for short professional courses, were held by students from Africa (23), the Caribbean, Central and South America (18) and Asia (48). (Source: *Statistics of Overseas Students in Ireland*, ICOS 1990). No current information is available on students sponsored from other sources; hence no conclusions can be drawn regarding proportion of sponsored to self-financed students. In the early 1980s, 4% of foreign students were supported by Irish Government bilateral awards, and 0.7% by multilateral (European Development Fund) Fellowships. (Source: O'Riordan 1986).

Future trends

While there is little by way of stated government policy towards international education in Ireland, there is a strong sense of the need to establish and maintain a place in an increasingly competitive overseas education market. Much discussion focuses on ways of achieving this by publicising Ireland's advantages as a place to study. Beyond this, the Irish Government in its *Programme for Economic and Social Progress* announced its intention to establish Ireland as an 'International Education Centre' through measures including:

- exploitation of opportunities in EFL,
- development of international education projects,
- exploitation of opportunities in paramedical and agricultural sectors,
- exploitation of opportunities in outward consulting,
- encouragement of third-level colleges to seek additional postgraduates and summer students.

7. Italy

Italy received 21,411 foreign students in 1988/89, ranking fifth in the EC and eighth in the world. Within the Ministry for University Research, Science and Technology, a Department for International Relations (URI) plays a co-ordinating role in the implementation of national policy, distributes funds and collects statistics. There is also a Rectors Conference which provides a link between the ministry and institutions in academic matters. Italy is described as a relative newcomer to large-scale foreign-student recruitment, with a national commitment to policy development and participation in internationalisation.

Numbers

Definitions of foreign-student status are imprecise, involving a combination of nationality, domicile and nature of secondary qualification. There is a policy to have at least 10% average foreign student enrolment on courses, with no preference as to nationality or discipline. Despite Government measures to achieve even distribution of foreign students in Italian universities, in 1987/88 over 70% were concentrated in nine traditional institutions. In the same year, 70% of foreign students were enrolled in faculties of medicine, architecture, engineering, mathematics/physics/natural science, and pharmacy (Source: *Studiare da Stranieri in Italia*; paper prepared for the OECD Seminar, Hannover 1990).

Admission

Admission procedures are centralised in Italy. Applications for full-course admission are made to the Italian Embassy in the country of origin; applicants must be of an academic standard sufficient for entry in the home country, and must qualify in Italian language. Non-EC students are placed in an Italian institution by the Ministry of Foreign Affairs; EC nationals may choose the institution of study. *Numerus clausus* operates in State universities for medicine, veterinary science and dentistry, with an allocation of approximately 10% of *numerus clausus* places to foreign students.

Funding

Foreign students in general pay tuition fees on the same basis as Italian students. These are low for state universities – currently around 400,000*lire* pa (£190) – reflecting a heavy taxpayer subsidy for the tuition of all students. Independent universities are allowed to set their own fees but must give equal fee treatment to Italian and foreign students. Under certain bilateral agreements, the Ministry of Foreign Affairs gives maintenance grants (currently some 800,000*lire* or £377 per student per month) to some students, mainly from the OECD countries and Europe. In addition, under a special agreement between the Ministries of Foreign Affairs and of University Research, Science and Technology, scholarship support is provided to students from some developing countries. 600 such maintenance grants were made for the academic year 1990/91 from a total budget of 6,000*mlire* (£2.8 million). Students under both schemes pay tuition fees at 50% of the full rate. Countries eligible for student support under the second scheme are selected annually by the Ministry of Foreign Affairs in accordance with foreign-policy priorities of the Italian Government. The 1990/91 awards were distributed across Africa (320), Asia (131) and Latin America (149). Country distribution within continents indicates no preferential treatment of those with historical connections with Italy, although educational support programmes for Somalia and Ethiopia are said to have been in place until the collapse of civil order in those countries. (Source: data supplied by URI.) No estimate can be made of the proportion of self-financing to sponsored foreign students.

Future trends

The main problems facing overseas-student policy in Italy are said to be infrastructural: living costs, language support and accommodation. Some of these affect all students; the growth of exchange programmes is said to be raising institutional awareness of the pressures facing Italian students. A slow expansion is forecast in intra-EC mobility, both inwards and outwards. Italian students are becoming more willing to go abroad for study, and there is a tendency for non-Italians entering on exchange programmes to seek to remain for postgraduate work. As regards developing country recruitment, future constraints are likely to be external to Italian Government policy: maintenance funds, currency exchange, deteriorating developing-country economies. A proposed new act is currently before the Italian parliament which is intended to improve the overall position of foreign students in Italy. No further details are available.

