



Building lasting relationships

Evaluation of the Fulbright Norway subsidy scheme

Trude Røsdal, Kyrre Lekve
Lisa Scordato, Siri Aanstad
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Report 45/2014

NIFU

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Preface

This report presents the results from the evaluation of the Fulbright Norway subsidy scheme, conducted by NIFU and commissioned by the Norwegian Ministry of Education and Research. The purpose of the evaluation has been to assess the functioning of the subsidy scheme for Fulbright Norway, and to consider the Fulbright Program in the broader context of Norwegian policy for internationalization.

First, we would like to thank the Fulbright Norway Office. Their hospitality has been absolutely fantastic. Also, we would like to express our gratitude towards our American group of experts. Their comments have been of great value. Finally, we would thank all those people who have spent their valuable time with us, sharing their thoughts about the Fulbright Program.

This evaluation has been performed by the researchers Lisa Scordato, Kyrre Lekve, Siri Aanstad and Trude Røsdal (project leader). Fredrik Piro carried out the bibliometric analysis. The study (in the Appendix) of Fulbright Sweden was undertaken by Miriam Terrell, Sandra Karlström and Göran Melin, from Faugert & Co Utvärdering AB.

Oslo, 1 December 2014

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Summary

The Fulbright Program is a binational exchange program which aims to increase mutual understanding between the peoples of the United States and other countries through the exchange of persons, knowledge, and skills. The Fulbright Program in Norway is run by the U.S.-Norway Fulbright Foundation for Educational Exchange (FFN). About a quarter of the funding for the activities of the Fulbright Program in Norway is allocated from the U.S. Department of State, while the rest of funding comes from Norwegian sources, the Norwegian Ministry of Education and Research (KD) being the main source of funding. About 80 grants are awarded in Norway each year, with Norwegian outgoing grants making up close to 60 percent. About one third of outgoing grantees are researchers, a quarter are Ph.D. students, and the rest are students. Norway is the country in Western Europe which has sent and received the relatively largest proportion of Fulbright grantees since the program started in 1946, and continues to send and receive relatively high numbers of students. The funding from the different contributors has been quite stable from 2009 to 2013. However, although there has been a small increase in allocations from the Norwegian Ministry of education and Research, funding from the U.S. State department has declined.

KD has commissioned an evaluation of the subsidy scheme to Fulbright Norway in order to assess the functioning of the subsidy scheme to Fulbright Norway, and to consider the Fulbright Program in a broader context of Norwegian policy for internationalization. We have employed document studies, a custom-made bibliographic study, and interviews with stakeholders both in Norway and the United States in the evaluation. In addition, an American expert group, convened for the purposes of this evaluation has provided feedback on the conclusions of this report. In addition, a concise study was conducted on the Swedish Fulbright Program in order to provide a Nordic comparison. The evaluation covers program activities from 2009-2013.

Overall, the Fulbright Norway Program appears to be functioning very well in terms of objectives, management, and the organization of the grantee selection processes. We find that the funding from the Norwegian government is very reasonably spent. We also find that the intention of the Fulbright Program is well in line with official Norwegian policy for internationalization of research and education. Based on the overall findings of the evaluation we recommend that the Norwegian government enters into a closer dialogue with FFN to better utilize the unique qualities of the Fulbright Program to support goals for internationalization. We recommend that the FFN improve the procedures for information sharing with the Higher Education Institutions (HEIs) about applicants – both outgoing and incoming students and scholars – in order to more closely involve the HEIs in the program. One way of achieving this goal is to make sure that the HEIs are more closely involved in selecting Norwegian grant candidates.

A program with a strong identity

The different American and Norwegian actors we have been in touch with describe FFN in a very favorable way. FFN, and Norway in general, is considered a dedicated and trustworthy partner. The Fulbright Program has a very strong standing in terms of prestige and provides a strong network added value, as the program identity is strong, and possibly much stronger than all other exchange programs. The Fulbright Program is also unique in applying leadership skills and ability for cross-cultural understanding as selection criteria for grants.

Transparent and accurate financial management

Overall, the FFN has very good control over how the funding allocations are directed and managed and the documentation of funding streams is very accurate and transparent. Transparency is secured by publishing main funding streams in Fulbright Norway's annual reports.

The content of the grant letters from the Norwegian government, as well as the wording, has more or less been the same from year to year since 2009. The guidelines in the grant letters are general and quite vague, something which both the Ministry of Education and Research and Fulbright Norway are aware of. Taking the interviews and the budget allocations of Fulbright Norway into consideration, we do not see that a more detailed grant letter will increase the quality of the Norwegian Fulbright Program. Firstly, we find that the funding from the government has been allocated according to the intentions of the funding agency. Secondly, we find that the Fulbright Norway has been attentive to changes in policy priorities and adjusted their profile and priorities to fit with current priorities of the government. This is especially true for the strong High-North priorities of the last years.

Fair and accurate selection processes

A fundamental aspect of the Fulbright Scholarship program is that the program should be open to American and Norwegian applicants from all kinds of subjects and from (nearly) every stage of the academic career ladder. The review of the portfolio shows that Fulbright Norway ensures that this vision is followed to a large extent. The selection process of grantees is very thorough and fair, both on the American side and the Norwegian side. The Norwegian applications are evaluated by a selection committee consisting of members with extensive research experience and knowledge about the Fulbright Program.

An American resource group brought together for this evaluation shared the perception that the Norwegian Higher Education Institutions should play a greater role in the selection process. Participating in the selection process would enable the institutions to use the Fulbright Program more strategically as well as gain a greater feeling of ownership for both the program and the visiting grantees.

A program in line with broader policies for internationalization

In general, the Fulbright program is very well suited to support the Norwegian priority of "Internationalization at home". Most of the grants within the Fulbright Program are of long enough duration to achieve the necessary depth and understanding of the research culture needed to create lasting impressions and effects, and are very much in line with the shift in priority in Norwegian policy from the "free movers" to students enrolled into exchange programs.

The Fulbright Program is less well designed to directly support the Norwegian priority of institutional basis for internationalization. However, the program may very well work together with other means of internationalization that are more specifically designed to support institutional cooperation and coordination of research and mobility. In order to achieve this goal, the HEIs must take a leading role. To help the HEIs take this role, the Fulbright Norway should further improve routines for information sharing with the HEIs, and the government should intensify measures that increase the capacity of the HEIs to work strategically and forcefully for internationalization.

Strong potential for building lasting relationships

The bibliometric analysis of the researchers receiving Fulbright grants since 1999¹ indicates that there is a link between receiving a Fulbright grant and developing lasting relationships with researchers in the visited country. The Fulbright Program may thus be regarded as an important, but not sufficient, component in building strong cooperation in higher education and research between the United States and Norway. There are, however, a wide variety of other means for stimulating increased cooperation. We have seen in this evaluation that the Fulbright Program is not particularly well integrated with other means of internationalization. This seems, however, to be a general picture: most programs are weakly integrated with other programs and initiatives. The general message is thus that all programs, including the Fulbright, have the potential for stronger impact with better coordination and integration of activities, especially at the level of the HEIs.

Recommendations

Fulbright and Norwegian policy for internationalization of higher education and research

The Norwegian government should utilize the Fulbright Program to a greater extent to support policy goals for the internationalization of higher education and research. This evaluation has demonstrated that there is more flexibility in the program than the written materials suggest. Interviews with the responsible American partners demonstrated a willingness to construct grants and awards based on the national circumstances. If the Norwegian government so wishes, there is room for closer dialogue with the FFN about the kind of grants that will reinforce common fields of interest for Norwegian policy goals and the visions of the Fulbright Program. This can and should be done without the Norwegian government interfering with the fundamental vision of the Fulbright Program.

Fulbright and the Higher Education Institutions

The Higher Education Institutions (HEIs) should increase their commitments to internationalization in general, including the Fulbright Program. The HEIs should be aware of and take advantage of the strengths of the Fulbright Program and the Fulbrighters, not least in order to achieve more “internationalization at home”.

The FFN should continue their strong communication with the HEIs but improved procedures for information sharing about the applicants – both outgoing and incoming students and scholars – should be put in place. Better information will enable the HEIs to do a better job in terms of recruiting and integrating the Fulbright Program in other internationalization activities at the HEIs.

The FFN should consider whether the HEIs should be more closely integrated in the selection of grant applicants. The grants committee of Fulbright Norway has strong academic credentials. However, it must be too demanding to attend to the whole scope of scientific fields for such an – all things considered – small committee. Involvement in the selection process from the HEIs might also increase ownership in the Fulbright Program, thus placing the program higher on the internationalization agenda at these institutions.

The procedures at the HEIs seem to be well functioning, and no particular problems of any significance are reported by the Fulbright students or scholars. However, there are issues to consider regarding housing for Ph.D. students in exchange programs and bureaucratic bottlenecks upon arrival in Norway. These are problems of general character, and not particularly connected to the Fulbright Program.

¹ It is however important to be aware that data on pre-2005 grantees is thin, thus not all those scholars that have received a Fulbright grant since 1999 are included in the bibliometric analysis.

1 Introduction

Established in 1946 by Senator J. William Fulbright, the Fulbright Program aims to increase mutual understanding between the peoples of the United States of America and other countries, through the exchange of persons, knowledge and skills.

The U.S.-Norway Fulbright Foundation for Educational Exchange (FFN) was established in 1949 as a binational foundation to administer the Fulbright Program in Norway. The program was initially supported entirely by U.S. funding but the Norwegian commitment to the core program in terms of funding and program support has steadily increased and today amounts to approximately 70% of its funding. The main funders of the program are the Norwegian Ministry of Education and Research and the U.S. government. In addition, the Norwegian Directorate for Education and Training (*Utdanningsdirektoratet*) allocates funding to the “Roving Scholars” support scheme. The Norwegian Ministry of Foreign Affairs has until recently allocated funding for an “Arctic Chair” grant.

The original agreement also established the organization to administer educational support for studies, research, education and other related activities for U.S. citizens at Norwegian Higher Education Institutions (HEIs) and Norwegian citizens at HEIs in the U.S. FFN has a Board of Directors composed of four American and four Norwegian members. The Fulbright Norway Program works closely with cooperating agencies in the U.S. for the selection, supervision and administration of particular grantee categories. The Institute of International Education (IIE) manages the Fulbright Student Program, while the Council for International Exchange of Scholars (CIES) - the scholar division of IIE- manages the Fulbright Scholar Program, the United States’ flagship academic exchange effort. CIES also collaborates with a network of binational Fulbright Commissions in 50 countries². The United States Department of State’s Bureau of Educational and Cultural Affairs oversees the program worldwide.

Each year, approximately 50 Norwegians receive grants to study, teach, or conduct research in the U.S. About one third of the outgoing grantees are researchers, a quarter are Ph.D. students, while the rest are students. Approximately 30 Americans receive grants to do the same in Norway. Researchers, Ph.D. students and students each make up about one quarter of the incoming grantees, while the final quarter consists of different teaching programs. Since the start of the program in Norway, about 1,480 Americans and 3,750 Norwegians have been awarded a Fulbright grant.

² See more at: <http://www.cies.org/about-us/about-cies#sthash.BtFPcJMu.dpuf>

1.1 The aims and scope of this evaluation

The Norwegian Ministry of Education and Research (KD) has commissioned an evaluation of the subsidy scheme for FFN. The terms of reference for the evaluation indicated seven issues to be considered. We grouped the evaluation issues into two parts.

Part 1: The functioning of the subsidy scheme for Fulbright Norway:

1. A general description of the overarching objective, scope and organization of the Fulbright Norway program and of the program's relation to Fulbright globally.
2. The budget streams to Fulbright Norway and the subsequent allocation of funds to activities. Especially the allocation of funding from Chapter 270, Post 71 in the Norwegian budget from 2009 onwards.
3. A description of the allocation of the aforementioned funds in relations to the provisions from the Norwegian government and how the funding supports the goals for the bilateral agreement between Norway and the U.S.
4. A description of the selection process of Norwegian grantees to the U.S. and vice versa.

Part 2: The Fulbright Program in a broader context

5. The degree to which the Fulbright Program supports the Norwegian priorities for cooperation with the U.S., including higher education, institutional partnerships, coupling of research and education, and the added value of mobility.
6. The status and effects of the Norwegian Fulbright Program on U.S.-Norwegian cooperation in higher education and the interplay with other means of stimulation to increased cooperation.
7. Suggestions for improvements of the subsidy scheme for Fulbright Norway.

It is important to be aware of the fact that the Fulbright Program is defined by principles that are determined more or less independently from Norwegian policies. Potential changes to the subsidy scheme will thus be mainly on the Norwegian side and will affect how Norwegian means of internationalization are designed. Traditionally the cooperation between Fulbright and the Norwegian government has been very good. Thus, this distinction is of lesser practical importance.

1.2 Methodological approach

The methods we used across the evaluation were as follows:

- Document analyses
- Interviews with people at key organizations
- Bibliometric analysis of publications
- Interaction with international experts

We also made a separate study of the Fulbright Program in Sweden.

Document analyses

The documents investigated are primarily of two kinds: First, we have investigated documents that describe different aspects of the history, organization, funding, and purpose of the Fulbright Program and FFN. These documents helped us providing a "general description of the purpose, scope and organization of Fulbright in Norway and in relation to Fulbright globally" (evaluation question no. 1). The second kind of documents deal with the relationship between the Norwegian government and Fulbright Norway. In these documents analyses, we investigated official documents from the Ministry of Research and Education, annual reports, financial statements, and other documents that describe

how funding from the government is allocated (research questions no. 2-3). Furthermore, we used documents describing the selection process of grantees (research question no. 4). Moreover, official policy documents from the Norwegian government as well as documents describing the purpose of the Fulbright Program were scrutinized to investigate the alignment to policy goals (research question no. 5-6).

Interviews

In order to provide a thorough description of the key question in this evaluation we have conducted a series of interviews. Firstly, we interviewed actors with detailed knowledge of the organization and procedures of FFN. The Executive Director and other members of the staff at FFN were interviewed, as well as the Chair of the Board (Ms. Karen Nossum Bie). Secondly, we interviewed organizations relevant to understanding the policy context of the Fulbright Program, such as representatives of the Ministry of Research and Education, the Research Council of Norway (RCN), the Norwegian Centre for International Cooperation in Education (SIU), the Association of Norwegian Students Abroad (ANSA) and the Norwegian Association of Higher Education Institutions (UHR), as well as individuals with experience of U.S.-Norwegian cooperation in research and higher education. Thirdly, we interviewed representatives from the five Higher Education Institutions (HEIs) with the largest number of Fulbright grantees. Finally, we interviewed a representative of the Fulbright Alumni Association of Norway and a few previous Fulbright grantees. As the experience of the Fulbright grantees was not a central part of this evaluation, we have not conducted any comprehensive surveys of previous Fulbright grantees.

In order to achieve a broader understanding of how the Norwegian organization of Fulbright is functioning, we interviewed representatives from the American side, i.e. representatives of The National Science Foundation, The State Department, Bureau of Educational and Cultural Affairs (ECA), and The Institute of International Education (IIE), Council for International Exchange of Scholars (CIES).

A total of about 19 interviews have been conducted, about half of them being group interviews.

The chosen methodological approach to the evaluation of the subsidy scheme to Fulbright Norway has contributed to a thorough review as well as a deeper understanding of the Fulbright Norway Program. It has been beyond the scope of this evaluation to interview former scholars to any great extent. Although such interviews might have given another dimension to our understanding of this program, we believe, based on those interviews we did with former grantees, that the conclusions and our recommendations would not change in any significant way.

Bibliometric analysis

We have conducted a separate bibliometric analysis to investigate whether Fulbright grantees (both U.S. and Norwegian grantees) have a higher rate of co-publication with Norwegian and American authors respectively. As there is a considerable lag between the reception of a Fulbright grant and publication resulting from cooperation as a result of a Fulbright stay, we have included researchers back to those who received their scholarship in 1999/2000.³ We compared the rates of co-publications to rates within the separate scientific fields in the Thomson Reuters' database Web of Science (WoS).

International group of experts

A group of international experts provided their qualified views on the evaluations conclusions and recommendations. The four experts who were involved were Professor Philip Altbach (Director at the Center for International Higher Education at Boston College), Professor Kathrin Zippel (Associate Professor of Sociology, Northeastern University), Professor Martin Finkelstein (Professor of Higher Education at Seton Hall University) and Professor Elaine Walker (Professor of Educational Research

³ It is however important to be aware that data on pre-2005 grantees is thin, thus not all those scholars that have received a Fulbright grant since 1999 are included in the bibliometric analysis.

and Evaluation at Seton Hall University). The experts have extensive experience in internationalization of higher education (see e.g. Altbach 2010, Frehill and Zippel 2011, Zippel 2011, Altbach 2014, Altbach and Engberg 2014, Zippel 2014) and program evaluation in higher education (Walker and Gutmore 2000). Of particular value to this evaluation was their detailed knowledge of the Fulbright Program as past recipients of a total of five Fulbright grants. Two of the experts have also participated in the selection of American Fulbright grantees. Professor Zippel, who is of German origin, provided valuable perspectives on the functioning of the Fulbright programs in other European countries, hence supplementing the American perspective. The conclusions drawn from the workshop are the responsibility of NIFU alone. However, our interpretations of the conclusions from the workshop are based on open discussions between the expert group and the project group from NIFU, and the whole group was generally consulted about different topics. The conclusions have been presented to the four experts for comments.

2 The Fulbright Norway subsidy scheme

2.1 Background

The U.S.-Norway Fulbright Foundation for Educational Exchange (FFN) was established in 1949 as a binational foundation to administer the Fulbright Program in Norway. The overarching objective of the Fulbright Program as set forth in the Fulbright agreement is to “promote further mutual understanding between the peoples of the United States of America and Norway by a wider exchange of knowledge and professional talents through educational contacts.” According to J.W. Fulbright educational exchange programs were concerned with increasing scientific knowledge. He believed, however, that their primary role was to increase “man’s understanding of himself and of national and world societies in which he lives”. These considerations are thus important to understanding the vision of the program and the way the program is shaped in terms of its management, funding, and development. The program was initially supported entirely by U.S. funding. The Norwegian commitment to the program, however, both in terms of funding and program support has steadily increased and today amounts to approximately 70% of its core funding. The main funders of the program are the Norwegian Ministry of Research and Higher Education, the Norwegian Ministry of Foreign Affairs and the U.S government.

The Fulbright Norway program is one of several Norwegian scholarship programs for student and researcher mobility between Norway and the U.S. Chapter 4.2 of this report gives a detailed account of agencies and scholarship programs for mobile researchers in Norway and discusses the interaction of FFN with these programs.

2.2 Fulbright Norway

The Fulbright Norway program provides grants targeting different types of scholarly exchange in both countries. The program especially targets graduate students and researchers but it also offers grants to secondary students and teachers. Over the past years, the number and type of grants provided and/or administered by FFN has increased.

The largest grant program in terms of number of grantees and dedicated budget targets students and researchers. The scheme awards grants to both Norwegian and American students who wish to spend the entire or part of their master or doctoral studies in the U.S or in Norway respectively. Norwegian and American researchers are correspondingly eligible to apply for scholarships for a minimum of three to a maximum of twelve months at research institutions in the respective countries.

