

# Comparative Study on Policies towards Foreign Graduates

Study on Admission and Retention Policies  
towards Foreign Students in Industrialised Countries



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Students in Industrialised Countries

Prepared by the International Centre for Migration Policy Development, Vienna - Austria  
Commissioned and funded by the Advisory Committee on Aliens Affairs (ACVZ) – The Netherlands

International Centre for Migration Policy Development • October 2006

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Comparative Study on Policies towards Foreign Graduates - Study on Admission and Retention Policies towards Foreign Students in Industrialised Countries. International Centre for Migration Policy Development (ICMPD), Vienna, 2006

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Prepared by the

International Centre for Migration Policy Development (ICMPD), Vienna

Commissioned by the

Advisory Committee on Aliens Affairs (ACVZ), The Hague – The Netherlands, 2006

International Centre for Migration Policy Development and Advisory Committee on Aliens Affairs, 2006

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Printed and bound in the Czech Republic by OstWest Media

ISBN: 3-900411-07-7

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# Foreword

The selection of highly qualified immigrants has long been a characteristic feature of the migration systems of the so-called traditional immigration countries (USA, Canada and Australia). At the same time, these countries have also been able to attract a considerable number of foreign students from abroad to their institutions of higher education, bringing significant benefits to their academic institutions both in terms of tuition fees and in terms of acquired academic capacities. Not surprisingly, foreign students who have graduated from domestic institutions of higher education have come to be seen as a privileged source of qualified permanent immigration and policies to retain foreign graduates have become a standard instrument in selection systems for highly qualified migrants.

Over the past decade, the progressive internationalisation of higher education has led to a rapid growth in the numbers of foreign students in European countries that rivals that of other industrialised nations overseas. As the attention in European migration systems is gradually shifting towards the selection of highly qualified immigrants, policies towards the admission and retention of foreign students have come into focus as well. As this study shows, many European countries have now introduced policies that provide settlement options to graduated foreign students and facilitate their integration into the labour market after a successful completion of studies.

Against this background, the International Centre for Migration Policy Development (ICMPD) in Vienna was commissioned in July 2006 by the Dutch Advisory Committee on Aliens Affairs (ACVZ, an official independent committee embedded in the Aliens Act 2000) to carry out a comparative study on the position of foreign graduates in several European and overseas countries. The objective of this study is to provide a comparative analysis on the position of international graduates to help the ACVZ in its task to advise the Dutch government on ways to improve the labour market position of international graduates.

The ensuing result is the study on hand, written by Brigitte Suter (Project Manager) in co-operation with Michael Jandl (Project Co-ordinator). In order to be able to carry out this study within the short period of time available, a lot of external support has been enlisted. We specifically would like to thank the following people for their input and advice in collecting the necessary data and information: Rosa Aparicio, Richard Bedford, Pieter Bevelander, Maren Borkert, Gillian Bowen, Jan Paul Brekke, Jonathan Chaloff, Laura Davie, Dusan Drbohlav, Kjell Ekfeldt, Blanca Garces Mascarenas, Peter Gaunerstorfer, Bryony Gill, Keleigh Groves, Elsa Hackl, Peter Hayoz, Martha Justus, Nathan Kaneshanathan, Richard J. Klassen, Yangza Klemming, Holger Kolb, Christiane Kuptsch, Heinz Peter Kutrowatz, Christian Lefeuvre, Torbjörn Lindqvist, Phil Martin, Joanne Mc Ardle, Elke Middendorff, Garreth Morris, Gérard Oeuvray, Julia D. Oliver, Jean-Kely Paulhan, Ferruccio Pastore, Gary Raw, Marc C. Regets, Heinrich Reinking, Gernot Resinger, Victoria Richardson, Stefan Rühl, Elvira Schadelbauer, Karin Schittenhelm, Christian Schmalzl, Gernot Schmitz, Daniel Senovilla Hernandez, Daniel Sormani, Irene Stacher, Joshua Ton, Alex Tziamalis, Daniela Walker, Anja Weiss, Barbara Weitgruber, Josef Wöckinger, Adrian Wymann and Laura Zanfrini.

We are very grateful to all of them and hope that our readers will find the study also useful for their own work.

Gottfried Zürcher  
Director General, ICMPD



# Executive Summary

Over the last decades, states and universities have made great efforts in furthering international student mobility, and a rapid internationalisation of higher education has taken place. This has important implications for both education and migration systems around the world at a time when more and more industrialised countries are looking for ways to facilitate immigration of the highly skilled to help boost their economy.

As this study shows, foreign graduates having already lived for a while in the host country and accustomed to its social and cultural characteristics have become an increasingly important target of policies aimed at attracting and retaining talented human capital. Over the last few years more and more countries have introduced measures that encourage foreign students to stay and work and eventually to settle in their host country.

According to national data, the US hosted 565,000 international students, the UK 318,400, France 255,500, Australia 230,000, and Germany 186,700 international students in 2004/05. This implies that the latter countries actually had a higher number of international students both in percentage of their population and as a share of their total number of tertiary level students than the US had. While a substantial part of the foreign student population in European Union countries stems from other EU countries or even from so-called second-generation foreigners, there is also a significant number of students coming from outside the EU. China, for example, was the most important country of origin of foreign students in France, Germany and the UK in 2004/05 as well as in Australia and Canada.

The dynamic growth of the international student population over the last five years was also, compared to the US, more pronounced in many European and overseas countries. While the stock of international students increased by only 10% in the US between 2000 and 2005, France and Germany saw their international student population increase by more than 60%, Australia by over 120% and Sweden by 146%.

In addition, many countries have now put regulations in place in order to facilitate the admission of international students and their subsequent integration into the labour market. In almost all countries covered by this study students are now allowed to work part-time during the semester and full-time during holidays. Most also allow dependants to accompany the student: However, these are then often not allowed to take up employment

As it is to be expected in a rapidly growing migration channel, in recent years, many countries have also noticed a substantial abuse of study visas for entering and residing in the host country for other purposes than study. To halt such abuse several countries have introduced preventive measures such as the application of stricter criteria for the accreditation of eligible institutions of higher education and the requirement of sufficient study results or course credits when applying for the renewal of the study permit.

Providing an option to stay after graduation is already a long-standing practice in the USA and Canada. In recent years, European and other countries, like the UK, Germany, France, Austria and New Zealand have started to offer possibilities for post-graduation employment and settlement. These possibilities are often tied to already existing or newly introduced labour migration schemes for highly skilled migrants (e.g. in Austria, Australia, Canada, Germany, New Zealand, Norway, the Czech Republic and the USA), which grant permanent residence rights to highly skilled migrants either directly or after a certain amount of time.

Some of these schemes even have special provisions for foreign graduates such as the allocation of extra points for a degree from a national institution of higher education (Canada, Australia, New Zealand), a waiver of an obligatory work experience record (Australia, Czech Republic, some Canadian provinces), the exemption from the regular quota for “key workers” (Austria), or even a

specific category with a special quota for foreign graduates (Australia, Italy, USA). In addition, some countries have limited labour migration schemes in place that are solely directed at foreign graduates.

In order to facilitate the transition from study to work, several countries also issue a special residence permit to foreign graduates for the purpose of seeking a job. For example, in the UK (one or two years respectively), Germany (one year), France and New Zealand (six months) there are resident permits available that allow former students to stay in the country specifically for the purpose of finding employment. While in France and Germany an employment according to the graduate's qualification has to be found (and the job offer is subject to labour market testing), in the UK and New Zealand the permit holders are free to take up any employment they like. Other countries do not have a specific residence permit to look for a job; however, the residence permit for study purposes rarely expires on the exact day of graduation.

Only a few countries are able to produce statistics that indicate how many graduated foreign students actually remain in the country ("retention rate"). On average, between 15 and 20% of foreign students can be expected to eventually settle and work in Canada. In New Zealand, of all first-time students between 1998 and 2005, 13% had already received a permanent residence permit by 2006. In Norway, of all non-EEA students studying there between 1991 and 2005, 18% stayed in the country after graduation (but only 9% of all EEA students). In the UK, a recent survey sent to EU domiciled students six months after graduation in 2005 indicates that around 27% of respondents were employed in the UK (up from 19% in 2000). On the other hand, survey data for the USA indicate that retention rates for foreign nationals who received a doctorate in science and engineering are well over 50% (there are no comparable data on non-doctorate degrees available).

The rapid internationalisation of education and the settlement of students in their host education countries have also given rise to a new debate on "brain drain" as the effects of student migration on sending countries are often seen as mixed. On the one hand, there is a concern about the loss of human capital, which is, however, not restricted to developing countries alone – the issue is also prominent in debates on the migration of high-potentials from Europe to the US. On the other hand, sending countries benefit from highly skilled nationals educated abroad: either upon their return or, when they remain abroad, from substantial remittances to their home countries.

The scholarly literature on the topic does also not provide a consensus on the impacts of student mobility on sending countries. However, in the growing academic debate around concepts such as "brain drain", "brain gain" and "brain circulation" there is a discernable tendency towards a greater differentiation of the possible effects on sending countries, which argues that the poorer (and, likely, the smaller) the sending country, the more likely it is that student mobility leads to brain drain, while the migration of students can lead to growth and brain exchange if the sending country has reached a certain state of development and can make better use of its large pool of human capital by opening up employment opportunities abroad.

Such a differentiated approach seems to be increasingly common among many industrialised countries. While more and more countries are offering work and settlement options to foreign graduated students, many countries also have increased the number of scholarships to students from developing countries where the underlying condition for the scholarship holder is to either return to the home country or to pay back the scholarship if the student decides to stay or to move on to a third country.

# The Internationalisation of Higher Education

## Introduction

In today's knowledge economy, international education is becoming increasingly important. International trade in goods, services and information play a dominant role, and intercultural and linguistic skills are more valued than ever. Student mobility has assumed a crucial role in the acquisition of these skills. To stay competitive in today's highly dynamic knowledge-driven economy, states and universities have invested great efforts in furthering student mobility. On the demand side, rising incomes of educational elites in industrialising countries coupled with rapid developments in communication and transportation technologies have made migration for education more achievable for a greater number of students than ever before. Consequently, over the last few decades, a rapid internationalisation of higher education has taken place, with important implications for both education and migration systems around the world.

At the same time, more and more industrialised countries have been looking for ways to facilitate immigration of the highly skilled to help boost their economy.<sup>1</sup> Not surprisingly, over the last couple of years international students have been more and more included in the quest for talented human capital.<sup>2</sup> As they have been living in the host country for a while and are already used to its social and cultural characteristics, so the argument goes, they have come to be seen as ideal candidates for integration into the host countries' labour markets.

In social, economic and political terms the host country profits from several beneficial effects of welcoming foreign students. First, host countries benefit from the improvement of political and economic relations with sending countries. Second, as host countries often charge international students tuition fees at actual costs, they profit financially from student migration; in some countries, foreign students have become a major source of income for institutions of higher education. In the UK, for example, international students contribute annually around £ 5 billion (€ 7,5 billion) to the economy. In all OECD countries together an estimated € 23,5 billion in revenues is created annually including tuition fees, as well as student travel and living costs, of which two-thirds go to the UK and the US alone.<sup>3</sup>

As a third benefit it is argued that the quality of higher education as such improves, as international students contribute actively to knowledge creation and transfer. The quality of studies is further enhanced as educational institutions (especially in full-fee charging countries) are forced to provide high quality services that can compete with those of rival institutions. Fourth, studying in an international environment also has positive impacts on national students, as it is believed that an international environment increases the flexibility of the work force, and their ability to adjust to the demands of the labour market.<sup>4</sup> Finally, student mobility may help to relieve skill shortages on the labour market, when they decide to settle in their host country rather than return.

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<sup>1</sup> For a brief overview, see: ICMPD, 2006

<sup>2</sup> See, for example: Kuptsch, C. and Pang, E.F., 2006

<sup>3</sup> OECD, 2004

<sup>4</sup> OECD, 2001 (p. 112, 113)

It is especially this last point that has prompted more and more countries to introduce measures that encourage foreign students to stay and work and eventually to settle in the host country. Many such regulations are directed at areas of skills shortage, but by far not all of them.

Recent trends in student migration have also created some concern on the part of sending countries as the effects of student migration on sending countries are seen as mixed. On the one hand, they benefit from highly-skilled nationals educated at very low cost for the sending country. Their nationals sent abroad are provided with a highly specialised education that the country of origin in many cases would not have been able to supply. In case of doctorate students, even if their research is conducted abroad, it can still have beneficial effects of knowledge transfer on the sending country. However, whether or not the international student remains abroad or returns home depends on a variety of factors. Regulations by the host countries play a role, but also (comparative) employment possibilities, aspects of social security, and the family status of the migrant, to name but a few.

In many countries, foreign students tend to be enrolled in fields where acquired skills can easily be transferred to other circumstances. Such studies include engineering, technological studies and physical and natural sciences as opposed to geographically limited and specific fields such as law and educational sciences.

Many students move to complete only parts of their studies abroad – especially on master and doctoral levels. International flows of students move in different directions but above all between developed countries (e.g. within the EU) and from developing countries to developed countries. Facing such flows, industrialised countries and developing countries are confronted with different policy challenges: while developed countries compete for global talents and increasingly put instruments in place to retain graduated students, developing countries are confronted with the issue of brain drain.

However, not only developing countries fear the loss of their best “brains”. A report by the European Commission from 2003<sup>5</sup> puts a spotlight on the fact that about three quarters of all EU-born doctorate awardees in the US plan to remain in the US, and suggests to EU countries to put measures in place that are appropriate to re-attract their own nationals.

## Data and definitions

According to the latest OECD data, in 2004, there were 2.7 million foreign students enrolled worldwide (of which 2.3 million, or 85%, were enrolled in OECD countries), which is 41% more than in the year 2000; of these, 22% were in the US (down from 25% of the total in 2000), 11% in the UK (2000: 12%), 10% in Germany (2000: 10%), 9% in France (2000: 7%) and 6% in Australia (2000: 6%)<sup>6</sup> (see Table A1 in the annex).

According to national data, in 2004/05 the US hosted 565,000 international students, the UK around 44% less (318,400), while France hosted 255,500 foreign students, Australia 230,000, and Germany 186,700 (see Table 1 below).<sup>7</sup> It is important to note that countries like Switzerland, Sweden, France,

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<sup>5</sup> European Commission, 2003

<sup>6</sup> Source: OECD, 2006(a), p. 38

<sup>7</sup> The data collected from national sources for the purpose of this study may differ substantially from the data collected by the OECD. The main difference is the focus of this study on students coming to host countries solely for the purpose of study (educational foreigners). See also the explanation in the text.

Germany and Austria do have a large stock of foreign students that did not actually come to these countries in order to pursue studies in the first place. Rather they are so-called “educational inlanders” - foreigners on permanent residence permits, who have not yet become naturalised. Many of these students obtained their high school certificates from the host country. These are, however, not the students this study wants to focus on. What is of interest in the current debate are the so-called “educational foreigners”, i.e. students who enter a foreign country solely for the purpose of study.

Not all countries distinguish these categories in their statistics. In most countries that make the distinction between these two categories, educational foreigners are counted by the number of either student visas or student permits issued. A difficulty in doing so is that often the numbers of visas respectively permits issued differ substantially from each other. In some EU countries this counting method can be misleading since EU/EEA nationals often are not obliged to apply for a student permit.<sup>8</sup> Another disadvantage of this method is that the number of student permits does not provide any detailed information about the permit holders.<sup>9</sup> In general, as the interest of this study are individuals that migrate for education, all terms “foreign students”, “international students” etc. stand for “educational foreigners” if not stated otherwise.

**Table 1: Numbers of foreign students in 2004/05**

USA	UK	France*	Australia	Germany	Canada	Austria	Switzerland	Sweden
565,039	318,399	255,585	230,016	186,656	160,000	27,768	24,492	13,250

Source: National statistics

\* Figures for France include all foreign students, i.e. including educational inlanders

As can be seen from the graphs below, the share of international students is actually higher, both as a percentage of all students and as a share of the total population, in most European countries than in the US. However, two remarks are in order for the interpretation of this finding: First, some European countries have large shares of foreigners long settled within their countries, whose children, when studying, are counted as “foreign students” (educational inlanders, see above). Second, a large share of international students in Europe originate from other European countries. However, as indicated in the following table, there are also many international students from outside the EU in the countries under review here.

According to the data compiled for this study, in eight out of nine countries, China is among the five major source countries of foreign students and is the biggest country of origin in five out of nine countries. In 2001, it is estimated that China had between 460,000 and 500,000 students enrolled abroad, of which only around 30% are estimated to eventually return.<sup>10</sup> 75% of the overseas Chinese students were in Europe, North America (52.8% in the USA alone), and Oceania, while 25% were in the rest of the world. Between 70% and 80% of them studied natural sciences, engineering and technology, medicine, agriculture and forestry, while the others were enrolled in social sciences and humanities programmes.<sup>11</sup> As can be seen in Table 2 below, India, Japan, South Korea and Germany

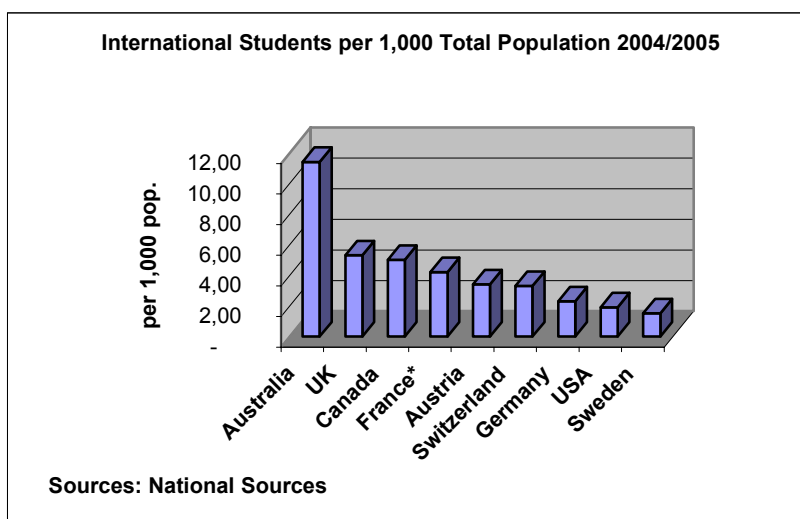
<sup>8</sup> A further source of data discrepancies could be the abuse of student visas purely for immigration purposes, which is believed to happen on a considerable scale.

<sup>9</sup> Eurodata (Kelo, Teichler, Wächter, 2006) aims at distinguishing between inward mobile students with foreign nationality (educational foreigners) and inward mobile students with national citizenship. In some French statistics, the difference is made between students with a French or a foreign high school graduation certificate. However, such data are not available for all years.

<sup>10</sup> Zhang, 2003, p. 78ff

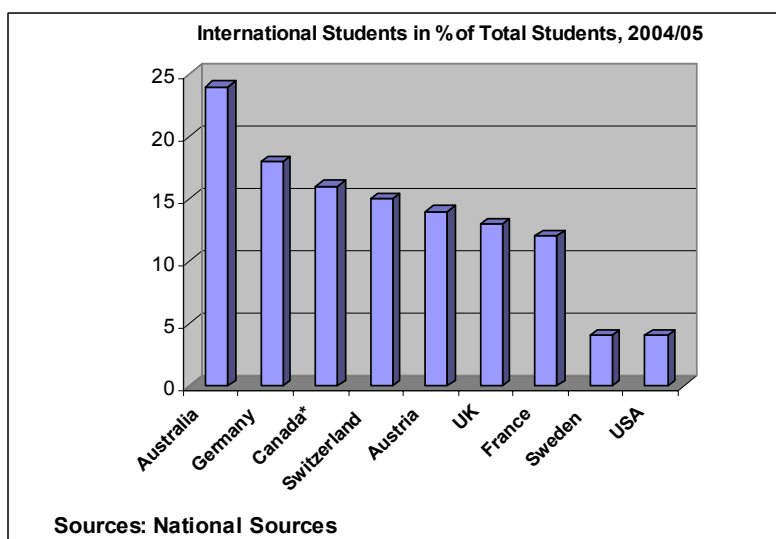
<sup>11</sup> Zhang, 2003

also often show up among the top five student sending countries. For many European countries, the biggest share of international students comes from neighbouring and other EU countries.



Source: National Statistical Sources (see country chapters); Fischer Weltalmanach 2006; own calculations

\* Figures for France include all foreign students, i.e. including educational inlanders



Source: Statistics Canada, 2005, Högskoleverket, 2005, DAAD 2005, Department of Education, Science and Training, 2005, Ministère de l'éducation nationale, 2005, HESA, 2005, Open Doors, 2005, Statistics Austria, 2005, Bundesamt für Statistik, 2005

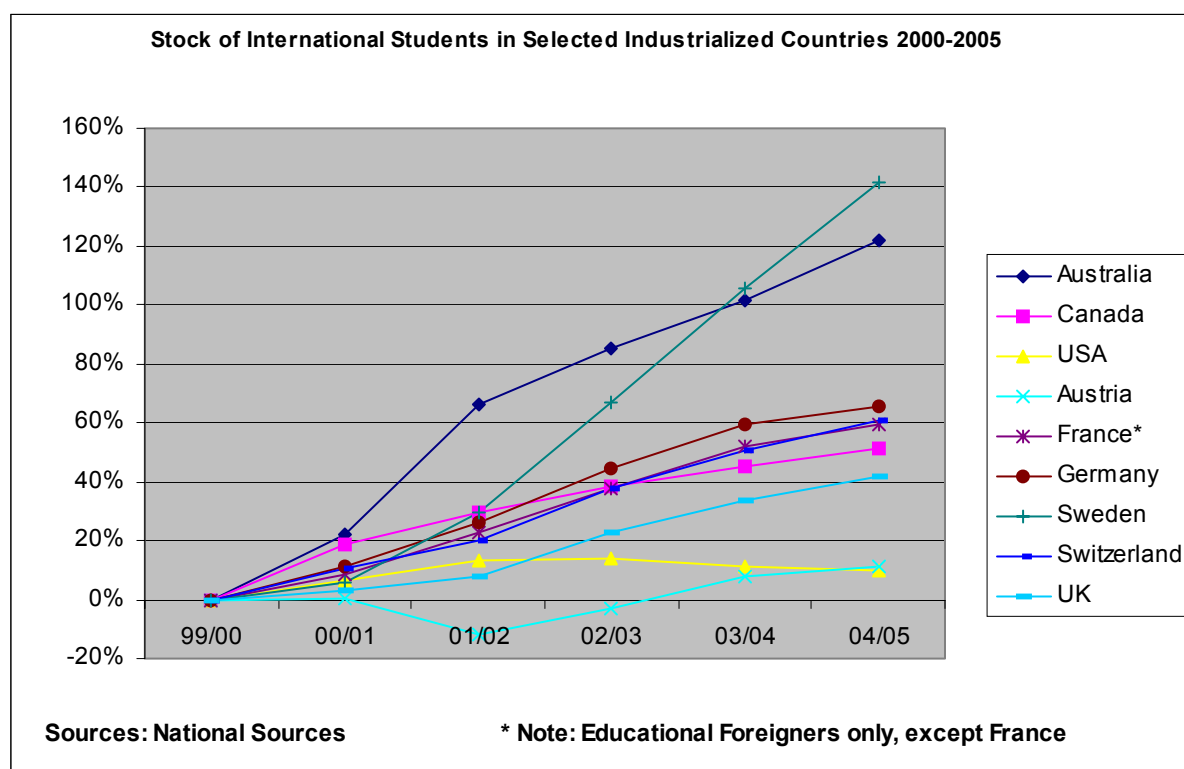
\* Numbers for Canada are from 2002/03

**Table 2: Top Five countries of origin in 2004/05**

Host country	Country of origin				
	1st rank	2nd rank	3rd rank	4th rank	5th rank
Australia	China	Malaysia	India	Singapore	Thailand
Canada	China	South Korea	USA	Japan	France
USA	India	China	South Korea	Japan	Canada
Austria	Italy	Germany	Bulgaria	Turkey	Bosnia-H.
France	China	Algeria	Morocco	Japan	USA
Germany	China	Poland	Russia	Bulgaria	France
Sweden	Finland	China	India	Germany	USA
Switzerland	Germany	France	Italy	Austria	China
UK	China	Greece	USA	Germany	France

Sources: National Statistics; see country chapters

As can be seen from the graph below, the total number of international students increased between 2000 and 2005 in all nine countries under review. The comparative graph (indicating only relative growth rates rather than absolute numbers) also shows that this development was most dynamic in the European countries and Australia, while the USA (+10%) has seen declining student admissions after the events of 2001 had led to stricter entry requirements for international students there. The biggest relative increases were recorded in Sweden (+142%, although from a low level), and Australia (+122%, already from a relatively high level). Also Germany (+65%), Switzerland (+61%) and France (+59%) experienced substantial growth in the number of international students, while growth in Canada (+51%) and the UK (+42%) was slightly more moderate. In Austria (+12%) the number of international students increased only slightly in the five-year period up to 2004/05.<sup>12</sup> Thus, while the US and Canada still are major destinations for international students, the dynamic growth of international students in Europe indicates that these countries are rapidly gaining ground in the market for international students.<sup>13</sup>



<sup>12</sup> However, recent data on 2005/06 indicate a substantial growth in the number of educational foreigners (+14% compared to 2004/05 – see country chapter on Austria).

