Pathways to Higher Education

A Ford Foundation global initiative for promoting inclusiveness in higher education.
DESPITE A MASSIVE INCREASE IN HIGHER EDUCATION ENROLLMENTS AROUND THE WORLD, the student body in most higher education institutions does not begin to represent the demographics of their countries. In 2001 The Ford Foundation launched a $50 million, ten-year global initiative, *Pathways to Higher Education*, to support efforts that transform higher education institutions outside the United States to enable greater numbers of poor, minority, or otherwise underrepresented students to obtain a university degree.

*Pathways* supports more than 125 higher education institutions across the world that are working to transform their policies, classroom practices, missions, curricula, and daily operations so that more students from marginalized groups enter and graduate from universities. Higher education institutions and research groups are also supported through *Pathways* to build knowledge about the numbers and characteristics of underrepresented populations, and the nature of the barriers they face to pursuing higher education degrees.

Because the social and political contexts of marginalized peoples, while linked by the common experiences of exclusion, are distinct, *Pathways* takes a unique shape in each of the countries. *Pathways* requires a rigorous process of demonstrating commitment to traditionally excluded students on the part of the higher education institution. Each institution seeks:

1. Increases in their admission, matriculation and graduation rates
2. Broader higher education admission policies and practices
3. Better academic and social supports
4. Changes in the institutional climate to foster inclusiveness
5. Faculty diversity and faculty training in culturally competent teaching methods
6. Curriculum transformation, including new courses and delivery methods
7. Increased awareness of and a growing willingness to develop mechanisms to improve opportunities for underrepresented students.

The Ford Foundation also concurrently launched the International Fellowships Program through the Institute of International Education. The International Fellowships Program provides scholarships for *graduate* study to underrepresented students. To learn more about this program, please visit www.fordifp.net

This publication outlines some of the best practices of *Pathways* grantees.
Brazil is often referred to as a “racial democracy” but statistics show a country in which opportunity is closely tied to skin color. Afro-Brazilians make up around 47% of Brazil's 180 million people, but account for 63% of the country's poorest, according to a recent UN study. When it comes to higher education, the divide is more stark. Just 2.3% of Afro-Brazilians complete a university degree, compared to 9.3% of whites.

The Pathways to Higher Education initiative for Afro-Brazilian students began in 2001. At that time, the State University of Rio de Janeiro (UERJ) had become the first public university (nearly two dozen quickly followed) to introduce admissions quotas for black Brazilians. Meanwhile, debates in the government continued around a national affirmative action policy that would reserve space for Afro-Brazilians and indigenous students at all public universities. The Affirmative Spaces program provides a support network for the University’s first generation of Afro-Brazilian students who have benefited from a quota system, offering mentors and creating meeting places and computer terminals around the campus. The program also offers counseling, courses, and resource materials.

“It's about providing tools for students to succeed,” says Osmundo Pinho, an Afro-Brazilian professor who was one of the coordinators of the program. “These students don’t need handouts or charity. They need the opportunity to succeed on equal terms as their peers.”

The services, students say, help orient many who might otherwise be overwhelmed by the demands of university study. “The program provides a space to help you stay focused and make the most of your time and effort,” says Helen Barcellos Da Silva Martins, a 21-year-old geography major who is the first member of her family to go to university.

Denise Dora, a Ford Foundation program officer in Rio de Janeiro, says one of Pathways’ greatest victories was beginning to fill a void in scholarship on affirmative action. “There was little literature and few academic studies of affirmative action in Brazil. Our funding has supported a huge outpouring of literature on these subjects and fueled
the debate around university access for different groups... The people you see today debating this issue in the newspapers are those who have had involvement in these projects... They have become the protagonists in the debate.”

Denise notes that as of 2008, affirmative action has become more common in Brazil because universities all over the country are discussing and approving changes in their admission systems. There are approximately 50 universities with established affirmative action programs benefiting thousands of students in Brazil, however, these programs are still controversial.

She also says that the Affirmative Spaces inspired UERJ to create a university program called PROINCIAR to support students from marginalized groups. According to Dora, “The goal of Affirmative Spaces was achieved, since the University has started to provide financial support for students.”

“What did we learn?” asks Professor Pablo Gentili, one of Affirmative Spaces’ coordinators. His office overlooks Mangueira, one of Rio’s largest and most notoriously violent favelas, where many of the University’s Afro-Brazilian students find “affordable” housing.

Gentili notes that Affirmative Spaces has helped ensure that, of the 150 Afro-Brazilian students admitted to UERJ in 2003, only two have dropped out. Though surprised at the speed at which some universities are making changes – at UERJ, for example, nearly 45% of the new student body was admitted through quotas this year, compared with none in 2001 – Pathways coordinators say Brazilian universities must still tackle many obstacles before affirmative action programs are adopted across the country. (In 2007, 390 Afro-Brazilian students were admitted to the University).

For its own part, the University continues to serve as a pioneer in this area, committing its own funding to a broader effort, “Políticas da Cor na Educação Brasileira,” (PPCor) or “Policies of Color in Brazilian Education.” The program has become a reference point and clearinghouse for the discussion and implementation of affirmative action policies throughout Brazil.

The affirmative action debate has become heated in Brazil. Those in favor believe that affirmative action is the only way to tackle 500 years of social and racial discrimination in Brazil and to guarantee the increased participation of Afro-Brazilians in all levels of Brazilian society. Many of those against say that affirmative action only serves to reinforce prejudice, or that simply allowing more Afro-Brazilian students into university will not solve the problem, since educational disadvantage starts much earlier, at primary school.