Until 2012 the portfolio also included the Fulbright Science and Technology Grant for excellent Norwegian students who wished to carry out their doctoral studies in technology and the natural sciences at a U.S higher education institution. From 2009 to 2013, the scheme also included the Fulbright Arctic Chair, a grant targeting experienced Norwegian and American researchers and

lecturers in Arctic sciences. The Arctic Chair program grant was funded exclusively by the Ministry of Foreign Affairs with Barents 2020 seed money from 2009 to 2013, as a four-year pilot project. From 2013, the Arctic Chair has been funded as part of the FFN's ordinary grant program. In 2014, Fulbright Norway applied to the Ministry of Foreign Affairs for additional funding for an Arctic research grant within the social sciences and humanities.

Other grants dedicated to students and secondary teachers include the Roving Scholar Program, Summer Institutes, and English Teaching Assistants. Table 1 gives an overview of the Fulbright grants.

Grants are awarded to individual applicants in all fields of science. This feature is considered one of the main strengths of the Fulbright Program. While a core strength of the Fulbright grants is that they are directed primarily towards individuals, there are several examples indicating that the effects of the grantee's stay often extends to the level of institutions, creating strong and long lasting relations between institutions involved.

An exception is the Fulbright Lecturer cost-share program which provides Norwegian universities and university colleges the opportunity to bring in an American professor to teach courses for one semester or an entire academic year. In order to set up a cost share agreement, the FFN requires a commitment of at least three years. The responsibilities of the host institution are to:

- Assist the grantee with finding housing (the Fulbright office provides guidance on related issues such as how to apply for a residence permit)
- Provide office space
- Clearly communicate expectations about course schedule, content, and grading to the grantee in good time before the beginning of the semester.

There are currently only few Norwegian institutions that have participated in the cost-share program. Currently it is only the University of Bergen that use the scheme actively. This is an opportunity that could be used to a larger extent by other Norwegian institutions as an instrument to support their internationalization strategies. However, informing institutions about this opportunity and universities and colleges actually participating remains a challenge.

Table 1: Fulbright Norway Grant Overview⁴

For Norwegian citizens	Graduate Students (Master, Ph.D.), Scholars (post-docs, researchers, and Norwegian Fulbright Arctic Char). Grant for teachers in Lower and Upper Secondary Schools (6 week "Summer Institutes") and 5 week "Summer Institute" for outstanding students 18-22 years old*.
For U.S. citizens:	Graduate Students, English Teaching Assistantships (ETAs), Scholars (U.S. Fulbright Arctic Chair, "Regular" Scholars, Roving Scholars), Specialists (short-term) and Inter-country Lecturing Grants (invited Fulbright scholars from other European countries).

*Notes on Table 1: *; The Summer Institutes are not regular Fulbright grants; the program for teachers is funded by FFN, while the student program is fully funded by the Department of State).*

A further characteristic is the prestige the program brings to its grantees. The prestigious aspect of the program is not, however, perceived in the same way by Norwegian and American candidates. Norwegian grantees often discover the prestige of the program (and the practical usefulness that this aspect brings with it) only after arrival to the U.S. Many Fulbright grantees report that having been a Fulbrighter in the U.S has on many occasions been an important "door opener" in American society. It appears that the prestige is not a strong motive for applying to the program amongst Norwegian

⁴ The Arctic Chair program and the Roving scholars program are not part of the subsidy scheme of the Ministry of Education and Research and it is hence not within the terms of reference of this evaluation to investigate these particular programs in detail.

grantees. The Fulbright Program is perceived as one of many other exchange schemes. In contrast, the Fulbright Scheme is regarded as very prestigious for American grantees and institutions.

2.3 Daily management and selection process

The Fulbright Program worldwide is managed by the U.S State Department's Bureau of Educational and Cultural Affairs, under guidelines established by the J. William Fulbright Foreign Scholarship Board (FSB).

The daily management of the Fulbright Norway program is carried out by the Fulbright Office (hereafter FFN). FFN is located in Oslo and has a staff of five that is responsible for managing Norwegian grantees going to the U.S. and American grantees coming to Norway. The FFN is responsible for administering issues related to both Norwegian grantees going to the U.S. and American grantees coming to Norway. In addition, the Foundation offers counselling services to Norwegian citizens who want to study in the U.S, hence functioning as an Education USA advising center in Norway.

The "Manual for Binational Commissions and Foundations." developed by the U.S. Department of State for Fulbright Commissions, is designed to serve two primary purposes: a) to inform Fulbright commissions and foundations (Commissions) about certain Department of State administrative requirements regarding the oversight of funds appropriated by the U.S. Congress; and b) to provide guidance on various aspects of Commission operations. The Manual was updated in December 2013. While the manual provides general guidance for the administration of the Fulbright Program, there are significant variations among Fulbright Commissions around the world with regards to local management practices.

The FFN is governed by a Board of Directors, which is composed of four American and four Norwegian members. While the American embassy appoints its own board members, it is the responsibility of the Norwegian Foreign Minister to appoint the corresponding Norwegian once. The Norwegian Minister of Foreign Affairs and the U.S. Ambassador to Norway are Honorary Chairs of the Board. The Ministry of Education and Research, who is also the largest financial contributor to Fulbright Norway, does not have any representatives on the Board due to formal rules regulating conflicts of interest.

Interaction with organizations and stakeholders

FFN interacts with a broad number of stakeholders in Norway and in the U.S. As mentioned earlier, the FFN reports to its Norwegian funders, the Ministry of Education and Research and to the Ministry of Foreign Affairs. While the Norwegian government is not directly represented on the Fulbright board, FFN consults with both ministries and/or government agencies regarding grants which receive earmarked funding (e.g. the Arctic Chair, 2009-2013, and the Roving Scholars), and with the Ministry of Education and Research on the general direction of the program.

The FFN also works closely with subsidiary government agencies in shaping the Norwegian-funded programs. These are the Norwegian Directorate for Education and Training and the Norwegian Centre for Foreign Languages in Education. Cooperation with the latter is in particular important for developing the Roving Scholar program. Formal contact between the American institutions (such as The Institute of International Education (IIE) and the subsidiary Council for International Exchange of Scholars (CIES)) also takes place as a part of the selection process. The FFN interacts continuously and has a good dialogue with Norwegian agencies such as the Norwegian Association for Norwegian Students Abroad (ANSA), Norwegian Centre for Internationalization of Education (SIU), the Norway-America Association, and the Research Council of Norway. The relationship between FFN and other Norwegian organizations which offer grants to study in the U.S. is perceived as good and described as being "symbiotic" rather than competitive.

The Transatlantic Education Forum (TEF), convened by the Ministry of Education and Research once or twice yearly, gathers Norwegian organizations and stakeholders involved in the internationalization of research and education between Norway and North America. The forum provides an opportunity for information exchange and for discussing issues of common interest to member organizations. For the FFN it represents an important opportunity to meet with representatives from the Ministry of Education and Research as large part of the communication between FFN and its main funder takes place in the context of regular TEF meetings (see more about TEF in Chapter 4). The FFN interacts as well regularly with other European Fulbright Commissions.

The Fulbright Alumni Association in Norway (FAAN) is a close partner to FFN. FAAN was established in 1971 and organizes events each year for its nearly 700 members. In 2011, FAAN celebrated its 40th anniversary with a gala event at the Norwegian Academy of Science and Letters and the publication of the book "Den vanskelige kjærligheten". FAAN is governed by a board of five former Fulbrighters. All returning Fulbrighters are invited to become members of the alumni association and the annual fee (200 NOK⁵) is waived for the first membership year. FAAN relies primarily on membership fees but has also benefited from external funding. The Association organizes open seminars and seminars for its members approximately twice a year. In 2014, FAAN launched a Best Scholarly Article of the Year Award for the best article by a Norwegian Fulbright alumnus appearing in a peer-reviewed journal during the past year. More than 30 submissions were received, and the contest effectively contributed to emphasizing the prestige and increasing the visibility of the Fulbright Program among Norwegian institutions and scholars.

Visibility is an essential aspect of the Fulbright Program and the FFN works actively to raise the profile and attractiveness of the program. While the FFN uses different channels to inform Norwegian institutions about Fulbright opportunities, it recognizes that engagement with and incentive to promote the program among students and scholars will vary significantly among institutions. Similarly, the readiness of institutions to use the Fulbright Program as a strategic exchange program is strongly dependent on the level of engagement of individuals employed at the institutions. Using the Alumni Association more actively to reach out to institutions might be an effective strategy to improve recruitment. It was further pointed out that the Ministry of Education and Research could be more actively involved in contributing to the visibility of the Fulbright Program to institutions through different channels. As a part of the recruiting effort FFN sends several messages each year to administrative personnel at all universities and colleges before the application deadline of 1 October. If recruitment of candidates from a particular institution is weak, FFN alerts the director of that particular institution in order to inform about the underrepresentation of his/her institution in the Fulbright Program.

Selection of American grantees going to Norway

The FFN works closely with the IIE/CIES in the selection and supervision of grantees from the U.S. to Norway.

As a publicly funded initiative, the Fulbright Program is required to make its grants publicly available through open, national, merit-based competition, and candidate eligibility cannot be restricted to certain institutions.

Administrators in the U.S. publish the online catalogue of available grants and are generally responsible for promoting the program to U.S. universities. In addition, the FFN helps advertise opportunities through its website, social media outlets, and alumni and, on occasion, through targeted emails to relevant academic departments.

Most U.S. universities and HEIs use locally based selection procedures to select applicants for available grants, including the Fulbright Scholarship grant. After local screening, qualified Fulbright applications are forwarded from universities to the IIE and CIES, which administer the Fulbright U.S. student and scholar programs respectively. After an initial eligibility screening, qualified American

⁵ \$1 is a little bit less than 7NOK as of November 2014

scholar candidates are reviewed and ranked by a peer committee before successful applications are forwarded to the national commissions—in this case, the Fulbright Norway office—for selection. The Fulbright Norway office then solicits feedback about each applicant from his/her intended host. Candidates for the scholarships such as the Roving Scholars and the English Teaching Assistant Program are interviewed via Skype by FFN. Based on feedback from the interviews and the host universities as well as the recommendations from the U.S., the FFN's board makes final recommendations about who should be offered grants. When the grant under consideration is a cost-share, the board normally defers to the host institution's candidate preference. The Fulbright Scholarship Board (FSB) must approve all selected applicants. Once FSB approval has been provided—but not before—the Fulbright office and grantee hosts in Norway may begin communicating and making arrangements directly with selected candidates. According to the FFN, recommendations from the Board and the final approval from the FSB generally converge and there are seldom conflicting views regarding the qualification of nominated candidates.

Selection of Norwegian grantees going to the U.S.

A Stipend Committee (SC), consisting of three Fulbright Board members (two Norwegian and one American) undertakes an initial screening and eligibility review of the Norwegian applications shortly after the October 1 application deadline, and determines which candidates merit an interview. The FFN then schedules interviews with the candidates, usually within the month of November. Candidates are interviewed for the most part in Oslo, by interview panels composed of two Board members and one staff member of the Fulbright Office. All Board members participate in interviews, but occasionally, if two Board members are not available, a third person is recruited for the interview panel from an external organization or from the FAAN. Candidates are also given the opportunity to be interviewed at the Universities of Bergen, Trondheim and Tromsø. Each November the Executive Director and one Board member travel to these cities to conduct interviews and promote the program. A third member of the interview panel is recruited from the host institution. Based on the applications and interviews, each member of the interview panel provides a grade and a short narrative about the candidate. When interviews have been completed, the SC reconvenes (usually early December), reviews the grades and narratives, and proposes a slate of best candidates for approval by the FFN Board at the December board meeting.

The candidates are selected based on comments from the interviews, the candidates' application, plans, background and performance in the interview. Candidates are ranked on a predefined grading scale. Consistent use of the grading scale is essential to the integrity of the evaluation process, and the interview sheets and grading scales are periodically reviewed and revised. In 2012, a 1-5 grading scale replaced the previously used 1-3 scale. The new scoring system also requires written justifications for every top score given. Norwegian citizenship is an eligibility requirement for receiving a Fulbright grant from FFN to go to the U.S.. Emphasis is also put on recommendation letters from qualified referees, and publication record.

Apart from outstanding academic credentials, personal qualities of the candidate are an important factor in the selection process. It is essential that successful candidates are open-minded and willing to represent their home country during their stay in the U.S. Empathy, a sense of humor, poise, friendliness, engagement, and creativity are among the dimensions that the interview panel looks for in a good Fulbright ambassador, and the candidate's "ambassador skills" weigh heavily in the selection process. An additional important factor is the candidate's ability to clearly describe his/her project plan and justify why he/she has chosen to apply for a stay at a particular host institution. It is common for candidates to have initiated contact with the potential American host institution at the time of application, and this is regarded favorably in the selection process. While selections are to a large extent consistent with the grades assigned by the interview panel, written comments are as important as interview scores when ranking candidates. In general, we estimate FFN's selection process to be fair and professional.

According to procedures regulating the selection process the Board has flexibility in adjusting categories, sizes and number of grants within the framework of the budget. This is an important dimension as there are yearly variations in categories, quality and number of applicants.

The quality of the applications over the years is generally found to be excellent, and discriminating between “excellent” and “exceptional” is a perpetual challenge. The SC may also take into account such factors as a balanced geographical distribution and institutional diversity when making its difficult decisions.

After the completion of their grant period, grantees are required to submit written reports on their experience to both FFN and IIE or CIES.

In sum, the role of the FFN staff is to facilitate the selection process by processing applications; scheduling, participating in, and providing staff expertise at interviews; and compiling and reporting results of the application process. The staff also performs preliminary screenings of the American scholar and student applications with the assistance of the American board member. The board indicates that the work done by the FFN staff is very thorough and professional.

Bureaucratic bottlenecks for students and scholars

The FFN experiences regular bureaucratic bottlenecks resulting from immigration-related impediments to international students and scholars. Impediments for Norwegians going to the U.S often relate to DS-2019 issuance by IIE/CIES, which can create significant delays for students and scholars. In addition, there are several immigration-related impediments for Americans coming to Norway. Securing timely grant approval from the Fulbright Scholarship Board is a further factor that needs to be taken into account in the process so that delays for students can be minimized. International exchange and migration hurdles for incoming students and researchers to Norway have been described thoroughly in evaluations of other exchange programs and by SIU. It is therefore important that the responsible Ministry continues to step up its efforts, in cooperation with Norwegian immigration authorities and other involved parties, to alleviate immigration-related impediments affecting international students and scholars.

2.4 Funding flows

An important aim of this evaluation is to investigate to what degree FFN has effective procedures which make it possible to see how and where the allocations from different contributors are spent. If this is not possible, the evaluation should provide an overview of the allocation of funds the organization has had at its disposal during the period.

In addition, the Ministry of Education and Research requested an assessment of whether the funding from the Ministry has been used according to the purpose and guidelines which are provided through the grant letters from the National Budget.

The FFN administration has thorough procedures for accounting, and the key figures are rendered in every annual report. The project team was given access to the accounting sheets for FY 2013, and each student and scholar as well as administration costs are accounted for. As this evaluation is not a financial audit of Fulbright Norway, we decided to narrow the data material in this particular context down to 2013, the last year in the evaluation.

In the following discussion, an overview of funding and funding sources will be given, as well as an overview of expenses of Fulbright Norway. It is however important to be aware that the funding from the Ministry of Education and Research is put together with the funding from the U.S. State

Department in a common pot⁶. Thus, it is not possible to see exactly how the allocations from the Ministry of Education and Research alone, were spent.

In order to assess to what degree the funding from the Ministry has been used according to the purpose and guidelines in the grant letters following from the National Budget, we provide a short description of the grant letters in the following section.

Prescriptions in Grant Letters from the Ministry of Education and Research

During the period from 2009 until present, the content of the Grant Letters as well as the wording has been more or less consistent from year to year. The main message (in addition to the description of legal regulations) of every letter is as follows (translated from Norwegian to English):

“Grants given over the National Budget are to be used by the scholarship program to enable qualified applicants to study at an educational institution in the United States at the Master or Doctoral level. The grant shall also contribute to scholarships for Norwegian researchers.”

Thus, the guidelines in the grant letters are quite vague, which both the Ministry of Education and Research and the FFN express awareness of. Whether or not these guidelines should be more specific and the possible benefits of more specific guidelines from the Ministry was discussed during our (separate) interviews with the representatives from the Ministry and from FFN. While FFN appears to be reasonably comfortable with the vagueness of the guidelines, they see possible advantages of more specific guidelines from the Ministry as such specific guidelines would give clearer signals about how the Ministry actually perceives the strategic role of the Fulbright Program and what role is attributed to the Fulbright Program compared to other similar exchange programs.

Since the question has been raised of whether or not the guidelines in the grant letters should be more specific, it should be mentioned that, to some degree the Ministry has been initiated earlier by the Ministry. Early in the evaluation period (2010/2011), the Ministry encouraged FFN to specify some priority areas for the Fulbright scheme for the years to come, both within the original frame of allocations and for priority areas to be funded outside this frame. The FFN listed four priorities for FY 2012. These four priorities were grounded in the need to:

- strengthen the collaboration between FFN and the Norwegian institutions;
- establish fewer and more targeted scholarships directed towards specific types of institutions and/or specific academic fields;
- Attribute greater weight on the strengths and needs of the host country and institutions (in Norway or in the U.S.) in the collaboration and development of schemes.

These suggestions from FFN have, as of yet, not been followed up on by the Ministry.

It is worth noting, however that the guidelines state that, “The grant shall also contribute to scholarships for researchers from Norway.” The allocation from both the Ministry of Education and Research and the U.S. State Department are put into a common pot. Thus, the allocations from the Norwegian Ministry of Education and Research might just as well fund an American researcher coming to Norway. Whether or not the allocations from these two contributors should be “earmarked” for Norwegians or Americans has been discussed by the FFN and the Ministry. The FFN feels, however, that a strict “earmarking” of allocations would not only be extremely difficult to administer, it

⁶ The term common pot or mixed pot might not be an accurate analogy for how the funding from the different contributors is treated and accounted for by Fulbright Norway. However, Fulbright Norway do *not* run their accounting based on cost centers, which means that cost centers are not attached to the individual expense. Thus, it is difficult to see exactly where the allocations from the Ministry of Education and Research in particular have been spent. However, the funding from the Universities will go towards “their” U.S. scholar, and funding from the Norwegian Directorate for Education and Training is “earmarked” for Rover travel costs and one of the Rover grants (funding for the other two Roving grants comes out of the normal budget).

would also miss the important point that the value of academic exchange accrues not only to the individual but also to the host institution.

Allocation of funding to Fulbright Norway from 2009 to 2013

The allocation from the Norwegian Ministry of Education and Research to FFN is the largest Norwegian funding source for the program, accounting for 7.4 million NOK in 2013. The allocation from the United States amounted to around 3.8 million NOK. FFN also receives minor funding from a few Norwegian universities. In 2013, FFN received about 900 000 NOK from the Ministry of Education and Research through the National Office of Education and about 3 million NOK from the Norwegian Ministry of Foreign Affairs.

The funding from the Norwegian Directorate for Education and Training and from the Norwegian Ministry of Foreign Affairs is earmarked for two scholarship arrangements, the Roving Scholars and the Arctic Chair respectively. As this current report evaluates the funding scheme from the Norwegian Ministry of Education and Research to FFN, funding from these two sources are not included in this evaluation. We have however decided that it is of importance to include these schemes in the current text, as this will contribute to the overall understanding of the program as well as the possibilities or potential that lies within FFN.

