

GLOBAL PERSPECTIVES ON HIGHER EDUCATION

# Higher Education in Turmoil

The Changing World of Internationalization

Jane Knight



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## GLOBAL PERSPECTIVES ON HIGHER EDUCATION

Volume 13

Higher education worldwide is in a period of transition, affected by globalization, the advent of mass access, changing relationships between the university and the state, and the new Technologies, among others. *Global Perspectives on Higher Education* provides cogent analysis and comparative perspectives on these and other central issues affecting postsecondary education worldwide.

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# Higher Education in Turmoil

*The Changing World of Internationalization*

**Jane Knight**

*Ontario Institute for Studies in Education,  
University of Toronto,  
Canada*



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## ABBREVIATIONS

AAU. African Association of Universities  
ACA. Academic Co-operation Association  
ACE. American Council on Education  
ACU. Association of Commonwealth Universities  
ADEA. Association for the Development of Education in Africa  
APEC. Asia Pacific Economic Council  
APQN. Asia Pacific Quality Network  
AU. African Union  
AUCC. Association of Universities and Colleges of Canada  
CERI. Center for Education, Research, and Innovation  
CHEA. Council for Higher Education Accreditation  
CHEPS. Center for Higher Education Policy Studies  
CPC. Central Product Classification  
EU-ASEAN. Association of South East Asian Nations  
EU. European Union  
GATE. Global Alliance for Transnational Education  
GATS. General Agreement on Trade in Services  
GATT. General Agreement on Trade and Tariffs  
GEI. Global Education Index  
GUNI. Global University Network for Innovation  
HDI. Human Development Index  
HEIs. higher education institutions  
IAU. International Association of Universities  
ICT. information and communication technology  
IDP. International Development Program  
IMHE. Institutional Management of Higher Education  
ISO. International Standards Association  
MFN. Most Favored Nation  
NAFTA. North American Free Trade Association  
NIIT. National Indian Institute of Technology  
NT. National Treatment  
NUAs. national-level university associations  
OAU. Organization of African Unity  
OBHE. Observatory for Borderless Higher Education  
OECD. Organization for Economic Cooperation and Development  
RMIT University. Formerly Royal Melbourne Institute of Technology  
RUAs. regional-level university associations  
SAUVCA. South Africa University Vice Chancellors Association  
TRIPS. Trade Related Aspects of Intellectual Property Rights  
UKCOSA. United Kingdom Council for Overseas Student Affairs  
UMAP. University Mobility Program of Asia Pacific



UNCTAD. United Nations Conference for Trade and Development  
UNDP. United Nations Development Program  
UNESCO. United Nations Educational Scientific and Cultural Organization  
WTO. World Trade Organization.

## INTRODUCTION

Internationalization is one of the major forces impacting and shaping higher education as it evolves to meet the challenges of the 21<sup>st</sup> century. Overall, the picture of internationalization that is emerging is one of complexity, diversity, and differentiation. The internationalization of higher education is a process in rapid evolution—both as actor and as reactor to the new realities of globalization and to the rather turbulent times facing higher education.

The purpose of this book is to highlight new developments and trends related to the international dimension of higher education during this period of turmoil and change. The first two chapters examine the growth in the importance and scope of internationalization, identify macro trends, and examine emerging issues. The conceptual framework for internationalization presented in these chapters is designed to aid in analyzing the diversity of (and shifts in) rationales, approaches, policies, and strategies that must be considered and weighed during the process of integrating an international, intercultural, and global dimension into higher education's major functions and delivery modes at both the institutional and national levels.

Internationalization is not an end in itself but rather is a means to an end. While internationalization's purposes and anticipated benefits differ from institution to institution and from country to country, the overall expectation is widely shared that internationalization will contribute to the quality and relevance of higher education in a more interconnected and interdependent world. This expectation means that the internationalization process itself needs to be reviewed and evaluated. Chapters 3 and 4 focus on systems and tools for monitoring the quality and progress of implementing an internationalization plan or strategy at the institutional level.