Professor Gentili says progress is being made. The debate is now fixed on the national political agenda, while on university campuses black students are beginning to question the traditional ethnocentric teaching methods used. “For the first time there are students who are turning around and saying to their teachers: ‘Are there really no black women in the history of Brazil who weren’t maids, slaves or whores?’”
Over 500 years after Portuguese explorers arrived on the shores of northeastern Brazil and first encountered its native Indians, the country’s indigenous populations remain some of its most marginalized groups. Native Brazilians are a tiny minority, totaling some 700,000 people, or 0.4% of Brazilians, and that minority is spread out over wide swaths of land. When it comes to higher education, their exclusion is almost total. In 2007, there were just 2,500 indigenous students in higher education, or less than 0.36% of Brazil’s indigenous population.

The Ford Foundation’s Pathways to Higher Education initiative for indigenous Brazilians began in 2004. The remoteness of the indigenous populations makes it difficult to forge a cohesive and comprehensive educational policy for native Brazilians. Therefore, The Ford Foundation’s approach to the Pathways grant is to find universities already working with native populations and bolster their efforts.

The University of Roraima (UFRR), in the Brazilian Amazon, is now considered the Foundation’s flagship indigenous educational project in Brazil. The University is a federal, public university which enrolls 4,000 students and is free of charge.

UFRR’s Pathways program is called Ema Pia which means “beginning of a path.” Pathways funds are used to support the University in changing its structure to better accommodate indigenous students, raise awareness of their unique challenges, prepare indigenous students for the university entrance exam, and improve classrooms, libraries and student cultural centers to increase student retention. Ema Pia also creates opportunities for debate on challenges facing native Brazilian populations.

Dr. Maria Fernandes, the coordinator of the program at UFRR, notes, “This process of discussing issues of access for indigenous students is a very recent thing. Only in the last five years has it really started happening,” she says.

“Now, finally, the University is starting to understand the importance of this question.”

The goals of Ema Pia are not universally embraced. The Brazilian government, after a decades-long struggle, recently made an official reserve out of the 4.3 million acre Raposa Serra do Sol territory, a historic homeland to many of the region’s tribes. The move angered many white residents of the state, especially rice growers that farm part of the land. Many feel like indigenous people are already getting land from the government and should not be getting other “handouts” in the form of affirmative action.

Indigenous students face other major challenges, such as financing their education, transport (many live in remote areas), and language because for many, Portuguese is a second language. There are also cultural tensions as “traditional” indigenous knowledge comes into contact with western teaching methods. To further complicate matters, of the 383
academic staff at the University, only an estimated four are from indigenous backgrounds.

Many of the indigenous students at Roraima are already teachers. The Pathways program seeks to give them a broader grasp of educational theory in the University, plus training to help them develop indigenous-specific curricula.

One student is 30-year-old Severino Cruz da Silva, who comes from the tiny indigenous community of Tabalascada, 26 kilometers from the state capital Boa Vista. He is the first from his family to attend university. Prior to university, he worked as a teacher in his community and intends to go back to teach after graduation.

“Our difficulty begins in the indigenous schools,” says Mr. Cruz da Silva. “When we take the vestibular [Brazil’s college entrance exam], we’re up against people from the city who have all taken preparation courses. Automatically they have much greater chances of getting in.” Ford Foundation support has been key in helping prepare indigenous students for the vestibular.

From a national standpoint, Pathways grants are helping to change attitudes in Brazilian universities and provide models for government policy. Three years ago, the government had almost no idea that indigenous people wanted to go to university,” asserts Professor Antonio Carlos de Souza Lima, Pathways National Coordinator. “There were no programs and no funds for indigenous people to attend higher education.” The situation in Brazil has changed so much that Professor de Souza Lima says that the re-election platform of President Luiz Inacio “Lula” da Silva cited higher education as one of its three main goals for indigenous peoples.

All sides agree, however, that there is much work still to be done. Aurélio Vianna, the Ford program officer for its indigenous Pathways program, says one of the biggest hurdles to overcome is learning to work with the huge diversity of Brazil’s indigenous population. Brazil is home to some 220 different ethnicities, spread across numerous regions and each with their own particular characteristics.

In the Amazon region alone there are around 190 different ethnic groups — all of them categorized under the same umbrella term “indigenous.” How, he asks, can one adequately address the problems of Brazil’s indigenous population, treating them as one homogenous group?

Prejudice also remains a problem. “Those who are now managing to get through university are doing so because, despite all the prejudice and discrimination, they are courageous,” says Mr. Cruz da Silva.

“What is happening here is very new. There are things that need to be changed within the University, but the tendency is for things to improve,” he says, citing the 238 indigenous students currently in undergraduate intercultural teacher training courses and 11 students in other courses such as medicine and economics at UFRR. “For years the ruling class [of Roraima] has discriminated against us. But it is this adversity that has given us the strength to fight for our rights.”
The outcomes of changes in education can take years and even decades to measure. However, in the case of the Pathways to Higher Education initiative at the University of the Frontier (UFRO) in Chile, which began in 2003, one could observe the first indicators of change after one year of research and two years of field work. Evidence, though still preliminary, illustrates improvements in learning, better adjustments to university life, and reduction in the factors that hinder students’ performance and the empowerment of Mapuche students in general.

The Mapuches are Chile’s largest indigenous group, and comprise somewhere between 4% and 7% of the national population, according to government and non-governmental sources. Defeated in 1883 after more than three centuries of resistance against the Spaniards in colonial times and later the Chilean army, the Mapuches lost their territory and were forced to live in 3,000 organized communities where they currently practice subsistence agriculture. Many Mapuches have migrated to cities in search of better economic opportunities.

In the Araucanía Region of Southern Chile where UFRO is located, one in four people are Mapuche and the rate of poverty is the highest in the country. Here the task of creating conditions of equality in higher education for the indigenous population represents a major challenge. Studies carried out by the University of the Frontier’s affirmative action program called Rūpū — meaning “path” in the Mapuche language — spell out the challenges Mapuches face in higher education.