Table 2 gives an overview of funding for FFN, by source, in the 2009 to 2013 period. As part of the strategies for higher education cooperation with North America there was an increase in the Ministry of Education and Research grants to FFN in 2008, and since 2009, the allocations from the Ministry of Education and Research have been quite stable. The allocations from the U.S. Department of State have declined somewhat during this period. However, due to the exchange rate it will, at least to some degree be misleading to conclude that there has been a decline based on the figures rendered in NOK.

Table 2: Allocation of funding to Fulbright Norway 2009 – 2013 by source, NOK

	2009	2010	2011	2012	2013
Norwegian Ministry of Education and Research*	6 669 964	6 851 402	7 035 000	7 200 000	7 400 000
U.S. Department of State	4 484 165	4 166 512	3 790 408	3 805 195	3 784 235
Federal Assistance Award	60 527	190 094	74 188	10 090	64 740
Norwegian Ministry of Foreign Affairs	1 200 000	1 790 000	2 970 000	2 970 000	2 970 000
The Norwegian Directorate for Education and Training	1 150 000	850 000	850 000	850 000	910 000
Norwegian Universities	112 250	188 250	433 500	371 000	427 000
Institute of International Education	0	0	0	122 148	0
Other*	347 109	305 598	87 774	87 194	134 951
TOTAL	14 024 015	14 341 856	15 230 870	15 421 627	15 690 926

* Funding over the Norwegian budget, chapter 270, post 71 (in 2009 and 2010 including about 1 million NOK from chapter 281, post 01).

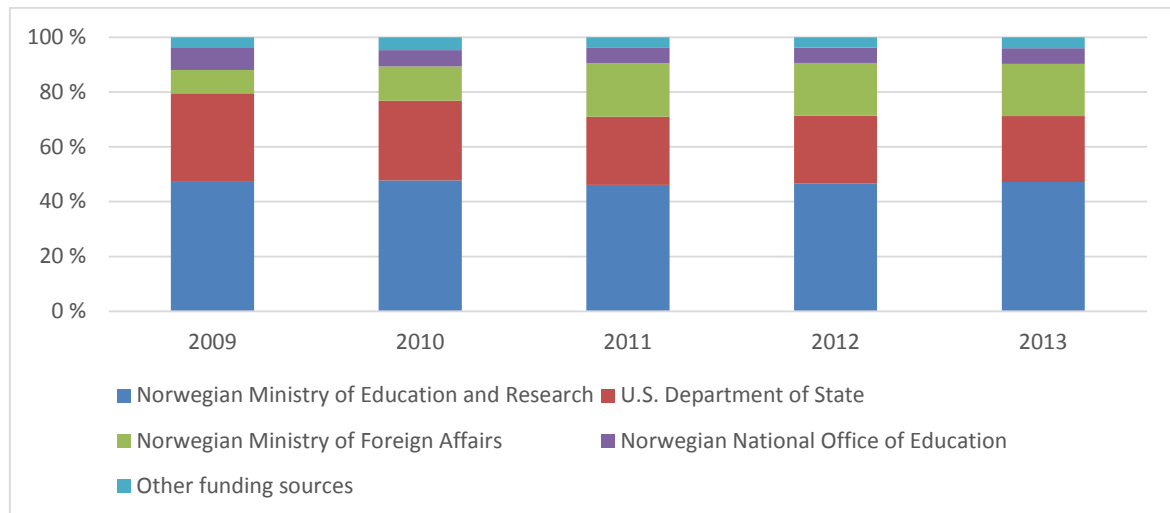
Source: Annual Reports, Fulbright Norway and the Norwegian budget.

Table 2 also shows that there has been an increase in the funding from the Norwegian Ministry of Foreign Affairs of more than 1.5 million NOK during the period. This increase is mainly due to the establishing of the Arctic Chair Scholarship, which was funded only by the Ministry of Foreign Affairs through the so-called Barents2020 funding. The funding from the Ministry of Foreign Affairs ended after

2013, but the Arctic Chair arrangement is continued through the ordinary scholarship program, which is in line with how funding of this kind is supposed to work.

Figure 1 clearly illustrates the stability of the allocations from the largest funding source, the Norwegian Ministry of Education and Research. During this period, the funding from the Ministry of Education and Research has constituted just below half of Fulbright Norway's yearly revenues. Funding from the U.S. State Department amounted to 30 percent of total funding in 2009, and declined to 24 percent in 2013. The funding from the Ministry of Foreign Affairs has varied from just below 10 percent to nearly 20 percent of total funding the last three years.

Figure 1: Funding of Fulbright Norway 2009 – 2013 by source



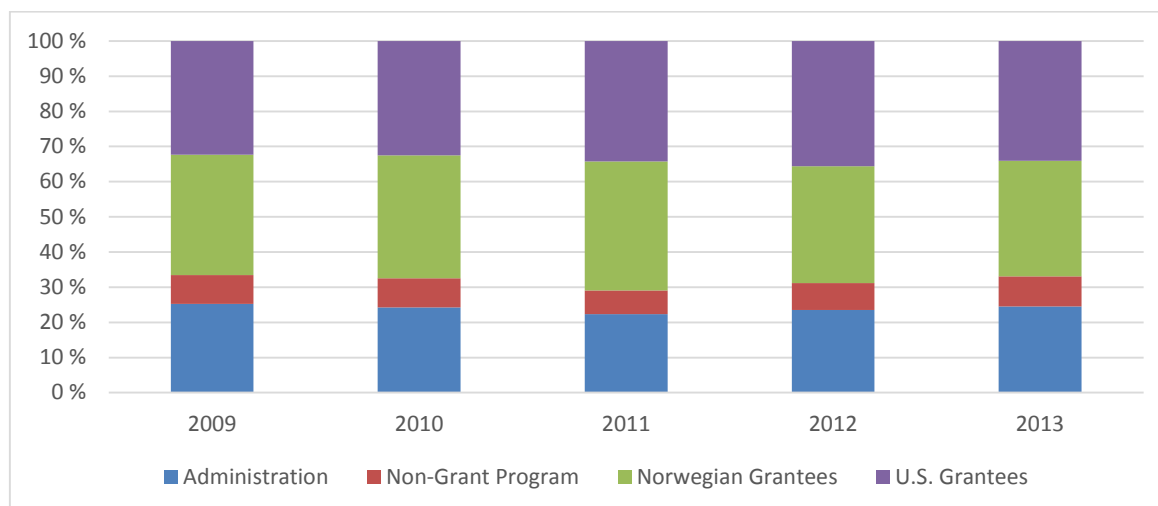
*Other funding sources include Federal Assistance Award, Norwegian Universities, Institute of International Education and Brought forward reserves plus Transfer from operating reserves.
Source: Annual Reports, Fulbright Norway

Expenses of Fulbright Norway 2009-2013

Figure 2 gives an overview of the total expenses of Fulbright Norway, by category, from 2009 to 2013. As the figure clearly illustrates there are no great differences in how money is spent from year to year: the distribution among the four categories is quite even. During the last two years of this evaluation, expenses from American grantees have constituted approximately two percent more of total expenditure than from Norwegian grantees. As there are fewer Americans coming to Norway than there are Norwegians going to the U.S.,⁷ we asked the Fulbright Norway Office about the cause of this distribution of the funding. Fewer Americans coming to Norway costs more than more Norwegians going to the United States because of the cost of living in Norway. Americans are dependent on the Fulbright Scholarship to cover all living costs in Norway, while this is not so for Norwegians going to the U.S. Norwegian researchers and students going abroad on a Fulbright Scholarship usually benefit from additional funding. This might include support from the Norwegian State Education Loan Fund (Norwegian State Education Fund), Ph.D. scholarships from the National Research Council, or wages from their home institution. American Fulbrighters coming to Norway normally do not have this extra support, and the intention has been that their stay in Norway should *not* be dependent on the economic circumstances of the grantee. The exact amount of the grant an American student or researcher receives from Fulbright Norway is based on information from the State Education Loan Fund and SIFO (National Institute for Consumer Research).

⁷ See Chapter 3.

Figure 2: Expenses of Fulbright Norway 2009 – 2013, percentage



Source: Fulbright Annual Reports.

Figure 2 also shows that administration costs corresponds to slightly less than quarter of total expenditure each year, and that the category called Non-Grant Program constitutes no more than between 7 and 8 percent of total expenditure each year.

Table 3 gives a more detailed overview of the expenses and how they are distributed among the different types of scholarship that Fulbright Norway offers. As mentioned earlier, we decided to concentrate on expenses from 2013, the last year of this evaluation, when looking at the more detailed accounting conducted by Fulbright Norway. This detailed overview is also given to illustrate part of the accounting procedures of Fulbright Norway.

Table 3: Detailed overview of expenses (excl. administration) in FY 2013

Norwegian Program Expenses	
Norwegian Researchers	1 050 000
Arctic Chair - Norwegian	730 000
Norwegian Students	2 975 000
Summer Institutes For Teachers	341 773
Summer Institutes For Students	48 387
Total	5 145 160
U.S. Program Expenses	
U.S. Scholars - Lecturers	797 000
U.S. Scholars - Lecturer/Researchers	797 000
U.S. Scholars - Researchers	1 321 000
Arctic Chair – U.S.	730 000
Inter-Country Lecturing Program	20 000
U.S. Students	1 685 000
Total	5 350 000
Grant Supporting Expenses	
Follow-up	20 470
Orientation	57 291
U.S. Misc.	277 000
Counselling/Advising	38 071
Marketing	50 000
Rover Travel costs	600 000
Arctic Chair grant supporting costs	300 000
Total	1 342 832

Source: Fulbright Norway

2.5 Fulbright Norway compared to Fulbright Sweden

As part of this evaluation, a limited study of Fulbright Sweden has been conducted. The study can be found in the Appendix). The main observations from the Swedish study indicate a number of dimensions which are of interest to this evaluation. The national Commissions FFN and Fulbright Sweden are quite similar in the way they are organized. However, the size of the program is smaller in Sweden. From the interview with the State Department (ECA) and from the annual report of Fulbright international, we find that the organization is quite similar in other European countries. A difference can however be noted in terms of funding sources, as in some countries there is more private funding involved.

Like in Norway and also generally for Fulbright programs, graduate students in Sweden are asked to prepare a Study Objectives essay and a Personal Statement for the application. The essays are one of the most essential and important aspects of the application. In Sweden, however finalists are also required to take the Test of English as a Foreign Language (TOEFL). One major reason for requiring a TOEFL test from the Swedish applicants is that Sweden relies on IIE to place its Sweden students, which is a further significant difference between Norwegian and Swedish practices. Leadership skills of the applicants are furthermore considered as highly important. Similarly to other countries, Fulbright Sweden has grants designed for particular Swedish interests and circumstances. In Norway such country specific grants correspond to, for instance, the Roving Scholars and the Arctic Chair. This underlines the argument made by both the American stakeholders (cf. section 4.4, "U.S. perspectives on Fulbright Norway") and FFN about the importance of maintaining a certain degree of flexibility in the grant catalogue.

A further observation is that Fulbright Sweden does not appear to be well integrated with other Swedish instruments of internationalization. Considering the size of the country, one might expect a larger number of mobility instruments in Sweden as compared to Norway. We note that the Research Council of Norway has recently decided to merge different programs of mobility into larger, more integrated programs (see Section 4.2, "Interactions with other mobility programs") indicating a trend towards using instruments in a more strategic way and linking them to overall national objectives for internationalization.

2.6 Summary of observations

Looking into the management and administration as well as the organization of Fulbright Norway gives an overall picture of a very well-run foundation. FFN has a well-functioning relationship with the relevant U.S. agencies, which also contributes to a selection of American grantees that are in line with the demands FFN have for their American visitors to Norway. The selection processes on both the Norwegian and the U.S. side are thorough and fair. Strong weight is put on outstanding academic credential and ambassador qualities of candidates. For the selection of Norwegian grantees no peer review is being done because the relatively large number of applicants makes this a difficult procedure to implement effectively.

The bureaucratic bottlenecks meeting American grantees when they arrive Norway were raised as hindrances that urgently need to be tackled by relevant authorities.

The FFN's accounting is thorough and transparent. The main funding organizations for the Fulbright Norway core program (KD and the U.S. State Department) do not have any specific prescriptions in their grant letters. Thus, there is no way to directly link funding and spending. However, for the two dedicated funding schemes, the Roving Scholars from the Norwegian Directorate for Education and Training and the Arctic chair from the Norwegian Ministry of Foreign Affairs, we find that, taking into consideration that there are some administrative costs attached, funding and spending are in balance. Thus, the funding from KD and the U.S. State department does not subsidize these two special arrangements.

The grants given over the National budget is intended to “*be used [...] to enable qualified applicants to study [...]. The grant shall also contribute to scholarships for Norwegian researchers.*” The total expenses for activities that are not directly targeted at students and researchers amounts to approximately 2 million NOK (see expenses for Summer Institutes and for Lecturers in Table 3). As the activities connected to teachers and lecturers primarily involves incoming American grantees (see Table 7 in Section 3.1.1), we find it reasonable to attribute these expenses to American funding. Finally, we observe that the expenses for administration have been stable around 25 percent (Figure 2). As this is similar to the percentage spent by Fulbright Sweden (see Appendix 2), and as none of the funding organizations to our knowledge have any requirements for the size of administration, we find the allocation for administration reasonable. In conclusion we find that the funding from the Norwegian Ministry of Education and Research are overall allocated to activities that are in line with the guidelines of the grant letter from the National budget Chapter 270, Post 71.

A comparison of Fulbright Norway to Fulbright Sweden points to the fact that the two offices are organized in quite similar ways, but that Fulbright Sweden is somewhat smaller than the Norwegian program. There are also some differences regarding selection processes. Another similarity between the two programs is the fact that they both are loosely integrated with other instruments of internationalization.

3 Program statistics

In this evaluation we have analyzed the Fulbright portfolio of applicants and grantees. The main questions we have focused our attention on are: Who are the Fulbright grantees, where do they come from, and where do they go? These questions will be answered in this chapter. The other quantitative approach has been to look at co-publishing, and a presentation of the bibliometric analysis of the Fulbrighters is included in Chapter 5.

3.1 Overview of Norwegian and American grantees

From the launch of the Fulbright Norway scheme in 1949 until the academic year 2013-2014, a total of 5 019 grants have been awarded. Nearly three quarters or 3 559, of these grants have been awarded Norwegians, meaning incoming Americans were awarded 1 460 grants during this period.

This evaluation will, however, mainly focus on the development of the Norwegian Fulbright scheme during the last five years, and thus the following review of the Fulbright Norway portfolio will cover the period from 2009/2010 to 2013/14.

During the last five years, a total number of 616 Norwegian applications for a Fulbright Scholarship of one kind or another reached the desk of the Fulbright Norway administration. Of these 627, a total of 220 were accepted. This gives an overall success rate of 35 percent for the five-year period. Looking closer at each academic year, the lowest success rate was in 2009 (27 percent), while the success rate was above 50 percent in 2012. This particular year there was also a drop in the number of applications (see Table 4).

Table 4: Norwegian and American applications 2009 – 2013

Grant year	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	Total
Norwegians						
Total number of applications	120	151	124	128	93	616
Awarded and accepted	41	46	47	47	39	220
Accepted applications/share of total, percentages	34	30	38	37	42	36
Americans						
Total number of applications	115	120	139	156	148	678
Awarded and accepted	29	29	32	33	28	151
Accepted applications/share of total, percentages	25	24	23	21	19	22

Source: Fulbright Norway

The fact that Norwegian grantees have dominated the Fulbright Norway portfolio since the start is also reflected in this review of the last five years (Table 5). From academic year 2009/10 until the academic year 2013/14 a total of 220 grants were awarded to Norwegians, while 151 were awarded to Americans. Of a total number of 371 accepted applications, the Norwegian share amounted to nearly 60 percent. However, for the last academic year of this period there seem to have been a more even distribution of awarded grants.

Table 5: Total number of accepted grants 2009–2013

Grant year	Norwegians	Americans	Total	Norwegian share of total, percentages	American share of total, percentages
2009-10	41	29	70	59	41
2010-11	46	29	75	61	39
2011-12	47	32	79	59	41
2012-13	47	33	80	59	41
2013-14	39	28	72	54	46
Total	220	151	371	59	41

Source: Fulbright Norway

As the Norwegian Ministry of Education and Research is the largest financial contributor to the Norwegian Fulbright Scheme (see Chapter 2), this distribution might seem natural. However, as explained in Chapter 2, the funding from the two largest contributors are put together in a “common pot” from which all the grantees are funded. Also, when we take into consideration that each American grantee cost more than the Norwegian grantee this distribution might not be that obvious after all. The explanation is probably found in the history of the Fulbright Program as well as the fact that the U.S. is a more attractive destination for Norwegian students and researchers than is Norway for the Americans. While the U.S. government contributed to the larger part of funding for Fulbright Norway until the beginning of the 1980s, the number of Norwegians going to the U.S. has always outnumbered Americans coming to Norway. On a world basis there are more Fulbright foreigners going to the U.S. than there are U.S. citizens going to another Fulbright country.

3.1.1 Type of Scholarship

The Fulbright Scholarship is awarded to academics in all different stages of the academic career, from students to Ph.D. candidates and senior scholars or researchers. However, students have to have finished their bachelor degree. The Arctic Chair scholarship is unique in the overall Fulbright context, as is the Roving Scholar arrangement⁸. The Roving Scholar is only available for Fulbrighters coming to Norway and the Arctic Chair has only been available to Fulbrighters involved with Fulbright Norway. Tables 6 and 7 show that the total number of grantees as well as the numbers of granted scholarship within the different categories⁹ is relatively stable during the period from 2009/2010 to 2013/2014.

⁸ The Arctic Chair and the Roving Scholar are funded respectively by the Norwegian Ministry of Foreign Affairs and by the Norwegian Directorate for Education and Training, and are thus not directly included in this evaluation.

⁹ The present categories might differ somewhat from the categories presented in the Fulbright Norway Annual Reports.