The international dimension is understood to include its manifestations both "at home" and "abroad." The growing demand for higher (or further) education in many countries has led to a major expansion in academic mobility and an unprecedented interest in crossborder education. While the number of students who study abroad is growing every year, so is the number of traditional higher education institutions and new providers who are delivering their academic programs internationally. It is no longer just the students who are moving; so are programs and providers. The growing phenomenon of delivering education to students in their home countries through franchising, twinning, distance education, or branch campuses receives in-depth exploration in Chapters 5, 6, 7, and 8. First, the similarities and differences among the concepts of "borderless," "transnational," "offshore," and "cross-border" education are examined. "Crossborder education" is the term of choice in this book, given the central role that national and regional jurisdiction boundaries play in providing and regulating higher education. The growth in new types of providers, delivery, and partnership arrangements may signal progress and innovation in crossborder education; but such proliferation also creates much misunderstanding and confusion. An analytical framework is offered and examined to clarify various types of crossborder providers and modes of program delivery. Individual chapters are also dedicated to examining two controversial and key aspects of

## INTRODUCTION

crossborder education: quality assurance/accreditation (Chapter 7) and financial implications (Chapter 8).

The General Agreement on Trade in Services (GATS) has been an important wake-up call for higher education. While academic mobility has been an aspect of higher education for centuries, it is only now in the beginning of the 21<sup>st</sup> century that an international trade law treats higher education as a tradable commodity subject to a multilateral set of trade rules. Two chapters address the considerations and issues posed by GATS. Chapter 9 provides a basic introduction to the principles, purposes, and elements of the trade agreement, while Chapter 10 spells out the implications of those elements for higher education. GATS is still in the negotiating phase, and its potential impact on higher education—including new opportunities, benefits, and risks—are still at the conceptual level, exactly the reason why higher education policymakers and practitioners should become involved at this stage.

The final chapter reports on the results of the worldwide survey on internationalization carried out in 2005 by the International Association of Universities. This is the largest survey of its kind to date, unique in scope and findings, and designed to be replicated at regular intervals to track trends over time. It polled the opinions of leaders in higher education institutions and national university associations in 95 countries. The findings paint a fascinating—and sometimes counterintuitive—picture of higher education's international dimension during this decade of turmoil and turbulence. The findings are presented in terms of differences and similarities among the six regions of the world and between developed and developing countries. It is not possible to present all the findings of the survey, so this chapter gives priority to the following aspects of internationalization: importance, rationales at institutional and national levels, benefits and risks, future growth areas, implementation of an internationalization strategy at the institutional level, geographical priorities for internationalization activities over the next few years, and emerging issues that require more attention. Grateful appreciation is extended to the International Association of Universities for permission to include these results in this book.

The growing interest in the international dimension and delivery of higher education is accompanied by an increase in the number of terms used to describe the changes. Even though one objective of this publication is to examine the meaning of key terms in the world of internationalization, it is important to be clear at the outset how different terms and concepts are used. The following list arranges the most frequently used terms hierarchically—from generic concepts such as “globalization” and the “internationalization of higher education” to very specific terms such as “trade of commercial education services.”

As this volume uses the term, *globalization* is the process that is increasing the flow of people, culture, ideas, values, knowledge, technology, and economy across borders, resulting in a more interconnected and interdependent world. Globalization affects each country in different ways and can have positive and/or negative consequences, according to a nation's specific history, traditions, culture, priorities, and resources. Education is one of the sectors impacted by globalization.

*The internationalization of higher education* is also a process, albeit different from globalization. Internationalization of higher education is the process of integrating an international, intercultural, and global dimension into the purpose, functions (teaching, research, and service), and delivery of higher education at the institutional and national levels.

*Internationalization strategies* can include international cooperation and development projects; institutional agreements and networks; the international/intercultural dimension of the teaching/learning process, curriculum, and research; campus-based extracurricular clubs and activities; the mobility of academics through exchange, field work, sabbaticals, and consultancy work; the recruitment of international students; student exchange programs and semesters abroad; joint/double degree programs; twinning partnerships; branch campuses, etc. The international dimension of higher education includes both campus-based activities and cross-border initiatives.

*Crossborder education* refers to the movement of people, knowledge, programs, providers, curriculum, etc. across national or regional jurisdictional borders. Cross-border education is a subset of internationalization and can be part of development cooperation projects, academic exchange programs, and commercial initiatives.

*Trade of education services* is a term used primarily by the trade sector. It focuses on crossborder education initiatives that are commercial in nature and are usually intended to be for profit, although this is not always the case.