It is more difficult for a Mapuche young woman or man to enter university and complete his or her studies than for non-indigenous youths. Mapuches obtain lower scores in higher education admission tests; their grades are lower; and they take longer to complete their degrees and interrupt or abandon studies more frequently than non-indigenous students.

Rūpū aims to reduce the many disadvantages faced by the students of Mapuche origin as a result of poverty, discrimination, and poor quality primary and secondary education. The building on the University campus that accommodates Rūpū is a modern ruca (a traditional Mapuche home) furnished with computers, Internet and meeting rooms. The program’s Director Maria Elena Gonzalez is encouraged by the success of the program at the institutional level and especially because she believes the progress is no longer reversible. “The issue of affirmative action has been truly validated,” she says.

UFRO is a medium-sized university in Temuco, a city located 677 kilometers south of Chile’s capital city, Santiago, where decision-makers and power are centralized. There are 1,029 Mapuche undergraduate students, comprising 14.04% of the University’s 7,328 students. Few of the students live on campus; most live in rented rooms in the city apart from their families. Some Mapuche students live in government
subsidized “indigenous homes” in Temuco. Many students travel one to one-and-a-half hours to Temuco from adjacent suburbs or rural areas.

Prior to the Pathways program, the University of the Frontier already had a high proportion of urban and rural indigenous students and special admission policies for regional ethnic groups, making it a prime location for the initiative. There was also a financial aid program in place to support indigenous students’ academic studies and special training programs (97.8% of UFRO’s indigenous students receive financial aid to support their university studies through special loans and scholarships). In addition, all students at UFRO have access to a tutoring system, but there was a need for academic services specifically for Mapuche students.

In 2003, the University established an Academic Support Program for Mapuche Students (PAAEM) as part of Rüpü. The program, in which university students can enroll voluntarily at any point in their academic career, has developed courses and workshops aimed at compensating for the disadvantages faced by this university population. It has also developed socio-cultural activities which seek to strengthen ethnic identity and promote intercultural dialogue.

Under the aegis of PAAEM, Mapuche university students have visited public and private schools to talk to secondary students of their ethnic group about the best higher education options.

The Pathways program met with some resistance when it was first proposed. Chile is a country in which the term “affirmative action” is scarcely used and tends to generate resistance among conservative sectors. These groups argue that affirmative action denies the right to equal treatment. Conservatives who resisted the Pathways program contended that Mapuche students had enough opportunities from the government in the forms of housing and scholarships, and other groups — including poor non-Mapuche students — should be looked after. There was also suspicion when the program first started on the part of some Mapuches who were concerned that the program’s true purpose was to assimilate them into Chilean culture. However, each semester, demand for the program increases as students become aware of the benefits and as they learn that the program actually reinforces their cultural identities, rather than forcing them to assimilate.

The Program has helped draw attention to the Mapuche students at the University; reduced long-standing mistrust (rooted in cultural discrimination) between Mapuche and non-Mapuche ethnic groups; implemented curricular changes, including the introduction of elective courses on Mapuche related subjects; and generated greater institutional commitment to the initiative. And an information system created for Rüpü, that tracks academic performance, showed that between 2004 and 2007, Mapuche students getting academic support through PAAEM were attaining better grades, up from a 5.52 average in the first year to 5.69 average in the second year (on a seven-point scale).

To encourage replication of the model, the UFRO is sharing its program design with other universities that have Mapuche students in Southern Chile. The process of expansion will, however, be gradual, as resources are scarce and there is a potential for resistance among conservative groups if programs are implemented too quickly.
Few in Mexico would acknowledge that Mexican society discriminates. Yet, the experiences of the indigenous people suggest otherwise. In 2005, the federal government published the results of the first national survey that puts the issue into perspective. Ninety-five percent of indigenous people responded that they feel discriminated against. Ninety percent said they have fewer possibilities of getting a job simply because they are indigenous, and three of every four believe they have less opportunity to study than other Mexicans.

Additionally, a third of the people of mixed race answered that indigenous people are poor just for being indigenous, and that they could overcome it by acting non-indigenous. Forty percent said they would join a group effort to prevent an indigenous community from moving near their homes.

Pathways to Higher Education confronts the reality of discrimination in Mexico and the fact that indigenous people are not making it to universities.

The Benemerita Autonomous State University of Puebla (BUAP) was no exception. But things have improved since 2003, when the BUAP received Pathways funding to improve access for indigenous people, helping them to stay at the University and complete their studies. This public university located in a state with the fourth largest indigenous population in Mexico — 11.7% of its population vs. 6.7% of the national population — is more than 400 years old. In Puebla, there are seven ethnic groups (Popoloca, Náhuatl, Totonaco, Huasteco, Otomí, Mixteco and Mazateco) and at the University, authorities found people that spoke 17 different languages, some of them from the neighboring or nearby states or from as far as the southeast state of Yucatán.

In Mexico, The Ford Foundation selected the National Association of Universities and Institutions of Higher Education (Asociación Nacional de Universidades e Instituciones de Educación Superior, ANUIES) to coordinate the Pathways initiative. The 56-year-old non-profit is dedicated to improving the education standards at universities and influencing higher education public policy nationwide.

BUAP was one of 11 universities chosen by ANUIES to establish the support centers, courses, and tutorials in Mexico.

ANUIES has overseen the creation of an Academic Support Program for Indigenous Students at each Pathways institution which aims to compensate for the poor quality education that indigenous students receive from the very beginning of their learning process. Their skills are lacking in mathematics, sciences, writing, English, computer literacy and public speaking. Those who reach higher education find themselves not only in a position of academic disadvantage compared to non-indigenous students, but also in an unfamiliar and often discriminatory environment. They have left their home towns, live alone, do not eat well, do not have good shoes or many clothes, and do not speak Spanish well.