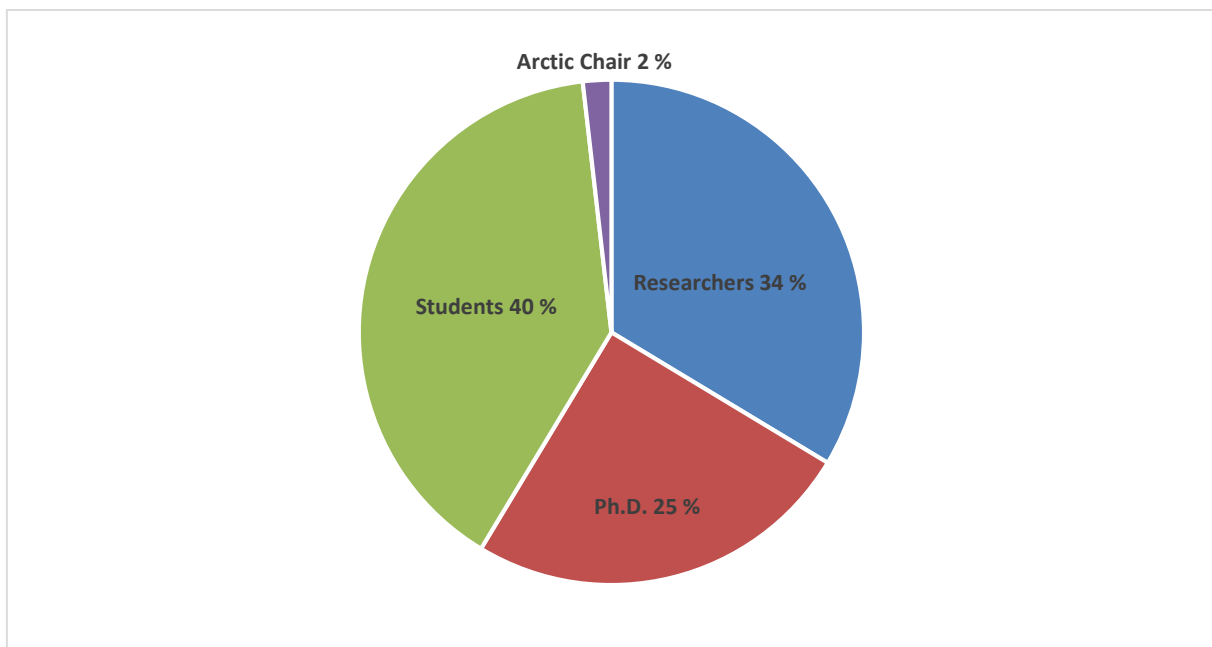
Table 6: Total number of Norwegian grants by type/category of scholarship 2009–2013

Grant Year	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	Total
Total	41	46	47	47	39	220
<i>of which:</i>						
Researcher	15	16	10	20	13	74
Ph.D.	12	11	10	13	9	55
Student	14	18	26	13	16	87
Arctic Chair*	..	1	1	1	1	4

*Funded by the Norwegian Ministry of Foreign Affairs. Source: Fulbright Norway

The pie chart below (Figure 3) shows that grants to Norwegian Fulbright students constitute the largest part of all the awarded grants in this period.

Figure 3: Distribution of grants by category for the 2009-2013 period for Norwegians



Source: Fulbright Norway

As for the American grantees, the distribution between the different categories as well as the total number of awarded grants during the period from 2009/2010 – 2013/2014, has been stable (Table 7). The Roving Scholar grant is awarded to three people each year, and the number of English Teaching Assistant scholarships has increased from two to three awarded grants per grant year during this period.

Table 7: Total number of American grants by type/category of scholarship 2009–2013

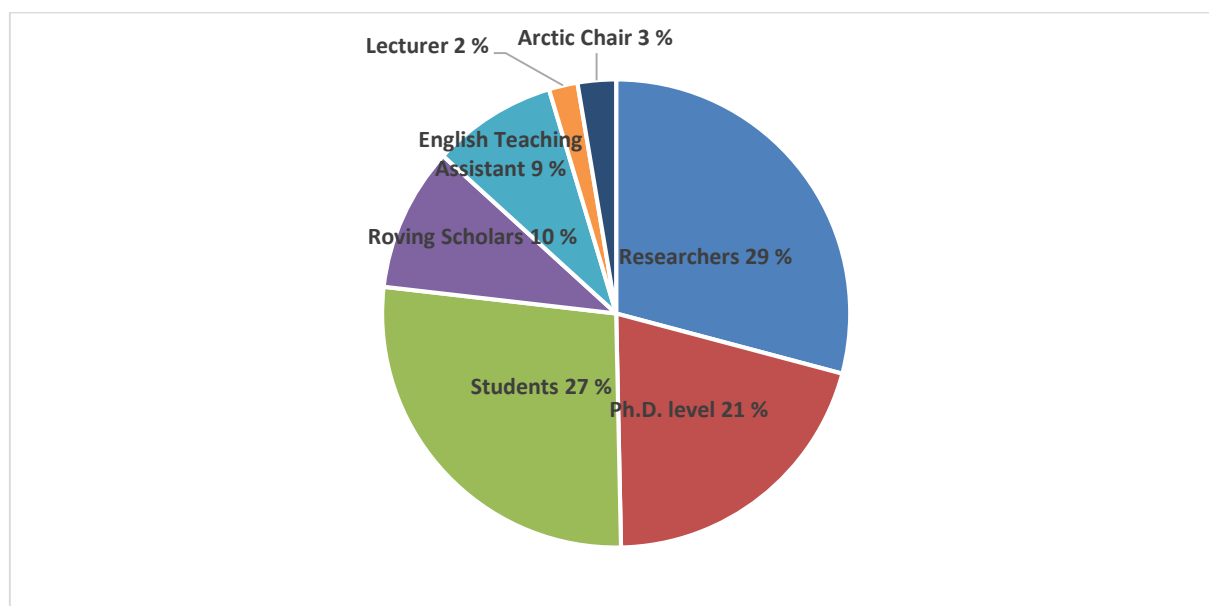
Grant Year	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	Total
Total	29	29	32	33	28	151
<i>of which:</i>						
Researcher*	9	7	9	9	10	44
Ph.D.	8	7	6	7	3	31
Student	6	8	10	9	8	41
Roving scholar**	3	3	3	3	3	15
English Teaching Assistant	2	2	3	3	3	13
Lecturer	1	1	..	1	..	3
Arctic chair***	..	1	1	1	1	4

*Including Lecturer/Research scholar. **Only in Norway, funded by the Norwegian Directorate for Education and Training

*** Funded by the Norwegian Ministry of Foreign Affairs. Source: Fulbright Norway

The pie chart (Figure 4) gives the distribution of grants per category for the American grantees. The figure shows that researchers constitute the largest part of the American grantees. It is however important to mention that in most Fulbright reviews the Ph.D. students are included in the student category. In this context we have chosen to keep the Ph.D. students separated from the students on the lower level in order to visualize this group as well. If the two groups of students and Ph.D. students are combined they will, for both Norwegians and Americans, form the largest group of grantees.

Figure 4: Distribution of grants by category for the 2009-2013 period, for Americans



Source: Fulbright Norway

3.1.2 Grantees by gender

When investigating global mobility within the higher education sector, there is a special interest in understanding the incentives as well as barriers for mobility among students and researchers. Social security and family issues are often mentioned as either drivers or barriers for mobility. It has also been suggested that female researchers are less mobile than male researchers, and that in terms of barriers family issues are especially of greater importance to women than they are to men (Zippel 2011, Lubitow and Zippel 2014). Male Fulbrighters make up the majority of approved grants in the

Fulbright portfolio. This is the case both for the Norwegians and the Americans, but most pronounced among the Norwegians (Table 8).

Table 8: Gender distribution 2009–2013, by grant category

Category	Norwegian			American		
	Total	Women	Female percentage of total	Total	Women	Female percentage of total
Researcher	74	25	34	44	15	34
Ph.D. level	55	24	44	32	20	63
Student	87	37	43	53	31	58
Arctic Chair	4	2	50	4	0	0
Lecturer	..	..	..	3	1	33
Roving Scholar	..	..	..	15	7	47
Total	220	88	40	151	74	49

Source: Fulbright Norway

The table also shows that the difference is most visible for the researchers, where both the Norwegian and the American male researchers outnumber the female researchers. At the Ph.D. level there is no difference for Norwegians, and for the Americans the female Fulbrighters at the Ph.D. level outnumber the males. It might be worth noting that the American Arctic Chair has been awarded to a man each of the four years the arrangement has existed, and that during these for years only one of the applicants has been a woman. Also worth noting, however is that two out of the four Norwegian Arctic Chairs were women.

During our workshop in Washington in October (see Chapter 2), this observed gender difference among the grantees awoke some interest, and questions were raised regarding *why* there is such a difference. While it is not within the scope of this evaluation to answer such an extensive question, it might be of interest to look closer into who the applicants for the Fulbright Scholarship are. Table 9 gives an overview of the Norwegian applicants from 2009 to 2013, by gender and category.

Table 9: Norwegian* Applicants 2009–2013, by gender

Norwegian applicants 2009 - 2013	Total	Female percentage of total	Student (incl. Ph.D.-level)	Female percentage of students	Researchers	Female percentage of researchers
Total	621	42	482	44	139	33
of which:						
Selected**	267	39	182	41	85	35
Not selected	354	44	300	46	54	30

*The corresponding data for the American applicants are available, but given the timeframe of this evaluation it would represent too extensive a job to gather those data as well as processing them.

** There are some discrepancies between the numbers given in Table 7 and Table 8. This is due to the fact that not all approved applicants in the end actually receive a grant. This may happen for to many different reasons (i.e. withdrawal). Source: Fulbright Norway

The table shows that within all three categories the women applicants are in the minority, most distinctly among researcher applicants. Of 621 applications received during the evaluation period, just above 40 percent were from a female applicant.

Social security issues are probably of some importance when it comes to mobility decisions. Family issues most importantly in dual career couples are increasingly challenging for both women and men (Zippel 2014). Both Norwegian and American Fulbright grantees receive limited health insurance with

their Fulbright grant. However, both Norwegians and Americans are encouraged to keep the general coverage from the Norwegian and American state. If a Fulbrighter gets pregnant or give birth to a child during her grant stay, it is possible to apply for maternity leave. There is some coverage if the child is born during the Fulbright stay¹⁰. For Norwegians going to the U.S. on a Fulbright scholarship there is no extra allowance for family members. For Americans coming to Norway there is a small allowance of 2000 NOK per month, per dependent, with a limit of three dependents.

3.2 Academic profiles of grantees and host institutions

3.2.1 Academic subjects

The Fulbright scholarship program is open to every subject field, and the Fulbright Norway office is proud of their awarded scholarship portfolio, which reflects great diversity of subjects (Table 10). In this context, it is of interest to see whether there are differences regarding field of subject between Norwegians and Americans. In categorizing the grantees by field of subject, we have used the standard subdivision defined in the Frascati Manual¹¹. Thus, art (music, photography, etc.) is categorized as a subject within the humanities.

Table 10: Field of subject among Fulbrighters 2009—2013

Subject field	Norwegians	Percentage of total	Americans	Percentage of total
Natural Sciences	31	14	40	26
Engineering and Technology	31	14	10	7
Medical Sciences	37	17	5	3
Agricultural Sciences	1	0	3	2
Social Sciences (incl. education)	84	38	33	22
Humanities *	32	15	45	30
Interdisciplinary studies	4	2	2	1
Not applicable		0	13	9
Total	220	100	151	100

*Includes subjects as Art, Architecture, Film, Music and Photography.
Source: Fulbright Norway

During this period from 2009 until 2013/14, the largest group of Norwegians going to the U.S. represented the social sciences (38 percent), while the rest of the Norwegian Fulbrighters were quite evenly distributed among the other subject fields, apart from the agricultural sciences from which only one Norwegian has been awarded a Fulbright Scholarship. Most of the Americans going to Norway during this period came from one of the humanistic subject fields, but there are quite a few American students and researchers from the natural sciences as well. The social sciences are also well represented among the American Fulbrighters. Whether this distribution is representative of the overall population of researchers and students in Norway and the United States will not be commented on in this context.

To get more information about whether or not the distribution of Fulbright scholarships by subject field reflects the portfolio of applicants, we will look more closely into the applicants to the Fulbright Scholarship and the fields they represent. Table 11 gives an overview of the Norwegian applicants.

¹⁰ <http://usdos.sevencorners.com/>

¹¹ The OECD document setting forth the methodology for collecting statistics about research and development, see <http://www.oecd.org/science/inno/frascatimanualproposedstandardpracticeforsurveysonresearchandexperimentaldevelopment6thedition.htm>

Table 11: Overview of Norwegian applicants.

Subject field	Total number of applicants	Percentage
Medical Sciences	65	10
Social Sciences (incl. education)	282	45
Humanities	128	21
Engineering and technology	80	13
Natural Sciences	55	9
Agriculture and Fisheries	3	0
Other	2	0
No information about subject	6	1
Total	621	100

Source: Fulbright Norway

The table shows that applications representing the social sciences also constitute the largest group of applications as 45 percent of the total Norwegian portfolio for this period. The social sciences thus constitute a larger part of the applicant portfolio than of the granted awards. This is also the case with the humanities, which constitutes just above 20 percent of the application but 15 percent of actual granted awards. The medical sciences account for 10 percent of the Norwegian applications, but the corresponding share for the granted awards is 17 percent.

3.2.2 Host institutions in Norway

The two following tables give an overview of the institutions in Norway which have served as host institutions for American Fulbrighters as well as an overview of which institutions most Norwegian Fulbrighters travel from.

Table 12 shows that there is a vast range in types of institutions which have hosted an American Fulbrighter. There are of course some institutions which have hosted more Fulbrighters than others, and naturally, these are the oldest and largest universities in Norway. There are only a few university colleges that have hosted Fulbrighters, but quite a few research institutes are represented on this list.

Table 12: Norwegian host institution for Fulbrighters coming to Norway 2009 – 2013

Norwegian host	Number of Fulbrighters
University of Oslo	38
University of Bergen	25
Norwegian University of Science and Technology	22
The Arctic University of Norway	10
Peace Research Institute Oslo	7
Norwegian University of Life Sciences	9
University Centre in Svalbard	5
Hedmark University College	4
University of Agder	2
NIVA Norwegian Institute of Water Research	2
Norwegian Polar Institute	2
University of Stavanger	2
International Centre for Geohazards	1
NOVA Norwegian Social Research	1
Norwegian Institute for Cultural Heritage Research	1
Oslo School of Architecture and Design	1
GenØk - the Norwegian Center for Biosafety	1
Norwegian Academy of Music	1
Norwegian Institute of Public Health	1
Nord-Trøndelag University College	1
Total	136
*15 persons were Roving Scholars who do not have a university host	

Source: Fulbright Norway

Similarly, Norwegians going to the United States are primarily affiliated to one of the largest Norwegian universities. It is worth noting, however that the number of outgoing Fulbrighters from the Arctic University of Norway is quite low in this period.

Table 13: Norwegian affiliation for Fulbrighters going to the U.S. 2009–2013

Norwegian affiliation	Number of outgoing Fulbrighters
University of Oslo	50
Norwegian University of Science and Technology	40
University of Bergen	23
Norwegian University of Life Sciences	8
The Arctic University of Norway	5
Norwegian Business School	4
Oslo University Hospital	4

Source: Fulbright Norway

One of the goals of Norway's internationalization strategy is to strengthen the connection between higher education and research. It is therefore interesting to examine whether Fulbright students and researchers go to the same institutions in the U.S. Questions have been raised as to whether students and researchers go to the same institutions with Fulbright scholarships, due to the goal of a tighter connection between higher education and research. The Norwegians going to the U.S. go to a wide range of institutions. There are however, some institutions that stand out as more popular for

Norwegian Fulbrighters. To some degree these are the same for researchers and students. Harvard University and the University of California, Berkeley, seem to be the most popular institutions. In addition, MIT and University of Minnesota are important for Norwegian students, while Stanford is of significance to the researchers.

3.3 Summary of observations

The Fulbright Scholarship is intended to be open to American and Norwegian applicants from all academic fields and from nearly every stage at the academic career ladder. The review of the portfolio shows that Fulbright Norway ensures this vision is followed to a large extent. This review however, does not consider whether the portfolio of accepted grants is representative of the overall distribution of researchers compared to students, gender, or field of subject in Norway and the U.S. The Fulbright Norway program is probably too “small” to be expected to represent the total population of researchers and students.

From a more general perspective, looking into the challenges of internationalization of education and research, it might be of interest to investigate more closely the gender imbalance which is observed in Fulbright Norway, but also appears in other schemes and academic mobility in general.

4 Policy context and interactions with stakeholders

4.1 Background

Goals and strategies

Internationalization is a central objective in Norwegian education and research policies. Several key policy documents¹² emphasize that increased internationalization is important for strengthening the quality of research and education in Norway, as well as for the ability to access the vast body of knowledge that is produced outside our national borders. A key element of these policies is to promote the international mobility of students and researchers. Mobility is an instrument for knowledge exchange and of major significance for the development of networks and research cooperation across national borders. It is a political goal to have Norwegian students and researchers stay at institutions in other countries, and to attract foreign students and researchers to institutions in Norway.

In 2009, the Ministry of Education and Research published its first white paper dealing exclusively with the internationalization of education.¹³ The white paper stresses the importance of linking internationalization to the strategic development of Norwegian higher education institutions, and highlights institutional cooperation, e.g. joint degrees and study programs, as a key element. Increased outgoing mobility of both exchange and degree students as well as staff is a central goal and mobility to high quality institutions and within the context of institutional collaboration is seen as particularly important. Developing internationally oriented education in Norway—referred to as “internationalization at home”—is also a main concern, and seen as a way to make Norwegian institutions more attractive for foreign students and staff.

National research policies are outlined in regular white papers, and the two most recent documents published in 2009 and 2013 both define internationalization as a cross-cutting goal for Norwegian research. In the 2009 white paper, emphasis is placed on strengthening the strategic approach to bilateral research cooperation and cooperation within research, higher education, and innovation.¹⁴ Linking internationalization of research, education, and innovation is stressed to an even greater in the current white paper, which also highlights the importance of strengthening institutional collaboration and Norwegian students’ orientation towards national priority partner countries.¹⁵

¹² See Report No. 14 to the Storting (2008-2009) *Internationalization of Education in Norway*; Report No. 30 to the Storting (2008-2009) *Climate for Research*; Report No. 18 to the Storting (2012-2013) *Long-term perspectives – knowledge provides opportunity*

¹³ Report No. 14 to the Storting (2008-2009) *Internationalization of Education in Norway*

¹⁴ Report No. 30 to the Storting (2008-2009) *Climate for Research*

¹⁵ Report No. 18 to the Storting (2012-2013) *Long-term perspectives – knowledge provides opportunity*

Cooperation with the U.S.

The United States is the world's leading research nation and the single most important country for Norwegian international research cooperation.¹⁶ Norway has a long tradition of cooperation with the U.S. for both research and higher education, and the U.S. and Canada (North America) are currently among Norway's priority partner countries.

Several policy initiatives have been made over the past decade to strengthen cooperation with North America. The Ministry of Foreign Affairs published a U.S. strategy in 2001 that emphasized the need for increased cooperation within the domain of education and research.¹⁷ In 2005, the Norwegian and American governments signed a bilateral agreement on science and technology cooperation, and the same year, the Ministry of Education and Research presented a Strategy for Norway's Scientific and Technological Cooperation with North America.¹⁸ This strategy defines three main goals, each with a set of sub-goals, for cooperation with the U.S. and Canada:

- 1) Long-term increase in R&D-cooperation
 - increased mobility of researchers and Ph.D. students
 - increased bi- and multilateral project cooperation
 - increased access to research, knowledge, and expertise from the U.S. and Canada
- 2) Increased quality in Norwegian research
 - scientific renewal and higher quality and efficiency in researcher training
 - priority of research areas and communities of high quality
- 3) Knowledge-based industrial development in Norway
 - establishment of more partnerships for innovation and R&D-based industrial development
 - increased entrepreneurship through better knowledge of relevant research and business communities in North America

The year 2007 saw the signing of a Declaration on Educational Exchange between Norway and the U.S., and the publication of a strategy for higher education cooperation with North America by the Ministry of Education and Research.¹⁹ This so-called first North America Strategy covered the period 2008-2011, and was followed by a second North America Strategy running from 2012 to 2015.²⁰ The strategies for cooperation within higher education and science and technology are seen as complementary. When it comes to higher education, the main priorities are:

- 1) Government-level collaboration and network arenas
- 2) Institutional partnerships and stronger connections between cooperation within higher education and research
- 3) Student and staff mobility

Both the first and the second North America strategies define quantitative goals for student mobility to and from the U.S., cf. Table 14 below.

