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Strategic Evaluation of New Zealand Aid Scholarships

Evaluation Report

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NEW ZEALAND FOREIGN AFFAIRS & TRADE

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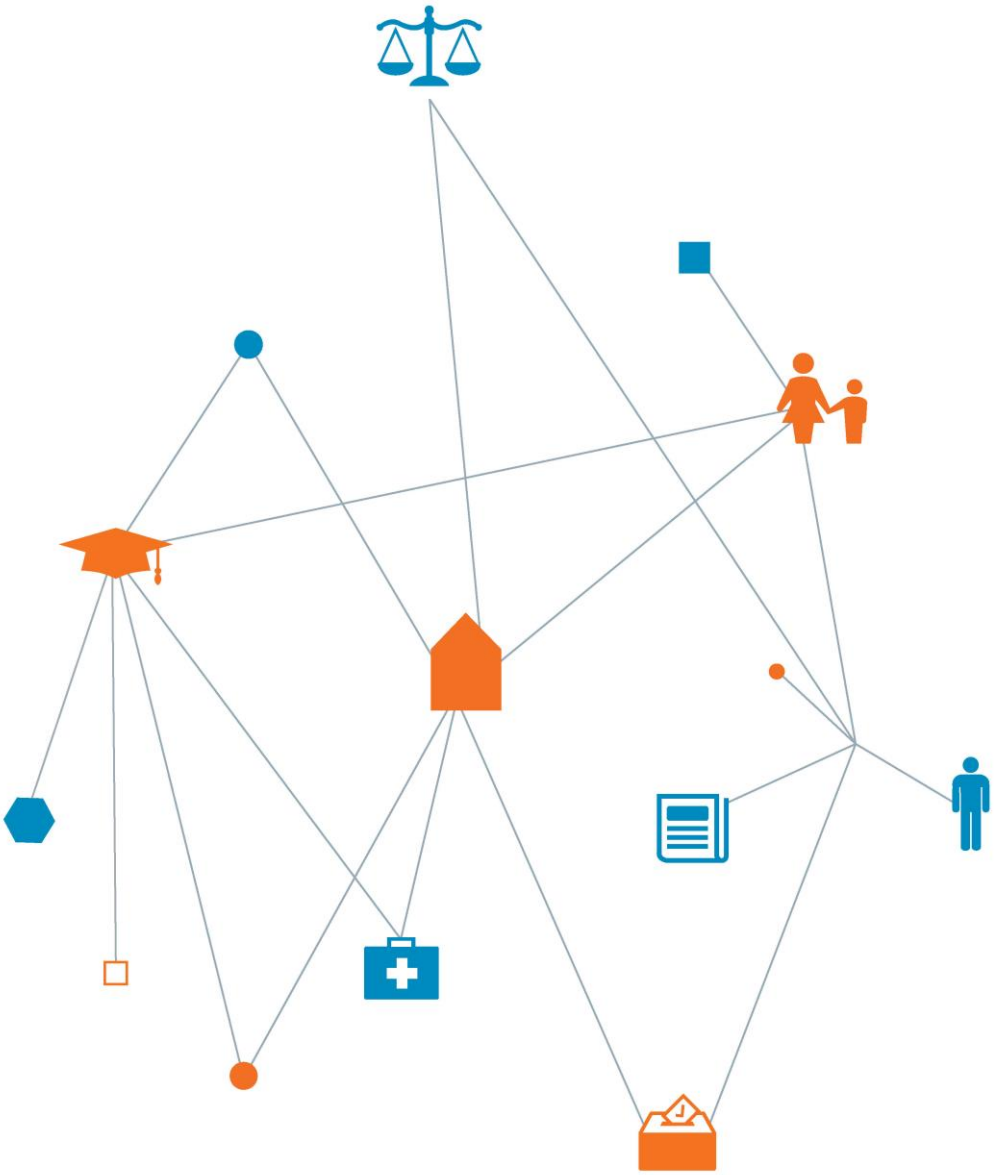

Developing solutions to reduce poverty and improve lives

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Abbreviations

ACU	UK Association of Commonwealth Universities
ASEAN	Association of South-East Asian Nations
CEO	Chief Executive Officer
DFAT	Australian Department of Foreign Affairs and Trade
FCO	UK Foreign and Commonwealth Office
HE	Higher education
HRD	Human resource development
IELTS	International English Language Testing System
JCfD	Joint Commitment for Development
JDS	Japanese Grant Aid for Human Resource Development Scholarship
MERL	Monitoring, evaluation, research and learning
MFAT	Ministry of Foreign Affairs and Trade
NGO	Non-government organisation
NSDP	Vanuatu's National Sustainable Development Plan
NZ	New Zealand (only used in figures)
NZD	New Zealand Dollar
NZS	New Zealand Scholarships (tertiary only)
ODA	Official Development Assistance
PNG	Papua New Guinea
RDS	Regional Development Scholarships
RGC	Royal Government of Cambodia
SAM	Student Administration and Management System
STTS	Short Term Training Scholarships
TVET	Technical Vocational Education and Training
UK	United Kingdom
USP	University of the South Pacific

Executive summary

The purpose of this evaluation is to assess the overall coherence and strategic impact of the suite of scholarships delivered through New Zealand's aid programme; collectively titled the Scholarships Programme. This includes assessing the results achieved and making recommendations to inform future strategic directions. Scholarships are the longest running element of the New Zealand aid programme, and currently comprise just over 13% of total Official Development Assistance (ODA). This is the first strategic evaluation of the Scholarships Programme, and the first time that outcome data has been collected across all scholarship types.

The following three questions guided the evaluation and serve as the framework for this report:

EQ1. How well did the Scholarships Programme (as implemented over 2012–2017) align with and contribute towards Ministry of Foreign Affairs and Trade's (MFAT) intended outcomes?

EQ2. What evidence is there of the impacts and value of scholarships, and how should MFAT build upon this evidence base to inform strategic choices about scholarship use?

EQ3. How might scholarships better serve MFAT's objectives in the future?

In this report, Section 2, *The outcomes achieved*, provides most of the evidence and analysis to respond to first evaluation question. Section 3, *quality of the evidence base*, responds to the second evaluation question. The last two Sections, *Improving Scholarship outcomes* and *Future directions*, respond to the third evaluation question.

The evaluation was planned and undertaken collaboratively with MFAT over a period of 12 months. The evaluation used a realist approach, being designed to provide MFAT with information about *how scholarships work in different operating contexts,* as well as *what outcomes they deliver.* It also encompassed elements of developmental evaluation in that it is strongly learning focussed.

Primary data has been collected from four countries; Vanuatu, Tonga, Indonesia and Cambodia. These were selected to representative sample from the two regions that together comprise 85% of MFAT's historical scholarships expenditure; the Pacific (comprising 45% of expenditure) and ASEAN countries (comprising 40% of expenditure). Alumni and stakeholders in other locations may respond differently. However, findings here are broadly representative of the bulk of the programme.

Cambodia is the only case study location with no in-country post, which the evaluation found was a significant factor influencing programme delivery, relationships, and outcomes. Some findings from Cambodia are extrapolated to inform recommendations about how other countries without an in-country post can optimise scholarship delivery.

A mixed methods design was used, with qualitative and quantitative data collected iteratively. The evaluation team interviewed over 160 New Zealand scholarship alumni, 15 in-country managers or human resources staff where alumni work, and 55 stakeholders from across MFAT, implementing partners, and partner government ministries. The alumni survey yielded 315 responses. The ream also undertook a desk review of Programme documentation and a targeted literature review.

The evaluation team is aware that there is a risk of positive bias leading to unrealistic results in most evaluations, and that this is particularly true of evaluating scholarships programmes. Several strategies have been used to manage this risk.

Key messages

The scholarships delivered through New Zealand's aid programme have contributed to a diverse range of outcomes for the individual alumni, as well as for their families, communities, workplaces, countries and New Zealand. Most of the outcomes identified through this evaluation are positive, however, there are some negative outcomes, which the evaluation has sought to better understand.

There is opportunity to increase the impact of scholarships through a more focused and better resource alumni engagement programme, as this is an area that is significantly under-exploited.

It is clear from this evaluation that scholarships do not lead to broader sector, community, country or global outcomes on their own. These higher-level outcomes are driven by the combination of different scholarship types with ongoing alumni engagement, other complimentary development activities, engagement by industry, academia and businesses, and ongoing collaboration between partners.

Answering the evaluation questions

EQ 1 How well did the Scholarships Programme (as implemented over 2012–2017) align with and contribute towards MFAT's intended outcomes?

What outcomes have the five scholarships types contributed to over the period? Have unintended consequences been identified?

What impact are the selected scholarships likely to have for scholars, partner countries, and for New Zealand? [1]

Individual Outcomes

Section 2.1 presents evidence of the outcomes realised by individual alumni because of their scholarship. These form the basis of contributions that alumni make to higher-order outcomes.

The Scholarships Programme appears to be effective at enhancing both **technical skills and knowledge** and **soft skills** of scholarship recipients. The type of scholarship does determine the skills and knowledge gained, though there are few differences in other, broader outcomes.

Overall, there is strong evidence that the scholarships programme **selects candidates who are motivated to contribute to development outcomes**. There are, however, significant barriers that influence whether motivations can be transferred into actions.

The development of **relationships**, either professional or personal, local, regional or with New Zealand, were not identified by many alumni as being an important outcome. There is mixed evidence about the type, number and strength of relationships formed. Most decline over time, with connections amongst peers (of any nationality) who studied, lived of work together being the most enduring.

While there is limited current or past evidence of **MFAT maintaining contact with and building mutual relationships with alumni**, there is evidence of some very strong and useful relationships that have been built. and a desire on the part of both alumni and posts to enhance their engagement.

Most alumni remain in or strongly connected to their home countries, and that they are generally **working in priority sectors.** Some stakeholders argued that remaining in the home country for two years directly after completing a scholarship is not a sound measure of development contribution.

The provision of all scholarship types by New Zealand **builds political capital with partner countries**. It is less clear whether tertiary scholarships build proportionately more political capital compared to their cost, and whether the current planning and selection processes for all scholarships undermine some of the gains that could be achieved.

There is strong evidence that overall alumni have a **positive feeling for New Zealand, its people and institutions** and **embrace New Zealand values**, even those who do not completed their studies. Having longer or more embedded experiences in New Zealand strengthens people's ties with New Zealand, though short exposure or regional scholarships still have some influence in this space.

[1] EQ 2.2 has been included with EQ1.1 for simplicity

The evaluation also found that the **families of scholars** are a group that is both impacted by and have an impact on the success of the Scholarships Programme. Alumni report a range of concerns related to family, and advocate for family to be considered as part of the 'package' of a scholarship.

Outcomes at the ecosystem level

The evaluation identified outcomes for employers, communities, professions and sectors. These are the contexts within which alumni translate individual gains into development outcomes. Originally titled 'medium term 'outcomes, these are better understood as 'ecosystem level' outcomes. The evidence for these conclusions is discussed in Section 2.2.

There is good evidence that almost all alumni **apply the knowledge and skills** gained through their scholarship in the workplace, and / or in a variety of broader ways. Employers agree with the alumni about the importance of scholarships to fill critical skills gaps, foster innovation, and cultivate leadership. There are also barriers to the application of skills and knowledge in the form of institutional unreadiness, lack of resources, cultural resistance, and mis-matched planning skills against need.

Most alumni have demonstrated a strong motivation to contribute to **systemic change**, and many have taken a range of constructive actions towards this. There are numerous examples of alumni realising outcomes at the levels of local communities and within employing organisations, and some examples of efforts to reform professions and sectors.

Around half of alumni report at least one measure of **increased influence** since completing their scholarship, and most attribute this to their scholarship, with the majority having achieved professional progression, and many reporting greater social standing.

There is some evidence that the Scholarships Programme contributes to **positive diplomatic perceptions of New Zealand**. Alumni, particularly government officials who have undertaken English language training or tertiary scholarships in New Zealand, are effective advocates for New Zealand.

There is some evidence that the Scholarships Programme does contribute to **positive community perceptions of New Zealand**. However, the impact on community perception may be limited to alumni and their immediate networks. The impact on broader community perceptions is unknown.

The evaluation found some evidence of MFAT forming **stronger cultural and interpersonal links with individuals**, and in some instances with a group of influential people within a sector. Some benefits to New Zealand were found, in the form of increased connectivity of the private sector between countries and the role of alumni as ambassadors for New Zealand and its values. We found limited evidence, however, of MFAT reaping the potential benefits of these stronger links.

The Scholarships Programme indirectly serves the foreign policy objective of **global recognition of New Zealand as a high-quality education and training destination** and increases trade in international education for New Zealand.

How have these outcomes contributed towards MFAT's intended objectives*? Including strategic objectives (development and foreign policy); New Zealand Aid investment priorities; and partner countries' development priorities.*

Strategic level outcomes

High-level outcomes identified in the Programme results framework are contributing to New Zealand's strategic interests, the achievement of development outcomes for partner countries, and the strengthening of country-to-country ties.

We were **unable to find direct evidence** of impact at this level. This was expected, given the difficulties of attributing high-level changes to any scholarship programme, and a lack of baseline data or current details for alumni. However, a more structured approach to strategic planning combined with a monitoring, evaluation, research and learning (MERL) framework will enable better understanding of how scholarships contribute to MFAT's objectives over time.

It is however **credible that scholarships have contributed to strategic outcomes.** There is evidence of outcomes at the ecosystem level, and these are steps in the pathway towards strategic outcomes. For example, scholarships have contributed to the development of workforce capacity in priority sectors in all case study countries; some alumni are influential leaders in their fields; and many have managed or undertaken projects or research relevant to development in their country. Almost all alumni report a strong positive feeling towards New Zealand, and many have provided examples of embracing New Zealand's values.

Stakeholders, including MFAT and delivery partners, partner government and alumni themselves, also consider the Scholarships Programme to have contributed to these strategic objectives. Strategic outcomes are discussed in Sections 2.2 and 2.3.

How does the mix of scholarship types and numbers affect what outcomes are achieved?

There is limited evidence of differences in the outcomes achieved by distinct scholarship types, except for the level and type of skills developed. **All scholarship types serve an important role**, but how they are managed, and other **contextual factors influence the outcomes achieved**. These factors include (but are not limited to): the level of engagement with partner government, linkages with other development programmes or New Zealand investments and activities, alumni follow-up and engagement, the scale of New Zealand investments compared to other that of other countries, existing relationships between New Zealand and partner countries, the level of development of partner countries and their needs. This is discussed in Section 2.4.

The **number of scholarships in a given context** can also affect the outcomes are achieved. In the Pacific, where there are small populations, New Zealand is a significant donor and there have traditionally been limited opportunities for study in-country, there is evidence that a relatively small number of New Zealand scholarships in a given sector or profession can contribute to systemic change. In larger or more wealthy countries, or those where New Zealand's aid programme is less significant, even large numbers of New Zealand scholarships are less likely to contribute towards systemic change but may do so if investment is focused and strategic.

There is evidence that scholarships **enhance soft power,** which can either be concentrated to build influence in a country or sector that is of high priority, or can be diffuse, potentially yielding a wide network of contacts and relationships for MFAT. This is discussed in Section 2.3.1

How effectively and efficiently has MFAT managed the Scholarships Programme, including end-to-end processes (e.g. marketing to alumni management-) and use of resources?

Overall, this evaluation finds that the **Programme has been delivered as intended**, and that alumni have realised many of the individual outcomes envisaged by MFAT. In one sense, this can be interpreted as the Programme being delivered efficiently and effectively. Against this standard the Programme succeeds, with some exceptions where processes are not as efficient as they could be.

However, against a more ambitious measure of optimising impact, the Scholarships Programme has **significant room to improve**. To date, the programme has largely relied upon individual alumni to translate individual gains into outcomes at the ecosystem level. Many alumni have done so, as discussed in Section 2.2. Yet, the programme could facilitate greater impact through overarching features that help alumni to achieve traction. Strategic planning can help to increase the chances of alumni returning to a receptive environment, and alumni engagement can provide the networks and support to overcome challenges. These opportunities to optimise effectiveness of the Programme against MFAT's objectives are discussed in Section 3.3.2.

EQ2. What evidence is there of the impacts and value of scholarships, and how should MFAT build upon this evidence base to inform strategic choices about scholarship use?

What is MFAT's current evidence base on the impacts of different scholarship types? How adequate is this to inform decision-making, and how should it be strengthened? Includes how external evidence sources can be used to build MFAT's programme theory.

The evidence base for impacts is weak overall, regardless of scholarship type. It is possible to **develop an understanding of broader outcomes** from scholarships over time if the following are in place. First, baseline data about the specific development context is collected; second, a specific strategy in place guiding scholarship delivery; and third, monitoring data is collected throughout implementation, including from returned alumni. These pre-conditions are not present but could be established (at least in some country contexts) if MFAT seeks to evaluate scholarship impact in future. The case for this is addressed in Section 3, Building the evidence base.

This evaluation proposes that MFAT uses the outcomes models presented in Section 3.2 to guide decisions about the types of scholarships and other wrap-around activities.

To what extent are any impacts likely to be sustained over time?

As discussed in Section 2, most **alumni generate and contribute to development outcomes**, and many continue to build their capabilities to do this. This is sustainable over time. However, individuals face many barriers and their efforts can be frustrated, a limitation which is exacerbated where targeting is less strategic. MFAT also loses contact with alumni, limiting its ability to realise the strategic relationship-building benefits of the Programme over time. With better strategic planning and through alumni engagement MFAT can increase the chances of deeper and lasting impact.

While alumni **feel positively towards New Zealand** and this feeling appears to last far beyond the scholarship for many alumni, it is a very amorphous benefit to New Zealand. To translate soft power into strategic benefit for New Zealand, both for MFAT and more broadly, the relationships initially built through scholarships must be maintained. As the geothermal sector example in Indonesia shows, this can be largely self-sustaining once 'critical mass' is reached, but MFAT must make some ongoing investment to foster its role as a convener and mutual beneficiary of these relationships.

EQ3. How might scholarships better serve MFAT's objectives in the future?

How can implementation of the Scholarships Programme be improved now to better achieve MFAT's current priorities? What aspects of the Programme should remain the same, and why? Includes how MFAT serves broader whole of Government priorities.

The Scholarships Programme is having a largely positive impact on individuals, communities, employers, and on New Zealand's relationships with partner countries. All scholarship types are effective at supporting these changes. However, there is scope to enhance this impact through more strategic targeting of scholarships and enhancing alumni engagement.

Four **outcome models have been identified** that describe how the Programme activities and those of participants and stakeholders combine to facilitate outcomes; a **relationship**, **leadership**, **skills** and **sector** model. The models are not exclusive and may be present in any country or region at the same time. Each model may also incorporate several scholarship types. The models may serve as an organising framework to assist MFAT in prioritising outcomes globally, and by country or region.

Each model **targets specific individual, ecosystem and strategic outcomes**. When implemented comprehensively, the skills model would emphasise economic and social outcomes, the relationships

model stronger strategic relationships with New Zealand, and the leadership model cultivating future transformational leaders. Each model will also contribute towards the other strategic objectives to a lesser extent. The sector model represents a culmination of all other models in the context of wider efforts, including those by the partner country, to drive development in a sector. Full details of the expected outcomes from each model are presented in Section 3.2.1.

One or more models may be implemented in any **country or region**, depending on the outcomes that MFAT wishes to achieve, and the existing context and conditions. Due to proximity, joint history and strategic importance, MFAT may seek to implement each model comprehensively in the Pacific. In countries with no post, the partial version of one or more models may be implemented due to capacity constraints. Details of how the models can be pursued in specific contexts are in Section 3.2.4.

As noted in the response to EQ1 above, core processes underpinning each scheme are **efficient**, and there is evidence that the scholarships are **effective** in delivering the intended skills to scholars. There is scope to optimise some aspects of Programme delivery, and therefore the impact of the Programme, once MFAT clarifies which outcomes to prioritise globally and at country and regional levels.

Evidence also suggests that there are significant differences in experience and outcomes reported by **men and women**, specifically in the areas of promotion and influencing change in their organisations or country. This evaluation therefore provides further evidence of structural differences between how men and women are perceived and able to lead and influence in their workplaces and communities, that the Programme could possibly better address.

Similarly, efforts to prioritise participation by **remote and minority groups** to date is minimal and could readily be improved. These are discussed in Sections 3.4 and 3.5

Recommendations

This evaluation makes four strategic recommendations, presented in more detail within Section 5, *Future directions for scholarships*. These are as follows.

1. MFAT Senior Management should articulate the strategic purpose of the Scholarships Programme.

The first recommendation seeks to establish the strategic clarity to guide management of the Scholarships Programme. It is intended ensure that decisions about the strategic focus of the Programme and the prioritisation of outcomes at country and regional level are targeting MFAT's and the New Zealand Government's strategic and operational objectives.

2. MFAT should stablish a governing board to oversee strategic management of the Programme

The second recommendation seeks to establish a formal structure to oversee strategic management of the Scholarships Programme for the purpose as described in Recommendation 1. The board should also guide the Scholarship Unit in implementing recommendations 3 and 4 below.

3. The Scholarships Unit should lead a consultative process to optimise Programme design.

The third recommendation seeks to align the design of the Programme with the strategic purpose as described in Recommendation 1. The Scholarships Programme has been built iteratively, with decisions about individual schemes made without reference to a well-defined programmatic framework. Once the purpose of the Programme is clear, MFAT must review how it uses and supports different scholarship types to deliver effectively against this purpose.

4. MFAT should invest long-term in the Programme-wide features that facilitate outcomes of all types.

The fourth recommendation describes the specific programme features that MFAT could invest in to improve its return on investment from the Scholarships Programme. These are significant across the models and scholarship types and require a long-term commitment of resources and oversight.

1. About this evaluation

This report presents findings from the first strategic evaluation of the suite of scholarships delivered through New Zealand's aid programme. It makes recommendations to improve the impact that these scholarships have, both for the people of developing countries and for New Zealand. This Section of the report introduces the context for and strategic importance of the evaluation and provides and overview of the methodological approach.

1.1. Why this evaluation matters

The purpose of this evaluation is to assess the overall coherence and strategic impact of the Scholarships Programme. This includes assessing the outcomes achieved and making recommendations to inform future strategic direction for the Programme. It is the first strategic evaluation of a range of scholarships delivered through the New Zealand aid programme, and the first time that outcome data has been collected across all scholarship types.

The Scholarships Programme has not historically operated as a coherent programme[2]. At commencement of this evaluation there was not an agreed articulation of its objectives or underlying theory of change, and many aspects of implementation were unclear[3]. Authority for decision-making has been dispersed, including for the allocation of scholarships and budget, and decisions about eligibility, targeting, promotion and selection. This evaluation has invested significant time in developing and clarifying programme theory to provide a framework for evaluation, and to inform the Programme's future strategic management. The programme theory diagram developed in the initial phase of this evaluation is presented in Figure 1 (Section 2).

The scale and complexity of the suite of scholarship schemes is significant, with at least seven schemes[4] offering awards across 97 counties. This evaluation organises the schemes into five broader types of scholarship[5], which MFAT recognised as valid during the scoping phase for this evaluation. These scholarship types are:

- In-New Zealand tertiary scholarships
- Regional tertiary scholarships
- Short-term training scholarships
- In-New Zealand English language training scholarships
- In-country English language training scholarships.

Scholarships are the longest running element of the New Zealand aid programme, and currently comprise just under 13% of total ODA. New Zealand funded nearly 4900 scholarships during the evaluation period (2012-2017), with 45% of these to Pacific Island countries, 40% to countries in the ASEAN group, and the remaining 15% to countries in MFAT's 'rest of the world' category. This translates into nearly NZD390 million of expenditure over 2012-17.

MFAT now finds it a priority to predict and manage the future costs of scholarships, and to better understand their effectiveness in meeting different organisational objectives. Several initiatives are underway internally to address the challenges, and this evaluation is a critical source of evidence to inform these. It also provides the first set of comprehensive findings on scholarship outcomes, and analysis of how these differ across scholarship types and in different country contexts.

[2] This is the view of MFAT staff interviewed for the evaluation, confirmed by a lack of overarching policy, management structures, or outcome reporting. These functions exist at the level of individual scholarship schemes.
[3] The evaluation found that stakeholders responsible for implementation of specific processes were clear about their responsibilities, but much of this knowledge was not consistently recorded or known by other stakeholders.
[4] Seven scholarships 'types' are currently listed on MFAT's website. MFAT offered several additional discreet schemes over the evaluation period (2012–17) and are considered in-scope by the Scholarships Unit.
[5] These scholarship types were initially confirmed by MFAT during Phase 1 of the evaluation

Answering the evaluation questions

The following three questions guided the evaluation.

EQ1. How well did the Scholarships Programme (as implemented over 2012–2017) align with and contribute towards MFAT's intended outcomes?

1.1 What outcomes have the five scholarships types contributed to over the period? How does the mix of scholarship types and numbers affect what outcomes are achieved?

1.2 How have these outcomes contributed to MFAT's intended objectives?

1.3 How effectively and efficiently has MFAT managed the Scholarships Programme, including end-to-end processes (e.g. marketing to alumni management-) and use of resources?

EQ2. What evidence is there of the impacts and value of scholarships, and how should MFAT build upon this evidence base to inform strategic choices about scholarship use?

2.1 What is MFAT's current evidence base on the impacts of different scholarship types? How adequate is this to inform decision-making, and how should it be strengthened?

2.2 What impact are the selected scholarships likely to have for scholars, partner countries, and for New Zealand? Have unintended consequences been identified?

2.3 To what extent are any impacts likely to be sustained over time?

EQ3. How might scholarships better serve MFAT's objectives in the future?

3.1 How can implementation of the Scholarships Programme be improved now to better achieve MFAT's current priorities?

3.2 What are the key considerations for MFAT's future decisions about the number, type and targeting of scholarships? How should monitoring, evaluating and learning activities inform these decisions?

Section 2, *The outcomes achieved*, provides most[6] of the evidence and analysis to respond to first evaluation question. Section 3, *quality of the evidence base*, responds to the second evaluation question. The last two Sections, *Improving Scholarship outcomes* and *Future directions*, respond to the third evaluation question.

This evaluation delivers an evidence base to inform decision-making at a time when MFAT is actively working to refine the strategic direction and operational settings for its Scholarships Programme. This presents an opportunity for findings and recommendation to directly inform strategy, policy, and operational reforms. The evaluation team has sought to maximise this opportunity by engaging closely with the Scholarships Unit during the evaluation, undertaking fieldwork rapidly, and presenting findings and recommendations in a timeframe and format that is responsive to MFAT staff as the users.

1.2. Methodological approach

This report presents the results from an intensive process to develop and test an understanding of how MFAT's Scholarships Programme is working, the outcomes that it delivers, and to develop recommendations about how the Programme can be enhanced. The evaluation was designed to provide MFAT with information *about how scholarships work in different operating contexts, as well as what outcomes they deliver.* The outcome models presented in Section 4 form the framework of our response to this inquiry. Additionally, the evaluation considered how scholarships work for different people. Insights into how the programme works for women, men, and people from minority groups are presented in Sections 4.4 and 4.5.

[6] Analysis of effectiveness and efficiency (question 1.3) is included in Section 4, Improving Scholarship Outcomes

This is a strategic evaluation, and does not provide a comprehensive assessment of the Programme's impact. During the scoping phase MFAT's Evaluation Unit and the evaluation team determined that an impact evaluation was not feasible, given the lack of baseline data and details about alumni. A targeted case study approach was developed, as a cost-effective means to demonstrate outcomes in a selection of country contexts. Countries were selected through purposive sampling, designed to ensure that the findings are relevant to the regions in which MFAT makes most of its scholarship investments. These are the Pacific (45% of scholarship expenditure) and ASEAN countries (40% of scholarship expenditure). Primary data has been collected from two countries in each region; Tonga, Vanuatu, Cambodia and Indonesia; selected to represent a range of county contexts. Further details of the sampling strategy are presented on the following page.

This evaluation also features some elements of developmental evaluation, in that it is strongly learning focused, and designed to directly inform a suite of changes that MFAT is currently progressing. Learning applicable to the development of a monitoring and evaluation approach for the Programme is presented in Section 3. Findings to inform ongoing decision-making about the mix of scholarship types and supporting activities offered by MFAT are presented in Annexes 1–9. Findings about the efficiency and effectiveness of the Programme and recommendations to inform ongoing operations and reforms are presented in Section 4 and 5. Further detail is included in the Annexes for each Scholarship type (5–9).

Measuring outcomes and impact

Monitoring and evaluation of scholarships typically focus on outcomes for the individual scholar, and if there is a strong focus on workforce development, for their workplace[7]. In some cases, outcomes are also reported at the level of an industry or sector. More rarely, outcomes are reported at the country level, usually in the form of hypothesis of impact. This evaluation is consistent with methodology used for a range of other scholarships evaluations; building from a sound evidence base of outcomes for individual scholars up towards a more theoretical understanding of how these translate to outcomes for alumni employers, communities, sectors and countries.

It is possible to develop a more detailed, evidence-based understanding of broader outcomes from scholarships over time if the following are in place. First, baseline data about the specific development context is collected, to enable assessment of change over time; second, there is a specific strategy in place guiding scholarship delivery, and specific outcomes are expected from alumni; and third, comprehensive monitoring data is collected throughout implementation, including from returned alumni. These pre-conditions are not present for MFAT's Scholarship Programme but could be established (at least in some country contexts) if MFAT seeks to evaluate scholarship impact in future. The case for making this investment is addressed in Section 3, Building the evidence base.

Case study country selection

Four countries were identified for case studies; Indonesia, Cambodia, Vanuatu and Tonga. These countries were selected to capture perspectives from two Pacific countries (one Melanesian and one Polynesian) and two ASEAN countries (one emerging and one developing). The case study countries also include one (Cambodia) that does not have an in-country post and is instead administered from a regional post. Criteria for the choice of case study countries were: sample size (sufficiently high numbers of awardees, representation of all five scholarship types, representation of countries form different regions and post configurations), accessibility (support from posts, ability to contact and access participants) and representation (countries with delivery characteristics similar to the Programme as a whole and at least one case study where a sector focus can be undertaken).

[7] Association of Commonwealth Universities, 2012, Evaluating impact: measuring the impact of Higher Education development, ACU Policy and Programme Unit, No. 3, October

Inference to countries outside of ASEAN and the Pacific

The evaluation team acknowledges that there are considerable differences between how scholarship activities have been administered from country to country, and from region to region. The selection of case study countries does not directly represent Africa, or countries in MFAT's 'rest of world' category, (which historically represents around 15% of overall Programme expenditure). In these countries small number of scholarships are typically delivered through a regional post. Findings must be extrapolated to inform delivery in these contexts. Detail provided in the specific case studies should also enable comparison to be drawn regarding countries with similar characteristics.

Findings about how the programme operates in Cambodia provide an insight into the challenges presented by delivering scholarships with no in-country post. While the evaluation has not directly tested these findings for other countries with no post, we believe it is reasonable to assume that the main limitations will hold true. For example, we anticipate that maintaining alumni relationships and investing in the programme features proposed in this report will be more challenging, though not impossible, in countries with no post. We have built this consideration into development of the outcome models detailed in section 4.2 and annexes 1-4. In our view, it would be difficult to deliver any comprehensive outcome model in a country where MFAT has no post or significant development investment. Implementation of one or more partial outcome models is, however, realistic.

Planning phase

The evaluation team worked with MFAT's Evaluation and Scholarships units from January to August 2018 to plan the evaluation. This extensive planning process, outlined in Table 1, allowed for some of the challenges, including lack of data and clear programme theory, to be addressed up front.

Table 1: Evaluation Planning

Challenge	Approach taken
Clarifying programme logic	The team facilitated two *programme logic workshops* in the planning phase, generating a breakdown of scholarship types[8] and expected high level outcomes[9] of the Scholarships Programme that are broadly agreed to by the participating MFAT staff. These served as a structure for planning and undertaking data collection.
Planning data collection	The team planned an approach to generating credible findings in the context of little secondary data, particularly about outcomes, and documented this in a *fieldwork plan*. The plan explains how a case study approach will be applied, justifies the selection of four countries for primary data collection, and outlines the process for data collection.
Developing fieldwork tools	The team developed interview schedules and progressively refined an approach to interviews and focus groups. The survey, originally intended to be undertaken simultaneously, was designed after most interviews were completed. This allowed the team to identify additional questions about outcomes, generating information that is not replicated by prior alumni surveys. The survey instrument was tested by alumni and questions refined to ensure clarity and relevance.
Identifying and contacting alumni	MFAT Scholarships Unit provided spreadsheets with available details for all alumni in each country. These details were out of date for most alumni, particularly those who completed more than a few years ago. The team consulted with MFAT posts and contracted local consultants in each country, and then developed a tailored approach to contacting and scheduling consultations with alumni. Lessons are shown in Section 3.4.

[8] Five Scholarship Types were identified in the evaluation plan; In-New Zealand Tertiary Scholarships, In-Region Tertiary Scholarships, English Language Training in New Zealand, English Language Training In-country, and Short-Term Training.
[9] An initial outcomes hierarchy is presented in the Evaluation Plan, and a refined version in the Fieldwork plan.

Data collection

This evaluation uses a mixed method design, with qualitative and quantitative data collected iteratively. The main data collection activities are summarised in Table 2 and are outlined below.

- A desk review of Scholarships Programme documentation, including policy statements, operational guidelines, monitoring reports, and prior evaluations. The team also reviewed MFAT's alumni database to select case study countries and sectors, and to identify and contact alumni.
- A targeted review of formal and informal literature to develop and substantiate programme theory; i.e. the theory underpinning how scholarships work, and how outcomes are realised. This evidence was used to develop the outcome models presented in this report.
- Interviews with 35 Programme stakeholders, including MFAT staff in the Scholarships unit and at Posts, representatives from the organisations contracted by MFAT to deliver elements of the programme, and representatives from partner Government in case study countries. These interviews helped to substantiate programme theory and understand higher-level outcomes.
- Interviews and focus group discussions with 162 Scholarships Programme alumni, and 15 managers or human resources staff from organisations that employ alumni. These interviews helped to identify the full range of scholarship outcomes, identify the outcome models, and identify possible overall improvements to the Programme[10].
- A survey of Scholarships Programme alumni from the four case study countries, with 315 responses. The total number of scholarships awarded in these four countries over the period 2012–2017 was 1150, giving a response rate of just under 30%.

The survey response rate is similar to that achieved in other scholarship programme evaluations, and relatively high in this instance given that many of the email addresses are known to be out of date. The survey collected information about alumni experiences completing their scholarship, activities since their scholarship, and outcomes of their scholarship experience at multiple levels and over time.

Table 2: Number of respondents, by category and country

Country	Survey respondents	Interviews and Focus Groups				
		Alumni	Partner Government	Employers	Other Stakeholders[11]	MFAT[12]
Cambodia	96	42	0	2	4	4
Indonesia	135	37	9	3	4	7
Vanuatu	49	40	6	1	0	3
Tonga	33	43	5	8	0	3
Other	2	0	0	0	2	8
Total	**315**	**162**	**20**	**15**	**10**	**25**

Selection of interview respondents

To obtain a representative sample of alumni from the case study countries, data about alumni from each country was examined to characterise the cohort (scholarship type, sector, date of scholarship, employer type (private, government, NGO) and select target groups for interview. An initial invitation to participate was sent to all alumni for whom the evaluation team had e-mail addresses, and

[10] This represents 14% of alumni from these countries.
[11] Including organisations contracted to deliver scholarship elements
[12] Post, senior staff, Schools Unit, HOM)

responses were sorted into the target groups. Where there were inadequate numbers in any chosen group, local research associates used their knowledge and networks to identify and contact additional participants. This ensured that as much as possible a random sample of respondents was identified that provided coverage of cohort characteristics.

Survey design

The team iteratively developed a survey that asks alumni about a range of outcomes, drawing on what alumni themselves identified as significant, as well as MFAT staff understandings of what scholarships deliver. The survey was distributed to all alumni from case study countries for whom e-mail contacts were available. The survey was designed in Survey Monkey, and included questions in the form of free text, multiple choice, checkboxes and ranking. The questionnaire was designed where possible to allow statistical analysis of results.

Analysis

This evaluation has collected a substantial amount of qualitative and quantitative data, including notes from interviews with 232 people, and survey responses from 315 alumni. Analysis was undertaken concurrently, and findings developed and tested through triangulation between data sources. The main methods of data analysis are summarised in Table 3 below.

Table 3: Approach to Data Analysis

Data source	Analysis
Interviews and focus groups	Notes were taken live, and / or a recording was made and transcribed. The team member(s) who undertook the interview reviewed the notes / transcript and recorded the most significant findings from each interview. All interviews were then uploaded into NVIVO and the content coded by scholarship / stakeholder type, country, and outcomes.
Alumni survey responses	Survey results were disaggregated by country and by scholarship type, and the results compared to identify significant differences. The team wrote up analysis of the overall and disaggregated results and triangulated this analysis with other data sources.
Desk and literature review	The team reviewed programme documentation to develop programme theory summaries and diagrams for each scholarship type and reviewed these with MFAT and delivery stakeholders. The team reviewed the literature to develop and validate outcome pathways associated with difference scholarship types and delivery features, which were then used to revise the outcomes hierarchy. Content was coded in NVIVO.
Triangulation and development of findings	The team used two main methods for triangulating data. First, the team members who undertook fieldwork in each country compared interviews (e.g. between Government, employer, MFAT and alumni perspectives) and used the results to develop a country summary report. The team then compared the alumni survey results disaggregated by country level and integrated this data to generate the country summaries shown at Annexes 10–13. The team also participated in an internal workshop to develop answers to the evaluation questions by triangulating findings generated at country level.
Verifying findings	The team used two approaches to verify findings. First, the overarching findings were presented to an MFAT working group, and detailed findings by country and scholarship type provided in the form of two-page summaries. Any feedback on the summaries was investigated further. Second, the triangulation process described above was used to test and verify or moderate findings that appeared to be 'outliers'[13].

[1313] The most significant 'outlier' was that alumni from the regional tertiary scholarships reported more strongly positive outcomes overall, compared to alumni from other scholarship types. This finding was not supported by analysis of alumni interviews. The number of responses from regional tertiary scholars is small, at 21. The evaluation does not find that regional tertiary scholarships generate significantly more positive outcomes overall.

Presentation of findings

The survey of alumni provided a large amount of quantitative data, some of which is presented in this report. All percentage figures in the body of the report are rounded to the nearest 5%. We have done this for ease of reading and comparison, given the large amount of data presented. The annexes contain raw figures and results disaggregated by country and scholarship type. Where we found statistically significant differences (or in some cases, differences which are strongly indicative but not statistically significant) these are discussed in the body of the report[14].

Interviews are not cited individually unless the reference is only relevant to one or two interviews. Where individually cited, some details are omitted to protect the identity of the participants.

Limitations of this evaluation

This is a strategic evaluation, concerned primarily with assessing and informing the strategic management of the Scholarships Programme. As such, it has not considered the implementation processes of individual scholarship schemes in detail. Previous evaluations undertaken of individual scholarship schemes were reviewed for relevant information. Feedback on scholarship processes was collected through interviews and the alumni survey, and this has been analysed and included in the Annexes 5–9 along with recommendations where appropriate.

Similarly, efficiency and cost-effectiveness have been addressed from the perspective of maximising the Programme's delivery against MFAT's strategic objectives, for any given level of investment. The evaluation identifies which elements of the Programme are the most critical for realising different objectives, providing MFAT with the evidence base to prioritise resource allocation and maximise value for money. The evaluation has not evaluated the efficiency of sub-contractors engaged in delivering the Programme, nor the appropriateness of unit costs for outcomes achieved.

As noted above, at commencement of this evaluation there was not an agreed articulation of the objectives or underlying theory of change for the Scholarships Programme, and these needed to be developed through consultation with MFAT staff as part of evaluation planning. Accordingly, the evaluation is somewhat exploratory in nature, and does not draw firm conclusions about whether the Programme has performed 'as expected'.

Fieldwork has been undertaken in two Pacific and two ASEAN countries, the two regions which together comprise most scholarship allocations (historically 85%). This excludes, however, direct data collection from other countries, for example in Africa or the Caribbean. Alumni and stakeholders in these countries may report different perspectives and results. Applicability of findings in this report to these countries is explored on page 14-15.

Addressing bias

There is a risk of positive bias leading to unrealistic results in most evaluations, and this is particularly true of evaluating scholarship programmes. Most alumni are positive about having been awarded a scholarship, and those who are less positive are less likely to participate in an evaluation. Similarly, most partner governments are positive about opportunities for their staff and wider population to access scholarship opportunities and may not provide constructive or critical feedback. No counterfactual is readily available for scholarships, providing no 'baseline' for comparison. This evaluation has used the following strategies to counteract the risk of positive bias.

- Alumni who did not complete their scholarship were identified and invited to participate in interviews, or to provide written feedback. Responses were collected from 13 non-completers (9 survey respondents, 4 interviewees).

[14] A 95% confidence interval was used, meaning that the difference between two groups has less than a 5% probability of occurring by chance or sampling error alone. Where differences are not statistically significant this data was largely not included. In some instances, non-significant differences are reported where qualitative data implied a trend, and this is noted - these results should be interpreted with caution. Lack of statistically significant differences can also be informative, and this is presented and discussed where relevant.

- All alumni were reassured of the anonymity of their responses and invited to provide feedback on challenges that they had faced, and ways in which the Programme could improve.
- Managers and human resource staff from ministries that do not receive many scholarships were interviewed and provided feedback on accessibility of the scholarships to their staff.
- Alumni accounts of their achievements since their scholarship were compared with feedback from managers and human resources staff in their employing organisation, where possible.
- For some sectors, perspectives were sought from government stakeholders, employing organisations and peak / industry bodies, as well as alumni, allowing for verification of claims.
- Responses from interviews from different groups, and surveys were triangulated to identify any differences in responses.

2. The outcomes achieved

The scholarships delivered through New Zealand's aid programme have contributed to a diverse range of outcomes for the individual alumni, as well as for their families, communities, workplaces and countries. Most of the outcomes identified through this evaluation are positive, however, there are some negative outcomes, which the evaluation has sought to understand.

An overarching programme theory was required to provide a structure to understand the range of outcomes potentially achieved through the Scholarships Programme. The evaluation team developed the framework shown at Figure 1 through a series of workshops with MFAT staff. More detailed programme logic diagrams were developed for each scholarship type through interviews with MFAT staff, and a review of activity documents. Figure 1 was referred to as an outcome hierarchy in the evaluation plan but is renamed here to avoid confusion with the outcome models proposed in section 4 of this report. This framework has been used to guide data collection for the evaluation.

As discussed in Section 1.2 (Methodology), this evaluation does not comprehensively assess the impacts of the Programme as it is not feasible to do so with the available information. Consistent with methodology used for a range of other scholarships evaluations, this section builds from a sound evidence base of outcomes for individual scholars up towards a more theoretical understanding of how these translate to outcomes for employers, communities, sectors and countries. It is possible to develop a more detailed, evidence-based understanding of broader outcomes from scholarships over time if the actions proposed in Section 3 (Building the evidence base) are implemented.