At the BUAP, the support center also intends to help improve self-esteem and other psychological problems, and provides guidance on where indigenous students can find scholarships to help them with basic expenses.
“Pathways has given us the opportunity to do what we wanted to do 10 years ago,” says the Vice-Rector of BUAP, Jaime Vázquez. Proof of the University’s commitment exists in the fact that it contributed 50% of the funding for the program. But when the University was eager to get started, Rosalba Henao, the head of the program at BUAP, recalls that finding students to help proved challenging. Being subject to a discriminatory environment for so long led many indigenous students to hide their identity. When the students were identified as such (BUAP found 3,600 from a total population of 58,000 by polling 28,000 about languages spoken and localities of origin), they were still reluctant to participate. Ceci, who is now an English teacher, was called in and didn’t even want to answer if she spoke an indigenous language. Eyes and head down, she asked: “Why are you asking me that? Why do you want me to enter the program?” Ceci, who speaks Náhuatl, Spanish, English and is learning French and Totonaco has come a long way since then. In November 2005, she represented Mexico in an international gathering of indigenous students from all over Latin America in Chile sponsored with Pathways funding.

Since the program’s inception, BUAP has offered 319 different classes to help students with their school work; currently, 28 courses are being offered.

When asked what they needed, students requested more writing, English, and career counseling. They also expressed a need for help with self-esteem issues. Students receive counseling from a group of 30 tutors, whose main task is to guide them through the ways of the University and help them take advantage of the benefits of the program.

Tutors also advise about how to get scholarships and solicit student recommendations for new courses. These efforts have led to improvements in academic achievement. The annual grade average of the indigenous student population has increased from 7 to 8.5 (on a scale of 1-10) and 75 students have achieved high academic performance, with grades between 9 and 10.

The program has also witnessed increases in institutional support. The University is providing 100 financial scholarships for indigenous students and the federal government has given some 250 more. The BUAP is seeing other institutional changes as well. Faculty members are now discussing the theoretical foundations of a new academic model which clearly includes the concept of cultural diversity and proposes an intercultural program to raise awareness of indigenous identity. University authorities have pledged support for the continuation of the Academic Support Program for Indigenous Students even after Ford funding runs out. And though he is not sure where the additional money will come from, the Vice-Rector has not let it dampen his enthusiasm and aspirations for the program. He is currently working on the development of alternative educational systems such as indigenous community learning centers based on technological systems, the Internet and tutors.

Indigenous students are also experiencing positive effects from the initiative. Marcelina Quiroz, who studies accounting at BUAP, recalls that she was ashamed to admit that she was indigenous. She credits self-esteem courses with helping her feel more secure and even proud of her origin. “We don’t like to speak in public, or with other people, so through self-esteem and learning about ourselves, we acquire confidence and start moving upwards.”

Marcelina, like many others who have participated in the program are now outspoken, talkative, very active in their communities, eager to move on and finish their studies, and most important of all, proud of being indigenous. And they want to go back to their home towns to share with their people what they have learned.
SAN ANTONIO ABAD NATIONAL UNIVERSITY INCUSCO (UNSAAC)

by Manuel Delano

Changes are already apparent since the start-up of the UNSAAC’s Program for Academic Support for Quechua, Aymara and Amazonian Students — Hatun Ñan. Between the second semester of 2005 and the same period in 2006, the overall academic performance of indigenous students improved measurably, while the drop-out rate decreased from 3.7% to 2.3%. The UNSAAC is currently studying the possibility of incorporating an intercultural course for its 15,000 students, and the program — which assists 300 students — is experiencing a growing demand for the seven lecture rooms included in its 200 square meter premises called Runa Wasi (the House of the Indigenous Student), located on its main campus.

The deepest transformation prompted by the program is cultural. At this University, which was founded in 1696, students nowadays tend to communicate more in Quechua. This is the language of the people who live in Peru’s Andean highlands and whose ancestors established — before the Spanish conquest — the city of Machu Picchu, one of the wonders of humanity. According to the program’s director, Marco Villasante, Hatun Ñan, “Has given visibility to those students that used to conceal their ethnic and cultural origins at the University.”

Created in 2003 under The Ford Foundation’s initiative Pathways to Higher Education, which has contributed to the program’s operation over a four-year period, Hatun Ñan’s meaning in Quechua is “the big road.”

In Peru, where according to the United Nations Economic Commission for Latin America and the Caribbean (ECLAC), 44.5% of the population is poor and achieving access to higher education is challenging. In 2001, only 3% of the indigenous population completed a university degree in Peru. Furthermore, poverty is more concentrated in the indigenous population. (Approximately 8.5 million people or 31% of Peruvians are indigenous).

The UNESCO is based in Cusco, a city of 304,000 inhabitants located 1,153 kilometers from Peru’s capital city, and at 3,360 meters above sea level. In Cusco’s region, 75.3% of the population is poor and 51.3% is indigent. One third of the 3,500 students that enter this state university each year are indigenous, most of them of Quechua origin. A student of indigenous origin takes the UNSAAC’s entrance test three to four times on average to be admitted.

Many other inequities based on ethnic origin are present in Peruvian higher education, rooted in a system which is not prepared to receive indigenous and disadvantaged students. Drop-out and failure rates are high due to the low quality of primary and secondary education they receive, and their household poverty. Six out of ten students registered at Hatun Ñan have to take part-time jobs to finance their studies and sustenance. This explains why it takes them, on average, two more years than a non-indigenous student to finish a degree at the UNSAAC.

The Hatun Ñan program’s goal is to enable indigenous students to develop to their highest potential.
support and tutorials, as well as personal development, self-esteem, professionalization and reaffirmation of cultural identity. The program’s Office of Academic Support provides services (25 computers, psychological assistance, study space, library and newspaper archives), and gathers the necessary information to track indigenous students’ educational indicators. A six-month period following up on the performance of registered students shows a constant improvement, from an average score of 12.97 during the second semester of 2004 to 13.52 during the first semester of 2007 (on a 20-point scale where 11 is considered favorable). More than 80 students have enrolled in language courses (Quechua, English and Portuguese). The program has signed agreements with three municipalities to facilitate access to the UNSAAC for the highest achieving students of indigenous origin from rural schools, and has implemented an exchange program with students from other universities. Since 2006, Hatun Ñan has been run by UNSAAC and has been incorporated into the University organizational chart.