8. Luxembourg

No information available.

9. The Netherlands

The Netherlands ranks sixth in the EC and 20th in the world as a host country, with 8,351 foreign students received in 1987/88. Foreign students, including those enrolled in specialised Institutes of International Education established in 1952 for Third World students, constitute between 2.5% and 3% of the total student body. Those from developing countries constitute approximately 45% of foreign students and 0.9% of all students (Source: data supplied by NUFFIC; years 1986–88). Foreign-student status is defined by nationality. No information is available on subject choice. Responsibility for promoting international co-operation in higher education lies with the Ministry of Education and Culture, which established a funding and sponsorship programme, directed principally to European co-operation, in 1988. The Directorate-General for International Co-operation, within the Ministry of Foreign Affairs, has responsibility for developing-country educational support under the aid budget. Both programmes are administered through NUFFIC, the Netherlands Organisation for International Co-operation in Higher Education, which also plays a key co-ordinating and advisory role. Diplomatic, trade and revenue arguments are not nationally prominent in discussion of foreign-student policy; the rhetoric is rather that of 'internationalisation'. There is said to be a distinctively European focus to the national debates, under the stimulus of the approaching single market. At the same time, voices are heard warning against neglect of broader (eg third-world) educational needs, and calling for more critical examination of the concept of 'internationalisation' (Source: Netherlands country report prepared by NUFFIC for the OECD Seminar, Hannover 1990).

Numbers and Admission

There is no national policy at present to increase the total numbers or percentage enrolment of foreign students, nor to regulate their distribution across institutions. Admission requirements are set by institutions without discrimination between Dutch and foreign applicants; NUFFIC gives advice on academic equivalence. There are no general foreign-student quotas. *Numerus clausus* applies to all students in a few disciplines, including medicine.

Funding

Foreign students are not subject to differential fees; hence there is no financial incentive for institutions to recruit overseas. A variety of scholarship support programmes exist for developing-country nationals to study in the Netherlands, with funding from both national and international sources. In 1990 129 UN fellowships were awarded, a further 55 under Lome Convention provisions and 96 under bilateral cultural agreements funded by the Netherlands Ministry of Education. The Ministry of Foreign Affairs (Directorate-General for International Co-operation) provides 80 fellowships under a targeted programme for Indonesians with an annual budget of approximately 6million guilders (£1.87 million).

In addition, the DGIC funds programmes of developing-country educational support with the following 1991 budgets: direct support to training institutes in developing countries (DSO) (17 million guilders: £5.3 million); Inter-institutional co-operation programme (SV) (60 million guilders: £18.7 million); Netherlands Fellowship Programme (NFP) (40 million guilders: £12.46 million). Indonesia received 125 NFP awards in 1989 and 188 in 1990. Of the 1989 NFP allocation of 1308 awards excluding those to Indonesia, the principal recipient countries were Tanzania (134), Uganda (80), the Philippines (66), Bangladesh, Ethiopia and Nigeria (62 each). (Source: documents supplied by NUFFIC.) While there is a clear targeting of educational support to Indonesia as a former colony (but not to Surinam), no other preferential treatment is given to Indonesian students. As elsewhere, no estimate can be made of the overall proportion of sponsored to self-financing students.

Future trends

The next few years are expected to bring an expansion in intra-Europe co-operation and mobility, with further refinement of the goal of 'internationalising' Dutch higher education as a whole. There is some evidence that the present Government is turning towards a self-described 'bicycle relationship' in education (ie one of easy mobility) with the neighbouring European states, and setting its face somewhat against bilateral agreements as instruments of educational co-operation. Opinions differ, however, on whether the shift towards European collaboration will be at the expense of North-South partnership and support.

10. Portugal

No policy information is available. Statistical information has however been compiled from the country return submitted to UNESCO, and is included in the Tables.

11. Spain

No information available.