2.1. Short term outcomes

The results framework identified short-term outcomes that are largely attributable to the Scholarships Programme. Most of these relate to the individual scholarship alumni, including: development of skills and knowledge (both technical and 'soft' skills); personal growth and development of values that resonate with New Zealand values; and the development of professional networks. Other short-term outcomes in the results framework include supporting the strengthening of in-country capacity; New Zealand identifying and building positive relationships with people who are or will be effective leaders in partner countries; and, New Zealand realising initial political capital from funding scholarships.

Significant evidence was found to support the achievement of these expected outcomes, though there are areas where the benefits could be enhanced through modifications to the Scholarships Programme, particularly relating to engagement with alumni.

2.1.1. Skills and knowledge acquired

Students acquire or enhance knowledge and skills that are useful to address development priorities

Evidence for the acquisition of skills and knowledge was obtained directly from alumni and is based on their personal perceptions. Alumni universally reported that they have developed new skills and knowledge because of their scholarship. This was tested by asking employers and government officials about the application of these skills (refer Section 2.2.1), and broadly verified.

Overall, there is good evidence that the Scholarship Programme has had a strong positive impact on the acquisition of skills and knowledge for alumni. The development of soft skills (such as self-confidence, leadership skills, the ability to make presentations and think critically) is considered an equally important outcome as the development of technical skills and knowledge.

Approximately 85% of survey respondents reported that their scholarship led to the development of new skills or knowledge to a large or great extent. The number of alumni reporting skills or knowledge acquisition in these outcome areas to a large or great extent are shown in Table 4 below.

Figure 1: New Zealand Scholarships Programme initial results framework

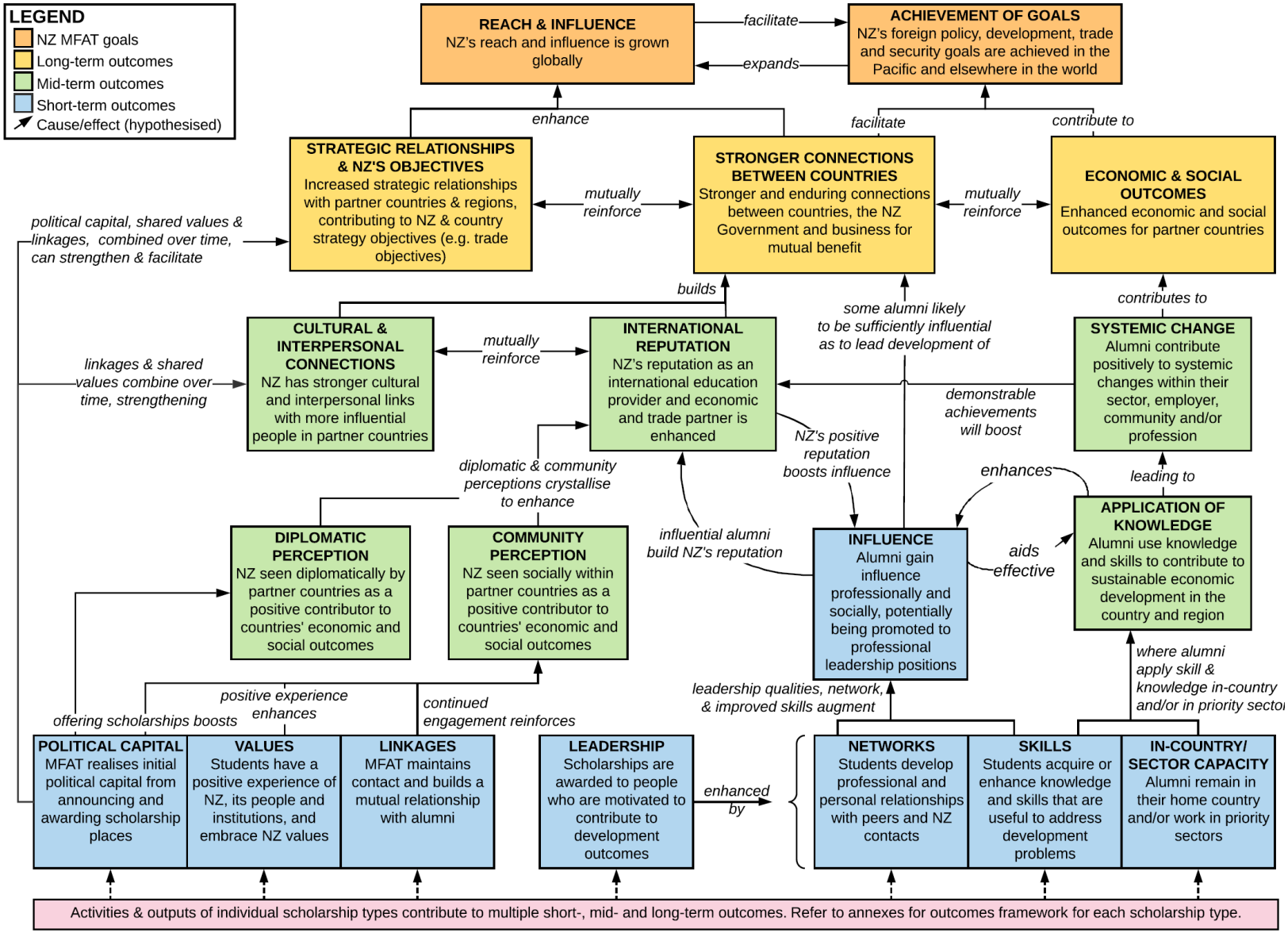

Table 4: Percent of all alumni reporting using skills / knowledge to a large or great extent

Percent of alumni reporting using skills and knowledge used to a great or large extent	Improved English language and / or communication skills	Gained relevant technical skills or knowledge	Learned to perform at a higher standard academically
All scholarships	80%	85%	85%
Tertiary Scholarships	80%	85%	90%
English Language Training	95%	85%	85%
Short-term Training	70%	90%	70%

n=291

Analysis of the survey results found no statistical significance in variations between scholarship types. This is somewhat counterintuitive, given that the scholarship types are oriented towards developing different skills sets. While not proven statistically significant, the apparent variance in outcomes shown below do reflect what MFAT expects from each scheme and views of alumni expressed in interviews, with short-term training being more technically oriented, English-language training focusing on language acquisition, and tertiary scholarships on academic skills and knowledge. Not surprisingly, interviews indicated that tertiary scholarships provided a broader theoretical base of knowledge, while short-term training skills were often more practical and applied. It was also noted that in the Pacific, in-region scholarships were possibly more directly applicable to local contexts.

English language proficiency

As shown in Table 4 above, most alumni from all scholarship types report that their English language skills and / or broader communication skills improved to a large or great extent. Evidence from other sources supports this finding. The ASEAN English language training end of phase review found that the English language training scheme was typically meeting its target to increase IELTS scores by half to one band for at least three quarters of participants; and that IC-ELT was enabling 80–90% of participants to achieve its target an overall IELTS score of 6.5 with no band lower than 6. In interviews, alumni of tertiary scholarships highlighted improvements in their academic writing as well as their interpersonal communication skills in an English-speaking context. Some had specifically invested in this, paying their own money and seeking university support for tutoring in academic writing. No quantitative data is available on the degree of improvement in English language ability achieved by tertiary alumni, but the survey results above suggest that alumni consider this a major outcome of their scholarship.

Interviews revealed that English language acquisition was highly valued by many alumni as well as by their employers. Both groups highlighted the fact that English language capability is required for certain (desirable) jobs, and that an individual can access many more opportunities once they are proficient enough in English, including other scholarships. Nearly 30% of survey respondents reported that low English language proficiency presented a challenge for them during their scholarship.

Soft skills/personal development

Almost all alumni report experiencing personal development outcomes because of their scholarship. Nearly 90% of survey respondents report experiencing personal growth, such as increased confidence, persistence or resilience, to a large or great extent, and 90% felt they gained from the experience of living in a different country to a large or great extent. This is similar to the proportion of alumni reporting the same quantum of gains in technical skills or English language proficiency (85% and 80%, respectively).

Alumni from all scholarship types reported personal growth as an outcome. Significantly more alumni from tertiary scholarships and English language training in New Zealand felt that their scholarships affected

their personal growth 'to a great extent' (nearly 60%) than alumni from short term-training (around 35%). And similarly, significantly more alumni from tertiary scholarships and English language training in New Zealand felt that gained from the experience of living in a different country 'to a great extent' (nearly 65%) than alumni from short term-training (40%) (Table 5). Interviews with alumni confirmed that many, though not all, alumni consider personal growth and the development of personal qualities as a primary outcome of their scholarship. Interviews with alumni in Vanuatu noted particularly that alumni who first study overseas at a relatively young age (specifically their final high school years) are more likely to report significant personal growth as a result.

Table 5: Percent of alumni reporting personal growth to a 'great extent', by scholarship type

Personal growth / scholarship type	Personal growth, like increased confidence, persistence, or resilience	Gained from the experience of living in a different country
Tertiary scholarship	55%	65%
English language training	60%	65%
Short-term training	35%	40%

n=269

Study being situated overseas appears to be important in achieving personal growth. Just under 90% of survey respondents agreed that they gained from the experience of living in a different country to a large or great extent, and interviews suggest that the gain is primarily personal growth. Alumni often also report a shift in perspective due to seeing how differently things work in New Zealand. Many alumni report changing, or advocating to change, very specific practices in their personal or professional life; for example, drinking kava less, driving more safely, encouraging their employees to speak up, or advocating for reasonable access to sick leave. Interviews also provide some indication that living in a less familiar culture may result in more personal growth (though it can also possibly induce more stress), due to having to adapt and the challenges presented by cultural difference.

Notably, it is not necessary for alumni to live in New Zealand to experience personal growth. Those who had studied regionally or in Australia, Singapore, Japan, and other locations reported the same kinds of outcomes. Alumni from New Zealand also regularly work with alumni from countries and report no strong distinction in personal qualities based on where other alumni have lived. However, living in New Zealand delivers other outcomes valuable to MFAT and to New Zealand more broadly, including a stronger understanding of New Zealand norms and values, and connections with New Zealand.

Conclusion: Skills and Knowledge

Overall, the Scholarships Programme appears to be effective at enhancing both technical skills and knowledge and soft skills for all alumni. Each scholarship type develops the technical skills and knowledge that it is designed to focus on; academic and technical skills for tertiary scholarships, technical skills for short-term training, and English for English language training. However, all types generate significant gains in all areas, and the difference between outcomes for alumni of different scholarship types is less than expected. In-region scholarships may provide more relevant technical skills than in-New Zealand scholarships as the context may be more similar, though personal growth may not be as great. Scholarships which include significant time in New Zealand (tertiary and English language) have stronger outcomes for personal growth and soft-skills development.

2.1.2. Leadership

Scholarships are awarded to people who are motivated to contribute to development outcomes

The selection process for scholarships, particularly for tertiary scholarship, is designed to identify people who are motivated to contribute to development outcomes in their home countries. While it is very difficult to measure whether this is in fact the case, overall there is evidence that the scholarships are awarded to people who are motivated to contribute to development outcomes[15].

Motivation to contribute to development

Respondents were asked what motivated them to undertake their scholarship, with the opportunity to identify all factors that were possibly involved. They were then asked of those they had identified which factor they were *most motivated* by. The results from the alumni survey are summarised in Table 6 below.

Table 6: Alumni reported motivations for applying for a scholarship

Motivational factors	% Alumni motivated by:
Better contribute to my country's development	90%
Improve my career prospects	65%
Do my job better	60%
New opportunities for myself or my family	55%
Serve my community better	45%
Study when I otherwise could not afford to	40%
Prestige associated with qualification / institution	40%
Obtain another scholarship for further study	35%
To save money	10%

Nearly all alumni (90%) report being able to contribute to their country's development as a motivating factor in their decision to apply for a scholarship, with just under half considering this to be their *primary motivation*. The next most common set of motivations relates to the alumni seeking to progress their careers, or to perform better in their current job (for about 60% of respondents).

Motivations for undertaking scholarships were also investigated subtly through interviews. Two main themes emerged, consistent with the survey results above and across all four countries. These are: 1) the desire to do their work better and contribute to their communities and country, and this was about both feeling that this was the right thing to do, but also that it made them feel good, and 2) career progression, and this motivated by the desire for self-betterment and self-fulfilment, as well as being able to care for their families and communities due to having a higher and stable income.

A few alumni reported at interview that they perceived other scholars to be motivated by the opportunity to save money while undertaking their scholarship. This was not strongly supported by the survey results, including a finding that a third of respondents experienced financial stress or difficult living conditions

[15] Questions of motivation were asked in the survey. Anonymity was assured, and a broad range of possible reasons informed through discussions with interviewees provided.

during their scholarship. Overall, we consider a desire to save money is not problematic if alumni are *also* genuinely motivated to contribute to their country's development; and sentiment towards the latter is high.

Differences between scholarship types and countries

There were some differences between the motivational factors reported by alumni from different scholarship types. Notably, significantly more alumni from short-term technical and English language training scholarships were motivated by the *desire to do their job better* (around 75%) than those from the longer-term tertiary scholarship types (around 55%). Participants of short-term training of both types were also much more likely to identify this as their primary motivation. This is consistent with the nature of the training and the selection process for English language training and short-term training, which in most instances is through employers who expect the scholars to return to their current position, or a related one. Short-term training, as expected, has strong potential for 'job relevant' skills-building outcomes.

The short-term scholarship types were also significantly more likely to be viewed by alumni as an opportunity to access other scholarships for further advanced study in the future[16]. Many English language training interview participants reported that higher English language capability and IELTS scores were desirable specifically because this made them eligible for other scholarship opportunities. Some participants from short-term training in the geothermal sector in Indonesia and the aviation sector in the Pacific work with alumni from tertiary scholarships and said that they would like to undertake a tertiary scholarship later in their career as a 'stepping stone' to higher level positions or more diverse responsibilities. These results indicate that English language training may have served more as a pathway to higher level scholarships than MFAT may have realised.

While these themes were equally common to all case study countries, alumni from Indonesia and Cambodia spoke with less certainty overall about their ability to personally make a difference in their community or country. Alumni from the Pacific spoke more often about a scholarship opening new opportunities for leadership, as well distinguishing alumni as having the personal qualities to lead. We concluded that this tendency is in part due to the smaller labour market and overall population in the Pacific, compared to ASEAN countries. It may also relate to culture and beliefs about personal agency.

Conclusion: Leadership

Overall, there is strong evidence that the Scholarships Programme selects candidates who are motivated to contribute to development outcomes, amongst other motivations. As indicated in 2.1.1, almost all alumni also report developing the personal and soft skills to lead. However, as Section 2.2.1 will explain, there are significant barriers that limit the ability of alumni to translate skills and motivations into action.

Although not conclusive, there are some indicative differences between ASEAN and Pacific countries. Alumni in the Pacific tend to be more aspirational about their ability to make a difference individually, whereas those from ASEAN countries tended to speak more about 'moving up' a managerial ladder with new qualifications. Alumni from all countries tend to view one scholarship as a potential stepping stone to future scholarships; this is particularly true of English language training.

Our analysis leads us to conclude that the current definition of the short-term leadership outcomes "*Scholarships are awarded to people who are motivated to contribute to development outcomes"* is very narrow, and a more appropriate description of individual leadership is *"Alumni have developed leadership potential and are motivated to contribute to development outcomes".*

[16] 60% of English language training and almost 40% of short-term training naming this as a motivating factor, while only 30% of tertiary scholarship identified this as a motivating factor

2.1.3. Networks

Students develop professional and personal relationships with peers and New Zealand contacts

While it was a key outcome identified for the Programme, the development of relationships, either professional or personal, local, regional or with New Zealand, were not identified by many alumni as being an important outcome of for them. There is mixed evidence about the type, number and strength of relationships formed, with relationships to MFAT posts being the weakest.

Connection with different groups

Around half of all alumni report being quite or very connected with a range of people they met through undertaking their scholarship, including: people from their host institution; New Zealanders who they met on scholarship; and, fellow international students met on scholarship. (see Table 7).

Table 7: Percent of alumni reporting connected with different groups, by scholarship type

Alumni reporting 'quite or very' Connected by Scholarship Type	Tertiary Scholarship	English Language Training	Short Term Training
People from your host institution (where you undertook your scholarship)	50%	60%	45%
New Zealanders you met because of your scholarship	50%	60%	50%
Fellow international students you met because of your scholarship	55%	50%	50%
Organisations from your host country that are relevant to your profession	50%	40%	60%
New Zealand's High Commission or Consulate in your home country	20%	30%	35%
Peers in your workplace or profession who have also studied overseas	60%	65%	50%

n=280

Interviews provided specific examples of people building strong and meaningful relationships that were both personal and professional in nature. Examples were provided of short-term training alumni contacting lecturers and government officers they met during field trips to ask technical advice, tertiary scholarship alumni organising visits for researchers from their host university to undertake collaborative work in the partner country, and English language training alumni maintaining relationships with fellow students across the region. Specific examples of professional linkages being formed by alumni include:

> *'At the moment, with my current post as the Acting Director for External Trade, I find myself running into my mates from university [New Zealand and Fiji]. like the Deputy Secretary in Geneva.' (RDS and tertiary scholarship, Vanuatu)*

> *'By staying in touch with Catholic pre-school in New Zealand, the potential is being considered for that organization funding a pre-school programme in Tonga. (tertiary scholarship, Tonga).*

From interviews it was apparent that there were many factors that influenced what relationships were formed, how they were maintained, and how useful they are to people's ongoing professional lives. This appeared to be very individual in nature, and varied in all countries, and across all scholarship types. These factors included how much time scholars had to meet and socialise[17]; the make-up of students in courses[18] and living arrangements[19] For example:

> *'I stay in touch with a few fellow students from my New Zealand studies, but while I was in New Zealand, I was so busy studying that I did not really have the time to develop social networks… and once back in Cambodia, all alumni get busy again almost immediately with work, family, and old friends, so it's difficult to retain alumni linkages.' (tertiary scholarship, Cambodia)*

Scholarship types have different features that either enable or inhibit these relationship building factors. Interviews indicate that the homestay aspect of English language training is very important to alumni and facilitates cultural and personal connections more effectively than self-organised living arrangements. Tertiary alumni benefitted from the length of their stay in New Zealand or regionally, having more time and incentive to develop relationships. Some, however, felt that time-pressure caused by the difficulty of their studies and barriers presented by cultural differences prevented them from experiencing New Zealand culture and country as much as they would have liked. Technical training lends itself to facilitating practical links between alumni and their peers and lecturers, due to its intensive nature.

However, no statistical difference was found between alumni from different scholarship types when reporting ongoing 'connections' with different groups. Given the different features of the scholarship types, and that interviews indicating that these features are significant to forming different relationships, we find that the lack of difference in connectedness is likely a result of relationships 'falling away' after alumni have returned home. (That is, for example, English language training alumni may initially have a stronger connection with their host family, but this may not be maintained one year after their return).

In interview, many alumni from all case study countries talked about the benefits of being more strongly connected to other alumni in their home country (whether New Zealand alumni or not). Both interviews and the survey indicate that the most common and strongest relationships formed are with other scholars from the same country who alumni studied or lived with while on scholarship, or peers in the workplace who have also studied overseas. Benefits to more engagement included forming stronger relationships with other like-minded people, being able to support others to obtain scholarships, career support (from other alumni), and having a critical mass to organise discussions and community activities.

Connections with MFAT

Connectedness with New Zealand's High Commission or Consulate in the home country was significantly lower overall, with only around a third of alumni feeling quite or very connected. For all countries, connection with New Zealand government was the lowest level of connection reported.

There was a significant difference between Vanuatu and the other case study countries that indicates a notable finding. In Vanuatu just over 50% of alumni felt quite or very connected to the High Commission– compared to less than 20% in Cambodia and approximately 25% in Indonesia and Tonga (Table 8). Data for Tonga are not included as there were insufficient respondents to offer conclusive evidence.

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[17] For several tertiary scholarship and short-term training scholars mentioned that high workloads and expectations stopped them from having time to meet with other scholars or researchers

[18] Several tertiary scholarship alumni mentioned that the courses they took were predominantly made up of Chinese and Indian students who they did not get to know, while English language training students often felt they had made strong links with a range of people from both their own country and within the region

[19] People formed strong personal bonds with people who they lived with, which was often people from their own country, unless a homestay was organised (as with English language training).

Table 8: Alumni connected to New Zealand's High Commission or Consulate in their country

Country	Alumni feel quite connected to New Zealand's High Commission or Consulate	Alumni feel very connected to New Zealand's High Commission or Consulate
Vanuatu	30%[20]	20%[21]
Cambodia	16%	0%
Indonesia	20%	5%

There are several factors that could explain this:

- Post engagement: As explored in Annex 12, the Head of Mission in Port Vila has sought to empower local staff to lead engagement on Scholarships within their sectoral areas of responsibility, and to be MFAT's external face for scholarships, and local staff seem to have embraced this role. Several alumni, when interviewed, reported that local staff had actively encouraged them to apply, and provided valuable information.
- In-country Post: MFAT does not have a post in Cambodia, and the Scholarships Programme is managed from Bangkok. While it was clear from discussions that Bangkok post actively supports the scholarship programme, and is trying to engage alumni, alumni noted that while they would like a stronger relationship they had little opportunity to access or communicate with post.
- Country size and alignment with New Zealand is also possibly an influencing factor. Indonesia is a large country and New Zealand is a relatively small player, which may influence the access they have to alumni and possible scholars. In contrast, Vanuatu is a small country with strong historical and cultural connectedness with New Zealand, and a small population overall.

All posts mentioned that they were prioritising alumni engagement, but to differing degrees of success, and that resourcing - both financial and time - was an issue. The Vanuatu example demonstrates that changes may not require significant increases in resourcing to enhance alumni engagement, but that it can take time. It was also clear from alumni interviews that they must see mutual benefit in being engaged, though as described in section 2.1.7, alumni motivations are often quite altruistic.

Conclusion: Networks

Overall it appears that scholarships provide opportunity for the development of strong and enduring relationships that are of both personal and professional nature. There are many factors that influence the development and maintenance of relationships, and these include personal attributes of scholars as well as the existence of an enabling environment. While there is sound evidence that relationships are formed, there is less evidence that they are maintained over time.

Key messages are that:

- High levels of embeddedness increase the development of personal relationships and cultural experience (e.g. homestay for English language training)
- Practical and ongoing contact with individuals assists in the development of professional (as well as personal) relationships, e.g. field visits, in-depth research projects, internships
- Connection with New Zealand High Commissions is generally very low, but there is a desire on the part of both alumni and posts to enhance this.

[20] significantly greater than Cambodia
[21] significantly greater than both Indonesia and Cambodia

While it is necessary to have a structured pathway for MFAT to increase engagement with alumni, it appears that some improvement can be achieved without significant additional resources, at least in countries with a post (e.g. Vanuatu). Alumni networks should also be viewed as a vehicle to support the maintenance of relationships between alumni, and with peers and professional connections in New Zealand, as it appears that these connections are highly beneficial but weaken over time.

2.1.4. In country/sector capacity

Alumni remain in their home country and/or work in priority sectors

Evidence suggests that most alumni remain in or strongly connected to their home countries, and that most are working in priority sectors.

Living in home country

Just under 20% of respondents said that they have lived outside their home country since completing their scholarship. Of these, about 75% were undertaking further study, 10% were working for their government, and 10% had migrated or moved for work/career reasons (the equivalent of 2% of all respondents). While it is possible that those who have left did not return the survey, all alumni from target countries for whom contacts were available were invited to participate, and it was made clear that survey responses would be confidential, and everyone was encouraged to complete the survey. It was common for alumni to have undertaken further studies either in New Zealand or in other countries (most commonly in Australia, China or Europe).

Regarding people leaving to live and work overseas, alumni in Vanuatu, Cambodia and Indonesia felt that while there may be a perception that people with skills and qualifications are more likely to leave the country to find better paying work, this is counteracted by strong links to family and home, and commitment to development in their own countries, so in general they believed that this was quite rare.

Respondents also provided evidence of people who had left their home country for work maintaining links with their profession in country, and through this providing useful information and support (e.g. a surgeon in Vanuatu mentioned that his uncle, also a doctor, currently lives in the UK, but they correspond regularly and his uncle tells him of current and emerging practices in surgery that can be very useful).

People also noted that remittances from people living abroad are important for their families and communities, and that people may also return to their home countries to work at some later date. Tonga was an exception to this, with several alumni, employers and government officials raising concerns about the temptation for alumni to leave to find better paying work overseas and much anecdotal evidence of alumni leaving their home country.

Alignment with country priorities

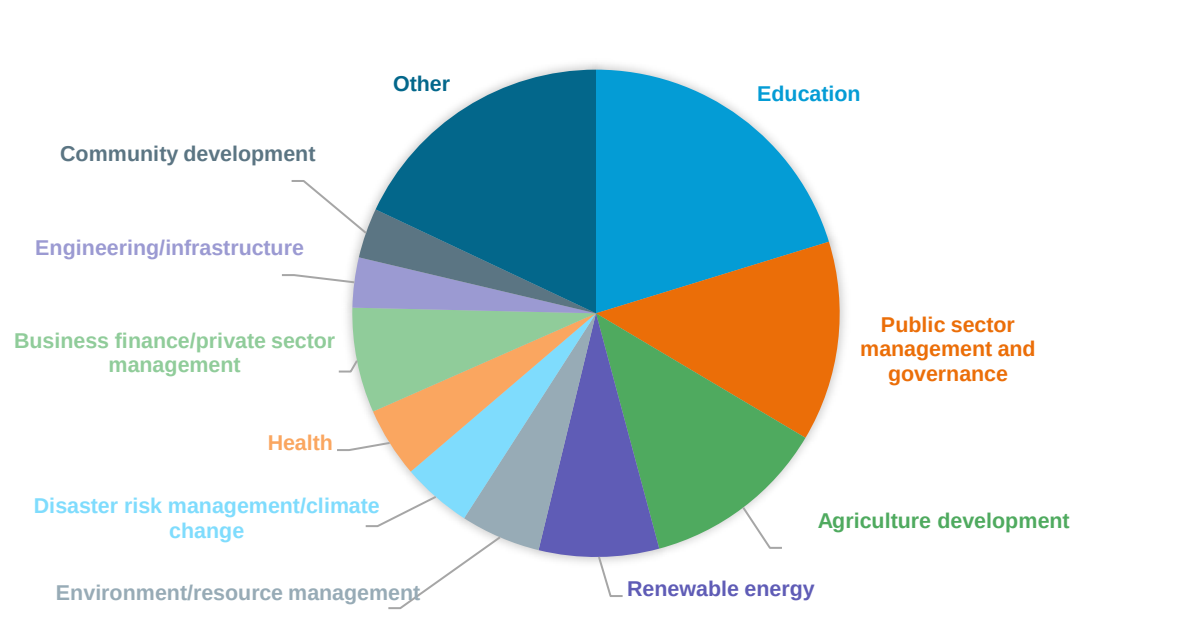
Fields of study targeted by scholarships appear to align strongly with priority sectors identified by countries. Both alumni and government officials noted that length of time between application and completion of scholarships can be many years, and priorities can change in this time. While this may be true, scholarship target areas seem to have remained constant over time and are broad in scope.

A broad examination of the Scholarships Programme in case study countries shows general alignment between tertiary scholarship priority areas and the objectives or themes outlined in the *Joint Commitment for Development* (JCfD) or other agreements between New Zealand and partner countries. In addition, there is evidence of scholarship areas being extended in some countries, mostly in the Pacific, to areas of workforce development or capacity needs requested by the partner country in line with their own

development plans. However, while there has been targeting of priority sectors for scholarships, the level of joint planning that takes place appears to differ markedly between countries. Government stakeholders in Tonga, Vanuatu and Indonesia indicated that although they understood the Scholarships Programme is broadly aligned with New Zealand's (jointly agreed) priorities, scholarships (particularly tertiary) are usually not closely aligned with the actual capacity needs at the level of sectors, industries or professions.

Results from the alumni survey also show that alumni are working in priority sectors within their home countries, including education (20%), public sector management and governance (15%), agricultural development (10%) and renewable energy (10%), which make up over 50% of scholarships awarded to respondents (see Figure 2 below).

Figure 2: Alumni sector of current employment



The evaluation tested links between MFAT's priority areas and the current professions and employers of alumni through the process of selecting alumni to interview. MFAT provided a database of alumni for each case study country, including (where available) their current employer and position. The evaluation team categorised alumni by the priority area that aligned most closely with their position or profession and counted the numbers of alumni associated with each priority area. For all countries, there were at least some alumni working within each priority area. Alumni in Tonga and Vanuatu were more evenly spread across a range of employers and sectors, reflecting the broader nature of MFAT's engagement in these countries, and a smaller population of scholars to choose from.

Interviewees generally felt that there were strong linkages between country needs and alumni fields of study, and there were many examples of alumni returning to take positions that had strong developmental value for their country.

> *'My MFAT Scholarship helped me get this job* (CAVAC), *and my experience has inspired me to optimize my joint public and private sector knowledge and skills. What I learned in my Victoria University course is still highly relevant', (tertiary scholarship, Cambodia)*

> *'I am very pleased to have graduated in the field of cybersecurity which will continue to become increasingly important in Cambodia. We need people here who understand how to combat digital crime', (tertiary scholarship, Cambodia)*

Variation by scholarship type

English language training scholarships are aligned with sector priorities[22], and short-term training alumni are generally employed in an area that MFAT Post has some engagement with. There is some evidence of tertiary scholarships being less strongly aligned with priority sectors due to a variety of employment outcomes for returning alumni. For example:

- Alumni being unable to find employment on returning from their studies because their qualification was not relevant in their country. For example, manufacturing engineering was a qualification obtained by one alumnus in Vanuatu, who feels he was mistaken in undertaking this course as there is currently no large-scale manufacturing industry.
- Alumni gaining skills in a priority sector but being 'poached' to another sector where there soft or cross-sector skills were relevant, but they technical skills not utilised. For example, an alumnus in Tonga trained as a teacher but had been employed in a management position with government.
- Alumni gaining qualifications in a priority sector but being unable to find employment as existing positions are already filled. Examples include an alumnus in Indonesia who undertook studies in the geothermal area, but was not able to find work in the industry so is now lecturing (in geothermal), and alumni in both Cambodia and Vanuatu who felt that even though they were better qualified than existing incumbents in government positions they had to wait until this person retired to fill their role.
- Alumni also noted that increasingly an undergraduate degree in a relevant sector may not be enough, and experience (and contacts) are also necessary to find employment.

Conclusion: in-country / sector capacity

Overall it appears that alumni are returning to their home countries on completion of their scholarships, with some undertaking further overseas studies, either with New Zealand or other donors sometime after returning. Most alumni are undertaking studies in priority areas, particularly English language training and short-term training which are more tightly targeted in most cases. A small number of tertiary scholars undertake studies in non-priority sectors, responding to country specific needs. There are others who have undertaken scholarships in priority areas but are unable to find employment in their field due to a shortage or unavailability of jobs, the need for experience, or seeking employment in a sector not specifically related to their studies.

These findings may not imply a need for any modification of the current programme, depending upon MFAT's aims for the Programme overall and each of the scholarship types. They do indicate that:

- Tighter targeting to current skill needs is more readily achievable with shorter scholarships, because of the shorter time-lag, and the likelihood that alumni can return to an existing job.
- Scholarships can provide skills that are broadly applicable across several sectors. Distinct sector targeting may not be the priority when identifying candidates if they have other skills or attributes that are desirable (for example strong leadership skills), and MFAT seeks to emphasise these.

While examining this outcome has been informative, the evaluation process has led us to believe that the outcome '*Alumni remain in their home country and/or work in priority sectors'* could be better captured as an ecosystem outcome relating to the application of skills and knowledge in a way that benefits their country or region. Alumni offered examples of how leaving their country to gain further study or work experience can lead to greater impact on return. Similarly, some alumni provided examples of how other alumni who now live abroad continue to contribute in some ways to their country's development.

[22] As cohorts are selected by sector and Ministry

2.1.5. Political capital

MFAT realises initial political capital from announcing and awarding scholarships

There was a commonly expressed belief across all MFAT Posts that scholarships are highly regarded by recipient countries, and they are valuable for this reason. This was mirrored by government officials from partner countries, who unanimously spoke highly of the benefits to their countries and to individuals of having scholarships.

Post relations with partner governments

During field visits, partners regularly commented of the value of New Zealand's historic delivery of scholarships. For example, in interviews with the CEOs of five government ministries in Tonga, they all agreed that scholarships help support human resource capacity needs in Tonga and build a strong relationship with New Zealand. This consistent and long-running form of aid was clearly valued, but also raised issues for MFAT on the impact on their political capital in adjusting the number of type of scholarships when priorities change. While there is political benefit in providing scholarships, there is also a public diplomacy cost associated with reducing the number of scholarships.

While the offering of scholarships was viewed positively, some partner governments expressed concerns regarding the lack of collaborative planning, especially regarding the high value in-New Zealand and in-region tertiary scholarships. This feedback should be contextualised, as all posts reported consulting partner government in setting priority fields for scholarships, and in some cases targeting and promoting (e.g. English language training in ASEAN countries). However, MFAT primarily works with central coordinating departments, and generally has limited contact with other parts of government including scholarships planning units (where they exist), human resource departments in line ministries, or civil service workforce planning units.

> *'Lack of dissemination of the scholarship information within the government institutions. MFAT probably needs to be more active to approach the officials or to find right person in related institution.' (Survey response, anonymous)*

MFAT has limited capacity at posts and relied on partner government to coordinate its own inputs into planning. This evaluation finds consistent evidence across Tonga, Vanuatu and Indonesia that partner government coordination is insufficient to underpin the detailed planning that could better align scholarships, particularly tertiary scholarships, to capacity needs. In Cambodia, the Bangkok posts limited relationships with line Ministries mean that no counterparts were interviewed, and this finding could not be directly tested. Discussions with partner government should also consider the role of the private and community sectors in development and how scholarships might support this, but we did not find evidence of this occurring, possibly excepting the geothermal sector in Indonesia[23].

Government officials in Tonga and Vanuatu also reported a lack of local knowledge or information available about where New Zealand alumni are employed upon return, which they felt would be useful. In Vanuatu, the government Scholarships Unit is hoping to play a more active role linking returning scholars and employers, so are looking at ways to engage employers and gather this information more actively. This lack of local input or communication with stakeholders in the programme results seems to diminish some of the initial political capital New Zealand gains through the awarding of scholarships.

[23] Many scholarships are awarded to the employees of state-owned geothermal companies in Indonesia; short term training scholarships due to the targeting of the sector, and tertiary scholarships due to targeting of the sector and the merit of applicants.

At the same time, short-term training and English language training enable greater local input and collaboration resulting in high levels of on-going political capital. For example, English language training in Asia and Africa provides partner countries with the opportunity to participate in the nomination of applicants which contributes to their relationship with New Zealand. There were also many examples found of close collaboration between MFAT and partners in the design and delivery of short-term training programmes, such as the weather forecasting in Tonga and geothermal courses in Indonesia.

Some line ministries were frustrated, however, by perceived lack of access to English language and short-term training scholarships. This was due either to MFAT not prioritising that sector as highly, and therefore not targeting it, or due to central coordinating ministries failing to pass on enough information about the application process in time to enable participation. While not within MFAT's control, MFAT may wish to influence this information sharing process by publishing and sharing more information publicly. Doing so would contribute to managing frustrations across government that undermine political capital.

> *What is the responsibility / role of posts in scholarships? Will the change from a numbers model to a budget model give posts greater management decision making; and partner government ministries feel even more disenfranchised. Better coordination is needed between scholarship providers; and there is a need to listen more to partner country Ministries - who know who is offering or taking scholarships. (MFAT post representative)*

Conclusion: political capital

Findings imply that the provision of all scholarship types by New Zealand builds political capital with partner countries. It is less clear whether tertiary scholarships build proportionately more political capital compared to their cost, and whether the current planning and selection process reduces the political gains that could be achieved (although political capital may not be the highest consideration). The implication from the evaluation is that: English language training and short-term training can offer a very cost-effective way to build and maintain political capital where government agencies are involved in the allocation of these scholarships; that more detailed collaborative planning for tertiary scholarships would likely enhance political capital; and that publicly sharing and promoting more information about all schemes would help to manage frustrations that undermine political capital.

2.1.6. New Zealand values

Students have positive experience of New Zealand, its people and institutions and embrace New Zealand values

Alumni expressed a very high level of appreciation for New Zealand and its people, appreciating that the New Zealand tax payer payed for their scholarships, that they had been treated generously and fairly, that things worked in New Zealand, that the air was clean and the country beautiful. Many alumni in Tonga and Vanuatu spoke about feeling that they had a shared culture: that New Zealand was a big brother for them. More than one respondent noted that if the Wallabies and All Blacks were playing they would of course cheer for the All Blacks—an indicator of the cultural affinity felt with New Zealand.

Reference was also made to learning from Maori culture, and how this was embedded within the New Zealand way of life, noting that this made them prouder of their own country and gave them an understanding 'that you must respect and appreciate the country'. Almost 90% had encouraged others to apply for a New Zealand Scholarship—implying that they appreciated what the scholarship could offer and had had a positive experience. Even interviewees who had not completed their studies were unanimously thankful to New Zealand for the opportunity.

Alumni who undertook their studies in New Zealand provided many explicit examples of how they had embraced New Zealand values, including appreciating the rule of law, living in an environment where the bureaucracy functioned efficiently and fairly, where people care for their environment, and where people drove safely. They also spoke about how they had been influenced by this, for example now looking out for pedestrians, speaking up about corruption, and having a strong work ethic. Many alumni during interviews spoke about the collegial and teamwork culture they learnt in New Zealand. The democratic way people worked together regardless of their seniority was a positive new way of operating for many alumni and many had attempt to replicate this approach when they returned to their workplaces and communities. While this was often a challenge, especially in hierarchical societies, it was more successful if others in their workplaces, especially senior managers, had also studied in New Zealand or abroad.

Possibly the group who spoke most strongly about the impact the scholarship had had on their beliefs and understanding of the world were those from Vanuatu who had received scholarships to undertake their final year of school in New Zealand and had then undertaken an undergraduate degree in New Zealand or the region. More English language training respondents (through their home-stay experience) and in-New Zealand tertiary scholars appeared to have stronger understanding of New Zealand values and be able to provide examples of how this had transferred into their life back at home that short-term training or in-region tertiary scholars.

Conclusion: New Zealand values

There is strong evidence that overall alumni have a positive feeling for New Zealand, its people and institutions and embrace New Zealand values through being awarded and undertaking scholarships, even those who did not completed their studies. It appears that having long or embedded experiences in New Zealand strengthens people's ties with New Zealand, though short exposure or regional scholarships have some influence in this space. This has implications for regional scholarships – indicating a need for New Zealand to more fully engage with regional scholars, and similarly, for this to be a focus with short-term training where training involves a cohort undertaking a course with littler interaction with the broader New Zealand context (through field visits, short placements, homestay etc).

2.1.7. Linkages

MFAT maintains contact and builds a mutual relationship with alumni

While alumni engagement both historically and currently has not been a strong priority and has not been undertaken in a structured manner, the evaluation found examples of mutually beneficial relationships that have been formed, and a desire by both MFAT and alumni to improve engagement.

History of alumni engagement

Evidence gathered through the evaluation confirmed MFAT's existing understanding that ongoing contact and relationships with alumni are a weaker element of the programme. The MFAT Scholarships Unit does not have current contact or career details for many alumni, and the posts for case study countries do not systematically cultivate relationships with alumni or collect information about alumni outcomes or career progression. MFAT staff interviewed for this evaluation agreed that alumni engagement is a weakness and represents a missed opportunity to both understand and capitalise on the benefits of the Programme, though posts noted that alumni engagement was a priority that they had identified and were trying to improve.

Posts gave examples of the activities that they are undertaking to enhance linkages with alumni, though they also noted that alumni engagement can be resource intensive. The High Commission in Tonga

noted that to deliver a more structured and strategic approach to alumni engagement they were planning to launch an alumni network in 2019. Similarly, posts in Vanuatu and Thailand (Cambodia) were supporting the development of a local alumni network. During the fieldwork Bangkok post held an evening event for alumni from the last few years, which was well attended and provided an opportunity for the Ambassador to speak with alumni, as well as alumni meeting each other.

What mutual benefit looks like

Some examples of a mutually beneficial relationship were found. For example, staff at Jakarta post contacted a senior official within the Government Department responsible for disaster management directly following an earthquake in Indonesia. This contact is a scholarship alumnus and was comfortable providing information directly to MFAT staff about the nature and scale of the disaster, as well as the most effective ways for New Zealand to assist the response. When interviewed, this official saw his relationship with MFAT as multifaceted and mutually beneficial. He helps to facilitate access for his own staff to New Zealand's tertiary and short-term training scholarships and credits his skills with relationship management with MFAT and other donors to his experience in New Zealand.

Importantly, the evaluation did identify alumni, like the example above, who are now or who are likely to become highly influential in their home country or region. In most field work locations, the MFAT post maintained high-level relationships between New Zealand alumni and MFAT officials based on sectors or areas of bilateral priority (e.g. disaster management and geothermal sector in Indonesia, finance, disaster management and health in Tonga, and health in Vanuatu). In Cambodia, where there is no post representation, these relationships were not evident. Where relationships are maintained, the alumni placed high value on this. A review of English language training in Africa found that 'the participants value their interactions with New Zealanders very highly, particularly staff at MFAT, and often maintain these relationships long after completing the course'[24]. This is explored further in Section 2.2. It is apparent that there could be immediate gains from MFAT putting greater focus on engaging with existing and future alumni, in terms of access to and (mutual) influence with high profile alumni.

In interviews, alumni emphasised their desire for mutual benefit in an ongoing relationship with MFAT and New Zealand's aid programme. Several alumni, particularly from the Pacific, indicated that they would be able to help advise MFAT on the most effective aid investments within their sector or profession. A senior surgeon interviewed in Vanuatu described how New Zealand could readily support development of the health system through a planned supply of scholarships for key professions and working with the Government to ensure that resources are allocated to enable service delivery upon their return. Alumni from the aviation sector described how they had used scholarships (including from other donors) to train local people to replace expatriate workers for aircraft maintenance, and how the same could be achieved for regulatory and policy staff through scholarships and technical support.

Alumni also highlighted how they could make a greater personal contribution to development in their home country through access to modest resources and / or the opportunity to work with MFAT on development assistance. Some posts characterised this as alumni emphasising individual benefits (e.g. access to further funding), however, alumni tended to emphasise the potential development impact and soft power benefits of continued partnership with MFAT. For example:

> *I emailed the embassy about project or grant funding. I knew about this because Australia provides small grants for research or volunteer programmes [for alumni], worth AUD5,000. That amount of money would provide one month of free education for street kids. Alumni here can do that, there is an army of us, ready to talk about New Zealand. It would have good development*

[24] English language training Africa End-of-Phase Review, Africa Regional Programme, English Language Training for Africa Officials, Submitted by Accent Learning: 1 June 2018

impact, and it would promote New Zealand as well. Let us give back. [tertiary scholarship, Indonesia]

New Zealand could help to make Indonesia's universities more competitive, more prestigious. Some funding can be spent on innovation, to bring New Zealand's experience to Indonesia. Kiwi universities could come here, offer a double degree programme with local universities. Education is cheaper here! You could cut the cost in half. I'd be happy to have an initial talk about this. I have a good university network. I would be happy to help. [tertiary scholarship, Indonesia]

Posts and alumni agreed that staff at post also have a critical role to play in ensuring that applicants can access the information that they need to apply for scholarships.