For the UNSAAC Rector, Víctor Raúl Aguilar, the program’s highlights include: making it possible for the University community to become aware of the cultural diversity prevailing in the lecture rooms; special admission policies for these groups through agreements with social organizations; unrestrained use of the indigenous students’ mother tongue without feeling embarrassed; and an improvement in the students’ performance. He says, “Affirmative action is the educational policy tool enabling a state university to take on its social responsibility towards its social environment. The Cusco University has begun to identify itself with these measures.”

Hatun Ñan and similar programs which have been tested by other public universities offer the possibility of including affirmative action in University Law.

The tutorials and courses were among the key elements for the program’s acceptance among the students. Most of the program’s indigenous students live far from their parents and value their relationships with the tutors. Twenty-year-old Jermani Ojeda, president of the Association of Quechua, Amazonian and Aymara Students — formed by the Hatun Ñan students — says that before entering the program, “I was even embarrassed of speaking my Quechua language.” Now he and several fellow students carry out the bilingual radio program, Yachayninchista Wiñarichisun (“Developing our Knowledge”), broadcasting the program’s activities each Saturday. He adds, “Hatun Ñan is like a home for the students of indigenous origin.”

Zenón Depaz, researcher on higher education issues and academic of the San Marcos National University, highlights the pioneering nature of Hatun Ñan, which has managed to gain credibility and momentum without the initial support of the government or university policies. The program has expanded to the San Cristóbal de Huamanga National University, a university with a large population of indigenous students, and has attracted interest from other universities in the south of Peru. Hatun Ñan and similar programs which have been tested by other public universities offer the possibility of including affirmative action in University Law1, “a key issue in a pluricultural society such as the one in Peru,” stresses Depaz.

The experience of Hatun Ñan, systematized in several books and papers, has resulted in a long waiting list of indigenous students wanting to enter the program. The main selection criteria are to belong to rural localities and to speak an indigenous language. The UNSAAC’s “big road” has opened up new horizons for tolerance and non-discrimination in Peru — horizons that many people want to reach.

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1 Peruvian universities are governed by “University Law,” which defines the rules for public and private universities. Every university has formulated its own regulations and internal procedures, based on the content of the “University Law.”
GUANGXI NORMAL UNIVERSITY

by Nick Young and Tianle Chang

Located in Southwest China between Vietnam and the flourishing Guangdong Province, Guangxi Zhuang Autonomous Region has long been one of China’s poorest provinces. The Guangxi Province possesses meager resources of arable land; its GDP per capita is less than half of that in the more prosperous Guangdong Province, which attracts talent from Guangxi.

Nevertheless, as elsewhere in China, higher education enrollment has surged in Guangxi, propelled both by rising incomes and by expansive government education policies. The number of students enrolled in higher education institutions in Guangxi has more than doubled from 220,996 in 2001 to 485,551 in 2006, out of a total provincial population of 50 million; however, government education authorities calculate that more than a third of Guangxi students experience financial hardship that undermines their study and career prospects.

According to Li Qingxian, a government official in the Guangxi Provincial Educational Bureau, poorer students often lack self-confidence in their academic, professional, and/or social abilities. “They are shy to participate in on- and off-campus activities,” he says, adding that many low-income students also lag behind in their studies, particularly in English and computer skills. They tend to have limited horizons due to these skill gaps and know little about the job market, he explains. Upon graduation they are less likely to land a career job with a decent salary.

The government and public universities have allocated substantial sums to enable students from low-income families to access and complete higher education. Despite these scholarships and stipends, few government initiatives went beyond financial support at the time when the Pathways program began at multiple Guangxi institutions in 2002.

Guangxi Normal University has a high proportion of low-income and minority students, with more than half of the University’s 8,000 students eligible for the Pathways program. In 2002, the University initiated the Pathways program to improve the performance of these students and increase their competitiveness in the job market.

To increase students’ professional edge, the Pathways program worked with the University to develop a student-run center that provides students with previously unavailable professional supports and resources. The center serves as an information resource for Pathways students, allowing them to access current information on part-time and full-time jobs, summer jobs, and internships. It also operates a photocopy and printing service, which not only serves students with affordable prices, but also provides jobs for Pathways students, generating income for their expenses.

Furthermore, the center provides professional development opportunities, like interview preparation, career planning, and social etiquette training. To help low-income students overcome professional barriers (such as lack of connections or physical distance), the center hosts job fairs that bring employers to the
University to meet students seeking summer work and internships. Since its opening in 2003, the center has helped some 5,000 students obtain jobs, with cumulative student earnings of more than $237,000.

The University’s Pathways program has also set up training centers to prepare students with the basic skills needed in the job market. These academic centers reinforce critical professional skills, like English, Mandarin, and computer skills, that students need for future employment. Since 2003, more than 7,000 students have received special English training; more than 5,000 received Mandarin training; and 2,000 received computer training.

One of these centers is an “innovation base” for science and technology, created to hone students’ research and innovation skills. The innovation base or laboratory provides students with space and resources to conduct scientific research and experiments. “It gives us a platform to study and innovate,” says Peng Yulin, an information technology student co-heading the center. “Graduates from this center usually have much better career prospects.”

To address students’ low self-confidence levels, the Pathways program developed a counseling center as well. The student services staff and psychology teachers and student assistants who staff the center are available to receive visits, phone calls, and instant messages from students. In addition, the counseling center has created a Web site, courses on mental health and well-being, and an annual play on relevant social issues, such as how to handle conflicts among roommates or study pressure. This annual play has developed a reputation within the community and now attracts audiences from nearby universities.