<sup>13</sup> The relative loss in the share of the global market for international students has already led certain US interest groups to call for “restoring competitiveness for international students and scholars” in order “to compete effectively in the growing global competition for talent” (see country chapter USA).

## General policies towards international students

The internationalisation of higher education involves not only university students, but also vocational students and trainees. However, very few countries distinguish these categories when issuing visas; Australia and the USA are two examples of countries that specify the kind of education the student is enrolling in.

As a general rule applicable in all countries, student visa applicants have to provide proof of sufficient financial means to cover all their expenses (living expenses and, depending on the country, tuition fees), a confirmation of admission to a university, and the commitment to return home after completion of the studies.

Some countries, like Australia, also require a health examination for nationals from almost all countries. In other countries, not all high school examination certificates are accepted, and students from certain countries either have to pass a preparation course followed by an examination (e.g. in Germany) or they need to have studied already for one or two years in their home country.

Some countries (Sweden, Germany, Norway, Czech Republic) offer free education for all students, in other countries foreign students pay the same as national students (France, Italy, Spain, Czech Republic, Switzerland)<sup>14</sup>, while in yet other countries, national students have their education subsidised while international students pay higher tuition fees (Switzerland, Austria, Australia, Canada, UK, US, New Zealand), sometimes even at the actual cost. In the UK, foreign students pay up to ten times more than national students.<sup>15</sup> As mentioned above, especially those countries where higher education is largely privatised and study fees priced at full-cost profit financially from the export of education services.

Some countries have put regulations in place in order to facilitate the admission of international students. Within the EU/EEA, beside adapting the university system to the Bologna process and recognising other EU/EEA degrees for the admission to a national university, there are also other measures to promote education and to facilitate the admission of international students from abroad (for example, many countries have begun to provide information in different languages about their education system on websites directed at international students). Furthermore, in many countries, e.g. the UK, international offices are in place to provide international students with information concerning health insurance, accommodation, etc. Some countries have even specialised institutions to promote national education abroad, such as the British Council for the UK and the Swedish Institute for Sweden.

In almost all countries covered by this study students are now allowed to work part-time during the semester and full-time during holidays (exception: Spain). However, this is only possible under the condition that such extra-curricular activities do not unduly prolong the duration of the studies. Almost all countries also allow dependants to accompany the student, however, these are then often not allowed to take up employment (e.g. Austria, Sweden, USA). An exceptional case is Australia, where dependants of students are allowed to work up to 20 hours a week throughout the year. Dependants of

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<sup>14</sup> In the Czech Republic most of the courses are free of charge for all students; however, few schools/programmes require tuition fees. In Switzerland, international students pay mostly the same as national students. Some institutions, however, charge higher fees from international students (OECD, 2005).

<sup>15</sup> EU nationals pay the same tuition fees as national students (Martin, 2004).

students enrolled in master or doctorate courses and dependants of AusAid or Defence-Sponsored students are free to work unlimited hours. Another exception in this regard is Canada, where dependants are allowed to seek a work permit.

All countries have different types of scholarships on offer. For example, all nine countries have scholarships that are reserved for students from developing countries. These types of scholarships usually explicitly require the grantee to return to the home country after completion of the studies in order to use the skills and knowledge acquired to accelerate socio-economic development in the home country.<sup>16</sup> With the introduction of tuition fees for international students the number of scholarships available is often increased (or the increase has at least been advertised as such) – examples are provided by Australia, Sweden and the UK).

## After graduation

Generally, in all countries under review here, students are theoretically obliged to leave the country after completion of their studies. Increasingly, however, countries have realised the potential benefits of hiring foreign graduates. Therefore, many countries have put regulations in place to facilitate the integration of foreign graduates in their national labour markets.

Providing an option to stay is already a long-standing practice in the USA, where graduated students are automatically granted a possible twelve month-extension for work contributing to professional training. Many students enrolling in this scheme have then the chance to change to a regular labour migration scheme (H-1B). Also in Canada, students have the possibility to apply for a post-graduation work permit, which allows them to work in certain jobs for up to two years without labour market testing (i.e. without approval from the Employment Office).

In recent years, European and other countries, like the UK, Germany, France, and New Zealand, have started to offer possibilities for post-graduation employment. However, the difference in these countries is that the applicant does not need to already have a job offer. In other words, they provide graduates with a temporary residence permit with the purpose of looking for a job. This period ranges from six months in France and New Zealand, to one year in Germany, and one, respectively two years in the UK. While in France, and Germany an employment according to the graduates' qualification has to be found (and the job offer is subject to labour market testing), in the UK and New Zealand the permit holders are free to take up any employment they like. Other countries do not have a specific residence permit to look for a job; however, the residence permit for study purposes seldom expires at the exact day of graduation.

## Policies to encourage the retention of foreign graduates

Many of the countries covered in this study have a labour migration scheme for highly skilled immigrants (Australia, Austria, Canada, the Czech Republic, Germany, New Zealand, Norway, USA).<sup>17</sup> Most of them grant permanent residence permits to highly qualified migrants either directly or after a certain amount of time, and most of them do have special provisions within these schemes for foreign graduates. Such special provisions can be the allocation of extra points for a degree from a

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<sup>16</sup> An alternative option is in place in Norway, which leaves the decision to return to the grantee. However, the scholarship system requires the grantee to pay back the complete loan if he/she decides to either stay in Norway or move on to a third country.

<sup>17</sup> See also ICMPSD, 2006

national institution of higher education (Australia, Canada, New Zealand), a waiver of an obligatory work experience period (Australia, Czech Republic, some Canadian provinces), the exemption from the regular quota for “key worker” (Austria), or even a specific category with an own contingent for foreign students and graduates (Australia, Italy, USA). In Canada, three out of the nine provinces that have a Provincial Nominee Programme in place (see country chapter on Canada), have specific subcategories to facilitate the participation of international students. In the US, the temporary labour migration programme H-1B currently has a total of 20,000 visas reserved for foreign graduates.

In addition, some countries have limited labour migration schemes in place that are solely directed at foreign graduates, e.g. the Fresh Talent: Work in Scotland Scheme that aims at having highly-educated foreign graduates settle down and work in Scotland. Successful applicants receive a residence permit for two years that allows them to take up any employment they wish. Another UK scheme, the Science and Engineering Graduates Scheme, grants successful applicants residence permits and the possibility to take up any kind of work for a period of one year.

As mentioned above, certain countries also issue a special residence permit to foreign graduates for the purpose of seeking a job. In Germany (one year) and France (six months) there are resident permits available that allow the former student to stay in the country specifically for the purpose of finding employment. However, contrary to the UK labour schemes, the employment has to fit the graduate’s qualifications. Graduates in New Zealand can also apply for a residence permit for job-seeking; the permit is valid for six months, and any employment can be accepted.

Only a few countries are able to produce statistics that indicate how many graduated foreign students actually remain in the country and that allow calculating a “retention rate” of international students. Strictly speaking, such statistics need to be calculated by cohorts and transition paths to permanent residence, as it generally takes (former) students several years after starting and finishing their studies to obtain permanent residence status. In Canada, for example, of the 2000 first-time student cohort, only 9% had immigrated, of the 1995 cohort 15% had and of the 1990 cohort already 21.5% had settled in Canada. On average between 15% and 20% of foreign students can be expected to eventually settle and work in Canada. In New Zealand, of all first-time students between 1998 and 2005, 13% had already received a permanent residence permit by 2006. In Norway, of all non-EEA students studying there between 1991 and 2005, 18% stayed in the country after graduation (but only 9% of all EEA students). In the UK, a survey sent to EU domiciled students six months after graduation in 2005 indicates that around 27% of respondents were employed in the UK (up from 19% in 2000/01).

The widespread assumption that the US is the most attractive country for retaining foreign students is based only on very weak evidence. In fact, there are no instruments in place to track who is staying, and there is thus a similar lack of data as in any other country. Based on available data it can be said, however, that the higher the education is, the more graduates stay. In fact, the regular Survey of Earned Doctorates in the US<sup>18</sup> indicates that retention rates of US-trained PhD’s are very high (and likely to be much higher than for those with master’s and other degrees): 71% of all foreign nationals who received a doctorate in science and engineering in 2001, lived in the United States in 2003. The four major countries of origin have a very different retention rate: China (90%), India (86%), Taiwan (47%) and South Korea (34%). According to an estimated long-term rate, 58% of the foreign nationals that received a doctorate at a US university in 1993 were still in the country in 2003. What this says

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<sup>18</sup> Survey of Earned Doctorates, 2005

about non-science and engineering doctorates, master's and other degrees is less clear, but they are likely to be much lower than the figures just cited.

## Measures at the EU level

It is an objective of the European Union to “promote Europe as a whole as a world centre of excellence for studies and vocational training”.<sup>19</sup> In order to meet this objective, it is necessary to facilitate the mobility of third country nationals for the purpose of study and training. The 2004/114/EC Council Directive laid down the following conditions: in order for third country nationals to enter one of the Member states as a student, they have to a) present a valid passport, b) have health insurance for the period in question, c) have been admitted to an establishment of higher education, and d) provide evidence that they have enough financial means at their disposition. A renewable residence permit shall be issued for at least one year. The directive furthermore states that students shall be allowed to take up employment for at least ten hours a week (or the equivalent number of hours per year); Member States themselves may determine whether student employment shall be subject to the approval of the Employment Office, or whether free access to the labour market is granted. In addition, Member States have the right to restrict employment activities during the first year of study, and they are not obliged to take into account the time spent as a student for the purpose of granting further rights, such as permanent residence rights, later on.

The European Union not only targets the mobility of third country students but also of third country researchers. In March 2002, the Barcelona European Council set a target of 3% of GDP invested in research until 2010; according to estimates, an additional 700,000 researchers are needed to meet this target.<sup>20</sup> Adequate measures to meet this target include promoting women's involvement in scientific research, making scientific careers more attractive, and increasing the opportunities for mobility and training. The latter also implies the facilitation of admission of third country nationals for the purpose of research. The Council Directive 2005/71/EC takes notice of the danger of brain drain and seeks to promote brain circulation or brain exchange instead. In order to be admitted as a researcher to a host institution, the applicant shall have a hosting agreement from the host institution; applications can be made both from outside or from within the country and family members may be allowed to accompany the researcher. As a new measure, researchers do no longer need to apply for a work permit in order to start employment at a research institution.

## Permanent residence

EU nationals rarely encounter problems when taking up studies or work in another Member State. The European Council Directive 2004/38/EC that was due to implementation into national legislations by 30 April 2006 decrees that no residence permit shall be needed anymore for EU nationals residing in another Member State; rather there is a general residence right within the Union. Nevertheless, EU nationals should still register with the responsible authorities. Usually after five years of continuous residence in another Member State, EU nationals have the right to permanent residence, which is not subject to any conditions. However, Member States are not required to provide maintenance grants to students from another EU country. Family members of EU nationals can accompany the principal mover and they may engage in economic activities irrespective of their nationality. For EEA and Swiss nationals similar rules apply.

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<sup>19</sup> Council Directive 2004/114/EC of 13 December 2004.

<sup>20</sup> Council Directive 2005/71/EC of 12 October 2005.

For third country nationals the European Council issued a directive<sup>21</sup> concerning the status of third-country nationals who are long-term residents. In general, third-country nationals who reside legally in a state of the EU shall be granted a permanent residence permit after five years. With regard to foreign students, only half of the residence period as a student may be taken into account (article 4 (2)), while the time with any residence permit that is formally limited (e.g. seasonal work permit or au pair permit) does not count for a long-term resident status.

## The issue of brain drain

The discourse on the issue of brain drain has long played a role in the discussion of migration of the highly skilled. It also plays an important role in the discussion on international student mobility. As less than five percent of the population in developing countries has access to higher education, student mobility can be seen as a way to increase the human capital in those countries. There are many reasons as to why students choose to go abroad to study: there may not be enough places at local universities, specific courses may not exist or new experiences are sought. Student mobility is, however, often also seen as a way to emigrate for employment.<sup>22</sup>

As mentioned before, brain drain is not only a concern for developing countries. Today, even industrialised countries have come to the understanding that they need to put policies in place to both attract their own nationals with a degree from abroad to return and also to try to retain foreign graduates for their own economies.

The scholarly literature on the topic does not provide a consensus on the overall effects of student mobility (including their settlement in the host country after graduation) on sending countries. Arguments on the loss of qualified human capital are often met with the counterargument that developing countries cannot make sufficient use of their existing stock of highly qualified people anyway<sup>23</sup> and that well-educated migrants working abroad also tend to send higher remittances back home. Another line of reasoning in the brain drain debate holds that existing options for highly qualified people to profit by migrating abroad also leads to more investment in education in the sending country, a link referred to as “brain gain”.<sup>24</sup> One general conclusion offered by Iredale<sup>25</sup> points out that the poorer the sending country, the more likely it is that student mobility leads to brain drain, while the migration of students can lead to growth and brain exchange if the sending country has reached a certain state of development.

In the context of development co-operation, most countries offer scholarships to students from developing countries that are either funded by their Ministry of Foreign Affairs alone or often in co-operation with the sending country’s government. The underlying condition for the scholarship holder is then to return to the home country for a certain amount of time and contribute to its development. Some countries, such as Switzerland, only sponsor such students in fields that are vital to the development of the home country, and select individuals that are most likely to spread the knowledge and skills acquired, such as teachers and individuals in managerial positions. This is seen as one vital

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<sup>21</sup> Council Directive 2003/109/EC of 25 November 2003.

<sup>22</sup> Martin, 2004

<sup>23</sup> The proverbial academically trained taxi-driver in Lagos is often cited in this context.

<sup>24</sup> Stark, 2002

<sup>25</sup> Iredale, 2003

part of development policy. France tries to encourage brain circulation with reference to co-development.<sup>26</sup>

## Anti-fraud measures

In recent years, many countries have noticed a substantial abuse of study visas for entering and residing in the host country for other purposes than study and several countries have now introduced measures to prevent such visa fraud. Many countries now apply stricter criteria for the accreditation of eligible national institutions of higher education. In addition, most countries now require sufficient study results or course credits when applying for the renewal of the study permit.

In Austria, for example, such a requirement was introduced in 2003, and a successful study record of the previous year equivalent to at least 16 ETCS is now obligatory for the extension of the study permit. In Germany, it has become common practice to require the students to transfer the total estimated funds needed for living expenses to a special bank account from which the students, once admitted, cannot take out more than the required monthly sum. Also in the UK, substantial abuse of study visas is reported. However, it is impossible to say, how many cases of fraud there are.<sup>27</sup> As a measure to discourage fraud, the Home Office doubled the visa charges and abolished the right of appeal, much to the dislike of the universities. The clear preference, however, of the Home Office Immigration and Nationality Directorate (IND) is for universities to report of any student who accepts a place at the institution but fails to attend.<sup>28</sup>

In Sweden, the government commissioned the Migration Board in autumn 2004 to conduct a survey concerning the abuse of student visas. The results of the report<sup>29</sup> show that such abuse may take place on a relatively large scale.<sup>30</sup> One of the measures suggested in the report is the deposition of the required financial means in a Swedish bank account when applying for a student visa. In this way, the Migration Board has better control over the financial means when taking a decision whether to grant a student visa.<sup>31</sup> In combination, a visa with a shorter validity could be issued, with which the individual is allowed to enter Sweden and apply there for a study permit after having registered at an institution of higher education.<sup>32</sup> However, up until now, these measures are not yet implemented.

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<sup>26</sup> European Commission, 2006

<sup>27</sup> According to estimations, the numbers could lay somewhere between 5,000 and 17,000 annually. However, as students often get multiple offers or change their plans it is impossible to determine the real number of fraud cases (The Guardian, 27 September 2005).

<sup>28</sup> The Guardian, 8 February 2005

<sup>29</sup> Migrationsverket, 2005

<sup>30</sup> The report shows, for example, that a total of 27% of a sample of roughly 6,000 individuals that received a student visa in 2003/04, did not register at a university in Sweden.

<sup>31</sup> Also, the control of certificates of foreign accounts ceases to apply.

<sup>32</sup> The advantage of this last measure is seen in the fact that individuals intending to abuse the system are not being issued a visa with a much longer validity that allows them to enter the whole Schengen area.



# Australia

## General policies towards international students

There are four main types of visa categories for students of higher education (post-secondary) to enter Australia. These are the Higher Education Category (HE) for a bachelor's degree, a graduate certificate or a diploma, the Defence or AusAid sponsored visas (scholarship), the masters and doctoral study visas (same conditions as for the higher education category), and the vocational education and training (VET) visas which enable holders to enrol in commercial courses, vocational education and training at diploma and certificate level.<sup>33</sup> For all visas (except those with a scholarship) the applicant has to prove to the Australian Immigration Department that financial means for the course of study, living expenses, medical insurance, and school fees for children and accommodation costs in Australia are available.

Australia is one of the host countries that benefit the most from the admission of foreign students due to international students being charged at actual costs.<sup>34</sup> The minimum financial means needed for a student visa are the means for travel to Australia, tuition fees and at least A\$ 12,000 (€ 7,044)<sup>35</sup> for living expenses for the first twelve months. Course fees vary between universities, but are generally between A\$ 10,000 and 16,500 per year for undergraduate courses, between A\$ 9,000 and 18,500 for postgraduate courses (including doctoral studies) and between A\$ 5,500 and 18,000 per year for vocational courses.<sup>36</sup> Furthermore, if the visa applicant intends to stay longer than 12 months in Australia, individuals from almost all countries (excluding Iceland, Sweden, Norway, Monaco and San Marino) are required to undergo a health examination. Once in the country, the student has to register with the overseas student health insurance.

As a direct instrument for development co-operation, the Australian Government offers Australian Development Scholarships for nationals from certain developing countries for technical, undergraduate and graduate studies. One condition is that a holder of such a scholarship commits him/herself to return to the country of citizenship for a minimum of two years and to contribute to the country's socio-economic development.<sup>37</sup> Other types of scholarships are mostly directed at nationals in the Asian-Pacific area. In total, the Australian Government has budgeted to offer 19,500 fully-funded scholarships at a cost of A\$ 1,4 billion for the five-year period 2006/07 – 2010/11.<sup>38</sup>

## After graduation

In 1999, the Department for Immigration and Multicultural Affairs (DIMA) changed its skill selection policy to encourage foreign students graduating from an Australian on-shore university to seek permanent residence. Foreign graduates have the possibility to apply for a permanent residence permit

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<sup>33</sup> Department for Immigration and Multicultural Affairs (DIMA), 2006(a)

<sup>34</sup> In 2003, tuition and fees and expenditures reached an estimated A\$ 5 billion, which is an eighth of Australia's service exports (Martin, 2004).

<sup>35</sup> 1 A\$ equals 0.587 € (The Universal Currency Converter, 2006)

<sup>36</sup> Australian Immigration and Trade Services, 2006

<sup>37</sup> AusAid, 2006(a)

<sup>38</sup> AusAid, 2006(b)

under the General Skilled Migration Program through an overseas student visa.<sup>39</sup> The selection process is subject to a points-based system that awards points by type of education (40, 50, 60)<sup>40</sup>, level of English (0, 10, 20), education from Australia (0, 5), skills of spouse and a number of extra categories. The pass mark was raised over the years, from 110 in 1999, to 115 in 2002, to 120 in 2005. During the processing time of the application, applicants are granted a visa that allows them to remain in Australia and work with any employer.

Over the years, the Department for Immigration and Multicultural Affairs (DIMA) has used this points-based selection system as an instrument to control supply and demand of skilled foreigners.<sup>41</sup> The Australian Government only issues a certain number of visas for the General Skilled Migration Programme to which the Overseas Student Visa is a subcategory that has been taking over a rapidly increasing share. In 1999, for example, DIMA introduced five extra points for applicants that obtained a relevant Australian qualification, which involved at least twelve months of study in Australia. In addition, after concluding that there is little risk for brain drain in developing countries, the three years work experience in nominated occupations was waived as a requirement.<sup>42</sup> A further simplification was introduced in 2001, when applicants no longer had to leave Australia in order to apply for the programme. However, in 2003, the minimum period of Australian training for eligibility for the overseas student visas was raised from one year to two years. At the same time, other visa subclasses were created that made it easier for foreign students to apply for a permanent residence permit if they held a degree from a regional university or training site, or if they had a degree in an occupation listed on the Migrant Occupation in Demand List (MODL).<sup>43</sup> Spouses must meet the basic requirements (e.g. health, character) and can access the labour market immediately. In 2000/01, the skill streams grants to students graduating from Australian institutions of higher education was zero. However, this changed, and in 2002/03, around 8,000 permanent resident permits were granted to former students. In 2004/05, this number doubled up to 16,000.<sup>44</sup>

Another possibility to gain permanent residence in Australia concerns students who have graduated from a diploma level or higher. They can be sponsored for permanent migration under the Employer Nomination scheme. The prospective employer needs to prove that no Australian citizen/permanent resident has been available for the position; the sponsored visa costs the employer between A\$2,200 and 8,000.<sup>45</sup> The position needs to be 'highly skilled', full-time and available for at least three years. Students normally need previous qualification and at least three years of relevant post-graduate work experience (at least one year with the nominated employer) in addition to the qualification obtained in Australia in order to qualify for this visa category.<sup>46</sup>

Foreign students with a suitable qualification can also remain in Australia up to four years under the Temporary Business (Long Stay) visa category.<sup>47</sup> In addition, there are certain other temporary

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<sup>39</sup> There are three subclasses to this visa: a) the Independent Overseas Student Visa (subclass 880; bearing all costs alone), b) the Australian Relative sponsored Student Visa (sponsored by a relative living in Australia with permanent residence permit), and c) the Designated Areas Student Visa (Sponsorship by relative living in a designated area in Australia).

<sup>40</sup> 60 points are among others given to accountants, engineers, medical practitioners, nurses and IT specialists. See the Skilled Occupation List (SOL) of the DIMA.

<sup>41</sup> Birrell, 2005

<sup>42</sup> Hawthorne, 2005

<sup>43</sup> Occupations under the MODL qualify for additional 15 points.

<sup>44</sup> DIMA, 2006(b)

<sup>45</sup> DIMA, 2005(b)

<sup>46</sup> If not otherwise stated, all information taken from: SOPEMI, 2004

<sup>47</sup> Labour market testing to check whether an Australian citizen or a permanent resident is available for the position is not needed under this visa.

economic stream visa categories (such as the Educational and Medical Practitioner visas) for which a foreign graduate might be suitable. Some categories are subject to labour market testing.

In general, social security is only available for Australian citizens or permanent residents. Newly arrived migrants with a permanent residence permit are not included in the social security system during the first two years.<sup>48</sup>

## Statistics

In 2004/05, 13,000 onshore permanent overseas student visas were granted, under the General Skilled Migration visa classes (see Table 1). Around 50% of the applicants were between 20 and 24 years old, while another 40% was in the age category of 25 to 29 years. Between 2001/02 and 2004/05, the number of principal applicants under the independent overseas student category (visa subclass 880) more than doubled.

**Table 1: Onshore Independent Student Visas Granted under the General Skilled Migration Programme, 2001/02-2004/05**

	2001/02	2002/03	2003/04	2004/05
Principals Applicants	5,284	7,049	10,188	12,978
Dependants	754	867	1353	1,714

Source: Birrell, Hawthorne, Richardson, 2006

Computing professionals and accountants accounted for the two biggest occupation categories, with almost 40%, respectively 30% in 2004/05. All other of the ten major professions accounted for between 2.9 and 1.2% (see Table 2). In total, 93.5% applied for occupations at the professional level, while 5.6% of all applicants were tradespersons.