I spoke to the high commission once, asked please can you help, we want to work there [New Zealand] but there are political problems. The staff are not paid here, the money goes differently. We try hard, but it is a low salary, we work, work, work in the same place until there is an opportunity like this [English language training] to go out. But the website was too hard to navigate, I gave up. [English language training, Vanuatu, remote health worker speaking about opportunities to work in New Zealand to develop skills]

'The role of the post is crucial in ensuring potential applicants are able to ask questions about scholarships and to provide a support point for Tongans' [MFAT post]

In addition to this, many alumni in the Pacific reported no connection with New Zealand during their study experience when undertaking a regional scholarship (examples were from PNG and Fiji), however a few alumni commented on the connection Australian regional scholarship alumni had with the Australian High Commission in both Suva and Port Moresby

If one of the main drivers is about relationships between New Zealand and Tonga, what is the place of Regional Scholarships? (MFAT post)

Conclusion: Linkages

While there is limited current or past evidence of MFAT maintaining contact with and building mutual relationships with alumni in a structured way, there is evidence of some useful relationships with individual alumni. It is also apparent that MFAT and posts are aware of the need for and benefits of alumni engagement, and there appears to be a demand by alumni themselves for greater engagement with post and other alumni. As discussed in this Section and Section 2.1.3 above, posts appear to be increasing their focus on alumni engagement. While there is a need to develop structured and country-specific processes to enhance alumni engagement, it appears that some degree of improvement can be achieved without significant additional resources (e.g. Vanuatu).

2.1.8. Other impacts reported by Alumni

The project logic did not specifically identify broader impact on alumni's families as an important outcome, however this was an area spoken about by many alumni, who noted that there were long-reaching positive impacts, particularly on their children. Some are realised during the scholarship, and others over time after return to the home country. Most of the information for these outcomes is provided second-hand, by the alumni. There was a high degree of agreement across interviews regarding the benefits (and costs) for family members.

Benefits for families

Benefits for family members were highlighted as being an extremely valuable outcome of their scholarship by several alumni. The most commonly cited benefits were:

- the opportunity for children to go to school in New Zealand, and benefit from the quality of education, from learning English language, and from exposure to New Zealand culture
- increased cultural and community connections with New Zealand due to children attending school and/or spouse in the local workforce
- alumni being able to encourage and mentor younger members of their family (siblings or children) to later apply for and receive scholarships to study overseas as well
- children having access to a wider range of careers and professional opportunities later in life because of their English language proficiency, confidence, and intercultural experience
- alumni being able to better provide for family members, including children, parents and siblings, because their scholarship has increased their long-term earning capacity
- alumni and family members, primarily spouses, being influenced by positive family values in New Zealand, and changing their own behaviour (for example, to be more gender equitable).

Difficulties relating to families

Accepting a scholarship, particularly a long-term tertiary scholarship, can also prompt negative outcomes for family members. The most commonly cited difficulties noted by interviewees were:

- stress for alumni who are not accompanied by their family, due to being away from family members for long periods of time, with some alumni returning home early for this reason
- alumni being less able to ensure the safety of family member who remain in the home country (e.g. being unable to help prepare for or recover after a cyclone)
- financial stress for families that do accompany alumni, sometimes worsened by spouses having difficulty in finding work where they expected this to be relatively easy, and finding suitable accommodation
- financial stress for families that do not accompany alumni: several alumni reported sending part of their allowance to their family at home, one citing going without meals to do so.

A third of survey alumni reported experiencing financial stress or difficult living conditions while undertaking their scholarship, with men slightly more likely to agree with this statement than women (experienced by both those who completed and did not complete).

A third of survey alumni overall reported that concerns for their family made it difficult to focus on their study. Significantly more ni-Vanuatu respondents found that concerns for their family impacted their ability to focus on study (60%), than Cambodian (30%), Indonesian (25%) or Tongan (20%) respondents. This is reflected in interviews, with alumni from Vanuatu mentioning concerns with and outcomes for their families more often than alumni from other countries.

Several alumni, all women, explained during interviews that the age of their children and timing of pregnancies had affected their decisions about when to apply for a scholarship, and whether to accept an offer already made by MFAT. Some women also recall family members not supporting their acceptance of a scholarship, citing responsibilities to stay home and provide or care for siblings. These are historical instances, reported by alumni who completed their scholarship ten or more years ago. However, there is no reason to assume that similar concerns are not present today, particularly for women who have children, are pregnant, or are planning to have children.

One woman who completed a scholarship as a single mother advocated for the reinstatement of allowances for family. This sentiment was repeated amongst many alumni, particularly in anonymous responses to the survey.

> *As a single mother, I was greatly benefited by the full support from NZ Scholarship for me and my three small children then. I could focus on my study and had good marks for all of the courses I took because the family allowances I received from the scholarship had helped me greatly. I do hope MFAT reconsiders providing back the family allowances especially for single mothers or female awardees (survey respondent)*

Conclusion: Families

The evaluation found that the families of scholars are a group that is both impacted by, and have an impact on the success of, the Scholarships Programme. While this is not surprising, it highlights the need to consider the family situation of scholars in the design of a scholarship programme, to account for the unexpected positive and negative outcomes, as well as to be able to effectively support scholars during their studies, particularly if equity is a desired outcome.

2.2. Mid-term outcomes

The mid-term outcomes identified in the programme logic diagram are: application of new skills and knowledge and systemic change in partner countries, stronger cultural and interpersonal connections between New Zealand and partner countries, community and political perceptions of New Zealand enhanced generally, and specifically enhancing New Zealand's international reputation as an education provider and trade partner. The evaluation tested the assumption that the Scholarships Programme contributes to these medium-term outcomes, among other factors. Evidence relating to these mid-term outcomes was sought, from interviewees, focus group participants, and survey respondents. Evidence was triangulated between sources (e.g. perceptions of MFAT staff, partner government and alumni).

As flagged in the Fieldwork plan, a systematic evaluation of all mid-term outcomes was not undertaken for pragmatic reasons, (e.g. community perception of New Zealand because of scholarships would require large-scale surveys of public). Rather, the evidence provides illustrative examples of medium-term outcomes that scholarships are considered to have contributed towards in a range of relevant contexts.

Our analysis leads us to conclude that these outcomes are better understood as ecosystem outcomes, rather than mid-term. They are the outcomes generated in the community, employment, sector and country contexts that alumni return to. Some happen quickly, others over a longer timeframe. The revised outcome framework shown in Figure 3, Section 4.1 refers to these as ecosystems outcomes.

2.2.1. Application of skills and knowledge

Alumni use knowledge and skills to contribute to sustainable economic development in the country and region

Overall, there is good evidence that most alumni have been able to apply their skills and knowledge. Very few alumni reported that they had been unable to apply their skills and knowledge at all, or only to a small extent. While self-reported, the view of alumni is well supported by numerous concrete examples, and the views of employers who were interviewed, both included below. There are, however, some barriers to the application of skills and knowledge, which had strongly affected a proportion of alumni.

Almost three quarters of alumni surveyed felt that they were able to use the skills and knowledge gained through their scholarship in their home country to a large or great extent (Table 9).

Table 9: The extent to which alumni were using their skills and knowledge (percentage)

To what extent have you been able to use the skills and knowledge gained through your scholarship in your home country?	Great extent	Large extent	Some extent	Small extent	Not at all
All	**30%**	**45%**	**20%**	**5%**	**0%**
Tertiary Scholarship	30%	45%	25%	5%	0%
English Language in New Zealand	20%	50%	25%	0%	0%
Short term training in New Zealand	30%	55%	15%	0%	0%

n=291

While there were no significant differences between scholarship types, interviews suggest that short-term training may provide technical skills that are easier to apply directly that the other scholarship types. Short-term training scholars are generally employed and undertaking studies that are specifically relevant, whereas some tertiary scholarship alumni do not find work relevant to their technical field. Tertiary scholarship alumni also spoke more often about using the soft skills that they had learnt, for example teamwork, presentation and public speaking, organisation skills and perseverance.

Direct applications in the workplace

While interviewees found it easiest to talk about the short-term and personal outcomes of their scholarship, most could provide specific examples of how and where they had applied skills and knowledge they had gained during their scholarship. Below are examples of how people were using their technical skills and knowledge through their work.

'My job is to organize Nurses training, planning, budgeting and recording and reporting. The skills and knowledge I gained from this scholarship was very much helpful to me.'

'I already contributed a lot in Urban development sector by using my skills gained from Massey University particularly in developing GIS as a main tool to improve better urban development implementation such as creating more green open spaces and green communities in Mataram City.'

'I have been able to share my knowledge to the next generation of Aircraft Maintenance Engineer. Not only share but lead them and show how an education and training will improve and make them as a good Engineer in the future.'

'I studied social work and I am now a focal point for social work in UNICEF where what I studied are very relevant to my role.'

'On return from my BA in resources and environmental management in New Zealand I worked with the Department of Environmental Protection and Conservation… I worked with this biodiversity project and I coordinated this project under … the Department of Land Survey…I got accepted … to be the environment and social impact officer for the Millennium Challenge Account programme 2006 – 2011. …really managing hands-on environmental social issues. And not only just that, but more into land acquisition, involuntary re-settlement, community consultation, communities and land, grievance.'

'My Degree (Bachelor of Management Studies: Accounting, with law, HR etc) made me highly employable. I have worked in a number for Accounting/Financial controller roles, progressing through a variety of companies.'

Employers also commented on how useful and relevant the knowledge and skills developed through scholarships were to workplaces. For example:

> *'And we've actually seen the intellect they've come back with, it's really impacted on their roles and consequently, a lot of them get promoted from coming back in to the job system again…[One employee] had a tertiary scholarship to Wellington. He has always been enthusiastic and capable, but when he got back he had this crazy zest for doing new initiatives and new programmes. And he launched the Financial Inclusion programme… I think while he was there during his study, I think he came into contact and he had a lot of exposure with interesting people and he must have gone to some interesting meetings, workshops, events that planted these things in him, so when he came back-…he came back different'. {Employer, Vanuatu]*

> *'The short-term courses provided [scholarship alumni] with relevant skills, but also broadened their horizons and increased their motivation. It gave them new ideas and things they want to do and implement. It did not change, I think, their leadership or management skills…For the organization, staff return with improved specific skills, motivated and excited with new ideas, they share skills, experiences and ideas with others, so the organization benefits in a number of ways.' [Employer, Cambodia]*

Broader applications of skills and knowledge

As well as the specific application of technical skills and knowledge through their work, alumni use their skills and knowledge in a range of broader ways. The survey gathered evidence that alumni have shared their skills and knowledge with colleagues, gained confidence and skills to take on new roles, undertaken projects and research relevant to the development of their country, and worked with international colleagues who they had not previously worked with (see Table 10).

Table 10: Percentage of alumni who have used knowledge and skills to undertake activities

Have you done any of the following since your scholarship? Please tick all the options that are true for you	% of alumni undertaking activity n=292	Scholarship helped to a large or great extent n=269
I shared my skills and knowledge with other people	90%	85%
I mentored or supported other people	55%	80%
I have become a better supervisor or manager	50%	85%
I managed a project relevant to the development of my country	40%	75%
I undertook research relevant to the development of my country	40%	75%
I started working with international colleagues, when I hadn't before	30%	75%

The proportion of alumni contributing in these ways is quite high. Almost 90% have shared their skills and knowledge with others, and around 50% have actively mentored or supported colleagues. About half of respondents also felt that they were able to apply what they had learnt to become a better manager. Forty percent have managed a project that they consider relevant to the development of their country, and 30% have started working with international colleagues since their scholarship. Most respondents accredited this to their scholarship experience.

Whilst the survey results may be subject to positive bias, interviews with alumni provided multiple concrete examples of how alumni are applying their skills outside of their immediate work responsibilities and contributing to broader outcomes. This lends weight to the self-reported findings. For example:

> *'The knowledge and skills gained from the post graduate degree in New Zealand have enabled me to contribute to the development of education in broader context, particularly in the academic management roles. I undertook the degree in English Language Teaching; however, I am able to utilize these skills in K-12th Education, Educational Technology, Research and Development and project management.'*

> *'I am running complimentary good governance and policy training for government, provincials, women's groups and communities who need this sort of training to improve their institutions.'*

Around 40% of respondents reported having undertaken research relevant to their country's development and a similar proportion have managed a project relevant to their country. Over three quarters of respondents reported that their scholarship assisted them to do this to a large or great extent. Examples of the types of projects and research reported at interview include:

- Research into shoreline erosion in Vanuatu by an alumna who works in environmental policy within government. She conceived the research project, completed a postgraduate research project on scholarship, and returned to apply new research methods. The project identified the cause of erosion to be sand mining, which is now banned in that location. She is now working towards hosting research students from New Zealand.
- Research on the timing of tsunami impact in Indonesia by an alumnus who works in disaster risk reduction within government. He conceived the research project, completed a postgraduate research project on scholarship, and returned to communicate his findings that a tsunami can hit within seven minutes in offshore island locations (not 30, as in mainland locations).
- Applied for a tertiary scholarship because alumnus wanted to extend understanding of linguistics, so that he could extend his knowledge of current research in the topic 'That would give me the qualifications and knowledge to teach in a university.'

Barriers to using skills and knowledge:

While many alumni felt that they were able to apply their skills and knowledge in their home country to a greater or lesser extent, there are also issues that alumni encountered doing this. Data collected through interviews can be grouped into four types of barrier, as summarised in Table 11 below.

Table 11: Types of barrier to the application of skills and knowledge

Type of barrier	Examples	Patterns of Occurrence
Countries or sectors not having the policy or institutional frameworks required to accommodate innovations or change **(institutional)**	*'Because of the planning policy in Cambodia is not as comprehensive as in New Zealand. There are only to some extent that it is applicable.'* *'Some plans were not achieved because of the challenges in government lack of proper planning in National level. etc.'*	This was a commonly cited problem across case study countries, although could be expected to vary by sector.

Type of barrier	Examples	Patterns of Occurrence
Workplaces not having the equipment or resources to enable application of skills **(resourcing)**	*'Unfortunately, the skills we learned in New Zealand cannot all be applied as there is neither the infrastructure nor the equipment available in Tonga – although we are able to implement some of our course skills' (Short-term training)*	This was a very commonly cited problem, particularly in health, agriculture and value chain development.
Colleagues, bosses, organisations not wanting things to change, or not valuing the ideas of people who are young and / or qualified **(cultural)**	*'Sometimes people here do not accept our proposed ideas due to the budget, resource and time constraints.'* *'Have a follow up system to monitor and evaluate graduates' progress (to empower individuals for psychological and emotional challenges encountered in workplace: senior staff versus young graduates)'*	This was cited most commonly by people who were just beginning their career, or who were the only person in an organisation who had undertaken short-term training.
Qualifications not being relevant or utilised **(planning)**	*'I was unable to get a job for some time in my field of study. Personal circumstances drove me to do other jobs for a while.'* *'Due to the market demand, I have to adjust my area of focus a bit. However, I still found the overall programme useful.'* *'When I returned I was moved to a Section not relevant with the course I had taken, so not really using the technical skills I have learnt'*	This was most commonly cited by tertiary scholarship alumni, who found that their qualification did not position them as expected. More pronounced in Pacific Island countries, due to small labour markets.

Results from the alumni survey confirm the qualitative analysis above. No survey question corresponds directly to institutional barriers, but for:

- resourcing—45% of alumni reported that 'the resources were not available in my workplace to utilise my new skills and knowledge'. This was the most commonly reported barrier
- cultural—25% of alumni reported that 'my qualification and knowledge are not valued', and 10% also reported being discriminated against based on gender, race, ethnicity or other.
- Planning—25% of alumni reported having difficulty finding work, 25% as not having the networks to get the job that they wanted, 35% having no opportunity for progression at work, and for 15% that their skills and knowledge were not relevant for their workplace or position.

The latter issues are all issues associated with planning scholarship offerings against human resource development needs and facilitating the uptake of alumni in appropriate roles. These issues were more pronounced in Pacific Island countries, due to small labour markets. Alumni themselves explained that there are so few positions of any type in Pacific Island countries that it often takes a while, and a round-about journey, to get into a role that is relevant to your qualifications (if at all). Some alumni advocated for MFAT and / or government together to better facilitate this process.

> *'Have a network system/mechanism in place; e.g. from MFAT to support graduates to get new jobs or resume jobs (especially. as workplace culture / resistance can be a barrier to change; knowing organisations are so bureaucratic with mostly transactional leadership or unsupportive work environment' (Survey Respondent)*

The role of a critical mass

Establishing a 'critical mass' of people motivated to drive reform and development within an organisation, sector or network is an enabling factor for individual alumni to apply their skills and knowledge. Not all members of that critical mass need be New Zealand alumni[25]. The 'critical mass' factor is explored further in Section 2.3.3 and Annex 4. The importance this concept has for the application of skills and knowledge is that it helps to *create an enabling environment in all respects*; institutionally, through intentional resource allocation, through an enabling culture, and through more effective planning of how individual alumni can contribute. An alumnus who is in an environment that is receptive to change sounds quite different, such as in the following example:

> *I have had some success in sharing my learnings with my ministry colleagues – and have faced no major challenges; because my ministry is working with UNDP and Red Cross in improving prisons, there is an environment receptive to change' (Tertiary scholarship, Cambodia)*

Conclusion: Application of skills and knowledge

In summary, there is good evidence that almost all alumni apply the knowledge and skills gained through their scholarship in the workplace, and / or in a variety of broader ways. Employers agree with the alumni about the importance of scholarships to fill critical skills gaps, foster innovation, and cultivate leadership. There are significant barriers to the application of skills and knowledge in the form of institutional unreadiness, lack of resources, cultural resistance, and mis-matched planning skills against need. These cannot be overcome entirely, but there are opportunities to address these barriers more systematically, and potentially cultivate a more enabling environment for alumni. These will be discussed in Section 4.1 (Using the outcome models), 4.3.2 (Strategic Planning) and Annex 2 (Skills outcome model).

2.2.2. Systemic change

Alumni contribute positively to systemic changes within their sector, employer, community and or profession

Overall, there is evidence that some alumni are contributing significantly to positive change within their sector, organisation, community or profession. Interviews with alumni and employers identified a broad range of actions that alumni had taken since returning from their studies that they felt the scholarship had influenced. The survey collected quantitative data on indicators of systemic change, including advocacy for reform, involvement in community activities and leadership in civil society. These indicators are summary categories for the range of actions that alumni reported at interview; as well as actions identified in literature on leadership in the development context identified as the basis for political will for positive reforms.

Together, these data indicate that some alumni make significant contributions towards systemic change, at many levels. The following provides a realist perspective on what this might look like:

> *'It is important to ensure that there are candidates and scholars from many different Cambodian sectors, so that there is a 'broad spectrum' of ideas and skills being enhanced; the private sector is becoming more of a force in Cambodia, so their engagement is also needed… But we need to remember that changes in Cambodia will be incremental, not rapid.' (Mid-level manager and tertiary alumni, Cambodia)*

[25] As is the case in the health sector in Tonga and Vanuatu, some may be reform-minded with no significant overseas experience, other alumni from other scholarships schemes or privately educated overseas, some participants in other development training or activities, and some even dual citizens with New Zealand or another country.

Advocacy for reform

Examples of alumni undertaking activities that can be categorised as 'advocacy for reform' in their organisation or profession include:

- a Chief Economist in a Tongan Ministry advocating to use the transparent payments system that is in place when political interference at times subverts this
- an adviser to the Vice President in Indonesia encouraging his direct reports to use a more evidence-based research approach to develop policy advice.

Examples of alumni undertaking activities that can be categorised as 'advocacy for reform' at the community or country level include:

- two alumni in Vanuatu who publicly queried why funds allocated to emergency response for a volcano eruption in (Vanuatu) were not reaching the people affected
- Tongan alumni advocating within the military to train officers in international law and obligations during international operations (i.e. UN peace keeping service)
- a doctor in Vanuatu who is voluntarily leading a campaign to establish an independent Health Services Commission, whose role will be to oversee planning and development of health services.

At on organisational level, a discussion with a range of representatives from a Tongan education institution identified the positive impact of having multiple alumni from both long- and short-term programmes:

- all the leadership are New Zealand alumni, and management and organisational operations have benefitted from the enhanced skills and knowledge of these people—they had better skills and confidence and introduced more efficient processes including online student management and learning systems as observed in New Zealand
- having many alumni (5 short-term training, 5 Regional Development Scholarships (RDS)) is helping to change the culture of the organisation
- teaching practice has improved, for example the curriculum has been revised using knowledge from alumni, and practical changes to workshop layout have occurred
- respondents noted however that there is still need to further improved skills in teaching overall, as well as a lack of resources and equipment.

The survey asked alumni whether they had undertaken a range of advocacy and reform-oriented actions in their organisation or profession, and in their community or country since completing their scholarship. As would be expected, people were more likely to report undertaking these activities in their organisation or profession as summarised in Table 12 below:

Table 12: percentage of alumni who have undertaken advocacy for reform activities

Have you done, or contributed to, any of the following since your scholarship? Please tick all the options that are true for you	in my organisation or profession	In my community or country,
I started a new initiative	60%	30%
I changed how things are done	65%	30%
I advocated for the rights of other people	50%	35%
I advocated for changes in policy or culture	60%	30%

Have you done, or contributed to, any of the following since your scholarship? Please tick all the options that are true for you	in my organisation or profession	In my community or country,
I developed a new policy or procedure	50%	20%
I worked with other people to support change	75%	45%
I took a stand against corruption	60%	35%

n=270

Between 60–70% of these respondents also believe that their scholarship helped them to a large or great extent to take these actions. The evaluation did not examine exactly what these actions entailed, nor did it have a control that measured the general population's tendency to undertake reform activities. However, these levels of activity appear high. While there is likely to be some over-reporting by respondents, these high figures could indicate that the process of selection for scholarships prioritises people who are predisposed to creating change, and/or the experience of scholarships provides the material or impetus for engaging in change.

Civil society and NGOs

Just under 15% of alumni reported that they started or helped to build an NGO or community organisation since completing their scholarship, and 60% of respondents attribute this to their scholarship to a large or great extent. Alumni from tertiary scholarships were more than twice as likely to agree with this statement than those from other scholarship types. This was also much more likely for alumni from Vanuatu (30%) than from Indonesia or Tonga (15%), or from Cambodia (5%).

Examples of alumni fitting this 'civil society leadership' categorisation are:

- a PhD alumnus in Vanuatu who was a task force member in the establishment of VANGO, Vanuatu Association for NGOs
- Indonesian alumni from Papua established a local NGO to work with government counterparts on reforms and advocating for community rights
- a Tongan alumnus has taken a year of leave from employment to volunteer with the Youth Parliament to advocate for the rights and demands of Tongan young people.

Serving community better

More than half of all alumni reported that they were able to serve their community better after undertaking their scholarship, and 70% of respondents attribute this to their scholarship to a large or great extent. Interestingly, respondents from the Pacific were more likely to both feel that they were able to serve their community better, and to attribute this to their scholarship. Around half of alumni also reported this being a motivation to undertake their scholarship.

Interviews with alumni suggest that many people who responded in this way are in professional roles that have an element of public service, and who believe that they are now better able to serve the public through their work itself, or through voluntary activities using their work-related skills. Just over 10% of alumni reported that they work in such a service-oriented role, and a further 50% work in government positions that may well have a client-facing or service-oriented aspect.

Examples of alumni fitting this 'skills for community service' categorisation are:

- a school teacher in Tonga who implemented a project introducing play group at a school in an area not currently serviced for early childhood education, who cited this as an opportunity to use the soft skills developed through her course in a non-work environment

- a nurse working in Vanuatu who is applying her project management skills to better plan, fund and manage disease prevention programmes serving people displaced by a volcano. She also collects donations from visiting cruise ships and distributes this to displaced women and children.

Following is an example of an alumnus applying soft skills, including confidence and initiative, to serve a community better.

> *'I gained a deeper level of self-confidence and am able to take great risks; e.g. establishing a privately-owned healthcare business to better serve our local people - (fulfilling WHO goals) making healthcare accessible and affordable to the low socioeconomic group.'*

Alumni from Vanuatu and Tonga more often specifically mentioned their community and serving their community in interviews. This may in part reflect the fact that most interviewees from Indonesia and Cambodia lived in the capital cities. Many interviewees from the Pacific island countries still 'belonged' to smaller communities on outer islands, despite living in the capital, and some interviews were with individuals living in these relatively remote communities. It may also reflect the fact that the Pacific Island countries have a more pronounced skills-gap, so the improvements in service are more immediately apparent when alumni bring new skills-sets to their work and civic life.

Conclusion: Systemic change

In summary, most alumni have demonstrated a strong motivation to contribute towards systemic change, and many of them have taken a range of constructive actions towards this. There are numerous examples of change at the levels of communities and within employing organisations, and some examples of efforts to reform professions and sectors. These are discussed further under the higher-level outcomes (Section 2.3).

The greatest difficulty in understanding the impact that alumni have in these contexts is a lack of granular baseline data about the pre-existing conditions, and main barriers to reform or constraints to development. This is addressed further in Section 3 (Building the evidence base) and Section 4.3.2 (Strategic Planning).

2.2.3. Influence

Alumni gain influence professionally and socially, potentially being promoted to professional leadership positions

There is ample evidence that most alumni achieve career progression, and attribute this to their scholarship. Some alumni report less tangible but equally significant gains in the form of increased influence, more respect for their capabilities, and higher expectations for their role as a leader.

Professional Progression

Around 40% of alumni reported having gained a promotion or a job with more responsibility since their scholarship. Half reported that they have become a better manager or supervisor. One in eight alumni had started a business and one in five have done work previously done by foreign workers. Most of these people felt that their scholarship experience helped the to do these things to a large or great extent (see Table 14).

This result is consistent with findings from MFAT's 2018 tracer study for tertiary scholarship alumni, which found that 80% reported being in at least one leadership role (although they may have been before the scholarship), and around 15% had been promoted since their scholarship (within 4–6 years). The cohort for the survey completed for this evaluation includes alumni who have had more time to progress in their career, which may explain the higher reporting of career progression.

Table 13. Percentage of alumni who have used knowledge and skills to undertake activities

Have you done any of the following since your scholarship? Please tick all the options that are true for you	% of alumni undertaking activity	Scholarship helped to a large or great extent
I gained a promotion or new job with more responsibility	40%	80%
I started a business, or started offering consultancy services	10%	70%
I have become a better supervisor or manager	50%	85%
I have done work previously done by foreign workers	20%	65%

While many survey respondents and interviewees had experienced career progression since their scholarship, and attributed this change to the scholarship experience, the importance of obtaining a degree has changed over time in some countries. For example, in Vanuatu interviewees commonly noted that while a degree can give people a different view of the recipient and build their knowledge, and in this way impact on people's career pathway, prior experience is also very important, as are contacts and networks. It was noted that this may have changed in the last decade, with degrees previously holding more weight, and people now needing a post graduate degree to obtain a similar level of recognition.

Social influence

Two thirds of alumni surveyed report that they gained credibility, respect or influence in their home country to a large or great extent because of their scholarship. Some interviews provided corroborating evidence, with alumni from Pacific countries reporting that their families, workplaces and communities held them in higher esteem, and placed higher expectations on them to lead, personally and professionally. Tertiary study had more influence over people's credibility, respect and influence. Just over 70% of tertiary alumni felt this was increased to a great or significant extent, compared to 65% of alumni from English language training and half of those from short-term training.

Further evidence of the scholarships increasing the influence of alumni is provided in Cambodia. While only anecdotal, several Cambodia alumni mentioned that the ruling elite were contacting alumni and encouraging them to join an alumnus network they are developing. Respondents were unclear of the motivations around this but felt it may be because of the perception that the process selected people who were bright and ambitious, and the process led to them being well educated, so relationships with them should be cultivated.

There is a significant difference between countries for this outcome. In Vanuatu and Tonga, around half of respondents said that they had gained credibility, respect of influence to a great extent, compared to only 20% in Cambodia, and 30% in Indonesia. Research from the Pacific posits that (political) leaders are usually more educated than the general population, therefore a scholarship to study overseas is a means towards accessing formal leadership opportunities and positions of influence. This is less likely to hold true for larger countries with a larger population of people with tertiary qualifications, including from local universities and those who pay privately to study overseas.

Conclusion: Influence

In summary, around half of alumni report at least one measure of increased influence since completing their scholarship, and most attribute this to their scholarship. Over the longer-term the proportion reporting increased influence may be higher, as most survey respondents were still relatively recent alumni. No significant difference was found between scholarship types for this outcome.

2.2.4. Diplomatic perception

New Zealand seen diplomatically by partner countries as a positive contributor to their country's economic and social outcomes

A comprehensive assessment of diplomatic perceptions of New Zealand was beyond the scope of this evaluation. As indicated in the Fieldwork Plan, this would require a large-scale survey of partner governments. However, there is evidence that the Scholarships Programme contributes to positive perceptions of New Zealand as a development partner *amongst government stakeholders who are familiar with the Programme*.

The evaluation team interviewed twenty representatives from partner governments from across the four case study countries. These representatives were asked about the impact that the Scholarships Programme has on their perceptions, and the perceptions of the government more broadly, of New Zealand as a development partner. Responses were positive, except in instances where these stakeholders felt that their staff did not have the level of access that they wanted to the Scholarships Programme. These stakeholders were positive about the opportunity that scholarships represent but highlighted the missed opportunity for their own staff.

> *For me the English language training programme is a programme that is not only very good, but it is also well-structured, provided us with knowledge and helped us to improve our English skills. In addition, it also helped us to develop as an individual, making us more confident and be more elegant in international communication. And, of course, it also improved bilateral relations between New Zealand and Indonesia. [English language training Indonesia]*

Evidence from other sources confirms that scholarships contribute to positive diplomacy perceptions of New Zealand. One of MFAT's implementing partners indicated that positive perceptions of New Zealand amongst alumni contribute to better bilateral opportunities 'down the track'. An evaluation of the English language training Africa programme, which targets government officials, found that all participants reported 'forming positive relationships with New Zealand and New Zealanders'[26]. The review also found that the alumni network has been effective in promoting the programme to other colleagues and is very active within Africa and in global diplomatic circles.

On analysis, we find that the concepts of 'political capital' discussed under short-term outcomes and diplomatic perceptions discussed here are similar enough that the former should be merged with the latter. The political capital outcome was created to capture the soft power and 'bargaining' benefits that MFAT staff perceive from announcing new scholarship allocations. The evaluation team was not able to test this understanding directly, but also found no evidence to counter this perception. The stakeholders we interviewed tended to emphasise the continued allocation of scholarships[27] as the mechanism underpinning a positive relationship with MFAT and New Zealand. We recommend the two concepts (initial and ongoing political capital arising from scholarship allocations) be combined under the one ecosystem level outcome, as in the revised outcome framework shown at Figure 3, Section 4.2.

Conclusion: Diplomatic perception

Overall, there is evidence that the Scholarships Programme does contribute to positive diplomatic perceptions of New Zealand. The English language training programme is likely to have a stronger impact

[26] English language training Africa End-of-Phase Review, Africa Regional Programme, English Language Training for Africa Officials, Submitted by Accent Learning: 1 June 2018

[27] The evaluation team did not target government officials who had recently benefited from a new scholarship allocation, as the focus was on countries, sectors and organisations who had many alumni.

on diplomatic perception overall, and do so more economically, because it targets government officials for short-term training at a lower cost. To the extent that short-term training targets government officials, it is likely to have similar impact on diplomatic perception. However, the impact on diplomatic perception may be limited to alumni and their immediate networks. The impact on broader diplomatic perceptions is unknown. In the Pacific, with a higher saturation of New Zealand alumni, the overall impact of the Programme on diplomatic perceptions of New Zealand is expected to be higher than in ASEAN countries, or those in the 'Rest of World' category.

2.2.5. Community perception

New Zealand seen socially within partner countries as a positive contributor to their country's economic and social outcomes

As with diplomatic perception, a comprehensive assessment of community perceptions of New Zealand was beyond the scope of this evaluation. This would have required a large-scale community survey. However, there is evidence that the Scholarships Programme contributes to positive perceptions of New Zealand as a development partner *amongst alumni,* and that *alumni promote New Zealand amongst their peers, families and workplaces.* The extent to which alumni communicate their understanding of New Zealand as a development partner (rather than as a desirable destination for travel or study, or to illustrate different cultural or technical ways of doing things) is less clear.

Alumni promoting New Zealand

MFAT has an existing evidence base of alumni perceptions of New Zealand during and after their scholarship which clearly indicates positive impacts on perception. The 2018 Tracer Study of tertiary scholarship alumni found that almost all alumni perceive the Programme and their time in New Zealand positively. Similar results are reported in evaluations of English language training and short-term training. Scholarships are very reliable at generating positive perceptions of New Zealand overall amongst alumni, with only very few having any negative experience to report.

Alumni consistently report sharing their positive perceptions of New Zealand and the Scholarships Programme with their families, peers and employers. Eighty percent of surveyed alumni had encouraged others to apply for a New Zealand Scholarship, and 75% had talked with others about how things are done in New Zealand. This was consistent with interviews, where many alumni reported that their scholarship experience had inspired and enabled others in their family or network to apply for a New Zealand scholarship. The extent that this translates into community perception of New Zealand as a development partner is unknown, but a positive link is indicated.

There is less evidence of alumni engaging with or promoting New Zealand as a development partner. Most alumni are aware of the New Zealand development programme, and many are aware of activities within their country and sector, yet very few alumni reported engaging in an active way with the development programme or promoting it to others. Those who did speak about New Zealand's support for their country's development used very positive, but mostly general terms.

> *I believe that New Zealand supports Cambodia for "Diplomacy reasons" – to help to develop close relations between New Zealand and Cambodia, and between their peoples and cultures – at both the personal and systemic levels. (tertiary scholarship, Cambodia)*

> *The benefit of the New Zealand Scholarships Programme is that it promotes gender equality, empowers women and promotes community work, especially in rural areas. [Graduate Survey]*

New Zealand as a development partner

Some indicated that they did not have enough information to promote or engage with New Zealand's aid investments. This finding of missed opportunity to engage with New Zealand as a development partner is reinforced in data collected through the 2018 tertiary scholarship graduate survey, which found that alumni were much more likely to have attended events about the Scholarships Programme or New Zealand in general (around 40% of alumni), than about New Zealand's development cooperation or trade links with their country (just under 20%). As indicated under the 'linkages' and 'diplomatic perception' outcomes, many alumni have expressed desire for a direct connection with the New Zealand aid programme, both to promote it and to help shape it and deliver it.

The exceptions are alumni from short term training scholarships who have been selected (in part) because they are affiliated with one of MFAT's development projects. For example, in Cambodia, several staff from an agricultural sector project have completed short-term training scholarships and returned to support delivery of the project. In Vanuatu, several parole board members completed short-term training and returned to work in the corrections sector as MFAT was closing its corrections focused project. These alumni are uniquely positioned as advocates for New Zealand as a development partner in their country. The extent to which this translates to broader community perceptions is not known.

Scholarships in remote communities

Where scholarships were awarded to individuals from more remote and disadvantaged communities, alumni tended to emphasise communicating their experience and perceptions of New Zealand more strongly. Evidence underpinning this finding is limited, but the finding itself is intuitive. A person from a remote island of Vanuatu, for example, where very few people leave to travel overseas and return, is likely to have a bigger personal impact from New Zealand based study and to emphasise perceptions of New Zealand amongst their community more so than someone who lives in the capital, and mixes with many people who have already lived overseas.

Two short term training alumni interviewed (by phone) in remote islands in Vanuatu indicated this. One described acquiring as many skills as he could before returning to share these with his community, as he knew this would make the biggest practical difference. The other described how she promoted dance as a hobby and for exercise in her home island after having a life-changing experience falling in love with dance in New Zealand, while applying her new skills as a nurse. These two individuals are examples of the kind of people who are less likely to be awarded a scholarship (because of the barriers discussed in Section 4.5), but who as alumni are proactive agents of change in their communities, and outstanding ambassadors for New Zealand.

Conclusion: Community perception

Overall, there is evidence that the Scholarships Programme does contribute to positive community perceptions of New Zealand. However, the impact on community perception may be limited to alumni and their immediate networks, to whom alumni actively promote New Zealand. The impact on broader community perceptions is unknown.

There is some indication that short term training scholarships are a more amenable tool to influence community perceptions. The current operational settings mean that they can be targeted to individuals who already have a connection to the aid programme, and to a broader range of people, potentially including those who would not qualify for other types of scholarships (for example, those with a lower English Language level, remote locations, although this is not currently done intentionally).

In the Pacific, with a higher saturation of New Zealand alumni and interconnectivity between countries overall, the impact of the Programme on community perceptions of New Zealand is expected to be higher than in ASEAN countries, or those in the 'Rest of World' category.

2.2.6. Cultural and interpersonal connections

New Zealand benefits from stronger cultural and interpersonal links with more influential people in partner countries

The evaluation found evidence of cultural and interpersonal links with influential people in partner countries formed because of the Scholarships Programme. This goes beyond links with MFAT, to links between industry, academia, and community sectors in New Zealand and partner countries. Evidence of New Zealand benefitting from these links was rarer. MFAT has limited awareness of the links that exist and has not yet allocated resources to the cultivation and management of links with influential alumni. Links outside of the diplomatic and development cooperation space, for example in trade and academia, are best known by the alumni themselves and by their contacts in New Zealand.

Connections beyond government

The geothermal sector in Indonesia is the most comprehensive illustration of how New Zealand can benefit from stronger cultural and interpersonal connections. As described in Annex 11, tertiary and short-term training scholarships have contributed to fostering connections between academics, companies and regulators in both countries. This in turn has positioned New Zealand universities and companies to develop and export expertise and services in the geothermal sector, as well as to learn from development of the industry in Indonesia.

There is real intercultural understanding within the sector, driven by the significant number of Indonesian students who have studied in New Zealand. For example, both managers and operational staff within the state-owned company Pertamina Energy's geothermal arm readily cite the efficiency of New Zealand's geothermal plants, explaining that just a few staff run a plant that in Indonesia is staffed by many. They put this down to efficient systems, but also a management culture that supports efficiency. New Zealand's academics with expertise in geothermal energy use Indonesian plants as examples in their teaching, with a real understanding of the physical and cultural operating environment(s) in Indonesia. The concrete benefits to New Zealand in this case are internationally recognised academic and industry expertise in the geothermal sector, supported in part by scholarships for Indonesian students to study in New Zealand (as well as some private students).

There are, however, unrealised benefits from the geothermal sector example. In interviews, stakeholders were not clear about linkages between New Zealand's scholarships and MFAT's development cooperation investments in the same sector. It was not clear whether MFAT would be able to contact scholarship alumni to support its priorities in the geothermal sector, including successful implementation of development programming. Similarly, it was not evident whether MFAT was aware of and able to tap into links between New Zealand academics and companies and their counterparts in Indonesia. To the extent that MFAT intends to actively understand and leverage well developed relationships like these between private sector actors in both countries, this represents a missed opportunity.

Influential alumni affiliated with New Zealand

There are also individual alumni who are already influential, or will likely become influential in their country, and who have a strong cultural affiliation with New Zealand. In some cases, MFAT is aware of these individuals, but in many cases, it appears not to be. One alumnus in Vanuatu is the child of a previous senior political figure and has opted not to enter politics but has cultivated a strong network of local students and returned alumni and provides informal guidance to many likely future leaders. This alumnus has a strong cultural affinity with New Zealand, promotes the Scholarships Programme, and strongly advocates for cultural change in Vanuatu in line with New Zealand's values. In Indonesia, one alumnus is a staff member in a senior government Minister's office, and likely to become increasingly prominent as a political adviser. This alumnus also has a cultural affinity with New Zealand, expressed a desire to help guide the aid programme, and advocates for cultural change in line with New Zealand's values. Neither is actively in-touch with MFAT in their country, though both expressed a desire to be.

Conclusion: cultural and interpersonal connections

In summary, the evaluation found evidence of stronger cultural and interpersonal links with individuals, and in some instances with a group of influential people within a sector. Some benefits to New Zealand were found, in the form of increased connectivity of the private sector between countries and the role of alumni as ambassadors for New Zealand and its values. We found limited evidence, however, of MFAT reaping the potential benefits of these stronger links with influential people. If MFAT were to maintain an active relationship with more influential alumni and other programme stakeholders, this would yield soft-power benefits in the form of more (and more receptive) contacts in a range of influential positions.

2.2.7. International reputation

New Zealand's reputation as an international education provider and economic and trade partner is enhanced

New Zealand pursues multiple objectives through its foreign and development policies. The Scholarships Programme indirectly serves the foreign policy objective of global recognition of New Zealand as a high-quality education and training destination, and increases trade in international education for New Zealand, now ranked as its fourth-largest export sector.

Amongst the alumni interviewed many attributed their selection of New Zealand as a scholarship option and destination to a positive perception of study and life in New Zealand. Many alumni from the Pacific have family or friends who have undertaken a New Zealand scholarship, and/or studied privately in New Zealand. There is substantial qualitative evidence that word of mouth promotion of New Zealand as a destination is strong. Certainly, alumni encourage others to apply for a scholarship (four out of five report having done so). The extent that this translates into privately funded education was not tested.

Indonesia is one of New Zealand's fastest growing markets for international education. The Embassy in Jakarta has representation from Education New Zealand who actively promoted the tertiary scholarship programme with stakeholders. However, this type of cross-government collaboration was not possible with short-term training and English language training given their limited course options and the very targeted nature of the programme. Nevertheless, Education New Zealand were looking for opportunities to leverage off the delivery of short courses under short-term training to some partner ministries as potential consumers of future courses within their own budgets.

Indonesia appears the most promising setting from across the case study countries for the Scholarships Programme to directly drive demand for private education, due to a larger higher middle-to-upper income population. Other countries with an elite who can afford private education in New Zealand may warrant similar consideration of the intersection of scholarships with education export. Particularly in these

countries, MFAT may consider whether the Scholarships Programme ought to have a stronger focus on reaching disadvantaged communities, given the capacity of the elite to fund their education. This decision can be aided by considering the models presented in Section 4.1, and determining the relative emphasis placed upon MFAT's relationships with future leaders, addressing critical skill gaps, and addressing issues of inequity and exclusion (refer Section 4.5)

Conclusion: International reputation

Overall, there is evidence that New Zealand scholarships contribute to an appreciation of New Zealand as a study destination amongst the networks of scholarship alumni. The direct contribution towards attracting fee-paying students is unknown, but Education New Zealand representatives consider it to be significant. MFAT could seek to optimise this through increased coordination, particularly in middle-income countries. The role of scholarships in promoting New Zealand as a business partner is less clear, although there is a one concrete example in the form of New Zealand companies forming new business relationships with geothermal energy companies in Indonesia.

2.3. High level (strategic) outcomes

High-level outcomes identified in the programme results framework are: contributing to New Zealand's strategic interests, the achievement of development outcomes for partner countries, and the strengthening of country-to-country ties. As indicated in the Fieldwork Plan, direct and attributable evidence of contribution to these high-level outcomes was not expected.

MFAT staff, representatives from partner governments, employers and alumni were asked to express their opinions on the role of scholarships in supporting these outcomes, and illustrative examples were sought. Little new evidence is presented below, because it has been included in the preceding short and mid-term outcomes (which are referenced here). The likelihood of these short- and medium- term outcomes leading to high level outcomes is discussed below.