Table 14: Goals for student mobility between Norway and the U.S.

	2011			2015		
	Bachelor	Master	Total	Bachelor	Master	Total
Norwegian students to the U.S.	1200	1200	2400	2000	1400	3400
<i>Degree students</i>	600	600	1200	1000	600	1600
<i>Exchange students</i>	600	600	1200	1000	800	1800
U.S. students to Norway	250	150	400	250	200	450

¹⁶ Report No. 18 to the Storting (2012-2013) *Long-term perspectives – knowledge provides opportunity*

¹⁷ *US Strategy*, Ministry of Foreign Affairs, 2001

¹⁸ *Strategy for Norwegian research and technology cooperation with North America*, Ministry of Education and Research, 2005

¹⁹ *North America Strategy for Higher Education Cooperation 2008-2011*, Ministry of Education and Research, 2008

²⁰ *North America Strategy for Higher Education Cooperation 2012-2015*, Ministry of Education and Research, 2011

The second North America strategy introduced the additional goal of strengthening higher education cooperation with North America through closer links in the business sector.

4.2 Interactions with other mobility programs

There are two main agencies responsible for implementing policies for the internationalization of Norwegian research and higher education: the Research Council of Norway and the Norwegian Centre for International Cooperation in Education. In this section we present an overview of the main agencies and programs that fostering student and scholar mobility in Norway. For this evaluation we have conducted interviews with each of these agencies and programs in order to address the evaluation question about the interaction and relation of the FFN to other national mobility programs. This is a fundamental aspect when considering FFN's role in a broader context. The overview indicates that despite its small size in terms of population, Norway has a large number of actors and initiatives that support policies for internationalization of education and research in general and cooperation with North America in particular.

The Research Council of Norway

The Research Council of Norway (RCN) is the main implementing agency for national research policies. Internationalization is a central objective within all RCN programs, and international cooperation and mobility are important criteria in the assessment of grant applications. North America (the U.S. and Canada) is one of ten priority partner countries for Norwegian research, and the Research Council allocates earmarked funding for bilateral cooperation (BILAT-funding) with these countries to RCN programs through internal calls.

RCN has been assigned a special responsibility for the implementation of the Strategy for Norway's Scientific and Technological Cooperation with North America, and the Council administers two mobility programs targeting North America and the U.S.: the Leiv Eiriksson mobility program and Graduate Research Opportunity Worldwide ("GROW").

The Leiv Eiriksson mobility program was introduced in 2005 as a direct follow-up of the strategy. It supports mobility between Norway and North America through individual grants to both Norwegian and American/Canadian researcher recruits and researchers. Grants are given for a period of 3 to 12 months. The annual budget is about 6 million NOK, and the number of mobility grants around 30 to 35 per year.

Graduate Research Opportunity Worldwide (GROW) is a collaborative initiative with the U.S. National Science Foundation (NSF) that supports incoming mobility of American Ph.D. students with funding from the NSF Graduate Research Fellowship Program (GRFP). The program provides funding for visits to Norwegian research institutions for a period of 3-12 months. RCN only provides co-funding, and the annual budget is around 750 000 NOK.

Both Leiv Eiriksson and GROW are administered by the International Scholarship Section in the Research Council. The Section is responsible for a portfolio of relatively small, mainly bilateral mobility programs, that is currently being reorganized with the aim of establishing stronger links between RCN funding of mobility and institutional strategies for international cooperation. As a result of this reorganization, Leiv Eiriksson will not be continued in its current form, and mobility between Norway and North America will be funded through a new initiative called Grants for Long-Term, International Institutional Cooperation (LISI).

In addition to program funding, the Research Council supports collaborative agreements between Norwegian and U.S. institutions for higher education and research, such as the Norwegian Centennial Chair Program; the Peder Sather Centre for Advanced Study; and the Scandinavian Consortium for Organizational Research (SCANCOR).

The Norwegian Centre for International Cooperation in Education

The Norwegian Centre for International Cooperation in Education (*Senter for Internasjonalisering av Utdanning*, SIU) is a public agency promoting mobility and international cooperation at all stages of education. The Centre administers a number of programs for the internationalization of education, and is responsible for coordinating national support measures and implementing policies in the field.

SIU is responsible for the follow-up of the North America strategy for higher education, and supports cooperation with the U.S. and Canada through two main programs: the Partnership Program with North America and Project Funds for North America.

The Partnership Program was introduced as a four-year program in 2008, and renewed for a second four year-period in 2012. The main objective is to develop strong, long-term partnerships between institutions in Norway and the U.S. and Canada. There is a focus on strengthening the connection between cooperation within higher education and research, and on increasing mobility of both students and staff. The program provides funding for educational collaborative projects between Norwegian accredited higher education institutions and American or Canadian institutions. There are no disciplinary limitations, and the projects may be linked to existing projects funded through other sources. In each program period, a total of 24 million NOK has been allocated to 12 projects (500 000 NOK per project per year).

An evaluation of the first program period carried out in 2011 was generally positive and concluded that the program had contributed to networking and mobility between Norwegian and North American institutions. It showed that mobility of students and staff was one of several central activities in the funded projects, and argued that the flexible approach to the types of cooperation partner institutions engaged in was an important feature that catered to different motivations and needs. The evaluation report pointed out that there are several barriers to incoming mobility from North American graduate students to Norway, and that short study tours and summer schools have proved to be efficient means of meet this challenge (Sweetman, Vabø et al. 2011).

Project funds for North America have been allocated since 2009, with the aim of establishing and reinforcing academic cooperation between higher education institutions in Norway and the U.S. or Canada. The annual budget is about 2 million NOK, and so far, a total of 86 projects have received up to 200 000 NOK of funding for a project period of 18 months. In the 2014 call for project funds, collaboration with public or private enterprises was introduced as a requirement for funding.

SIU furthermore administers two programs SIU under the Norwegian Government's High North Strategy that are relevant to cooperation between higher education institutions in Norway and the U.S.: the High North Program and the Fellowship Program for Studies in the High North. Both programs are funded by the Ministry of Foreign Affairs, and aim to promote higher education cooperation between Norway and other countries in the High North, including the U.S.

The High North Program supports higher education collaboration within all disciplinary fields contributing to the development and dissemination of knowledge about, or relevant to, the High North. It is open to Norwegian accredited higher education institutions that cooperate with institutions in the U.S., Canada, Russia, China, South Korea, and Japan. The program runs from 2013 to 2018, and has a total budget of 53 million NOK.

The Fellowship Program for Studies in the High North aims to increase academic collaboration and mobility in the High North by offering student scholarships. Higher education institutions in northern Norway can apply for scholarships for Bachelor, Master and doctoral students at partner institutions in the U.S., Canada, Japan, Russia, and South Korea.

In addition to RCN and SIU, which are responsible for implementing these policies, there are several other actors that play a vital role in enabling the internationalization of Norwegian research and education.

Norwegian State Education Loan Fund

Norwegian State Education Fund was established in 1947 as an extension of a number of welfare schemes for students. In its first year, 3.3 million NOK was given in loans to about 2 200 students. In 2013, Norwegian State Education Fund processed approximately 830 000 applications for educational support and payment relief/waiver, and 3.8 billion NOK in grants and 19.2 billion NOK in loans were paid out for the 2012-2013 academic year.

Norwegian State Education Fund's head office is in Oslo and there are branch offices in Bergen, Stavanger, Trondheim, Tromsø and Ørsta. At the end of 2013, Norwegian State Education Fund had 299 permanent employees.

In addition to providing support for students in Norway to ensure that everyone has the same opportunities to get an education, Norwegian State Education Fund also supports Norwegian students abroad. Students going abroad can get support at the Bachelor level, Master level and Ph.D. level. At the Bachelor and Master level, the support is in part loan and part grant. Norwegian State Education Fund divides its support into three main types. These are basic support, tuition support and travel expenses. At bachelor level, tuition support is given in the form of 50 percent grant and 50 percent loan on the first 61 590 NOK paid in tuition fees. Any tuition support beyond this is in the form of a loan.

At Master level, tuition support is given in the form of 70 percent grant and 30 percent loan on the first 61 590 NOK paid in tuition fees. Any tuition support beyond this is in the form of a loan, which thus is the same as for the bachelor level.

The tuition support for part time students abroad is given in the form of 70 percent grant and 30 percent loan on the first 61 590 NOK paid in tuition fees. This is independent of degree level.

The basic support for Norwegian students abroad is the same at both the bachelor and master level, and the same as for students studying in Norway.

For the Ph.D. student the total support is given as a loan. The support is intended to cover both basic needs and tuition fee. At schools with particularly high tuition fees, the support may be increased to cover the extra expenses. It is important to point out, however, that a Norwegian Ph.D. student normally has a scholarship on the order of an average Norwegian salary, and in going abroad she or he will take their salary with them. Thus, the Norwegian Ph.D. student will in general not make use of the support available from Norwegian State Education Fund.

Norwegian State Education Fund also supports travel expenses including support for accompanying family members. In total, support from Norwegian State Education Fund is provided for up to eight years. A Fulbright grant would come in addition to the support received from Norwegian State Education Fund.

Association of Norwegian Students Abroad (ANSA)

ANSA is the organization for Norwegian students abroad, and has, since 1956, worked to safeguard Norwegian foreign students' interests and provide information on study opportunities available abroad. ANSA also works on issues related to student welfare while abroad, as well as making an effort in establishing an understanding of the resource overseas students represent in terms of their international experience and expertise.

ANSA is formally registered as a student organization, with a head office in Oslo with 13 full-time staff members. The activity at the ANSA head office is publicly funded. ANSA is led by a board and a president. The president is responsible to the board.

ANSA currently has over 10 000 members and 500 representatives/volunteers on over 1 200 campuses in more than 90 countries.

The organization is politically neutral, but that is not to say that they do not do political work. Their main political interest is making a stay abroad possible for every Norwegian student, independent of barriers such as cost. ANSA is visible in the Norwegian political landscape and is part of the Transatlantic Education Forum (TEF, see description below). In this forum, ANSA, together with The Norwegian Student Organization (NSO) represents and advocates for students.

In the interview with representatives from ANSA head office it was expressed that ANSA's concern is first and foremost the individual student. In TEF, representatives from ANSA indicated, they observe that the main focus of other participants is on institutional cooperation. ANSA believes, therefore, that its role is to emphasize the challenges related to the individual student's life abroad. ANSA does not work towards any strategic political goals, neither in relation to the North America strategy nor in relation to any other similar strategy. ANSA does not formally cooperate with Fulbright Norway although the organizations meet in common arenas. According to ANSA, a weakness of the Fulbright Program is that its opportunities are not well known among Norwegian students.

The Transatlantic Education Forum

The Transatlantic Education Forum (TEF) is an initiative under the first strategy for higher education cooperation with North America, to address the goal of establishing government-level collaboration and network arenas. TEF was set up as a coordinating unit with representatives from the American and Canadian embassies in Norway; the Norwegian Ministries of Education and Research and of Foreign Affairs; SIU; RCN; the Fulbright Foundation; ANSA; and the Norwegian Association of Higher Education Institutions (UHR). The National Union of Students in Norway (NSO) and the Norwegian Network for Private Higher Education Institutions (NPH) were included at a later stage. The Forum meets 2 to 3 times a year to discuss mutual challenges and develop joint initiatives.²¹

Transatlantic Science Week

Since 2002, the Transatlantic Science Week (TSW) has been organized as an annual meeting place for North American and Norwegian stakeholders in education, research, and innovation. The main purpose is to bring people from different sectors together, and provide a platform for the development of long-term cooperation. The event takes place in North America every autumn, and is owned and mainly funded by the Ministry of Education and Research.²²

The north2north Student Exchange Program

The north2north Student Exchange Program promotes the exchange of students between circumpolar higher education institutions, including institutions in the northern regions of Norway and the U.S. The program is an initiative of the University of the Arctic (UArctic), a network of universities and other institutions engaged in education and research in and about the North. UArctic was established in 2001 under the auspices of the Arctic Council, and the north2north program began the following year. The University of Tromsø–The Arctic University of Norway (UiT) administers the program, which receives annual funding from the Ministry of Education and Research earmarked for outgoing mobility of Norwegian students. Students may apply for an exchange at a participating north2north institution for a period of 3 to 12 months. Only three American institutions participate in the program, however, and the significance of north2north for outgoing mobility of Norwegian students to the U.S. has so far been relatively limited.²³

²¹ *North America Strategy for Higher Education Cooperation 2008-2011*, Ministry of Education and Research, 2008; *North America Strategy for Higher Education Cooperation 2012-2015*, Ministry of Education and Research, 2011

²² *North America Strategy for Higher Education Cooperation 2012-2015*, Ministry of Education and Research, 2011; www.tsweek.net.

²³ The webpages of UArctic, URL: <http://www.uarctic.org/>

It can be mentioned that the Ministry of Foreign Affairs is funding an ongoing project carried out by UArctic, investigating the possibilities of establishing a more comprehensive Circumpolar Mobility Program with sustainable funding.²⁴

The Norway-America Association

Support for student mobility between Norway and the U.S. is also provided by the Norway-America Association (NORAM), an independent, non-profit organization that has worked to strengthen educational and cultural ties between the two nations since 1919. NORAM is financed by private sector sponsors, and awards graduate scholarships mainly to Norwegian students for studies in the United States, but also to American students for studies in Norway. Up to 35 scholarships are awarded to Norwegian students every year and up to six scholarships to American students. Scholarships are awarded to both exchange and degree students. NORAM also administers a small portfolio of scholarships and grants for Norwegian professionals, including some that are awarded for lecturing or research visits to the U.S.²⁵

4.2.1 Interactions

Our interviews show that the main stakeholders share the view that there is a clear division of responsibility among the actors involved in promoting higher education and research cooperation with the U.S., and little overlap between the different support measures.

The two government agencies, SIU and the RCN, administer a portfolio of support measures within the areas of higher education and research respectively. Both the Norwegian State Education Loan Fund (Norwegian State Education Fund) and the Association of Norwegian Students Abroad (ANSA) might provide, in somewhat different ways, support to individuals going abroad, but this support will mainly benefit the individual student. Regarding the Fulbright students, ANSA and Norwegian State Education Fund will provide support for Norwegian Fulbright students going to the U.S., but not for the American students coming to Norway.

The north2north program, NORAM and Fulbright represent a different category of support measures, in the sense that they are not policy instruments owned and controlled by the Norwegian government. They also share the feature of being mobility schemes targeting individual students and/or researchers. In this way, they are viewed as important supplements to the public policy instruments that increasingly support mobility within the context of institutional cooperation.

With the current reorganization of mobility support in under the auspices of the RCN, Fulbright will remain the only mobility scheme supported by the government that offers individual grants for incoming and outgoing researcher mobility between Norway and the U.S. There is broad recognition of the important role Fulbright plays in giving talented Norwegian and American students and researchers the opportunity to stay at high-quality institutions and develop personal international networks. This is seen as very valuable for the career development of the individual students and researchers, and ultimately, also for Norwegian society.

However, as an individual grant scheme, Fulbright is considered less important for the development of Norwegian higher education and research at the institutional and systemic level. This is, on the one hand, seen as unproblematic, since Fulbright is justified both as a “niche” measure supporting the mobility of individual students and researchers, and as an independent program with wider and historically determined geopolitical and cultural objectives.

On the other hand, it is argued that the significant public funding for Fulbright means that it is reasonable to expect the program will contribute to the national policy goals for Norway’s higher education and research cooperation with the U.S. It is in this context pointed out that there is room for

²⁴ Information received from UArctic.

²⁵ The web pages of NORAM, URL: <http://noram.no/en/>

better interaction and coordination between the existing support measures. While there is regular informal contact between the involved actors, there is little formal cooperation. The Transatlantic Education Forum, which is intended to have a coordinating function, is considered to be an important arena for the exchange of information, but also considered to have limited practical impact. This is said to reflect the high level of representation in the Forum, and it was suggested in the interviews that one way of strengthening the coordinating role of TEF could be to open up for meetings at a lower level allowing for discussions of a more practical nature.

4.3 Fulbright Norway and the Higher Education Institutions

We have investigated how FFN works in relation to the Higher Education Institutions (HEIs) that are the most active Fulbright users: the University of Tromsø–The Arctic University of Norway (UiT), the University of Bergen (UiB), the University of Oslo (UiO), the Norwegian University of Science and Technology (NTNU), and the Norwegian University of Life Sciences (NMBU). The emerging picture is very consistent from all HEIs. All these HEIs have strategies for internationalization. However, most of our informants working directly with the Fulbright conceive these strategies, and the involvement of the leadership of the HEIs, as too general and sometimes vague.

The actual promotion and use of the Fulbright Program at the HEIs seem to be dependent on interested individuals. It is clear, however, that the follow-up from the FFN is very close. All respondents were very positive about communication with the FFN staff. In general, FFN is perceived as service-minded and professional.

The selection of candidates for Fulbright grants, both incoming and outgoing, is done quite independently from the leadership and administration of the HEIs:

- Incoming students are selected by the FFN. The candidates apply to the institutions of their own choice (the only exception are the English Teaching Assistants who are assigned to the cooperating institutions by FFN). When the Fulbright grantee arrives, the institutions use their general routines for receiving incoming students. One particular problem concerning incoming Ph.D. students is housing. According to the regulations of student housing in Norway, Ph.D. students cannot live in student housing as they have status as employees in Norway. Several of the HEIs call for a change of this policy for incoming Ph.Ds. associated with the various exchange programs. We recommend that KD change this provision.
- Incoming researchers must have a letter of recommendation in order to be eligible for a Fulbright grant. Generally this is decided by the individual research groups, but increasingly these decisions are integrated in the strategies of the HEIs. Often such letter must be signed by appointed leaders or higher administrative staff (however this requirement is not systematically implemented within the same HEI or among HEIs). This gives the HEI an opportunity to know and strategically control part of the flow of incoming researchers in accordance with their strategy, instead of leaving the decisions to the individual research groups.
- Outgoing researchers and students act independently of the HEI leadership and administration. The staff at offices of internationalization and/or academic affairs often have knowledge that could be of use to outgoing researchers and students, but they get in touch with Fulbright candidates by chance. All staff we have interviewed call for better routines for monitoring who applies for Fulbright grants in order to offer applicants assistance of different kinds. One of the HEIs routinely coaches students for the interviews with the selection committee of the Fulbright Program.

Some of our respondents are involved in the selection process of Fulbrighters as qualified personnel, not representatives of their institutions.

The large degree of independence of the Fulbright Program from the HEIs is not conceived as a problem by those working with internationalization. Firstly, this seems to be the norm for most

international activities. Secondly, as they find the communication with Fulbright Norway very good, they trust that the best interest of the institution is taken care of. Thirdly, the very high quality of the Fulbrighters leads to very smooth processes and very few challenges for the institutions.

Generally, the HEIs promote the Fulbright Program by publishing calls on their homepages and occasionally by promoting the program to interested individuals. One of the HEIs has systematically promoted the Fulbright Program when promoting internationalization.

4.4 U.S. perspectives on Fulbright Norway

While the main objective of the interviews with representatives of the American agencies (the National Science Foundation, The State Department (ECA), and the IIE (CIES)) was to investigate issues related to selection processes and the organization of the Fulbright Program in the U.S, additional issues of interest for the evaluation emerged. In particular, interesting views emerged which concerned internationalization of higher education and research in general and of the importance of the Fulbright Program in particular, as well as reflections on U.S.-Norwegian cooperation in higher education and research.