**Table 2: Top Ten Occupations of Principal Applicants under Visa Subclass 880 in 2004/05**

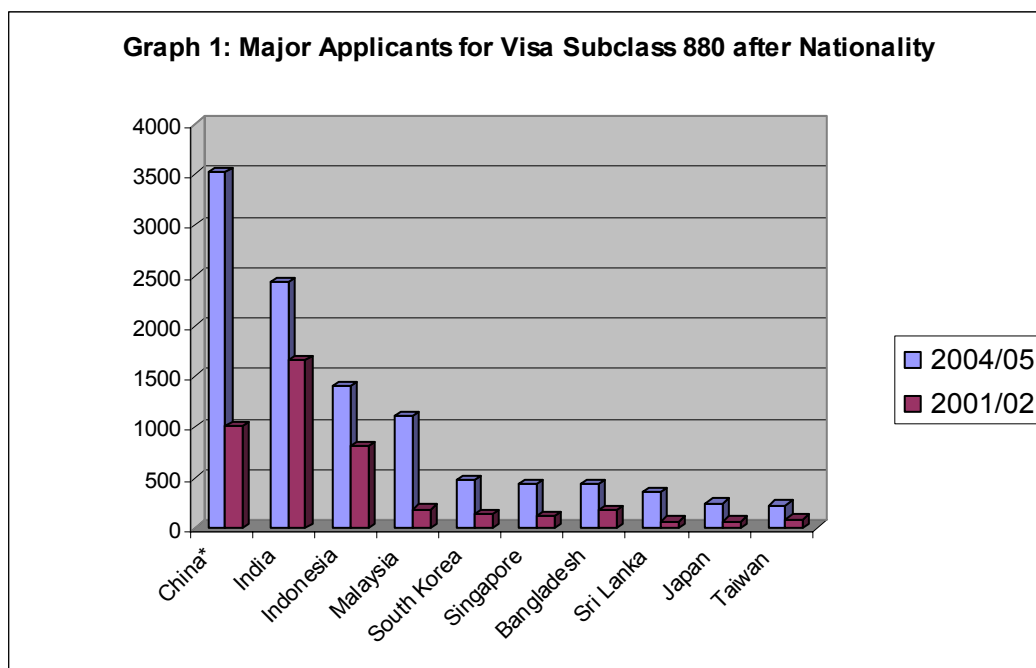
	Numbers
Computing Professionals	5,114
Accountants	4,010
Cooks	388
Electrical and Electronics Engineers	269
Engineering Technologists	234
Architects and Landscape Architects	203
Social Professionals	200
Registered Nurses	194
Mechanical and Plant Engineers	192
Civil Engineers	164
Others	2,010
Total	12,978

Source: Birrell, Hawthorne, Richardson, 2006

In 2001/02, India accounted with 1,700 applications for 31.6% of all principal applicants, while China and Hong Kong had a share of 19.1%, Indonesia 15.1% and Malaysia 3.6%. This slightly changed in 2004/05, when China and Hong Kong accounted for 27.0% of all applicants, India for 18.7%,

<sup>48</sup> Salt, McLaughlan, 2002

Indonesia 10.8 and Malaysia 8.6%. Malaysia has multiplied the number of its students gaining residence permit in Australia between 2001/02 and 2004/05 by almost six, which accounts for the largest growth among the major ten source countries.



Source: Birrell, Hawthorne, Richardson, 2006  
 \* includes Hong Kong

Between 2000 and 2005, the total number of foreign students (onshore) more than doubled from roughly 103,000 to 230,000. The number of Asian students rose by 124%, while the number of Chinese students multiplied by the factor 5, from roughly 13,000 students in 2000 (12.6% of all foreign students) to 68,000 students in 2005 (29.6% of all foreign students). Except for African students who nearly doubled up their share among the total of foreign students from 2.4% in 2000 to 4.3% in 2005, the share of Asian students stayed more or less the same around 80%, Americans around 5%, and Europeans around 7.7% (see Table 3). In 2000, as well as in 2005, the number of foreign students that enrolled in higher education (as opposed to vocational training) accounted for 70% of the total.

**Table 3: Enrolment of Foreign Students at onshore Australian Universities and Vocational Education, 2000-2005**

	2000		2001		2002		2003		2004		2005	
	HE	VET	HE	VET	HE	VET	HE	VET	HE	VET	HE	VET
<b>Asia*</b>	<b>57,947</b>	<b>25,545</b>	<b>66,204</b>	<b>30,758</b>	<b>94,350</b>	<b>41,620</b>	<b>110,447</b>	<b>41,089</b>	<b>124,657</b>	<b>42,700</b>	<b>136,744</b>	<b>49,945</b>
China**	10,214	2,963	13,585	4,816	24,687	12,114	32,731	13,413	41,041	15,359	50,757	17,381
Malaysia	9,866	1,028	9,761	1,413	13,595	2,073	15,448	2,176	15,909	2,063	15,375	2,122
Indonesia/India***	9,283	3,764	9,907	4,638	11,440	5,402	12,307	1,409	17,870	1,583	22,279	3,876
<b>Africa*</b>	<b>1,816</b>	<b>790</b>	<b>2,381</b>	<b>994</b>	<b>3,626</b>	<b>1,542</b>	<b>4,458</b>	<b>1,755</b>	<b>4,966</b>	<b>1,897</b>	<b>4,955</b>	<b>5,089</b>
Kenya	376	256	527	291	947	367	1,105	339	1,147	310	1,082	325
Mauritius	272	219	356	261	724	386	891	482	890	572	865	408
Botswana/Zimbabwe****	328	24	382	48	568	225	770	244	908	270	1,020	708
<b>America</b>	<b>4,145</b>	<b>887</b>	<b>5,430</b>	<b>2,202</b>	<b>5,563</b>	<b>3,472</b>	<b>6,380</b>	<b>3,511</b>	<b>6,915</b>	<b>3,624</b>	<b>7,152</b>	<b>4,594</b>
USA	2,846	285	3,737	553	2,537	895	2,521	986	2,635	976	2,629	1,087
Canada	701	122	858	197	1,456	350	1,900	415	2,241	451	2,557	519
Colombia	201	97	274	461	622	721	756	681	559	376	593	374
<b>Europe</b>	<b>5,185</b>	<b>2,884</b>	<b>7,246</b>	<b>4,576</b>	<b>10,739</b>	<b>6,717</b>	<b>11,696</b>	<b>7,795</b>	<b>11,707</b>	<b>7,734</b>	<b>10,923</b>	<b>7,673</b>
Norway	1,881	54	2,802	72	4,118	88	4,120	70	3,536	79	2,641	91
UK	567	476	770	677	1,436	869	1,720	924	1,914	969	1,934	1,140
Sweden	916	234	1,199	282	1,373	349	1,327	335	1,217	368	1,092	401
<b>Oceania</b>	<b>1,307</b>	<b>409</b>	<b>1,406</b>	<b>549</b>	<b>786</b>	<b>589</b>	<b>764</b>	<b>436</b>	<b>729</b>	<b>343</b>	<b>687</b>	<b>330</b>
Other	2,317	244	2,644	183	285	79	22	57	176	67	129	69
<b>Subtotal</b>	<b>72,717</b>	<b>30,759</b>	<b>86,271</b>	<b>39,843</b>	<b>116,934</b>	<b>54,970</b>	<b>13,6125</b>	<b>55,579</b>	<b>15,1579</b>	<b>57,348</b>	<b>163,930</b>	<b>66,086</b>
<b>Total</b>	<b>103,476</b>		<b>126,114</b>		<b>171,904</b>		<b>191,704</b>		<b>208,927</b>		<b>230,016</b>	

Source: Australian Education International

\*The numbers for 2001-2005 exclude the Middle East for Asia and North Africa for Africa

\*\* Including Hong Kong

\*\*\* From 2003, India is the biggest source country in Asia

\*\*\*\* From 2001, these numbers are for Zimbabwe



# Austria

## General policy towards international students

Students from EU/EEA countries and Switzerland who intend to study in Austria do not need a residence permit or a visa to enter the country. However, within three months after arrival in Austria, they need to register at the local immigration office. A valid passport, proof of health insurance, proof of sufficient financial means, and a confirmation of the admission to an accredited university have to be presented. Third country nationals need to apply for a residence permit for study purposes. After a visa-free entry (e.g. US and Romanian citizens, etc.) an application for a residence permit can be lodged inside Austria. This does, however, not extend the legal visa-free stay. Third country nationals subject to visa-requirements have to apply in their home country or country of residence and must await the decision there. If their application for the residence permit is successful they are issued a visa. In order to apply for a student permit, the following documents need to be presented: a valid passport, birth certificate, criminal record (with the exception of doctoral students in exchange programmes with a confirmation of the headmaster of the Austrian university), proof of sufficient financial means (students under 24: € 381/month, students above 24: € 690/month), health insurance, confirmation of accommodation, and confirmation of admission to university. Abuses of study permits have been observed in the past, which in 2003 led the government to introduce the requirement to present a successful study record of the previous year (at least 16 ECTS per academic year) in order to extend the study permit.

According to the Foreign Employment Law, third country nationals and citizens from the new EU Member States (except Malta and Cyprus) need a work permit for employment, even during the time as a student.<sup>49</sup> Some types of work, among them academic teaching and research, are exempted from this requirement. Normally the employer needs an employment permit (*Beschäftigungsbewilligung*) to hire a third country national and only after some time of continuous employment the third country national can acquire a personal title, such as a work permit (*Arbeitserlaubnis*) or an exemption certificate (*Befreiungsschein*).

Foreign students from third countries that wish to take up employment, other than a practical training in the course of an university curriculum, have generally speaking three possibilities. They can take up employment as a seasonal worker for a maximum of three months per year. The employment permit will be issued to the employer by the Public Employment Service (*Arbeitsmarktservice*) upon his/her application and within fixed quotas.<sup>50</sup> Another possibility is to apply for an employment permit that allows students to work during the course of the study (also for internships). However, in this category there is an income limit of € 333,16 per month (2006), except for university holidays. In any case, the Public Employment Service applies the labour market test by examining if the position can be filled by an Austrian national or an integrated foreigner who receives unemployment benefits before issuing the employment permit. For genuine self-employment, no work permit is needed. However, any gainful activity shall not detract from the actual purpose of residence, which is study.<sup>51</sup> For students of the

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<sup>49</sup> Employment in Austria of nationals of the new EU Member States (except Malta and Cyprus) is still subject to restrictions under transitional arrangements agreed to during EU membership negotiations. These transitional arrangements will expire in 2011, at the latest, and possibly some years prior to that.

<sup>50</sup> Limited number for each year; only available for employment in tourism and agricultural and forestry enterprises.

<sup>51</sup> Settlement and Residence Act, 2005, §64 (2) (UNHCR, 2005).

eight new EU Member States all those regulations exist; however, there is no income limit for them, and the annual three month limitation for seasonal work does not apply to them. Family members of third country nationals can get a residence permit on family grounds; they are, however, not allowed to take up employment.

In addition to the student permit there are two special residence permits tailored for “special cases of paid employment”. The permit “special cases of paid employment” can be issued e.g. for researchers (e.g. doctoral students in an exchange programme, on a scholarship or in a research programme), media workers etc., whereas the genuine researcher permit is issued only for researchers with a hosting agreement from a university.<sup>52</sup> The latter permit can be obtained in Austria. For the first category (e.g. researcher without hosting agreement) the normal conditions for application in the home country/country of residence apply. Visa-free nationals and nationals with a permanent residence permit of a Schengen state may apply after entry into Austria.

In Austria, a significant number of foreign students have other types of residence permits, e.g. for family (re-)unification or as dependants of resident third country nationals or Austrians or as free-moving EEA citizens’ family members. In these cases no restrictions regarding economic engagement apply.

## After graduation

Austria has a somewhat indifferent policy towards the retention of job seeking students after graduation. At least, there is no residence permit for job searching; but on the other hand, the student permit does in most cases not expire exactly on the date of graduation. After successful completion of studies – in some cases already during the studies - foreign students can obtain a settlement permit, provided that they qualify as a so-called “key worker” (employed or self-employed). Other possibilities to stay in Austria (however without settlement permit) are the already mentioned “special cases of paid employment”, i.e. for academic teachers or researchers, whether with or without a hosting agreement.

Under the current migration regime, the so-called settlement (qualified residence, with a view to reach permanent status after five years) is restricted to key worker and family reunification cases. Both categories are capped by a quota. The aim of the quota system is to reflect the reception capacity, i.e. of the labour market and the infrastructure, like schools, etc. The annual Austrian-wide quota is further divided into sub-quotas for the federal states, which are further divided into sub-categories according to the purpose of residence (family reunification, key- worker, private and others). For 2006, the quota was set at 7,000 persons, of which 1,265 places were reserved for key worker and 4,540 places were reserved for family reunification.<sup>53</sup> Other residence permits are strictly connected to the purpose of stay (e.g. student, research, exemption from the Act Governing Employment of Foreign Nationals). Since they do not give the privilege of “settlement”, they do not fall under the quota regime. A special permit is issued for family (re)unification with Austrian citizen, which is also quota-free.

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<sup>52</sup> According to Article 6 of Council Directive 2005/71/EC.

<sup>53</sup> In addition, there is an extra quota (on employment- not on residence permits) for seasonal workers and harvesters, which was set at 14,500 for the year 2006. The annual immigration quota should not be confused with actual immigration to Austria, which in 2005 amounted to around 102,000 non-nationals. The difference is largely accounted for by quota exemptions (EU nationals with no, and family members of Austrians with a special settlement permit), quota free residence permits, asylum seekers and changes in statistical accounting methods.

The Aliens Law (1997) was altered in 2003 to privilege foreign graduates<sup>54</sup>: contrary to regular key workers, no quota was applied to foreign graduates holding a study permit with a degree of an Austrian institution of higher education. The Public Employment Service examines whether the requirements for key workers are met.<sup>55</sup> This system was further developed in the new Settlement and Residence Act (replacing the Aliens' Law since 1 January 2006). Only few statistics are available on this category: In 2005, 72 individuals (33 male and 39 female) who previously held a student's permit were granted a settlement permit for key workers.<sup>56</sup> From 1 January until 31 July 2006, a total of 25 individuals (10 male, 15 female) have been granted such a settlement permit. The number is small; but it has to be taken into account that EU/EEA and Swiss nationals do not show in these statistics.

In order to qualify as key worker, a particular education, well-demanded in the Austrian labour market, or some special skills and knowledge as well as professional experience in this field are required. Furthermore, the highly qualified worker's gross earnings should be a minimum of currently (2006) € 2,250, - 14 times a year. The settlement permit is initially valid for 18 months. If the permit holder has been employed during at least 12 months within those 18 months, the permit can be renewed for 12 months at a time. After 5 years, the key worker can apply for a permanent residence permit. Time on a student permit cannot be counted in. Family members' entry and stay in Austria are subject to the regular quota.

In the general discourse on migration to Austria, foreign students who remain in Austria have received hardly any attention at all. It is widely believed that, due to the characteristics of highly skilled employment, this category of foreign workers poses little risk of substituting jobs from the national population. Generally, Austria does not experience labour shortages in brain drain sensitive areas, but agrees that the issue of brain drain deserves attention when designing new policies<sup>57</sup>; in practice the country has been indifferent in its policies up to now.

In recent years, the internationalisation of higher education has become an increasingly important topic in higher education as well as in development cooperation. To elaborate a coherent strategy and to coordinate policy implementation, in 2005 a special inter-ministerial working group („Round Table on Educational Cooperation“) has been created that regularly brings together representatives from relevant ministries, universities and NGOs. Among other issues, the Round Table debates options on how to enhance the development impact of scholarships provided to students from developing countries<sup>58</sup> and considers possible repayment obligations in case a scholarship beneficiary does not return to her/his country of origin.

According to a recent survey that was conducted among 200 international students from Eastern Europe, 64% of respondents stated that they would like to stay in Austria after graduation. When asked directly, only 24% had plans to return home, while 23% intended to move on to another country.<sup>59</sup>

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<sup>54</sup> Biffl, 2005

<sup>55</sup> Settlement and Residence Act, 2005, §41 (5); The definition of key-worker is provided in the Act Governing Employment of Foreign Nationals, § 2 (5).

<sup>56</sup> Bundesministerium für Inneres, 2006

<sup>57</sup> European Commission, 2006

<sup>58</sup> Currently around 11,000 students from developing countries study in Austria, of whom 1,700 receive scholarships from one of Austria's development cooperation programmes.

<sup>59</sup> Hackl, E., Herta, D. Stein-Redent, R., 2006

## Statistics

The total number of educational foreigners decreased from 1999/00 to 2001/02 by 11.9% to reach 22,000. However, in the following years, their number increased again by 10.3% in 2002/03, by 11.2% in 2003/04, and 2.3% in 2004/05. As shown in Table 1, in the five year period between 1999/00 and 2004/05, the total number of educational foreigners increased by 11.3%. However, a year later, in 2005/06, the number of international students grew substantially by 14.1% compared to the previous year to reach 31,700 students. The share of female foreign students increased from 49.8% of the total number of educational foreigners in 1999/00 to 52.8% in 2004/05. In 2004/05, 92.7% of all educational foreigners were at the university, 4.8% at art schools and 2.7% at technical colleges.

**Table 1: No of Educational Foreigners in Austrian Higher Education, 1999/00-2004/05**

	Total		Universities		Art Schools		Technical Colleges	
	Total	Female	Total	Female	Total	Female	Total	Female
1999/00	24,951	12,441	23,608	11,665	1,440	839	n/a	n/a
2000/01	25,085	12,781	23,754	12,015	1,428	833	n/a	n/a
2001/02	21,970	11,342	20,750	10,644	1,357	797	n/a	n/a
2002/03	24,271	12,567	22,685	11,724	1,376	796	320	122
2003/04	26,987	14,123	25,213	13,182	1,357	789	506	208
2004/05	27,768	14,663	25,751	13,598	1,355	801	772	338

Source: Bundesministerium für Bildung, Wissenschaft und Kultur, 2006

Out of the nearly 30,400 educational foreigners and inlanders in 2002/03, 89.9% (27,287) were inward mobile students. 11% (3,000) thereof have Austrian nationality but have obtained their high school certificate in another country. 65% of all inward mobile students came from the ten major source countries, which were mostly Eastern European countries, such as Bulgaria, Bosnia and Herzegovina, Slovakia, Poland, Hungary, Serbia and Montenegro, and Croatia. Neighbouring Italy and Germany sent most of the students, with 21.4% and 15.7% respectively (see Table 2).

**Table 2: Top Ten Source Countries of Inward Mobile Students\* 2002/2003**

	Total No of Students	% of Total
Italy	5,843	21.4
Germany	4,287	15.7
Bulgaria	1,436	5.3
Turkey	1,416	5.2
Bosnia/Herzegovina	910	3.3
Slovakia	903	3.3
Poland	868	3.2
Hungary	796	2.9
Serbia/Montenegro	728	2.7
Croatia	550	2.0
Total	17,737	65.0

Source: Kelo, Teichler, Wächter, 2006

\* Numbers are for undergraduate and graduate students only.

The most popular courses among inward mobile students in 2002/03 were programmes in social and behavioural sciences, in business studies and law. The exact numbers in Table 3 are somewhat misleading, as every enrolment on a subject is counted separately, even if individual students enrol in several subjects. Nevertheless, it can be seen that while the above-mentioned subjects were on top, also humanities and arts attracted a lot of student enrolments. The subjects engineering, manufacturing and construction, natural sciences, and health and social services each accounted for around 10% to 13% of student enrolments.

**Table 3: Fields of Study<sup>60</sup> of Inwards Mobile Students, 2002/2003**

Field of Study	Total Nr of Students	% of Total
Social, Behavioural Sciences, Business, Law	12,212	35.6
Humanities and Arts	7,340	21.4
Engineering, manufacturing, construction	4,474	13.0
Science	4,052	11.8
Health and Social Services	3,532	10.3
Educational sciences	1,740	5.1
Agriculture	590	1.7
Services	302	0.9
Unknown	45	0.1
Total	34,287	100.0

Source: Kelo, Teichler, Wächter, 2006

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<sup>60</sup> Each field of study is counted separately, even if students enrol in more than one subject.



# Canada

## General policy towards international students

Individuals planning to study in Canada for longer than six months need a study permit. To apply for a study permit, the applicant needs to present the following documents: a valid passport, a confirmation of admission by the university, a proof of financial means for living expenses and tuition fees, which is approximately \$ 10, 000 (€ 6,996)<sup>61</sup> per 12 months for living expenses and around \$830 (€ 580) per month for tuition.<sup>62</sup> While studying full-time, students are allowed to take up on-campus work without a work permit. Since summer 2006, foreign students can apply for a work permit that allows them to work off-campus for 20 hours a week during the academic year and full-time the rest of the year.<sup>63</sup> Both the study permit and the work permit are valid for the period of study plus 90 days.

There are a number of non-governmental organisations whose mandate – either fully or partly – it is to promote Canadian higher education throughout the world. The Canadian Education Centre Network (CEC, [www.cecn.ca](http://www.cecn.ca)), for example, has offices in 17 countries of the world, where it reaches out to possible future students with information on Canadian higher education; the website [www.studycanada.ca](http://www.studycanada.ca) is one result of this. Furthermore, CEC also supports and advises the government in policy changes in support of the Canadian international education industry. Another organisation is the World University Service of Canada ([www.wusc.ca](http://www.wusc.ca)) whose focus lies, among, others, on developing education projects with partners in developing countries with the aim to address local needs and eradicate poverty. The Association of Universities and Colleges in Canada (AUCC, [www.aucc.ca](http://www.aucc.ca)) provides services to universities on public policies and advocacy, and scholarship programmes.

## After graduation

After completing their studies, foreign graduates can apply to participate in the post-graduation work programme. Since May 2005, they can work for up to two years<sup>64</sup> and gain professional experience in their field of study.<sup>65</sup> When applying for the programme, students must e.g. already have a job offer in their field of study. In order to get the work permit for two years, applicants should, in addition to all other prerequisites, have graduated from a university outside the greater Montreal, Toronto or Vancouver area, and also have found a job outside these areas.<sup>66</sup> Students that graduated from private institutions may also apply for a work permit if they have already found a job. Spouses and common-law partners to full-time students are allowed to apply for a work permit.

Canada has a Federal Skilled Worker Programme that selects applicants through a points system. Points are given for education, language ability, work experience, age, arranged employment and

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<sup>61</sup> 1 C\$ equals 0.6996 € (The Universal Currency Converter, 2006)

<sup>62</sup> Citizenship and Immigration Canada (CIC)

<sup>63</sup> Previously, it was only allowed under certain circumstances (e.g. the student must have studied full-time for six months in the past 12 months) (CIC, 2006).

<sup>64</sup> Before May 2005, it was only one year.

<sup>65</sup> However, the length of work permit should not be longer than the study permit was.

<sup>66</sup> Canada has a strong regional dimension to its immigration policy. Transition to residence by students is encouraged in those regions that do not attract a lot of immigrants through the standard immigration programme. Allowing them the option of working and moving on to residence in areas other than the ones indicated is one way of encouraging students to consider studying in universities in those regions.

adaptability. Since September 2003, the pass mark is 67 out of a possible total of 100. An extra five points is added to the application if the principal applicant *or* the spouse spent at least two years of post-secondary education in Canada. If the application is granted, the applicant receives a permanent residence permit for Canada.

However, many international graduates do not fulfil the conditions set out by the programme, as they often do not have enough work experience. In this case, the Provincial Nominee Programme that some provinces offer is helpful. In this programme though, the student already needs to have a job offer from an employer in the same province. Normally, it takes six to eight months for the student to receive a permanent residence permit once the employer/the province nominates him/her for the programme.<sup>67</sup>

The prerequisites for the Provincial Nominee Programme (PNP) differ slightly in each province. In British Columbia<sup>68</sup>, for example, international students can apply for the programme as a provincial nominee under the international student component. They need one or two years of education in British Columbia (depending on the field of study) and a long-time job offer from a British Columbian employer<sup>69</sup>. As a provincial nominee, international students will not be assessed on the federal points system for independent migrants (the one-year work experience is thus not required). Between the launching of the PNP category in 2001 and December 2005, 96 successful applications were processed under the international student category in British Columbia.<sup>70</sup> In Saskatchewan<sup>71</sup>, the applicant must have studied in Canada for at least one year and worked full-time for at least six months. In Manitoba<sup>72</sup>, on the other hand, the requirements are a graduate degree from a Manitoban university, participation in the post-graduation working programme, current employment, and a long-time job offer. In 2004, the province of Alberta doubled the number of PNP admissions to 800 individuals per year. Furthermore, the province signed an agreement with the government of Canada to implement a fast-track system for study permits, and extended the work periods after graduation up to two years without government approval (previously it was only one year). Also the province of New Brunswick has a similar programme in place.<sup>73</sup> The French province Québec has its own skilled immigration programme, the Québec Skilled Worker Programme, that awards preferential treatment to foreign students that have studied in Québec for at least one year.<sup>74</sup>

Canada is one of the few countries to have a sophisticated system for tracking the number of students, who actually remain in the country. To do so, Citizen and Immigration Canada tracks “landings” (i.e. persons with permanent residence status who arrived in transition from temporary student status) of foreign students by cohorts and transition paths. Generally, it takes (former) students several years after starting and finishing their studies in Canada to obtain permanent residence. Of the 2000 first-time student cohort, for example, only 9% had “landed”, of the 1995 cohort 15% had and of the 1990 cohort already 21.5% had settled in Canada. On average, according to CIC, between 15 and 20% of foreign students can be expected to eventually settle and work in Canada.<sup>75</sup>

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<sup>67</sup> With the regular Skilled Worker Programme it can take up to two years to get the permanent residence permit.

<sup>68</sup> Ministry of Economic Development, British Columbia, 2006

<sup>69</sup> Employers in British Columbia can only recruit students from within the province.

<sup>70</sup> Ministry of Economic Development, Business Immigration Office, 2006

<sup>71</sup> PNP Immigration, 2006

<sup>72</sup> Manitoba Labour and Immigration, 2006

<sup>73</sup> CIC, 2003

<sup>74</sup> See Immigration Québec, 2006

<sup>75</sup> Data presented by Martha Justus (CIC) at the 11<sup>th</sup> International Metropolis Conference in Lisbon, 4<sup>th</sup> October 2006.

After 4 years (1,460 days) in the country (whereof two years with permanent residence permit) one can apply for Canadian citizenship. The days before receiving a permanent residence permit count as half days, and this applies also to student days.