2.3.1. Strategic relationships and New Zealand's objectives: soft power

Increased strategic relationships with partner countries and regions, contributing to New Zealand's strategic objectives

Increased strategic relationships

At the global level Scholarships are the only modality that can be found across 97 partner countries, spanning multiple regions from Asia-Pacific, Africa, Latin America and the Caribbean. While the newly released strategic intentions and the long-term focus of the development programme places the Pacific at the forefront of New Zealand's assistance, scholarships have been strategically used to enhance relationships with broad number of partner countries and regions that would otherwise not be possible with the same visibility that scholarships offer. For example, other types of development assistance provided in countries without a large donor footprint often involves funding through multilateral partners or NGOs. However, scholarships, even in small numbers, can provide direct engagement with a partner country and donor recognition of that contribution.

There was evidence from the case studies, particularly in both Tonga and Vanuatu, of many tertiary scholarship alumni holding senior positions in Ministries (deputy Chief Executive Officers, Heads of Division, Overseas Missions, Minister's offices) as well as key leadership roles in important sectors. For example, all three surgeons in Vanuatu were trained through tertiary scholarship and are actively involved in advocating for change in the sector and development of human resource development and resourcing

plans. There is also evidence of these people making deliberate links with each other, and collaboration between alumni because of the shared experience in New Zealand.

MFAT knowing and using these strategic relationships was less often evident, as discussed in Sections 2.1.5 (Political Capital) and 2.1.7 (Linkages). MFAT staff in all posts visited commented that they often found out that people in positions of leadership were alumni quite accidentally, and that effective mechanisms do not exist to track the career progression of alumni. Some reported that staff turnover made it difficult to track these alumni over the long term.

Alignment with strategic objectives

MFAT's role is to promote the interests and security of New Zealand around the world. It pursues these interests through foreign, trade and development policy efforts, with much cross-over between these broad areas. The current strategic intentions of MFAT released in 2018 states that: 'MFAT acts in the world to make New Zealanders safer and more prosperous'. It states that the work of MFAT contributes to the following:

1. Kaitiakitanga: Generations of New Zealanders benefit from sustainable solutions to global and regional challenges
2. Prosperity: New Zealanders have better job opportunities and incomes from trade, investment and other international connections
3. Security: New Zealanders are able to live, do business, travel and communicate more safely at home and offshore
4. Influence: New Zealanders have confidence their country can influence others on issues that matter for them now and in the future.

MFAT has identified eleven thematic areas of ODA focus, being: renewable energy, agriculture, law and justice, education, health, fisheries, information and communications technology, trade and labour mobility, governance, resilience (disaster risk management and climate change) and tourism. The current priority areas for scholarships are aligned with the JCfD or other agreements between New Zealand and partner countries, and therefore the ongoing scholarship programme is well aligned with these overall themes based on the priorities identified at the country or regional level (discussed in more detail in the economic and social outcomes Section below).

There is evidence that the Scholarships Programme contributes to building and maintaining political capital and soft power influence within partner countries. As mentioned above the programme is well regarded by stakeholders. It is valued as a transparent, merit-based programme, offering high quality education and training opportunities. However, the absence of deliberate and meaningful alumni engagement has resulted in a missed opportunity for both New Zealand to have relationships with influential and supportive individuals, as well as the information available to report on the results and successes of the programme to stakeholders.

Conclusion: Strategic relationships

While this global reach of the Programme provides New Zealand with influence and access beyond its traditional areas of development assistance, this influence is not being fully realised. This raises issues of sustainability, especially if priorities or focus shifts away from this global reach of scholarships. Relationships and how New Zealand leverages and maintains engagement with its alumni, especially in countries and regions with minimal other contact with New Zealand, is critical to impact and sustainability. Alumni engagement will also provide New Zealand with an on-going pool of advocates and ambassadors for New Zealand's interests that can be drawn on to support other Government priorities such as trade, investment, human rights, environment and climate change.

2.3.2. Stronger connections between countries

Stronger and enduring connections between countries, the New Zealand Government and business for mutual benefit

This objective is about building long-term productive and mutually beneficial relationships between people and organisations from New Zealand and Partner countries. The evaluation was unable to quantify the impact of scholarships on broader relationship building between counties, but as discussed in preceding Sections, there is some evidence of scholarships to establishing interpersonal connections that may endure.

The main evidence indicating the contribution of the Programme against this objective is presented across sections 2.1 and 2.2, and can be summarised as follows:

- Alumni acquiring knowledge and skills from New Zealand's academic and training institutions and applying and promoting these in their home country, thereby promoting New Zealand's expertise;
- Alumni developing values in line with New Zealand's values, and promoting these in their role as a leader within their families, workplaces, communities and professions;
- Alumni promoting New Zealand as a study or travel destination or to their peers, family and network, and perhaps to some extent as an opportunity to develop business relationships;
- Alumni developing social networking connections with peers, colleagues and friends from New Zealand, and (to some extent) maintaining this over time; and
- Stakeholders, including partner government representatives and the wider community, recognising the development contribution made by the Scholarships Programme and valuing New Zealand for this.

Few alumni reported on-going professional or business connections with New Zealand individuals or organisations, outside of the geothermal example in Indonesia. However, there was evidence of stronger and enduring links with New Zealand organisations and alumni with short-term training participants who undertook a work attachment or placement. In some case these experiences had led to on-going professional relationships, for example a Tongan short-term training alumnus who had undertaken a quantity surveying course is in regular contact with workplace colleagues back in New Zealand.

> *'Scholarships and short courses are enablers of better cross-country networking in that people who studied together (from different countries) are often now working in the same field and similar line agencies, and often meet up in conferences, etc*

Universally, alumni commented during interviews that they wanted a greater connection with New Zealand, especially the New Zealand government and its work in their home country. While alumni valued the informal connections and relationships they maintained with each other and alumni from around the world, they wanted a more structured and strategic connection with New Zealand, both as a way of showing their appreciation to the New Zealand government for the opportunity they had received, but also for their own on-going professional benefit.

Conclusion: Stronger connections between countries

The evaluation finds evidence that many of the mechanisms thought to build stronger connections between countries are present in the case study locations. In some instances, with the geothermal sector in Indonesia the most prominent, linkages extend beyond individual alumni and MFAT's relationships with government officials indicating a true connection at the country-to-country level in that sector. In the absence of this broader 'sectoral' model, individual alumni are less likely to maintain strong and meaningful relationships with their New Zealand counterparts over time.

2.3.3. Economic and social outcomes

Enhanced economic and social outcomes for partner countries

This outcome is about the development impact of scholarships. The causal pathway underpinning it is that alumni effect systemic change in their home country or region by applying their skills and knowledge and / or gaining and using influence. These outcomes in turn depend on the individual outcomes explored in Section 2.1. As indicated in these respective Sections, there is credible evidence that these steps in the pathway hold true for at least some alumni, and likely for most of them. Over half of alumni self-report some indicators of each of these outcomes, and interviews yielded plenty of concrete examples. However, there is a large leap from contributions towards systemic change, to economic and social outcomes at the sector or country level, and attribution to alumni is not feasible.

There are a few different pathways by which alumni might contribute to social and economic outcomes. These are explored in more detail in Annexes 1-4. Most of the *planning* architecture[28] for the Scholarships Programme is currently premised on scholarships serving to fill critical skills gaps or needs in partner countries. The assumption underpinning this is that scholarships generate development impact by developing human and workforce capacity in important areas of need. Partner governments and employers tend value this function of scholarships highly and tend to place more value on the scholarship types that are returning alumni who meet immediate needs.

Human resource development needs

In each case study country visited, as well as an analysis of other countries and regions, the fields of study targeted by scholarships align strongly with objectives or themes outlined in the JCfD or other agreements. In addition to these agreements in some countries, mostly in the Pacific, the list of priority fields of studies has also extended to areas of workforce development or capacity needs requested by the partner country in line with their own development plans. And in many cases, one of the priority themes within the JCfD may be general workforce or skills development which has naturally fallen to scholarships to support (among other interventions). Overall at the country level the Scholarships Programme is well-regarded by both MFAT officers and partner governments and is believed to be contributing to HRD in partner countries.

For example, the JCfD between New Zealand and Tonga articulates the following thematic focus areas: supporting economic development in renewable energy, agriculture exports, facilitating trade and improving economic governance and private sector performance; strengthening the law and justice sector; and strengthening education and workforce skills development. Yet, the Scholarships Programme in Tonga prioritised a broader list of study areas. How this approach to alignment has contributed to overall development outcomes in Tonga is varied. The programme is clearly providing individuals with increased knowledge and skills, and they are returning to workplaces to contribute (as outlined above). At the same time frustration was also expressed by some Tongan Ministries regarding the selection of scholars and the appropriateness of their studies to contribute to Tonga's most critical needs. This is explored further in Section 4.4 (efficiency and effectiveness).

In both the Pacific and ASEAN countries it was reported that MFAT post and partner governments felt they could see more tangible development outcomes from the delivery of short-term training than from other scholarship types. Stakeholders felt that the training and skills acquired could be directly implemented upon return. In addition to providing training in priority HRD areas, the inclusion of

[28] The selection process for tertiary scholarships do focus leadership potential as well as relative priority of the proposed study area. There are a range of other elements (leadership, networks) built into delivery of different scholarship types. This is discussed in the outcome model Annexes.

workplace attachments within short-term training also added to the capacity and network development of the scholar. Interviews with alumni in all field work locations mentioned the importance of these workplace experiences in supporting their course work, as well as developing relationships with relevant colleagues and experts within their profession. Many of these relationships and workplace experiences continued to be used in their careers when alumni returned home (refer 2.2.1).

Contributions to health sector outcomes in the Pacific

A sector that has seen significant impact from ongoing investment in scholarships over time is the health sector in both Vanuatu and Tonga:

Vanuatu:

- New Zealand scholarships have been instrumental in building the health sector. All three of the country's current surgeons as well as a range of other medical and allied health personnel studied in New Zealand on tertiary or short-term training scholarships.
- Medical training is undertaken both in the region (Fiji and PNG) and in New Zealand. Other countries have also provided medical scholarships, and it was noteworthy that one or the surgeons undertook both New Zealand and Australian scholarships (MFAT scholarships for high school in New Zealand, then an RDS scholarship to undertake a medical degree in Fiji, and DFAT post graduate studies in surgery) to build his qualifications/skills. This surgeon noted that he uses both networks equally (not a detriment to either).
- Alumni have had significant input into development outcomes for Vanuatu (and in line with MFAT priorities in the country). For example, one surgeon has influenced health outcomes both through his professional work (surgery), and his general leadership of the sector, supporting younger medical professionals, targeting succession planning, developing sector and country human resource development plans, engaging with the New Zealand High Commission around health needs, and advocating actively internally for an increased health budget (including through direct discussions with the Prime Minister).

Tonga:

- Similarly, the health sector has been a focus for NZS and the scholarships appears to have made a significant contribution to skills development in the sector (doctors, dentists, lab technicians). Alumni noted that they had gained relevant skills, and they find their work is 'more satisfying now because I realise I have greater knowledge and how my own work "fits into" the broader health sector'. Problem with equipment not being available remain, with alumni noting that they had learned a lot while studying, but also were constrained in performing their roles because of a lack of equipment. While they cannot implement the practices learned in their studies, the knowledge of the topic is retained (and use if possible). Alumni had many suggestions about how support for the health sector could be enhanced.

Other pathways to development impact

While the role of scholarships in meeting HRD needs within organisations and sectors is highly regarded, there are other avenues to development impact through scholarships. One is the role of MFAT's relationships with influential people in partner countries, and therefore New Zealand's ability to advocate for mutually beneficial development outcomes. This is explored in detail in Annex 2. It is also widely understood and valued within MFAT as an important function of the Scholarships Programme.

The third pathway is that of developmental leadership. By this we mean that scholarships foster and develop the leadership capabilities of individuals, who may then go on to advocate for, generate or support transformational change within their country or region. This pathway is explored in Annex 1.

The economic or social outcomes of developmental leadership are not readily predicted, and nor are the pathways of individual leaders. Yet, research has shown that leaders (formal and informal) play a critical role in generating momentum and support for transformational change, and that in developing countries many such leaders have studied overseas as part of their formative personal development[29]. This evaluation found a few individual alumni who the team considered to demonstrate the characteristics of a developmental leader, and who were actively campaigning for significant institutional change in their home country (for example, establishing mechanisms for independent accountability and oversight of public service deliver). None had yet succeeded, but all were highly accomplished and influential, and it appears credible that they may play a central role in making progress towards meaningful reform.

While short-term training scholarships demonstrate strengths in meeting immediate skills needs, and is valued for this, tertiary scholarships appear more likely to generate the kind of soft skills and capabilities that lend themselves to developmental leadership. There may be fewer or less vocal advocates for tertiary scholarships, given the investment (in both time and cost) is higher, and the return on investment may be less obvious, especially if alumni face difficulties finding relevant work (as many do in the Pacific). However, the long-term economic and social outcomes of developmental leadership may be just as significant as those achieved through human resource development within organisations and sectors[30]. Section 2.3 describes in more detail how leadership and skills development may play complementary roles in enabling MFAT to support social and economic outcomes for partner countries.

2.4. Differences between outcomes by scholarship type

While there is evidence of scholarships delivered through New Zealand's aid programme contributing a diverse range of outcomes for the individual alumni, as well as for their families, communities, workplaces and countries, there is less evidence that the type of scholarship makes a significant difference to the degree to which these outcomes are achieved, with the exception of the level and type of skills developed, and to some extent the type of relationships that scholars formed[31].

Table 14 below summarises where there are significant differences between the short- and medium-term outcomes achieved by tertiary scholarship, English language training and short-term training[32]. In the table, where there is a statistical difference to a 95% confidence level it is presented as a green box (significantly higher) and orange box (significantly lower). Where there is no significant difference between scholarship types, boxes are grey.

[29] Developmental Leadership Programme
[30] We are unable to compare these quantitatively, but the literature is clear that both leadership and capacity are important for development outcomes within a country or sector.
[31] Due to inadequate sample size, further disaggregation of data into age or gender cohorts by scholarship type was not undertaken.
[32] RDS and IC-ELTS are not included in this analysis due to (i) an inadequate response rate form RDS alumni to draw statistically relevant conclusions and (ii) the high correlation between IC-ELT and NZS alumni, making it impossible to distinguish between these two groups.

Table 14: Outcomes for which there is a statistical difference between scholarship types

Short-term outcomes	Tertiary	English language training	Short-term training
Improved English language and/or comms skills			
Gained from the experience of living in a different country			
Gained relevant technical skills or knowledge			
Personal growth, like increased confidence, persistence, resilience			
Learned to perform at a higher standard academically			
Made connections with people relevant to my profession/ career			
Gained credibility respect or influence in home country			
Medium term outcomes	**Tertiary**	**English language training**	**Short-term training**
Application of skills and knowledge: alumni use knowledge and skills to contribute to sustainable economic development in the country and region			
Application of skills and knowledge gained through your scholarship			
I shared my skills and knowledge with other people			
I mentored or supported other people			
I have become a better supervisor or manager			
I managed a project relevant to the development of my country			
I undertook research relevant to the development of my country			
I started working with international colleagues, when I hadn't before			
Systemic change: Alumni contribute positively to systemic changes within their sector, employer, community and or profession			
I started a new initiative			
I changed how things are done			
I advocated for the rights of other people			
I advocated for changes in policy or culture			
I developed a new policy or procedure			
I worked with other people to support change			
I took a stand against corruption			
I started or helped to build an NGO or community organisation			
I was able to serve my community better			

Influence: Alumni gain influence professionally and socially, potentially being promoted to professional leadership positions			
I gained a promotion or new job with more responsibility			
I started a business, or started offering consultancy services			
I have become a better supervisor or manager			
I have done work previously done by foreign workers			
Percent of alumni reporting being quite or very connected with different groups, by scholarship type			
People from your host institution			
New Zealanders you met because of your scholarship			
Fellow international students you met because of your scholarship			
Organisations from your host country relevant to your profession			
New Zealand's High Commission or Consulate in your home country			
Peers in your workplace or profession who have studied overseas			

Explaining different outcomes

The meaning and implication of observed differences between scholarship types is discussed in detail in the relevant outcome Sections above. However, the evaluation found that while all scholarship types serve an important role, it is likely that it is the combination of the range of scholarships that are provided, how they are managed, and other contextual factors that influences the outcomes achieved. That is, it is usually not the type of scholarship alone that determines what outcomes alumni will realise and contribute to, but rather, a combination of the skills and qualities that they develop, and the context to which they return.

Important contextual factors include (but are not limited to): political leadership in the country and sector, MFAT's level of engagement and coordination with partner government, linkages with other development investments and activities by MFAT and other donors, alumni follow-up and engagement, the scale of MFAT's development programme compared to other that of other countries, existing relationships between New Zealand and the partner country, and the level of development of country and its needs.

3. Building the evidence base

The second key question for this evaluation asks what evidence MFAT has of the impact and value of scholarships, and how it should build this evidence base to inform strategic choices about scholarship use. This Section addresses the second evaluation question, providing a summary assessment of the quality of the evidence base and identifying how it should be improved. It also indicates what the Evaluation team learned through conducting this evaluation which could inform future data collection.

3.1. Quality of the evidence base

To manage the Programme strategically and make informed decisions based on evidence, MFAT requires enough information of high enough quality about all steps in the programme logic chain. These are summarised in Table 16 below. The requirements presented here are structured against a summary of the programme logic developed for the evaluation plan, providing a simplified overview.

Table 16: Summary of evidence required for Scholarships Programme management

Programme logic	Evidence required	Current evidence base	Key gaps
Inputs	Accurate information on planned and actual costs Staff resources dedicated the Programme.	MFAT has data on current and past expenditure against budget, and budget for subcontractors. Scholarships unit is working to improve financial forecasting. MFAT does not have realistic information on the overall staff resources engaged with delivery.	Understanding of actual and required staff capacity at posts to support delivery. Strengthened financial forecasting (underway)
Activities	Processes to deliver the programme, including those by: subcontractors and institutions, Scholarships Unit and posts, partner governments.	MFAT has access to information about programme delivery processes and roles, but it tends to be held by individuals, and not widely understood by internal and external stakeholders. Some aspects of partner government's roles in promotion & selection are opaque.	Concise, current, and shared information about Scholarships roles and processes. Comprehensively understanding partner government's roles in programme delivery.
Outputs	Number and characteristics of people applying, selected, on-scholarship, completing. Understanding of the content of tailored courses.	The evidence base is strongest at this level. MFAT has access to reasonably comprehensive data on individuals from application through to completion, either through SAM or via reporting from sub-contractors.	The primary gap is analysis and use of information about outputs to refine programme activities.

Programme logic	Evidence required	Current evidence base	Key gaps
Short-term outcomes	Information about outcomes for scholars and cohorts. Understanding of the value of scholarship announcements and other public diplomacy.	The evidence base is reasonable at this level. Tracer studies, reporting from implementing partners, and this evaluation provide evidence of outcomes for scholars, and posts are confident in the diplomacy benefits.	Public diplomacy outcomes could be more systematically assessed.
Contextual / intervening factors	Information about the most important contextual factors at country / sector level.	**The evidence base is very weak at this level.** MFAT does not *systematically* analyse human resource development, political economy, or reform dynamics, though staff at post have some knowledge of these factors.	Analysis of human resource development needs (skills model) Analysis of political economy and reform dynamics (leadership).
Medium-term outcomes	Information about outcomes for employers, communities, professions, industries. Evidence of relationships built with alumni, partner government, other partners. Evidence of stakeholder's positive sentiment and receptivity towards New Zealand.	**The evidence base is weakest at this level.** Strengthening it requires: working much more closely with key Programme stakeholders (partner government, employers, peak bodies, etc) to gather information about perceived and actual outcomes. This evaluation provides some information; but it is retrospective and without baselines, for 4 countries. Establishing a platform for staying connected with and building relationship with alumni and using this as a resource for information.	Baseline information in the form of human resource development plans / assessments, and monitoring results. Accessible and current Information about alumni, current roles, and achievements. Information about the quality of MFAT's relationships with stakeholders.
Long -term outcomes	Perspectives of partner government and other in-country stakeholders. Information indicating a positive (or negative) contribution towards long-term objectives.	The evidence base here is weak. MFAT has a reasonable evidence of partner government and stakeholder perspectives, gained primarily through this evaluation. The country case studies suggest positive contributions overall, however, the linkages remain vague. Country level objectives and strategy for scholarships must be more specific in to enable a concrete assessment.	More concrete articulation of how scholarships are expected to contribute to long-term outcomes (globally, country level). More concrete evidence of positive / negative contributions (country). Case studies built from a baseline assessment (see above).

Programme logic	Evidence required	Current evidence base	Key gaps
Contribution to core objectives	Mapping of actual scholarship outcomes against MFAT's high level objectives.	The evidence base here is reasonable, showing clear alignment between MFAT's high level objectives and the short-term outcomes of scholarships, and a perceived alignment with medium- and long-term outcomes.	Stronger evidence of medium- and long-term outcomes and articulation of strategy would allow for a more rigorous assessment.
Complimentary objectives	Information about different access, experiences and outcomes for women and priority / inclusion groups.	MFAT has reasonable evidence of gender differences for participants, but limited information about access and experiences for inclusion groups (e.g. remote, minorities, disabled, gender diverse).	Information from inclusion groups about how the Programme could work for them. Analysis of existing gender data, and trialling of solutions.

3.2. The critical evidence gaps

The evidence base for the Scholarships Programme is weakest in the middle; where the 'rubber hits the road' in terms of translating outcomes for individual scholars into outcomes for their employing organisations, professions, communities, and sector. There is a strong alignment between the outcomes reported by individual scholars and MFAT's high level objectives at the central policy level, as well as for the Scholarships Programme. However, the logic around how MFAT *operationalises these theoretical links through specific decisions about how to target, focus and manage the Scholarships Programme at country level* is less evident.

The weak 'middle' in the evidence base means that the higher-level outcomes of the Scholarships Programme can only be understood theoretically. It is possible to measure, to an extent, outcomes for individual scholars. Triangulation between alumni surveys and interviews as well as the perspectives of alumni employers has allowed this evaluation to go some way towards doing this, for the case study countries. However, to measure high-level outcomes for employers or at the level of professions or sectors, the following conditions must be in place:

- A baseline. If the skills model is emphasised, this will be some baseline assessment of human resource capacity and needs for a country, sector, profession or organisation. If the leadership model is emphasised, it will be an assessment of the political economy and dynamics that determine the likelihood of the reforms that MFAT would like to support.
- A strategy. The outcomes framework for the Scholarships Programme provides a generalised, theoretical framework to understand how scholarships contribute to outcomes. This needs to be translated into a more concrete strategy at country or regional level, providing an *operational* framework to understand and measure impacts. Such a strategy provides clarity about which features of the scholarships programme, and which outcomes, really matter and should be measured.

To measure the strategic value of the Scholarships Programme, MFAT must also be able to measure the quality and value of relationships. This would also require a baseline, and tools.

These requirements would enable MFAT to plan for and deliver the comprehensive outcome models shown at Annexes 1-4. If only a partial outcome model is required in a given country, region or for the programme overall, the scale MERL activities may be less than described here.

3.3. Priorities for building the evidence base

The tools and approaches to address this 'weak middle' of the evidence base should be developed by the Scholarships Unit, with buy-in from MFAT's senior management team. Importantly, however, *most of the analysis and data collection must occur at country or regional level,* which has implications for expectations of and resourcing for posts or within country teams.

As indicated in Annexes 1-4, the evaluation team anticipates that countries without a post would be unlikely to implement a comprehensive outcome model, due to the resourcing required. Accordingly, for regionally or remotely run scholarships delivery, only some of the key gaps identified above may be addressed. The highest priority should be placed on gathering and maintaining information about alumni.

Engage more comprehensively with in-country stakeholders

Countries seeking to develop a comprehensive sector model should engage more comprehensively with in-country partners to plan, monitor and evaluate scholarships delivery and outcomes. This includes partner government at the central policy level; a relationship that posts already have well established. It also means relationships with a wider range of stakeholders. Depending on the focus of the scholarships programme, it may include: private sector employers, industry bodies, public service commissions, and peak bodies for civil society sector. These are the only stakeholders who can provide detailed information about the human resource development needs within their area of responsibility, and work with MFAT to align the Scholarships Programme's contribution.

Develop a monitoring, evaluation and learning framework

The Scholarships Unit has signalled intent to develop a monitoring, evaluation and learning (MELR) framework for the Programme. The evaluation findings presented above provide a strong rationale to proceed with this investment and offer some indications of where the framework needs to focus. The framework should be flexible, recognising that a greater investment in MERL will be made for countries where scholarships is a significant investment, and where MFAT has an in-country post.

The findings of this evaluation also suggest that the monitoring and evaluation framework should have a strong focus on learning, particularly at the country level. This will better enable posts (where relevant) to lead an iterative, learning focused process and to involve partners in the planning, monitoring and evaluation of country level results. This is the best way to access the valuable information that these partners hold, including critical insights into the country context.

3.4. Lessons on methodology

The evaluation has also yielded some valuable lessons about data collection which may prove useful in the next stages of developing a monitoring and evaluation plan.

Recruiting alumni

Working with in-country counterparts was critical to recruiting alumni and other stakeholders for interview. The evaluation team was provided with an email database and used this to contact alumni in the first instance, however, the direct response rate was low. The team worked with local consultants in all case study countries and relied upon their judgement to tailor an approach to recruiting stakeholders for interview. Experience from this evaluation suggests that it is important to work with highly-skilled local consultants, and to take a partnership approach to structuring and undertaking the consultations. Administrative support alone would be useful but would not bring the same benefits in terms of being able to access senior stakeholders in culturally appropriate ways.

In Cambodia and Indonesia, the local consultants had enough responses to follow up directly and supplemented these with targeted additional recruitment (e.g. non-completing alumni). In Tonga and Vanuatu, the in-country consultants were able to track down and contact individuals who were identified by name, but for whom MFAT did not hold current contact details. Personal networks inevitably played a role, with many of the interviewees being known to local consultants. The team identified target numbers for categories of stakeholder to ensure that sampling appropriately matched the targeted categories from the alumni database.

Survey design

The team designed the survey after most of the interviews had been completed. The main benefit is that this enabled the team to develop new question items based on primary data collection with alumni, rather than relying on questions developed in prior surveys (alone). The new question items were common 'categories' of experience reported by alumni at interview, and more closely reflected how alumni were describing outcomes in their own language. For example: 'I have become a better supervisor or manager' or 'I took a stand against corruption'.

These questions measure more *qualitative* indications of how alumni are contributing to outcomes than tracer study questions typically do. Many alumni agreed with these question prompts to a large or significant extent, indicating that they are good qualitative indicators of (self-reported) experience.

Approach to interview and small group discussions

Team members' approach to interviews evolved over time from being more structured (driven by research questions), to a more narrative form (inviting the alumni to tell their story). While a narrative form interview can take longer and include more content that is tangential to the research questions, the team found that this approach did spontaneously generate the content required to answer research questions. It also meant that alumni might bring up insights that would otherwise be missed. If any area of inquiry was missed, the interviewers addressed it at the end of the interview.

Team members worked in pairs for focus group discussions, and for some interviews. Team members also rotated between countries, so that most team members had worked together in a pair. Where a team member worked alone, the interview was recorded, and all focus groups were recorded. The transcripts proved useful for referring to the actual expressions used by alumni, and details missed in note-taking. Notes taken during the interview were a more efficient way to capture and summarise themes. Team members summarised the key points from each interview during analysis, which was a useful practice. This approach may appear intensive, but we found it an efficient way to process and analyse a large amount of qualitative data and would recommend a similar approach.

Approach to analysis of data

At the end of each country visit, research teams, including the local research consultants identified key themes and issues and summarised data. Interview notes were also finalised, summarising key themes and highlighting interesting points. Country summary reports were then prepared from this material, with further information being gathered where possible if required. Qualitative data was analysed through several lenses, examining outcomes by country, scholarship type, and gender, and again, key themes were identified. Interview notes, country summaries and reports on quantitative analysis were then analysed through NVIVO to assist with identifications of themes and outcomes. A two-day workshop was held with the evaluation team to discuss findings across all data sources and triangulate results. Again, while this approach appears intensive, it provided an effective and we believe efficient way to add equal weight to the various types of information collected and ensure the validity of results.

4. Enhancing scholarship outcomes

This Section presents the evaluation's key findings about how the outcomes realised through the Scholarships Programme can be built upon, providing MFAT with a better return on investment. This Section, along with findings about the evidence base in Section 3 above, provide the basis for recommendations made in section 5.

4.1. A modified programme results framework

As previously noted, an overarching Programme theory (see Figure 1) and programme theories for the five scholarship types were developed collaboratively with MFAT at the onset of the process. The evaluation used this results framework as the basis for the development of evaluation questions and to structure the original analysis.

Our analysis leads us to conclude that the existing programme results framework can be enhanced to better describe the causal pathways and assumptions that underpin the Scholarships Programme. A modified programme results framework is presented in Figure 3 (Section 4.2). It is expected that this framework may be further enhanced through discussions within MFAT, reflecting on the outcomes of this evaluation and a deeper understanding of specific and changing needs, priorities and realities.

Some modifications have been made to the framework:

Firstly, rather than describing the outcomes as short, medium and long term, we believe that outcomes are better understood and targeted if described as individual, ecosystem and strategic outcomes:

- While **individual outcomes** are generally realised in the shorter term and are stepping stones to other outcomes, they are also intrinsically important in themselves, and may deepen with ongoing engagement. Individual can refer to scholarship recipients, family members and MFAT Post.
- **Ecosystem outcomes**: surrounding recipients are the community, employers, sectors, country and region where they contribute and influence, and where New Zealand wishes to contribute and have influence. In this level, some outcomes happen quickly, others over a longer timeframe.
- **Strategic outcomes** are by nature long term outcomes but naming them strategic emphasises the broader impact of these outcomes for both New Zealand and partner countries.

Secondly, changes have been made to several categories, and the definition of certain categories. Most notably:

- **Political Capital** has been moved out of the individual level into the ecosystem level as an element of **Diplomatic Perception**. The initial announcement of scholarships is considered to be one aspect of the ongoing political capital built through the Scholarships Programme, with ongoing engagement with stakeholders and alumni realising other benefits.
- **In country/Sector Capacity** has been removed from the Individual level and is encapsulated in the Ecosystem level **Application of Knowledge and skills.** As evidence from the evaluation demonstrated that a strict adherence to ensuring that courses of study are in priority areas and that people remain in their home country may not be necessary for alumni to use their skills and knowledge in a positive way for their country or region.

4.2. Introduction to outcome models

The original intent of the evaluation was to identify which scholarship types were more, or less, likely to lead to the different outcomes articulated in the results framework, thereby providing information that would assist MFAT to make decisions about which scholarships to invest in in certain contexts to maximise particular outcomes.

As described in the Section 2.4, the evaluation found that while the overall Scholarships Programme has been quite successful in achieving the targeted outcomes, the scholarship types themselves are generally not distinctly different in the level or type of outcomes they achieve individually. The evaluation found, however, that different outcomes were achieved across and within the case study countries and that this could be explained through the combination of scholarship types and management, the context of the country and sector, other development interventions, and other contextual factors.

Four 'outcome models' have been identified that describe how MFAT activities and scholarship types can be combined to facilitate desired outcomes, given that a set of preconditions exist. It should be noted that these models are not exclusive and may be present in any country or region at the same time, and any future scholarship portfolio would likely incorporate all or a number of these models. Each model may also incorporate several scholarship types, though the scholarship types lend themselves more readily to some models than others.

The four models outlined below provide a framework for the Scholarships Programme to plan for and deliver outcomes against foreign, development and trade objectives. Details of these four models can be found in Annexes 1–4. These annexes present each outcome model, outlining its specific objectives, characteristics, evidence of implementation in the New Zealand Scholarships Programme, and broader evidence underpinning the model from other sources.

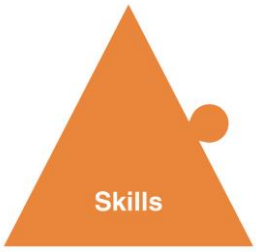
These models are based on evidence from the evaluation, the experience of the evaluation team and lessons learnt from other scholarship programmes around the world. Importantly however, under the current Programme only partial evidence exists that any particular model can be seen functioning in any country. Adjustments to the Programme policy, implementation and resources are required for New Zealand to implement the comprehensive versions of the outcome models in the future.

When implemented, the different outcome models are designed to primarily target different outcomes at the strategic, ecosystem and individual levels. For example, implementing the comprehensive relationships model will lead to the building of strategic relationships and meeting of New Zealand's objectives, and the building of stronger connections between countries. The relationships model does not directly aim to build economic and social outcomes for partner countries, but this is likely to occur to some extent (and would further enhance the other two strategic objectives).

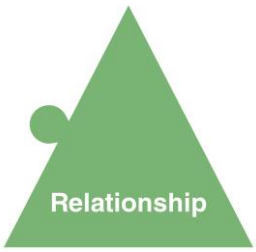
Figure 4 identifies the key objectives which are the target of each outcomes model (darker coloured boxes). Other objectives that are likely to be met by a model are also identified in the models (lighter coloured boxes). The pathways are also presented on the results framework (Figure 3) for ease of comparison between models.

4.2.1. Introduction to the outcome models

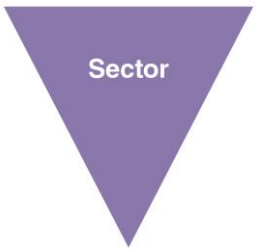
The leadership model aims to **drive transformational change in a partner country over the long-term**, with scholarships awarded to individuals and cohorts of New Zealand alumni who are committed to change, often through community based and political initiatives. To achieve this, scholars are selected for their developmental leadership potential, based on personal and academic attributes (especially values and ethics); their potential networks and influence; and their commitment to development in their communities and ultimately country. The leadership model is a long-term process that requires on-going investment in the individual as well as fostering a meaningful relationship with alumni



The skills model aims to **address specific skills gaps within partner countries** to support agreed development objectives of partner countries and New Zealand. Human resource capacity and skill needs are known and prioritised for a sector or professional area within a country or region, and specific training or development activities are supported. It relies on the existence of an understanding of these needs (possibly in the form of a human resources development plan). New Zealand Scholarships are targeted to addressing appropriate skill gaps through its suite of programme types. Alumni return to relevant positions in the right organisations and use their skills.



The relationship model aims to **build political capital and soft power**, through developing meaningful and mutually beneficial relationships within partner countries and alumni networks. These relationships must be mutually beneficial for New Zealand, alumni and other stakeholders, and involve both enhanced relationships between New Zealand and the partner country, and strong alumni relationships with New Zealand, it's people, organisations, other New Zealand Scholarship alumni.



The **sector model** aims to **support specific New Zealand and partner country priorities** through building complementing linkages and the skills and capacity of leaders across a priority sector. This model can be seen as a combination of elements from the skills, relationships and leadership. Specifically, it involves delivering the suite of New Zealand scholarship types through strategic linkages between stakeholders who are actively driving the development of a sector—such as government partners, employers, professional bodies, academic institutions, alumni, researchers and policy-makers. It is focused on the value-add of scholarships to other development programmes, as well as foreign and trade policy initiatives.

Figure 3: Modified scholarships programme results framework

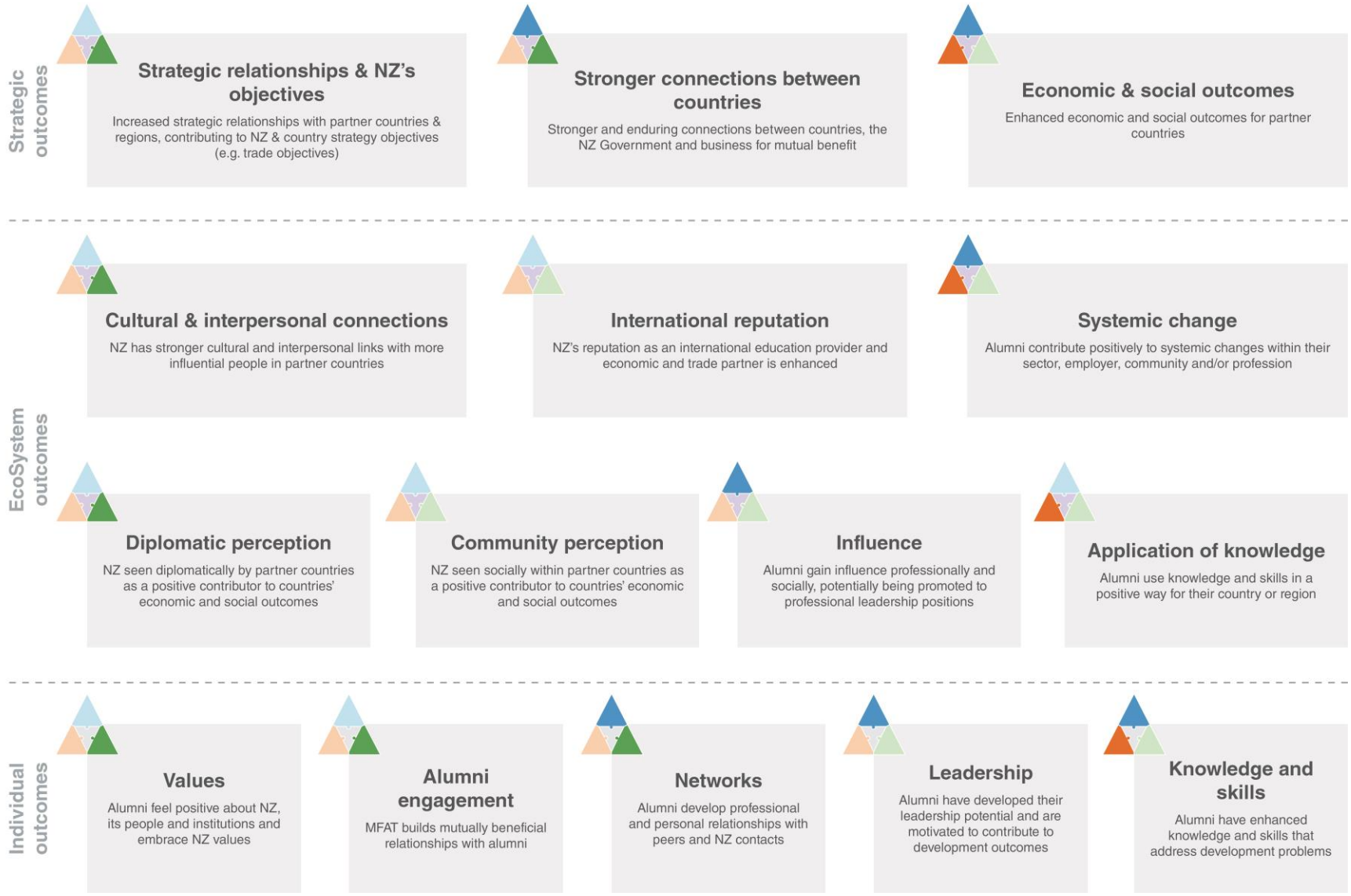
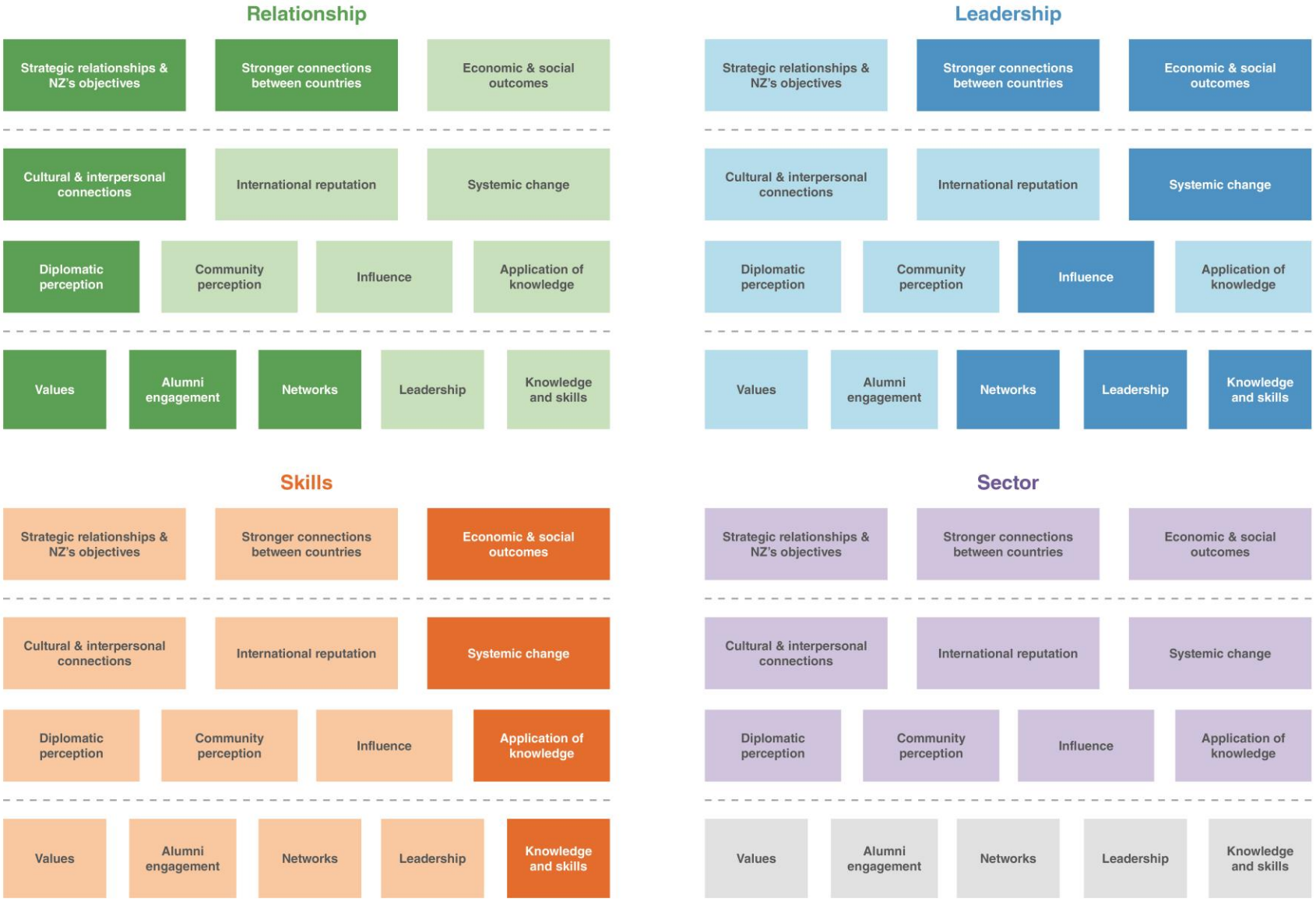


Figure 4: Outcomes achieved by each of the Outcomes Models.



4.2.2. Why the models are important

The models provide a structure for MFAT to gain clarity about what specific outcomes it hopes to, and can, achieve, and to examine and modify the Programme to realise greater outcomes. Examples of which models might be appropriate for different country contexts is outlined in the following section. The models provide MFAT Posts and Wellington with the framework and flexibility to adjust the way the programme is implemented, depending on which outcomes are highest priority and what is feasible in the context.