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## **THE INTERNATIONALIZATION OF HIGHER EDUCATION IN THE 21<sup>ST</sup> CENTURY:**

### *New Realities and Complexities*

Internationalization is changing the world of higher education, and globalization is changing the world of internationalization. Key drivers for this transformation are the development of advanced communication and technological services, the dominance of the knowledge society, increased international labor mobility, more emphasis on the market economy and the trade liberalization, increased levels of private investment and decreased public support for education, and lifelong learning. As the 21<sup>st</sup> century progresses, the international dimension of postsecondary education is becoming increasingly important and at the same time, more and more complex.

*Internationalization* is a term that is being used more and more to discuss the international dimension of higher education and, more widely, postsecondary education. Because it means different things to different people, it appears in the literature in a variety of ways. While it is encouraging to see increased attention to and use of “internationalization,” there is a great deal of confusion about what it means. For some people, it means a series of international activities such as academic mobility for students and teachers; international linkages, partnerships, and projects; new international academic programs and research initiatives. For others it means delivering education to other countries using a variety of face-to-face and distance techniques and such new types of arrangements as branch campuses or franchises. To many, it means including an international, intercultural, and/or global dimension in the curriculum and teaching learning process. Still others see international development projects or, alternatively, the increasing emphasis on trade in higher education as internationalization. Finally, there is frequent confusion about the relationship of internationalization to globalization. Is internationalization the same as globalization? If so, why, how, and to what end? If not, then how is it different or what is the relationship between these two dynamic processes? Thus, “internationalization” is interpreted and used in different ways, in different countries, and by different stakeholders.

In addition to questions about what, exactly, the term means, other important questions are being raised about internationalization: What is the purpose of internationalization? What are the benefits and risks? What values undergird it? Who are the main actors, stakeholders, and beneficiaries? What are the positive consequences, the unintended results, and the negative implications? How are institutions responding to the competing interests in the domain of internationalization? What are

the policy and funding implications of increased emphasis on internationalization both at the national and institutional level? How are governments and NGOs addressing the issue and moving forward? Is internationalization a response to or a stimulant for globalization? What role does internationalization play in the brain drain, homogenization/hybridization of culture, and international labor mobility?

Clearly, these issues and questions are an important part of the changes in the international dimension of higher education during this transition period marked by turmoil, competition, and anxiety. Addressing them squarely is critical in making sense of the internationalization process and in making it benefit higher education.

THE EVOLUTION OF INTERNATIONAL EDUCATION TERMINOLOGY

“Internationalization” is not a new term nor is the debate over its definition new. “Internationalization” has been used for years in political science and governmental relations, but its popularity in the education sector has really soared only since the early 1980s. Prior to this time, “international education” and “international cooperation” were favored terms—and still are in some countries. In the 1990s, the discussion centered on differentiating “international education” from such overlapping terms as “comparative education,” “global education,” and “multi-cultural education.” But today, the relationships and nuances of meaning among “crossborder,” “transnational,” “borderless,” and “international” modes of education are causing confusion. Table 1.1 provides a longitudinal view of the evolution of terms related to the international dimension of higher education.

*Table 1.1. Evolution of international education terminology*

<i>New Terms (Since 1990s)</i>	<i>Existing Terms</i>	<i>Traditional Terms</i>
<b>Generic Terms</b>		
Globalization	Internationalization	International education
Borderless education	Multicultural education	International development cooperation
Crossborder education	Intercultural education	Comparative education
Transnational education	Global education	Correspondence education
Virtual education	Distance education	
Internationalization “abroad”	Offshore/overseas education	
Internationalization “at home”		
<b>Specific Elements</b>		
Education providers	International students	Foreign students
Corporate universities	Study abroad	Student exchange
Liberalization of educational services	Institution agreements	Development projects
Networks	Partnership projects	Cultural agreements
Virtual universities	Area studies	Language study
Branch campus	Double/joint degrees	
Twinning and franchise programs		
Global Education Index		

Source: Knight (2005).