## Statistics

According to Table 1, the number of foreign students more than doubled between 1999/00 and 2004/05 from 106,000 to approximately 160,000. In 2004/05, 45.7% of all foreign students were female, against 48.3% in 1999/00. Since 2000/01, the recorded number of annual first-time admissions decreased steadily (from 69,300 to 57,500 in 2004/05). The main reason for this is a change in the requirements to obtain a study permit for foreign students, which was previously required for all students studying longer than three months and is now required for all students studying longer than six months, only. Foreign students accounted for 12.5% of all students enrolled in a Canadian institute of higher education in 1999/00. In 2002/03, this number peaked at 15.7% which means that approximately every sixth student was an international student coming to Canada for the purpose of higher education.

**Table 1: No of Admission and Stock of Foreign Students<sup>76</sup>, and No of all Students, 2000-2005**

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05
<b>Total Admission</b>	<b>59,930</b>	<b>69,164</b>	<b>64,644</b>	<b>58,360</b>	<b>55,421</b>	<b>57,476</b>
Male	29,851	35,032	32,667	30,154	28,762	30,415
Female	30,051	34,124	31,971	28,204	26,658	27,059
<b>Total Stock</b>	<b>106,310</b>	<b>126,103</b>	<b>137,700</b>	<b>146,956</b>	<b>154,628</b>	<b>160,546</b>
Male	54,924	65,849	72,548	78,619	83,358	87,200
Female	51,359	60,238	65,143	68,331	71,266	73,343
<b>Total Students</b>	<b>847,500</b>	<b>850,575</b>	<b>886,605</b>	<b>933,865</b>	<b>990,385</b>	<b>/</b>
% of Foreign Students	12.5	14.8	15.5	15.7	15.6	/

Source: CIC, 2005 and Statistics Canada, 2006

In 1999/00, approximately every eleventh international student was of Chinese origin, while five years later more than every fifth foreign student came from China (see Table 2). In those five years, Chinese students in Canada almost quadrupled their number from nearly 9,000 to nearly 36,000.

Also, India increased its total number of students in Canada by 346%; comparably, female Indian students only a bit more than doubled their number. As Table 2 shows, Korean students almost doubled their number from 14,000 to 25,500 with an even share of females of 48%. All other nationalities only slightly increased respectively decreased.

<sup>76</sup> The term "foreign student" includes all individuals that entered Canada in order to study and that have a study permit. It, however, excludes foreign workers and humanitarian cases that have been issued a study permit.

**Table 2: Female and Total International Students from Top Ten Source Countries, 2000-2005**

		2000	2001	2002	2003	2004	2005
China	Female	3,971	7,293	10,965	13,830	15,282	16,422
	<b>Total</b>	<b>8,932</b>	<b>16,593</b>	<b>24,572</b>	<b>30,807</b>	<b>33,801</b>	<b>35,580</b>
Korea	Female	6,924	9,151	10,698	11,448	11,818	12,057
	<b>Total</b>	<b>14,277</b>	<b>18,921</b>	<b>21,956</b>	<b>23,430</b>	<b>24,608</b>	<b>25,442</b>
USA	Female	5,445	5,828	5,832	5,598	5,670	5,760
	<b>Total</b>	<b>10,882</b>	<b>11,699</b>	<b>11,492</b>	<b>11,171</b>	<b>11,392</b>	<b>11,710</b>
Japan	Female	6,220	6,619	6,048	5,583	5,519	5,692
	<b>Total</b>	<b>9,423</b>	<b>10,107</b>	<b>9,285</b>	<b>8,629</b>	<b>8,500</b>	<b>8,690</b>
France	Female	2,621	2,862	2,594	2,681	2,745	2,876
	<b>Total</b>	<b>5,568</b>	<b>6,045</b>	<b>5,541</b>	<b>5,703</b>	<b>5,837</b>	<b>6,198</b>
India	Female	413	519	658	801	857	1,067
	<b>Total</b>	<b>1,431</b>	<b>1,881</b>	<b>2,773</b>	<b>3,796</b>	<b>4,028</b>	<b>4,958</b>
Hong Kong	Female	2,537	2,526	2,521	2,378	2,272	2,124
	<b>Total</b>	<b>5,811</b>	<b>5,770</b>	<b>5,758</b>	<b>5,416</b>	<b>5,193</b>	<b>4,858</b>
Taiwan	Female	2,850	2,745	2,844	2,525	2,534	2,398
	<b>Total</b>	<b>5,663</b>	<b>5,490</b>	<b>5,504</b>	<b>5,019</b>	<b>4,992</b>	<b>4,778</b>
Mexico	Female	1,841	2,239	2,623	1,392	1,429	1,569
	<b>Total</b>	<b>3,635</b>	<b>4,292</b>	<b>3,354</b>	<b>2,898</b>	<b>3,061</b>	<b>3,375</b>
Germany	Female	1,112	1,149	1,182	1,091	1,129	1,190
	<b>Total</b>	<b>2,071</b>	<b>2,180</b>	<b>2,122</b>	<b>2,044</b>	<b>2,165</b>	<b>2,364</b>

Source: CIC, 2005

# France

## General policies towards international students

Individuals with a high-school graduation certificate from an EEA country can register at a French university of their choice directly. It is recommended to have a sufficient command of French.

Individuals from non-EEA countries, however, have to complete a pre-admission procedure first, where, along with prior education and academic studies, two universities of choice have to be indicated. The pre-admission has to be sent to the French consulate's studies office in the country of origin. The obligatory French test will also be held at the consulate. A letter of admission then has to be sent directly from the host university. The final registration has to be made at the host university directly. The first year of study has to be spent at the host university and no transfer can be made<sup>77</sup>. In order to apply for a long-term study visa, the applicant needs to present a letter of admission from a host university in France, valid travel documents, high-school graduation certificate and other documentary evidence of student status, and needs to show proof of sufficient means of support (at least € 420 per month of stay).<sup>78</sup>

Once in France, all international students (including students from EU/EEA countries) need to register at their university. Furthermore, within two months of their arrival in France, they need to apply for a temporary residence permit presenting their student status. The residence permit is valid until the date of completion of the applicant's academic programme.

Registrations have to be done at the beginning of the academic year. However, the pre-registration procedure is only necessary for the first registration at the undergraduate level of a university. The second registration of the undergraduate level, registrations for graduate and postgraduate levels as well as some other institutes of higher education (technological education at university level, for example) can be made directly at the university of choice<sup>79</sup>. All students are covered by social security insurance.

Individuals with a temporary residence permit for study purposes can apply for a work permit at the regional Office for Work, Employment and Professional Education (DDTEFP). However, students holding such a permit cannot subscribe at the local employment agency and do not have the right to claim unemployment benefits. Up until now, permit holders could work part-time only and not more than the equivalent of three months full time employment per year.<sup>80</sup> Furthermore, the work permit was only valid for employment with a particular employer. Nationals of the EU 15/EEA countries and Switzerland are exempted from this procedure, while nationals of the new EU states (excluding Malta and Cyprus) have to apply for a work permit under the current transitional arrangements.

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<sup>77</sup> Information from: Egide, 2006

<sup>78</sup> Ministère des Affaires Etrangères, 2006

<sup>79</sup> Service Public, 2006

<sup>80</sup> Ibid.

This will change with the implementation of the new Immigration and Integration Law of 24 July 2006.<sup>81</sup> The new law allows holders of a study permit (*carte séjour étudiant*) to work up to 60% of the annual full-time employment (article 313-7) without applying for approval from the DDTEFP.

France is in the process of becoming an active student attracting country. Several reports have been compiled on how to improve the attractiveness of France and the support of foreign students. In 1998, France introduced two important changes: first, the simplification of the visa procedure, and second, the permission for foreign students to take up part-time employment.<sup>82</sup> As a result of that, the number of visas for study purposes increased from 23,000 in 1997 to 57,883 in 2001, and 69,568 in 2003. Since 2003, two new objectives have been pursued: first, to facilitate the access to the master and doctoral level in certain studies (i.e. in scientific, technological, juridical and economical disciplines), and second, to diversify the geographical origin of the students; priority is given to scientifically and technologically developed countries, the new EU Member States and newly industrialised countries.

In January 2000, the French government declared that more student visas should be issued, and the Ministry of National Education expressed that one quarter of all students should be foreign.<sup>83</sup> In 2005, the same Ministry<sup>84</sup> published a report investigating the conditions of registration and reception of educational foreigners in France. This group of students (that constitute up to 80% of all foreign students) often encounter some major obstacles during their stay in France. The committee criticises the fact that the reception of foreign students is unnecessarily complex and suggests the introduction of a two step- procedure (issue visa and permit together) to shorten the application time. Also, immigration desks at universities are proposed.

The report furthermore points to the fact that educational foreigners very often encounter financial difficulties while studying. Of all the students who request urgent aid from the University Solidarity Fund (*Fonds de Solidarité Universitaire*), foreigners account for 40%, and out of that share educational foreigners account for 85%. The obligatory € 430/10 months that the student needs to present evidence of when applying for a visa is not enough; the sum should be raised to at least € 615 (the monthly sum of the scholarship paid by the French government).<sup>85</sup>

Another point of criticism was the decreasing number of governmental scholarships.<sup>86</sup> This is the case especially for students from developing countries, as university co-operation should not only be seen in terms of academic or scientific excellence but also as a form of development aid. Educational costs for students from developing countries should be lowered, while the speed of the brain drain has to be controlled. With reference to co-development, brain circulation is encouraged.<sup>87</sup> Furthermore, in several reports it has been a point of criticism that French universities do not have an instrument to recruit foreign students with qualifications especially suitable for the development of France.<sup>88</sup>

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<sup>81</sup> Legifrance, 2006

<sup>82</sup> Law of 11 May 1998 on the entry and stay of foreigners and of the right to asylum (Szymankiewicz et al, 2005).

<sup>83</sup> Gisti, 2000

<sup>84</sup> Szymankiewicz et al, 2005

<sup>85</sup> However, the report regards € 750 as a more realistic sum. Another suggestion is to introduce the systems of national blocked bank accounts, where the students when applying transfers the whole yearly sum and then, once admitted, cannot take out more than the monthly suggested sum, as it is already common practice in Germany.

<sup>86</sup> Between 2001 and 2003, the number of scholarships by the French government for the categories study, internships and scientific stays diminished by 21% (from 24,360 to 19,171).

<sup>87</sup> European Commission, 2006

<sup>88</sup> Among others, in Szymankiewicz et al, 2005; Vuilletet, 2005; UMP, 2006

## After graduation

After successful completion of the studies, foreign students theoretically have the right to apply for a work permit.<sup>89</sup> In order to change status from student to employee (*salarie*) applicants have to present a work contract or a job offer from a French company. The administration takes into account the numbers of years studied, the applicant's profile or the motivation of the company to hire the applicant. Work permits are not given automatically. However, this procedure takes often very long (up to six months) and is costly for the employer (up to € 1,500). In addition, the uncertainty of the procedure also hinders employers from trying to hire nationals from outside the EU 15 plus Malta, Cyprus, and Switzerland.<sup>90</sup> As a direct result of that, highly skilled nationals from Eastern Europe often continue to pursue their careers in the UK.<sup>91</sup>

The new Law on Immigration and Integration of 24 July 2006, introduces a new six-month, non-renewable residence permit that allow graduates at the master level and above to seek and take up employment that fits the permit holder's qualifications (article 6).<sup>92</sup> The aim is to allow foreign graduates to gain first professional work experience, and by that to contribute to the development of both France and the country of origin. If the permit holder gets a long-term job offer after six months, he/she can change to a regular work permit. The same law also includes a special provision for the "competent and talented" that allows the highly skilled to reside and work in France for three years.<sup>93</sup> However, no details are public yet about the consequences of this new category on the retention of foreign students.<sup>94</sup> Nevertheless, it is not expected to introduce venturous measures to attract and retain the highly skilled.<sup>95</sup>

## Statistics

According to the Ministry of National Education, in 2003, foreign students<sup>96</sup> accounted for 13.7% of all students at French institutes of higher education. They were especially numerous at the post-graduate level, and on all levels in fields such as economy, social sciences and sport sciences.<sup>97</sup> Approximately, one out of ten students at undergraduate level is foreign, against one out of seven at graduate level and one out of four at doctoral level.

According to Table 1, the number of foreigners in the French system of higher education rose constantly, and the share of foreign students increased from 7.5% to 11.3% between 1999/00 and 2004/05. There are different methods to distinguish the number of educational foreigners among them. The Ministry of National Education chose to count the number of students with a foreign citizenship and a foreign high school graduation certificate. They came to the result that out of the 904,900 students registered for studies at bachelor level, in 2004/05, 8% are educational foreigners. This share

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<sup>89</sup> Agence EduFrance, 2005

<sup>90</sup> The employer has to prove that no French or EU citizen was available for the position

<sup>91</sup> Le Monde, 16 February 2006

<sup>92</sup> Note that these measures are projected in the law, but not yet implemented by the government.

<sup>93</sup> Le Figaro, 5 May 2006

<sup>94</sup> Details will be made public in the beginning of 2007.

<sup>95</sup> von Weizsäcker, 2006

<sup>96</sup> It is important to note that the Ministry of National Education does not differentiate between educational foreigners and educational inlanders

<sup>97</sup> Haut Conseil à l'intégration, 2004, 2006

**Table 1: Foreign Students\* in Higher Education in France and the Oversea Departments, 2002 – 2005**

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05
Universities	125,706	137,559	154,749	174,864	194,194	202,836
whereof General & Health Disciplines	121,152	132,340	148,722	168,420	187,602	196,290
Technological Education**	13,244	13,909	15,373	16,978	17,260	16,387
Other	21,583	23,089	26,626	29,629	32,881	36,362
<b>Total</b>	<b>160,533</b>	<b>174,557</b>	<b>196,748</b>	<b>221,471</b>	<b>244,335</b>	<b>255,585</b>
% of Total Number of Students	7.5	8.1	9.1	10.0	10.8	11.3

Source: Ministère de l'éducation nationale, 2006

\* Number includes educational foreigners and inlanders

\*\*Includes university and non-university programmes

increases at the master level to 14.7% (out of 453,400 students), and again at the doctorate level to 29.5% (out of 68,200 students). Out of the total number of students (1,426,500), educational foreigners account for 11.2%.

These numbers are somewhat difficult to compare to the numbers of educational foreigners that the High Council for Integration presents. By counting the number of first-time study permits issued every year (and not study visas which is a much larger number), the number of educational foreigners is believed to have stagnated between 2000 and 2003 (see Table 2).

**Table 2: No of Temporary Residence Permits<sup>98</sup> for Study Granted, 2000/01-2003/04**

	2000/01	2001/02	2002/03	2003/04
<b>Total</b>	<b>55,001</b>	<b>55,803</b>	<b>59,369</b>	<b>54,569</b>
EU/EEA	14,900	11,711	10,392	8,776
Third Countries	40,110	44,092	48,977	45,793

Source: Haut Conseil à l'Intégration, 2004

However, it has to be noted that EU/EEA nationals do not need to apply for a residence permit anymore, especially if they stay less than a year, which most of them do. That is why the decrease of 2,935 between 2002 and 2003 has to be interpreted carefully. Nevertheless, even the number of third-country nationals was decreasing between 2002 and 2003 by 7%, against a 22% increase between 2000 and 2002.

As Table 3 shows, in 2001, the major source regions of third country students were Africa with 44.6% and Asia with 26.2%. These numbers changed in 2003; Africa is still the major region of third national students with a 6% decrease to 38.6% while Asia gained 5% to 31.5%. More than 60% of all African students originate from North African countries. Vietnam increased its number of students the most, from 619 in 2000 to 1,773 in 2003 (+186.4%).

In the years between 2001 and 2003, Morocco, China and Algeria were the three major countries of origin. China accounted in 2003 for 12.1% of all third country students, against 9.2% in 2001. Morocco experienced just the opposite, and went from 15.4% in 2001 down to 8.6% in 2003. Its neighbour Algeria almost doubled its share from 6.5% in 2001 to 11.1% in 2003.

<sup>98</sup> As French statistics do not distinguish between educational foreigners/inlanders, the indicator used here is the number of student permits granted. However, these numbers only indicate a trend, not reality, as not all student permit holders actually enrol in higher education.

**Table 3: Geographical Origin of Educational Foreigners from outside the EU, 2001 – 2003**

	2000/01	2001/02	2002/03	2003/04	%, Change 01-03
<b>Europe (non-EEA)</b>	<b>20,504*</b>	<b>6,099</b>	<b>6,618</b>	<b>6,866</b>	<b>12.7</b>
Poland		1,243	1,415	1,467	18.0
Romania		850	1,019	1,161	36.6
Russian Federation		587	686	777	32.4
<b>Asia</b>	<b>10,183</b>	<b>11,542</b>	<b>14,511</b>	<b>14,422</b>	<b>24.9</b>
					<b>00/03: 41.6</b>
China		4,066	6,296	5,562	37.0
Japan		2,187	2,122	2,171	-0.7
South Korea		1,253	1,245	1,198	-4.4
<b>Africa</b>	<b>17,425</b>	<b>19,672</b>	<b>20,534</b>	<b>17,686</b>	<b>- 10.1</b>
					<b>00/03: 1.5</b>
Morocco		6,783	5,883	3,922	-42.2
Algeria		2,864	4,416	5,077	77.2
Tunisia		1,912	1,963	1,892	-1.0
<b>America</b>	<b>6,609</b>	<b>6,528</b>	<b>7,086</b>	<b>6,602</b>	<b>1.1</b>
					<b>00/03: 0.1</b>
USA		2,236	2,374	2,164	-3.2
Brasil		939	970	902	-3.9
Mexico		769	930	795	3.4
<b>Oceania</b>	<b>182</b>	<b>200</b>	<b>217</b>	<b>209</b>	<b>4.5</b>
					<b>00/03: 14.8</b>
Unknown		51	11	8	-84.0
<b>Total</b>	<b>55,010*</b>	<b>44,092</b>	<b>48,977</b>	<b>45,793</b>	<b>3.8</b>

Source: Haut Conseil à l'Intégration, 2001, 2004

\* Number includes EU/EEA and the rest of Europe



# Germany

## General policy towards international students

International students from outside the EU intending to enrol in a university programme in Germany need to apply for a visa for study purposes while still in their home country. In order to obtain this visa, proof of admission and financial support (at least € 585 per month, which sums up to a total of € 7,020 per year) for the first year of study must be provided. Third country nationals that need to apply for a visa before entering Germany have to await the obligatory acceptance by the Aliens' Office in Germany. If the Aliens' Office does not refuse the visa within three weeks and two working days, acceptance is granted automatically.<sup>99</sup> Once in Germany, the students need to apply for a residence permit for study purposes at the Foreign Aliens' Office (*Ausländerbehörde*). This residence permit is valid for two years, and is renewable for another two years.<sup>100</sup> The usual documents (proof of admission at university, accommodation and financial means) have to be presented. EU nationals do not need to apply for a residence permit for the purpose of study anymore. However, they have to register with the competent authorities, and they have to present proof of sufficient financial means and health insurance coverage for Germany.

Foreign students in general need to possess a high-school graduation certificate; the ones whose mother tongue is not German have to pass a German language test as well. Not all foreign high-school graduation certificates are admitted in Germany (however, most EU states, including some African and Asian states are admitted). Students from certain countries have to prove that they already studied one or two years in their country of origin. In some cases, high school graduates from particular countries can only study in Germany after passing a so-called assessment test (*Feststellungsprüfung*). In order to be admitted to this test, foreigners from these countries have to have studied one or two years at an institution for higher education in their country of origin.<sup>101</sup> Students that have to pass the test usually attend a one-year preparation course (*Studienkolleg*) where the language of instruction is German. Graduates with a bachelor's degree from their home country are generally admitted to German institutes for higher education. However, not all bachelor's degrees allow for admission to a master's course. Most student associations offer student support packages, including housing, and health insurance.

With the new immigration law of January 2005, the German government has shown its increased commitment towards attracting foreign students. Under the new law students from non-EU countries are allowed to work up to 90 full days or 180 half days a year. The Federal Employment Agency has approve an extension of the students' working period. Students from other EU/EEA states and Switzerland have free access to the German labour market.

For a long time, the idea of issuing any kind of permanent residence permit for the highly qualified from developing countries met with objections from a development perspective.<sup>102</sup> Under the Aliens Law of 1990, a former foreign graduate of a German university could only apply for a work permit

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<sup>99</sup> Deutscher Akademischer Austauschdienst (DAAD), 2005

<sup>100</sup> Immigration Law, 2005, 3 §16

<sup>101</sup> e.g. Tajikistan, Philippines. DAAD, 2006

<sup>102</sup> Kolb, 2005

one year after leaving Germany.<sup>103</sup> This was a measure intended to prevent brain drain. The interests of development policies were put above national economic interests. These politics of “bad conscience”<sup>104</sup> was partly changed with the introduction of the “Green Card” for IT specialists in 2000. The green card combined work and resident permit, and allowed for a maximum stay of five years. Along with the introduction of the green card came the permission to work for foreign students and graduates that pursued studies in an IT related field.

It is widely believed that there is little risk of international graduates substituting nationals on the labour market, as the German labour market is protected by preferential treatment of nationals. Article 39(1(b)) of the 2005 Immigration Law states that any foreigner (not only graduates from German universities) from outside the EU/EEA can only be hired for a job if there is neither a national nor a citizen from the EU/EEA available to fill this position.

## After graduation

There are no obstacles for EU/EEA and Swiss citizens to extend their stay for employment in Germany after completing their studies. Exceptions are students coming from the new EU member states (except Cyprus and Malta). Under current transitional arrangements, in order to hire them, the employer has to prove that there was no German or EU citizen available to fill the position.

With the new Immigration Law from 2005, international students from third countries have the possibility to have their student visa extended for one more year in order to find a job that fits their qualifications (§16, 4).<sup>105</sup> This is a measure to prevent that educational foreigners graduated from German institutions of higher education move to third countries.<sup>106</sup> If their job-seeking proves successful, the student permit can be converted to a residence permit for the purpose of employment. In the region of Hamburg, a total of 80 foreign graduates were granted the one-year residence permit for the purpose of searching for a job during the academic year 05/06.<sup>107</sup> The allocation of jobs to non-EU citizens is often subject to approval of the Federal Employment Agency. The approval can only be given if no suitable national or citizen of EU/EEA can be found to fill the position (§39, 1(b)). Jobs in the fields of science, research and development are exempted from such an approval. In order to extend the student permit for the purpose of seeking employment, a secured livelihood has to be guaranteed. Graduates are – contrary to students – no longer allowed to work without an approval. Even for part-time jobs and temporary positions an approval from the Federal Employment Agency is needed.

The government only approves a residence permit that allows employment if the job found matches the kind and the level of education. After five years of continuous stay and employment in Germany a permanent residence permit can be obtained. The German scheme for Highly Skilled Migrants grants a permanent residence permit that includes the permission to work for the principal applicant and his/her family members. This is, at least in Europe, unique. Highly skilled are defined as, among others, scientists with particular and outstanding knowledge in their field.<sup>108</sup> Basically, every graduate of a higher education (postgraduate and PhD) can apply for the Highly Skilled Programme. However, there

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<sup>103</sup> Kolb, 2005

<sup>104</sup> Kolb, 2005

<sup>105</sup> Bundesministerium des Innern, 2005(a)

<sup>106</sup> Bundesministerium des Innern, 2005(b)

<sup>107</sup> Source: Einwohner-Zentralamt Hamburg, 2006

<sup>108</sup> Bundesministerium des Inneren, 2005(a)

are no special provisions for graduates from German universities. At the moment, the years spent as a student in Germany cannot be counted in for a permanent residence permit. However, with the forthcoming implementation of the Council Directive 2004/109/EG, half of the time spent as a student will be credited.<sup>109</sup> In light of the skill shortage in some areas and the discussion on the admission of highly skilled, the facilitation of foreign students, so called high potentials, gained more and more interest from actors in politics, economy, and science. The concerted promotion “International Marketing for Education and Research in Germany” started in 2000 and, among others, resulted in the campaign “Hi Potentials! International Careers made in Germany”. The aim of this campaign is to promote Germany on the international market of higher education.<sup>110</sup> In the first two years after the introduction of the campaign, the number of educational foreigners rose by 26% to 142,000 in 2002.

## Statistics

Between 2001 and 2005, the number of foreign students in Germany increased by 48.5% from 125,700 to 186,700. In 1999/00, a total of 112,900 educational foreigners were enrolled at German institutions of higher education; however, this number does not indicate any further statistical details. In 2004/05, of the total number 186,700 of educational foreigners, 73% were enrolled in primary tertiary education, while 14% were enrolled in graduate programmes, 8% in doctoral studies and 5% in non-degree courses. By institution, 73% of those students were enrolled at universities, 3% at art schools, and 19% at schools of applied sciences (see Table 1).