The models also provide a more coherent 'outcome-focused' narrative on which to base global, regional and country level monitoring and evaluation. They can be used to report results in an accessible way for MFAT and partners to understand the achievements of the programme and where improvements can be made, linking decision-making around resources and implementation approaches to outcomes rather than outputs or schemes.

These models are based on theory and evidence, they are not yet tested. While decisions can and should be made about the future direction and design of the Scholarships Programme, and this evaluation provides clear recommendations that aim to inform this process, active monitoring, analysis and learning needs to underpin the ongoing Programme.

4.2.3. How the models apply in context

Each model has the scope to utilise all scholarship types, and more than one model can guide activities in a country or region, depending on the priority outcomes that MFAT wishes to achieve, and the existing context and conditions. Models can also be implemented as a partial or comprehensive model, which would lead to the achievement of proportionately smaller (partial model) or greater (comprehensive model) outcomes.

Decisions about which models should be implemented in any country should be based on an understanding of the country and sector context (including whether there is a post in-country) and the four-year country strategy, which should indicate which strategic objectives are a priority. Based on the evaluation findings, it will be difficult to implement any of the comprehensive models in any country without an in-country Post, though partial models can be achieved.

For example, in many Pacific countries, due to proximity, joint history and strategic importance, it is more likely that comprehensive skills, leaderships and relationship models would all be included in the scholarship Programme in these countries. The sector model may also be present, if only partially, depending on whether enabling factors are present. Our analysis determined that currently, partial relationship, skills and leadership models are being implemented in Vanuatu and Tonga[33].

4.2.4. How the models were developed

Prior to undertaking the evaluation, the evaluation team worked with MFAT to articulate what the New Zealand Scholarships Programme was attempting to achieve, identify what activities were being undertaken by the programme, clarify the types of scholarships being used and the assumed pathways that would lead to middle and longer-term outcomes. Data was collected through interviews and a survey with alumni from four target countries, and the team then undertook country level analyses to understand if and why there were differences in what each scholarship type achieved, and how these differences were expressed in each country.

Analysis of data from the alumni survey as well as in-country interviews showed that while differences between the scholarship types regarding outcomes were identified, these could not easily be

[33] Partial relationship, skills and sector models are being implemented in Indonesia; and partial skills and relationships models are being implemented in Cambodia (the rationales for reaching these conclusions are discussed in greater detail in the country studies in Appendices 10 – 13).

generalized across the four countries. What was more apparent was that combinations of different contexts, scholarship types and other investments could be identified that led to specific outcomes being achieved. Through this the team identified four 'models': the relationship model, the sector model, the skills development model, and the leadership model that more clearly describe how outcomes are achieved. A further analysis of literature provided additional evidence of the rationale and efficacy of these models.

4.3. Improving Programme delivery

Overall, this evaluation finds that the Programme has been delivered as intended, and that alumni have realised many of the individual outcomes envisaged by MFAT. In one sense, this can be interpreted as the Programme being delivered efficiently (inputs to outputs are as planned) and effectively (generating most of the expected individual outcomes). Against this standard the Programme succeeds, with the few exceptions noted below where processes are not as efficient as they could be.

Against a more ambitious measure of optimising impact however, the Scholarships Programme has significant opportunity to improve. To date, the Programme has largely relied upon individual alumni to navigate common barriers and progress their careers and personal contributions in ways that contribute to development impact. Many alumni have done so, as discussed in Section 2.2. Yet, the Programme processes that are critical to support alumni in translating individual outcomes to development impact are underdeveloped, both in design and in delivery. These opportunities to optimise effectiveness of the Programme against MFAT's objectives are discussed in Section 5.

4.3.1. Efficiency and effectiveness

This is a strategic evaluation, concerned primarily with assessing and informing the strategic management of the Scholarships Programme. As such, it has not directly evaluated the implementation processes of individual scholarship schemes, the efficiency of sub-contractors delivering the Programme, nor the appropriateness of unit costs for outcomes achieved. Previous evaluations undertaken of individual scholarship schemes were reviewed for relevant information. Feedback on scholarship processes was collected through interviews and the alumni survey, and this has been analysed and included in the Annexes 5–9 along with recommendations where appropriate.

The delivery models

The delivery model for the Scholarships Programme is a complex mix of centralised and decentralised policy, administrative and contract management, with vast differences in implementation across scholarship types. Historically, efficiency has primarily been addressed at the level of individual scholarship schemes, with the Scholarships Unit and implementing partners focusing on efficiency of inputs, processes and outputs. This Section considers each type, drawing on secondary data from prior reporting and stakeholder views. Considered on its own, there is reasonable evidence that each of the schemes is cost and administratively efficient (with some exceptions as discussed below).

There is a broader question of whether it is cost and administratively effective for the Programme to be run as it currently is, with different arrangements for each scholarship type. It is beyond the scope of the evaluation to answer this comprehensively; a Programme design process would be required. The evaluation did find inefficiencies for MFAT staff, Programme stakeholders, applicants and scholars who struggle to accessing information about different scholarship types. Complexity and a lack of transparency contributes to a sense of frustration for some partner government representatives, private employers and individual applicants, many of whom are uncertain about what scholarships are available, how to apply, and the associated requirements and processes.

Tertiary scholarships, New Zealand and regional

From a management perspective the tertiary programme appears to be operating relatively efficiently. The systems currently in place largely ensure that applicants apply, are selected, mobilised and complete their programme on time and within budget. This alone is an achievement for a programme with such broad geographic reach. The 2017 review of the New Zealand education institutions also confirmed that the contracts with academic providers are delivering an efficient service, with many providers performing above and beyond their contractual requirements.

The tertiary scholarships are unique in that they are largely administered centrally within the Scholarships Unit in Wellington, in partnership with Suva post for the Regional scholarships. The Unit overseas the annual updating of priority fields of study for each country and region and manages a centralised short-listing and selection process with different levels of engagement from posts in interviews. The Scholarships Unit also manages contracts with New Zealand education institutions who are responsible for the scholars' post-selection until completion of their studies. Finally, the Unit is responsible for the Student Administration and Management System (SAM), which is central to the administration of the programme as the source of all applicant, scholar and financial data relevant to tertiary scholarships.

Historically the Scholarships Unit has been understaffed relative to workload and has struggled to contain the Programme budget without direct control over new scholarship allocations. Information management has been a weakness, with an incomplete dataset for alumni in the SAM being one of the main costs. Arguably, a lack of proactive policy development to guide the Programme has also been a cost of understaffing. However, the governance system within MFAT at the time did not necessarily enable such proactive management, as it was accepted that geographic regions should drive new scholarship allocations (and therefore, budget and workload). The Scholarships Unit is now stepping into a new role with a mandate for strategic oversight of the Programme.

Short-term and English language training

There is evidence overall that both short-term training and English language training in New Zealand are delivered efficiently within their existing design parameters. Skills Inc. is contracted to implement short-term training scholarships. Accent is contracted to implement the English language training scholarships[34], as well as components of in-country administration for tertiary scholarships in Indonesia, Cambodia, Myanmar and Laos including pre-departure in-country English language training through sub-contracted partners. English language training in New Zealand for ASEAN countries was evaluated in 2014, with a finding of efficient delivery and contribution towards the anticipated outcomes[35]. Short-term training has not been evaluated so the evidence base is lower, but all data collected for this evaluation indicates efficient delivery.

This evaluation has identified some process issues with delivery of in-country English language training (ELTO-Asia), which are addressed in detail in Annexes 9 and 11. The timing of the training and some of the conditions are resulting in practical difficulties for participants and/or employers. Equally important, it was not clear to participants in Indonesia who to approach with their concerns, as responsibility for decision-making between MFAT, Accent, and its local contractor is unclear.

These outsourced approaches are providing flexibility for posts and partner countries to determine and influence the direction of the training provided. This is particularly the case with short-term training, although interviewees from partner governments noted that entry point for partner government (or individuals) was not always clear. Unlike the tertiary programme, short-term training is not managed under a centralised process, with Posts able to determine such things as such as application deadlines, mobilisation timeframes etc. Therefore, posts use this scholarship type in a more flexible way and appreciated this as it provides opportunities to build relationships with local counterparts and support broader development objectives.

[34] This includes both ELTO Asia and ELTO Africa
[35] ELTO and ELTSO Evaluation 2014

In some instances, Skills Inc. developed cohort training for Pacific stakeholders based on specific workforce priorities, but these were usually ad hoc requests. They had recently been asked to develop a concept course on regional eco-tourism due to an identified demand across the Pacific. Like the regional ASEAN thematic courses this was based on the common cross-region priority of development of the tourism sector, however no further progress had been made beyond concept[2]. Skills Inc. also identifies specific bespoke placements, for example for a paediatrician in a hospital using specific diagnostic techniques.

As a contracted partner, Skills Inc. demonstrated flexibility to respond to the different implementation methods from MFAT posts, especially the different application, selection and timelines in the Pacific. While Skills Inc. was very supportive of this flexibility and recognised its value to MFAT, they also wanted more knowledge and understanding of the different workforce or skills development requirements in partner countries, so they could more proactively source and adapt courses to meet these needs, rather than just being responsive to requests. This is addressed further in Annex 5.

In ASEAN countries there is a more focused alignment between MFAT's regional and bilateral agreements and prioritised fields of studies. For example, the courses available for short-term training have been pre-determined under these agreed themes and are delivered at specific times for ASEAN-only cohorts. The Pacific short-term training programme is less coherent, and each post implements a different approach. The programme is however largely like the tertiary scholarship in that applications are submitted from an individual aligned with the priority fields of study for that country.

At the same time there are many examples in the Pacific where short-term training has targeted specific priority workforce needs, organisations or sectors, with MFAT's selection processes preferencing or directly targeted these areas (i.e. weather forecasting in Tonga). MFAT posts in the Pacific reported that they were able to use short-term training more strategically and in a more targeted manner to achieve different outcomes, unlike the long-term tertiary programme structure and processes which were quite ridged and largely out of their control.

Whether the flexibility and responsiveness provided through these outsourced scholarships is efficient compared to the more uniform process underpinning the tertiary scholarships depends on which outcomes MFAT seeks to prioritise. A more flexible and responsive approach enables posts to tailor scholarship offerings to meet the needs of priority in-country partners, thereby better facilitating relationship building and enabling very specific skills-gaps (that MFAT agrees are high priority) to be addressed. However, the transparency of selection for tertiary scholarships as well as the procedural focus on merit and leadership lend these scholarships a sense of prestige and equitable opportunity, which is also valued by in country partners.

4.3.2. Effectiveness in achieving outcomes

Effectiveness has been addressed from the perspective of maximising the Programme's delivery against MFAT's strategic objectives, for any given level of investment. We find that the Programme could be substantially more effective in facilitating impact with an investment in the following: strategic planning at the sector, country or regional level to better target scholarships against MFAT's development and foreign policy objectives; and engaging with alumni to build a mutual relationship, and to understand and (where possible) address barriers to alumni realising development impact. These are presented in section 5 (recommendations).

These processes are recommended because they are critical to supporting alumni to translate individual gains into development impact and to the achievement of New Zealand's strategic goals through the development of strategic relationships and strong connections between New Zealand and partner countries. If the status quo is continued, many alumni will contribute meaningfully to outcomes at the ecosystem level without these programme features, as shown in Section 2.2. The partial outcome models may in large part be delivered without the additional work on strategic planning and alumni

[2] Interview with skills Inc, 11 December 2018

engagement suggested below. If MFAT is satisfied with partial outcome model(s) overall or in a given region or country, the following need not be fully implemented.

Strategic planning

Inefficiencies in information sharing and decision-making with partner governments and other stakeholders are somewhat undermining MFAT's ability to select the scholars who are most likely to contribute to foreign policy and development outcomes. This is most notable in tertiary scholarships, but to a lesser degree it is also relevant to short term and English language training in New Zealand.

As indicated in Section 3 (Building the evidence base), selection of priority sectors and targeting of scholarships within them is informed by an assessment of capacity needs and potential for impact, but the assessment is not granular enough (in case study locations) to align tertiary scholarships closely with workforce development needs, nor to ensure that alumni return to a more 'reform-oriented' enabling environment. Short term and English language scholarships are more flexible to respond to strategic considerations identified by posts but are not used systematically across all posts in the same way. A granular assessment of needs is made in some cases where short-term training aligns with MFAT's other programmes, but not all. Making this more granular assessment would require closer collaboration with in-country partners, including (and beyond) multiple parts of government[36].

The selection process for tertiary scholarships is widely considered to be rigorous and merit-based. However, many in-country stakeholders, including partner government and post staff, reported a lack of clarity on key aspects of the programme. The general cycle of administration is clear to most people, but the more strategic issues of how priorities are determined, how the selection of scholars is aligned with these priorities, how key information about these priorities is sought and considered, and where alumni end up at the end of their scholarships, was less transparent. For example, a Security Adviser working for the New Zealand Government expressed frustration that future leaders in the security services of that country were not being considered for tertiary scholarships because they had ticked the 'other' sector option in their application. This may be a valid decision by MFAT, but the adviser sought clarity to understand it was an intentional outcome, rather than an administrative error.

While partner governments appreciate that New Zealand can determine its own Programme and how it wishes to deliver scholarships, both government and many alumni felt that improved outcomes could be achieved if there was more clarity about and local input into planning and selection. Many stakeholders, often representatives from partner government within line ministries, expressed confusion over how the annual priorities are set, and expressed a desire for more dialogue with MFAT to make sure the highest priorities are being served. As discussed in Section 2.3.1, MFAT has relied upon partner governments to represent broader interests, but evidence suggests that coordinating departments may not serve this function in the absence of broader consultation.

Alumni engagement

Effective alumni engagement is essential to success in the relationship and leadership models and supports outcomes in the skills and sector models. Across the field work locations visited and in interviews with MFAT officials it is apparent that there is a relatively low investment in this activity, while demand is high. Most alumni interviewed express a strong desire to be more connected and engaged with New Zealand on return to their home country. This demand was higher for alumni of the in-New Zealand programmes, especially the tertiary scholarship. Survey results demonstrated the low level of alumni engagement overall, with 50% of respondents feeling not at all or a little connected to the New Zealand High Commission in their home country, and only 5% feeling very connected.

While it was apparent from interviews that the demand for alumni engagement was highest from tertiary scholars, it was this group that felt the least connected, with 55% of tertiary scholarship feeling not at all/a little connected, while only 40% of English language training scholars and 30% of short-

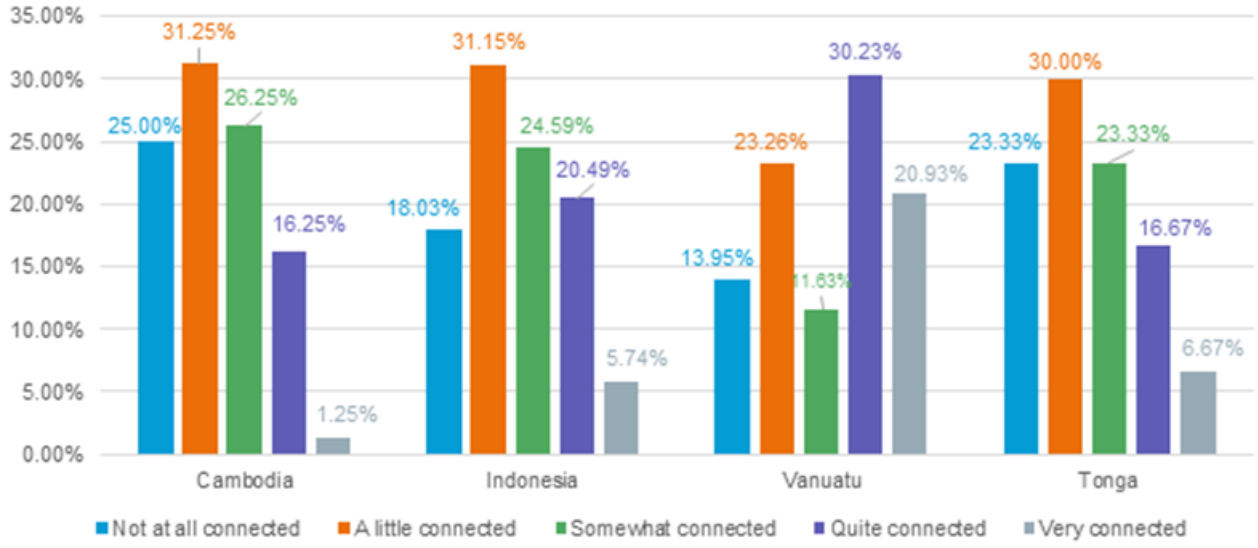
[36] MFAT may not need to consult widely itself, if other development partners have already undertaken similar consultations with line ministries and other stakeholders. If available, information from partners should be used.

term training scholars felt this way. This is not surprising, given that these shorter programmes are managed more directly by the High Commissions, and are often related to existing programmes or specific in-country relationships with government ministries or projects. While tertiary scholarships are generally less targeted, and are of a longer-term nature, evidence from other scholarship programmes indicates that investment in this area can both enhance outcomes for individual alumni by assisting in their networking and development and enhance the ability of donors to obtain influence.

It appears that there is increasing emphasis within MFAT and across posts for enhanced alumni engagement, and there is evidence of increased activity on this area. For example, the High Commission in Vanuatu has been supporting the establishment of a locally run Alumni Association for almost two years, however post noted they have limited resources for this activity. The Tongan High Commission plans to establish an alumni association by the end of 2019. In Indonesia the MFAT officials reported how critical it was to have alumni in senior position to call on when bilateral issues arose. It was also noted that the lack of a local High Commission in Cambodia made such engagement even more difficult.

As shown in Figure 5 below, the lack of a formal New Zealand presence in Cambodia is likely to have influenced the level of connection alumni have with post, and similarly, a commitment to alumni engagement by a High Commission appears to have a positive impact on connections as can be seen in Vanuatu.

Figure 5: Level of connection between alumni and the New Zealand High Commission



Q 29: How would you rate your current level of connection with the following groups of people? n=280

While local commitment to alumni engagement is essential, in the absence of a globally coordinated and well-resourced approach to alumni engagement it is unlikely that effective alumni engagement can be achieved at country level.

Cost effectiveness

The cost-effectiveness question for the Scholarships Programme is how effectively MFAT's investment in scholarships is translating into development and foreign policy priorities. The main variables within MFAT's control are the spread of different scholarship types, the selection of appropriate cohorts of scholars undertaking relevant courses, the overarching features of the Programme (of which there are currently few), and delivery arrangements and associated costs.

Cost effectiveness depends on the development context, and *the specific outcomes that MFAT seeks to emphasise* in a given sector, country or region. Tertiary education is known to be essential to

development in partner countries, and tertiary scholarships play an important role in meeting this need, particularly in countries where there is limited capacity to provide this locally, and there are specific professional skills gaps. However, tertiary scholarships are relatively costly, at NZD100,00–180,000 per scholarship compared to NZD20,000–30,000 for short term or English language training. As indicated in Section 2.4, tertiary alumni report outcomes that are similar to those for other alumni, excepting the type and level of skills developed. Tertiary scholarships are unique in that they provide professional academic training (for example, qualifying doctors, nurses, teachers, engineers, accountants, lawyers etc., as well as enabling research and postgraduate specialisations).

A tertiary scholarship will be a cost-effective investment if the outcomes *unique* to that scholarship are at least 5–6 times greater than those achieved through a shorter-term scholarship, and if the degree couldn't be provided more cheaply or effectively in another way (or by another donor). MFAT would also need to be realising the benefits of in-house administration, when compared to the outsourced delivery model used for other scholarship types (e.g. potentially a stronger connection with MFAT, with its development programmes, or with New Zealand's strategic interests). Similarly, short term or English language training *in New Zealand* would be a cost-effective investment compared to delivery of the same in-country *if* the unique benefits of delivery in New Zealand (e.g. stronger connection with New Zealand, including influencing values) are worth the cost differential.

For example, if MFAT decides to address HRD needs by developing the supply of some professions (e.g. doctors) then tertiary scholarships are an efficient means to do this, provided that local tertiary training is insufficient, and other donors are not better positioned to offer this type of scholarship. In-region scholarships could be a cost-effective way of meeting these needs. If MFAT prioritises addressing that professional skills gap *and* building relationships with the future leaders in the profession, then tertiary scholarships in New Zealand are a means to do this (*even if* local or regional tertiary training is adequate). Alternately, additional on-award and alumni engagement may make local or regional education a more cost-effective way to meet both aims. More cost-efficient shorter-term training might also be considered, if there are enough existing doctors who need upskilling, and if the level of connection to New Zealand will be considered strong enough.

In short, cost-effective allocation and selection of tertiary scholarships must be assessed within the development context and considering MFAT's *specific* development and foreign policy objectives. If expressed as an equation, this looks like:

Cost effectiveness = unique benefits of scholarship > cost differential with best alternative

The unique benefits of the scholarship should consider the development benefits to the country given analysis of the context and needs, and the foreign policy and strategic benefits to MFAT. MFAT may choose to place higher weighting on one aspect of these benefits over others in different contexts. The best alternative should be identified by considering options to meet needs locally, for example by government, industry, or other development partners. In some instances, the best alternative might be to not offer scholarships in one sector or organisation, to concentrate benefits in another.

MFAT already makes decisions of relative priority such as those described here, but these may not be recorded, consistent, or communicated internally within MFAT or to external partners. The above Section on strategic planning emphasises how this process can become more intentional, collaborative and evidence-based, with the added benefit of internal and external transparency.

Conclusion: Effectiveness

In conclusion, there is evidence that most alumni apply their skills and knowledge, and in this sense the Programme is effective. However, by this measure many of the scholarships could be delivered in-country or regionally for a lower cost and equal effectiveness. MFAT's foreign policy and strategic objectives must also be considered, as well as the broader outcomes of building leadership and relationships in partner countries. Effectiveness could be improved through more granular strategic planning to target specific skill gaps. The lack of ongoing contact by MFAT with alumni also means

that a significant return on the investment is not being realised. If MFAT values the connection built through having scholars' study and live in New Zealand, and maintaining connections with leaders, an investment in alumni relationships would be strongly recommended.

4.4. Addressing gender differences

While it is not within the scope of this evaluation to examine in detail how the gender of alumni influences scholarship outcomes, analysis of outcomes and challenges through a gender perspective raises important issues. The below results indicate that a fuller gender analysis should be undertaken of the Scholarships Programme.

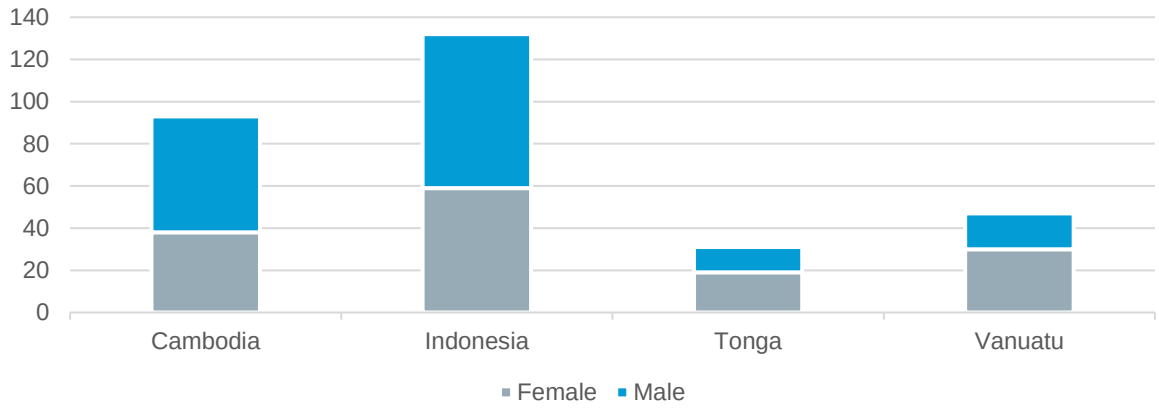
Gender breakdown of alumni interviews and survey respondents

Interviews were undertaken with approximately 160 alumni from the four target countries, with approximately 60% male and 40% female participants overall. A survey of 315 alumni was also undertaken, with similar numbers of men and women completing the survey overall (147 women, 159 men). There were significantly more survey respondents from Cambodia and Indonesia, comprising slightly more men than women. There were fewer respondents, and markedly more female than male respondents from Tonga and Vanuatu (Figure 6).

Gender differences in reported outcomes

When asked about the extent to which respondents felt their scholarship had led to various outcomes for them as individuals, there were no discernible differences between responses from men and women. About 80% of respondents from both genders felt that they had improved their English language capability, gained from overseas experience, gained relevant technical skills/knowledge, and achieved personal growth. Around 65% of both genders felt they had made relevant connections, and achieved greater credibility, respect, and influence. Similarly, interviews across the four countries did not suggest a systematic gender difference in *individual* outcomes from study or training.

Figure 6: Number of survey respondents by gender and country



However, when asked what they had done since returning from undertaking their scholarships, there were some significant differences between men and women, and some interesting trends. As can be seen from Table 6, significantly more men than women had gained a promotion or a new job with more responsibility and felt that they had become a better supervisor or manager since returning from their scholarship. Significantly more men had also started a new initiative in their organisation or profession and felt that they had changed how things are done or taken a stand against corruption in their community or country (see Table 15).

These findings are consistent with evidence from the literature indicating that female alumni face more significant barriers to employment and promotion into leadership positions, are less likely to hold the social or political capital required to promote reform and are more likely to exercise leadership and influence through informal means[37]. It may also reflect simple downplaying of achievements by female alumni, compared to the credit that male alumni assign to achievements of comparable magnitude.

Also, on every count, a higher proportion of men than women stated that they have undertaken or contributed to the action in question. While not all these figures are statistically significant based on this research alone, this is a clear trend.

Table 15: Statistically significant differences in outcome by gender

Action by percentage of men and women, significance	% Women	% Men	Significance
Gained a promotion	35%	45%	95% Confidence
Mentored or supported people	45%	55%	90% Confidence
Become a better supervisor or manager	40%	50%	95% Confidence
Started a new initiative in my organisation / profession	50%	60%	95% Confidence
Took a stand against corruption in my organisation /profession	45%	55%	90% Confidence
Started a new initiative in my community / country	20%	30%	90% Confidence
Changed how things are done in my community / country	15%	35%	95% Confidence
Advocated for changes in policy or culture community / country	20%	30%	90% Confidence
Took a stand against corruption community / country	20%	40%	95% Confidence

Q: Have you done any of the following since your scholarship? Please tick all options that are true for you (items with statistically significant gender differences only shown here). Number of respondents: 147 women, 159 men.

Differences in reported challenges

When asked about the challenges they had faced since completing their scholarship, a higher proportion of women than men had difficulties in almost all areas. Most notably, the largest differences between women and men are seen regarding women feeling that their qualifications and knowledge were not valued, having difficulty finding work, being discriminated against and that the skills and knowledge that they gained were not very relevant to their profession.

Significance of findings on gender

This data shows that there are significant differences between outcomes for men and women. While these are self-reported outcomes, they are consistent with evidence collected through interviews with alumni, employers and government officials, and reflect conclusions reached in other research. Isaak[38] summarises research in this area, noting evidence of barriers for women in translating education achievements into career success, and systemic barriers to workforce participation for women relating to family roles and obligations.

This evaluation provides further evidence of structural differences between how men and women are perceived and able to lead and influence in their workplaces and communities. While it is not possible to know the cause of these results, two possible implications include that women continue to face barriers to inclusion and promotion, and do not as easily gain respect and influence, and that women may understate their impact or influence. Importantly, while there is already some focus on ensuring that women have access to scholarships within the Programme, evidence from this evaluation indicates that more could be done to support women to realise higher order outcomes.

[37] Development Leadership Programme, various publications
[38] Isaak, 2017 unpublished

4.5. Addressing barriers to inclusion

Overall the Scholarships Programme does not implement structured approaches to targeting, selecting or supporting social inclusion categories. For example, while there is a priority stated in Indonesia for applicants from the Eastern provinces, other than promotional activities to these regions there are no specific measures to increase equity of access for these applicants.

People from remote or regional areas in all countries faced barriers of access to information about the Scholarships Programme. In the Pacific, both case study locations of Vanuatu and Tonga also reported that access to the internet and computer equipment was a barrier. For example, even though Tonga had continued to accept paper-based applications, these paper applications were scanned at a local school and emailed to MFAT post. In some cases, the paper-based copy was not ever received by post. All other components of their selection and mobilisation are communicated via email, making correspondence extremely difficult for those living in remote villages where the only computer available is at the local school with unreliable internet connection.

High English language and academic requirements are recognised as two of the most significant barriers for applicants. Lowering these requirements may increase the likelihood of failure or stress for students and is not recommended. Targeted in-country training to enhance English language skills could be considered. The in-country English language training programme for example, which provides English and academic preparation for tertiary scholarship applicants who meet all criteria except English language, is not, but could be prioritised to address access for social inclusion groups.

Alternatively, MFAT may want to consider an equity pathway approach like the Australia Awards programme in Indonesia. To target applicants from Eastern Indonesia, Australia has implemented a pre-application English language training programme to assist potential eligible applicants to reach the required IELTS, enabling them to apply for the Australian scholarship programme[39]. This would require new resourcing, but as it is delivered in-country there are opportunities to save costs relative to delivery in New Zealand, and to build local capacity by using local partners.

More cost-effective measures may include using existing alumni networks to identify and support possible candidates (an example of this was provided in Cambodia where an English language training alumnus from the provinces identified a colleague who they thought would benefit and assisted them to find out about further opportunities and apply); or working with local partners to ensure information about scholarships is provided in a timely manner.

The family considerations discussed in Section 2.1.8 also represent a barrier to participation in the Programme, particularly for single parents or those whose partner cannot earn in New Zealand. There are costs associated with supporting families, and the relative emphasis that MFAT places on inclusivity will determine whether these are justied.

[39] Interview with Daniel Hunt, Programme Director Australia Awards Indonesia, November 28 2018

5. Future directions for scholarships

The third key question for this evaluation asks how scholarships might serve MFAT's objectives better now and in the future. This Section presents the recommendations developed through this evaluation and summarises the findings and evidence that support these.

5.1. Strategic clarity

This recommendation seeks to establish the strategic clarity to guide management of the Scholarships Programme. It is intended ensure that decisions about the strategic focus of the Programme and the prioritisation of outcomes at country and regional level are targeting MFAT's and the New Zealand Government's strategic and operational objectives.

Recommendation 1. MFAT Senior Management should articulate the strategic purpose of the Scholarships Programme.

The statement of strategic purpose should:

- identify the strategic outcomes that scholarships are expected to contribute towards
- articulate how these outcomes support New Zealand Government's strategic objectives
- provide a high-level framework to clarify relationships between and prioritisation of outcomes
- establish the key measures to assess the Scholarships Programme's success.

This statement of purpose is necessary to provide the strategic clarity to guide ongoing design, management, monitoring and evaluation of the Programme. Primarily, it is about clarifying the values that underpin the Programme so that decision-making at all levels are informed by these values. For example, it should address the relationship between development, foreign policy and strategic or operational objectives, providing clarity to MFAT staff and stakeholders who perceive or are managing tensions between these.

The statement may be prepared by the Scholarships Unit with guidance from the governing board (suggested to be formed in Recommendation 2). Ideally, the format would enable broad communication (e.g. published online so that it can be shared with partners). However, as the following recommendations rely on the strategic clarity provided by this statement, generating an initial internal working version and a public version later may be pragmatic.

The following findings and evidence underpin this recommendation:

Table 17: Findings and evidence supporting Recommendation 1

Key Findings	Section References
The Scholarships Programme **has not historically operated as a coherent programme.** At commencement of this evaluation there was not an agreed articulation of its objectives or underlying theory of change, and many aspects of implementation were unclear. Authority for decision-making has been dispersed, including for the allocation of scholarships (and therefore budget), and decisions about eligibility, targeting, promotion and selection.	Section 1.1, Why this evaluation matters
Inefficiencies in information sharing and decision-making with partner governments and other stakeholders are somewhat undermining MFAT's ability to select the scholars who are most likely to contribute to foreign policy and development outcomes. While partner governments appreciate that New Zealand can determine its own priorities, both government and alumni felt that improved outcomes could be achieved if there was more **clarity about and local input into strategic planning**.	Section 4.3.2 Effectiveness in achieving outcomes

The Programme has been delivered as intended, and alumni have realised many of the individual outcomes envisaged by MFAT. In one sense, this can be interpreted as the Programme being delivered efficiently and effectively. Against this standard the Programme succeeds, with some exceptions where processes are not as efficient as they could be. However, against a more ambitious measure of **optimising impact, the Scholarships Programme has significant room to improve.**	Section 4.3, Improving Programme delivery
Cost-effective allocation of scholarships must be assessed within the **specific development context and considering MFAT's specific development and foreign policy objectives**. It should consider both the development benefits to the country given analysis of the context and needs, and the foreign policy and strategic benefits to MFAT. MFAT may choose to place higher weighting on one aspect of these benefits over others in different contexts. MFAT already makes decisions of relative priority such as that described here, but these may not be recorded, consistent, or communicated internally within MFAT or to external partners. Formalising this valuing process has the added benefit of internal and external transparency, addressing one of the concerns of programme stakeholders.	Section 4.3.2 Effectiveness in achieving outcomes

5.2. Strategic oversight

This recommendation seeks to establish a formal structure to oversee strategic management of the Scholarships Programme for the purpose as described in Recommendation 1.

Recommendation 2. MFAT should stablish a governing board to oversee strategic management of the Programme

The board should make strategic decisions and oversee policy and operational decisions to ensure that they are consistent with the purpose of the programme.

The board should either include representation from, or seek the views of:

- senior staff with responsibility for each geographic region
- the head of the Pacific and Development Division (potentially as Chair)
- other government Departments with an interest in the Programme (e.g. Education New Zealand).

Including or regularly consulting one or more representatives from the Maori community and expatriate Pacific Islander communities should also be considered, to enable the board to better understand and foster cultural linkages between New Zealand and Pacific Island countries. If desired, a similar approach could be taken for ASEAN countries.

The board should have the mandate for strategic management of the Programme, including overseeing operational decisions to ensure coherence with the strategic purpose of the Programme. For example, the board should have oversight of funding allocations and approve the key policy and operational settings for scholarship types, ensuring their coherence with the Programme purpose. The board (depending on timing) may oversee development of the statement described in Section 5.1 and should oversee the programme design and optimisation processes described in 5.3 and 5.4.

The following findings and evidence underpin this recommendation:

Table 18: Findings and evidence supporting Recommendation 2

Key Findings	Section References
Historically the Scholarships Unit has been understaffed relative to workload and has struggled to contain the Programme budget without direct control over new scholarship allocations. Information management has been a weakness, with an incomplete dataset for alumni in the SAM being one of the main costs. Arguably, a **lack of proactive policy development to guide the Programme** has also been a cost of understaffing. However, the governance system within MFAT at the time did not necessarily enable such proactive management, as it was accepted that geographic regions should drive new scholarship allocations. The Scholarships Unit is now stepping into a new role with a mandate for strategic oversight of the Programme.	Section 4.3.1 Efficiency and effectiveness
Alumni expressed a very high level of appreciation for New Zealand and its people. Many alumni in Tonga and Vanuatu spoke about feeling that they had a shared culture: that New Zealand was a big brother for them. Reference was also made to **learning from Maori culture, and how this was embedded within the New Zealand way** of life, noting that this made them prouder of their own country and gave them an understanding 'that you must respect and appreciate the country'.	Section 2.1.6, New Zealand values
New Zealand scholarships contribute to an appreciation of **New Zealand as a study destination** amongst the networks of scholarship alumni. The direct contribution towards attracting fee-paying students is unknown, but Education New Zealand representatives consider it to be significant. MFAT could seek to optimise this through increased coordination, particularly in middle-income countries. The role of scholarships in promoting **New Zealand as a business partner** is less clear, although there is a one concrete example in the form of New Zealand companies forming new business relationships with geothermal energy companies in Indonesia.	Section 2.2.7, International reputation

5.3. Programme design

This recommendation seeks to align the design of the Programme with the strategic purpose as described in Recommendation 1. The Scholarships Programme has been built iteratively, with decisions about individual schemes made without reference to a well-defined programmatic framework. Once the purpose of the Programme is clear, MFAT must review how it uses and supports different scholarship types to deliver effectively against this purpose.

Recommendation 3. The Scholarships Unit should lead a consultative process to optimise Programme design.

The Scholarships Unit, working with the board, should review existing scholarship types to optimise these to deliver against the statement described in 5.1. The outcome models presented in this evaluation should provide the initial framework to translate high-level outcomes into policy directions for the Programme and operational decisions about scholarship types.

- Each scholarship type must balance flexibility to different contexts with efficient delivery arrangements, while maintaining the key features that ensure the intended outcomes are realised. Both policy and operational settings should be considered.
- The statement described at Recommendation 1 will provide clarity on the values framework for these decisions.
- The findings within this evaluation provide an initial evidence base. However, further research, trialling and refinement will be needed.

- Programme design ordinarily requires a structured consultation process, and we propose that a rolling design is needed for this Programme. The Scholarships Unit should consult with posts and with contracted providers throughout this process to ensure that decisions about Programme delivery are grounded and realistic in a range of contexts.
- The Scholarships Unit may determine that additional scholarship types or variations are necessary to deliver against the Programme's purpose (for example, in-country English language training delivered in-situ in remote communities). If this is the case, any new offerings should be designed as a flexible and scalable component of the Scholarships Programme, rather than as a stand-alone scheme.
- The Scholarships Unit may also begin exploring the potential to shift relationships with existing sub-contractors towards a flexible, scalable and integrated model.

Once the Programme has been defined, country or regional teams should, with advice from the Scholarship Unit, identify how the scholarship models and types can best deliver on MFAT's objectives locally, and embed this into their ongoing four-years plans. The four-year plans provide clarity on MFAT's and New Zealand's high-level priorities in that country or region, so this is primarily a process of determining how scholarships can best *deliver* against these (e.g. through a focus on relationship building, skills development, fostering leadership, or some combination thereof).

Countries and regions may make decisions about the optimal number and mix of scholarship types based on the model(s) selected, local needs, and features of the revised scholarship types. If country or regional teams do not have the information to make decisions about the optimal number and mix of scholarship types in their context, two options are available. Scholarships may still be offered with only a 'partial' outcomes model, which can be achieved with limited planning, or the country / regional team or Scholarships Unit may invest in the strategic planning process described in the following Section.

Table 19: Findings and evidence supporting Recommendation 3

Key Findings	Section References
The evidence base for the Scholarships Programme is weakest in the middle; where the 'rubber hits the road' in terms of translating outcomes for individual scholars into broader outcomes. The results framework provides a generalised, theoretical overview, but this needs to be translated into a **more concrete strategy at country or regional level**, providing an operational framework to understand and measure impacts. Such a strategy provides clarity about which features of the scholarships programme, and which outcomes, really matter and should be measured.	Section 3, Building the evidence base
Four outcome models have been identified that describe how the Programme activities and those of participants and stakeholders combine to facilitate outcomes; a relationship, leadership, skills and sector model. The models are not exclusive and may be present in any country or region at the same time. Each model may also incorporate several scholarship types. The models may serve as an organising framework to assist MFAT in prioritising outcomes globally, and by country or region.	Section 4.2, Introduction to the outcome models
Findings about how the programme operates in Cambodia provide an insight into the challenges presented by **delivering scholarships with no in-country post**. While the evaluation has not directly tested these findings for other countries, we believe it is reasonable to assume that the main limitations will hold true. For example, we anticipate that maintaining alumni relationships and investing in the programme features proposed in this report will be more challenging, though not impossible. We have built this consideration into development of the outcome models, concluding that it would be difficult to deliver any *comprehensive outcome model* in a country where MFAT has no post or significant development investment. Implementation of one or more partial outcome models is, however, realistic.	Section 1.2, Methodological approach

5.4. Optimise Programme features

This recommendation describes the specific programme features that MFAT should invest in to improve its return on investment from the Scholarships Programme. These are significant across the models and scholarship types and require a long-term commitment of resources and oversight.

Recommendation 4. MFAT should invest long-term in the Programme-wide features that facilitate outcomes of all types.

The Scholarships Unit should work with the board to:

- establish and resource a system for building and maintaining relationships with alumni
- establish and resource a monitoring, evaluation and learning system
- offer support to country and regional teams to undertake strategic analysis and planning
- investigate programme features that could promote gender and social equity outcomes.

This evaluation finds that the above would improve MFAT's return on investment for the Programme as it currently stands. However, the statement of purpose described at Recommendation 1 should serve to clarify relative future priorities, and MFAT may adjust the scale and focus of investment in each area accordingly. In the absence of this statement or the broader consultative design process described in Recommendation 3; and based on historical data, the views of MFAT staff and stakeholders and the evaluation team's experience, we recommend the following.

- The alumni system should serve the three purposes of alumni engagement: to build and support mutually beneficial relationships; to provide alumni with a network and resources to enhance their careers, workplaces and communities; and to provide New Zealand with access to alumni for monitoring, evaluation and learning information. The alumni network might design and implement activities that are mutually beneficial to both alumni, MFAT and other stakeholders to achieve objectives, including proactively engaging alumni throughout the scholarship lifecycle. MFAT should consider how to utilise online and other innovative platforms to engage with alumni.
- The monitoring, evaluation and learning system should gather evidence about whether outcomes are being achieved, and to assess how the Programme can be optimised. It should clarify how the board, Scholarships Unit, posts, implementing partners, partner governments and alumni both collect and use information; be efficient, simple and transparent, enabling the multitude of partners to participate meaningfully and use the information; and have a strong learning focus, given the current lack of data about outcomes and the willingness of partners to engage on this.
- Country or regional teams should undertake strategic analysis and engage in ongoing dialogue with partners at country level to manage for outcomes. To do this, these teams must be able to: gather information and make informed decisions about specific human resource development needs within priority sectors; engage with different parts of partner government, as well as with counterparts across the private and community sectors to understand sector development; confidently build connections between bilateral programme investments and the scholarships programme, with sound knowledge of scholarship policy; and act as the face of the Scholarships Programme in-country, choosing strategic opportunities to engage in-person with potential applicants, alumni, and stakeholders.
- MFAT should also consider how programme features could promote more equitable outcomes for women alumni, and more equitable participation by diverse and minority groups. Consider in particular: how alumni engagement can promote women's engagement with male-dominated political and management structures; how alumni engagement can support all alumni, particularly women, in informal leadership roles, such as in community and political movements; and how the Programme could better target minority groups and support their inclusion through bridging activities, including access to English language training delivered in-situ.