During the 1960s, the most commonly used terms were “international cooperation,” “international relations,” and “international education,” usually defined in terms of such activities as development projects, foreign students, and international academic and cultural agreements. In the mid-1980s, “internationalization” was likewise defined by such activities as study abroad, language studies, institutional agreements, and area studies. During the first decade of the 21<sup>st</sup> century, however, less emphasis has been given to development activities and more to academic mobility which includes students, research, programs, and providers moving across borders (Marginson & Sawir, 2005). Also characterizing this stage has been a greater orientation toward commercial and market-driven activities. A third defining characteristic has been substantial growth in international academic networks and partnerships based on mutual benefits and collaboration—in other words, for-profit and nonprofit aspects of the internationalization of education.

The international dimension is a key factor, shaping and challenging the higher education sector in countries all over the world. Since the 1990s, it has become a formidable force for change, perhaps *the* central feature of the higher education sector. Landmarks of this changing horizon include:

- The development of new international networks and consortia
- The growing numbers of students, professors, and researchers participating in academic mobility schemes
- The increase in the number of courses, programs, and qualifications that focus on comparative and international themes
- More emphasis on developing international/intercultural and global competencies
- Stronger interest in international themes and collaborative research
- A growing number of crossborder delivery of academic programs
- An increase in campus-based extracurricular activities with an international or multicultural component
- The impetus given to recruiting foreign students
- The rise in the number of joint or double degrees
- The expansion in partnerships, franchises, offshore satellite campuses
- The establishment of new national, regional, and international organizations focused on international education
- New regional and national-level government policies and programs supporting academic mobility and other internationalization initiatives.

Clearly, the international dimension of higher education has been steadily increasing in importance, scope, and complexity. Could anyone have anticipated the creative uses of information and communication technologies (ICT) by which international “click” institutions are extending, complementing, and in some cases competing with traditional “brick” institutions? Who would have predicted the current rate and state of massification, privatization, corporatization, and commercialization of crossborder higher education? The diversity of actors, providers, and recently interested stakeholders are bringing new waves of innovation, influence, and competition to the provision of international higher education and the policies



governing it. In short, the world of higher education is changing and the world in which higher education plays a significant role is in turmoil and undergoing a significant transformation.

#### NEW REALITIES AND CHALLENGES OF TODAY'S ENVIRONMENT

It is impossible to look at the international dimension of higher education in the first decade of the 21<sup>st</sup> century without considering the realities of the environment in which higher education is operating (Innis & Hellsten, 2004). Changes and challenges are springing up as the changing environment of globalization impacts education but also as internationalization itself becomes an agent of change. Most of these challenges group themselves in eight areas: globalization, regionalization, information and communication technologies, new providers, alternate funding sources, borderless issues, lifelong learning, and the growth in the numbers and diversity of actors.

#### *Globalization*

Globalization is probably the most pervasive and powerful feature of the changing environment. As a phenomenon, it dominates the minds of policymakers, academics, and professionals/practitioners no matter what their sector or discipline. Education is no exception (Stromquist, 2007). The role of education—particularly postsecondary education—as both agent and reactor to globalization is a critical area of debate and study. The discussion on its nature, causes, elements, consequences, and future implications for education is prolific, rather controversial, and very important (Altbach, 2006; Breton & Lambert, 2003; Enders & Fulton, 2002; Marginson, 2001; Scott, 2000). This volume purposely adopts a neutral definition of “globalization,” also positioning it as a key environmental factor with multiple effects, both positive and negative, on education.

It is important to note that the discussion does not center on the “globalization of education” per se. Rather, it is presented as a phenomenon that impacts internationalization. In fact, substantial efforts have been made during this past decade (Knight & de Wit, 1999) to maintain the focus on the “internationalization of education” and to avoid using the term “globalization of education.” This approach has had mixed results, but some success has been achieved in ensuring that these two terms are not seen as synonyms and are not used interchangeably.

Globalization is not usually seen as a neutral concept. Laden with implications of political, social, and economic turmoil, it engenders strong reactions, both supportive and critical of its process and impact (Odin & Mancias, 2004). This volume's working definition of globalization is the flow of people, culture, ideas, values, knowledge, technology, and economy across borders resulting in a more interconnected and interdependent world. This definition acknowledges that globalization is a multifaceted process that can impact countries in vastly different ways—economically, culturally, politically, and technologically. But it does not take an ideological stance

on whether this impact has positive and/or negative consequences. A key aspect of this definition is that it refers to borders of countries and infers worldwide scope and movement; thus, it is decidedly different from “internationalization,” which emphasizes relations between and among nations.