Qin Ganchao, director of Guangxi Normal University’s Student Office, describes Pathways’ methodology as one of “involving students from the very beginning of each initiative. We listen to what they need, design programs to meet their demands, and if the model works, we institutionalize it and make it part of our student service.”

Guangxi Normal University school authorities have been sufficiently impressed to institutionalize all of the Pathways pilot initiatives, merging them into the school’s regular student services. Furthermore, universities and local governments in Guangxi now provide matching funds for Pathways programs of no less than 40% of The Ford Foundation’s grant. Encouraged by the positive changes in students’ increased academic and professional success at Guangxi Normal University and other Guangxi higher education institutions, provincial authorities have demonstrated great interest in playing an active role in the program.

According to the Guangxi Provincial Educational Bureau, one apparent sign of success is the increase in the Province’s college graduate employment rate, which rose from 67.6% in 2002 to 90% in 2004. This success has led the Guangxi Provincial Educational Bureau to share Guangxi Normal University’s Pathways experience with higher education institutions elsewhere in the region. The Bureau now holds seminars for universities to exchange their experience in working with low-income and ethnic minority students; issues flyers to promote best practices; and organizes study tours in and outside the region. Official Li Qingxian said, “Both the schools and government have learned a lot through the Pathways program, which advocates ideas that were new to us and that we had never tried.”

The Ford Foundation’s Program Officer He Jin summarizes China’s Pathways’ strategy in four words: participation, innovation, replication, and sustainability. The institutionalization of Guangxi Normal University’s Pathways program provides strong support for this strategy. In He Jin’s words, “Strengthening those institutions can help our target groups forever, rather than just during the period of our project.”
CASE STUDY
China

As China’s economic growth and new government policies have fueled a significant increase in the number of Chinese students enrolling in higher education, which has surged from 6.4 million in 1998 to 21 million in 2005, according to China’s Ministry of Education. According to UNESCO, China now leads the world in the number of university graduates, with twice as many as the U.S.

Tuition fees in China have also soared. Despite the government’s efforts to offset these cost barriers with scholarships, loan programs, and fee reductions for low-income students, China’s national education system has become highly stratified, with prestigious state schools for those who can afford them and poorly resourced schools for people with little income. Furthermore, job opportunities have not kept pace with university enrollment. In the western Qinghai Province, an area twice the size of Germany but with a population of only five million, are semi-nomadic herders and physically and culturally remote from mainstream Chinese culture. While more than 90% of China’s population is of the Han ethnic group, nearly half of Qinghai’s population is made up of non-Han “nationalities” (mainly Tibetans, Huis, Salars, Mongolians, and Tus). These students — whose first language is generally not Mandarin, China’s official language — are typically at an educational disadvantage. This often inhibits their confidence and academic performance once they enroll in courses taught solely in Mandarin. Women and ethnic minority students from China’s vast western reaches face even greater disadvantages and, by most economic and social indicators, lag far behind those in thriving coastal areas.

At Qinghai University for Nationalities (QUN), approximately half the student body, or 5,500 students, is low-income and/or an ethnic minority. Language and cultural disparities between ethnic and rural students and those residing in the city (where jobs are located) often exacerbate the difficulties these students have studying and taking jobs. Compared to their peers in the more developed areas of eastern China, ethnic and low-income students in Qinghai Province have little prior exposure to elements of the digital world, like the Internet. Furthermore, they often lack the organizational, technical, and language skills demanded by an increasingly competitive job market.

Many who reside in Qinghai Province, where government agencies and state-owned enterprises have retrenched and the private sector remains under-developed, jobs are particularly scarce.

QUN’s Pathways to Higher Education Program Coordinator Zhang Xiuqin describes the economic impact of the downsizing of China’s state-owned sector (which in most areas of eastern China has been offset by the growth of the private sector), stating that, “Poor and minority students are more vulnerable to such economic changes,
The Pathways program at Qinghai University for Nationalities set out to address these issues by enhancing students’ job readiness and confidence levels through skills-building initiatives, specifically for female and ethnic students. The Chinese government and state universities devised policies to help ethnic minorities access higher education; however, ethnic students’ academic achievement continued to lag behind that of Han students on national English and computer tests.

To address this persistent score gap, QUN’s Pathways program provided extra Chinese and English classes for low-income and minority students. It has also conducted free, extra-curricular computer and Internet trainings, emphasizing practical skills like designing a résumé and online job searching. Student Chen Chao attended Pathways’ first computer training at QUN and is now training fellow students. Chao also works for a computer company during school vacations, which helps his family pay off debt. “It’s more than computer skills that I have learned from Pathways,” he says. “I am now more confident, open, and motivated.”

The Pathways program also seeks to build students’ organizational and decision-making skills by encouraging them to create student associations and providing them with resources and logistical advice. For example, the student-run Plateau Sunshine Association coordinates and publicizes Pathways activities on campus. It also provides micro-grants to low-income and ethnic minority students for projects that seek to build skills and inclusiveness, such as speech competitions and student environmental education campaigns. Niu Maoda, who grew up in a Tibetan herder family and is Plateau Sunshine’s first chair, says the Pathways program, “pushes us to confront challenges and solve problems together. Working with students and teachers at the Association taught me how to adapt to a new environment and gain communication and management skills.”

Moreover, each component of the Pathways program is now designed, implemented, and monitored by independent student oversight committees and associations. Program Coordinator Zhang Xiuqin stresses the confidence-building value of these activities. “I can see how students change and grow as the program goes on,” she says. “I am deeply impressed by their potential and capacity once they are given the autonomy and opportunities to do what they think is right.”

To develop students’ professional skills and knowledge, Pathways also brings career advisers and members of the business community to the University to talk to students about the job market and career development. QUN has mobilized local and international businesses to offer in-kind support, such as computer donations and student internships.