Table 20: Findings and evidence supporting Recommendation 4

Key Findings	Section References
Establish and maintain a system for building relationships with alumni While there is limited current or past evidence of MFAT maintaining contact with and building mutual relationships with alumni, there is evidence of some strong and useful relationships, and a desire on the part of both alumni and posts to enhance their engagement for mutual benefit. To date, the programme has largely relied upon individual alumni to translate individual gains into outcomes at the ecosystem level. Many alumni have done so. Yet, the programme could facilitate greater impact through overarching features that help alumni to achieve traction. Strategic planning can help to increase the chances of alumni returning to a receptive environment, and alumni engagement can provide the networks and support to overcome challenges.	Section 4.3.2, Effectiveness in achieving outcomes
Establish and resource a monitoring, evaluation and learning system We were unable to find direct evidence of impact at the strategic level. This was expected, given the difficulties of attributing high-level changes to any scholarship programme, and a lack of baseline data or current details for alumni. It is possible to develop an understanding of broader outcomes from scholarships over time if the following are in place. First, baseline data about the specific development context; second, a specific strategy in place guiding scholarship delivery; and third, monitoring data collected throughout implementation. These pre-conditions are not present but could be established (in some country contexts). This would enable MFAT to deliver the comprehensive outcome models and evaluate impact. If only a partial outcome model is required in a given country, region or for the programme overall, the scale of MERL activities may be less.	Section 3, Building the evidence base
Offer support to country and regional teams to undertake strategic planning There is limited evidence of differences in the outcomes achieved by distinct scholarship types, except for the level and type of skills developed. All scholarship types serve an important role, but how they are managed, and other contextual factors influence the outcomes achieved. The tools and approaches to address this 'weak middle' of the evidence base should be developed by the Scholarships Unit, with buy-in from MFAT's senior management team. Importantly, however, most of the analysis and data collection must occur at country or regional level, which has implications for expectations of and resourcing for posts or within country teams. The evaluation team anticipates that countries without a post would be unlikely to implement a comprehensive outcome model, due to the resourcing required. Accordingly, for regionally or remotely run scholarships delivery, only some of the key gaps identified above may be addressed. The highest priority should be placed on gathering and maintaining information about alumni.	Section 2.4, Differences in outcome by scholarship type Section 3, Building the evidence base
Investigate programme features that could promote gender and social equity Evidence suggests that there are significant differences in experience and outcomes reported by men and women, specifically in the areas of promotion and influencing change in their organisations or country. This evaluation therefore provides further evidence of structural differences between how men and women are perceived and able to lead and influence in their workplaces and communities, that the Programme could possibly better address. Similarly, efforts to prioritise participation by remote and minority groups to date is minimal and could readily be improved.	Section 4.4, Addressing gender differences Section 4.5, Addressing barriers to inclusion

Annex 1

The leadership outcome model

Leadership outcome model

The leadership model aims to drive transformational change in partner countries over the longer term, with scholarships awarded to individuals and cohorts who are committed to driving transformational change, often through community based and political initiatives (encompassing both formal and informal politics).

To achieve this, scholars are selected for their developmental leadership potential, based on personal and academic attributes especially values and ethics, their potential networks and influence, and their commitment to development in their communities and ultimately country.

The leadership model is a long-term process that requires on-going investment in the individual as well as fostering a meaningful relationship with alumni. It also assumes an understanding that the tools to monitor and evaluate outcomes of scholarships must necessarily be focused on measuring incremental change over a lengthy period.

Characteristics of the leadership model

The following table presents a summary of the key characteristics of the leadership model. It includes characteristics of the broader and operating environment which are beyond the direct control of the Scholarships Programme. These need to be present for the full benefit of the leadership model to be realised. It then presents the features of the Scholarships Programme that are the most important to enable the model, by phase. Both a partial model and a comprehensive model are presented. The partial model will give some of the benefits of the leadership model and may be used as either a stepping stone to the comprehensive model, or where other models more of a priority.

Table 21: Characteristics of the leadership model and required programme features

Characteristics	Partial model	Comprehensive model
Characteristics of the operating context (i.e. beyond the Programme's control)		
Necessary Contextual Conditions (i.e. the model cannot be present without)	• Willingness of leaders (informal and formal) to engage with New Zealand people and values	• Priority of leaders (informal and formal) to engage with New Zealand people and values, and to seek support for reform efforts • Opportunity for leaders to drive reform (i.e. political economy for change) • Opportunity to build a critical mass of leaders in sectors, organisations, communities or geographies that are open to or priority for reform (likely including private fee-paying alumni from New Zealand and like-minded countries) • MFAT commitment to long-term presence, enabling nurture of and resources committed to a leadership cadre

Characteristics	Partial model	Comprehensive model
Required programme features by phase (i.e. within the Programme's control):		
Planning phase	• Some consultations with a range of partners • Identification of local development leadership characteristics and potential target groups	• Broad consultation with government and non-government development stakeholders regarding how different scholarship types can support different priorities • Identification of local development leadership characteristics and specific target networks and groups
Promotions and targeting phase	• Some targeted promotion of the programme to non-governmental groups	• Targeted promotion to target groups including community, youth and non-government sector, potentially minority communities or geographic areas that are development priorities for MFAT • Alumni supported to actively promote the programme to their network (online and face-to-face) • Use profiles and stories of alumni leaders in promotional material
Selection phase	• Some leadership selection criteria may include some concepts of development leadership such as commitment to development or equity considerations for marginalised or disadvantage groups	• Selection criteria based on developmental leadership, including values, commitment to development, potential future influence and ability to enhance the relationship between themselves, their country and New Zealand • Equity considerations such as English language ability and academic results etc. for marginalised and disadvantaged groups.
Pre-scholarship phase	• Some pre-departure support but no face-to-face relationship building	• Farewell event hosted by New Zealand government, including partner government, alumni and other stakeholders (employers, business) • Pre-departure support provided for final course selection, medical clearance and visa process • Face-to-face pre-departure preparation workshop to support academic and cultural transition for scholars, as well as build relationship with other scholars • Pre-academic English language preparation for eligible applicants
On-scholarship phase	• Some engagement and support provided to scholar such as pastoral care support and ad hoc enrichment activities	• Regular connection made between scholars and New Zealand through online and face-to-face enrichment activities with a focus on leadership development • Additional support or ways nurturing potential leaders, i.e. small grants, access to internships, mentoring etc. • Pastoral care support provided by New Zealand or another stakeholder

Characteristics	Partial model	Comprehensive model
Alumni engagement phase	• Some ad-hoc alumni engagement usually opportunistically aligned with another activity or event in partner country • Access to semi-up-to-date database (limited number of alumni) • Some alumni-to-alumni engagement, mostly online and socially focused	• Comprehensive alumni engagement plan including: ○ Interview with alumni on return to identify career aspirations, other opportunities for ongoing engagement, difficulties experienced, etc to build relationship with post ○ access to an up-to-date database of alumni, including ability to tag leaders and potential leaders ○ structured /regular face-to-face activities in partner country ○ strong online interactions ○ alumni engagement is both with alumni and with New Zealand and professionally and socially focused ○ additional support for alumni leaders to implement community projects or other initiatives ○ Senior alumni leaders mentoring new/young potential alumni leaders

Evidence of this model in the Scholarships Programme

There is some evidence of the leadership model across the New Zealand Scholarships Programme, usually through the serendipitous capabilities and motivations of a select number of alumni. This was particularly evident in some undergraduate alumni interviewed from the Pacific. These alumni demonstrated several common characteristics: they had been back in their home country for several years; had faced challenges when they returned (social, political, gender); had overcome these challenges through networking, building coalitions and other transformational strategies; and had an overwhelming commitment to achieving positive development outcomes for their communities and ultimately their country. There was a feeling amongst alumni of this cadre that more investment in on-scholarship and alumni engagement, to support their connectivity with New Zealand and others of influence and provide access to resources on return would open the potential of leaders to have greater impact.

One of the key features of this model for these select alumni appeared to involve a significant mind shift in their motivations, values, and personal goals attributed to their time in New Zealand. While this was mostly the case for in-New Zealand tertiary undergraduate alumni, usually due to the formative years they spent in New Zealand, there was also evidence of similar characteristics from postgraduate alumni studying both regionally and in New Zealand and some English language training alumni and achievements. For example, one Indonesian alumni from Papua had completely transformed her mindset and understanding of the development process through her exposure to indigenous empowerment and cooperation in New Zealand. Upon return, she has built powerful coalitions of indigenous and non-indigenous communities and government partners to work together to influence sustainable community development rather than focusing on divisive approaches to communities and government stakeholders

Evidence of this model in the New Zealand Scholarships Programmes is based more on the stories and achievements of alumni than specific implementation activities of MFAT, aside from some efforts to focus selection criteria for the tertiary scholarship on some leadership characteristics. The current selection guidelines on the MFAT website state:

> *We use these guidelines to select applicants with very good character, ethics and abilities.*
> *In general, we want scholars with these attributes:*
> - *They have a strong academic ability.*
> - *They show commitment to the social and economic development of their country.*
> - *They are 39 years or younger when the scholarship starts.*
> - *They choose courses that align with our recommended subjects.*
> - *They want to encourage positive relations with New Zealand now and in the future.*
>
> *We also aim for a balanced mix of women and men scholars. (MFAT 2018).*

Of these attributes, those that most align with the leadership model are 'commitment to social and economic development' and 'encourage positive relations'. However often selecting for these characteristics is very intuitive and needs to be interpreted in a culturally appropriate way, as not all individuals will demonstrate these attributes in a globally consistent manner. Therefore, using local expertise and knowledge becomes a critical feature of the Leadership model. There is however strong evidence that many alumni with leadership potential have taken part in the programme.

The survey results show that 45% of tertiary alumni received a promotion after the completion of their scholarship, placing them in more of a position of leadership and influence, or at minimum on a career pathway to such positions. It was also reported in the survey that 80% had introduced new initiatives, 85% had introduced a new policy or procedure and 80% had worked with other people to support change in their organisation or profession. All such evidence suggests that alumni are driving (not just contributing to) changes within their workplaces and communities. One additional result from the survey reports that 85% of alumni have taken a stand against corruption and 70% attribute this to their experience in New Zealand, to a large or great extent, demonstrating that the programme is selecting scholars with the appropriate values and ethics, and their scholarship experience is transforming their approach to work.

While it is crucial to implement a targeted and culturally appropriate approach to selecting the appropriate scholars with leadership potential, one significant way MFAT does not deliver on the leadership model is in its cultivation and strengthening of the development leadership capabilities of its scholars and alumni. This requires meaningful investment in on-scholarship and alumni engagement, particularly ways of identifying those potential leaders and targeting engagement to support and nurture their leadership pathway.

Broader evidence underpinning the model

While leadership has been primarily analysed as an individual rather than a collective problem – focused on the characteristics of individual leaders as the driver of change (Lyne de Ver, 2008: 28), these ideological top-down notions of development being rescued by individual 'heroes' or champions are now considered to be outdated (Andrews, 2016). [DLP 2018c p.12]

Motivated agents are the primary ingredient in processes of developmental leadership. Development cannot happen without individuals willing to mobilise and drive change. However, to exercise the agency required to change institutions – whether it is pushing through legal reforms at the macro level or agitating for women's rights at the local level – motivation alone is not enough. Even the most willing agents need a combination of power, opportunity and skill to realise their goals. [DLP 2018c, p.12]

Even with the best intention and 'political will', individual leaders can rarely bring about sustained change single-handedly. Instead, they rely on power and resources – people, ideas, and followers. They need to win legitimacy, work within systems of rules, values, ideas and norms, and mobilise others to implement change. [DLP 2018a, p.14].

The way leadership works can be different for women and men or others with non-conforming gender identities. Gender stereotypes, access to formal power, and questions of legitimacy can mean that gender equality goals must be framed carefully. Effective developmental leadership has the capacity to challenge successfully gender inequalities. [DLP 2018b, p.4]

Politicians in the Pacific tend to be better educated than their fellow citizens. This pattern has been established since independence and is essentially uniform across the region. There are several reasons why education matters, including the career opportunities and financial resources that it provides. At the most basic level being educated overseas is a status symbol that helps a politician build their profile and reputation. This is particularly true for women MPs. [DLP 2018a, p.5] In addition, girls and women traditionally have less or limited access to education at all levels, therefore the potential for women to become leaders as they mature is already constrained.

Therefore, awarding tertiary scholarships becomes a powerful tool the donor can use to influence future leaders and the direction they choose to lead development of their country. For example, a report by Gift and Krcmaric in 2015 found that democratisation was more likely when leaders were educated at Western universities. This was due to the socialisation effect of attending Western universities that led to improved views of democracy as a legitimate form of government.

Many scholarship programmes specifically select alumni for their leadership potential, usually with traditional concepts of leadership focused on the individual's achievements and aspirations. Some scholarship programmes however base their leadership selection more on ideas of development leadership around values and inclusion. One example is the former Ford Foundation International Fellowship Programme (IFP), which was geared towards identifying emerging leaders and social innovators based on an inclusive higher education model that prioritized social commitment over traditional selection criteria. In addition to its selection process the IFP also implemented a comprehensive set of supports for its alumni including in-country pre-academic preparation, intercultural training, and for those studying in their home country or region they could access an international education experience through the Spring International Language Centre in the United States.

From 2001 to 2013 the IFP provided postgraduate scholarships to over 4,300 future leaders, drawn specifically from marginalised and disadvantaged communities. A 2012 survey of 3,300 alumni found that 80% former fellows were working in their home country to improve the lives and livelihoods of those around them[40].

Developmental leadership is the strategic, collective and political process of building political will to secure pro-development outcomes. It is not always successful and, while it can be transactional and effectively so, in its fullest sense it is typically transformational[41]. Therefore, investing in the selection and cultivation of scholarship alumni and alumni becomes an important ingredient for donors to consider if influencing long-term pro-development outcomes are an objective of their programmes.

[40] IFP, 2013
[41] DLP, 2018c, p.1

Annex 2

Skills outcome model

Skills outcome model

The skills model aims to **address specific skills gaps within partner countries** to support agreed development objectives of partner countries and New Zealand. Human resource capacity and skill needs are known and prioritized for a sector or professional area within a country or region, and specific training or development activities are supported. It relies on the existence of an understanding of these needs (possibly in the form of a human resources development plan). New Zealand Scholarships are targeted to addressing appropriate skill gaps through its suite of programme types. Alumni return to relevant positions in the right organisations and use their skills.

The skills model is a globally well-established approach to donor-funded scholarship programmes. This approach is generally based on an assumption of the higher relative quality of training and education programmes available in donor countries (or other locations) compared to recipient countries and an assumption that providing a higher quality of education and training can improve the capacity of individuals, organisations and/or sectors in recipient countries.

In addition, the skills model is not only about the provision of education and training. It is more broadly and strategically focused on in-depth analysis and planning with partner countries for the right education and training targeted to the skills most critical to meet human resource development needs. However, scholarships are not intended to meet all HRD needs, but instead incorporated into a country's broader HRD or workforce planning process; aligned with New Zealand's bilateral or regional development priorities and; targeted to the appropriate use of New Zealand-funded education and training to address these needs.

Characteristics of the skills model

The following table presents a summary of the key characteristics of the skills model. It includes characteristics of the broader and operating environment which are beyond the direct control of the Scholarships Programme. These need to be present for the full benefit of the skills model to be realised. It then presents the features of the Scholarships Programme that are the most important to enable the model, by phase. Both a partial model and a comprehensive model are presented. The partial model will give some of the benefits of the skills model and may be used as either a stepping stone to the comprehensive model, or where other models more of a priority.

Table 22: Characteristics of the skills model and required programme features

Characteristics	Partial model	Comprehensive model
Characteristics of the operating context (i.e. beyond the Programme's control)		
Necessary contextual conditions (i.e. the model cannot be present without)	• Understanding of broad HRD needs at the level of sectors or professions, and prioritisation of [local] resources to meet these needs • HRD planning • Relationship with partner government – at least annual discussions	• Accurate, mutual understanding of HRD needs over 5-10 years, and a systematic approach to meeting these, including partner government commitment to resources, and alignment with New Zealand priorities. • Detailed HRD planning, including regular and formal Labour Market analysis • Close relationship with partner government – ongoing discussion • Allocation of resources to support workforce development (e.g. clinics for doctors) • Availability of appropriate courses, placements and training by New Zealand and regional providers and organisations
Required programme features by Phase (i.e. within the Programme's control):		
Planning phase	• Some consultation with partner government to identify HRD needs aligned with development priorities and most appropriate use of scholarships to meet these needs • General identification of priority study areas and courses or training offered by New Zealand	• Intensive investment in planning with partner government and other stakeholders (e.g. NGOs, labour unions/guilds, and private sector employer organisations) to target the most appropriate use of the different scholarship types to meet specific HRD needs (e.g. individual placements, individual training, cohort training etc.) • Identification of the most appropriate courses and training programmes offered by New Zealand or regionally to meet specific HRD needs, including tailoring tertiary courses and designing cohort/group courses • Need to consider possible adverse impact of cohort courses for smaller countries. • Consider mix of long and short term, formal and informal (e.g. work placements) training options and location (regional or New Zealand based) to meet skills gaps[42]

[42] The comprehensive model could be labor intensive in some countries, and this could result in cohort courses rather than individually tailored course that are planned at the country or region level being implemented. It needs to be acknowledged that this could significantly reduce the effectiveness of the programme.

Characteristics	Partial model	Comprehensive model
Promotions and targeting phase	• Some targeting of the programme to HRD needs, such as listing priority study areas in promotion material and visiting professional organisations or education institutions	• Strategic targeting of priority HRD areas such as tailored promotional material and information sessions to key organisations, professional bodies, ministries. • Utilising alumni network in priority HRD needs to target potential applicants • Course and training providers promoting capabilities in priority areas • Consider groups (e.g. a clinical team) trained together to work together
Selection phase	• Selection criteria focused on course/training in priority study area	• Selection criteria focused on course/training in priority area • Selection weighted towards applicant's ability and motivation to return to relevant roles to meet HRD needs, including input/support from employers (if possible)
Pre-scholarship phase	• Some pre-departure support such as information related to the course or training from the provider	• Support to ensure final course/training programme is the right fit for scholars' ability and HRD needs • Significant formal pre-departure briefing either by MFAT post or provider including information about the course or training content, expectations, living conditions, cultural transition etc. • Farewell event hosted by New Zealand government, including partner government, alumni and other stakeholders (employers, business) • Provision of English language training to appropriate applicants
On-scholarship phase	• Some engagement and support provided to scholar such as study support and ad hoc enrichment activities	• Additional workplace or industry enrichment either in New Zealand or during course breaks in home country • Support connection with the alumni's home organisation (to prepare for return)
Alumni engagement phase	• Some ad-hoc alumni engagement usually opportunistically aligned with a sector or thematic activity or event in partner country	• Career and professional mentoring • Sector/thematic based engagement activities and platforms (online and face-to-face)

Evidence of this model in the New Zealand Scholarships Programme

All New Zealand Scholarships Programmes demonstrate some partial characteristics of this model based on the nature of scholarships as an education delivery modality. The most common feature demonstrated by all New Zealand Scholarships Programmes was consultation (to varying extents) with partner governments on the best use of scholarships as a capacity building tool. Globally the programme attempts to align the choice of scholarship type and fields of study either directly with the prevailing JCfD or other formal agreements, and in some cases through consultation with partner governments on HRD needs. The Scholarships Unit in Wellington annually encourages MFAT posts and Desks to undertake discussions with their partner governments and other stakeholders to identify the key human resources needs and how the Scholarships Programme can best support these needs.

There are varying degrees by which this happens. For example, in Vanuatu there have been efforts from MFAT to work with the Vanuatu Government on their own workforce planning, and to identify ways for scholarships to best support this work. However, in many cases, such as Tonga, this alignment of study fields with the JCfD priority areas or other HRD needs is relatively broad and cursory rather than focused on tangible workforce or HRD needs. Simply aligning fields of study to general development priority areas does not contribute to meaningful achievements in HRD as the individual and/or course chosen may not be the right fit for the specific workforce demand upon completion. This can be seen in number of interviews with alumni who, when they have returned are either not placed in the right position or organisation or are unable to find appropriate work relevant to their course or training.

Another partial feature of the skills model that is evident in some locations is targeting and promoting scholarships beyond advertising the priority study fields. In some countries MFAT post undertake targeted promotional activities relevance to specific HRD needs, such as in Indonesia where the relevant MFAT sector officers promotes the programme within targeted ministries or organisations.

The two most relevant types of scholarships that demonstrated evidence of for the skills model are short-term training and the undergraduate in-New Zealand and in-Region tertiary Scholarships Programmes. For short-term training, numerous examples were found where training programmes were supported by partner governments directly relating to the workforce or sector needs. For example, in Tonga, MFAT post and the ministry responsible for disaster management had identified the need for technical capacity in weather forecasting. Currently Tonga relies on data and information from forecasters in Fiji and has recognised the critical need for local expertise in providing government, community and the private sector with more accurate information. To respond to this immediate and specific HRD need, MFAT post worked with the Tongan ministry to deliver a short-term training programme for five of its staff in line with their own Human Resource Development plan.

In addition to providing training in priority HRD areas, the inclusion of workplace attachments within short-term training also added to the skills and network development of the scholar. Interviews with alumni in all fieldwork locations mentioned the importance of these workplace experiences in supporting their course work, as well as developing relationships with relevant colleagues and experts within their profession. Many of these relationships and workplace experiences continued to be used in their careers when alumni returned home.

Finally, 90 per cent of alumni surveyed from short-term training reported they had gained relevant technical skills and 84 per cent reported they have been able to use their skill to a large or great extent.

Undergraduate studies in New Zealand and in the Pacific also demonstrated characteristic of addressing the skills model to some extent, although less strategically planned and more based a long-term investment in a priority area - for example medical doctors, dentists and other health professionals trained in the Pacific. While there was evidence that New Zealand scholarships had directly contributed to increasing the capacity of the health workforce in many Pacific countries, the absence of collaborative planning with partner governments on other aspects of the health sector, such as the resources health professional need to use their new skills, meant that the full capacity of alumni was under-utilised. For example, in Tonga, New Zealand trained dentists were unable to perform many procedures they had the skills for because the equipment is not available, so patients had to be sent to Fiji. There was also some evidence that certain undergraduate courses, such as Engineering, were resulting in an over-supply of graduates with a qualification that does not meet employment demands in the Pacific, indicating a lack of long-term planning to understand the employability and workforce needs of different skills.

The other scholarships types each demonstrated various partial characteristics of the skills model. For example, English language training is designed to deliver a very specific skill in English language proficiency. Interviews and surveys with English language training alumni indicate this was a clear result of the programme; however, if the alumna or alumnus was not placed back in a workplace

where English language was required, then respondents felt that the skills went under-utilised. Eighty-four percent of English language training alumni surveyed reported they had gained technical skills; however, a lower percentage (75%) reported being able to use the skills to a 'large' or 'great extent'.

Broader evidence underpinning the model

One of the key constraints to the development of a country is the lack of adequate human capital. Human capital theory is one framework which has been used to analyse the outcomes of international education. At a global-level almost all donor-funded scholarship programmes aim to contribute to improved human capital through better-educated individuals that are more likely to succeed in the labour market. In theory, this translates to macro level economic benefits for a country, as a better-educated workforce will in turn create a more competitive and stronger economy, and subsequently to a stronger society which is healthier, wealthier and has improved governance [Isaak 2017].

In line with this, the intention of Sustainable Development Goal target 4b is to improve access to high-quality Technical Vocational Education and Training (TVET) and Higher Education (HE) in countries where it is not widely available and where there is a chronic shortage of highly educated individuals. Individual scholarships are an effective tool to widen this access to quality higher education and enhance the knowledge and skills of professionals at the individual level. Many donor funded scholarship programmes around the world explicitly state this as their goal, for example:

- **Japanese Grant Aid for Human Resource Development Scholarship (JDS) Programme**: To support Governments of selected countries in their efforts to facilitate its own plans for human resource development in respect of capacity and institutional building
- **Netherlands Fellowship Programme**: To foster capacity building within organizations (which can include governmental, private and non-governmental) in developing countries by providing training and education to mid-career staff members. The overall aim of the fellowships is to help alleviate qualitative and quantitative shortages of skilled workers and to do so within the framework of sustainability and capacity building directed to reduce poverty in developing countries.
- **Australian Government funded Solomon Islands S4EG Programme:** The nation's skills development system produces graduates who are in demand in the labour market due to their job relevant skills and employability attributes

In some instances, international education can also create barriers to employment, with research indicating that individuals who have studied abroad may experience greater delays in gaining employment after graduation compared to study undertaken locally if their technical skills are deemed to be less relevant to the domestic context. In some instances, graduates with international qualifications may also experience delays in gaining employment after graduation relating to their own higher expectations; that is, it is not a lack of employment available that delays them from entering the workforce, but a commitment on the part of the graduate to find employment which best aligns with their skills and interests (Waibel, 2017).

Scholarship programmes with the goal of delivering improved skills and capacity building must therefore be designed to match need in the home country as closely as possible, both in terms of the area/subject of study, and the level of study required for employment and professional advancement on return. In areas such as the Pacific, where populations are relatively small and labour market needs can be acute, it is particularly important to ensure that scholarships are provided in specific areas of human resource development need.

Similarly, more work must be done with partner governments to determine, to the greatest degree of confidence possible, specifically what employment roles may be available on return to the country through clear human resource development planning. However, there are very real challenges to predicting labour market several years in advance, let alone aligning training programmes to these needs. Additionally, tertiary training is a long-term investment, often with a gap of several years between setting the priority sectors, selecting scholars, training them, and reintegrating them into the

workforce. Therefore, partner countries and donors need to consider strategically the use of short and long-term scholarships to address different skills gaps and how the different organisations or sectors alumni return to will use the new skills.

Recent research has indicated that some Pacific workers with trade certificates are generally paid no more than those workers without certification, and that higher wages usually only apply to those workers who have qualified at the professional and technician skill levels. If employers value skilled and unskilled workers at the same levels (as evidence by similar remuneration levels), workers have little incentive to undertake TVET Certificate III and IV level training (Malo, 2017).

One example of how a donor programme focuses its scholarship on meeting specific organisational capacity needs and the direct implementation of training is the Dutch Orange Knowledge Programme (OKP). The OKP's stated objective is "the scholarship should be used for training. The need for this training must be demonstrated in the context of the organisations that employs the applicant. The training course must help the organisation develop its capacity". To achieve this the OKP have a clear assessment process of the applicant against the following criteria:

- The degree to which the application fits into the target group
- How well the candidate can implement the newly-acquired knowledge in his daily work
- To what extent the knowledge will contribute to the development of the country
- How well the plans for the time after returning to the employer are described and how easily they can be implemented (OKP 2018)

While the New Zealand programme assesses applicants against some of these criteria, the additional of input from the employer to demonstrate both the need for training as well as the commitment to utilising the alumni upon return is one way of implementing a skills model. This approach would be particularly relevant for the short-term training, English language training and postgraduate tertiary programmes which are all highly technically focused or specialised, assuming the skills alumni acquire in these programmes should be directly relevant to an organisation upon return.

Adapting the scholarship types:

There are several activities that could further support the skills model that could be investigated:

- Posts work closely with the Scholarships Unit to refine targeting and selection for tertiary scholarships to make sure the right people are selected for in-New Zealand and in-Region programmes.
- Posts and the Scholarships Unit work closely with course and training providers to identify existing or design tailored courses (both tertiary and short-term training) appropriate for HRD needs
- Short-term training in the Pacific be restructured to absorb traditional TVET courses into the in-New Zealand tertiary programme and develop cohort structured training programme like short-term training ASEAN to better align with the HRD skill needs through cohort/group training

Annex 3

Relationships outcome model

Relationships outcome model

The relationship model aims to build political capital and soft power strategically around the world, through developing meaningful and mutually beneficial relationships within partner countries and alumni networks.

The relationships and influence that are acquired by New Zealand through the awarding of international scholarships to people within partner countries involves several inter-related factors.

- **Political capital is** gained with partner government and other stakeholders from announcing scholarships, as a favourable investment to a partner country. It is a clear, tangible form of aid that is easy to measure and monitor the number of individuals awarded. In addition, there is a positive bilateral or regional narrative around investing in future leaders and contributing to improved skills and knowledge of recipient country.
- **Soft power in international scholarships** is gained through the norms, values and bonds acquired by individual scholars through their New Zealand scholarship experience and relates how they continue to attribute elements of their personal growth and capabilities to that education experience.
- **Soft power** is also **gained through the ongoing positive relationships** alumni build with New Zealand individuals and organisations, as well as other scholarship alumni from both their home country and other countries, and how they use these relationships and networks in their on-going careers and lives.

To build on the initial political capital (or return on investment) the relationship model must strategically consider the way it is initiated with partner government and stakeholders (planning, promotion and public diplomacy), to whom the scholarships are awarded (selection), and how relationships are built and managed (alumni engagement).

Characteristics of the relationship model

The following table presents a summary of the key characteristics of the relationship model. It includes characteristics of the broader and operating environment which are beyond the direct control of the Scholarships Programme. These need to be present for the full benefit of the relationship model to be realised. It then presents the features of the Scholarships Programme that are the most important to enable the model, by phase. Both a partial model and a comprehensive model are presented. The partial model will give some of the benefits of the relationship model and may be used as either a stepping stone to the comprehensive model, or where other models more of a priority.

Table 23: Characteristics of the relationship model and required programme features

Characteristics	Partial model	Comprehensive model
Characteristics of the operating context (i.e. beyond the Programme's control)		
Necessary contextual conditions (i.e. the model cannot be present without)	• Bilateral relationship, ideally with an in-country presence • Partner government acknowledgement of scholarships • Population receptive to New Zealand, and individuals are willing to build links	• Strong bilateral relationship including strong partner government demand for scholarships and MFAT relationships with multiple parts of government (difficult to achieve without an in-country post) • MFAT post resourced to deliver strong promotional, public diplomacy and alumni engagement activities • Population highly receptive to New Zealand, with individuals actively seeking to build and strengthen links • MFAT commitment to long-term presence, enabling nurture of relationships
Required programme features by Phase (i.e. within the Programme's control):		
Planning phase	• Some consultation is conducted with partner government and they are aware of the scholarships	• Regular and consultative planning with partner government and other stakeholders on the delivery of programme
Promotions and targeting phase	• General promotion of the programme to potential applicants with minimal involvement from partner country (government and other stakeholders) • Some public awareness of the programme • Some ad hoc promotion of the programme by alumni and other partners	• New Zealand and partner country (government and other stakeholders) implement collaborative/joint promotional activities • Comprehensive public diplomacy campaign and resulting significant public awareness of the programme • Alumni actively promote the programme to their network (online and face-to-face) • Individuals with high potential for future influence may be specifically targeted
Selection phase	• Face-to-face interviews or paper-based but no New Zealand government input • No specific or vague selection criteria based on relationships or influence	• Selection criteria required on how the applicant will enhance the relationship between themselves, their country and New Zealand • Selection process can identify applicants with current/ potential influence • Agreed collaboration with partner government (i.e. participate in selection; share final selection list etc.)

Characteristics	Partial model	Comprehensive model
Pre-scholarship phase	• Some pre-departure support but no face-to-face relationship building	• Farewell event hosted by New Zealand government, including partner government, alumni and other stakeholders (employers, business) • Pre-departure support provided for final course selection, medical clearance and visa process • Face-to-face pre-departure preparation workshop to support academic and cultural transition for scholars, as well as to build relationship with New Zealand representatives as well as other scholars and alumni
On-scholarship phase	• Some engagement and support provided to scholar such as pastoral care support and ad hoc enrichment activities	• Regular connection made between scholar and New Zealand through online and face-to-face enrichment activities • Pastoral care support provided by New Zealand or another stakeholder • Agreed reporting to partner government of scholars' progress
Alumni engagement phase	• Some ad-hoc alumni engagement usually opportunistically aligned with another activity or event in partner country • Access to semi-up-to-date database (limited number of alumni) • Some alumni-to-alumni engagement, mostly online and socially focused	• Comprehensive alumni engagement plan including: ○ Interview with alumni on return to identify career aspirations, other opportunities for ongoing engagement, difficulties experienced, etc to build relationship with post ○ access an up-to-date database of alumni ○ structured /regular face-to-face activities in partner country ○ strong online interactions ○ alumni engagement is both with alumni and with New Zealand and professionally and socially focused ○ Include partner government and other stakeholders in appropriate alumni engagement activities

Evidence of this model in the New Zealand Scholarships Programme

Components of the Relationship model are evident across all New Zealand's Scholarship types and locations. Partner governments and other stakeholders, such as employers, could clearly articulated their positive reaction and appreciation for the delivery of New Zealand scholarships in their country. This observation was collaborated by observations from MFAT officials interviewed at post and in Wellington and demonstrates that scholarships are providing New Zealand with a level of initial political capital. For example, interviews in Tonga with the CEOs of the five different government Ministries all agreed that scholarships help support human resource capacity needs in Tonga and build a strong relationship with New Zealand.

Of note was the regular comment made during field visits by partners of the historic delivery of scholarships. This consistent and long-running form of aid was clearly valued, but also raised issues for MFAT on the impact on their political capital in adjusting the number or type of scholarships when priorities change.

In countries and regions with no New Zealand presence, such as most African, Caribbean and Latin American countries, there is minimal engagement with partner country, alumni and other stakeholder, resulting in a relatively low presence of this model. For example, in Cambodia due to the lack of an MFAT post and the minimal engagement between MFAT and the partner government in most aspects of the programme it was difficult for the Evaluation team to secure interviews with Cambodian government officials. However, at the same time, due to low engagement of New Zealand in any other activities, scholarship is providing only the relationship model because there is not the mechanism to deliver other models.

While the offering of scholarships in Tonga was viewed positively, some of the CEOs interviewed expressed concerns regarding the lack of collaborative planning, especially regarding the cost of in-New Zealand and in-region tertiary scholarships. There was a view that scholars were not selected to meet the real capacity needs of Tonga and that there was a lack of local knowledge or information available about where New Zealand alumni are employed upon return. This is particularly relevant in the Pacific where there is much anecdotal evidence of alumni leaving their home country. This lack of local input or communication with stakeholders in the programme results seems to diminish some of the initial political capital New Zealand gains through the awarding of scholarships.

The delivery of short-term training and English language training demonstrated several of the relationship model characteristics that were absent from the tertiary scholarship type. For example, English language training in Asia and Africa provides partner countries with the opportunity to participate in the nomination of applicants which contributes to their relationship with New Zealand. There were also many examples found of close collaboration between MFAT and partners in the design and delivery of short-term training programmes, for example the geothermal courses in Indonesia. In-New Zealand delivery of these programmes also demonstrated characteristics of providing on-scholarship engagement and enrichment for scholars, such as work attachments, mentoring, home stay and cultural activities.

One of the key elements of the comprehensive approach to delivering the relationship model is alumni engagement. Across the field work locations visited and in interviews with MFAT officials it was apparent that there is a relatively low investment in this activity, while demand from alumni was extremely high. Most alumni interviewed express a strong desire to be more connected and engaged with New Zealand back in their home country.

Some countries have recognised the power of this demand and how critical it is to deliver on the relationship model. For example, in Tonga the High Commission noted that they were planning to launch a New Zealand alumni network in early 2019, and an alumni network is currently being formally established in Vanuatu. In Indonesia the MFAT officials reported how critical it was to have alumni in senior position to call on when bilateral issues arose. However, in the absent of a globally coordinated and well-resourced approach to alumni engagement the relationship model cannot be fully realised.

Broader evidence underpinning the model

According to the UK Association of Commonwealth Universities (ACU) who has administered the Chevening, Marshall and Commonwealth Scholarships schemes, for international scholarships to generate soft power benefits, two preliminary conditions must be met. First, the alumni themselves must have influence; second, they must retain their links with their home countries (i.e. return home), where the UK is seeking to enhance its reputation (ACU 2008).

To maximise the initial political capital and realise the long-term soft power and relationships benefit, scholarship schemes must adequately invest in selecting the right candidates who demonstrate existing or potential influence, as well as a desire to return home and contribute to an on-going relationship with their scholarship government. Further, the experience that scholars have during their scholarship contributes to the on-going positive influence of the sponsoring government. Therefore, many scholarships schemes invest in and support their scholars during their studies: simply - with additional

pastoral care (such as New Zealand); or at a more strategic engagement - in leadership development activities to enhance the scholar's experience and the relationship with the scholarship body.

The most comprehensive global example of the relationship model is the Chevening Scholarship delivered by the UK Foreign and Commonwealth Office (FCO). The Chevening programme explicitly offers it scholarships and fellowships to "future leaders and influencers from all over the world to develop professionally and academically, network extensively, experience UK culture, and build lasting positive relationships with the UK" (Chevening 2019). Chevening also offers its participants a suite of engagement opportunities during their time in the UK to "support and complement [their] academic programme, increase [their] exposure to and understanding of the UK and its institutions and traditions and allow [them] the time to network with the wider Chevening cohort, Foreign and Commonwealth Office and partner organisations. The aim of this approach is the participants will have positive, productive and enjoyable experience in the UK and will want to continue an association with Chevening".

After their scholarships' experience (usually in the host country of the donor) it is assumed alumni may be more pre-disposed to engage with, invest in and continue to be 'friends' with the donor country. Chevening are one of the only scholarship bodies who have attempted to measure this. In 2016 KPMG was commissioned to measure the return on influence of the programme and found that 74 per cent of participating FCO posts have used the Chevening alumni network for work on governance, democracy and human rights issues and 83% of participating alumni reported influencing the opinion of others in their network of the UK as a place to do business (among other results).

The Australian Government has gone beyond engagement with its scholarship alumni and is pursuing a global strategy of engaging all alumni of Australia. This 2016 Strategy states: "We will develop and widen our alumni networks. Many of our alumni sit in positions of influence around the region. They help us understand and interpret key issues. They open doors for diplomats and business, facilitate research and industry linkages, represent the quality of our educational institutions and speak out on our behalf" (DFAT 2016). One of the ways the Australian DFAT are delivering on this strategy is by offering an annual round of grants for posts to undertake alumni engagement activities. These activities range from policy roundtables, gala events, cultural and sporting activities, showcasing alumni achievements, and professional development activities, with the purpose of building and growing its network of influential alumni.

To have long-term soft-power influence and relationships, international scholarship bodies need to constantly adapt their offer and improve their alumni engagement. Political capital and soft power are not merely developed and then retained, but rather must be maintained by the process of relationship management and engagement with alumni and other stakeholders (Hart 2007).

Adapting the scholarship types:

There are several points to further consider when undertaking the relationship model:

- Adapting scholarship selection processes to identify applicants with potential for influence and who can support the relationship with New Zealand may enhance relationship outcomes.
- While strong on-scholarship engagement is essential for all scholarship types, this is particularly critical for studies that occur outside New Zealand to build and maintain a strong New Zealand connection
- While across all scholarship types a comprehensive investment in post scholarship alumni engagement is required to achieve this model, this should be particularly focused on the long-term in-New Zealand and in-region tertiary scholarships due to the financial investment and the scholar's length of time on scholarship potentially contributing to a more in-depth relationship.

Annex 4

Sector outcome model

Sector outcome model

The sector model aims to build complementing linkages between and improve the skills and capacity of leaders across a sector, contributing towards or accelerating its development. Development of the sector contributes to both New Zealand's and the partner country's broader interests.

This model brings together different elements of the three other models of skills, Relationships and Leadership, but also relies on broader New Zealand interest, engagement and investment in a sector. Specifically, it involves delivering the suite of New Zealand scholarships types to and in collaboration with a range of stakeholders who are actively driving development of a sector – such as government partners, employers, professional bodies, academic institutions, alumni, researchers and policy-makers. Ideally, there will be already established links between these stakeholder groups in New Zealand and in the partner country, with the scholarships serving to deepen these relationships.

The sector model also serves to value-add to other development programmes, as well as foreign and trade policy initiatives. Rather than scholarships as a modality being the key, it is the sector and New Zealand's bilateral objectives within that sector that drive the utility of scholarships in the sector model.

Characteristics of the sector model

The following table presents a summary of the key characteristics of the sector model. It includes characteristics of the broader and operating environment which are beyond the direct control of the Scholarships Programme. These need to be present for the full benefit of the leadership model to be realised. It then presents the features of the Scholarships Programme that are the most important to enable the model, by phase. Both a partial model and a comprehensive model are presented. The partial model will give some of the benefits of the sector model and may be used as either a stepping stone to the comprehensive model, or where other models more of a priority.

Table 24: Characteristics of the sector model and required programme features

Characteristics:	Partial model	Comprehensive model
Characteristics of the operating context (i.e. beyond the Programme's control)		
Necessary Contextual Conditions (i.e. the model cannot be present without)	• New Zealand and partner country commitment to a sector • Some HRD planning in the sector • Relationship with partner government – at least annual discussions – and support for priority sector	• Long term strategic commitment from New Zealand in a sector (or sectors), aligned with partner countries development priorities • High demand for support from partner government, and a close relationship with partner government – ongoing discussion • Accurate, mutual understanding of HRD needs in a sector over 5-10 years, and a systematic approach to meeting those needs, with scholars and other New Zealand investments in the sector • Partnerships with multiple stakeholders across the sector both in New Zealand and partner country (i.e. Policy makers, private sector, academia) • Allocation of resources to support workforce development in the sector • Availability of appropriate training by New Zealand and regional providers in the sector
Required Programme Features by Phase (i.e. within the Programme's control):		

Characteristics:	Partial model	Comprehensive model
Planning phase	• Some consultation with partner government to identify sectors and use of scholarships to meet specific needs • General identification of priority study areas and courses or training offered by New Zealand in the sector	• Intensive investment in planning with partner government, other stakeholders and alumni to target the most appropriate use of the different scholarship types to meet specific sector needs (individual vs cohort training etc.) • Identification of the most appropriate courses and training programmes offered by New Zealand to meet specific sector needs, including tailoring tertiary courses and designing cohort/group courses
Promotions and targeting phase	• Some targeting of the programme to HRD needs, such as listing priority study areas in promotion material and visiting professional organisations or education institutions	• Strategic targeting of different scholarships types to partners within the sector, such as tailored promotional material and information sessions to key organisations, professional bodies, ministries. • Utilising alumni network within sector to target potential applicants • Course and training providers promoting capabilities in sector areas • Groups trained together to work together (across sector partners)
Selection phase	• Selection criteria focused on course/training in sector study area • Some involvement of partners in nominating/endorsing applicant	• Selection criteria focused on course/training in priority area • Selection prioritises applicant's ability and motivation to return to relevant organisations and on-going work in the sector • Involvement of partner government or home organisation in nominating/endorsing applicant and articulation of how the scholarship will support sector
Pre-scholarship phase	• Some pre-departure support	• Support to ensure final course/training programme is the right fit for scholars' ability and sector needs • Farewell event hosted by New Zealand government, including partner government, alumni and other stakeholders (employers, business) • Provision of English language training to appropriate applicants
On-scholarship phase	• Some engagement and support provided to scholar such as study support and ad hoc enrichment activities	• Additional workplace or industry enrichment either in New Zealand or during course breaks in home country • Support connection with the scholar's home organisation (to prepare for return) • Alumni-scholar mentoring within same or similar home organisation
Alumni engagement phase	• Some ad hoc alumni engagement usually opportunistically aligned with a sector or thematic activity or event in partner country	• Sector-based career and professional mentoring • Sector-based engagement activities and platforms (online and face-to-face) including all partners across the sector in New Zealand and partner country

Evidence of this model in the New Zealand Scholarships Programme

Most New Zealand Scholarships Programmes demonstrate only partial evidence of the Sector model in that a range of priority sectors are identified for each country and region, with selection of alumni based on alignment with these listed sectors. In most cases these sectors are aligned with the sectors

or themes outlined in bilateral or regional development agreement between New Zealand and its partners. Therefore, at a relatively superficial level the Sector model exists. However, the most crucial components of the sector model are that there is strong partnership across the sector, with scholarships used as one type of multiple investments delivered by New Zealand in a sector, and the different types of scholarships complement and strengthen these other investments.