**Table 1: No of Intl. Students according to Type of Institution and Level of Studies, 2001-2005**

	Type of school	Undergraduate	Graduate	PhD	No degree	Total
2001	University	74,804	10,448	9,479	6,834	101,565
	Art School	2,474	1,414	11	210	4,109
	CAS	17,495	2,168	/	377	20,040
	<b>Total</b>	<b>94,773</b>	<b>14,030</b>	<b>9,490</b>	<b>7,421</b>	<b>125,714</b>
2002	University	82,753	12,244	10,428	9,322	114,747
	Art School	2,654	1,514	13	221	4,402
	CAS	19,995	3,122	/	523	23,640
	<b>Total</b>	<b>105,402</b>	<b>16,880</b>	<b>10,438</b>	<b>10,066</b>	<b>142,786</b>
2003	University	92,586	15,722	12,142	10,221	130,671
	Art School	2,887	1,695	15	224	4,821
	CAS	23,183	3,979	/	559	27,721
	<b>Total</b>	<b>118,656</b>	<b>21,396</b>	<b>12,157</b>	<b>11,004</b>	<b>163,213</b>
2004	University	99,099	20,436	13,255	9,587	142,377
	Art School	2,824	1,755	21	300	4,900
	CAS	27,171	5,013	1	844	33,029
	<b>Total</b>	<b>129,094</b>	<b>27,204</b>	<b>13,277</b>	<b>10,731</b>	<b>180,306</b>
2005	University	102,892	19,965	14,740	8,586	146,183
	Art School	3,009	2,026	26	255	5,316
	CAS	29,905	4,717	1	548	35,171
	<b>Total</b>	<b>135,792</b>	<b>26,708</b>	<b>14,767</b>	<b>9,389</b>	<b>186,656</b>

Source: DAAD, 2006. CAS = College of Applied Sciences

<sup>109</sup> Bundesministerium des Innern, 2006

<sup>110</sup> See website <http://www.hi-potentials.de/content/de/index>

In 2004/05, as Table 2 shows by field of study, about every seventh international student (13.3%) of all international students at German universities was enrolled in economy programmes (12.5% in 2000/01), almost every tenth (10.7%) in German language and literature courses (14.0% in 2000/01), and nearly every twelfth (7.9%) in IT-related courses (6.7% in 2000/01). The number of international students enrolled in machine engineering increased from 4.7% of the total number of international students to 5.6% in 2004/05.

In 2004/05, international students were above all enrolled in economy, mechanical engineering, electro technology and IT-related programmes in colleges of applied sciences. Also, many international students were registered in the fields of architecture, industrial engineering, and welfare studies.

**Table 2: No of Intl. Students according to Field of Study, 00/01 and 04/05\***

	2000/01	2004/05
German Language/Literature	14,311	15,686
Economy	12,755	19,390
IT	6,836	11,610
Law	4,832	6,387
Human Medicine	4,830	6,448
Machine Engineering	4,797	8,244
Electrotechnics	4,534	8,336

Source: DAAD, 2006. \* These numbers refer to universities only.

As shown in Table 3, out of the top ten countries of origin of educational foreigners in 2004/05, eight countries are either in Europe or within immediate proximity to Europe: Bulgaria, Poland, Russia, France, Ukraine, Turkey, Spain and Morocco; two countries are more geographically remote: China and Cameroon.

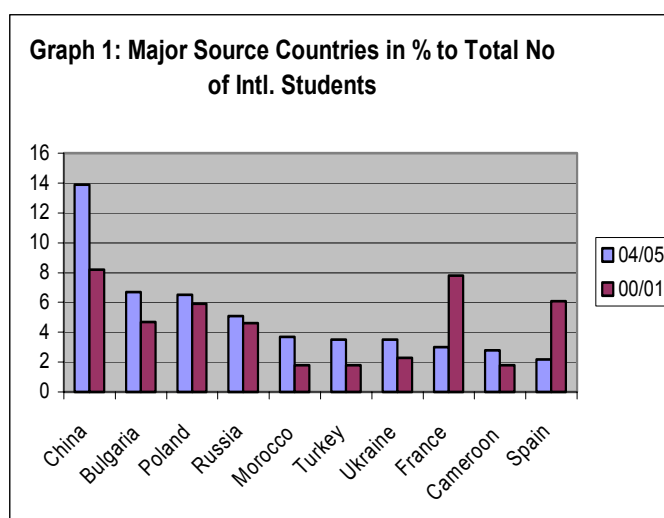
**Table 3: Ten Major Countries of Origin in 2005/05 and 2000/01**

	China	Bulgaria	Poland	Russia	Morocco	Turkey	Ukraine	France	Cameroon	Spain
2004/05	25,987	12,467	12,209	9,594	6,986	6,587	6,532	5,512	5,245	4,148
2000/01	2,666	1,524	1,920	1,505	599	579	761	2,536	598	1,998

Source: DAAD, 2006

China as the major country of origin accounted in 2004/05 for almost 14.0% of all educational foreigners in Germany (see Graph 1 and Table 5). This is a significant increase as compared to 8.2% five years earlier. In general, EU 15 countries decreased their share (France went from 7.8 to 3.0, Spain from 6.1% to 2.2%), while Eastern European countries and Russia substantially increased their share. The largest increase except China, however, was in students from Morocco and Turkey, who increased their shares from 1.8% to 3.7 and 3.5% respectively.

The ratio of educational foreigners among the foreign first time enrollers is higher (83.1%) in 04/05 than the share of educational foreigners of the total number of foreign students (75.8% in the winter semester 04/05) of the same year (see Table 4). In 2004 (SS 04 and WS 04/05), a total of 68,200 students with foreign nationality started a university course at a German institution of higher education (see Table 5). Of those, 85.4% (58,200) were educational foreigners which means that more than four out of five foreign students came to Germany for the sole purpose of study. 53.4% of all educational foreigners were female.



Source: DAAD, 2006

Although the number of Chinese educational foreigners that enrolled for the first-time at the university decreased by almost one third as compared to 2002, (6,985 newcomers in 2002), the biggest group of educational foreigners first-time enrollers in SS 2004 and WS 2004/05 were still students with Chinese nationality (4,852 newcomers). They were followed by Polish (4,004), French (3,607), Spanish (2,810), Russian (2,654), and Bulgarian (2,489) educational foreigners. Of all student sending countries, Cameroon, the Czech republic and France had the highest percentage of educational foreigners among the foreign first-time enrollers in the winter semester 2004/05 with 98.2, 95.6% and 95.0% respectively. Among the foreigners with Croatian, Serbian and Turkish nationality, only 18.3%, 38.8%, and 39.8% respectively were educational foreigners.<sup>111</sup>

**Table 4: All Foreign First-Time Enrollers and Number of Educational Foreigners, 1999/00-2004/05**

	Foreign First-Time Enrollers	whereof Educational Foreigners	in %
WS 99/00	36,895	28,677	77.7
SS 00	14,131	12,553	88.8
WS 00/01	40,757	32,596	80.0
SS 01	16,562	14,925	90.1
WS 01/02	46,963	38,268	81.5
SS 02	18,970	17,153	90.4
WS 02/03	49,596	41,327	83.3
SS 03	19,549	17,793	91.0
WS 03/04	51,341	42,32	82.4
SS 04	19,093	17,434	91.3
WS 04/05	49,142	40,813	83.1

Source: Bundesministerium des Innern, 2005(b)

<sup>111</sup> Bundesministerium des Innern, 2005(b)

**Table 5: Number of Educational Foreigners according to Continent, Top Three Source Countries and Sex, 2001 – 2005**

	2001	2002			2003			2004			2005		
	<b>Total</b>	Male	Female	<b>Total</b>	Male	Female	<b>Total</b>	Male	Female	<b>Total</b>	Male	Female	<b>Total</b>
Europe	<b>69,073</b>	31,248	46,429	<b>77,677</b>	34,130	52,297	<b>86,427</b>	36,556	57,335	<b>93,891</b>	36,550	59,558	<b>96,108</b>
Poland	<b>7,586</b>	2,365	6,462	<b>8,827</b>	2,668	7,616	<b>10,284</b>	2,971	8,617	<b>11,588</b>	3,050	9,159	<b>12,209</b>
Russ. Federation	<b>5,955</b>	2,193	4,905	<b>7,089</b>	2,357	5,756	<b>8,113</b>	2,415	6,491	<b>8,906</b>	2,462	7,132	<b>9,594</b>
France/Bulgaria	<b>F 5,523</b>	B 2,839	4,115	<b>6,954</b>	B 3,882	5,617	<b>9,499</b>	B 4,656	6,930	<b>11,586</b>	B 4,873	7,594	<b>12,467</b>
Africa	<b>16,536</b>	14,302	3,404	<b>17,706</b>	15,469	3,777	<b>19,246</b>	16,220	4,102	<b>20,322</b>	16,171	4,304	<b>20,475</b>
Morocco	<b>5,130</b>	4,860	710	<b>5,570</b>	5,349	810	<b>6,159</b>	5,902	889	<b>6,791</b>	6,022	964	<b>6,986</b>
Cameroon	<b>4,003</b>	3,018	1,291	<b>4,309</b>	3,289	1,420	<b>4,709</b>	3,544	1,567	<b>5,111</b>	3,596	1,649	<b>5,245</b>
Egypt/Tunisia	<b>E 1,125</b>	T 1,011	230	<b>1,241</b>	T 1,168	262	<b>1,430</b>	T 1,301	300	<b>1,601</b>	T1,505	340	<b>1,845</b>
America	<b>8,028</b>	4,132	4,312	<b>8,444</b>	4,495	4,689	<b>9,184</b>	4,859	4,975	<b>9,834</b>	5,166	5,164	<b>10,326</b>
USA	<b>2,784</b>	1,335	1,365	<b>2,700</b>	1,383	1,413	<b>2,796</b>	1,375	1,372	<b>2,747</b>	1,384	1,381	<b>2,765</b>
Brazil	<b>1,308</b>	597	778	<b>1,375</b>	591	816	<b>1,407</b>	659	884	<b>1,543</b>	668	884	<b>1,552</b>
Peru/Mexico	<b>P 725</b>	P 321	420	<b>741</b>	P 331	454	<b>785</b>	M 539	394	<b>933</b>	M 673	463	<b>1,136</b>
Asia	<b>31,208</b>	21,086	17,013	<b>38,099</b>	26,316	21,151	<b>47,467</b>	27,863	22,542	<b>55,425</b>	32,472	26,441	<b>58,494</b>
China	<b>8,745</b>	6,861	6,662	<b>13,523</b>	9,960	9,414	<b>19,374</b>	12,514	11,581	<b>24,095</b>	13,498	12,489	<b>25,987</b>
South Korea	<b>3,605</b>	1,683	2,046	<b>3,729</b>	1,715	2,184	<b>3,899</b>	1,594	2,181	<b>3,775</b>	1,584	2,246	<b>3,830</b>
Iran/India	<b>Ir 3,287</b>	Ir 1,659	1,270	<b>2,929</b>	Ir 2,481	439	<b>2,920</b>	Ir 3,119	578	<b>3,697</b>	Ir 3,192	615	<b>3,807</b>
Oceania	<b>240</b>	105	155	<b>260</b>	118	160	<b>278</b>	153	157	<b>310</b>	151	161	<b>312</b>

Source: DAAD, 2006

# Sweden

## General policies towards international students

Nationals from outside the EU/EEA intending to enrol in university courses in Sweden for more than three months need a student visa. The visa has to be applied for and to be issued in the home country. In order to obtain a student visa, the following conditions have to be met: the applicant needs to present a confirmation of admission at a university, the studies have to be full time, the individual has to show that the financial means for the whole time of study is secured (SEK 6,300 (€ 680)<sup>112</sup> per month for 10 months a year)<sup>113</sup>, and the individual has to be prepared to leave Sweden at the end of the studies.<sup>114</sup>

According to the Swedish Migration Board, the issuing of a student visa takes between six and eight weeks. Many foreign students from outside the EEA get admitted to courses but lose their place due to lengthy immigration procedures.<sup>115</sup> The Migration Board<sup>116</sup> also suspects that many applications for student visas are abused for immigration purposes, and refers to, among others, the possibility of bogus students to abuse the Swedish social welfare system.<sup>117</sup>

Since 2002, the Swedish student visa allows the visa holder to take up employment during this time.<sup>118</sup> Also family members (spouse and children under 18) can be brought to Sweden. Their residence permits are directly dependent on the student's, and they are not allowed to work.

There are different regulations for both EU/EEA nationals and persons with a permanent residence permit from an EU/EEA country. Since April 2006, EU/EEA nationals do not need a residence permit in order to come to Sweden to study or to work. However, they have to register at the Migration Board as students and have to present the same preconditions (financial means, admission to university, health insurance) as students from third countries. Spouses and children under 21 years also have the right to stay in Sweden. The registration can be made over the Internet. They then receive a registration certificate which is valid until further notice. After five years of permanently living in Sweden, EU/EEA nationals get a permanent right of residence. Nordic citizens can live, work and study in Sweden without registering. Swiss nationals, however, still have to apply for a residence permit (from within Sweden).

Non-EU/EEA nationals only have the right to apply for a permanent residence permit once they have spent two years in Sweden on a residence permit for family reunification; the regular work permit does

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<sup>112</sup> 1 SEK equals 0.1079 € (The Universal Currency Converter, 2006)

<sup>113</sup> From 1 January 2007, SEK 7,300 is required

<sup>114</sup> Information from Migration Board/Migrationsverket, 2006(c)

<sup>115</sup> For example, of the 1,300 students that applied for courses at Malmö University for the semester 2005/06, around 400 got admitted. However, only 100 were expected to start the courses (Sydsvenskan, 29 August 2005).

<sup>116</sup> The Migration Board concludes that abuse of student visas exists and suggests several measures to combat this. Depositions of the financial means for the duration of the intended stay on a Swedish bank account, to grant entry permits of short duration, so that the applicant, after arrival in Sweden, would have to apply for a residence permit together with the registration at the university and a confirmation of the university that the applicant has attended the lectures. However, both suggestions are still being discussed (Migrationsverket, 2005, 2006(b)).

<sup>117</sup> Anyone who stays in Sweden longer than 12 months has to register at the tax office. A registered person has theoretically the right to claim social allowances.

<sup>118</sup> Exchange students are excluded.

not lead to a permanent residence permit. They can apply for citizenship after five years; the years as a guest student, however, cannot be counted as years of residence in Sweden for naturalization.<sup>119</sup>

Up until now, Swedish and all international students can study for free in Sweden. This is likely to change in the future; on 30 January 2006, the evaluation committee for the introduction of student fees<sup>120</sup> proposed to introduce tuition fees for students from outside the EU/EEA. The fees shall cover all costs related to the education of the foreigner. The main reasoning is to prevent the displacement of Swedish students at Swedish universities. At the same time, the committee suggests to increase the international students' possibility to get a scholarship, to continue to develop new courses and programmes attractive to foreign students, and to increase the marketing efforts of the Swedish higher education system. Studies at the doctoral level, however, are not targeted by the tuition fee reform.

In 2000, the Swedish Department of Education published a green paper called "Advantage Sweden" that investigates the prerequisites for increasing the number of foreign students (with the main focus on students from outside the EU/EEA) at Swedish universities and other institutions of higher education.<sup>121</sup> The paper concluded that there were manifold reasons to increase the number of foreign students with reference to the increasing competition on the international market for higher education. Among others, the paper states that one way of supporting the developing countries' aim to build up higher education is to educate students from developing countries in Sweden.

The paper suggested a number of measures to be taken within five years. Measures that have been implemented aim at more programmes in English, and allow students to work during their studies. Other measures are still under discussion, such as the facilitation of the integration of international students into the Swedish labour market after graduation. Other suggestions spelled out in the paper are an increase of the number of foreign students by 5,000 within the next five years, and offering more scholarships for students from Eastern European and developing countries.

Recently, the Swedish Department for Trade and Industry published a green paper analysing the regulations concerning labour migration to Sweden. Part of the mandate of the Committee on Labour Immigration, the authors of the paper, is to specifically look at the possibilities of international students to stay in Sweden after graduation and work. A partial report was presented in May 2005.<sup>122</sup> The paper concludes that the present regulations for guest students, doctoral students and researchers impose extensive restrictions on the opportunities of their integration into the Swedish labour market. It also points at the fact that labour migration of the highly skilled to Sweden can accelerate the brain drain in the short run. However, the committee also points at the long run beneficial effects of migrants' remittances on the development of the country of origin. Suggestions for amendments of the present regulations will be presented in the final report that is expected in autumn 2006.

## After graduation

The Swedish regulations concerning foreign graduates' rights to stay and take up employment are still under consideration. What can be said, however, is that both the beneficial aspects of foreign graduates' integration into the Swedish labour market and the Swedish way to support developing

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<sup>119</sup> Migrationsverket, 2006(a)

<sup>120</sup> SOU 2006:7

<sup>121</sup> SOU 2000:92

<sup>122</sup> SOU 2005:50

countries through offering higher education for its students (as a means for development) are recognised and considered in the political debate.

In practise, international students can apply for a status change (for work permit or residence permit on family grounds) when in Sweden – usually one has to apply in the home country – if they have been in the country longer than six months. In 2000, around 5,400 individuals sought temporary residence permits, both first-time applications and extensions. Taking varying lengths of studies into consideration, around 800 students applied for a work permit between 2000 until 2005. Most of them got it. Approximately every fifth foreign student applies for a work permit (see Table 1).<sup>123</sup> However, the usual rules apply: the individual must already have found a position, and must be prepared to leave the country upon the expiration of the contract.<sup>124</sup>

The new conservative government – elected on 17 September 2006 – agrees that Sweden needs to facilitate the immigration for labour market purposes for nationals from outside the EU. The conservative majority of the government proposes to introduce a three-month visa that enables their holders to enter Sweden and look for a job. If a Swedish employer decides to hire a non-EU national according to the regular Swedish conditions of employment, he/she can do so without approval of the Employment Agency. After five years of continuous employment, a permanent residence permit shall be granted.<sup>125</sup> However, no final decision will be taken until the final report of the Swedish Department for Trade and Industry is presented.

## Statistics

The number of foreign students with a first-time residence permit has doubled in the five years between 2000 (around 3,000 students) and 2004 (around 6,000 students) i.e. a growth of between 500 and 1,000 per year. The Migration Board<sup>126</sup> explains this growth partially with the fact that the universities and other institutions of higher education expanded their offer and the number of courses taught in English.

As Table 1 shows, nationals from Iran (32%), India (27%), Bulgaria (25%), China and Romania (each 22%) are the top five of all non-EEA students seeking work permits in Sweden. All applications made by students from Bulgaria (and Hungary) were approved, while only 89% of applications made by Romanian students were approved. Applicants from Ukraine and Australia have an even lower success rate at 64%, respectively 74%.

The total number of international students increased between 1999/00 and 2004/05 from 5,500 to 13,300, which is more than double (241%) (see Table 2). The majority of all international students are male (53%). Of the 1,663 Scandinavian students in 1999/00, 68% were female; this number, however, came down to 47% in 2004/05. The share of female students went down in all other continents as well: EU 25 (- Scandinavia) from 56% to 52%, Africa from 25% to 17%, and in Asia from 37% to 28%.

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<sup>123</sup> As an example: Of the 700 Chinese students that got a residence permit for study purposes, 22% sought work permission, whereof 91% received it.

<sup>124</sup> SOU 2005:50

<sup>125</sup> Sveriges Radio, 2006

<sup>126</sup> Migrationsverket, 2005

**Table 1: Guest students in 2000 – Application and Decision on Work Permits, 2000-2005**

	No of students that got residence permit in 2000	No of appli- cations with decision	% of no of students	No of granted work permits	% of appli- cations
China	728	159	22	145	91
Russia	456	91	20	82	90
USA	405	23	6	20	87
Poland	262	28	11	26	93
Lithuania	198	38	19	36	95
Estonia	197	32	16	26	81
Australia	172	19	11	14	74
Japan	153	16	10	15	94
Latvia	152	25	16	24	96
Romania	123	27	22	24	89
Hungary	118	14	12	14	100
India	103	28	27	27	96
Iran	77	25	32	23	92
Ukraine	77	14	18	9	64
Bulgaria	63	16	25	16	100
Other	2,158	288	13	/	/
Total	5,442	843	/	/	/

Source: SOU 2005:50

The top five source countries in 1999/00 were Finland, China, Germany, USA, and the Russian Federation (see Table 2). In 2004/05, Finland, India, China, Nigeria, and Pakistan sent the most students. The number of all Indian students in 1999/00 multiplied by 44,6 to 829 in 2004/05, the number of Nigerian students multiplied by 15, while the number of Finnish and German students remained almost the same (multiplied by 1,1, respectively 1,6). Every fourth international student enrolled in courses in law, social sciences, and technology.

**Table 2: Total Number of International Students at Swedish Universities according to Major Countries and Sex, 1999/00 – 2004/05**

	1999/00		2000/01		2001/02		2002/03		2003/04		2004/05	
	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female
<b>Total</b>	<b>5,484</b>	<b>3,088</b>	<b>5,810</b>	<b>3,210</b>	<b>7,090</b>	<b>3,819</b>	<b>9,162</b>	<b>4,786</b>	<b>11,264</b>	<b>5,496</b>	<b>13,250</b>	<b>6,163</b>
<b>Scandinavia</b>	<b>1,663</b>	<b>1,138</b>	<b>1,637</b>	<b>1,130</b>	<b>1,647</b>	<b>1,148</b>	<b>1,831</b>	<b>1,245</b>	<b>1,948</b>	<b>1,305</b>	<b>1,839</b>	<b>1,260</b>
Finland	1,123	823	1,098	820	1,087	814	1,202	873	1,252	910	1,197	887
<b>EU 25</b>	<b>666</b>	<b>377</b>	<b>746</b>	<b>427</b>	<b>964</b>	<b>531</b>	<b>1,185</b>	<b>609</b>	<b>1,347</b>	<b>718</b>	<b>1,179</b>	<b>615</b>
Germany	158	81	177	108	231	126	254	136	286	150	252	132
France	66	26	61	21	105	39	139	52	156	50	159	47
<b>Rest of Europe</b>	<b>254</b>	<b>138</b>	<b>309</b>	<b>171</b>	<b>399</b>	<b>238</b>	<b>563</b>	<b>340</b>	<b>668</b>	<b>418</b>	<b>799</b>	<b>496</b>
Russia	97	64	106	68	147	94	202	134	236	163	266	196
Turkey	19	13	30	14	35	18	57	18	84	17	116	20
<b>Africa</b>	<b>170</b>	<b>43</b>	<b>230</b>	<b>51</b>	<b>275</b>	<b>69</b>	<b>360</b>	<b>88</b>	<b>500</b>	<b>117</b>	<b>729</b>	<b>129</b>
Cameroon	7	0	20	5	27	4	39	8	85	19	194	29
Nigeria	10	2	9	0	12	0	34	4	64	7	152	11
<b>Asia</b>	<b>566</b>	<b>211</b>	<b>646</b>	<b>253</b>	<b>872</b>	<b>293</b>	<b>1,431</b>	<b>497</b>	<b>2,213</b>	<b>715</b>	<b>3,024</b>	<b>867</b>
India	20	6	26	10	103	12	285	27	598	58	892	67
China	151	77	181	98	240	125	423	233	631	339	693	367
Pakistan	29	0	50	4	76	4	105	5	179	8	333	13
<b>N America</b>	<b>181</b>	<b>79</b>	<b>230</b>	<b>93</b>	<b>280</b>	<b>119</b>	<b>325</b>	<b>143</b>	<b>396</b>	<b>173</b>	<b>466</b>	<b>198</b>
USA	107	48	138	60	154	75	177	91	203	93	247	108
<b>S America</b>	<b>68</b>	<b>24</b>	<b>90</b>	<b>43</b>	<b>102</b>	<b>49</b>	<b>133</b>	<b>51</b>	<b>165</b>	<b>72</b>	<b>183</b>	<b>79</b>
Brazil	14	7	16	10	20	10	33	12	39	17	47	20
<b>Oceania</b>	<b>28</b>	<b>13</b>	<b>34</b>	<b>12</b>	<b>34</b>	<b>15</b>	<b>27</b>	<b>11</b>	<b>46</b>	<b>22</b>	<b>53</b>	<b>24</b>
Australia	24	12	31	11	31	14	22	11	38	19	43	23
Unknown	1,888	1,065	1,888	1,030	2,517	1,357	3,307	1,802	3,981	1,956	4,978	2,495

Source: Högskoleverket, 2006(b)



# Switzerland

## General policies towards international students

Individuals intending to study at a university or other institute of higher education in Switzerland have to fulfil the following criteria in order to be able to enter the country: a) the applicant enters the country alone, b) he/she intends to study at a university or other institute of higher education, c) the programme of studies is chosen/determined, d) the university confirms eligibility concerning language skills and academic proficiency of the applicant, e) the financial means have to be secured, and f) it should be assured that the applicant intends to leave the country after completion of the programme/studies.<sup>127</sup> Nationals who need a visa in order to enter Switzerland can apply for a visa for study purposes at a Swiss consulate in their home country. For the visa, they need a confirmation letter/admission letter from the university, a confirmation of the tuition fee paid, evidence of sufficient financial means for the duration of the stay, a written commitment to leave the country after completion of the studies and a CV. Furthermore, the consulate checks if the applicant has sufficient skills in the language of instruction. It is then the task of the authorities of the respective municipality to check and grant the visa to enter the country.