The National Science Foundation is not directly involved in the administration of the Fulbright Program. However, they emphasized the importance of the Fulbright Program in establishing initial bilateral cooperation and that the Fulbright Program has the potential to foster strong and long lasting networks, extending the initial cooperation established by the Fulbright grantee. They found that the Fulbright Program was an especially strong agent for cooperation when the grant period was of sufficient length. The ability to reach deep into the research culture of another country is viewed as the most important added value of the Fulbright grantees' visiting experience. The lasting relations that emerge are of benefit for both host and sending institutions.

Both the ECA and the CIES described the staff of the FFN as being highly professional, active, and actively involved partners. In relative terms Norway is the Western country sending and receiving most Fulbright grantees. In absolute numbers, Norway is surpassed by only a few of the largest countries in Europe in the number of exchanged Fulbright grantees since the start of the program (i.e. Germany, United Kingdom, France and Italy).

In general, Norway is considered to be a very committed partner in research and education. Of special interest for the policy content of this evaluation is that both the ECA and the CIES emphasized how initiatives from Fulbright Norway had resulted in unique grants for Norway. This indicates that there is room for integration between strategic national policy initiatives and the Fulbright Program.

For both ECA and CIES it is important to promote Fulbright as the "premier program, providing opportunities for the best brains." With the strong emphasize on leadership properties and cultural understanding of the Fulbright grantees, the ECA and CIES view Fulbrighters as future leaders of their countries. In sum, all three organizations describe the Fulbright Program as a possible core and starting point for further and more extensive institutional cooperation. The Fulbright Program can be a first step, while other, supplementary schemes of internationalization can be used to reinforce the effects of the Fulbright Program.

4.5 Input from the international group of experts

The four international experts were convened with the project group in Washington DC on October 30, 2014 for a workshop discussing preliminary findings and suggested recommendations (see the section "International group of experts" in Part 1.2 for a description of the scientific qualifications of the expert group).

Norwegian policy for internationalization and the role of the Fulbright Program

In general, the expert group supported the fundamental principles of Norwegian policies for the internationalization of research and education, i.e. the principles of “internationalization at home” and that internationalization should have a strong institutional foundation. The expert group held the view that there is more potential for FFN to work in concert with these principles. In particular, they emphasized characteristics of the Fulbright Program such as the flexibility and openness in terms of scientific fields and specific grants as important features that support the goals of Norwegian policy of internationalization. While the Fulbright Program is individually oriented, the expert group recommended that supplementary means of support should be used to strengthen the links between the Higher Education Institutions (HEIs) involved, e.g. Fulbright exchange could be supplemented by exchange of administrative personnel.

Furthermore, the expert group recognized that the Fulbright grantees can have a substantial effect on the goals of “internationalization at home,” i.e. due to the leadership and ambassador abilities of the Fulbright grantees. The expert group was very clear that in order to achieve a deeper cross-cultural understanding of the other country, a Fulbright grantee needs to stay for a quite long period, e.g. a year. However, they did not see a need to extend the current grant period as this would not add any more value in terms of cross-cultural understanding.

The expert group noted that in terms of number of students crossing borders, the relative importance of the Fulbright Program globally, as well as between Norway and U.S., has diminished as internationalization has increased in recent decades. Today, many alternative opportunities for mobility exist compared to the early decades of the Fulbright Program. Many countries have established grants providing opportunities for mobility, although the majority of international students are still self-financed (Altbach 2010). However, the expert group emphasized the importance of the name brand of Fulbright, and stressed that the importance of third party connections and the networks built by the Fulbright Program should not be underrated. The strong value added to leadership abilities of Fulbright grantees is of importance in this respect.

4.6 Fulbright Norway’s contribution to policy objectives

Mobility and international cooperation in research and higher education has been high on the political agenda for many years, and the cooperation between Norway and North America has been a high priority (see Section 4.1 above). Some themes have been recurrent in the different white papers and strategies. The ambition better to coordinate internationalization of research and education has been one such priority (see above). This priority has led to the creation of an institutional basis for internationalization, and corresponding programs to support such institutional cooperation (e.g. the partnership program; see Section 4.2). Furthermore, the goal of “internationalization at home” has come to the forefront, stressing the point that mobility and cooperation should have a greater impact on the Norwegian knowledge system than the impact experienced by individuals alone. This goal has led to a “policy shift towards encouraging students to take short-term sojourns abroad and participating in organized exchange programs like ERASMUS, rather than undertaking their entire education abroad” (Wiers-Jenssen 2008).

The Fulbright Program is very well suited to support the latter priority of “Internationalization at home.” Most of the grants within the Fulbright Program are of long enough duration to achieve the necessary depth and understanding of the research culture needed to create lasting impressions and effects (cf. the conclusions of the expert group in Section 4.5). In this sense, the Fulbright Program is very much in line with the shift in priority in Norwegian policy from the “free movers” to students enrolled into exchange programs (Wiers-Jenssen 2008).

The Fulbright Program is less well designed to support the Norwegian priority of institutional basis for internationalization. However, the program may very well work together with other means of internationalization more specifically designed to support institutional cooperation and coordination of

research and mobility (cf. the conclusions of the expert group in Section 4.5). The people we interviewed at the HEIs in Norway also stressed this aspect. However, in order to achieve this goal, the HEIs must take a leading role. To help the HEIs take this role, the FFN should increase their efforts with regards to information sharing (see Section 4.3, “Fulbright Norway and the Higher Education Institutions”). Furthermore, effort from the Ministry of Education and Research (KD) to increase the capacity of the HEIs to work strategically and forcefully with internationalization will contribute to a stronger integration of the Fulbright Program with other means of internationalization. Such efforts are described in the strategies for cooperation with North America and in the different white papers (see Section 4.1 above). KD may furthermore stimulate the development of stronger strategic work by fiscal means (e.g. support for knowledge transfer, support for conferences, or support for policy development) or through their (formal and informal) communication with the HEIs.

The relative importance of the Fulbright Program in terms of number of exchange students and scholars has decreased as internationalization has increased dramatically the last few decades (Gornitzka and Langfeldt 2008, Altbach and Engberg 2014). Furthermore, many countries, including Norway, have put in place support schemes that effectively provide opportunities for the exchange of scholars and students (Gornitzka, Gulbrandsen et al. 2008). Still, the Fulbright Program has a very strong standing in terms of prestige and provides a strong network benefit, as the program identity is strong, and possibly much stronger than all other exchange programs (especially pronounced in interviews with the American stakeholders). The Fulbright Program is also unique in fostering leadership skills and abilities for cross-cultural understanding as selection criteria for grants (see Section 2.3, “Daily management and selection process”). Thus, the added value of the Fulbright Program is higher in this respect.

Our interviews, both with Norwegian and American stakeholders, indicate that the Fulbright Program is not particularly well integrated with other programs and measures of internationalization. This seems, however, to reflect a general picture as most programs are weakly integrated with other programs and initiatives. The general message is thus that all programs, including the Fulbright Program, has a potential for stronger impact with better coordination and integration of activities, especially at the level of the HEIs.

5 Bibliometric analysis of research cooperation between the U.S. and Norway

5.1 Method

In this analysis, only researchers²⁶ and Ph.D. students are included (i.e. master students have been excluded²⁷). The main purpose of this analysis is to study whether researchers who have received Fulbright scholarships co-publish more papers with U.S. institutions compared to other Norwegian researchers.

Due to the low number of researchers, we have included researchers back to those who received their scholarship in 1999/2000.²⁸

Based on name lists provided by Fulbright Norway we have searched Thomson Reuters' database Web of Science (WoS) and identified relevant articles (original articles, review articles and proceeding papers). For each researcher we have included those publications that were indexed from the final year of the scholarship and onwards. For example, if a researcher received a Fulbright scholarship in 2003/2004, we have included all articles by this researcher from 2004 onward.

Among the 148 Norwegian researchers, five were excluded because their names were not possible to identify with full certainty in WoS. Among the 143 included researchers, a majority has their background from social sciences and humanities. Among the 73 U.S. researchers, five were excluded because their names were not possible to search for in WoS (Table 16).

Table 15: Scientific background of the Fulbright researchers

Field	Norwegian	%	U.S.	%
Humanities	36	25.2	26	38.2
Social sciences	33	23.1	20	29.4
Medicine	31	21.7	1	1.5
Natural sciences	29	20.3	18	26.5
Education	10	7.0	3	4.4

²⁶ In this chapter "scholars" are used interchangeably with "researchers".

²⁷ Some of the Ph.D. students are not included in the analyses due to labeling issues. This should lead to a somewhat lower publication rate, especially for the U.S. researchers.

²⁸ It is however important to be aware that data on pre-2005 grantees is thin, thus not all those scholars that have received a Fulbright grant since 1999 are included in the bibliometric analysis.

Law	4	2.8	0	0.0
Unknown	3	2.1	0	0.0
Total	143	100	68	100

5.2 Findings

A large share of the Fulbright researchers come from the fields with the lowest shares of international collaboration (in particular the U.S. researchers going to Norway). Aksnes, Frølich & Slipersæter (2008) showed that while 72 percent of publications in Norwegian physics had international co-authors in the period 2003-2005, only 38 percent in economics, 37 percent in psychology, 27 percent in other social sciences, and 9 percent in the humanities had international co-authors. In 2005 13.9 percent of all Norwegian publications were co-authored with U.S. institutions, and this had not increased much in 2008 (14 percent).

Unfortunately, a large share of these researchers did not have any publications indexed in WoS—a result of either a low production or because the researchers come from fields that have a poor coverage in WoS and where other publishing forms are more important than journal articles. In the sample of researchers where we did identify publications in WoS, the scientific background of the researchers is less dominated by humanities and social sciences.

Table 16: Scientific background of the Fulbright researchers (final sample)

Field	Norwegian	%	U.S.	%
Humanities	14	13.7	3	10.7
Social sciences	28	27.5	8	28.6
Medicine	29	28.4	1	3.6
Natural sciences	23	22.5	15	53.6
Education	7	6.9	1	3.6
Law	1	1.0	0	0.0
Total	102	100	28	100

From the U.S. only 28 researchers were included in our analysis, i.e. 40 researchers did not have any publications in WoS in the search period. The 28 U.S. researchers had a total of 152 publications in WoS. The 102 researchers from Norway had published a total of 1369 publications in the search period (Table 17).

5.2.1 Co-authorship U.S. – Norway

37 of the 152 publications from U.S. authors had Norwegian co-authors (in 21 of these, several Norwegian institutions were listed). This corresponds to 24.3 percent of the publications.

Table 17: Co-authoring Norwegian institutions.

Number of publications	Institutions
10	The University Centre in Svalbard (UNIS)
8	Norwegian University of Science and Technology (NTNU)
7	The Peace Research Institute of Oslo (PRIO)
5	Norwegian Polar Institute (NPI), University of Tromsø (UiT), Norwegian University of Life Sciences (NMBU)
4	University of Bergen (UiB)
3	Norwegian Institute for Nature Research (NINA)
2	Haraldsplass Deaconess University College, Norwegian Institute for Water Research (NIVA), Sintef
1	Akvaplan Niva, Institute of Marine Research (IMR), Narvik University College, Norwegian Forest and Landscape Institute, University of Agder (UiA)

The total number of U.S. publications is too low for any meaningful statistics to be provided on scientific fields. The WoS category with most publications from U.S. researchers was Engineering, Environmental; Environmental Sciences with six publications, followed by International Relations; Political Science with four publications, and Ecology with three publications.

22 of the 37 publications that had Norwegian co-authors, included the host institution of the Fulbright scholars (i.e., 14,5 percent; the Norwegian hosts are ranked in Table 18), but it is difficult to decide to what degree the host institutions have become permanent partners, as the results are rather mixed (Table 18).

Table 18: U.S. researchers' collaboration with Norwegian host institutions

Name	Host institution	Total number of publications	With host institution
Cone	Haraldsplass	2	2
Cunningham DE	PRIO	3	1
Cunningham KG	PRIO	7	5
Davenport	PRIO	10	1
Fisk	UiB	4	1
Hermanson	UNIS	2	2
Jahren	NMBU	14	1
Moline	UNIS	14	4
Odegard	NTNU	8	3
Perlinger	NIVA	5	1
Welker	UNIS	14	1

Neither the University in Bergen nor the University in Oslo appear in Table 19, which clearly indicates that many of the U.S. researchers at these universities come from humanities and social sciences.

Table 19: Distribution of host institutions for U.S. Fulbright scholars

Institution	N researchers	Researchers with 0 publications	Researchers with publications in WoS
University of Bergen (UiB)	20	14	6
University of Oslo (UiO)	13	9	4
The Peace Research Institute of Oslo (PRIO)	8	2	6
Norwegian University of Science and Technology (NTNU)	5	2	3
University of Tromsø (UiT)	5	5	0
The University Centre in Svalbard (UNIS)	4	0	4
University of Agder (UiA)	3	3	0
Norwegian University of Life Sciences (NMBU)	3	2	1
The Norwegian Academy of Science and Letters	1	1	0
Hedmark University College	1	1	0
Buskerud University College	1	1	0
International Centre for Geohazards	1	0	1
Norwegian Institute for Water Research (NIVA)	1	0	1
Norwegian Polar Institute (NPI)	1	1	0
Norwegian Institute for Cultural Heritage Research	1	1	0
NTNU/UNIS	1	0	1
Oslo School of Architecture and Design	1	1	0
University of Stavanger	1	1	0
UiB/ Haraldsplass Deaconess University College	1	0	1
Total	72	44	28

From Table 20 (and Table 19) we may conclude that the larger universities are to a lesser degree involved in U.S. co-publications compared to UNIS and PRIO.

5.2.2 Collaboration Norway–U.S.

346 out of 1369 publications from the Norwegian researchers had U.S. co-authors (i.e. 25.3 percent). 218 of these were co-authored with the U.S. host institution (i.e. 15.9 percent).

The top three scientific topics of Norwegian Fulbright scholars are Economics; Endocrinology & Metabolism, and Multidisciplinary Sciences (usually from natural sciences). See Table 22.

Table 20: Ten most frequent scientific topics for Norwegian Fulbright scholars

Topic	Number of publications
Economics	81
Endocrinology & Metabolism	73
Multidisciplinary Sciences	56
Immunology	52
Oncology	46
Psychiatry	29
Cardiac & Cardiovascular Systems	27
Genetics & Heredity	26
Chemistry, Organic	24
Clinical Neurology	22
Food Science & Technology	22
Genetics & Heredity; Immunology	22

We have re-grouped the WoS categories into the following ten broad categories (See Nordforsk; Piro 2011).

1. Agriculture, fisheries & Forestry
2. Biology
3. Biomedicine
4. Chemistry
5. Engineering & Materials Sciences
6. Geosciences
7. Health sciences (including psychology, but not social psychology).
8. Physics and mathematics
9. Social sciences (including social psychology, law, and education)
10. Art & Humanities

Several publications are classified in many WoS categories that may be grouped in more than one of the categories above. The publications categorized in WoS as multidisciplinary, have been manually reclassified by us to the most (or the two most) common topics of the respective authors in order to make it possible to include them in the classification system above.

Table 21: Distribution of publications by scientific fields and shares of U.S. collaboration

Field	Co-publish. (N)	Total (N)	% co-publish.	% co-publish for Norway
Agriculture, fisheries & forestry	11	78	14.1	9.0
Biology	10	25	40.0	12.0
Biomedicine	95	302	31.5	16.0
Chemistry	7	42	16.7	8.0
Engineering & Materials Sciences	12	55	21.8	10.0
Geosciences	2	34	5.9	19.0
Health sciences	195	650	30.0	14.0
Humanities	7	33	21.2	4.0
Physics & Math	17	57	29.8	25.0
Social sciences	47	298	15.8	10.0
Total	403	1574	25.6	15.0

Table 23 clearly shows that the Norwegian Fulbright scholars have a higher level of collaboration with the U.S. through co-authorship: 25 percent for Fulbright scholars compared to 15 percent for all Norwegian publications in the same period. The only exception is in Geosciences, where Norwegian Fulbright scholars did not co-publish with practically any U.S. institutions. This is based on a very low number of publications, and may change completely if one extra researcher who had an active network in the U.S. was included.

The results do not indicate, however, to what degree these researchers already had a higher share of U.S. collaboration before they received their Fulbright scholarships, and they do not indicate whether most of the excessive U.S. collaboration is produced during or shortly after the scholarship period, i.e. we cannot say for sure whether the Fulbright scholarship has led to a permanent research collaboration with U.S. institutions.

Approximately 50 percent (50 out of 102) of the Norwegian researchers have been involved in co-authorships with their U.S. host institutions (Table 24 in the Appendix). However, one person alone represents 18.6 percent of all these collaborations, while six people represent 57.7 percent of the collaborations.

5.3 Summary of observations

Both Norwegian and American Fulbrighters have a high degree of co-publication with their respective host countries, and with their host institution. However, a few researchers represent the vast majority of this cooperation. The Norwegian Fulbrighters co-publish with American counterparts in excess of 10 percentage points more than Norwegian researchers in general. The co-publication rate of American Fulbrighters is about the same as for Norwegian Fulbrighters, but the number of publications is quite low. Although we do not have the overall rate of co-publication between U.S. and Norwegian researchers, we believe that the co-publication rate of the American Fulbrighters is even higher relatively speaking, considering the generally low rate of international co-publications for American researchers (about 30 percent; Kamalski and Plume 2013). The high rate of co-publication between the Fulbrighters and their hosts is an indication of research cooperation and lasting relationships, although the data cannot tell to what degree these researchers already had a higher share of U.S. collaboration before they received their Fulbright scholarships, or whether most of the excessive U.S. collaboration is produced during or shortly after the scholarship period.

6 Conclusions and suggestions for improvements

6.1 Conclusions from Part 1: The functioning of the subsidy scheme to Fulbright Norway

Overarching objective, scope and organization and relation to Fulbright globally

Based on the overall impressions and comments provided by both American and Norwegian stakeholders and on other material used in this evaluation, we conclude that the FFN is a highly committed and professional organization. This observation also applies to grantee selection processes which are fair and thoroughly managed. Norway is the country in Western Europe which has sent and received the relatively largest proportion of Fulbright grantees since the program started in 1946, and continues to send and receive a relatively high number of students. The FFN is to a large extent organized and managed in respect to official principles and guidelines of the Fulbright Foundation.

Funding flows

Overall, the FFN has very good control over how the funding allocations are directed and managed and the documentation on funding streams is very accurate and transparent. Transparency is secured by publication of main budget streams in their annual reports.

The funding from the different contributors has been quite stable during the period 2009 to 2013. However, along with a small increase in the allocations from the Norwegian Ministry of Education and Research, there has been a decline in the allocation from the U.S. State Department. Due to issues in American politics and a shift in areas of priority, this decline might represent a trend. Worth mentioning, although not part of this evaluation, is the increase in the allocations from the Norwegian Ministry of Foreign Affairs. This increase was due to the establishment of the Arctic Chair scholarship. The dedicated funding for the Arctic Chair scholarship will be terminated from 2014, but the scholarship is integrated in the general activities of Fulbright Norway. Fulbright Norway has applied for funding to initiate a new scholarship, also within the Arctic area but this time limited to the humanities and social sciences. As of today we do not know whether this initiative eventually will become a reality.

Allocation of funds in relations to the provisions from the Norwegian government and how the funding supports the goals for the bilateral agreement between Norway and the U.S.