The most complete example of the sector model across the New Zealand programmes was found in the geothermal sector in Indonesia. This example demonstrates all the pre-conditions and key characteristics of the model, as well as many of the delivery features. In this case scholarships have supported a long term (30+ years) New Zealand commitment and relationship with Indonesia in geothermal investment and research and is highly valued by all partners. It was the most substantial example identified by the evaluation of a highly coherent, targeted sector alignment of scholarships, including a complementary use of in-New Zealand tertiary and short-term training scholarships in addition to other MFAT investments in the geothermal sector in Indonesia.

There was also strong evidence of an on-going and strategic connections between New Zealand, alumni, Indonesian Government, private sector employers and academia in the geothermal sector, for example:

- New Zealand Ambassador attending 35-year anniversary of Indonesia's first geothermal plant
- Self-managed alumni WhatsApp group and regular face-to-face gatherings sharing information about policy or legislation changes, new research, discussions on workplace issues
- On-going relationships with New Zealand lecturers as visiting experts and advisors in private sector geothermal companies due to connection with alumni.

In this example, New Zealand scholarships have directly contributed to an improved collegiality amongst alumni across the geothermal sector, enabling government and business to work more effectively within this very small, niche sector.

Another example found of support for a specific sector over the long term was across the health sector in the Pacific. While the example of undergraduate scholarships training for health professionals in the Pacific can also be attributed to the skills model, there was evidence in Tonga of a broader sector partnership with New Zealand and complementary use of short term and long-term training to support different aspects of the health sector, such as laboratory technicians, as well as management and administration. There was also strong senior-level commitment from both New Zealand and the Tonga Government to use scholarships in a strategic way to support the health sector, even if little whole-of-government planning in this regard has taken place yet.

Broader evidence underpinning the model

As with the skills model, the sector model recognises that one of the key constraints to the development of a country (and specifically a sector) is the lack of adequate human capital. At a global-level almost all donor-funded scholarship programmes aim to contribute to improved human capital (such as the skills model) through better educated individuals that are more likely to succeed in the labour market.

Where the sector model differs is recognising that simply building a critical mass of scholarship alumni (human capital) within a targeted organisation or sector has limited impact in and of itself, even with comprehensive skills mapping present. In other words, large numbers of graduates in a sector are not sufficient catalyst for organisational or sectoral change, or effective utilisation of alumni's knowledge and skills upon return. What is fundamental when implementing a sector or organisational approach for a scholarship programme is to identify the environmental conditions that enable scholarships to be more effective within a sector or organisation. This critically includes sector leadership and commitment to improvements, especially human resources development and management, such as endorsement of scholarship applicants and clear articulation of how the individual or cohort will be used upon return. There should also be broad partnership with others across the sector to support change and improvements, such as donors, private sector, legislative reform etc. In the case of

scholarships offered by donors, this partnership should involve multiple investments across the sector or organisation which are complemented using scholarships.

One recent example of a donor transforming it approach to scholarship delivery to be more in line with a sector model is the Danish Danida Fellowship Centre. In 2017 Danida redirected much of its scholarship support to match the needs of Denmark's new Strategic Sector Cooperation Facility which aim to link Danish and local authorities in strategically important sectors, where Denmark has special competencies and experiences with public-private cooperation.

The Danida programme worked collaborative with their Sector Counsellors from 14 countries to understand the needs of local and Danish sectors partners, the context in which they operate and how to best use the scholarship programme. Through this consultation and partnership, the programme designed 10 sector-specific tailored courses and four cross-sector courses for delivery. They also established a reference group across the Ministry of Foreign Affairs, Sector Counsellors and Danish partner authorities to ensure at a senior level that scholarships were supporting Denmark's overall approach to the Strategic Sector Cooperative Facility (DFC 2018).

Another example of a donor's approach to sector and organisational capacity building is through the Orange Knowledge Programme. One of their stated long-term impacts is: "organisations key to sectoral development of partner countries are strengthen by inflow of enhanced workforce". To achieve this, the Dutch have implemented a group training approach, as found in a 2017 external review of their programme to be an effective way of strengthening organisational capacity (OKP 2017). Tailor-made cohort training interventions for a single organisation can led to widespread technical changes such as new protocols, procedures and policy. While these are also possible at that individual level, the group aspect has the potential to accomplish a change in organisational culture, mind-set and attitude (Dassin 2017).

Group and individual scholarships focused on an organisation or sector also help to nurture important cross sector relationships. Alumni can use their connections to promote mutually beneficial outcomes across their sector, both in their home country but also regionally and globally. This effort may benefit both donor and local policy making, research and technology development, private sector growth, as well as other on-going mutual partnerships beyond the life of the scholarship programme.

Adapting the scholarship types:

There are several activities that could further support the skills model that could be investigated:

- Posts work closely with Scholarships Unit to refine targeting and selection for tertiary to make sure the right people are selected for in-New Zealand and in-Region programmes based on agreed sector.
- Posts and Scholarships Unit work closely with course and training providers to identify existing or design tailored courses (both tertiary and short-term training) appropriate for sector needs.

Annex 5

New Zealand tertiary scholarships

New Zealand tertiary scholarships

Evaluation Question 1: How well did the in-New Zealand tertiary Scholarships (ASEAN, Development, Pacific) align with and contribute towards MFAT's intended objectives?

In each case study country visited, as well as an analysis of other countries and region, the in-New Zealand tertiary programme scholarships demonstrate alignment of priority fields of studies with both the bilateral JCfD objectives or other agreements, as well as other broader capacity needs requested by the partner country in line with their own development priorities.

Particularly in the Pacific, while aligned with JCfD priorities, scholarship priority fields also accommodate general workforce and skills development needs, with some effort to align with specific sectors. In other countries and regions (i.e. ASEAN, Africa, Caribbean and Latin America) there is a more focused alignment between MFAT agreements and prioritised fields of studies. Both approaches have their merit, with exhaustive priority lists potentially diluting the sector or thematic impact of scholarships, while the narrow approach may not be flexible enough to address partner countries' most immediate capacity needs.

Both these approaches to alignment have relied on individual applicants to inform themselves of the priority fields of study and ensure their choice of course and application narrative addresses one of these stated priorities. This approach has worked effectively for MFAT as a short-listing and selection tool to eliminate applicants who do not meet this (among other) criteria. However, how MFAT assesses (more or less) alignment, connecting the course, application narrative and the applicant's leadership and influencing potential (i.e. current or future employment status) is not currently sufficiently transparent.

How this broad-based approach to alignment contributes to intended objectives of MFAT is multifaceted and linked to the outcome pathways used. The below table summarises how in New Zealand Tertiary Scholarships and the four outcome models interact. The first column summarises the contribution that NZS can make to each outcome model (thereby contributing to specific priority outcomes). The second column notes how NZS should be tailored to best realise the outcomes associated with any chosen outcome model.

Table 25: Findings by outcome pathway / model for In-New Zealand tertiary scholarships

Outcome (outcome model)	Contribution of the scholarship type to this outcome	Delivery Features that will facilitate outcomes
Political capital and soft power **(relationship model)**	• Awarding scholarships is usually a positive development and foreign policy tool. Partner governments appreciate the investment in building their human resource capacity especially through international higher education in quality destinations such as New Zealand • Scholars largely have a positive experience in New Zealand (its culture, values, institutions) and return to home country with a long-term affinity to New Zealand • Alumni are ambassadors and advocates for New Zealand, influencing others to study, travel, invest etc. • Alumni support New Zealand's relationship in partner country through policy dialogue, as interlocutors and general understanding of New	• All study levels but especially postgraduate scholarships (due to the relative stage of career and influence of alumni) • Field of study should be open with selection based on application narrative (development contribution and leadership potential) • Strong Public Diplomacy and promotional activities in country (not only for potential applicants) • Face-to-face interviews including post representation on selection panels • Send scholars to appropriate institutions that will support them and enhanced their experience in New Zealand • Invest in strategic and meaningful long-term engagement with alumni

Outcome (outcome model)	Contribution of the scholarship type to this outcome	Delivery Features that will facilitate outcomes
	Zealand's interests within stakeholders	
Capacity and skills development **(skill model)**	• Scholars study in priority areas and return home to work in organisations where they can use their new knowledge and skills (either returning to existing employer or finding new employment) • Alumni make meaningful contributions within priority HRD areas and transfer some of their skills and knowledge on to others	• All study levels but especially TVET and undergraduate scholarships to address significant skills gaps not available in-home country • Strong bilateral or regional understanding and mapping of human resource development needs matched with a pool of suitable candidates • Mapping and allocating scholars to appropriate courses in New Zealand that match HRD needs. This could also include some tailoring of courses to best suit local needs • Career and professional mentoring support for alumni upon return
Sector development **(sector model)**	• Deepen relationship between New Zealand and specific sector in country using scholarships within a suite of investment modalities • Scholars study in priority areas for their sector and return to their organisation with specific technical abilities • Alumni make meaningful contributions within their sector and transfer some of their skills and knowledge on to others • On-going professional connection and relationship with other alumni in sector • On-going professional connection and relationship with New Zealand experts in the sector	• All study levels but should be nuanced to specific local sector requirements (e.g. only PG Geothermal in Indonesia) • Close working relationship with sector programme in country, using scholarships to complement broader MFAT/New Zealand investment • Mapping and allocating scholars to appropriate courses in New Zealand or regionally that match the sector needs, including tailoring of courses to best suit local needs. This needs to be overseen as may not happen effectively • In-New Zealand sector linkages such as work attachment, mentoring, conferences and workshops etc. • Career and professional mentoring support for alumni upon return • Invest in strategic and meaningful long-term engagement with alumni • Sector alumni engagement platforms (Facebook thematic groups etc.)
Leadership development **(leadership model)**	• Significant time spend living and studying in New Zealand provides more opportunity for scholars to engage with New Zealand's culture and values, and to influence their personal values and leadership qualities. • This may hold true more often for people who first experience New Zealand culture at a young age, who complete several overseas scholarships, or whose experience is more 'embedded' in New Zealand culture (indicative evidence only).	• All study levels • Field of study should be open with selection based on application narrative (development contribution and leadership potential) • Face-to-face interviews including post representation • In-New Zealand leadership development activities • Career and professional mentoring support for alumni upon return • Invest in strategic and meaningful long-term engagement with alumni

Outcome (outcome model)	Contribution of the scholarship type to this outcome	Delivery Features that will facilitate outcomes
Building networks **(integrated to relationship model)**	• Relationships developed and maintained between scholars from same country and other countries. These relationships are mostly social based on institution of study, with some ad hoc professional connections maintained • Some relationships developed with New Zealand (individuals and organisations) however this is mostly based on academic relationships, particularly at the postgraduate level (PhD or thesis supervisor etc.)	• All study levels • Connecting scholars at pre-departure briefings • Arrival pre-course orientations at host institutions • Other non-academic on-going activities delivered for scholars by host institutions • In-country and global alumni engagement platforms (i.e. Facebook, LinkedIn)

Differences between scholarship types

Outcomes

In all scholarship types most respondents reported very positive impacts from undertaking their scholarship. The below table presents the percentage of survey respondents from each scholarship type that reported their scholarship led to the following outcomes to a 'large' or 'great' extent.

Table 26: Outcomes reported by alumni of different scholarship types to a large of great extent

	Improved English language and/or comms skills	Gained from the experience of living in a different country	Gained relevant technical skills or knowledge	Personal growth, like increased confidence, persistence or resilience	Learned to perform at a higher standard academically	Made connections with people who are relevant to my profession/ career	Gained credibility respect or influence in home country
Tertiary scholarship	82%	91%	86%	88%	89%	62%	65%
English language training	93%	93%	84%	91%	84%	81%	71%
Short-term training	70%	70%	88%	84%	72%	72%	59%

While none of the above differences are statistically significant, the data indicates that of the outcomes specifically listed above, tertiary scholarship was markedly better at improving people's **academic performance** (which is as would have been expected), and tertiary scholarship (and English language training) respondents gained from the **experience of living in a different country.** It appears that other scholarship types were more effective at assisting alumni to building professional connections, with tertiary scholarship alumni building stronger personal connections.

Statistically significant differences between outcomes by scholarship type (95% confidence interval)

Significantly more tertiary scholarship alumni (64%) and English language training (64%) respondents felt that they gained from the experience of living in different country 'to a great extent' than for short-term training (37%) and significantly more tertiary scholarship (56%) and English language training (58%) felt that their scholarships affected their personal growth 'to a great extent' than short-term training (34%). While it is not surprising that more tertiary scholarship alumni felt that their scholarship had a strong influence on their personal growth and that they gained from the overseas experience

than short-term training alumni, it is interesting that a similar proportion of English language training alumni felt as strongly about the impact of their scholarships in this area as tertiary scholarship alumni did. This outcome was supported though interviews, with many English language training alumni feeling that the homestay element of their scholarship was particularly influential on them. In addition, a few tertiary scholarship alumni spoke about having very few New Zealanders in their classes (feeling that notable numbers of students were from China and India), and needing to make an effort to experience New Zealand as they often lived with other international students or with others from their own countries.

Not surprisingly, significantly more tertiary scholarship alumni felt they learned to perform at a higher standard academically to a great extent (50%) that short-term training (33%) or English language training (35%).

What have you done

Of those surveyed, significantly less (47%) of tertiary scholarship alumni are currently working in Government (ministry/dept/service role) compared to 91% of English language training and 70% short-term training.

Significantly more tertiary scholarship alumni had difficulty finding work (32%) than English language training (3%). (short-term training 7%), and significantly more tertiary scholarship alumni felt they did not have the networks needed to get jobs they wanted (35%) compared to short-term training (4%) (English language training 10%). The proportion of tertiary scholarship alumni finding it difficult to find work after returning from their scholarship is very high. While it was not apparent from interviews that this was as significant an issue for alumni, several issues were raised by alumni, employers and government officials that reflect this:

- That topics of study were sometimes not relevant to the needs in country (for example one interviewee from the Pacific studied manufacturing engineering while there is no manufacturing industry in their home country
- The sectors that are allowable are very broad, and limited guidance is provided to applicants about appropriate courses of study
- That experience is also very important for employment, so people who are already in work when they take a scholarship are more likely to find work in their specific sector.

Also, significantly less tertiary scholarship felt there was no opportunity for promotion or progression on return to work (tertiary scholarship 27%, compared to short-term training 46% and English language training 52%).

Significantly more tertiary scholarships have started a business or started offering consultancy services (16%) than English language training (2%). (short-term training 6%)

While not significant, it appears that a higher proportion of tertiary scholarship gained a promotion/new job with more responsibility (45% tertiary scholarship, compared to 38% English language training and 27% short-term training, and 16% tertiary scholarship started or helped to start NGO, compared to short-term training 8% and English language training 9%

Significantly more tertiary scholarship alumni have undertaken research relevant to the development of their country (48%), compared to short-term training (22%). (English language training 38%)

While the was no significant difference between the scholarship types regarding respondents working with other people to support change (this is high for all), significantly more tertiary scholarship alumni felt that their scholarship experience helped them to do this to a large extent (47%), compared to short-term training (28%).

Connections

It appears that scholarship type has no significant impact on the extent that alumni form connections with host institution, fellow international students, organisations from host country, or peers in workplace or profession who studied overseas. However, there are significant or notable differences regarding relationships formed with the local New Zealand Commission, New Zealanders and fellow international students:

While there was not significant difference, it appears that tertiary scholarship alumni feel less connected to New Zealand High Commission in their home country than both English language training and short-term training. Only 23% of tertiary scholarship alumni felt ‘very’ or ‘quite’ connected compared to 36% of English language training and 41% of short-term training, while 56% of tertiary scholarship felt ‘not at all’ or ‘a little’ connected compared to 30% of English language training and 32% of short-term training 32%.

For those that made connections with New Zealanders and other international students there are significant differences between scholarship types relating to the type of relationships they formed, with tertiary scholarship alumni significantly more likely to form personal relationships rather than professional relationships compared to the other scholarship types

- Significantly more tertiary scholarship alumni (23%) formed ‘mainly personal’ relationships with New Zealanders compared to short-term training alumni (0%) and English language training (14%).
- In line with this, significantly less tertiary scholarship alumni formed relationships ‘only related to my professional life’ (3%) or ‘mainly professional’ relationships (15%) with New Zealanders compared to short-term training (only professional 15% and mainly professional 39%) and English language training (only professional 2%).
- tertiary scholarship alumni were significantly more likely to form personal relationships with fellow international students, with 29% forming ‘mainly personal’ relationships compared to short-term training (9%), and significantly less tertiary scholarship alumni formed ‘mainly professional’ (11%) and only professional (2%) relationships with their fellow international students, compared to short-term training (28% and 9% respectively).

Challenges

When asked about the challenges they faced before, during and after completion of their scholarships, there are several significant differences between scholarship types, notably for tertiary scholarships:

Significantly more tertiary scholarship alumni had concerns for family that meant they could not focus on study (34%, compared to English language training 13% and short-term training 15%)

Significantly more tertiary scholarship alumni struggled to find the right course/institution (58%) compared to short-term training (27%) and English language training (18%)

Annex 6

In-region tertiary scholarships

In-region tertiary scholarships

Evaluation Question 1: How well did the in-New Zealand tertiary Scholarships align with and contribute towards MFAT's intended objectives?

In both Pacific case study country visited, as well as a desk analysis of other countries in the region, the in-region tertiary programme scholarships demonstrate alignment of priority fields of studies with both the bilateral JCfD objectives, as well as other broader capacity needs requested by the partner country in line with their own development priorities. Such an exhaustive list of priorities potentially dilutes the sector or thematic impact of these scholarships, irrespective of whether they are meeting general workforce and skills development needs.

This approach to alignment has relied on individual applicants to inform themselves of the priority fields of study and ensure their choice of course and application narrative addresses one of these stated priorities. This approach has work effectively for MFAT as a short-listing and selection tool to eliminate applicants who do not meet this (among other) criteria. However, the approach is not sufficiently transparent about how MFAT assesses (more or less) aligned, especially connecting the course, application narrative and the applicant's leadership and influencing potential (i.e. current or future employment status).

How this broad-based approach to alignment contributes to intended objectives of MFAT is multifaceted and linked to the outcome pathways used. The below table summarises how in RDS and the four outcome models interact. The first column summarises the contribution that RDS can make to each outcome model (thereby contributing to specific priority outcomes). The second column notes how RDS should be tailored to best realise the outcomes associated with any chosen outcome model.

Table 27: Findings by outcome pathway / model for in-region tertiary scholarships

Outcome path / model	Contribution of the scholarship type	Delivery features
Political capital and soft power pathway **(relationship model)**	• Awarding scholarships is almost always a positive development and foreign policy tool. Partner governments appreciate the investment in building their human resource capacity • Delivering in the region may decrease the chance of brain drain and training is considered more relevant to local context • Alumni support New Zealand's relationship in partner country through policy dialogue and as interlocutors	• All study levels • Field of study should be open with selection based on application narrative (development contribution and leadership potential) • Strong Public Diplomacy and promotional activities in country (not just for potential applicants) • Face-to-face post- study interviews including post representation • Send scholars to appropriate institutions that will support them and enhance their experience • Include activities to enhance scholar connections with New Zealand (workshops, study tours for high achievers, New Zealand speaker series in-country. • New Zealand post in delivery country (e.g. Fiji, PNG, Vanuatu, Solomon Islands, Samoa) builds connection and relationship with scholars during course • Invest in strategic and meaningful long-term engagement with alumni

Outcome path / model	Contribution of the scholarship type	Delivery features
Capacity and skills development pathway **(skill model)**	• Scholars study in priority areas and return home to work in organisations where they can use their new knowledge and skills (either returning to existing employer or finding new employment) • Alumni make meaningful contributions within priority HRD areas and transfer some of their skills and knowledge on to others	• All study levels but especially undergraduate scholarships to address significant skills gaps not available in the home country • Strong bilateral or regional understanding and mapping of human resource development needs matched with a pool of suitable candidates • Mapping and allocating scholars to appropriate courses in the region that match identified HRD needs, including some tailoring of courses to best suit local needs • Career and professional mentoring support for alumni upon return, and facilitated opportunities for networking
Sector development pathway **(sector model)**	• Deepen relationship between New Zealand and specific sector in country using scholarships within a suite of investment modalities • Scholars study in priority areas for their sector and return to their organisations with specific technical abilities • Alumni make meaningful contributions within their sector and transfer some of their skills and knowledge on to others • On-going professional connection and relationship with other alumni in sector • On-going professional connection and relationship with regional experts in the sector	• All study levels but should be nuanced to specific local sector requirements (e.g. only lawyers in Tonga) • Close working relationship with sector programme in country, using scholarships to complement broader MFAT/New Zealand investments • Mapping and allocating scholars to appropriate courses in the region that match the sector needs, including some tailoring of courses to best suit local needs • In-region sector linkages such as work attachment, mentoring, conferences and workshops etc. • Career and professional mentoring support for alumni upon return • Invest in strategic and meaningful long-term engagement with alumni • Sector alumni engagement platforms (Facebook thematic groups etc.)
Leadership development pathway **(leadership model)**	• Scholars study in priority development areas and return with new capabilities • Alumni make meaningful contributions within their sector and transfer some of their skills and knowledge on to others • On-going social and professional connection with other leaders • Alumni are ambassadors and advocates for New Zealand, influencing others to study, travel, invest etc. • Alumni support New Zealand's relationship in partner country through policy dialogue and as interlocutors	• All study levels • Field of study should be open with selection based on application narrative (development contribution and leadership potential) • Face-to-face interviews including post representation • In-region leadership development activities • New Zealand post in delivery country (Fiji and PNG) builds connection and relationship with scholars during course • Career and professional mentoring support, and opportunities for networking for alumni upon return • Invest in strategic and meaningful long-term engagement with alumni

Outcome path / model	Contribution of the scholarship type	Delivery features
Networks pathway **(integrated to relationship model)**	• Relationships developed and maintained between scholars from same country and other countries. These relationships are mostly social based on institution of study, with some ad hoc professional connections maintained	• All study levels • Connecting scholars at pre-departure briefings • Comprehensive on-arrival pre-course orientations at host institutions • Other non-academic on-going activities delivered for scholars by host institutions • New Zealand post in delivery country (Fiji and PNG) builds connection and relationship with scholars during course • In-country and global alumni engagement platforms (i.e. Facebook, LinkedIn)

Annex 7

Short-term training scholarships

Short-term training scholarships

Evaluation Question 1: How well did the short-term training scholarships align with and contribute towards MFAT's intended objectives?

In each case study country visited, as well as an analysis of other countries and regions, the short-term training scholarships (short-term training) has two distinct models:

1. cohort based (ASEAN) whereby the courses are designed and delivered with a sector and targeted organisations in mind
2. individual based (Pacific) where by the individual applies for an area of training that meets their individual and/or organisational capacity requirements.

As with the in-New Zealand tertiary programme, the Pacific short-term training programme has implemented alignment of short-term training using a cursory association of priority fields of studies with both the bilateral JCfD objectives or other agreements, as well as other broader capacity needs requested by the partner country in line with their own development priorities; this has largely diffused alignment of short-term training with general workforce and skills development. There are however many cases where short-term training in the Pacific has targeted priority organisations or sectors, with selection preferencing these targeted areas (i.e. weather forecasting in Tonga)

In ASEAN there is a more focused alignment between MFAT's regional and bilateral agreements and prioritised fields of studies for short-term training. The courses available for short-term training have been pre-determined and are delivered at specific times for ASEAN-only cohorts. Both approaches have their merit, with extensive priority lists potentially diluting the sector or thematic impact of short-term training, while the narrow approach may not address partner countries' most immediate capacity needs.

The below table summarises how in STTS and the four outcome models interact. The first column summarises the contribution that STTS can make to each outcome model (thereby contributing to specific priority outcomes). The second column notes how STTS should be tailored to best realise the outcomes associated with any chosen outcome model.

Table 28: Findings by outcome pathway / model for short-term training

Outcome path / model	Contribution of the scholarship type	Delivery features
Political capital, soft power pathway **(relationship model)**	• Awarding scholarships is usually a positive development and foreign policy tool. Partner governments appreciate the investment in building their human resource capacity through training and work attachments in New Zealand • Partner government can see a tangible relationship between development needs and short-term training • Scholars largely have a positive experience in New Zealand (its culture, values, institutions) and return to home country with a long-term affinity to New Zealand • Alumni are ambassadors and advocates for New Zealand, influencing others to study, travel, invest etc. • Alumni support New Zealand's relationship in partner country through policy dialogue, as interlocutors and general understanding of New Zealand's interests within stakeholders	• Field of study should be open with selection based on application narrative (training need, development contribution and leadership potential) • Strong Public Diplomacy and promotional activities in country (not only directed at potential applicants) • Send scholars to appropriate institutions and work attachments that will support them and enhance their experience in New Zealand • Invest in strategic and meaningful long-term engagement with alumni

Outcome path / model	Contribution of the scholarship type	Delivery features
Capacity and skills development pathway **(skill model)**	• Scholars study in priority areas and return home to work in organisations where they can use their new knowledge and skills (either returning to existing employer or finding new employment) • Alumni make meaningful contributions within priority HRD areas and transfer some of their skills and knowledge on to others	• Strong bilateral or regional understanding and mapping of human resource development needs matched with a pool of suitable candidates • Mapping and allocating scholars to appropriate courses and work attachments in New Zealand that address HRD needs. (This could be individual or cohort-based courses depending on need) • Career and professional mentoring support for alumni upon return
Sector development pathway **(sector model)**	• Deepen relationship between New Zealand and specific sector in country using short-term training within a suite of investment modalities • Scholars study in priority areas for their sector and return to their organisation with specific technical abilities • Alumni make meaningful contributions within their sector and transfer some of their skills and knowledge on to others • On-going professional connection and relationship with other alumni in sector • On-going professional connection and relationship with New Zealand experts in the sector	• Close working relationship with sector programmes in country, using short-term training to complement broader MFAT/New Zealand investments • Sector alumni engagement platforms (Facebook thematic groups etc.) • Mapping and allocating scholars to appropriate courses in New Zealand that match the sector needs, with focus on cohort-based courses • In-New Zealand sector linkages such as work attachment, mentoring, conferences and workshops etc. • Career and professional mentoring support for alumni upon return • Invest in strategic and meaningful long-term engagement with alumni
Leadership development pathway **(leadership model)**	• Scholars study in priority areas for their sector and return to their organisations with specific technical abilities • Alumni make meaningful contributions within their sector and transfer some of their skills and knowledge on to others • On-going social and professional connection with other leaders • Scholars largely have a positive experience in New Zealand (its culture, values, institutions) and return to home country with a long-term affinity to New Zealand, based in shared understandings of development needs • Alumni are ambassadors and advocates for New Zealand, influencing others to study, travel, invest etc. • Alumni support New Zealand's relationship in partner country through policy dialogue, as interlocutors and general understanding of New Zealand's interests within stakeholders	• All study levels • Field of study should be open with selection based on application narrative (development contribution and leadership potential) • Face-to-face interviews including post representation • In-New Zealand leadership development activities • Career and professional mentoring support for alumni upon return • Invest in strategic and meaningful long-term engagement with alumni

Outcome path / model	Contribution of the scholarship type	Delivery features
Networks pathway **(integrated into the relationship model)**	• Relationships developed and maintained between scholars from same country and other countries. These relationships are mostly professional based on technical area of training • Strong relationships developed with New Zealand (individuals and organisations) due to technical focus of training and work attachments	• Connecting scholars at pre-departure briefings • Arrival pre-course orientations at training provider • Other on-going activities delivered for scholars by training provider (needs to be contracted into agreement with providers) • In-country and global alumni engagement platforms (i.e. Facebook, LinkedIn)

Differences between scholarship types

Motivation

Significantly more short-term training alumni were motivated by desire to do their job better (74%) than tertiary scholarship (56%) and RDS (57%) alumni. English language training alumni were similar to short-term training alumni (77%). Significantly more short-term training alumni (20%) and English language training alumni (13%) said this was their primary motivation over tertiary scholarship alumni (5%)

Significantly more English language training (61%) and short-term training (37%) were motivated by the possibility of obtaining another scholarship for further advanced study than tertiary scholarship (27%).

Outcomes

In all scholarship types most respondents reported very positive impacts from undertaking their scholarship. The below table presents the percentage of survey respondents from each scholarship type that reported their scholarship led to the following outcomes to a 'large' or 'great' extent.

Table 29: Outcomes reported by alumni of different scholarship types to a large of great extent

	Improved English language and/or comms skills	Gained from the experience of living in a different country	Gained relevant technical skills or knowledge	Personal growth, like increased confidence, persistence or resilience	Learned to perform at a higher standard academically	Made connections with people who are relevant to my profession/ career	Gained credibility respect or influence in home country
Tertiary scholarship	82%	91%	86%	88%	89%	62%	65%
English language training	93%	93%	84%	91%	84%	81%	71%
Short-term training	70%	70%	88%	84%	72%	72%	59%

While none of the above differences are statistically significant, evidence indicates that overall short-term training is the most effective scholarship type for the **development of relevant technical skills and knowledge.** Given that this is the main objective of short-term training, this is not an unexpected outcome.

Statistically significant differences between outcomes by scholarship type (95% confidence interval)

- Significantly less short-term training alumni (37%) felt that they gained from the experience of living in different country 'to a great extent' than tertiary scholarship (64%) and English language training (64%).
- Significantly less short-term training alumni (34%) felt that their scholarships affected their personal growth 'to a great extent' compared to tertiary scholarship (56%) and English language training (58%).
- Significantly less short-term training (33%) and English language training (35%) alumni felt that their scholarship helped them to perform at a higher standard academically to a great extent compared to tertiary scholarship (50%) alumni.

What have you done

While not statistically significant, results from the survey indicate that short-term training alumni were more effective at providing training that led to alumni **replacing foreign workers in their home country**, with 27% of short-term training alumni stating that they have replaced foreign workers compared to 18% tertiary scholarship and 17% English language training.

Connections

It appears that scholarship type has no significant impact on the extent that alumni form connections with host institution, fellow international students, organisations from host country, or peers in workplace or profession who studied overseas. However, there are significant differences about relationships formed with the local New Zealand Commission, New Zealanders and fellow international students:

While overall respondents form all scholarship types felt the least connected to New Zealand High Commission in their home country, and there was not significant difference between scholarship types, survey results indicate that short-term training alumni may be the most connected, with 41% feeling 'very' or 'quite' connected compared to tertiary scholarship (23%) and English language training (36%), and only 32% feeling 'not at all' or only 'a little' connected compared to tertiary scholarship (56%) and English language training (38%).

Significantly more short-term training felt no connection at all with New Zealanders (16%) compared to tertiary scholarship (5%). (English language training also 5%). For those that made connections with New Zealanders, short-term training alumni made more professional connections than any other scholarship type:

- Significantly more short-term training alumni formed relationships 'only related to my professional life' (15%) or 'mainly professional' relationships (39%) compared to both tertiary scholarship (only professional 3%, mainly professional 15%) and English language training (only professional 2%).
- In line with this, significantly less short-term training alumni formed 'mainly personal' relationships (0%) compared to tertiary scholarship (23%) and English language training (14%).

There are also significant differences regarding the type of relationships formed with fellow international students, with short-term training again forming more professional relationships:

- Significantly more short-term training alumni formed 'mainly professional' (28%) and only professional (9%) relationships, compared to tertiary scholarship (11% and 2% respectively). While not statistically significant, English language training alumni also formed fewer professional relationships (15% and 2% respectively).
- And short-term training alumni were significantly less likely to form personal relationships, with only 9% forming 'mainly personal' relationships compared to tertiary scholarship (29%).

Challenges

When asked about the challenges they faced before, during and after completion of their scholarships, there are several significant differences between scholarship types.

Significantly more short-term training (37%) and English language training (33%) **struggled to find out how to apply** than tertiary scholarship (13%), and significantly more short-term training (47%) and English language training (53%) **needed assistance with their application** compared to tertiary scholarship (26%).

Significantly less short-term training (15%) and English language training (13%) felt that concerns for their family that meant they could not focus on study compared to tertiary scholarship alumni (34%). This is not surprising given that both scholarship types are of much shorter duration.

Of more concern is that significantly more short-term training experienced financial stress or difficult living conditions (44%) than tertiary scholarship (29%).

Annex 8

In-New Zealand English language training

In-New Zealand English language training (Asia)

Evaluation Question 1: How well did the in-New Zealand English language training Scholarships align with and contribute towards MFAT's intended objectives?

In both Cambodia and Indonesia, the English language training for Officials (English language training Asia) Programme is regarded positively by partner countries, especially because they have close involvement with promoting the training opportunities and in nominating candidates.

Interviews with alumni indicate there is evidence of improvement in English Language ability and that new skills can be used back in the work place (if alumni return to same workplace from which they were selected). Alumni also reported a positive experience of New Zealand, especially the inclusion of Homestay as an opportunity to experience New Zealand life and community.

To align English language training with MFAT's objectives, the courses in Asia (where fieldwork was undertaken) have been delivered around priority themes, such as Disaster Management, Education, Agriculture. Some alumni felt the thematic content of the course was too general and not particularly relevant to their individual technical areas – even though their English language training course exposed them to new ideas and ways of doing things. Others, however, appreciated the themed English Language instruction, noting that it made their language acquisition more directly relevant.

Amongst Government ministries interviewed in Indonesia, there was some confusion regarding the timing and allocation of priority themes. The length of English language training was also a problem for the Government of Indonesia, which has a six-month release rule: if a study programme is under six months, the officer cannot be replaced. As a result, their position remains vacant during their studies, a challenge which does not appeal to supervisors when considering nominating or endorsing applicants.

An evaluation was commissioned of ELTO and ELSTO (the senior official stream, now ceased) in 2014. It found that these schemes are seen by member countries as unique and a premium English language training due to the English language emersion, and theme-based learning model. Both were considered to have a very strong reputation and participants reported positive experiences, creating a good impression of New Zealand, and reinforcing relationships with New Zealand by partner country officials. The evaluation has found that the scholarship schemes are likely to contribute to member countries' development benefits. Overall the evaluation was positive, and recommended alumni engagement as one of the key improvements to be made.

The below table summarises how in ELTO and the four outcome models interact. The first column summarises the contribution that ELTO can make to each outcome model (thereby contributing to specific priority outcomes). The second column notes how ELTO should be tailored to best realise the outcomes associated with any chosen outcome model.

Table 30: Findings by outcome pathway / model for in-New Zealand English language training

Outcome path / model	Contribution	Delivery features
Political capital and soft power (relationship model)	• Awarding a scholarship focused on English Language training is view positively by partner government and stakeholders • Partner government can see a tangible relationship between development needs and English language training • Scholars largely have a positive experience in New Zealand (its culture, values, institutions) and return to home country with a long-term affinity to New Zealand • Alumni are ambassadors and advocates	• Strong Public Diplomacy and promotional activities in country (not just for potential applicants) • Have clear calendar of programme delivery including thematic areas, application deadlines etc. • In-New Zealand experience such as Homestay • Invest in strategic and meaningful long-term engagement with alumni

Outcome path / model	Contribution	Delivery features
	for New Zealand, influencing others to study, travel, invest etc. • Alumni support New Zealand's relationship in partner country through policy dialogue, as interlocutors and general understanding of New Zealand's interests within stakeholders	
Capacity and skills development pathway (skill model)	• Scholars appreciate the support to improve their English • In addition to English language training scholars also receive additional thematic content to improve their workplace knowledge and skills	• Strong bilateral or regional understanding and mapping of human resource development needs matched with a pool of suitable candidates who require additional English language training • Target training programme to applicants in priority HRD areas who require additional English language training to do their job better, i.e. priority Ministries • Regular review of and adjustments to course to ensure it is delivering the right content
Sector development (sector model)	• Deepen relationship between New Zealand and specific sector in country using scholarships within other MFAT investment opportunities • English language training enables appropriate applicants from targeted sectors to undertake their jobs and work with New Zealand better • Alumni make meaningful contributions within their sector and transfer some of their skills and knowledge on to others • On-going professional connections and relationships with other alumni in sector • On-going professional connection and relationship with New Zealand experts in the sector	• Close working relationship with sector programme in country, using English language training to complement broader investment – specifically to applicants who need additional English language training to do their job and work with New Zealand better • In-New Zealand sector linkages strengthened through activities such as work attachment, mentoring, conferences and workshops etc. • Career and professional mentoring support for alumni upon return • Invest in strategic and meaningful long-term engagement with alumni • Sector alumni engagement platforms (Facebook thematic groups etc.)
Leadership development (leadership model)	• Additional thematic-focuses content provides potential leaders with enhanced ability to succeed in their training and have an improved relationship with New Zealand • Alumni make meaningful contributions within their sector and transfer some of their skills and knowledge to others • On-going social and professional connection with other leaders • Scholars largely have a positive experience in New Zealand (its culture, values, institutions) and return to home country with a long-term affinity to New Zealand • Alumni are ambassadors and advocates for New Zealand, influencing others to study, travel, invest etc. • Alumni support New Zealand's	• In-New Zealand leadership development activities • Career and professional mentoring support for alumni upon return • Invest in strategic and meaningful long-term engagement with alumni

Outcome path / model	Contribution	Delivery features
	relationship in partner country through policy dialogue, as interlocutors and general understanding of New Zealand's interests within stakeholders	
Networks pathway (integrated into relationship model)	• Relationships developed and maintained between scholars from the same country, New Zealand and other countries in the region, mostly professional based on technical area of training • Strong relationships developed with New Zealand (individuals and organisations) due to technical focus of training	• Arrival pre-course orientations at training provider • Other on-going activities delivered for scholars by training provider • In-country and global alumni engagement platforms (i.e. Facebook, LinkedIn)

Differences between scholarship types

Outcomes

In all scholarship types most respondents reported very positive impacts from undertaking their scholarship. The below table presents the percentage of survey respondents from each scholarship type that reported their scholarship led to the following outcomes to a 'large' or 'great' extent.

Table 31: Outcomes reported by alumni of different scholarship types to a large of great extent

	Improved English language and/or comms skills	Gained from the experience of living in a different country	Gained relevant technical skills or knowledge	Personal growth, like increased confidence, persistence or resilience	Learned to perform at a higher standard academically	Made connections with people who are relevant to my profession/ career	Gained credibility respect or influence in home country
Tertiary scholarship	82%	91%	86%	88%	89%	62%	65%
English language training	93%	93%	84%	91%	84%	81%	71%
Short-term training	70%	70%	88%	84%	72%	72%	59%

While none of the above differences are statistically significant, the data indicates that of the outcomes specifically listed above, English language training scholarships led to the greatest improvement in English language proficiency, and saw alumni gaining from the experience and growing personally to a great extent. There is also some indication that English language training scholarships were the most effective at assisting alumni to build connections with people who are relevant to their profession or career.

When asked 'To what extent have you been able to use the skills and knowledge gained through your scholarship in your home country', a smaller proportion of English language training alumni (75%) felt that they could do this to a large of great extent compared to tertiary scholarship (87% and short-term training (84%).

Statistically significant differences between outcomes by scholarship type (95% confidence interval)

Significantly more tertiary scholarship (64%) and English language training (64%) respondents felt that they gained from the experience of living in different country 'to a great extent' than for short-term

training (37%) and significantly more tertiary scholarship (56%) and English language training (58%) felt that their scholarships affected their personal growth ‘to a great extent’ than short-term training (34%). While it is not surprising that more tertiary scholarship alumni felt that their scholarship had a strong influence on their personal growth and that they gained from the overseas experience than short-term training alumni, it is interesting that a similar proportion of English language training alumni felt as strongly about the impact of their scholarships in this area as tertiary scholarship alumni did. This outcome was supported though interviews, with many English language training scholars feeling that the homestay element of their scholarship was particularly influential on them. In addition, several tertiary scholarship holders spoke about having very few New Zealanders in their classes (feeling that notable numbers of students were from China and India), and needing to make an effort to experience New Zealand as they often lived with other international students or with others from their own countries.

Connections

It appears that scholarship type has no significant impact on the extent that alumni form connections with host institution, fellow international students, organisations from host country, or peers in workplace or profession who studied overseas. However, there are significant differences about relationships formed with the local New Zealand Commission, New Zealanders and fellow international students. Most notably, English language training sat midway between tertiary scholarship and short-term training in all these areas.

For those that made connections with New Zealanders and other international students there are significant differences between scholarship types relating to the type of relationships they formed, with tertiary scholarship alumni significantly more likely to form personal relationships rather than professional relationships, short-term training significantly more likely to form professional relationships, and English language training more likely to form ‘both personal and professional’ relationships

Challenges

When asked about the challenges they faced before, during and after completion of their scholarships, there are several significant differences between scholarship types, notably for English language training:

- Significantly more English language training respondents felt that their English was too low at the onset to get the most out of their studies (46%) compared to tertiary scholarship (22%). (short-term training 26%).
- Significantly more English language training (33%) and short-term training (37%) alumni struggled to find out how to apply than tertiary scholarship alumni (13%), and significantly more English language training (53%) and short-term training (47%) alumni and needed assistance with their application compared to tertiary scholarship (26%) alumni.

Annex 9

In-country English language training

In-country English language training

How well did the in-country English language training scholarships align with and contribute towards MFAT's intended objectives?

In both Cambodia and Indonesia, the ICELT Programme is regarded as a pathway programme for applicants of the in-New Zealand tertiary programme who do not meet the English Language requirements for entry to a New Zealand university.

Interviews with government officials, MFAT or current scholars did not demonstrate any value of the ICELT programme being considered separately, as in both Cambodia and Indonesia it is regarded as a pathway programme for applicants of the in-New Zealand tertiary programme who do not meet the English Language requirements for entry to a New Zealand university.

The value of ICELT as an important investment to ensure English language ability is not a constraint for appropriate applicants to tertiary scholarships is recognised. This may be particularly important in Indonesia due to MFAT's Eastern Indonesia focus where English language ability is one of the most significant barriers to success in gaining a scholarship. Despite the team's attempts, no scholars or alumni from Eastern Indonesia who participated in the ICELT programme were interviewed.

To improve alignment with MFAT's objectives, there is potential for the future delivery of this programme to be reconceived, not only as a pathway but also as an equity support programme. This may include only offering the programme to specific applicants from targeted equity groups (i.e. gender, disability, rural) to increase access to Tertiary and STTS programmes for these target groups, as well as to improve English language ability as a benefit.

The below table summarises how in ICELT and the four outcome models interact. The first column summarises the contribution that ICELT can make to each outcome model (thereby contributing to specific priority outcomes). The second column notes how ICELT should be tailored to best realise the outcomes associated with any chosen outcome model.