The Pathways program has won plaudits from local education authorities for its work. “We anticipate the issue of poverty will be a problem for a long time, so we need to find a low-cost way to help low-income students,” says Zhang Puquan, a Qinghai Educational Bureau Official. He noted that the Pathways program has encouraged the local government to think about how to achieve the best results with the resources at its disposal, and has introduced new management and investment approaches that “have great impact on people both in the government and in universities.”

As a result of QUN’s success, Qinghai Provincial Educational Bureau now plans to extend the program to six higher education institutions. These institutions will use their own funds to replicate the methods piloted in QUN’s Pathways program, such as additional language and technical support, student association assistance, and professional development.
Access to higher education in the Philippines is challenging, as the bulk of the country’s school children are from low-income families. The minimal tuition fee imposed on the country’s public education system is often not affordable to parents — whose annual income is $1,000 or less, leaving many students financially unable to finish their schooling. According to the Department of Education, over 63% of high school students drop-out due to elevated school tuition costs.

Students who reach high school often receive a poor quality education, impeding their ability to pass the national achievement exam, which tests graduating high school students on subjects like math, science, and English. As a result of this poor academic preparation, the national average test score in 2005 was approximately 47% out of 100%, falling significantly below the passing score of 75%. Failing test scores and a host of other transitional problems (such as self-confidence issues and universities’ lack of affirmative action policies) result in fewer than two out of every 100 graduating high school students able to enter college.

Tuition costs further decrease the student population at universities, leaving only about one in five hundred Filipino students entering elementary school able to complete a university degree.

The country’s capital, Manila, has the largest concentration of universities and colleges. One of the most prestigious is Ateneo de Manila University. Traditionally the school of choice for the country’s elite, Ateneo de Manila University also places significant emphasis on community engagement and was chosen to implement the Pathways program in 2002.

Pathways graduates provide a source of inspiration and validation in a country with one of the lowest education budgets in Asia.

Father Ben Nebres, President of Ateneo de Manila University and Manager of the Pathways program, described the program’s mission as having “two thrusts… One is to lift the whole educational system. The other is to identify talented poor students and nurture them.”

To lead the Pathways program, the Office of the President selected Harvey Keh, a former Ateneo University student and director of a student group dedicated to improving the educational opportunities of indigent high school students. With a focus on the University’s institutional development and program expansion within the Philippines, Mr. Keh proceeded to recruit a Pathways team and map its next steps.

In its first year, the Pathways program provided academic assistance for 280 high school students, as well as 227 college students. At Ateneo de Manila University, Pathways created support systems, such as tutorial classes and counseling sessions, to help marginalized students adapt to the University. As of April 2007, the trainings and tutoring had expanded to other cities and the number of participating students had risen to 1,257. The University has now assumed full responsibility for the academic preparation of disadvantaged public high school students and conducts capacity-building Pathways programs, such as the National Science Training Program.

The Pathways team also sought to connect high school students to scholarships provided by universities,
organizations, and individuals. The result was the Web site www.schoogle.ph, the first Filipino online college admissions database, which serves as a financial portal to higher education for prospective and current college students.

To further expand affirmative action policies, the Pathways team approached state and private higher education institutions in Manila to discuss their policies and scholarship programs for low-income students. Many of Manila’s leading university presidents met for the first time to talk candidly about their efforts to reach out to low-income students. This initiated a partnership which motivated 25 colleges and universities nationwide to participate in the Pathways program and create affirmative action policies for their institutions. As of 2007, Ateneo de Manila and partnering universities have revised their admission policies, waiving admissions and examination fees for Pathways participants and dedicating scholarship programs for graduates of public secondary schools.

Using their success in Manila as a launching pad, the Pathways team began to expand the program’s reach to a national level. The team targeted Philippines’ economically and educationally marginalized tribal groups in the north and south, whose illiteracy and drop-out rates are higher than the national average. Ateneo’s Pathways program established a satellite office at St. Louis University in Baguio, in the Cordillera Mountains where a large number of tribal groups (like the Gaddangs, Bontocs, and Kalingas) reside. The Pathways program also established a satellite office at Notre Dame University on the southern island of Mindanao, largely populated by Muslim and tribal groups. As in Manila, the Pathways satellite programs provide promising students with critical academic support.

To raise national awareness of their work, the Pathways team initiated an extensive media campaign, featuring biographies of Pathways students, their family backgrounds, educational challenges, and college success. Stories about participating universities’ Pathways efforts, new affirmative action policies, and increased scholarships appeared on Philippines television stations and in leading newspapers, such as the Philippine Inquirer and Philippine Star. This extensive coverage motivated additional universities and colleges to develop similar affirmative action programs. For example, De La Salle University in Manila increased its scholarship quota to 20% of its student population.

The Pathways team also reached out to corporate and private foundations, government education departments, local governments, and philanthropic individuals to increase financial and political support for the growing number of Pathways students and programs. Private foundations and individual supporters expressed their support for Pathways efforts and allocated scholarships for Pathways students. Charity First Foundation President Bonifacio Co said, “Pathways’ holistic college prep program allowed more of our scholars to get into top-notch universities and colleges.” By the second year of Pathways operations, the program had 90 college participants and 300 high school students receiving tutoring.

As of March 2007, after five years of Pathways outreach, 515 marginalized students have achieved access to higher education institutions, with Pathways students graduating from some of the largest colleges and universities in the Philippines. In 2008, 45 Pathways seniors are expected to graduate from Ateneo de Manila, La Salle, Far Eastern, Santo Tomas University, and other participating universities. Jo Ann Escalano, a Pathways student at Ateneo de Manila University, stated, “Pathways made me believe in myself and my capabilities as a person.”