Once in Switzerland, all international students have to register at the police department for alien affairs in the respective municipality in order to obtain a residence permit B. A valid passport, an admission letter from the university, evidence of sufficient financial means, and a statement concerning the address in Switzerland have to be presented. This permit is valid for one year at the time and can be renewed for the duration of the whole programme.<sup>128</sup>

Once at the university, foreign students have to reach their partial and final study goals within a reasonable time – otherwise the residence permit will not be renewed. Changes in the subject of the studies are only permitted in rare cases. Foreign students are allowed to work 15 hours per week after the first year of study (if the duration of the studies will not be prolonged as a result). The employer has to apply for a work permit at the employment office. PhD candidates that are employed by the universities also have to have a work permit – irrespective of whether their work is paid. Undergraduate and graduate students and in most cases also PhD candidates cannot bring their family members to Switzerland. However, due to the bilateral agreements between the EU and Switzerland, EU-nationals can bring their family members if they have sufficient financial means and enough living space.

Both the Swiss State Secretariat for Education and Research (SER)<sup>129</sup> and the Swiss Agency for Development and Cooperation (SADC)<sup>130</sup> offer grants for individuals from developing countries as a mean of co-operation and an instrument of development policy. Holders of such a visa commit themselves to returning to their country after completing the course or programme. Additionally, to prevent brain drain the SADC generally only finances shorter courses.<sup>131</sup> The SER also offers grants for nationals of other countries.

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<sup>127</sup> Schweizerische Eidgenossenschaft, 2006(a)

<sup>128</sup> CRUS, 2006

<sup>129</sup> Belonging to the Ministry of Interior.

<sup>130</sup> Belonging to the Ministry of Foreign Affairs.

<sup>131</sup> DEZA, 2004

In addition, the Swiss government every year offers scholarships for different country categories. Most of these are for post-graduate courses and are issued for 9 months (non-renewable).<sup>132</sup>

## After graduation

Foreign students graduating from a Swiss institution of higher education in most cases need to leave the country if they do not get a residence permit on family grounds or marriage.

Foreign graduates who wish to take up employment in Switzerland need to have a job offer from an employer that confirms that no Swiss/EU citizen was available for the job. In addition, the same contingent is applicable as for all other foreign workers. There are some exceptions to this contingent: students that work part-time and doctoral students and researchers at institutions of higher education are not subject to a contingent. PhD students are allowed to work for a maximum of 15 hours a week if the employment is not directly related to the dissertation. If they find employment that is directly related to their dissertation, they are allowed to be employed for no more than 60% (three full days a week). After successful completion of the doctoral dissertation, the Swiss labour market authorities can approve a work permit for highly qualified researchers in rare fields or in fields that suffer a labour shortage.<sup>133</sup>

EU/EFTA nationals do not need a residence permit for up to 90 days, and can theoretically use this time to look for a job. This can be extended another 90 days with the short-term residence permit L. Until June 2007, EU/EFTA nationals who found a job are, however, still subject to a contingent.<sup>134</sup> From outside the EU/EFTA, only highly skilled individuals are recruited and only if there is a need for them. The Federal Office for Migration defines highly skilled as individuals with a degree from institutions of higher education and some years of relevant work experience.<sup>135</sup> Following this definition, foreign students are only rarely recruited.

The new Aliens' Law, which was approved by the referendum on 24 September 2006, e.g. suggests facilitating the integration into the labour market of foreigners graduated from Swiss institutions of higher education if the employment is of high scientific interest (article 30). Another suggested amendment concerns family reunification which will be allowed for students at all levels.<sup>136</sup>

EU nationals and citizens from the USA, Canada and Norway can apply for a permanent residence permit after five years stay in Switzerland; however, student years cannot be counted in. All other nationalities need to have stayed in the country for up to ten years before they have the right to apply for long-term resident status.

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<sup>132</sup> Staatssekretariat für Bildung und Forschung, 2006

<sup>133</sup> Bundesamt für Migration, 2006(b)

<sup>134</sup> The cap is 15,300 for long-term employment (B), and 115,700 for short-term employment (less than a year) (L).

<sup>135</sup> Bundesamt für Migration, 2006(a)

<sup>136</sup> Schweizerische Eidgenossenschaft, 2006(b)

## Statistics

As shown in Table 1, the number of educational foreigners in Switzerland increases steadily. In addition to these numbers, inward mobility students with Swiss nationality numbered almost 3,000 in 2002/03, which accounts for 12.7% of the total number of mobile students (educational foreigners and inward mobility students with Swiss nationality)<sup>137</sup>.

**Table 1: No of International Students; % of Total of all Students; % of Women among Intl. Students, 2000-2005**

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05
Universities	13,208	13,982	14,879	16,448	17,809	18,714
Schools of Applied Sciences	1,315	2,096	2,518	3,568	4,110	4,625
<b>Total</b>	<b>14,523</b>	<b>16,078</b>	<b>17,397</b>	<b>20,016</b>	<b>21,919</b>	<b>23,339</b>
% of Women	/	44.6	45.4	46.0	46.1	/
% of Total Number of Students	/	13.2	13.4	14.0	14.3	/

Source: Bundesamt für Statistik, 2005

The 21,900 educational foreigners<sup>138</sup> in Switzerland in 2003/04 account for 14.3% of the total number of students. As shown in Tables 2 and 3, almost half of them came from the neighbouring countries: 24.3% Germans, 13.9% French, and 6.9% Italians plus some Austrians and nationals from Liechtenstein. Three out of four foreign students were nationals from a European country (around 16,000). Between 1,700 and 2,200 (8 – 10%) each came from Asia, America and Africa. The majority of the African students came from the North African countries Morocco, Algeria, and Tunisia. Also Senegal and Cameroon send a significant number of students. China accounted for 2.7% of all educational foreigners, or 30.7% of all educational foreigners of Asian origin.

**Table 2: Top Ten Countries of Origin in Swiss Higher Education, 2003/04**

Germany	France	Italy	China	Austria	Russia	Romania	Spain	Poland	Morocco
5,329	3,049	1,506	591	494	479	471	424	403	382

Source: Bundesamt für Statistik, 2005

The Top Five countries of non-European students at the universities were China, Morocco, Turkey, Cameroon, and the USA.

29.8% of all educational foreigners enrolled at Swiss institutions of higher education were enrolled in humanities and social sciences (see Table 4). Especially, the fields of political science, psychology, and Romance languages and literature studies attracted many educational foreigners. The ration of educational foreigners to the total number of students was 12.9% in the winter semester 2003/04. Natural sciences attracted 23.3% of all educational foreigners, most of these study biology, chemistry, IT, or physics. Their number increased by more than 60% since 1990. Almost the same number of students is enrolled in economic sciences and technical sciences, around 17.0%. The number of educational foreigners more than doubled (+155%) since 1990. One explanation for that is the establishment of a university in the Italian part of the country in 1996 that attracts many Italian students for studies in architecture.

<sup>137</sup> Kelo, Teichler, Wächter, 2006

<sup>138</sup> The statistics do not include exchange students as they are often still registered at their home university.

**Table 3: Number of educational Foreigners by to Continent and Selected Countries, 2000/01-2003/04**

	2000/01	2001/02	2002/03	2003/04
Europe	11,901	12,775	14,592	16,043
Germany	3,960	4,175	4,767	5,329
France	2,206	2,290	2,702	3,049
Italy	1,175	1,266	1,412	1,506
Africa	1,553	1,712	2,005	2,219
Morocco	318	336	376	822
Cameroon	131	155	228	298
Tunisia	162	190	231	255
America	1,295	1,396	1,580	1,667
USA	268	266	297	283
Columbia	172	180	219	223
Canada	158	171	187	209
Asia	1,274	1,455	1,774	1,922
China	392	416	512	591
Iran	111	120	153	159
India	84	122	204	226
Oceania	51	55	60	63
Total	16,078	17,397	20,016	21,919

Source: Bundesamt für Statistik, 2005

**Table 4: Number of Educational Foreigners by Fields of Study at Swiss Universities, 2000-2003**

	2000/01	2001/02	2002/03	2003/04	% of Total Students, 2003
Humanities, Social Sciences	4,276	4,592	5,061	5,302	29.8
Economy	2,402	2,538	2,816	3,021	17.0
Law	715	808	893	1,050	5.9
Natural Sciences	3,159	3,358	3,77	4,177	23.5
Medicine, Pharmacy	756	754	846	908	5.1
Technical Sciences	2,259	2,427	2,684	2,906	16.3
Other	415	402	378	445	2.5
Total	13,982	14,879	16,448	17,809	16.3

Source: Bundesamt für Statistik, 2005

52% of all students registered for a post-graduate education, 40% of all PhD students, and almost 20% of all master students at Swiss universities are educational foreigners (see Table 5). At the schools for applied sciences, around 40% of all students in the fields of theatre and music are educational foreigners. In all other subjects, the share of educational foreigners is not more than 10%. Usually, educational foreigners account for around 10% of all students registered for a diploma programme at a school of applied sciences.

Most educational foreigners register at Swiss universities where the language of instruction is their mother tongue. In the German part of Switzerland, where around 60.0% of all students study, only 41.1% of the educational foreigners were registered in 2003, while in the French part of Switzerland,

where almost 40.0% of all students study, more than 55.3% of all educational foreigners are registered.<sup>139</sup>

**Table 5: Number of Educational Foreigners by level of Study, 2000-2003**

	2000/01	2001/02	2002/03
University (UH)			
Undergraduate/Graduate	7,068	7,493	8,380
PhD	4,690	5,012	5,635
After-Diploma	2,224	2,372	2,433
Total	13,982	14,879	16,448
Schools of Applied Sciences (FH)			
Undergraduate/Graduate	1,940	2,298	3,220
After-Diploma	156	220	348
Total	2,096	2,518	3,568
Total of UH/FH	16,078	17,397	20,016

Source: Bundesamt für Statistik, 2005

<sup>139</sup> Source: Bundesamt für Statistik, 2005



# UK

## General policies towards international students

The admission policy towards foreign students from non-EEA countries in the UK requires that the following conditions<sup>140</sup> are met: in order to apply for a study visa or entry clearance the person needs to show a letter of acceptance of a university or institution of higher education (either publicly funded, private or an independent fee paying school) and the intention to enrol in a full-time degree course or study at least 15 hours per week in single subjects. Furthermore, the applicant must state the intention to return to the home country after completing the studies, must not engage in business or other employment except for part time work (up to 20 hours/week) during the semester and full-time work during holidays, or as part of the studies or a short internship in a firm for management programmes<sup>141</sup>, and has to meet the financial means to provide for all emerging costs, such as housing, tuition fee, etc.<sup>142</sup> Married spouses and children may accompany the student and take up employment given that the student's residence permit is valid for twelve months or more. Students can apply for their study permit to be extended from within the UK.

EEA and Swiss citizens have the right to live, study and work in the UK. If they enrol in a university programme, they can apply for a residence permit, which would make it easier to bring any accompanying dependant of non-EEA citizenship to the UK. In order to apply for the residence permit, they need to show a valid passport, confirmation of admission of a UK institution of higher education and evidence of financial means covering all expenses.

From earliest mid-2007 a new points-based immigration system is expected to be in use, which will consist of five tiers; one of them for students, the others are for the highly skilled, for skilled workers with a job offer in the UK, for low skilled workers, and for temporary workers and youth mobility. The system intends to make immigration into the UK both simpler and more vigorous. The decision-making process is foreseen to be more objective and transparent.<sup>143</sup>

Overseas students from developing countries can apply for a Chevening scholarship funded by the Foreign and Commonwealth Office. Part of the conditions for a successful application is the agreement to return home after their studies, to implement the new skills and knowledge acquired and in a way that contributes to the socio-economic development of their country.<sup>144</sup> Most of the sponsored courses are at the master's level. Nationals of some countries can only be sponsored if they take up courses in subject areas that are vital to their home country.

## After graduation

As a general rule, degree level students receive a student permit for the full duration of their studies plus four months, in which they have to the chance to, among other things, seek employment. Furthermore, during this time they can access the labour market freely and work full-time without

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<sup>140</sup> Immigration Law, §57 (Home Office, 2006(d))

<sup>141</sup> The consent of the Secretary of State for Employment is needed

<sup>142</sup> Compared to other countries, this is not very strict; a year's amount in a bank account at hand is not required.

<sup>143</sup> Home Office, 2006(a)

<sup>144</sup> Foreign and Commonwealth Office, 2002

requiring a work permit. If the student wishes to remain in the country to work after this time, she/he can switch into other labour schemes described below.

The government has set up different instruments to retain skills in the country. Two schemes are directly addressed to foreign graduates: the Fresh Talent: Working in Scotland scheme (FTWISS), and the Science and Engineering Graduates Scheme (SEGS). Neither of these schemes requires a job offer or work experience, and allows the participants to take up any kind of work for two, respectively one year. These schemes do not lead directly to permanent settlement, but provide a way to switch into other schemes that grant permanent residence.

The aim of the Fresh Talent Initiative is to encourage non-EEA nationals to settle down and work in Scotland. The scheme was launched on 22 June 2005 and enables non-EU/EEA nationals who have successfully completed a Higher National diploma, an undergraduate degree course, a Masters or PhD at a Scottish university, or Scottish public or private institution of higher education and who have lived in Scotland during their studies, to stay in Scotland for up to two years to seek and take up work. Participants of the programme can take up any kind of employment without seeking a work permit from the Home Office during the two years. Only individuals with leave as a student or as a participant of the SEGS scheme can apply from within the UK, although anybody that meets the requirements can apply from overseas. Everyone must have the ability to maintain themselves and their accompanying dependents without having to fall back on public resources to apply for this category. After two years, the individuals have to leave the country if they have not managed to qualify for a work permit (i.e. found a long-term position) or the Highly Skilled Migrants Programme, the Businessperson route or the Innovator route. Foreign students who leave the country after completing their studies can apply up to one year after they left Scotland. Anyone who has leave under the Science and Engineering Scheme can switch to the FTWISS; however, the time to remain in the UK cannot exceed two years. Dependants can enter the UK as well. Since the start of the scheme, nearly 600 students – more than 10% of those eligible – have been granted leave to remain under the scheme.<sup>145</sup>

The Science and Engineering Graduates Scheme (SEGS) was launched in October 2004 by the Home Office. From the beginning this programme enabled certain non-EEA nationals graduating with a undergraduate degree, a master degree or a doctoral degree in the fields of physics, mathematics and engineering to stay in the UK for a period of 12 months. The programme has been amended, and since 3 April this year, students with a master's or a PhD degree from a UK institution of higher education in any field who started their education after 1 May this year qualify for the programme. During these twelve months the participants are allowed to take up any employment or self-employment they wish. For undergraduates, the same shortage skill areas (physics, mathematics, etc.) remain. After this time, they can either switch to one of the designated employment categories or they have to leave the country. Applications for this programme are admitted from inside and outside the UK not later than twelve months after completing the studies. Spouses and dependants are eligible to accompany the applicant during his/her time in the UK. This scheme can be seen as a response to the recommendations of the Roberts Review.<sup>146</sup> The report points out that the field of engineering has the highest share of international PhD; about 40% to 50% of all students come from outside the UK.<sup>147</sup> Consequently, the UK needs to put schemes in place to actively retain them; otherwise the country

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<sup>145</sup> University of Edinburgh, 2005

<sup>146</sup> Roberts Review, 2002

<sup>147</sup> In the US, the numbers are similar.

could suffer a shortage of engineers, as non-UK graduates are more likely to leave the country than national graduates.

There are four other labour schemes in place that lead to permanent settlement in the UK. However, they do not specifically privilege international students with a degree from the UK. These are the Highly Skilled Migrant Programme, the Work permits scheme, the Business people scheme and the Innovators scheme. In this study, however, only the first two categories have been looked upon as it is more likely that foreign graduates chose one of these categories.

The UK's Highly Skilled Migrant Programme (HSMP) allows highly skilled migrants to enter the country in order to look for work or self-employment opportunities. Qualification for the HSMP is determined in a points-based system. The five fields in which the applicants can score points are: educational qualifications, work experience, past earnings, the individual's achievement in the chosen field, and the spouse's, civil partner's or unmarried partner's achievements. The pass mark to qualify is 65 points. The successful applicant can stay in the country for an initial period of 24 months. This period can be extended under the condition that the applicant is economically active in the UK. After five years of continuously living in the UK, participants of this programme can apply for a permanent residence permit. However, no advantage (extra points) is given to foreign graduates with a degree from the UK. Nevertheless, after participating in SEGS or FWTISS, foreign graduates may be able to reach the pass mark for the programme. The Master of Business Administration (MBA) Provision was introduced in April 2005 and is a subcategory to the HSMP scheme. Graduates of fifty top schools (ten in the UK, forty in the rest of the world) are allocated 65 points for their MBA and are allowed to stay and work in the UK for up to twelve months without having a job offer.

Usually, permit switches have to be made in the home country. However, students with a degree from a UK institution of higher education, postgraduate doctors and dentists, student nurses with a job offer as nurse, as well as participants in the HSMP, SEGS, and FTWISS are exempted from this rule and can apply for a switch into a work permit category from within the UK.

Foreign graduates also have the possibility to look for medium-skilled or highly skilled employment for which they can apply for a work permit. This is the main employment route within Immigration Rules. Here the employer applies for a work permit for a specific non-EEA national to do a specific job. Usually, these kinds of jobs require a labour market testing, which means that the employer has to prove that the position in question was advertised, but has failed to attract any suitable EEA or UK candidate. The obligation to labour market testing in most of the jobs that require a work permit is a preventive measure against foreigners supplanting jobs of nationals. Labour market testing, however, does not apply in case of designated shortage occupations as defined by the Sector Skills Councils. Once the work permit has been granted, the overseas national applies for the leave to enter or leave to remain under the immigration rules. The work permit binds the holder to one specific position; therefore, in order to change the job, a new work permit has to be required.

An additional route is the Training and Work Experience Scheme (TWES). Any student can apply for it, not just graduates. The aim is to allow students to gain professional work experience and training before returning home to their countries. Employers have to apply for a work permit in the training or the work experience category. As a general rule, participants need to be additional to the normal staffing requirements, rather than filling a post. Maximum length of the work permit is two years.

Nationals from EEA and Switzerland can work in the UK during and after their studies. Once they have completed five years of residency (including student years) they can apply for a permanent residence permit.<sup>148</sup> Non-EEA nationals can apply for a permanent residence permit after they have spent continuous five years in the UK as a work permit holder. Years spent as a student do not count.

Temporary migrants do not have the same welfare provision as UK citizens or permanent residents. Consequently, all individuals on temporary residence permit have a condition endorsed in their passports prohibiting recourse to public funds. Benefits, such as income-based job allowance, income support or housing benefits are not available for them. Nevertheless, temporary residence permit holders that work and pay taxes are eligible for benefits such as incapacity benefit or statutory maternity pay.

## Statistics

As shown in Table 1, of all 230,868 international students enrolled in an institution of higher education in the academic year 2000/01, 40% came from the EU 15, 28% from Asia, and 8% from African countries. In 2004/05, the share of EU 15 students fell to 31%, while the share of students from Asia rose up to 45%. African students accounted for 9%, Middle Eastern students for 4%, North and South American students to 9%, and students from Australasia to nearly 1%.

In post-graduate education, Asian students account for 43% in 2004/05 against 30% in 2000/01. North American students account in 2004/05 for 9% of all foreign students enrolled in post-graduate courses, while they only account for 6% in the under-graduate courses. The total amount of international students increased from 230,900 in 2000/01 to 318,400 in 2004/05 by 38%. In 1999/00, 224,700 international students were enrolled at UK institutions of higher education, whereof 129,200 at the undergraduate level, and 95,500 at the postgraduate level. This number, however, cannot be split up according to regions of origin.<sup>149</sup>

**Table 1: International Students Enrolled according to Region of Origin, 2000/01-2004/05**

	2000/01		2001/02		2002/03		2003/04		2004/05	
	PG	UG	PG	UG	PG	UG	PG	UG	PG	UG
EU 15	38,679	55,898	38,637	51,497	40,882	49,700	41,387	48,157	45,812	54,192
Rest of Europe	8,235	9,265	8,446	9,137	9,084	9,220	9,819	9,825	6,401	5,814
Africa	9,923	10,372	10,410	11,371	11,916	12,382	13,645	13,033	15,246	14,198
Asia	33,364	31,513	40,872	37,674	53,971	49,379	65,276	56,428	70,835	61,444
Oceania	1,355	592	1,396	606	1,507	595	1,567	652	1,629	744
Middle East	6,629	3,933	6,646	4,182	6,792	5,070	7,605	5,313	7,949	5,467
N America	10,157	5,812	11,047	6,167	12,727	6,988	13,959	8,218	14,513	8,832
S America	2,777	1,163	2,798	1,146	2,750	1,181	2,822	1,193	2,715	1,304
Other	244	957	174	551	539	585	474	683	695	609
Subtotal	111,363	119,505	120,426	122,331	140,168	135,100	156,554	143,502	165,795	152,604
Total	230,868		242,757		275,268		300,056		318,399	

Source: Department for Education and Skills, 2006(a)

PG = Postgraduate, UG = Undergraduate

<sup>148</sup> Home Office, 2006(b)

<sup>149</sup> HESA, 2000

17.1% of all foreign students in 2003/04 were of Chinese origin, while 8.7% came from Greece, 6.2% from the US, and 5.0% each from Germany and France. Six of the top ten countries belong to the EU and seven to the OECD. The latter sum up to 103,995, which is 57.9% of the total number of student coming from the top ten countries of origin, or 34.7% of the total number of foreign students (see Table 2).

**Table 2: Top Ten Full-Time Foreign Students in No and % of Total Foreign Students, 2003/04**

	No of students	%
China	51,17	17.1
Greece	26,175	8.7
USA	18,625	6.2
Germany	15,085	5.0
France	14,78	4.9
Ireland	13,51	4.5
India	12,505	4.2
Malaysia	11,81	3.9
Spain	8,815	2.9
Italy	6,965	2.3
Top Ten	179,435	59.8

Source: Kelo, Teichler, Wächter, 2006

Six months after graduation, EU domiciled students are sent a questionnaire concerning their first destination. As is shown in Table 3, the response rate varies between 50.6% and 41.8% during the years. Even though the numbers are not completely reliable due to low response rates in 2002/03, 2003/04, and 2004/05, and the bias of the responses has not been analysed, a certain trend can still be observed: there is a clear increase of EU domiciled graduates that take up employment in the UK. The number of graduates taking up employment in the UK accounted for 19.3% of all respondents in 2000/01, and rose to 26.6% in 2004/05.

**Table 3: First Destination of EU Students<sup>150</sup> Graduated from UK Institutions of Higher Education Six Months after Graduation, 2000/01 – 2004/05**

First destination	2000/01	2001/02	2002/03	2003/04	2004/05
Employment in the UK	2,550	2,525	2,635	3,060	3,365
Employment Overseas	3,205	3,100	3,545	3,650	4,110
Further Study in the UK*	3,360	3,435	3,520	3,385	3,520
Further Study Overseas	1,095	1,120	-	-	-
Overseas Students Returning Overseas	1,820	1,370	-	-	-
Other	1,205	1,420	1,385	1,590	1,640
<b>Total</b>	<b>13,230</b>	<b>12,975</b>	<b>11,085</b>	<b>11,685</b>	<b>12,640</b>
Survey Response Rate	50.6	50.0	41.8	46.6	47.5
% Employed in the UK	19.3	19.5	23.8	26.2	26.6

Source: Department for Education and Skills, 2006(b)

\* For the years 02/03 – 04/05, the category is called "Further study only"

<sup>150</sup> Including overseas students domiciled in the EU

A large number of the EU domiciled graduates who responded to the questionnaires enrol in business and administrative studies. Around 10% each enrol in art and design programme, education and social studies, engineering and technology and subjects related to medicine (see Table 4).

**Table 4: Major Types of Studies of EU domiciled Graduates, 2004/05**

	Number
Business & Administrative Studies	575
Creative Arts & Design	370
Education	350
Subjects Allied to Medicine	300
Social Studies	290
Engineering & Technology	270
Biological Sciences	190
Languages	165
Computer Science	165
Mass Communications & Documentation	130
Other	560
Total	3,365

Source: Department for Education and Skills, 2006(b)

As Table 5 shows, a large majority finds employment in business and administration related areas or in education (each around 22.0%). Approximately every seventh foreign graduate from other EU countries that remains in the UK for work takes up employment in the health sector or within social work. Around 7.8% each find employment in the financial sector and in manufacturing, while 3.4% find work in the service sector (hotel, restaurant).

**Table 5: EU Domiciled Students by Ten Most Frequent Types of Jobs Found Six Months after Graduation, 04/05**

	Number
Business, Research, Renting, Property Development	730
Education	725
Health & Social Work	455
Other Community, Social Activities	295
Financial Activities	265
Manufacturing	260
Wholesale & Retails Trade	210
Public Administration, Defense, Social Security	120
Hotels & Restaurants	115
Transport, Storage, Communication	80
Other	110
Total	3,365

Source: Department for Education and Skills, 2006(b)

As EU/EEA and Swiss nationals have free access to the UK labour market, participants in the Fresh Talent: Work in Scotland Scheme and in the Science and Engineering Scheme are solely third-country nationals. Of the 1,270 individuals applying for the Fresh Talent Scheme in 2005, 86% were admitted; 39% of them were female. Similarly, in the SEGS, 85% of all applicants were admitted; only 23% of them were female (see Table 6).