The content of the grant letters from the Norwegian government, as well as the wording, has more or less been the same from year to year since 2009. The main message (in addition to the description of juridical regulations) of every letter is the following (translated from Norwegian to English): "Grants

given over the National Budget are supposed to be used by the scholarship program to enable qualified applicants to study at an educational institution in the United States at master or doctoral level. The grant shall also contribute to scholarships for researchers from Norway.”

The guidelines in the grant letters are general and quite vague, something which both the Ministry of Education and Research as well as Fulbright Norway are aware of. This question was addressed in the interviews. Taking the interviews and the budget allocations of Fulbright Norway into consideration, we do not see that changing the wording (presumably to add more details) will increase the quality of the Norwegian Fulbright Program. Firstly, we find that the funding from the government has been allocated according to the intentions of the funding agency (specifically, that the funding from the Ministry of Foreign Affairs and from the Norwegian Directorate for Education and Training has been allocated as intended). Furthermore, we find that the Fulbright Norway has been attentive to changes in policy priorities and adjusted their profile and priorities to fit with current priorities of the government. This is especially true for the strong High-North priorities of the last years.

In other parts of the evaluation we see that there is a potential for closer cooperation between the government and the Fulbright Norway in terms of better integrating the program with political priorities, with other means of internationalization, and with the activities of the Higher Education Institutions. None of these changes will come as a result of more specific grant letters.

We find that the funding from the Norwegian government is very reasonably spent. The money is in general spent as intended. Even though the Ministry of Education and Research provides the largest share of the funding, both Norwegian and American grantees are recipient of these funds. The intention of the Fulbright Program is to enhance exchange between the U.S. and Norway both ways, and this is very much in line with official policy (e.g. the white paper on internationalization²⁹) and strategies (e.g. The North America Strategy for Higher Education Cooperation³⁰). We thus do not find the uneven funding to be a problem.

In general financial statements, annual reports and the general control of details of the Fulbright Norway Program are exemplary.

Selection processes of Norwegian and American grantees

A fundamental aspect of the Fulbright Scholarship program is that is open to American and Norwegian applicants from all kinds of subject and from nearly every stage of the academic career ladder. The review of the portfolio shows that Fulbright Norway ensures that this vision is followed to a large extent.

The selection process of grantees is very thorough and fair, both on the American side and the Norwegian side. The universities and HEIs in the U.S. usually operate with a campus review committee which interviews the students seeking available scholarships, including the Fulbright Scholarship. The American researchers will usually apply directly with the CIES. After a technical selection, the American applications from both researchers and students are evaluated by a review committee at the CIES and IIE respectively. The Norwegian applications are evaluated by a selection committee consisting of members with extensive experience from research and from the Fulbright Program. This is a clear strength of the selection process as member with such experience are able to assess the quality of a research project plan. In addition to evaluating the written application, each of the best qualified applicants is interviewed by the selection committee.

With regard to the selection process it is worth mentioning that our American expert group shared the perception that the Norwegian Higher Education Institutions should play a greater part in the selection process (raised by, e.g., several of the HEIs). Taking part would enable these institutions to use the

²⁹ St. meld. nr. 14 (2008-2009) *Internasjonalisering av utdanningen*

³⁰ *North America Strategy for Higher Education Cooperation 2012-2015*, Kunnskapsdepartementet, 2011

Fulbright Program more strategically as well as gain a greater feeling of ownership for both the program and the visiting grantee.

From a more general perspective, looking into the challenges of internationalization of education and research, it might be of interest to investigate more closely the gender imbalance which is to be found in Fulbright Norway, but also within other schemes and academic mobility more general.

6.2 Conclusions from Part 2: The Fulbright Program in a broader context

The Fulbright Program's role in supporting the Norwegian priorities for cooperation with the U.S.

In general, the Fulbright Program is very well suited to support the Norwegian priority of "Internationalization at home." Most of the grants within the Fulbright Program are of long enough duration to achieve the necessary depth and understanding of the research culture needed to create lasting impressions and effects (cf. the conclusions of the expert group in Section 4.5), and very much in line with the shift in priority in Norwegian policy from "free movers" to students enrolled in exchange programs (Wiers-Jenssen 2008).

The Fulbright Program is less well designed to support the Norwegian priority of institutional basis for internationalization. However, the program may very well work together with other means of internationalization more specifically design to support institutional cooperation and coordination of research and mobility. In order to achieve this goal, the HEIs must take a leading role. To help the HEIs take this role, Fulbright Norway should increase their efforts for information sharing, and KD may contribute to increased capacity of the HEIs to work strategically and forcefully with internationalization by fiscal and other measures of stimulation.

The relative importance of the Fulbright Program in terms of number of exchange students and scholars has decreased as internationalization has increased dramatically the last few decades. Furthermore many countries including Norway have put in place support schemes that effectively provide opportunities for exchange of scholars and students. Still, the Fulbright Program has a very strong standing in terms of prestige and provides a strong network added value, as the program identity is strong, and possibly much stronger than all other exchange programs. The Fulbright Program is also unique in applying leadership skills and ability for cultural understanding as selection criteria for grants. Thus, the added value of the Fulbright Program is higher in this respect.

The status and effects of the Norwegian Fulbright Program on U.S.-Norwegian cooperation in higher education and the interplay with other means of stimulation to increased cooperation

The bibliometric analysis of researchers receiving Fulbright grants since 1999³¹ indicates that there is a link between receiving a Fulbright grant and developing lasting relationships with researchers in the visited country. The Fulbright Program may thus be regarded as an important, but not sufficient, component in building strong cooperation in higher education and research between the United States and Norway. There are, however, a wide variety of other means for stimulating increased cooperation. We have seen in this evaluation that the Fulbright Program is not particularly well integrated with other means of internationalization. This seems, however, to be a general picture: most programs are weakly integrated with other programs and initiatives. The general message is thus that all programs, including the Fulbright, have the potential for stronger impact with better coordination and integration of activities, especially at the level of the HEIs.

³¹ It is however important to be aware that data on pre-2005 grantees is thin, thus not all those scholars that have received a Fulbright grant since 1999 are included in the bibliometric analysis.

6.3 Recommendations

Overall, we recommend that the core activities of Fulbright Norway should be continued in its present form: allocating grants to individual researchers and students.

The overarching objective of the Fulbright Program is to “promote further mutual understanding between the peoples of the United States of America and Norway by a wider exchange of knowledge and professional talents through educational contacts.”

According to J.W. Fulbright, educational exchange programs are indeed concerned with increasing scientific knowledge but, Senator Fulbright believed that the primary role of exchange programs concerned increasing “man’s understanding of himself and of national and world societies in which he lives”. This increased understanding would, he believed, assist in the development of friendly, sympathetic, and peaceful relations between the United States and the other countries of the world.

Although we are realistic regarding the broad geopolitical vision of the Fulbright Program, this dimension is fundamental when considering potential adjustments linked to the management, funding, and development of the FFN. These considerations have been raised several times during the evaluation, especially when considering the role of the Fulbright Program in relation to other national exchange programs for students and scholars.

Based on all parts of this evaluation, and taking the advice of the expert group into consideration, we make the following specific recommendations.

Fulbright and Norwegian policy for internationalization of higher education and research

The Norwegian government should utilize the Fulbright Program to a greater extent to support policy goals for internationalization of higher education and research. This evaluation has demonstrated that there is more flexibility in the program than can be interpreted directly from the written material.³² The interviews with the responsible American partners demonstrated a willingness to construct grants and awards based on the national circumstances. The fact that several of the Norwegian grants have been created upon initiatives from FFN (i.e. The Arctic Chair and the Roving Scholars and more recently the social sciences and humanities initiative) and the degree of unique grants and awards both in the Norwegian and the Swedish Fulbright Program further emphasizes this point. If the Norwegian government so wishes, there is room for closer dialogue with the FFN about the kind of grants that will reinforce common fields of interest for Norwegian policy goals and the visions of the Fulbright Program. This can and should be done without the Norwegian government interfering with the fundamental visions of the Fulbright Program.

Fulbright and the Higher Education Institutions

The Higher Education Institutions (HEIs) should increase their commitments to internationalization in general, including the Fulbright Program. Other work by NIFU has demonstrated that there is still a large potential for improvements in the international strategies of the HEIs (Frølich, Waagene et al. 2014). The leadership of the HEIs should be more strongly committed, and the HEIs should develop specific strategies to address specific (and often local) challenges to internationalization. The HEIs should be aware of, and take advantage of the strengths of the Fulbright Program and the Fulbrighters, not least in order to achieve more “internationalization at home.”

The FFN should continue its strong communication with the HEIs. Improved procedures, however, for information sharing about the applicants—both outgoing and incoming students and scholars—should

³² E.g. from <http://eca.state.gov/fulbright/about-fulbright/history/early-years>: “The U.S. Department of State carries responsibility for management of the Fulbright Program. Among its tasks have been: [...] Assuring that policies and programs are not at variance with U.S. foreign relations objectives.”

be put in place. Better information will enable the HEIs to do a better job in terms of recruitment and integrating the Fulbright Program with other internationalization activities at the HEIs.

The FFN should consider whether the HEIs should be more closely integrated in the selection process of grant applicants. The grants committee for Fulbright Norway has strong academic credentials and solid knowledge of the Fulbright Program. However, it must be too demanding to attend to the whole scope of scientific fields for such an—all things considered—small committee. Involvement in the selection process from the HEIs might also increase ownership of the Fulbright program, thus placing the program higher on the internationalization agenda of the institutions. Our impression is also that there is room for improvements in the procedures for evaluating the catalogue of grants and awards. It seems that the response from the HEIs is primarily made by the interested individuals. The leadership of the HEIs could and should be more involved in defining the role of the Fulbright grantees and thus the catalogue of grants and awards.

The procedures at the HEIs seem to be well functioning, and no particular problems of any significance is reported for the Fulbright students or scholars. However, the Ministry of Education and Research may alleviate some problems of housing by changing the regulation of student housing. Today, Ph.D. students, whether Norwegian or foreign, do not have access to subsidized student housing provided by the student welfare organizations at the HEIs. The Ministry should consider allow Ph.D. students of exchange programs to gain access to student housing when this is deemed necessary.

It is well known that foreign residents in general are met with several bureaucratic bottlenecks upon arrival in Norway. Of particular concern for students and scholars are the requirements of possessing a Norwegian bank account in order to actually be able to receive the grant. In addition, procedures for establishing a bank account without a Norwegian social security number are usually cumbersome. We therefore recommend that the Ministry of Education and Research continues to direct attention on easing administrative burdens for academic exchange students and scholars.

Room for control by the Ministry of Education and Research over the Fulbright subsidy scheme

In deciding on whether to continue with the subsidy scheme in its present form, it will also be wise to take into consideration the fact that the Fulbright Program is defined by principles that are determined more or less independently from Norwegian policies. Potential changes of the subsidy scheme will thus be mainly on the Norwegian side and how the Norwegian means of internationalization are designed.

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Appendix 1: Tables from the bibliometric analysis

Table 22: Number of co-authored publications with U.S. host institutions across scientific field.

U.S. Host Institution	Agriculture, fisheries & forestry	Biology	Bio-medicine	Chemistry	Engineering & Materials Sciences	Geo-sciences
Boston University						
CUNY						
Dept. Of Agric/Scripps Res.Inst.				2		
Harvard			22			
Harvard & Univ Chicago						
Indiana Univ		1	1			
Louisiana State U.						
Mayo Clinic, Jacksonville, FL			4			
MIT					1	
NASA					1	
NYU						
Resources for the Future (RFF), Washington D.C.						
Southwest Foundation for Biomedical Research		4	4			
Stanford			15	1		
Thomas Jefferson U., PA			1			
UC Berkeley					1	
UC Davis					1	
UC Irvine					1	
UC San Diego			2			
UC San Francisco			3			
UC Santa Barbara					2	
UCLA			1			
Univ Chicago			2			
Univ Maryland					1	
Univ Pittsburgh						
Univ Wisconsin	3			2		
Univ. Of Louisville, Kleinert Inst.						
University of Texas MD Anderson Cancer Center						
US Geol Survey						1
Yale			3			
Totalsum	3	5	58	5	8	1

Table 24: (continued): Number of co-authored publications with US host institutions across scientific field.

US Host Institution	Health sciences	Humanities	Physics & Math	Social sciences	Total
Boston University	1	1			2
CUNY	1			4	5
Dept. Of Agric/Scripps Res.Inst.					2
Harvard	30			6	58
Harvard & Univ Chicago	1				1
Indiana Univ					2
Louisiana State U.	2				2
Mayo Clinic, Jacksonville, FL	13				17
MIT					1
NASA					1
NYU				2	2
Resources for the Future (RFF), Washington D.C.				1	1
Southwest Foundation for Biomedical Research	3				11
Stanford	5			1	22
Thomas Jefferson U., PA	7				8
UC Berkeley	1		9	6	17
UC Davis				1	2
UC Irvine			2		3
UC San Diego	2			1	5
UC San Francisco	49			8	60
UC Santa Barbara					2
UCLA	5			1	7
Univ Chicago	4				6
Univ Maryland	1				2
Univ Pittsburgh		1			1
Univ Wisconsin	1				6
Univ. Of Louisville, Kleinert Inst.	2				2
University of Texas MD Anderson Cancer Center	1				1
US Geol Survey					1
Yale					3
Total	129	2	11	31	253



2014-10-31

Fulbright Sweden

A brief overview

Miriam Terrell, Sandra Karlström och Göran Melin

Faugert & Co Utvärdering AB

Fulbright Sweden

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Faugert & Co Utvärdering AB, October, 2014

Miriam Terrell, Sandra Karlström och Göran Melin

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Preface

In the following, a brief overview of the Fulbright programme in Sweden is presented. The overview has been commissioned by The Nordic Institute for Studies in Innovation, Research and Education (NIFU) as part of an investigation of the Fulbright programme in Norway. Information has been collected from the Fulbright Sweden website (www.fulbright.se) and the annual reports 2009–2013. Information has also been provided by Eric Jönsson, Executive Director at Fulbright Sweden.

Technopolis Group in Sweden (Faugert & Co Utvärdering) has conducted several evaluations and studies on the topic of internationalisation of research and education as well as actions aimed at supporting mobility for Swedish researchers and students. Thus, our knowledge and experiences from previous work have been valuable when conducting this overview of Fulbright Sweden.

Further sources of information that we have used are Swedish governmental research bills and documentation of the general political objectives regarding internationalisation and researcher mobility in Sweden.

The work has been undertaken during October 2014 by Miriam Terrell, Sandra Karlström and Göran Melin (project leader).

1. Background and context

1.1 Internationalisation and researcher mobility in Sweden

The importance of internationalisation within research and mobility of individual researchers has been emphasised in the previous research bill¹ (covering 2009–2012) as well as the latest research bill² (covering 2013–2016), presented by the Swedish government. The government also states that Swedish higher education institutions are in need of more transparent and functional career paths as this is identified as an obstacle towards independence and mobility of researchers (between institutions and between sectors). Researcher mobility is considered important for development of creative processes, knowledge transfer and for the higher education institutions' ability to collaborate.

Still, there is no national strategy for internationalisation. Some stakeholders are in favour of the development of such a strategy, for instance the student union SFS. Some organisations which work extensively with internationalisation issues on the academic sector have established a loose network for discussions. One key player in this context is the Swedish Foundation for Internationalisation of Research and Higher Education, STINT. Some policy studies can be found on its website.

STINT, together with the governmental agency The Swedish Institute provide funding for internationalisation, both targeting research and higher education, through the academic system. Several other organisations, often private foundations, provide funding for internationalisation of one or the other kind but typically on a significantly lesser scale than the two aforementioned ones. Fulbright Sweden should be regarded as one of the latter which rather top up the system with a few additional possibilities for exchange or internationalisation, sometimes targeting specific groups in the academic community.

The respective research councils also have programmes for exchange or internationalisation. One example of such a governmental instrument with the purpose to increase and support researcher mobility is the *Mobility for Growth* programme, managed by the Agency for innovation systems, VINNOVA. The programme aims at supporting the careers of experienced researchers through mobility and international collaborations. The target group is experienced researchers who have at least four years' full-time research experience and who are interested in mobility as a career development option.

The overall budget is EUR35m and the programme duration is 2012–2017 (at least). EUR10m is co-funding from Marie Skłodowska-Curie Actions (European Commission).

In general, national objectives on researcher mobility in Sweden and the other Nordic countries are closely related to those set by the European Commission.

2. Fulbright Sweden

Since 1952, when an executive agreement was signed by American Ambassador Walton Butterworth and by Dag Hammarskjöld for the Swedish Government, Sweden and the United States are participating in exchange of scholars and students through different grants provided by Fulbright. As far as the Executive Director at Fulbright Sweden can recall, there are no previous evaluations of Fulbright Sweden.

¹ *A Boost to Research and Innovation* 2008/09:50

² *Research and Innovation* 2012/13:30

2.1 Funding and expenditure

Fulbright Sweden is mainly funded by public funding and more specifically by the Swedish and American governments. In addition, there are other non-specified funding sources. Table 1 shows the annual funding per funding source and the average amount of funding, during 2009–2013, is SEK8.3m per year. Funding from the Swedish government has slightly increased between 2009 and 2013, from below SEK4.5m to SEK4.7m (an average increase of SEK63k per year). Funding from the American government, during the five-year period, has varied between just under SEK2m in 2013 and just over SEK2.3m in 2010. The annual amount from other funding sources has varied between approximately SEK0.9m and SEK2m.

Table 1 Annual funding (million SEK) of Fulbright Sweden during 2009–2013. Data source: Fulbright Sweden Annual Reports 2009–2013.

	2009	2010	2011	2012	2013
Swedish government	4 483 000	4 552 000	4 616 000	4 676 000	4 734 000
American government	2 240 000	2 336 691	2 080 000	2 144 000	1 988 929
Other funding sources	1 420 442	880 651	2 051 494	1 932 649	1 529 792
TOTAL	8 143 442	7 769 342	8 747 494	8 752 649	8 252 721

As Figure 1 shows, the Swedish government contributed with a majority of the funding during 2009–2013. The American government has contributed with 30 per cent at the highest in 2010 and 24 per cent at the lowest in 2011 and 2013. Other funding sources varied from 11 to 23 per cent during the five-year period.

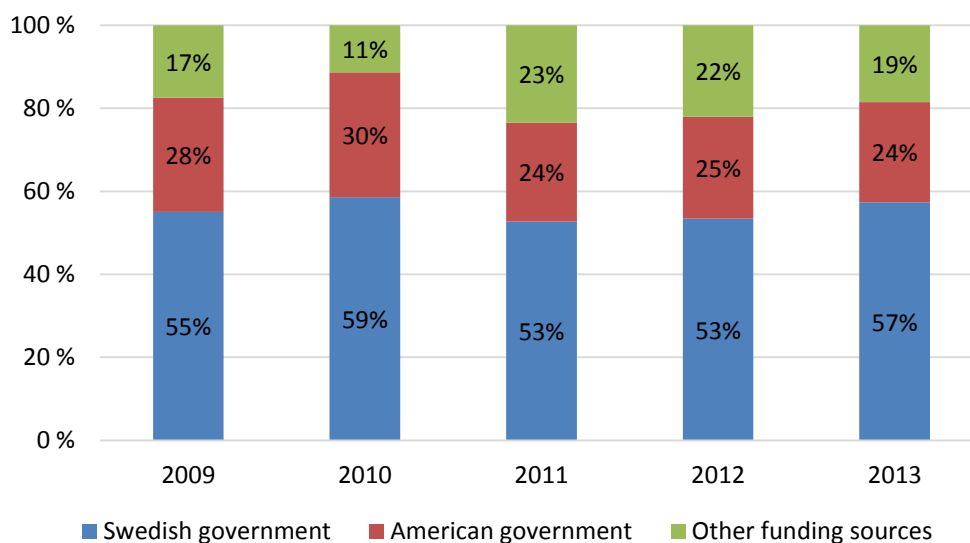


Figure 1 Share of funding of Fulbright Sweden per year 2009–2013. Data source: Fulbright Sweden Annual Reports 2009–2013.