As Pathways enters its next stage, it seeks to develop higher education institutions’ capacity to plan and implement programs for disadvantaged students. Now managed by the Synergeia Foundation, the Pathways program is working with participating institutions to conduct research on issues facing disadvantaged students; create programs based on the needs assessments of Pathways students; develop university guidance centers; strengthen the links between universities and high schools to encourage greater college access; and continue to advocate on behalf of disadvantaged students and the local universities that serve them.

For the moment, Pathways graduates provide a source of inspiration and validation in a country with one of the lowest education budgets in Asia. According to Father Ben Nebres, “Pathways affirmed our beliefs that there is really a lot of talent in the public schools and they would be lost if they had not been helped.”
The rural A Luoi High School was built in 2001 on a bomb crater, one of many vestiges of the 1970s war which left much of central Vietnam's farmland poisoned and many people maimed. More than half of A Luoi's students are from ethnic minority families, most of whom still live far from roads, and work on farmland that brings in only meager income. The high school is two hours by car from the city of Hue, Vietnam's ancient capital and cultural center located in the central highlands. The road connecting it to the city is testimony to Vietnam's recent development and infrastructure construction.

Vietnam's economic reforms have made higher education more necessary and desirable than ever, resulting in a rapid expansion of university enrollment over the past 15 years. In 1990, only 2% of 18-24-year-olds were enrolled in tertiary institutions, but by 2006, the proportion had risen to 13%. Yet demand for places at universities has exceeded supply. In 2005, only 4.77% of successful exam candidates were from ethnic minorities, despite the fact that they account for 20% of the population in the provinces surrounding Hue.

Hue University, a regional university of approximately 18,000 students, recognized the urgent need to help low-income and ethnic students access higher education and implemented the Pathways program in 2005. Boarding schools are generally considered the main conduits to colleges and universities. The majority of students who remain in the public school system often lack the guidance and incentive to pursue education beyond the 7th or 10th grade, and may not even sit for the high school completion exam. As a result, there are low numbers of ethnic, low-income, and rural students at colleges and universities. To reverse this trend and improve the quality of education generally received by these high school students, the Pathways program created an outreach team to prepare promising but marginalized high school students, like those at A Luoi High School, for higher education.

In A Luoi's early years, not one of its students passed the national university entrance exam. Exam preparation is offered by private individuals but is costly; therefore, preparing for the exam is a formidable barrier for candidates whose families have limited resources. A Luoi High School Principal Bui Trung admits that students received relatively low quality instruction in primary and secondary schools. Trung adds, “Neither students, nor their parents, nor even teachers were well-informed about university enrollment and the entrance examination. We were ill-equipped to help students prepare to receive higher education.”

To address this barrier, the Pathways outreach team worked with A Luoi High School students, teachers and families — as well as those at other high schools in outlying regions — to help prepare them for the national entrance exam and higher education. Hue faculty members also visited high schools in remote and mountainous areas of neighboring provinces, to train local teachers in preparing students for the exam and advising students and their families on further educational opportunities. Trung reported that, “After working with the faculty from Hue University, my staff has improved their subject knowledge, teaching skills, and methods, which improves the quality of students’ education.”

The following summer of 2006, four ethnic minority students from A Luoi High School passed the exam and Principal Bui Trung expected six or seven more to follow in 2007. “Parents in this area did not have high expectations for their children,” he says. “But the Pathways program has brought them hope and they have started to imagine a different future.” He believes the program will have a lasting impact.
Along with facilitating greater university access, he says, it has increased the high school’s completion rate, with more students passing the final exams. Local officials are also encouraged by the Pathways program’s early results and have invested additional resources to improve A Luoi’s school facilities.

In addition to its rural high school outreach program, Hue University’s Pathways program offers extra academic coaching for marginalized students admitted to the University to compensate for the low quality of secondary education they received and ease their transition to the textbook and exam-oriented undergraduate education system. These tutoring programs enable students to catch up academically and to adapt to the new educational environment. In addition, Pathways organizes tutoring groups and encourages teachers to collect data on student progress to track successful teaching methodologies and create replicable and sustainable programs.

The University’s Pathways program has designed courses in subjects like biology and chemistry, where students are in need of additional instruction. It has also initiated special computer and English classes for students requiring remedial education. Hue University’s Pathways program now works with 8,000 students at the University and in the surrounding high schools.

The Pathways program also provides small grants for Hue students to conduct research. With Pathways support, Nguyen Guynh Lien, a Moung student and one of three daughters of a war-wounded rural teacher, has received several provincial and national awards for her research in biology and now plans to obtain a Master’s degree at the University. She also attended Pathways computer courses and career and communication seminars. “All these supports are critical for students like me to complete our study and realize our dreams,” she says. Nguyen now plans to pursue a PhD and to teach in a university afterwards.

Pathways’ strategies for improving access to and performance in higher education appear to be improving the public’s perception of low-income and ethnic students’ academic capabilities. According to Tran Duc Vien, the Rector of Hanoi Agricultural University and leader of the Vietnam Pathways Coordination Board, parents, local teachers, university lecturers, and students themselves now recognize that it is possible for marginalized students both to enter higher education institutions and to succeed in them. Tran notes that, “It has been proven that when given equal opportunity, ethnic minorities can excel too.”

Sustainability, DiGregorio states, is now a key challenge for Pathways’ development in Vietnam. Having established effective programs and built relationships with government and university administrators, Vietnam’s Pathways programs are ready to take the next step towards broader policy change, engaging participating Pathways institutions in a national policy dialogue on higher education and outreach to government officials. According to DiGregorio, new Pathways efforts will focus on programmatic institutionalization and the nationwide dissemination of the Pathways program’s experience.
The institutions in these countries have participated in a research project that has now concluded.
Ford offices in Africa, Asia and Latin America are working with a range of higher education institutions through the Pathways initiative. All funded projects seek to transform the institutional structures that sustain inequality by promoting innovative policies and practices. If you would like to learn more about the models being developed by institutions participating in the Pathways to Higher Education initiative, please visit www.pathwaystohighereducation.org.