Key elements of globalization include: (a) the knowledge society, (b) information and communication technologies, (c) the market economy, (d) trade liberalization, and (e) changes in governance structures. It remains a matter of debate whether these factors are causes or effects of globalization (in many cases they are almost certainly both); but this discussion treats them as critical elements of globalization that have a major impact on the education sector.

Table 1.2 describes each of these five elements of globalization, noting some of their more important implications for higher education in general and for the international dimension in particular. This table presents highlights only, not the full analysis. Its purpose is to illustrate several of the major environmental changes that are shaping the responses and actions of internationalization to globalization. It is important to note that they relate to all aspects of internationalization—curriculum and teaching, student and academic mobility, the crossborder delivery of education programs, international development projects, the study of foreign languages, commercial trade, staff development, etc. Although the table is arranged in three columns, they should not be read as aligned. Globalization is not a linear process. The five elements of globalization listed in Column 1 have implications for many aspects of higher education and, in turn, for the international dimension.

### *Regionalization*

An unexpected result of globalization is the growing importance of regions. Forecasts that the nation-state would erode under globalization’s impact have so far proved too pessimistic. Instead, regional needs and networks have developed a new importance. Examples are such regional-based trade blocs as the North American Free Trade Association (NAFTA), Asia Pacific Economic Council (APEC), and European Union (EU). The development of regional-based organizations, consortia, and alliances are further illustrations of the regionalization trend. Higher education has seen the development of new regional-based mobility programs—for example, the University Mobility Program of Asia Pacific (UMAP), which focuses on student mobility schemes among member institutions. New regionwide quality assurance agencies have been developed in all regions of the world.

Building on the success of ERASMUS, the first student mobility program sponsored by the European Commission, interregional mobility programs have now developed, of which EU-ASEAN and EU-Latin America are examples. International education organizations are operating now in Europe, Asia Pacific, and North America, while new organizations are even now being formed in Latin America and Africa.

South-to-South cooperation and networks are increasing. Regional hubs are being developed as several Asian countries—including Singapore, Japan, Malaysia, and India—are establishing themselves as a regional education centers to capitalize on the growing demand for higher education from Asian countries and the desire to increase their competitiveness in research and technology. Increased economic,

*Table 1.2. The implications of five elements of globalization for the internationalization of higher education*

<i>Element of Globalization</i>	<i>Impact on Higher Education</i>	<i>Implications for the International Dimension of Higher Education</i>
<p><b>Knowledge Society</b> Increasing importance is attached to the production and use of knowledge as a wealth creator for nations.</p>	<p>A growing emphasis on continuing education, life-long learning, and continual professional development; creates a greater unmet demand for post-secondary education. The need to develop new skills and knowledge results in new types of programs and qualifications. Universities' role in research and knowledge production alters, becomes more commercialized.</p>	<p>New types of private and public providers deliver education and training programs across borders—e.g., private media companies, networks of public/private institutions, corporate universities, multinational companies. Programs become more responsive to market demand. Specialized training programs are developed for niche markets and professional development and distributed worldwide. The international mobility of students, academics, education/training programs, research, providers, and projects increases. Mobility is both physical and virtual.</p>
<p><b>ICTS –Information and Communication Technologies</b> New developments in information and communication technologies and systems.</p>	<p>New delivery methods are used for domestic and cross-border education, especially online and satellite-based forms.</p>	<p>Innovative international delivery methods are used, including e-learning, franchises. Satellite campuses require more attention to accreditation of programs/providers, more recognition of qualifications.</p>
<p><b>Market Economy</b> Growth in the number and influence of market-based economies around the world.</p>	<p>The commercialization and commodification of higher education and training at domestic and international levels increases.</p>	<p>New concerns emerge about the appropriateness of curriculum and teaching materials in different cultures/ countries. New potential develops for homogenization and hybridization.</p>
<p><b>Trade Liberalization</b> New international and regional trade agreements develop to decrease barriers to trade.</p>	<p>Import and export of educational services and products increases as barriers are removed</p>	<p>The emphasis increases on the commercially oriented export and import of education programs; international development projects continue to diminish in importance.</p>
<p><b>Governance</b> The creation of new international and regional governance structures and systems.</p>	<p>The role of national-level education actors both government and non-government is changing New regulatory and policy frameworks are being considered at all levels.</p>	<p>Consideration is given to new international/regional frameworks to complement national and regional policies and practices, especially in quality assurance, accreditation, credit transfer, recognition of qualifications, and student mobility.</p>

*Source:* Knight (2006; updated 2008).

science, and technology competitiveness between and among countries is forcing neighboring nations to increase their collaboration on a regional or subregional basis.