As shown in Figure 2, the main part of the expenditure consists of granted scholarships (49-59 per cent). Administration is the second largest post with just over SEK2m per year. Between 12 and 20 per cent per year has been spent on information of education and research in the U.S, between 2009 and 2013. The smallest annual post during the five-year period is scholarship activities, lectures and other (non-specified) programme expenditures.

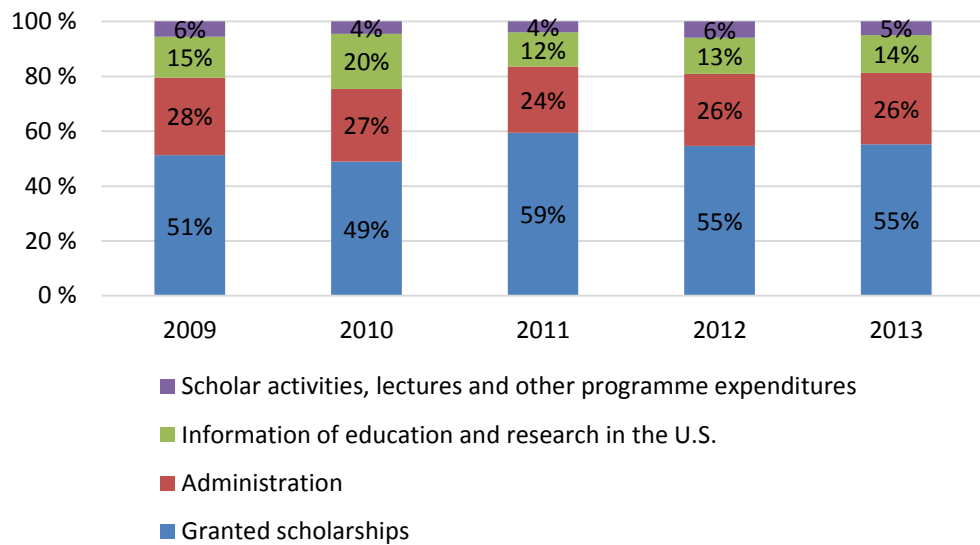


Figure 2 Expenditure Fulbright Sweden 2009–2013. Source: Fulbright Sweden Annual Reports 2009–2013.

2.2 Fulbright scholarships in Sweden and criteria for funding

Fulbright Sweden distributes grants in four different categories:

- American graduate students
- American visiting scholars
- Swedish graduate students
- Swedish visiting scholars

For all grants, grantees are chosen based on their academic merit and leadership potential. The Swedish Fulbright Commission issues grants to outstanding American and Swedish students and scholars who embody the mission of the Fulbright programme. However, Fulbright grants differ from other programmes as a grantee is chosen not only due to his or her academic excellence and potential contribution to their field, but also because of how well the person can represent his or her country and research area. In the allocation of grants, the Commission follows its principle of providing grants to "the best and brightest" in the four different categories of grantees. Difficulties with the selection process due to a large number of highly qualified candidates is mentioned in the annual reports. Grants for graduate students have priority over those for established researchers. The criteria for funding differ depending on the grant, and the specific requirements are described further below under each respective grant.

Graduate student applicants are asked to prepare, among other documents, a Study Objectives essay and a Personal Statement for the application. The essays are one of the most essential and important aspects of the application. Finalists are required to take the Test of English as a Foreign Language (TOEFL) and depending on the field of study, either the Graduate Record Examination (GRE) or the Graduate Management Admission Test (GMAT). Grantees in law are required to take the TOEFL test only. In addition, finalists are to be interviewed before decisions of funding are being made.

2.2.1 Swedish graduate students

The Fulbright graduate student grants are given to Swedish students with an excellent academic record and the eligibility requirements are Swedish citizenship, fluency in English, an excellent academic record and a completed university degree from Sweden or another European country before departure to the United States. Individuals who are

eligible to apply must also spend an entire academic year at an American university. Preference will be given to candidates who have not recently studied for an extended period of time at a university in the United States. Individuals are not eligible to apply for a Swedish Fulbright graduate student grant if they hold dual citizenships (Sweden and the United States), are residents in the United States or have a green card. Furthermore, the university degree must be completed prior to departure to the United States and by the time of applying the applicants cannot already have started their graduate studies in the United States. Applications will be accepted in all fields, except medicine (not including Public Health or medical research), dentistry, and veterinary medicine.

2.2.2 Swedish visiting scholars

The Fulbright visiting scholar grants are given to Swedish scholars who wish to conduct advanced research and/or lecture in the United States and who have an established affiliation with an American university or research centre. The period of stay in the United States should be a minimum of three months with visa sponsorship up to twelve months. Applications are welcome from recent post doctorate scholars to full professor level candidates. Scholars who have not yet completed their doctoral degree at the time of application will need to present evidence of completion of the degree prior to their departure to the United States. In addition, it is required that the scholar is fluent in English and has established affiliation with an American university or research centre.

Also, Swedish visiting scholars are able to apply for the Hildeman Fellowship, which was established in 1986 to promote Scandinavian language and area studies in the United States by awarding this grant to outstanding Swedish scholars to lecture at American universities for one semester. Each year a different host university is selected and interested applicants may then complete an application. The primary objectives of the Hildeman grant are to encourage students and faculty in Scandinavian studies, to strengthen contacts between Swedish and American academics, and to increase the interest in Sweden and Swedish area studies from American students and scholars in a variety of fields. This grant is unique to Fulbright Sweden. The basic eligibility criteria are Swedish citizenship and a doctoral degree, but the United States host department may specify other requirements.

Figure 3 shows the number of Swedes who, by receiving a Fulbright grant, have travelled to the United States during 2009–2014.

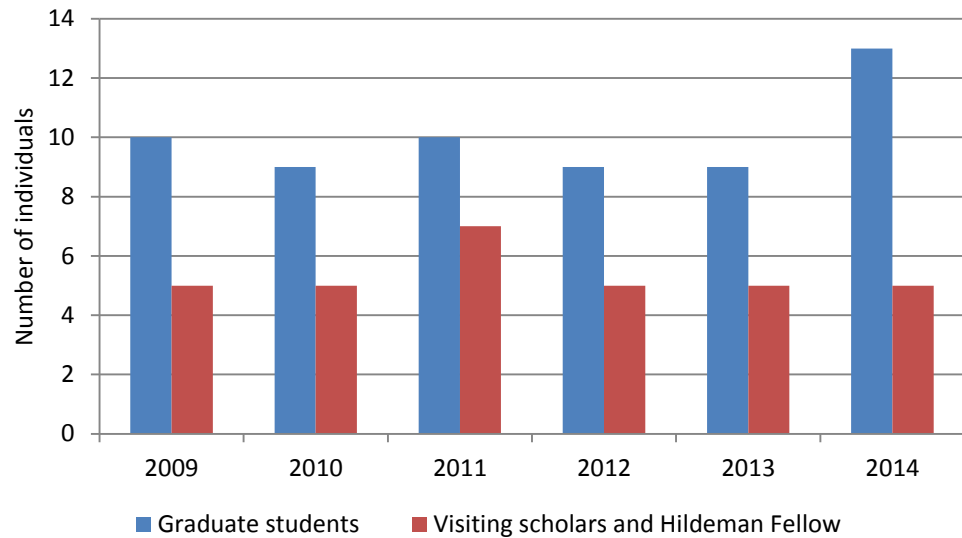


Figure 3 Number of Swedes who travelled to the United States during 2009–2014.

2.2.3 American graduate students

The Graduate Student Program is for American students wishing to study at graduate level and/or conduct independent research in Sweden. Applications are considered from well-qualified candidates in all fields. The grant provides a maintenance allowance for ten months and a travel allowance to cover round-trip travel to and from Sweden. Applicants must be American citizens at the time of the application. Preference is given to applicants whose higher education was received primarily at educational institutions in the United States and to candidates who have not resided or studied in Sweden for more than six months. Applicants must hold a B.A. degree or the equivalent before the starting date of the grant. Applicants may not hold a doctoral degree at the time of the application.

There are no restrictions regarding the research area, but priority is given to applications in fields related to Swedish culture or society, projects that require a stay in Sweden and applications in research areas where Sweden is prominent.

2.2.4 American visiting scholars

There are several grant programmes for visiting American scholars.

The Fulbright Specialist Program is designed to provide Swedish academic institutions the opportunity to invite American faculty and professionals to Sweden for a short-term visit (14-42 days). These grants are intended to provide American faculty and professionals an opportunity to collaborate with their counterparts at Swedish post-secondary academic institutions on curriculum and faculty development, institutional planning and a variety of other activities. This grant is given on a rolling basis throughout the academic year and is unique to Fulbright Sweden.

The Inter-Country Program is also unique to Fulbright Sweden, and gives Swedish universities and research institutes access to Fulbright American visiting lecturers and research scholars who are currently staying in Sweden or in other European countries. The programme enables American scholars to lecture or attend seminars in Sweden. The Fulbright Commission will pay round-trip travel for the American grantee between the host country in Europe and Sweden as well as domestic travel between Swedish universities. The Swedish institution is asked to set up a minimum of two days of programmed activities, preferably involving more than one department or one other

university in Sweden in order to maximise scholarly exchange. This programme is not intended to cover travel costs for grantees to attend conferences in Sweden.

The Fulbright Distinguished Chairs is a programme containing three awards given for lecturing and/or research for one academic semester or academic year at three host institutions in Sweden: Chalmers University of Technology, Lund University, and Uppsala University. These three grants are unique to Fulbright Sweden. Candidates from recent Ph.D. scholars to full professors will be considered. Preference is given to academic and professional excellence, feasibility and significance of planned work and host affiliation.

The Fulbright Chair in Alternative Energy Technology was established in 2008 in cooperation with Chalmers University of Technology. The grantee should for instance teach specialised courses at the graduate level in alternative energy technology; collaborate on teaching and/or research with department faculty; advise doctoral students on ongoing and new research projects; consult on curricula; and advise on establishing networking and exchange with the grantee's home university. The grantee is expected to give an inaugural lecture. It is possible for the grantee to give lectures at other Swedish universities and outside Sweden. The grantee's specialisation should be in car technology, transportation (biofuels, ethanol, biodiesel, battery technology, and lightweight carbon fibre technology), or power generation (conversion of wind power to kilowatts, solar energy into cost-effective energy, clean coal power plants, carbon sequestration). Candidates must have a Ph.D., a 5-10 year experience of lecturing and research on alternative energy, and preferably the rank of professor. Professionals and non-academics will be considered. The grant length is for nine months.

The Fulbright Chair in International Human Rights was established in 2008 in cooperation between Lund University and Raoul Wallenberg Institute of Human Rights and Humanitarian Law. The grantee is expected to lecture in the human rights master's programmes on international law, international organisations, civil and political rights, regional systems like the OAS, humanitarian law, refugee law, minority and indigenous rights, intellectual property rights or international labour standards. The grantee is also expected to teach in human rights training courses in Lund and abroad on topics such as civil and political rights, good governance and anti-corruption efforts, or human rights of women. The grantee will supervise master's students in their thesis research and writing. The grantee may also participate in collaborative research and teach at the faculty of law. A Ph.D. in law or in a closely related field and 5-10 years of experience is required. The grants is designed as a one- or two-semester award beginning in either September or January.

The Fulbright Uppsala Chair in American Studies has been provided to researchers since 1996. The grantee is normally expected to teach one introductory course for undergraduates as well as a more specialised course for senior and/or graduate students in the grantee's area of expertise. The grantee is also expected to give one inaugural lecture during the year. Opportunities to give lectures at other Swedish universities and outside Sweden could also be given. The grantee may participate in collaborative research with department faculty. Eligible candidates should be specialised in American history, American literature, American politics or media studies and have several years of teaching experience at undergraduate and graduate level and a solid scholarly publication record. The grant is usually 9 months long, starting in September.

Figure 4 shows the number of Americans who, by receiving a Fulbright grant, have travelled to Sweden during 2009–2014.

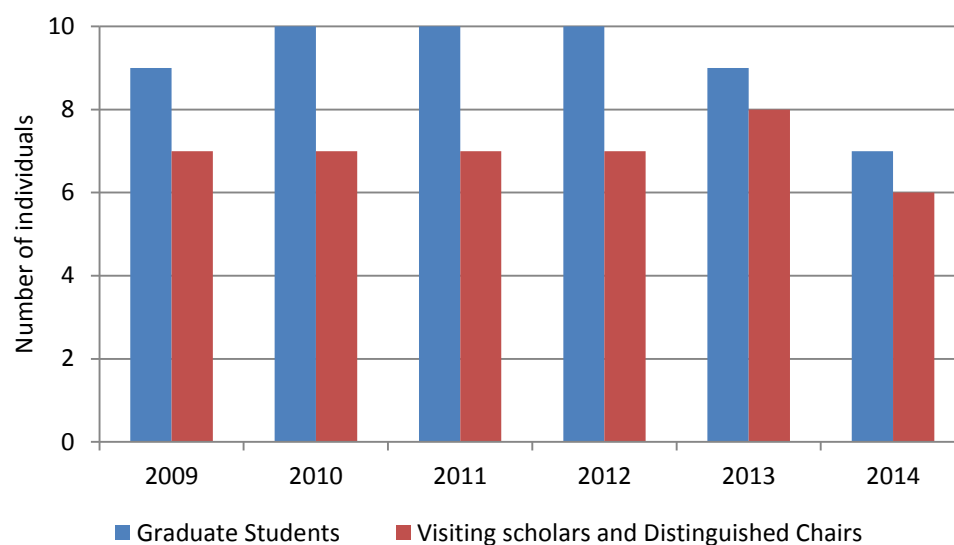


Figure 4 Number of Americans who travelled to Sweden during 2009–2014.

2.3 Overlaps with other instruments provided in Sweden

The Fulbright Sweden’s support to international exchange merely complement the governmental agencies’ and research councils’ programmes and instruments for internationalisation and mobility. There is not much organised cooperation or even dialogue between the various organisations, if any. A loose network of internationalisation organisations, mostly foundations, does occasionally meet, but to our understanding more for the sake of information exchange than actual cooperation.

In 2013, Technopolis Group Stockholm (Faugert & Co Utvärdering) completed a mapping of support programmes and actions to promote internationalisation of Swedish research and higher education, on behalf of the Swedish Foundation for Internationalisation of Research and Higher Education (STINT).³ The programmes or activities in the mapping include students from master level, PhD students, researchers and academic teachers, at Swedish higher education institutions (HEI), or individuals coming from or going to them. The instruments listed below were identified in the mapping, and provide support for mobility between Sweden and North America.

The Swedish Research Council – international postdoc promotes international mobility of researchers who have recently been awarded a Swedish doctorate. The young researcher will have the opportunity to do research at a foreign university or research institute. The United States is the most popular country to locate the postdoctoral stay in. Applications are accepted within the following areas: Humanities and Social Sciences, Medicine and Health, Natural and Engineering Sciences, Educational Sciences, Artistic Research. The grant is individual-oriented.

AFA Insurance – Two year postdoctoral studies abroad is granted within the areas of work environment or public health. The scholarship applies to those who have defended their doctoral thesis within the last five years. The grant is individual-oriented.

Forte – FAS Fellowship enables researchers (active within the council’s areas of interest: Work and health, Work organisation, Labour market, Public health, Welfare, Social services and social relations) to stay at a research institution abroad to perform research and obtain further qualifications. The grants are primarily intended for recently graduated researchers and doctoral students finishing their thesis (maximum two years left to graduation). The grant is individual-oriented.

³ Mapping of internationalisation support programmes, Faugert & Co Utvärdering AB, September 2013

Forte – Forte Incoming International Postdoc Fellowship (FIIP) is primarily open to recently graduated researchers at institutions in any country outside Sweden. The research will be conducted in Sweden. Applicants from any country outside Sweden are able to apply. The grant is individual-oriented.

Forte – Forte Outgoing International Postdoc Fellowship (FOIP) grants are primarily intended for recently graduated researchers who should spend the mobility period at a research institution abroad. Grants are available to post-docs within Forte's areas: Work and health, Work organisation, Labour market, Public health, Welfare, Social services and social relations. The grant is individual-oriented.

Forte – Visiting researchers grants are given to foreign researchers who add qualified knowledge and competence to the Swedish research community within the council's areas of responsibility (Work and health, Work organisation, Labour market, Public health, Welfare, Social services and social relations). The research needs to be conducted in Sweden. Applicants from any country outside Sweden are eligible to apply. The grant is individual-oriented.

The Foundation BLANCEFLOR Boncompagni-Ludovisi, née Bildt – Grants for studies abroad applies to post-graduates or students with an advanced level degree. The grant is preferably given to people studying for or holding doctorates, of Swedish or Italian nationality. Research may be in physics (including geophysics and astrophysics), chemistry (including geochemistry), dentistry, medicine, engineering, computer science or similar disciplines where international exchange might be of special value. The grant is individual-oriented.

The Knut and Alice Wallenberg Foundation – Programme in Mathematics for researchers with a Swedish doctoral degree is a scholarship programme for postdoctoral studies abroad. The applicants should have a doctoral degree from a Swedish university at the time when the postdoctoral period starts. The grant is individual-oriented.

The Knut and Alice Wallenberg Foundation – The Max IV Scholarship is a scholarship programme with the purpose to allow outstanding young Swedish scientists to carry out one to two years postdoctoral studies at world-class synchrotron radiation or free electron facilities. The hosts are three facilities, one of which is located in the United States. The grant is individual-oriented.

The Royal Swedish Academy of Engineering Sciences – The Hans Werthén Fund provides an annual scholarship to young graduates (between 25-35 years of age) for one year of academic work at postdoctoral or postgraduate level, or MBA or LLM studies in a qualified foreign environment. The scientific areas of focus are technology, science, economics, law, or behavioural sciences. The grant is individual-oriented as well as oriented towards HEI institutions.

The STINT teaching sabbatical is directed towards Swedish university teachers. Swedish establishments are invited to nominate two candidates each; the largest universities according to research and teaching staff may nominate three. The foundation collaborates with selected universities around the world, some of which are located in the United States, not least Liberal Arts Colleges. The grant is individual-oriented as well as oriented towards HEI institutions.

The Sweden-America Foundation – Scholarship for higher education studies in the United States and Canada is given for master's, doctoral and post-doctoral studies in the United States and Canada. The scholarship aims to fund studies or research stays and can be applied for within all academic fields (not for internships, short conference travel, study part-time or distance learning). The grant is individual-oriented as well as oriented towards HEI institutions.

The Wenner-Gren Foundation – Sabbatical scholarships enables Swedish postdoctoral researchers to work at a foreign research institution. The grant is individual-oriented.

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