**Table 6: Applicants and Receivers of FTWISS and SEGS, 2005**

	Applicants	Male	Female	Receivers	Male	Female
FTWISS	1,270	722	498	1,093	667	426
SEGS	3,258	2,489	768	2,774	2,131	642

Source: Home Office, 2006(c)

As Table 7 shows, China, India, and Nigeria constitute the three major source countries in both schemes. Furthermore, Pakistan, Malaysia, Ghana and Bangladesh are in both schemes among the top ten countries of origin.

**Table 7: Top Ten Countries of Origin of FTWISS and SEGS Participants, 2005**

FTWISS		SEGS	
China	365	India	1,056
India	328	China	545
Nigeria	125	Nigeria	385
USA	71	Pakistan	224
Pakistan	52	Malaysia	207
Malaysia	50	Ghana	96
Ghana	32	Sri Lanka	72
Bangladesh	17	Kenya	49
Zimbabwe	14	Bangladesh	49
Kenya	13	Mauritius	31
Total	1,067	Total	2,714

Source: Home Office, 2006(c)

The Home Office estimates that between 2% and 5% of all Highly Skilled Migrant Programme are UK students at the time of application. Approximately 17,000 approvals were made in 2005, suggesting that between 400 and 900 of these were previously students in the UK.



# USA

## General policies towards international students

Usually, foreign students in the US enter the country with a non-immigrant status on a visa F-1. The F-1 category includes academic students in colleges, universities, seminaries, conservatories, academic high schools and language trainings.

Family members (spouse, children) are allowed to join the student on an F-2 visa. The family's immigration status is directly dependent on the student's status. After being accepted by a school, the F-1 visa can be obtained in the home country or inside the US from a US Embassy or Consulate after presenting a travel document, a confirmation of acceptance by the school and proof of the financial means to cover all expenses involved during a stay.

After the first year of studies, foreign students are allowed to work on-campus and off-campus under limited conditions. An F-1 student may engage in on-campus employment (student services only) under the conditions that no US resident is displaced and that the work time does not exceed 20 hours a week. After being enrolled in a university course for one year, F-1 students can obtain the authorisation to work part-time off-campus. However, the average work hours may not exceed 20 hours a week during the semester. During holidays, F-1 students are permitted to work full time.

For vocational training and other non-academic trainings, individuals apply through the M-1 visa.<sup>151</sup> Under this visa, the student is allowed to stay in the country up until one year, or until the enrolment is finished (whichever is shorter). In case the programme exceeds this period, the student can apply for an extension. Neither the student nor the family members staying under his visa are allowed to take up employment.

The third class of student visas covers students, research scholars, teachers, professors and a number of other categories under the Exchange Visitor Visa J-1. In order to obtain a J-1 visa, the applicant has to show a letter of acceptance in an exchange programme, in addition to evidence of financial funds to cover expenses. The period is limited to the exchange programme, and certain categories of people have to return to their home country for two years before they can enter the US again. Among these categories are J-1 visa holders whose exchange programme has been financed by the US government or the government of their home country, and J-1 visa holders that entered the US to receive graduate medical education or training. Nevertheless, under special circumstances, J-1 visa holders can apply for these regulations to be waived. Among those who can apply for a visa waive of the two-year foreign residency obligation are foreign medical graduates, who have an offer of full-time employment at a health care facility in a designated health care professional shortage area. The visa holder has to sign a contract for at least 40 hours/week and not less than three years. Each state is allowed thirty waivers per federal fiscal year.

Tuition fees and living costs have to be paid by the foreign students themselves. Depending on where and how long they intend to study, the prices can vary considerably. Generally, total costs for a four

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<sup>151</sup> US Citizenship and Immigration Services, 2005

year course at either a public or private institution vary between \$15,000 (€ 11,750)<sup>152</sup> and \$32,000 (€ 25,066) for tuition fees and living costs per year.<sup>153</sup>

In August 2003, the Student and Exchange Visitor Information System (SEVIS) was launched to provide up-to date information on foreign students and exchange visitors to ensure that their status is maintained. This is a direct result of the events of 11 September 2001, as many of the terrorists had student or exchange visitor visas (F, M, J). This brought light to the fact that the authorities did not have a way of monitoring whether student visa holders pursue their university careers or not.

The Fulbright Scholarship is sponsored by the Bureau of Educational and Cultural Affairs of the United States Department of State. Most of the funding comes from the US government, while a small amount is born by the participating countries' governments, respectively institutions. In 2004, 2,125 foreign students were offered new or renewed grant awards for study at US universities (thereby making it an important instrument for getting foreign students into the country).<sup>154</sup> Fulbright students generally enter the US on a J-1 visa, which requires them to spend at least two years in their home country after completing the exchange programme.<sup>155</sup> In the past few years, however, the federal government has made substantial cuts in its expenditures for scholarships; in 2003, only 6% of all foreign students named the federal government as the direct source of their scholarship.<sup>156</sup>

The dramatic loss of the US in market share in the global market for international students over the past decade has of course not gone unnoticed among policy-makers in the US and there are now increasingly calls for a renewed commitment by the United States to welcoming the world's best students and scholars. A new report by the NAFSA, the Association of International Educators, from June 2006 demands increased efforts in "restoring competitiveness for international students and scholars" in order "to compete effectively in the growing global competition for talent". In particular, the report demands a coordinated effort by the US government and "a balanced visa policy that facilitates access for students and scholars, consistent with security".<sup>157</sup>

## After graduation

Upon completion of the studies, the F-1 graduate can – after approval – be allowed to stay in the country for up to 12 months in order to pursue a practical training. After that, the student has 60 days during which he/she has to leave the country. M-1 students can apply for extension for up to 6 months in order to pursue practical training.

The United States has an extensive temporary work programme for the highly skilled, the H-1B Programme. Visas for an initial stay period of three years, which can be extended for a total of six years, are granted to foreigners with a bachelor degree or higher, taking up a position in the US requiring a bachelor degree or higher. Usually this group consists of architects, engineers, computer programmers, medical doctors and college professors. Spouses and unmarried children under 21 years of age may accompany the principal applicant during his/her stay on an H-4 visa, but they are not

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<sup>152</sup> 1 USD = 0.7833 € (The Universal Currency Converter, 2006)

<sup>153</sup> Education USA

<sup>154</sup> Fulbright Association, 2006

<sup>155</sup> Exceptions to that are, among others, if the home government agrees on further stay in the US, or if a US governmental organisation shows interest in the employment of a J-1 visa holder.

<sup>156</sup> OECD, 2004

<sup>157</sup> NAFSA: Association of International Educators, 2006

allowed to enter the labour market. There is an annual maximum accepted to the Programme, currently (since October 2003) at 65,000. The maximum for the previous three years was 195,000, and in the future, as stated in the Comprehensive Immigration Reform Act (CIRA) approved in May 2006 by the Senate, the cap will be raised to 115,000. This number can be raised another 20 percent a year if employer requests exhaust the number of visas before the end of the year. The H-1B Visa Reform Act of 2004 (in effect since May 5, 2005) made an additional 20,000 new H-1B visas available for foreign workers with a Master's or PhD degree from a US academic university. For the fiscal year 2007 (starting on 1 October 2006) the cap of 65,000 for the general programme was reached on 26 May 2006, while the cap of 20,000 for aliens with a master's or PhD degree from a US institution of higher education was exhausted on 26 July 2006. For the fiscal year 2006 (starting 1 October 2005), the cap for foreign graduates was reached as early as 17 January 2006.<sup>158</sup> There are no instruments in place to track who is staying, but generally it can be said that the higher the education, the more graduates stay.<sup>159</sup>

Other labour schemes include the H-1C visa that targets registered nurses with a US or foreign degree. The visa is limited to 500 nurses annually, is strictly employer-specific, and valid for a total of three years. Dependants can enter the US on an H-4 visa

H-1B workers and H-1C nurses have the possibility to become permanent immigrants if their employers decide to sponsor them for a process called "certification". The employer must prove that no US worker at prevailing wages has been available to fill the position. The employers' requests to have their immigrant workers certified are approved by the Department of Labour, which is not seldom a lengthy and costly process. In the fiscal year 2003, 99% of the 24,000 foreigners sponsored by US employers were already working for the employers who requested them.<sup>160</sup> Every year, there are around 50,000 employment-related immigrant visas available.

## Statistics

The US issues around 250,000 student visas a year, and there are almost 600,000 international students residing in the country at a time. In the academic year 2004/05, a total number of 565,039 foreign students were enrolled at US institutions of higher education. This number accounts for a rise of 9.7% compared to 1999/2000. However, it also constitutes a 3.7% decrease since the peak (586,323) in 2002/03. In the years 1999/00 until 2001/02, the group of foreign students in the US grew steadily by 4.8 respectively 6.4% (see Table 1).

**Table 1: Number of International Students<sup>161</sup>, Annual Change in %, and % of all Students, 1999/00 – 2004/05**

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05
International students	514,723	547,867	582,996	586,323	572,509	565,039
% Annual Change	4.8	6.4	6.4	0.6	-2.4	-1.3
% of Total Students	3.8	3.9	4.3	4.6	4.3	4.0

Source: Institute for International Education, 2005

<sup>158</sup> US Citizenship and Immigration Services, 2006(b)

<sup>159</sup> Martin, 2006

<sup>160</sup> The dependence of the H-1B workers on their employers for sponsorship causes H-1B workers to stay with the same employer for the whole duration of the visa, with the hope of being sponsored for certification later. After certification, however, immigrant workers are free to quit, and many do so (Martin, 2004).

<sup>161</sup> Numbers include F-1 students at a tertiary level, and exclude M-1 and J-1 students.

As shown in Table 2, of the 570,800 international students enrolled as of 30 September 2005, 45.7% were female. 99.3% were on an F-1 visa, and 0.7% on an M-1 visa. 31.5% were enrolled on bachelor level courses, 24.2% in master level courses, and 19.7% were enrolled at the doctoral level.

Foreign students in the US are mostly enrolled in programmes providing skills that are easily geographically transferable. Business and Management courses, as well as studies in engineering were the fields that attracted the most foreign students throughout the years. In 2004/05, 17.7% were enrolled in Business and Management programmes, and 16.4% in engineering programmes, which almost doubles the numbers of students in each of the other three fields of the top five fields of study, mathematics, physical and natural sciences, and social sciences (see Table 3).

**Table 2: Number of Foreign Students according to Level of Studies, as of September 30, 2005**

	F1 Female	F-1 Male	F-1 Total	M-1 Female	M-1 Male	M-1 Total	Total
Bachelor	84,083	95,562	179,645	0	0	0	179,645
Master	58,577	79,417	137,994	0	1	1	137,995
Doctorate	42,875	69,449	112,324	0	0	0	112,324
Associate	33,910	27,635	61,545	0	0	0	61,812
Vocational	0	1	1	1,404	1,322	2,726	2,727
Language Training	27,953	23,859	51,812	0	0	0	51,812
Other	12,043	11,228	23,271	86	1,148	1,234	24,505
Total	259,441	307,151	566,592	1,490	2,470	3,960	570,82

Source: US Immigration and Customs Enforcement, 2005

**Table 3: Intl. Students by Top Five Fields of Study, 99/00 to 04/05, and % of Total No of Intl. Students, 04/05**

	99/00	00/01	01/02	02/03	03/04	04/05	% 04/05
Business/Management	103,214	106,043	114,885	114,777	108,788	100,079	17.7
Engineering	76,748	83,186	88,181	96,545	95,220	92,952	16.4
Mathematics	57,266	67,825	76,736	71,926	67,693	50,747	8.9
Physical/Natural Sciences	37,420	38,396	41,417	43,549	44,607	49,499	8.7
Social Sciences	41,662	42,367	44,667	45,978	54,153	46,085	8.1

Source: Institute for International Education, 2005

As shown in Table 4, the country with the highest increase in students between 99/00 and 04/05 is India, which almost doubled its numbers in the last six-year period from 42,337 to 80,466. Approximately every seventh foreign students in the US in 04/05 was of Indian origin. This accounts for a 14.3% share of all foreign students against 8.2% in 99/00.

**Table 4: Intl. Students by Top Six Countries of Origin, 99/00 to 04/05, and % of Total No of Intl. Students, 04/05**

	99/00	00/01	01/02	02/03	03/04	04/05	% 04/05
India	42,337	54,664	66,836	74,603	79,736	80,466	14.3
China	54,466	59,939	63,211	64,757	61,765	62,523	11.0
South Korea	41,191	45,685	49,046	51,519	52,484	53,358	9.4
Japan	46,872	46,497	46,810	45,960	40,835	42,215	7.4
Canada	23,544	25,279	26,514	26,513	27,017	28,140	4.9
Taiwan	29,234	28,566	28,930	28,017	26,178	25,914	4.6

Source: Institute for International Education, 2005

China accounted for 10.6% of all foreign students in 1999/00, but only increased their number of students by 14.8% in 2004/05. South Korea increased its number of students by 29.5%, while Japan and Taiwan decreased their numbers of student by 10.0%, respectively 11.4%. Countries with the highest increase in students between 2003/04 and 2004/05 were Nepal (+10.9%), Turkey (+9.4%), Canada (+4.2%), and Japan (+3.4%). On the other side, the US experienced a considerable decrease of students from the following countries: Pakistan (-14%), Indonesia (-12.6%), Jamaica (-12.5%), Kenya (-8.8%), and Russian Federation (-8.3%).<sup>162</sup>

The US has a rather high retention rate of foreign graduates with a doctorate. 71% of all foreign nationals who received a doctorate in science and engineering in 2001 were living in the United States in 2003. Among the science and engineering disciplines, doctoral graduates in computer and electronic engineering as well as in the physical sciences had the highest retention rates. The lowest retention rates were amongst graduates of agricultural sciences, economics, and other social science disciplines (58 %).<sup>163</sup> The four major countries of origin have very different retention rates: China (90%), India (86%), Taiwan (47%) and South Korea (34%). According to an estimated long-term rate, 58% of the foreign nationals who received a doctorate at a US university in 1993 were still in the country in 2003.

In 1999, nearly three quarters of all Europe-born PhD awardees in the United States stated that they prefer to stay in the country after completing their studies. This is a substantial increase from 49% in 1990. Between 1991 and 2000, 15,158 US doctoral degrees were awarded to EU-born citizens. Of those, 4,000 went to Germans, 3,000 to UK citizens, 1,400 to French citizens and around 800 to Italians. In addition, 4,500 PhD degrees were awarded to nationals from EU Candidate Countries, and 800 to nationals of EFTA states. In total, 15% of all US PhD degrees awarded to non-US citizens went to EU-born individuals. The US is successfully attracting 'Europe's brains' by putting in place high level education, employment and career opportunities in the business sector and academia.<sup>164</sup>

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<sup>162</sup> Institute for International Education, 2005

<sup>163</sup> Finn, 2005

<sup>164</sup> European Commission, 2003

# Other Countries

## Czech Republic

### General policies towards international students

EU/EEA and Swiss nationals do not require a visa for any type of stay in the Czech Republic. Third-country nationals, however, need a visa to enter the country. For the entrance examination, they may come on a short-term (tourist) visa that is valid up to 90 days. Once they are admitted to a university, they have to apply for and obtain the long-term visa in their country of origin. This visa is valid for one year and can be extended annually.<sup>165</sup>

Regarding tuition fees, the same conditions prevail for Czech and foreign students. The education is free in all public universities, and the language of instruction is Czech. Programmes in other languages are subject to tuition fees. In private universities, tuition fees have to be paid by both Czech and foreign students. Also vocational colleges have tuition fees. The general admission requirements to a Czech university include – other than the high school certificate – the passing of an entrance exam.

The Czech government offers a scholarship for students from developing countries. The scholar is sponsored for an initial two-semester language- and professional training. Then, after passing the entrance exam, the scholar can be sponsored for one of the 170 bachelor (3 to 4 years) and master (4 to 6 years) scholarships or one of the 80 scholarships for medical studies (3 years).

Foreign students are advised to have a health insurance from their own country when studying in the Czech Republic. If they do not have such insurance, they are obliged by law to pay for the General Health Insurance for Foreigners, which comes at a cost of around € 31 per month. Foreign students can work up to 30 days a year without work permit. They are not subject to quotas.

### After graduation

Since July 2003, the Czech Republic has a pilot project in place through which selected qualified foreign labour can obtain a permanent residence permit after 2,5 years (previously it was five years). Also family members have the right to settle down and be awarded permanent residence permits. Furthermore, the project participant is able to stay in the country for up to 30 days in case he/she loses the job through no fault of his/her own.

The aim of the project is to encourage foreign specialists to settle and work in the Czech Republic. The participation in the project is subject to an annual quota which is set new every year. In the first years of the project modest quotas (several hundred persons) are applied. Given the relatively small number of possible project participants, no measures are taken to prevent brain drain. Principally, application has to be made from the respective home country.

So far, citizens from Belarus, Bosnia and Herzegovina, Bulgaria, Croatia, Canada, Kazakhstan, Macedonia, Moldova, the Russian Federation, Serbia, Montenegro, and Ukraine may participate. All applicants must have completed at least a secondary education, and must find employment in the

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<sup>165</sup> Univerzita Karlova v Praze, 2006

Czech Republic on their own. In addition, they need to score at least 25 out of 66 points in the computerised selection procedure. Points can be obtained for, among others, qualification, work experience, language skills. There are extra points for a previous stay in the country (1 point per six months), and for Czech language skills. In addition to the 25 points, applicants must meet the general entry requirements, *inter alia*: have either a 90-days work visa or a long-term work permit; have found legal employment and obtained a work permit; have worked full-time in any position for six months prior to the application. Foreign university and secondary school graduates are, however, exempted from this last requirement. Work permits are only issued after labour market testing, to ensure that foreign specialists will not deprive Czech workers of jobs. The programme is initially planned for five years, and is to include more countries over time. Since July 2005, also foreign graduates from Czech universities (graduated 1995 and after) and upper secondary schools (graduated 2000 and after) of any nationality are eligible to apply. However, the number of admitted foreign graduates remains rather small.<sup>166</sup>

Third-country nationals can also be admitted under different conditions. Academic and pedagogical employees of an institution of higher education, and scientific and development researchers in an international research institution can obtain a quota-free work permit without labour market test.<sup>167</sup>

## Statistics

Between 1999/00 and 2004/05 the number of foreign students more than tripled from around 4,300 to 15,300 (see Table 1). Throughout the years, the majority of the foreign students came from the Slovak Republic; in 1999/00, they accounted for 40.8%, while in 2004/05, the number of Slovak students accounted for 61.3%. Their number itself multiplied by the factor 5

**Table 1: Total Number of Foreign Students<sup>168</sup> and Six Major Source Countries, 1999/00-2004/05**

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05
<b>Total Foreign Students</b>	<b>4,337</b>	<b>6,109</b>	<b>7,743</b>	<b>9,948</b>	<b>11,401</b>	<b>15,312</b>
Slovak Republic	1,771	3,510	4,918	6,660	7,437	9,387
UK	228	241	231	237	265	328
Ukraine	77	122	192	259	352	444
Vietnam	41	52	71	100	163	289
Belarus	21	52	57	115	171	186
Israel	33	40	61	85	111	146
EU 25	/	/	5,739	7,424	8,242	10,876
Other Countries	/	/	2,004	2,524	3,159	3,877

Source: Český Statistický Úřad, 2006(b)

in these years. Students from the EU 25 accounted for 71% of the total number of foreign students, of which Slovakian students accounted for 86%.

While foreign students in 2004/05 amounted to 5.8% of the total number of students in the Czech Republic, the number of foreign students in the field of health service, medicine and pharmacy was with almost 3,700 students 17.6% of the total student enrolment and 23.2% of the total first enrolment.

<sup>166</sup> Between July and September 2005, only 27 students have been admitted (OECD, 2006).

<sup>167</sup> European Commission, 2006

<sup>168</sup> Foreign students are counted as all students with a citizenship other than Czech.

Another 21.1%, respectively 19.9% of all foreign students are enrolled in the field of economy and technology. 12.5% and 10.7% are enrolled in humanities and social sciences, respectively natural sciences.

**Table 2: Major Fields of Study of Foreign Students in 2004/05**

	Total	First Enrolment	Graduates	% of total students	% of total first enrolment	% of total graduates
	15,937	3,793	1,034	5.8	7.4	2.8
Health Services, Medicine, Pharmacy	3,692	847	243	17.6	23.2	8.9
Economic Sciences	3,359	840	210	6.8	8.6	2.5
Technology	3,177	1,003	163	4.2	6.0	1.9
Humanities and Social Sciences	2	314	136	5.0	5.3	2.8
Natural Sciences	1,71	400	120	7.2	10.9	4.1
Law and Legal Sciences	769	113	38	6.6	8.9	2.5
Culture and Art	520	104	67	7.8	9.4	6.7
Agriculture, Forestry, Veterinary Medicine	434	120	37	3.9	5.1	2.6
Pedagogy, Social Sciences	276	52	20	0.7	0.8	0.4

Source: Český Statistický Úřad, 2006(a)

Foreign students have the largest share in the fields of health services, medicine, pharmacy, culture and art, and natural sciences. These three fields also have the highest share in the category of the first-time enrolled and the graduates.

## Italy

### General policies towards international students

Any individual with a high school graduation certificate and good competence in the Italian language is eligible to register at an Italian educational institution of higher learning. Nationals from EU/EEA/EFTA do not need a visa to enter, and can register at a police station for the residence permit (*carta soggiorno*) upon arrival. However, they need to obtain a statement issued by an Italian diplomatic representation in the home country, with which they can obtain the permit of stay once they are in Italy.

Non-EEA nationals must apply for a study visa in their home country, and need to present a valid passport, proof of accommodation in Italy, enough financial means (the minimum is € 350,57 per month for 12 months a year), the right to medical care in Italy, and the money necessary to travel back to the country of origin. Once in Italy, non-EU citizens need to apply for a stay permit for study purposes at the local police station. They need to show a valid passport with study visa, proof of enough financial means, and evidence of the right to medical care in Italy. University fees are between € 850 and € 1,000 per year, depending on the institution.

The permit of stay is valid for a maximum of one year, and can be renewed twice (maximum stay of three years). This permit allows taking up employment for a maximum of 1,040 hours a year (20 hours/week).<sup>169</sup> The student permit can be converted into a work permit if the condition to do so exists within the limits of quotas established annually by decree of the President of the Council of Ministers. In most cases, applications for such a work permit have to be done from the country of residence.<sup>170</sup> In 2006, the decree allows the employment of 170,000 nationals of the new EU states (excluding Malta and Cyprus).<sup>171</sup> For nationals from outside the EU, 78,500 work permits are reserved: 45,000 for domestic labour or personal care takers, 2,500 for persons in the fishing industry, and 1,000 for managers or other highly skilled. Furthermore, the decree allows 2,000 foreign students and 2,000 holders of an internship permit to change their permit into a work permit. In addition, 3,000 work permits have been reserved for non-EU nationals for self-employment, and 1,500 permits are given to former foreign students for self-employment.<sup>172</sup>

## Statistics

Between 1999/00 and 2004/05, the number of foreign students increased by 61.8% from nearly 23,700 to 38,300. The biggest increase occurred in 2002/03 with 20.5% as compared to the previous year. 7.8% of the total number of students in 2002/03 were enrolled in postgraduate courses, while 12.0% were enrolled in music and art schools (see Table 1).

Of the 38,300 foreign students enrolled at Italian institutions of higher education in 2004/05, Albania sent the biggest share with 21.2% (see Table 2). This means that approximately every fifth foreign student was of Albanian origin. 13.3% of all foreign students were from Greece. Romania, Cameroon and Germany are also among the top five source countries with around 1,300 students each. China, with 365 students, was last among the top twenty major student sending countries. India sent even less students.

**Table 1: Foreign Students<sup>173</sup> Enrolled in Higher Education in Italy, 1999/00 – 2004/05**

Academic year	Undergraduate, graduate	Postgraduate	Art and music schools	Total
1999/00	23,666	/	/	/
2000/01	25,769	/	/	/
2001/02	25,977	/	/	/
2002/03	31,343	3,055	4,731	39,121
2003/04	35,035	3,707	3,033	41,775
2004/05	38,298	3,707*	3,058	45,063*

Source: UCSEI, 2006

\* Assuming that the number of students enrolled in a post-graduate programme remained the same as the year before.

<sup>169</sup> Study in Italy, 2006

<sup>170</sup> ISMU, 2006(c)

<sup>171</sup> ISMU, 2006(a)

<sup>172</sup> ISMU, 2006(b)

<sup>173</sup> Foreign students are defined as students with non-Italian citizenship, thus including educational inlanders.