12. United Kingdom

The United Kingdom as a receiving country currently ranks fifth in the world and third in the EC. Overseas students comprise approximately 10% of total full-time enrolment in publicly funded higher education (Source: Williams 1990). There is no single locus of responsibility within government for overseas student policy; aspects of direction and implementation are distributed across ministries (Foreign and Commonwealth Office, Department of Education and Science, Overseas Development Administration, Home Office) and the British Council. An Inter-Departmental Group is in place to co-ordinate and review policy issues on overseas students; broader consultation machinery exists in the form of a Round Table which meets intermittently for discussion between IDG members and non-Governmental bodies. A policy of full-cost fees for overseas students (defined as those whose normal residence is outside the UK, EC nationals being treated as home students for fee purposes) was introduced in 1979, and modified by the 'Pym Package' of 1983 which provided targeted scholarship support in furtherance of specific British priorities. The current Government's overall position is that a) Britain welcomes overseas students; b) their education should not be indiscriminately subsidised by the British taxpayer; c) 'in accordance with perceived national priorities, carefully targeted awards should be made available to selected individuals and categories of students from abroad' (Source: Williams 1990). There continues to be criticism of the impact of the fees policy on educational opportunities for students from poorer countries, particularly those of the developing Commonwealth. Partly in response to the controversies surrounding the 'marketisation' of British higher education as an export industry, issues of 'responsible recruitment' and 'good practice' have become prominent policy matters at institutional level (British Council 1989; UKCOSA 1991).

Numbers

With energetic recruitment by the British Council and institutions, overall numbers of overseas students have risen to within 18% of their pre-1979 levels, despite the financial impact of full-cost fees. There have however been radical changes in the patterns of study level and country of origin, attributable in part to the fees policy but also to other factors such as economic changes outside Britain. The trend since 1982 has been for substantial increase in incoming students from EC and OECD member countries, while those from the Commonwealth and developing countries have remained relatively static. Numbers from the poorest 50 countries have, however, recovered to near pre-1979 levels, reflecting a concentration of aid-funded scholarship support to this group. There has been a marked shift since 1979 towards recruitment to higher education (undergraduate and postgraduate) at the expense of non-advanced further education. Overseas students are heavily concentrated in three subject areas which in 1986 together accounted for nearly two thirds of all enrolment: engineering and technology, social, administrative and business studies, and natural sciences (Sources: Dept of Education & Science; Williams 1990).

There is no national target regarding numbers or percentage of foreign students in British institutions. Government policy for higher education as a whole, however, calls for an expansion in the age participation rate from 15% to 30% over the next 25 years, together with improved access for non-traditional students: changes which will not be fully financed from public funds. This, together with other reductions in central government funding of institutions and projected demographic decline in numbers of home-grown 18-year-olds, creates pressure for alternative income generation through recruitment of fee-paying foreign students. Some but not all institutions set internal recruitment targets: 5%–10% would be typical figures.

Admission

Decisions on admission of overseas students are made by individual institutions; there are no nationally imposed entry standards, although national clearing houses make possible a common admission procedure within the publicly funded sector. A broad range of overseas qualifications is recognised, and some evidence of English-language proficiency would normally be required. In all types of institution and levels of study, there is increasing provision of courses specially tailored to the needs of foreign students and their sponsors.

Funding

In purely financial terms, the net cost in taxpayer subsidy of the overseas student presence in Britain pre-1979 (then estimated at £100 million pa: Chandler 1989: 1) has probably been converted to a net gain. Disregarding the cost of scholarship support and the institutional costs attributable to overseas marketing and specialised support, overseas student fees for the university sector are estimated to constitute some 9% of recurrent income in 1990/91. The total economic benefit, including balance of payments gains from student consumption in the private sector, was estimated at £1 billion pa in 1987: roughly one sixth of the total income generated by the tourist industry (Source: Williams 1990).

British Government-funded award schemes for targeted student support totalled approximately £126.94 million in 1989/90, spread over 23,993 awards (Source: Williams 1990). A number of separate programmes exists, reflecting the division of financial responsibility among several Departments of State. The scope of targeted schemes is also intended by government to facilitate achievement of the full range of British policy objectives: political/diplomatic, commercial, developmental and educational (ibid). There is increasing emphasis on project-related training funded within the aid budget through the Overseas Development Administration's Technical Co-operation Training Programme (TCTP). Since there are no national figures on numbers of overseas students supported from other sources, it is not possible to estimate the proportion of sponsored to self-financing students.

Future Trends

Realistically, future trends in Britain must be viewed within the frame of the existing Government's commitment to full-cost fees and targeted support, together with changes affecting higher education as a whole. There is a broad consensus that market forces will create increasing international competition for able students, and that historical ties will not of themselves guarantee a continued market share. Recent and projected changes within Europe seem certain to promote increasing mobility within the EC, and between it and the former Eastern European bloc. Against this background, the preservation and enhancement of educational opportunities to the developing countries of the Commonwealth and elsewhere call for urgent consideration.