Table 32: Findings by outcome pathway / model for in-country English language training

Outcome pathway	Contribution	Delivery requirements
Political capital and soft power pathway **(relationship model)**	• Awarding what is branded as an additional scholarship for alumni of the in-New Zealand tertiary scholarships may be viewed positively by partner countries • More of the cost of the Scholarships Programme stays in home country • Individuals with potentially high in-country influence in the future, but whose English Language skills do not meet tertiary criteria, can be supported to apply for tertiary scholarships	• Strong Public Diplomacy and promotional activities in country (not just for potential applicants) • Maximising the benefits of the in-country provider's ability to build and maintain local networks, by using those networks. • Identifying and targeting individuals with high potential for future political capital / soft power influence

Outcome pathway	Contribution	Delivery requirements
Capacity and skills development pathway **(skill model)**	• Scholars appreciate the support to improve their English, however some components of the delivery in Indonesia were delaying mobilisation to New Zealand, impacting negatively the participants and potentially diminishing the value of the training • In addition to English language training scholars also receive additional academic and cultural preparation to support their transition to study and life in New Zealand	• Strong bilateral or regional understanding and mapping of human resource development needs matched with a pool of suitable candidates who require additional English language training to apply for to take up a scholarship • Target in-New Zealand Scholarships Programme to applicants in priority HRD areas and from geographic locations who require additional English language training, e.g. Eastern Indonesia • Regular review and adjustments to course to ensure it is delivering the right content relevant for study and life in New Zealand • Timing of ICELT needs to be appropriate with mobilisation requirements for New Zealand (including university placement, medical and visa processes)
Sector development pathway **(sector model)**	• Deepen relationship between New Zealand and specific sector in country using scholarships within a suite of investment modalities • English language training enables appropriate applicants from targeted sectors to access in-New Zealand tertiary scholarship	• Close working relationship with sector programme in country, using scholarships to complement broader investment – specifically targeting in-New Zealand scholarship to applicants who may need additional English language training
Leadership development pathway **(leadership model)**	• Additional academic and cultural preparation provides potential leaders with enhanced ability to succeed in their in-New Zealand programme, and engage with New Zealand culture	• In-country leadership development activities • Invest in strategic and meaningful long-term engagement with alumni
Networks pathway **(integrated to relationship model)**	• Relationships developed and maintained during ICELT between scholars who may not subsequently study together once in New Zealand • In-country providers offer the additional benefit of being well placed to build and maintain alumni networks due to their proximity and language skills	• Build relationship with scholars while in-country • In-country and global alumni engagement platforms (i.e. Facebook, LinkedIn) • Engage with networks maintained by in-country provider to ensure New Zealand presence in the network (rather than just alumni and the provider)

Annex 10

Case study: Cambodia

Case study: Cambodia

Evaluation Question 1: How well did the Scholarships Programme align with and contribute towards MFAT's intended objectives in Cambodia?

New Zealand's development and trade activities in Cambodia are administered from the New Zealand High Commission in Bangkok. In place of a Joint Commitment for Development, the New Zealand programme in Cambodia uses the overarching ASEAN agreement. New Zealand's development investments in Cambodia have: (a) focused on areas that the Royal Government of Cambodia (RGC) itself has prioritised; and (b) supported Cambodia in areas where New Zealand's expertise is most valued, such as agriculture, knowledge and skills, and disaster risk management.

As a result, New Zealand's recent scholarships programmes have provided opportunities for Cambodians to build their skills in the following, bilaterally agreed fields:

- Agriculture development
- Renewable energy
- Disaster risk management
- Public sector management
- Private sector development
- English language teaching (TESOL).

There are three types of scholarships offered in Cambodia: approximately 35 tertiary scholarships in New Zealand are offered each year (tertiary scholarships), which are supported by in-country English Language preparatory courses of between 3 and 12 months duration; Short term training scholarships (short-term training – 18 offered annually) which appear to be largely course-based and are undertaken in New Zealand; and English language training for Officials (English language training) scholarships (4 tranches per year), again undertaken in New Zealand.

It appears that tertiary scholarships are broadly aligned with priority areas, though it is unclear of the longer-term impact of these scholarships on development objectives (largely due to a lack of longitudinal data and the inability to attribute high level outcomes to scholarships). English language training scholarships align fully with priority areas and scholarship applications are managed by the RGC, through target Ministries. While this is efficient for New Zealand and provides greater control and decision making to RGC, interviewees noted that there were bottlenecks in this process as information did not easily filter down to line agencies, particularly given the short time-frames provided. Short Term training scholarships are strongly aligned with other New Zealand programmes, largely providing funding for capacity building of staff within existing projects (which are in turn aligned with New Zealand priority areas).

The evaluation found that when examined against the outcome models, MFAT is implementing a partial skills model and a partial relationships model in Cambodia. The current program does not actively target and promote to potential future leaders to the degree that the partial leadership model requires.

Key outcomes from scholarships

Identified through interviews with alumni and employers (42 participants) and a survey of all alumni (99 respondents).

- In general, scholarships have been **spread very widely across sectors and Ministries**, possibly reducing the opportunity for higher-level impact of new knowledge and skills in any sector, or the potential benefits of a critical mass of like-minded alumni. However, three sectors where it appears significant and consistent investment has been made are: Educational leadership, Agro-industry, and Disaster risk management.

- All alumni interviewees greatly **valued the opportunity** the New Zealand Scholarships Programme had offered them, and many explicitly offered their thanks to the New Zealand people for this.
- Almost all interviewees believed that their **knowledge of and respect for New Zealand culture and for New Zealanders had improved** because of their scholarship. However, many commented that there had been little if any engagement with High Commission on return, and this limited their ability to engage with New Zealand and other alumni. This was reflected in survey results, with 26% of respondents feeling 'not at all connected' and 57% of respondents feeling only 'a little' or 'somewhat' connected to the High Commission.
- Almost all alumni interviewed believe that they had been **able to implement learnings from their scholarship to some extent in their workplaces**; however, there was limited evidence of significant impacts. While only 60% or survey respondents felt that they can use skills and knowledge gained through the scholarship to a great (19%) or large (41%) extent, almost 90% of survey respondents had **shared their skills and knowledge with others**, and over 90% had **worked with others to support change** in their organisation since completion of their scholarship.
- Almost all interviewees felt that their skills and qualifications would assist them to **gain promotion** in their chosen career. Almost 50% of survey respondents who had undertaken a tertiary scholarship or English language training had gained a promotion or job with more responsibility since returning from their scholarship (with almost 70% of these believing that their scholarship had helped this to a great or large extent). There was much less of an impact for short-term training alumni, with only 15% of these having received a promotion since returning.
- A smaller proportion of interviewees saw their course as **contributing to Cambodian development** at the sectoral or national level.

English language training is in high demand in Cambodia, and almost all respondents felt that their scholarship had led to improvements in their ability to **communicate** and that this was a very significant benefit, with impacts both for their work quality and capacity, and their prospects. While 50% of English language training alumni felt that their English had improved to a great extent, this proportion was lower (around 25%) for both tertiary scholarship and short-term training

While almost all interviewees felt that **technical skills acquisition** was the most important personal outcome from their scholarship (e.g. better English Language, more practical employment skills, increased knowledge if their chosen discipline), a significant proportion also noted the improvement in their "**soft skills**", such as communications, confidence, team work, strategic planning; as well as in **personal growth**, such as having a clearer ideas about who they were and what they wanted to do, and placing higher value on stopping corruption, driving more safely, and women's rights. Possibly not surprisingly, tertiary scholarship and English language training appeared to have a stronger impact on people's personal growth than short-term training. These outcomes are mirrored in the survey results,

- While approximately 90% of tertiary scholarship and 85% of English language training felt they had gained from the experience of living overseas to a large or great extent, only 61% of short-term training felt this way.
- Personal growth was achieved to a large or great extent by markedly more English language training (89%) and tertiary scholarship (84%) alumni than by the alumni of short-term training (62%).

Corruption was a topic that several interviewees raised, noting that their experience in New Zealand had helped them to see how government could work more efficiently when transparency was greater. Notably, almost 85% of survey respondents said that since completing their scholarship they have **taken a stand against corruption** in their workplace or organisation, and 46% had taken a stand against corruption in their community or country. All these people felt that their scholarship had helped them to do this, with 30% feeling their scholarship experience helped them a great extent, 28% to a 'large extent', and 39% to 'some extent'.

An area where scholarships appear to have had less impact is the **building of networks and connections**. While there were several examples of interviewees who had built useful connections with their peers in the region or within Cambodia, many others felt that this was limited. This was again mirrored in the survey, notably:

- Respondents felt the least connection with the New Zealand High Commission (26% not at all connected, 57% a little or somewhat connected), and organisations from New Zealand relevant to their profession (14% not at all connected, 53% a little or somewhat connected).
- Respondents felt most connection with peers in their workplace or profession who have also studied overseas (10% very connected, 37% quite connected), with these relationships being both personal and professional.

Differences between scholarship types

There were a few differences between scholarship types:

- Both short-term training and English language training scholars felt they had stronger connections with people from their host institutions than tertiary scholarship (52% and 58% respectively as opposed to 34% who felt 'quite' or 'very connected').
- Similarly, both short-term training and English language training scholars felt they had stronger connections with New Zealanders they met due to their studies than tertiary scholarship (54% and 48% respectively) as opposed to 30% who felt 'quite' or 'very connected'.
- short-term training felt more connected to organisations from New Zealand than tertiary scholarship or English language training (45% as opposed to 34% and 32% respectively) felt 'quite' or 'very connected').

Cambodian survey respondents were significantly less likely than respondents from all other countries to feel 'to a great extent' that they had made connections with people who are relevant to their profession or career. (Cambodia 17%, compared to 47% Vanuatu, 41% Tonga and 33% Indonesia). Cambodian respondents also were least likely of all countries studied to use the range of connections they made through their scholarship to access professional opportunities, resources and information.

Table 33: Overview of findings by scholarship type in Cambodia

Type	Discussion/evidence
In-New Zealand tertiary scholarships **(tertiary scholarship)**	• Scholarship alumni are generally tertiary-educated professionals (usually young, ambitious, but unlikely to be able to influence significant change in Cambodia's relationships with New Zealand, or to impact positively on the country's development – until they are promoted to more senior positions) • All interviewees were able to identify changes that they had made in their workplace due to the scholarship • Little evidence to indicate any substantial linkages are formed while in New Zealand or upon return; while lack of MFAT presence in and support for alumni activities in Cambodia exacerbates this • The selection process appears to choose motivated, potential future leaders – however, a comprehensive tracer study is necessary to test this assumption • Most networks (social) are formed with other Cambodians living in New Zealand or with other students from ASEAN countries, although this depends on the course of study and university; few professional networks appear to be being established

Type	Discussion/evidence
	• There was general agreement that most alumni stay in Cambodia and attempt to use their new skills; not all are in priority sectors - as can be expected many change jobs or undertake further studies in different disciplines • While MFAT defines its key sectors in broad terms, the lack of recommendations for specific fields of study, while adding to programme flexibility, tends to create challenges for applicants seeking a scholarship in an explicit discipline; this can lead to poor course choices. More positive and sustainable outcomes could possibly be achieved through a more targeted selection process.
In country-English Language Training **(ICELT)**	• As currently operating, this should not be considered a separate scholarship category as it is a pathway programme to the in-New Zealand tertiary scholarships, and is commonly seen as a preparatory course, providing English Language, academic skills and some New Zealand context material • All successful candidates are expected to undertake ICELT prior to tertiary scholarship – minimum 3 months, maximum of 9 months. • ICELT is seen as useful by many alumni, particularly regarding improvement in their English and what to expect in New Zealand. • Several alumni noted that they struggled financially while undertaking this in-country component.
English Language training in New Zealand **(English language training)**	• Scholarship alumni are generally mid-senior level public servants who are more likely to be able to influence and change Cambodian policy and to enhance New Zealand's bilateral relationship with Cambodia. As such, they are important in ensuring continuing positive diplomatic relations between the two countries • All English language training participants achieve improved and ASEAN-useful English language (EL) skills – although the level and extent depend on individual commitment • Enhanced English language skills provide greater confidence and capacity to work more effectively across the region. Increasing the quality of EL skills across key, targeted RGC agencies is also likely to increase the proportion of current and future decision makers who are grateful for the English language training opportunity provided by New Zealand • The homestay component of the course appeared to have a significant impact on many participants, positively influencing their attitude towards New Zealand • While English language training students can mix with New Zealanders, other participants from the ASEAN region and other Cambodians while on course, there is limited evidence of the development of linkages - social or otherwise outside Cambodian networks. • While linkages are made with MFAT, the lack of a Phnom Penh presence reduces the benefit in establishing and promoting linkages • Although English language training offers participants highly marketable skills, most appear to remain in their RGC agency (or similar), and to contribute to Cambodia's profile in the ASEAN region

Type	Discussion/evidence
	• In the survey, significantly more English language training scholars (52%) said that one of the motivating factors in taking the scholarship was to obtain another scholarship for further advanced study compared to tertiary scholarship (27%) and short-term training (8%).
Short-term training scholarships **(short-term training)**	• Scholarship alumni are from a range of employment and seniority levels and are usually involved in very specific tasks pertinent to their employment. While these short courses successful build sub-sector skills, their impact is likely to be reduced given the relatively small number of short-term training awarded annually, when compared with the extensive technical needs Cambodia has across New Zealand's priority sectors. Building technical skills is not sufficient for effective development – short-term training alumni need to have the resources upon return to be able to implement their short course learnings. • Is evidence of the targeting of short-term training to specific organisations over the longer term having a positive impact on the organisations. • short-term training participants gain much from their "New Zealand experience"; however, the usually brief time spent in New Zealand, and high pressure of course work appears to limit the extent to which participants gain a strong understanding of New Zealand values • Social networks are often formed between short-term training participants from Cambodia and/or other ASEAN countries; few, however, appear to involve professional networking • short-term training courses do build significant skills across participants and support ongoing New Zealand programme; however, their reach appears to be limited because of the small proportion of people working in any sector that can be invited to participate in a course.

Annex 11

Case study: Indonesia

Case study: Indonesia

Evaluation Question 1: How well did the Scholarships Programme align with and contribute towards MFAT's intended objectives in Indonesia?

The Joint Commitment for Development 2017-2022 between New Zealand and Indonesia articulates the following focus areas:

- Renewable energy
- Agriculture
- Disaster risk management
- Knowledge and skills.

The Scholarships Programmes offered by New Zealand in Indonesia addresses these bilateral commitments by prioritising the following fields (and subfields) of study:

- Climate change and resilience
- Renewable energy
- Food security and agriculture
- Disaster risk management
- Good governance.

There is strong relationship between the JCfD and the scholarship priority areas, including the organisations that MFAT have worked with to target the scholarships and where alumni are now employed. This is most obvious in the geothermal sector, but also to a smaller extent in the disaster response and agriculture sectors.

All government ministries interviewed appreciate scholarships and agreed they contribute to building the human resource capacity of Indonesia. Government ministries also agreed that different types of scholarships address different types of capacity issues. There is evidence of high-level relationships between New Zealand alumni and the New Zealand Embassy based on sectors or areas of bilateral priority. For example, the High Commission could call on senior alumni in the disaster response ministry for advice during the recent Lombok and Palu disasters.

The evaluation found that when examined against the outcome models, MFAT is implementing a partial skills, relationships and sector models, in Indonesia. The current program does not actively target and promote to potential future leaders to the degree that the partial leadership model requires.

Key outcomes from scholarships

Identified through interviews with alumni (37), government (9), employers (3), other stakeholders (4), and a survey of all alumni (135 respondents).

Almost three quarters of survey respondents (72%) felt that they can **use skills and knowledge gained** through the scholarship to a great (21%) or large (51%) extent, and 86% of survey respondents have shared their skills and knowledge with others. Short-term training respondents were slightly more likely to feel that they can use their skills and knowledge that other alumni.

There are **numerous examples of alumni bringing direct study experience to workplace**, including new ideas, approaches, programmes and policies such as:

- Geothermal project planning
- Geothermal cross-sector collaboration between private sector, government, academia
- Search and rescue collaborating with other partners – i.e. Chinese in Lombok

- Human rights advocacy within local government in Papua
- Indonesian tourism promotion in New Zealand
- English language ability for media and public relations
- Higher education management (i.e. academic versus administrative management)
- Team work and mentoring others.

Geothermal Sector contribution: Scholarships support a long term (30+ years) New Zealand commitment and relationship with Indonesia in the geothermal sector, and this is highly valued by all partners. The geothermal sector is the only example found across all countries studied of a highly coherent, targeted sector alignment of scholarships (including a complementary use of in-New Zealand tertiary and short-term training scholarships) in addition to other MFAT investments in the geothermal sector in Indonesia.

There is clear evidence of on-going and strategic connections between New Zealand, alumni, the Indonesian Government, private sector employers and academia in the geothermal sector, for example:

- New Zealand Ambassador attending 35-year anniversary of Indonesia's first geothermal plant
- Self-managed alumni WhatsApp group and regular face-to-face gatherings sharing information about policy and legislation changes, new research, and discussions on workplace issues
- On-going relationships with New Zealand lecturers as visiting experts and advisors in private sector geothermal companies due to connection with alumni.

New Zealand scholarships have directly contributed to an improved collegiality amongst alumni across the geothermal sector, enabling government and business to work more effectively within this very small, niche field.

- 81% of respondents said that since completing their scholarship they have **taken a stand against corruption** in their workplace or organization, and 52% had taken a stand against corruption in their community or country. Many people felt that their scholarship had helped them to do this, with 26% reporting their scholarship helped to a 'great extent' and 45% to a 'large extent'.
- Most respondents have **worked with others to support change** in their organization of profession (78%) and/or community and country (54%) and **advocated for the rights of others** in their organization or profession (75%) and/or community and country (49%).
- A third of survey respondents have **gained a promotion or a job with more responsibility**, with three quarters of these feeling that their scholarship helped them to do this to a great / large extent.
- 17% have started or helped to build an NGO and 15% have done (or are doing) work previously done by foreign workers.
- 42% have **undertaken research** relevant to their country's development.

Differences between scholarship types

- Significantly more tertiary scholarship respondents undertook research relevant to the development of their country (53%) than short-term training (13%).
- Significantly more short-term training respondents managed a project relevant to the development of their country (67%) than RDS respondents (33%) did. (tertiary scholarship 45%).
- While not statistically significant, it is notable that more respondents who undertook graduate or postgraduate studies gained a promotion or a new job with more responsibility than short-term training (tertiary scholarship 38%, English language training 28%, short-term training 13%).

- Indonesian respondents were the most likely to have **spoken to people about how things are done in New Zealand** and what they can learn from this (92%), which was significantly more than the proportion of ni-Vanuatu who had done this (59%). Approximately 80% of Tongans and Cambodians had spoken about this to people.

An area where scholarships appear to have had less impact is the **building of networks and connections**. Respondents feel most connected to peers in their workplace or profession who have studied overseas (30% very connected) and fellow international students they met through the scholarship (29% very connected). As with Cambodia and Tonga, respondents felt least connection with the New Zealand High Commission in their home country, with almost 20% feeling not connected at all, and 55% feeling only a little or somewhat connected.

Table 34: Overview of findings by scholarship type in Indonesia

Type	Discussion/evidence
In-New Zealand tertiary scholarships **(tertiary scholarship)**	• Contributing to long-term skill development and strong links with New Zealand. Alumni in general had a positive experience in New Zealand and returned to work in fields positive for Indonesia's development. • Government of Indonesia has no direct involvement with tertiary scholarship, only short-term training and English language training. • Targeting of scholarships to priorities areas was beneficial but sometimes not considering the individual applicant's ability and network upon return, as well post's (not just MFAT) local knowledge of organisations or individuals – e.g. Police and Geothermal academic. • Promotion is outsourced to Scope Global with some participation from post – promotional calendar of activities, including outreach to provinces outside of Java, focus on Eastern Indonesia. • Alumni reported however, that it is very expensive for some students to travel from their domestic location for medical checks. This likely has implications for equity of access, especially given the Eastern Indonesia focus by MFAT. • There was a lack of clarity (for students) on their responsibilities, *vis-à-vis* the role of the managing contractor or MFAT Wellington / Jakarta. • Many alumni referenced positive community connections built through children attending school and husband/wife working. • However, sometimes difficult to meet New Zealanders or build a relationship, especially for scholars in larger cities, as well as for some PhD scholars who did not have the same cultural relationship with lecturers as New Zealander PhD students. • All alumni could provide examples of how they have been able to apply their knowledge and skills within their workplace. • A few alumni expressed frustration with the employment position they had been placed in upon return. • Most alumni maintained social media (Facebook) with other alumni. Only a few had on-going relationships with New Zealanders, usually academics at their tertiary scholarship institution. • Alumni were aware of support for alumni from other scholarship programmes. Many mentioned the Australia Awards support, such as professional networking events and an extensive small grants programme.

Type	Discussion/evidence
In country-English language training **(ICELT)**	• As currently run, ICELT should not be considered a separate scholarship category as it is a pathway programme to the in-New Zealand tertiary scholarships. • Participants in the programme understand that they need to successfully complete to apply for their course in New Zealand, but they do not consider it a separate scholarship. • There is a lack of communication about ICELT concerning length of course and process for unsuccessful completion. • IC-ELT students had problems with delays in mobilisation in New Zealand due to timing of their ELT course and confirming enrolment in New Zealand courses, obtaining their medical exam and visa etc. • Fortunately, all students who faced delays (up to 12 months) could return to their employer, however this was due to chance rather than their position being held (most had resigned from private sector jobs.
Short-term training scholarships **(short-term training)**	• Highly relevant and aligned with organisations, priorities and specific skill requirements. short-term training was considered more targeted and align with workforce planning than other scholarship types. Workplaces and alumni could see the direct implementation of the training. • However, it was not always clear to stakeholders how individuals or workplaces were selected to participate. Organisations could not include short-term training in their long-term HRD planning. • short-term training that included a work attachment was viewed as the most favourable. Alumni felt they had gained real insights into work situations and industry i.e. geothermal plant operations. • The timing of ASEAN short-term training was not appropriate for several organisations, which needs to be considered particularly if large cohorts from any specific organisation are attending. • When asked to list all the factors that motivated them to apply to study, significantly more short-term training (60%) and English language training (69%) were motivated by the desire to obtain another scholarship for further advanced study than tertiary scholarship (21%).
English language training in New Zealand **(English language training)**	• Most alumni had a positive experience in New Zealand, especially Homestay. • There is clear evidence of English language improvement which could be applied back to workplace, such as Search and Rescue participants. • The subject content of course sometimes too general and not applicable for individual alumni. • Because of the length of English language training, it can be difficult for employers to release staff. • The timing of each round and promotion can be very tight and difficult for the Government of Indonesia to communicate with all relevant ministries. • It is not always clear to the Indonesian Government how English language training topic areas are prioritised or allocated.

Annex 12

Case study: Vanuatu

Case study: Vanuatu

Evaluation Question 1: How well did the Scholarships Programme align with and contribute towards MFAT's intended objectives in Vanuatu?

Development of the current JCfD between New Zealand and Vanuatu involved mapping New Zealand portfolio support with Vanuatu's National Sustainable Development Plan (NSDP). Focus areas identified in the JCfD include:

- Activities supporting the NSDP 'Society' pillar, including Education, Health Care, Security, Peace and Justice (specifically correctional services, judiciary and policing) and Strong and Effective Institutions (specifically targeting in tourism, water and correctional services).
- Activities supporting the NSDP 'Environment' pillar including: Renewable energy, Agriculture (food security and sustainable fisheries and aquaculture), Disaster Resilience and Clean water and sanitation.
- Activities supporting the NSDP 'Economy' pillar including: Improved infrastructure (including shipping), Private sector development (specifically mentioning tourism) and Agriculture.
- Priority areas for scholarships are developed annually based both on JCfD target areas, New Zealand priority areas and emerging needs in-country, and there is evidence that post has made an effort to improve alignment between scholarships, bilateral programming and partner priorities (for example, Corrections). A National Human Resource Development Plan is being developed, and both New Zealand post and the Government of Vanuatu expect this to influence scholarship priorities in the future. Scholarship priorities in 2018 included: Food Security and Agriculture, Good Governance, Economic Resilience, Climate Change, Disaster Risk Management, Education, Law and Justice, and Tourism.
- Sector specialists within the New Zealand High Commission work closely with Government of Vanuatu personnel to identify priority areas. Post appreciates the flexibility of the Scholarships Programme and spoke of having significant control of the short-term training programme, but also being able to change the balance of scholarship types between tertiary scholarship /RDS and short-term training if there were not enough of any one of these types to result in better outcomes.

Scholarships are highly valued. Alumni, employers and government ministries interviewed felt that the scholarships have played and continue to play an essential role in **developing workforce capacity** in Vanuatu. It is less clear the extent to which overall long-term scholarships have contributed directly to specific development priorities (largely due to a lack of longitudinal data and the inability to attribute high level outcomes to scholarships). Several interviewees commented that there is a greater need now for post graduate studies rather than graduate studies.

There is evidence of New Zealand Alumni who have **strongly influenced development outcomes** in their fields of study or as leaders more generally. For example, all three surgeons in Vanuatu received New Zealand scholarships, and it appears they are playing an instrumental role both in the provision of services and in the implementation of a long-term strategy for health workforce development. Several other alumni interviewed are also leaders in the education sector, marine environment, and banking.

The evaluation found that when examined against the outcome models, MFAT is implementing partial skills and relationships models. Historically Vanuatu was implementing a partial leadership model through its targeting of high achieving young people for scholarships to complete their final year of high school and undertake an undergraduate degree.

Key outcomes from scholarships

Identified through interviews with alumni and employers (40 participants) and a survey of all alumni (47 respondents).

Regarding outcomes from scholarships, data from the alumni survey showed that 84% of respondents feel that they can **use skills and knowledge** gained through the scholarship to a 'great' (33%) or 'large' (51%) extent, and there is little difference between scholarship types for this outcome. Over 95 per cent of tertiary scholarship and RDS respondents felt that they **experienced personal growth** to a 'great' or 'large' extent (short-term training 89%), and most respondents felt that their **English language and communication skills had improved** to a 'great' or 'large' extent (92%).

Additionally, 93% have **shared their skills and knowledge with others**, and 83% have encouraged others to apply for a scholarship. Interestingly, while all RDS respondents felt that had gained respect, credibility or influence in their home country through completing their scholarship, this was the case for only 52% of tertiary scholarship and 66% of short-term training. It is unclear why this is the case, but interviewees did comment that while people seemed to prefer to take a tertiary scholarship rather than an RDS, in general it did not matter where a scholarship came from, and regional scholarships may be more appropriate to the conditions in Vanuatu.

short-term training is very targeted, and post has significant influence over how these are used. It appears that short-term training is closely aligned with current priorities and the combination of these scholarships with other development-funded activities or relationships means there are likely to be measurable outcomes from these training experiences and the building of political capital. However, there is **little external transparency** about how short-term training are allocated, or timelines or processes for applications.

It appears that the **role that scholarships play in national development is changing**. Interviewees noted that scholarships have historically played a very important role in filling basic workforce gaps through providing Year 13 education and undergraduate degrees. Many noted that the need in Vanuatu is changing as access to higher quality school and undergraduate education in Vanuatu is developing. While interviewees felt that having a degree of any type helped them to find work, having an undergraduate degree is now not enough to ensure employment *without relevant work experience.* Respondents felt that people accept work in areas not related to their degrees in the hope that they can later move to a more relevant field. This is supported by survey results, showing that almost 50% of alumni had difficulty finding work after returning for their scholarship, 27% have started a business or offer consultancy services, and a further 30% have started or helped to start an NGO with all feeling their scholarship helped them in this endeavour. All these figures are significantly higher than other for countries surveyed.

Alumni have a very **positive attitude towards New Zealand** – whether they have received RDS, tertiary scholarship or short-term training. Many spoke about New Zealand as something of a second home, and its peoples as 'brothers', and valued its strong Maori culture and the connection that New Zealand has with its Pacific neighbours.

- Several interviewees brought up the issue of corruption and nepotism within government, noting that this is an issue in Vanuatu that they became aware of after living in New Zealand - and about which they now work to influence positive change. This perception is also supported by the survey, where 84% of respondents said that since completing their scholarship they have **taken a stand against corruption** in their workplace or organization, and 79% had taken a stand against corruption in their community or country. All felt that their scholarship had helped them to do this, with 50% believing their scholarship experience helped them a 'great extent', and 33% to a 'large extent'.
- Interviewees noted that they had very little, if any, contact with the New Zealand High Commission in Vanuatu, and were keen for more engagement. Specific targets for alumni engagement mentioned by respondents included developing ways to involve alumni more formally in advertising scholarships, and in supporting others to apply for scholarships, as well as ongoing support for professional networks of alumni, and facilitating presentations on specific areas of interest to alumni. An indigenous New Zealand Alumni Association has recently been formed in Vanuatu, and the HC is committed to increasing the focus on developing and maintaining links with alumni.

The survey showed that while the level of connectedness with New Zealand was quite low overall for all scholarship types, there were several interesting features:

- While interviewees did not feel connected, more survey respondents from Vanuatu felt more connected to the New Zealand High Commission in their home country than respondents from any of the other target countries, with 21% of respondents feeling very connected, and only 14% feeling not connected at all.
- Respondents felt most connected to organisations from their host country relevant to their profession (40% 'very connected') and peers in their workplace or profession who have studied overseas (40% 'very connected').
- 100% of RDS alumni felt they had made connections with people relevant to their profession to a 'large' or 'great extent', compared to tertiary scholarship (72%) and short-term training (66%) alumni.

Differences between scholarship types

There was no statistically significant difference between scholarship types due to small sample sizes. However, there are a few differences between scholarship types which could indicate trends: Thirteen respondents completed RDS, and their responses were more positive overall than those of alumni from other scholarship types. For example, 100% of RDS alumni felt that had gained respect, credibility or influence in their home country through completing their scholarship, compared to tertiary scholarship alumni at 52% and short-term training alumni at 66%. All RDS respondents also felt they had made connections with people relevant to their profession to a large or great extent, compared to tertiary scholarship (72%) and short-term training (66%) alumni. Interviews with RDS scholars were not noticeably more positive than interviews with other alumni, therefore suggesting caution in interpreting these survey results.

Table 35: Overview of findings by scholarship type in Vanuatu

Type	Discussion/evidence
Short-term training scholarships **(short-term training)**	• short-term training is seen as highly relevant and aligned with organisations, priorities and specific skill requirements, targeting areas that are a current priority for the post. However, there is no clarity around how people or organisations could apply for scholarships, and no specific timeframes (i.e., there are no specific funding windows or open rounds) – therefore no ability to compare different possible scholarships with one another. However, the benefit is that this funding is very flexible and can be used in a timely manner to target immediate priorities. A disadvantage is that short-term training relies strongly on relationships between personnel at post and organisations/individuals. • Individual short-term training alumni were working on some very significant fields, e.g., heath sector, corrections service; and felt that their short-term training had been very relevant and introduced new influential ideas that they would implement • There was evidence of a strong use of placements rather than attendance at courses – which were felt to be much more effective as highly targeted and specifically designed. There is also evidence of short-term training being used strategically to support post programmes and priorities.
In-region tertiary scholarships **(RDS)**	• There was evidence of skills development in specific areas. Alumni from specific fields e.g. Medicine, believed that *regional study* was more relevant and applicable to Vanuatu than *New Zealand study*. • However regional scholars developed only minimal links or connections with New Zealand, especially during the scholarship experience but also as the sponsor. • There was some evidence of regional relationships and connections being built during the RDS. Some respondents noted that as they progressed in their careers their colleagues in other Pacific countries were also progressing, and they could share issues and other professional experience with each other. • In general, respondents felt that regional scholars found it easier to fit in, experienced less stress and culture shock, and reintegrated more easily after returning to Vanuatu.

Type	Discussion/evidence
In-New Zealand tertiary scholarships **(tertiary scholarship)**	• There is very strong support in Vanuatu for New Zealand tertiary scholarships, and evidence that New Zealand tertiary scholarships are contributing to long-term skill development, and that alumni are developing strong links with New Zealand. • There were examples of people who have made a significant contribution to their country, but also examples of people undertaking qualifications that were not relevant (e.g. Manufacturing Engineering - as they had been told that this would be relevant 'in the future'). There was also evidence of broader positive impacts on families who had lived in New Zealand with alumni, with children and spouse gaining an education and personal growth. • While some people felt that it did not matter where your degree came from, it appeared that given the choice, most people would choose to go to New Zealand rather than another country in the region. Some respondents spoke about 'the clever people going to New Zealand and going regional if you were not good enough to get in to a New Zealand university'. • Several alumni noted that their courses in New Zealand were largely attended by foreign students (often from China and India, or the Pacific), and while on scholarship, they lived with other ni-Vanuatu, so felt they had not built strong links with New Zealand. • Respondents who were alumni of Year 13 Aotearoa scholarships seemed to feel most strongly of all scholarship alumni that these had been instrumental in their personal development, particularly in building their confidence to make a mark and direct their own futures, influencing their understanding of good governance and shaping their understanding of women's roles (both for men and women). • Respondents believed that alumni return to Vanuatu after their New Zealand study to fulfil their bonded agreement, and that the majority then remain in Vanuatu, even though there may be limited opportunities to find appropriate work, and higher pay is offered overseas. • Overall, people believed that New Zealand tertiary education: – was generally of a higher quality than regional education, and was better resourced (e.g. IT, library, quality of academic staff; – provided students with a more global view, but that material may be less specifically relevant to Vanuatu; – was more academically challenging, and lecturers had higher expectations of students, so offered greater opportunity for learning and personal growth; – led to improved English, confidence in using English and overall improvement in communication skills.

Annex 13

Case study: Tonga

Case study: Tonga

How well did the Scholarships Programme align with and contribute towards MFAT's intended objectives in Tonga?

The Joint Commitment for Development 2016-2018 between New Zealand and Tonga articulates the following focus areas:

- supporting economic development in renewable energy, agriculture exports, facilitating trade and improving economic governance and private sector performance
- strengthening the law and justice sector
- strengthening education and workforce skills development.

The scholarships offered by New Zealand in Tonga support these bilateral commitments by prioritising the following extensive fields of study:

- Climate change and resilience
- Renewable energy
- Food security and agriculture
- Disaster risk management
- Good governance
- Law and justice
- Economic resilience and private sector
- Education
- Health
- Fisheries.

Overall, building Tonga's workforce capacity through different scholarship modalities appears to have been positive for bilateral relationships with New Zealand. Scholarships are a significant component of the bilateral relationship and their importance was emphasised by the HOM, who discussed this with partners and stakeholders in their first meetings when she took up her position in Tonga. All interviewees from government ministries appreciated scholarships and agreed that they contribute to building the human resource capacity of Tongans.

Government ministries also agreed that different types of scholarships address different types of capacity issues, however frustration was also expressed by some Ministries regarding the selection of scholars and the appropriateness of their studies to contribute to Tonga's most critical needs (with a number of ministries noting that selection of courses seemed to be determined by the applicants, and did not need to be endorsed by the relevant Ministry or directly align with the training needed).

Whether scholarships are meaningfully contributing to specific priorities set out in the JCfD such as sustainable economic development, or the law and justice sector is less clear (largely due to a lack of longitudinal data and the inability to attribute high level outcomes to scholarships). While scholarships are targeted to these priorities, the list of possible fields of study is so exhaustive and many other fields are addressed, such as health (which is not mentioned in the JCfD). The focus of tertiary scholarships, as in Vanuatu, (and as opposed to Cambodia and Indonesia) has been on undergraduate degrees, although it appears that there is a more recent move towards supporting Masters and PhD candidature.

Most interviewees mentioned problems with skilled people leaving Tonga, and many alumni stated a desire (or were actively seeking opportunities) to return to New Zealand (either for further studies or work). Of those surveyed, 20% had lived outside Tonga since completing their scholarship, the

majority to undertake further study. In this regard, workplaces were concerned they could lose alumni because of their increased skills. An issue was also raised regarding teachers leaving the education sector to work in other ministries (such as Finance) because after returning they are highly trained and skilled.

The evaluation found that, when examined against the outcome models, MFAT is implementing partial skills and relationships models in Tonga. The current program does not actively target and promote to potential future leaders to the degree that the partial leadership model requires.

Key outcomes from scholarships

Identified through interviews with alumni (43 participants) and employers (11 participants) and a survey of all alumni (33 respondents).

There was a strong agreement amongst interviewees that study was beneficial and applicable to their workplaces, and numerous examples provided of **alumni bringing direct study experience to their workplace**, including new ideas, approaches, programmes and policies such as:

- Introducing early childhood education
- Inclusive education
- Student-centred learning
- Online enrolment and course management systems
- Laboratory safety
- Industry collaboration in the TVET sector
- Career planning for students
- Fundraising and proposal writing
- Industry collaboration
- International law for HMAF
- Team work
- Weather forecasting.

Similarly, more than 90% of survey respondents believed that they had **gained relevant technical skills and knowledge** to a 'great' or 'large extent', and 86% felt they were **able to use this skill and knowledge** to a 'great' or 'large extent'. Respondents from Tonga were significantly more likely to feel that they had been able to use the skills and knowledge gained through the scholarship in their home country to a 'great extent' (56%) than were respondents from any other country whose alumni were surveyed.

Most survey respondents also felt that their **English language and communication skills had improved** (83% great / large extent) and that they had experienced **personal growth** (89% 'great extent' / 'large extent'). Furthermore, almost half of the Tongan respondents have **done (or are doing) work previously done by foreign workers** (48%) - which is significantly more than respondents in Cambodia and Indonesia (both 15%). And in a Pacific region comparison, 26% of ni-Vanuatu respondents had done work previously done by foreign workers.

While respondents from all countries were likely to have **shared their skills and knowledge** in general (about 90% across all four targeted countries), Tongans were the most likely to have **mentored or supported other people** (77%, compared with 44% in Indonesia, 57% in Cambodia and 61% in Vanuatu).

Just over eighty per cent of respondents said that since completing their scholarship they have **taken a stand against corruption** in their workplace or organization, and almost fifty per cent had also done so in their community or country. All these survey respondents felt that their scholarship had

helped them to do this, with 41% stating that their scholarship experience helped them to a 'great extent', 36% to a 'large extent', and 23% to 'some extent'.

Other outcomes reported by Tongan alumni were:

- Almost half (44%) have **gained a promotion** or a job with more responsibility, and 84% of these feel that their scholarship helped them to do this to a great (62%) or large (23%) extent.
- 18% reported having **started a business** and a further 18% having **started or helped to build an NGO,** with 90% of these alumni believing that their scholarship helped them to do so - to a 'great' (30%), and or 'large' (60%) extent.
- Most respondents have **worked with others to support change** in their organization or profession (88%) and / or community and country (44%), and many have **advocated for the rights of others** in their organization of profession (68%) and/or community and country (53%).
- All Tongan respondents reported having **started a new initiative** and having **developed new policies and procedures** in their organisation, profession, community or country.

Difference between scholarship types

While no significant difference was found if alumni perceptions of the different scholarship types in Tonga, possibly due to small sample sizes overall. However, some indicative differences include:

- While approximately 70% of tertiary alumni felt they were able to serve their country better, only 30% of short-term training scholars had the same belief.
- Similarly, almost double the number of tertiary alumni (46%) have undertaken research relevant to their country compared to short-term training (23%).
- However, 62% of short-term training alumni felt they had become a better supervisor or manager compared to 38% of tertiary alumni.

An area where scholarships appear to have had less impact than other modes is the **building of networks and connections**. The connections that have been made most strongly by respondents include those with New Zealanders who they met through their scholarship (41% of respondents feel 'very connected'), and to peers who also studied overseas (39% feel 'very connected'). Respondents feel the least connection with the New Zealand High Commission (26% 'not at all connected', and 48% 'a little or somewhat connected').

Table 36: Overview of findings by scholarship type in Tonga

Type	Discussion/evidence
In-New Zealand tertiary scholarships **(tertiary scholarship)**	• Tertiary scholarships clearly contributing to long-term skill development and strong links with New Zealand. Alumni in general had a positive experience in New Zealand and returned to work in fields for Tonga's development. • Frustration was expressed by some Government ministries regarding a lack of cooperation and communication on priorities and selection, particularly for tertiary scholarships. • The programme did not appear to be addressing the real capacity challenges of the Tongan Government and was perceived as being only for the benefit of the individual. • Applicants for sectors that are a priority for a Ministry are not necessarily prioritised in selection. For example, a government department noted that their Minister had supported an applicant to undertake a specialist qualification as they felt it would relevant to the Ministry, however this person was not selected,

Type	Discussion/evidence
	but a different applicant unrelated to the ministry received a scholarship to undertake the same qualification. There was no guarantee that the graduate would return or work in the area required (unlike the Ministry applicant). • Some concerns were noted about conducting future interview process without local participation, thus further reducing the input of local knowledge and context, and contributing further to broader frustration that New Zealand tertiary scholarship are not addressing the real priorities of Tonga • As there are large Tonga communities in New Zealand, and many Tongans have New Zealand experiences or connections, most alumni return to New Zealand at some stage to visit family, or for a holiday, business, and further studies or work • Some alumni noted that they deliberately chose to go to locations with fewer Tongans to encourage them to gain a broader experience • Undergraduates in New Zealand (and some in Pacific) have difficulty in adjusting to study and life in New Zealand. For many their scholarship is the first time away from home and family, and so the new academic system is challenging. Because of this some alumni believed that they had failed subjects or had to change/adjust courses • Some Tongans believe that they have maintained social and professional development links with other alumni globally. • Tongan alumni have retained some links with New Zealanders, but most of these are with lecturers at their scholarship institution. • Networks are maintained mostly through Facebook, but there is also some face-to-face contact when alumni return to New Zealand or visit other countries • Tongan alumni believe that In-country alumni networking is also very important, especially within an organisation. Using shared experience in New Zealand and the New Zealand approach to work helps “to get things done”. • Many alumni had worked, volunteered or been involved in other community activities both in New Zealand and since returning to Tonga. • Some comments were raised by alumni about the previous arrangement which provided funding for families/dependents, and cost of living issues, especially rental prices in Auckland compared with other cities.
In-region tertiary scholarships (RDS)	• There is clear evidence of skills development in specific areas, particularly in the medical field • While at times MFAT has not been able to fill or the RDS places, the Government of Tonga has requested (and received) more RDS places. • Several RDS alumni had gone on to participate in the Pacific Scholarship programme or have subsequently achieved an Australia Awards Scholarship. • For RDS alumni, the relationships across the Pacific are very beneficial, particularly as many alumni are now in similar positions / stages in their careers. By meeting regularly at regional and global conferences, they can stay in touch. • Participants of RDS do not experience life in New Zealand and have no connection with New Zealand during their studies. (In comparison, it was

Type	Discussion/evidence
	reported that Australian (regional) scholarship alumni in Fiji had regular contact and gatherings with the Australian High Commission.) • Some concerns were expressed by the Ministry and alumni about the current quality of Fiji Medical School graduates (which is now under part of USP).
Short-term training scholarships **(short-term training)**	• short-term training is seen as highly relevant and aligned with organisations, priorities and specific skill requirements. short-term training was considered more targeted and aligned with workforce planning than other scholarship types. Workplaces and alumni could directly see the implementation of their training (e.g. Laboratory safety). • However, it was not always clear to stakeholders how priorities were decided for each intake and how individuals or workplaces were selected to participate in courses. As a result, some organisations were disappointed that they did not continue to receive short-term training to build on their organisation's human resources already developed through earlier courses. • One short-term training programme is being used strategically by MFAT collaboratively with the Tongan Ministry responsible for disaster management, to train Bureau of Meteorology staff in weather prediction. By building local capacity and knowledge, Tonga can reduce its reliance on external prediction resources currently located in Fiji. • Overall, there is low organisational capacity to implement new knowledge and skills (barriers being other colleagues, resources and equipment)

Annex 14

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