**Table 2: Top Five Country of Origins in No and % of Total Foreign Student Population, 2004/05**

Albania	Greece	Romania	Cameroon	Germany	China
9,552	6,001	1,315	1,287	1,245	365

Source: UCSEI, 2006

In 2004/2005 foreign students made up 2.1% of all students at Italian universities. The highest numbers of students from all geographical regions are to found in the field of medicine, where students made up 4.7% of the total number of students (in pharmacy, they even accounted for 4.8%) (see Table 3). One exception is Africa, from which 21% were registered in the field of engineering; this results in every fifth foreign student enrolled in engineering being of African origin. 20.5% of all Africans studied medicine. The field of economy is also of interest; 15% of all European students, 13.7% of all African students and 12.5% of all American students were registered in economy classes.

**Table 3: Top Five Fields of Study of Foreign Students by Region, 2004/05**

	Europe	Africa	Asia	America	Oceania	Unknown	Total	% of Total
Medicine	4,388	752	989	588	4	20	6,738	17.9
Economy	4,105	502	387	325	1	10	5,330	13.9
Engineering	1,975	773	365	512	6	7	3,638	9.5
Law	2,560	121	176	107	7	5	2,976	7.8
Political Science	2,021	205	189	92	2	2	2,511	6.6
Total	27,549	3,694	3,062	3,863	44	91	38,298	100.0

Source: UCSEI, 2006

## New Zealand

### General policy towards international students

All foreign nationals other than those from Australia need to apply for a study visa or student permit in order to study in New Zealand. The requirements are a valid passport, an offer to study at a New Zealand institution of higher learning, proof of financial means (at least NZ\$ 10,000 (€ 5,224)<sup>174</sup> per year for living expenses), and a written commitment stating that the applicant plans to leave after completing the studies. Once the permit is granted, the holder needs to meet certain requirements, lest the permit be revoked. These requirements include, *inter alia*: actual attendance at the place of study noted in the permit, and good study results. Since 2005, students that wish to work can apply for a work permit that allows them to work up to 20 hours a week<sup>175</sup>, and full time during holidays if their course lasts more than six months. This measure was introduced to make New Zealand more attractive as a country of education.<sup>176</sup> Another measure was to grant spouses of students enrolled in courses in areas of absolute skills shortage and spouses of all postgraduate students the right to apply for an open work permit valid for the duration of the studies.

<sup>174</sup> 1 NZD = 0.5224 € (The Universal Currency Converter, 2006)

<sup>175</sup> Previously 15 hours.

<sup>176</sup> Department of Labour, 2005

Under the “Skilled Stream, Study to Work Policy” students that do not have a job offer after graduating can apply for a Graduate Job Search Work Visa/Permit for a maximum of six months, given that they have gained a qualification in New Zealand that gives points under the Skilled Migration Category and the application occurs not later than three months after the expiration of the student permit. The applicant needs to prove that he/she possesses at least NZ\$ 2,100 (€ 1,097) to provide for the next six months to be eligible under this category. With this permit any kind of job is possible.

Students who have a job offer relevant to their qualifications and completed at least three years of study in New Zealand can apply for a work permit for a maximum of two years. Also students who completed a qualification in New Zealand that qualifies for points under the Skilled Migration Category and who either hold a Graduate Job Search Work Permit or do not apply later than three months after the expiration of the student permit are eligible to apply.<sup>177</sup>

The Skilled Migration Category awards permanent residence to applicants. It is a point-based system that gives high points to current skilled employment in New Zealand, and bonus points for at least two years of study in NZ that led to such a qualification.

## Statistics

In the academic year 2004/05, 77,600 student permits were granted (first and subsequent applications). This was a clear decrease from the 87,800 in 2002/03, but still around four times as much as in the academic year 1997/98.

As shown in Table 1, in 2004/05, China (with 34,000 students) was the largest source country accounting for 44% of the total international student population. China was followed by South Korea with 15% (11,300) and Japan with 6% (4,300). While the three major source countries showed a clear decrease in the number of students sent to New Zealand since the peak in 2001/02 (with around 32,000, respectively 12,500 and 4,700 students), the number of students from other countries, such as the US, the UK, India and Germany, has steadily increased since 1997/98.

Of all 221,700 first-time students between 1998 and 2005, 13% eventually received a permanent residence permit. Students from South Africa, Great Britain and India had the highest rate of approved residence (66.3%, respectively 44.5% and 26.3%). Former students from these countries were mostly approved under the Skilled Migration Programme (90%, respectively 85.9% and 76.0%). On the other hand, only 25.3%, respectively 34.4% of students from Thailand and Taiwan were awarded residence status under the Skilled Migration Programme. 70.3% of all immigrated Thai students received a permanent residence permit on family grounds, while 33.9% of students from Taiwan subsequently received a permanent residence permit under the business category.

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<sup>177</sup> All Information in this paragraph taken from: New Zealand Immigration Service, 2006

**Table 1: Foreign Students Granted a Student Permit according to Countries of Origin, 1999/09-2004/05**

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	% 04/05
China	5,566	14,655	32,424	41,598	40,748	34,070	44
South Korea	3,892	7,216	12,510	15,590	13,729	11,346	15
Japan	3,586	4,060	4,529	4,770	4,608	4,297	6
USA	1,151	1,360	1,657	2,211	2,740	2,858	4
UK	543	681	961	1,499	2,330	2,714	3
India	256	727	1,834	2,076	2,174	2,208	3
Germany	666	1,007	1,180	1,483	1,953	2,057	3
Thailand	1,569	2,076	2,475	2,474	2,256	1,947	3
Malaysia	1,363	1,256	1,194	1,230	1,350	1,494	2
Taiwan	1,476	1,656	1,832	1,672	1,493	1,356	2
Fiji	766	1,167	1,254	1,117	1,142	1,298	2
South Africa	506	583	843	966	1,114	1,181	2
Others	7,205	9,381	10,830	11,152	11,438	10,737	14
Total	28,545	45,819	73,523	87,838	87,075	77,563	100

Source: Department of Labour, 2005

**Table 2: First-time Students Subsequently Approved for Residence between July 1997 and June 2005 by Residence Application Criteria, Top 10 Nationalities**

Top 10 nationalities	First-time students, 1998-2005	Total subsequently approved for residence	Residence Criteria				
			Skilled	Business	Family	Other	Total
China	59,063	5,775 (9.8%)	3,515 (60.9%)	568 (9.8%)	1,657 (28.7%)	35 (0.6%)	5,775 100%
South Korea	38,887	3,289 (8.5%)	1,697 (51.6%)	1,123 (34.1%)	391 (11.9%)	78 (2.4%)	3,289 100%
Japan	19,829	507 (2.6%)	273 (53.9%)	24 (4.7%)	202 (39.8%)	8 (1.6%)	507 100%
USA	12,264	637 (5.2%)	340 (53.4%)	29 (4.6%)	239 (37.5%)	29 (4.6%)	637 100%
Germany	8,384	288 (3.4%)	188 (65.3%)	11 (3.8%)	85 (30.0%)	4 (1.4%)	288 100%
Great Britain	7,874	3,501 (44.5%)	3,007 (85.9%)	72 (2.1%)	363 (10.4%)	59 (1.7%)	3,501 100%
Thailand	6,946	509 (7.3%)	129 (25.3%)	18 (3.5%)	358 (70.3%)	4 (0.8%)	509 100%
India	5,761	1,515 (26.3%)	1,152 (76.0%)	41 (2.7%)	301 (19.9%)	21 (1.4%)	1,515 100%
Taiwan	5,081	381 (7.5%)	131 (34.4%)	129 (33.9%)	107 (28.1%)	14 (3.7%)	381 100%
South Africa	4,693	3,112 (66.3%)	2,822 (90.7%)	40 (1.3%)	174 (5.6%)	76 (2.4%)	3,112 100%

Source: Table taken from Bedford & Ho, 2006

# Norway

## General policy towards international students

Generally, foreign students wishing to take up studies in Norway need a matriculation examination from high school. However, individuals graduating from high school in some particular countries need to have studied at least one year before they are eligible to study in Norway.<sup>178</sup>

Nationals from EU/EEA/EFTA can apply for the student residence permit from within Norway at a local police station. Occasionally, the applicant has to expect to be called for an interview. In order to get the permit, the applicant has to show up in person and present a valid passport, a letter of acceptance from any Norwegian institution of higher education, sufficient funds for subsistence and a valid health insurance. Nordic citizens do not need a student residence permit. Nordic/EU/EEA citizens do not need a work permit to take up employment, and neither do their family members that accompany them in Norway.

Students from outside the EEA need to apply in person for the student residence permit at a Norwegian representation in their home country. Sometimes they may be called for an interview. They need to present a valid passport, letter of admission from an approved educational institution<sup>179</sup>, a plan of study, documentation of housing, and proof of subsistent financial means (loan from the Norwegian State Educational Loan Fund or deposits in a Norwegian bank). For the academic year 2005/06, NOK 80,000 (€ 9,528)<sup>180</sup> are required. In addition, some institutions/courses have tuition fees.

As a general rule, the Norwegian Directorate of Immigration (UDI) requires the money to be deposited in a Norwegian bank account under the applicant's name. Applicants may apply for part-time work as a means to meet the financial prerequisites. In that case, however, the total amount required for subsistence will be increased. In order to apply for a work permit, an employment contract is needed. Maximum work time per week is 20 hours; during holidays the student can work full time. The student is expected to return to the former country of residence upon completion of the programme. Spouses, registered partners and children are allowed to accompany the applicant to Norway. Individuals staying in Norway for more than one year need to register at the tax office as residents. Thereby they also gain access to the National Insurance Scheme.

The Norwegian government offers scholarships for students from developing, as well as Eastern European and Central Asian countries.<sup>181</sup> The system is built up as a quota scheme. Currently, the government provides 1,100 full scholarships for 800 students from developing countries and 300 from Eastern Europe and Central Asia for studies at master's and PhD level. The funding covers the expenses for a four year programme. The main objective of the scheme is development co-operation, which implies that the student must return home upon completion of the studies. If the student remains in Norway or moves to a country other than the home country (or the former country of residence), the whole loan has to be paid back. Also, if the scholarship holder returns to Norway within ten years, the

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<sup>178</sup> Information taken from Study in Norway, 2005 and Utlendningsdirektoratet/Norwegian Directorate of Immigration, 2006

<sup>179</sup> The course/course/programme must be full time and approved for financial support by the Norwegian State Educational Loan Fund.

<sup>180</sup> 1 NOK = 0.1191 € (The Universal Currency Converter, 2006)

<sup>181</sup> See: The Norwegian Centre for International Cooperation in Higher Education (SIU), 2006

loan has to be repaid. The repayment of the loan is waived if the graduate returns to his/her home country and resides there for at least 12 months. NOMA<sup>182</sup> is another scholarship by the Norwegian government for students from developing countries at master level. Its aim is to educate staff in the public and private sector as well as NGOs in developing countries. Often these master programmes are established and developed in developing countries and take into account the needs and priorities of these countries. The goal is to build a relationship for co-operation between developing countries and Norway.

Since 2005, foreign students at graduate level can get a residence and work permit for “highly skilled”. This permit – contrary to the study permit – allows the holder to eventually settle in Norway. The amendment in the Aliens Law is a consequence of the government’s wish to attract and retain qualified personnel.<sup>183</sup>

## Statistics

In 2005, a total of 6,150 new permits on education grounds were issued, which is around 700 more than in 2004. In addition to that, around 3,200 permits were renewed. Of the newly issued permits, three quarters (4500) went to students at institutions of higher education (including universities and folk high schools), whereof 56% were female. The rest (1,650) went to individuals that sought work experience either as an au-pair or through an internship.<sup>184</sup>

Out of the ten major source countries, six of them belong to the EU (see Table 1). The other four countries are China, the USA, Russia and Turkey. As in 2003 and 2004, Germany has the largest share of international students in 2005 with almost 17% of the total number of study permits issued. Most of them are female. 322 permits went to students from China, which accounts for a 12% increase against 2004.

**Table 1: Major Countries of Origin of International Students in 2005**

Germany	China	France	Spain	USA	Italy	Russia	Poland	NL	Turkey
761	322	295	239	210	208	179	123	114	92

Source: UDI, 2006(b)

Foreign students wishing to remain in Norway after graduation can either try to seek a new permit on family grounds or for employment.<sup>185</sup> In the mid-1990s more than twice as many permits on family grounds than for employment were issued to graduates. In the five years between 1998 and 2003 approximately the same number of permits was granted. After 2003, however, the permits granted for employment outnumbered the family grounds permits by far.

In 2005, 286 former students received a permit to live and work in Norway, while only 102 were granted a permit on family grounds. Over a ten-year period between 1994 and 2004, most permits were given to EEA nationals. This however changed recently; since 2002, the permits are shared rather equally. The distribution of work and family permits differ vastly between EEA national and non-EEA

<sup>182</sup> The Norwegian Centre for International Cooperation in Higher Education (SIU)

<sup>183</sup> Utlendingsdirektoratet, 2006(a)

<sup>184</sup> UDI, 2006(b)

<sup>185</sup> All of the following information and data has been taken from Brekke’s (2006) report on international students and immigration to Norway; a topic that – prior to his comprehensive study – had not received much attention in Norway.

nationals. Of all non-EEA students studying in Norway between 1991 and 2005, 18% stayed in the country after graduation; 11% on a family permit and 7% on a work permit. Of all EEA students, only 9% stayed in Norway after completion of their studies; 1% on a family permit and 8% on a work permit.

The seven non-EEA countries that have the highest stay rate are Russia, India, Sri Lanka, Ghana, China, Ethiopia and the United States. Of all students from Russia, India and Sri Lanka, approximately one of five stayed in Norway. Permits to graduates from Sri Lanka, Ghana and the United States were mostly family related, while more than 40% of all permits to Russian and Chinese students were work related. Three of out ten Indian permit holders received a permit on work grounds.

In Table 2, some figures are displayed indicating how many international quota students stayed on in Norway after graduation, respectively returned home or left to a third country. Of all quota students that the Norwegian State Educational Loan Fund (NSELF) still is in contact with, 50.8% appear to still live in Norway, while 43.7% have returned to their home country.<sup>186</sup> Of all the grant students that graduated in 2004, 56% appears to have returned to their home countries. Even these numbers are not free from bias.

**Table 2: Return Rate of Government Quota/Grant Students (December 2005)**

	All quota students in contact with Education Fund	Quota students graduated in 2004
Still in Norway	677	171
Returned to home country	583	238
In third countries	72	15
Total	1,332	424

Source: Table taken from Brekke, 2006

## Spain

### General policies towards international students

EU-nationals who wish to study in Spain do no longer need to apply for a residence card for study purposes; however they can do so if they wish. Nevertheless, for a stay longer than 180 days, they need to obtain a residence card for studies (*tarjeta de residencia para la realización de estudios*); a proof of admission to a university, a health insurance, a documentation of accommodation in Spain, and enough financial means have to be presented.

Non-EU nationals need to apply for a study visa before arrival to Spain. Once in Spain, foreign students have to request the study card (*tarjeta estudiante*) that allows for a stay in the country for a period of twelve months. The card can be renewed annually for the whole duration of the study. In

<sup>186</sup> These figures are the best possible approximation for actual "stay-rates" among this sub-group of international students and can serve as a useful indicator. One difficulty is that all students who do not explicitly notify the NSELF about an address change remain on the list as "still in Norway" for up to three years.

order to apply for the study card, the applicant needs to present a valid passport with a student visa, proof of admission at an institution of higher education, proof of medical insurance, and evidence of subsistent financial means (€ 4,612 for a whole year) for the whole study. Foreign students are - in exceptional cases - allowed to apply for a work permit for part-time work. However, the student has to prove that the remuneration from the job does not constitute a necessary means for subsistence.<sup>187</sup>

In general, employment in sectors without labour shortage is only open to non-EEA nationals if no Spanish or EU/EEA citizen or foreigner with a permanent residence permit could be found. In addition, every year, the Council of Ministers<sup>188</sup> establishes three contingents; a) the contingent for foreign temporary and permanent workers, b) a contingent of three-months visas for people of Spanish ancestry residing outside the EU to look for a job, and c) a contingent of three-month visas that allows non-EEA nationals to look for a job in specific areas, sectors and provinces.<sup>189</sup> The latter visa (for the purpose of looking for employment) can be changed into a permit for residence and work if a suitable position has been found; in these cases, the work contract has to be valid for at least one year.

There are a few occupations for which third country nationals do not need to obtain a work permit. These are, among others, professors and academic researchers that are invited by a Spanish university or administrative authority.

In general, however, the retention of foreign students is not encouraged. Foreign graduates wishing to remain in Spain need in most cases to return to their country of residence and follow the same procedures as any other non-EEA national wishing to immigrate to Spain; graduates of Spanish institutions of higher education are not favoured in any way. In addition, over the past years fewer visas and study grants have been granted to foreign students at postgraduate level which can be interpreted as a measure to prevent their retention.<sup>190</sup>

## Statistics

The number of educational foreigners at the tertiary level rose by 5.0% between the year 2000 and 2003. The number of students from the American and African continent fluctuated: American students accounted for 66.7% in 2000 and 71.0% in 2003 (see Table 1). This means that in 2000, two out of three, and in 2003, almost three out of four educational foreigners came from the American continent; as can be seen in Table 2, they came predominantly from Latin American Spanish speaking countries. As shown in Table 1, the number of African students decreased by 1,000 between 2000 and 2003 (from 18% to only 13% of the total number of foreign students). The number of Asian students and students from Oceania (including Australia) remained about the same. All in all, the total number of educational foreigners experienced a rather substantial decrease by 19% between 2000 and 2002, and an even more massive increase (by 27%) the following year. These numbers, however, have to be analysed with caution, as educational foreigners are counted in the number of study permits (*tarjeta estudiante*) issued. Students from the EU do not have such a study permit, and are thus not included in these statistics. The situation looks different when looking at statistics provided by the Ministry for Education and Science. According to their statistics, European students accounted in 2004/05 for

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<sup>187</sup> Information taken from: Universidad Carlos III de Madrid, 2006

<sup>188</sup> Ministerio de la Presidencia, 2006

<sup>189</sup> This type of visa is not yet in practice. It will be available only for certain jobs which are mainly in the domestic service sector (Universidad Pontificia Comillas, 2006).

<sup>190</sup> Universidad Pontificia Comillas, 2006

40.6% of all foreign students (educational foreigners and inlanders) registered at undergraduate and graduate level.<sup>191</sup> South American students accounted for 27.1%, African students for 19.1% and students from Oceania, North America and Central America for 5.2%, 4.9% and 3.1%, respectively.

**Table 1: Number of Educational Foreigners at all Levels of Education and their Families by Continent, and Total Number of Educational Foreigners in Spain, 1999/00-2003/04**

	1999/00	2000/01	2001/02	2002/03	2003/04
Europe	/	1,771	1,776	1,531	2,031
America	/	19,219	19,578	17,136	21,580
Africa	/	5,247	5,400	3,247	4,215
Asia	/	2,495	2,565	1,797	2,356
Oceania	/	67	69	50	73
Unknown	/	21	22	13	12
Total Students and Family		28,820	29,460	23,477	30,267
<b>Total Students</b>	<b>25,465</b>	<b>26,506</b>	<b>27,088</b>	<b>21,986</b>	<b>28,191</b>

Source: Ministerio del Interior, 2000-2003

Eight of the ten major countries of origin are, as mentioned earlier, on the American continent (see Table 2). Between 2000 and 2004, there was a pronounced shift in the distribution of foreign students away from the USA and Morocco and towards Latin American countries (accounting for more than half of all international students). While every fifth educational foreigner in 1999/00 was from the USA (20%), in 2003/04 the number of US students was 60% lower, accounting for around 7% of all international students. In contrast, while in 1999/00, only every twelfth student was from Mexico, by 2003/04 their number had more than doubled and now one student out of six was Mexican. Every seventh international student in 1999/00 was Moroccan; in 2003/04 only one out of ten students came from Morocco. Colombian students accounted for 7% of all foreign students in 1999/00 but for 13% in 2003/04.

**Table 2: Ten Major Source Countries of International Students, 1999/00-2003/04**

	1999/00	2000/01	2001/02	2002/03	2003/04
USA	4,986	5,309	5,334	1,555	1,903
Morocco	3,718	2,694	3,722	2,240	2,991
Mexico	2,024	2,802	2,444	3,311	4,235
Colombia	1,812	2,383	2,219	2,645	3,613
Brazil	1,242	1,559	1,317	1,103	1,498
Chile	944	1,395	1,093	1,095	1,295
Argentina	1,053	1,297	1,157	1,892	2,165
Venezuela	913	1,288	1,039	1,129	1,369
Japan	1,075	1,035	1,022	552	601
Peru	693	730	706	799	1,052
<b>Total Foreign Students</b>	<b>25,465</b>	<b>26,506</b>	<b>27,088</b>	<b>21,986</b>	<b>28,191</b>

Source: Ministerio del Interior, 1999-2003

<sup>191</sup> Ministerio de Educación y Ciencia, 2006

Table 3 presents statistics from the Ministry of Education and Science. They too are to be interpreted with caution as the Ministry of Education and Science does not distinguish between educational inlanders and foreigners, and collects data on foreign students by nationality only. However, exchange students (Erasmus, etc.) are excluded from these statistics. What can be seen in Table 3, however, is that foreign students have a relatively low share on the undergraduate and graduate levels (they account for 0.7% respectively for 1.5% of the total number of students). At the postgraduate level, however, foreign students account for a much larger share of all students: While in 1999/00, foreign students accounted for almost 12% of all postgraduate students, in 2004/05, nearly every fifth postgraduate student at Spanish universities had a citizenship other than Spanish.

**Table 3: Numbers and % of Foreign Students in Undergraduate/Graduate and Postgraduate Education, 1999/00-2003/04**

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05
Foreign undergrad/ graduates	11,325	14,050	14,819	16,275	21,983	22,201
% of all undergrad/ graduates	0.7	0.9	0.9	1.1	1.5	1.5
Foreign postgraduates	6,799	6,807	8,747	11,745	13,426	14,398
% of all postgraduates	11.9	11.5	14.2	17.3	19.3	19.8
<b>Foreign Total</b>	<b>18,124</b>	<b>20,857</b>	<b>23,566</b>	<b>28,020</b>	<b>35,409</b>	<b>36,599</b>
All students	1,650,777	1,614,873	1,587,129	1,571,677	1,551,715	1,535,626
% of foreign students	1.1	1.3	1.5	1.8	2.3	2.4

Source: Ministerio de Educación y Ciencia, 2005

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# Annex A

**Table A1: Total Stock of International Tertiary Level Students, 2000 and 2004**

	Number of international tertiary students	Number of international tertiary students	Index of the stock of international tertiary students	Index of the stock of international tertiary students
	2000	2004	2000	2004
Australia	105,764	166,955	100	158
Austria	30,382	33,707	100	111
Belgium	38,799	44,304	100	114
Canada	114,641	132,982	100	116
Czech Republic	5,698	14,923	100	262
Denmark	12,871	17,162	100	133
Finland	5,570	7,915	100	142
France	137,085	237,587	100	173
Germany	187,033	260,314	100	139
Greece	8,615	14,361	100	167
Hungary	9,904	12,913	100	130
Iceland	403	489	100	121
Ireland	7,413	12,698	100	171
Italy	24,929	40,641	100	163
Japan	66,607	117,903	100	177
Korea	3,373	10,778	100	320
Mexico	2,430	1,892	100	78
Netherlands	14,012	21,259	100	152
New Zealand	8,210	68,904	100	839
Norway	8,699	12,392	100	142
Poland	6,126	8,118	100	133
Portugal	11,177	16,155	100	145
Slovak Republic	1,570	1,640	100	104
Spain	25,502	41,734	100	164
Sweden	25,548	36,458	100	143
Switzerland	26,003	35,705	100	137
Turkey	17,654	15,298	100	87
United Kingdom	222,936	300,056	100	135
United States	475,169	572,509	100	120
<b>Total above countries</b>	<b>1,604,123</b>	<b>2,257,752</b>	<b>100</b>	<b>141</b>

Source: OECD Education Database; <http://www.oecd.org/dataoecd/46/0/37368660.xls>



## **Comparative Study on Policies towards Foreign Graduates Study on Admission and Retention Policies towards Foreign Students in Industrialised Countries**

Over the last decades, states and universities have made great efforts in furthering international student mobility, and a rapid internationalisation of higher education has taken place. This has important implications for both education and migration systems around the world at a time when more and more industrialised countries are looking for ways to facilitate immigration of the highly skilled to help boost their economy. The objective of this report is to provide a comparative analysis of admission and retention policies towards foreign students in selected industrialised countries. The report was finalised in October 2006.

The study covers the following countries in detail: Australia, Austria, Canada, France, Germany, Sweden, Switzerland, the USA, and the United Kingdom. Additionally, developments regarding student migration are outlined in the Czech Republic, Italy, New Zealand, Norway and Spain. The final report contains individual country chapters, a comparative chapter and an executive summary



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Prepared by the  
International Centre for Migration Policy Development (ICMPD), Vienna

Commissioned and funded by the  
Advisory Committee on Aliens Affairs (ACVZ), The Hague - The Netherlands, 2006

© International Centre for Migration Policy Development and Advisory Committee on Aliens  
Affairs, 2006

ISBN: 3-900411-07-7