Cooperation within Europe is probably the best known and, to some degree, the most successful case of regional collaboration, especially in the higher education sector. Europe's Bologna Process is the most striking example of major region-wide reform. Now with a very strong external dimension, it is actively engaged in making European higher education more attractive and more competitive with that of the United States in terms of their international dimension and cooperation. It is interesting to see that, while the Europeanization process remains active, there is concurrently an increasing emphasis on exporting to the rest of the world their higher education reform measures and programs. Europeanization has been part of the deliberate, planned agenda motivated by the political and economic objectives of the European Union. Africanization, on the other hand, is often seen in the context of preserving indigenous knowledge and is frequently seen as an antidote to the homogenizing effects of Westernization. Regionalization can therefore be used in different ways and for different purposes.

Much of the discussion on regionalism has been in the context of regionalization versus internationalization. But the "versus" approach is neither productive nor helpful in exploring this theme. The key issue which requires further analysis is how to achieve the most appropriate balance of interests and needs among local, national, regional, and international levels. When one juxtaposes the interdependence among nations needed to solve some of the global challenges against individual nations' growing technological and scientific competitiveness, the importance of finding the optimal balance among national, regional, and international levels comes into clearer focus. The process of internationalization emphasizes the concept of the nation-state and encourages relationships and exchanges between and among countries, either bilaterally or multilaterally. It is important that internationalization not be seen as a process that jeopardizes local, national, or regional needs and priorities.

### *Information and Communication Technologies*

The international mobility of information has exploded. It is an important complement to the mobility of students and teachers but does not and should not replace the mobility of people. The new information and communication technologies are enabling a far larger percent of students to have international contacts and access to information.

Distance and time are no longer barriers. Opportunities for distance and cross-border delivery of educational programs are growing rapidly through the use of the new technologies. The excitement generated by new ways to internationalize the curriculum, the learning process, and scholarly activities is tangible. However, unbridled enthusiasm can be as problematic as the cynicism of sceptics. Careful thought and attention need to be focused on why, when, and how the new information and communication technologies enhance higher education and the international

dimension. The key challenge is to determine how these emerging technologies can be used to enhance the learning process, extend its benefits, and bring international expertise together to solve shared problems in new and creative ways.

Vigilance is needed over the increased use of English for information sharing and communication purposes and as a teaching language for international delivery. A worrisome issue is the loss of national languages as the medium of instruction in many smaller, non-English-speaking countries, especially in Europe. Furthermore, many of the electronic data sources and information are available in English only. As a steadily increasing amount of information becomes available in English, the risk that English-speaking students will not see the necessity or advantage of learning other languages intensifies. Learning a language is an introduction to learning about another culture, another way of thinking, another perspective on the world, or at least a deeper understanding of how other cultures perceive the world. An appreciation of different ways of knowing and thinking about the world combined with heightened intercultural communication skills are important attributes for graduates of colleges and universities.

### *New Providers*

Given the increase in demand for higher education, the rise of new providers, new delivery methods, and new types of programs is predictable. New types of higher education providers are active in delivering education programs both domestically and internationally. They include media companies such as Pearson (UK) and Thomson (Canada); multinational companies such as Apollo (USA), Informatics (Singapore), and Aptech (India); corporate universities, such as those run by Motorola and Toyota; and networks of professional associations and organizations (Knight, 2005).

Generally, these new commercial providers are mainly occupied with teaching/training or providing services and do not focus on research per se. They can complement, cooperate, or compete with public and private higher education institutions (HEIs), whose mandate is traditionally the trinity of teaching, research, and service. Because many of the new providers focus on delivering education across borders, they must be included as actors in the internationalization scene.

## DIVERSIFICATION OF FUNDING SOURCES

It would be a major oversight if funding and support for higher education were not acknowledged as a key new challenge for internationalization. Driving this development is the growing demand for further postsecondary education opportunities, which often outstrips the ability of national governments to provide public funding adequate to meet this need. At the global level, some indications suggest that the rate of funding is rising more rapidly from private investment than from public funding (Levy, 2003). Among the results of this trend are the diversification, privatization, and commercialization of higher education and research and their funding sources.

The necessity is growing for institutions—both public and private—to seek alternative sources of income. Among the most common are funding from social foundations, sponsorship from the private corporate sector, income from the commercialization of research findings, and revenue from fee-based education for domestic and international students as well as from other types of crossborder education delivery. In fact, generating income from importing and exporting education programs is expected to increase at a significant rate in the next decade (Larsen, Morris & Martin, 2002). Thus, trade in higher education services is becoming increasingly competitive, and the presence of new commercial providers will likely have a significant impact on public and private nonprofit higher education institutions.

### *Borderless Issues*

Issues such as the degradation of the environment, population growth, security, global warming, immigration, terrorism, human rights, and health epidemics are not necessarily confined by the borders of one country or region. As problems without borders, they require international collaboration and cooperation to find policies and strategies that will mitigate negative effects and lead to positive solutions.

Multilateral government agencies, international nongovernmental organizations, national governments, the private sector and also the higher education sector all have a role to play at national and international levels in addressing these trends. The role that higher education plays in researching, teaching about, and analyzing these areas needs to be given greater attention and prominence in public policy debates.

### *Lifelong Learning*

A contemporary trend in higher education is increased recognition for the concept of lifelong learning as a benefit, not only for individuals but also for the collective good of a country. This trend constitutes a gradual but profound societal shift and will have a major impact on higher education providers. A strong emphasis on learning motivates individuals toward continuous learning and helps to equip them with the skills and knowledge to be contributing citizens at the local, national, and international levels. Closely related to this trend is the emergence of information and communication technologies which empower learners of all ages to access global resources via books, CD-ROMs, or the internet, increasing their international awareness and exposure.

### *Growth in Number and Diversity of Actors*

For several reasons, it is important to examine the different levels and types of actors involved in promoting, providing, and regulating the international dimension of higher education. First is the fact that internationalization now encompasses a vast array of programs and activities that have brought new actors into play. Second, these

activities and issues have implications for policies and regulations at the international, regional, and domestic levels. Third, the lines or boundaries separating these different levels are becoming increasingly blurred and porous.

Table 1.3 provides a schema for organizing and addressing the growth in the number and diversity of stakeholders with interests in the international dimension of higher education. It illustrates that the actors include many different types: not only the educational institutions and providers themselves but also government departments and agencies; nongovernmental and semi-governmental organizations, private and public foundations; and conventions and treaties. The categories of actors can be further analyzed by considering the nature of their mission—e.g., policy-making, regulating, funding, programming, advocacy, and networking. It is important to note that actors often occupy more than one role and that these categories are therefore not mutually exclusive (Jaramillo & Knight, 2005).

The activities of these actors are diverse and include for example, student mobility, research and development, curriculum, scholarships, and quality assurance. The analysis becomes more complex when considering the levels of the actors: national, bilateral, subregional, regional, interregional and international are considered. It is also important to note that, in many circumstances all levels of actors can be involved or influence the development and implementation of policy, programs, and regulation of international higher education.

*Table 1.3. Actors and their roles in the internationalization of higher education*

<i>Type of Actor</i>	<i>Level/Scope</i>	<i>Role</i>	<i>Typical Activities</i>
Government departments or agencies	National Bilateral	Policymaking Regulating	Scholarships Academic mobility
Non- (or semi-)governmental organizations	Subregional Regional	Advocacy Funding	Research Curriculum
Professional associations or special interest groups	Interregional International	Programming Networking	Quality assurance Science and technology
Foundations		Disseminating information	
Educational institutions and providers			

*Source:* Knight (2004).

Table 1.4 gives examples that illustrate the growing number and diversity of actors who are increasing global connectivity and who are involved in promoting, providing, and making policy related to the international dimension of higher education. It also reinforces the reality that issues such as quality assurance, accreditation, qualification recognition, student exchange, new international or cross-border providers, brain drain, commercialization, and trade of education—to name but a few issues—are no longer the sole purview of national level actors.

It is clear from the diversity of actors influencing the international dimension of higher education that we must examine how national-level policies, programs, and providers relate to bilateral, regional, and international level actors and policies.

Table 1.4. Examples of actors involved in the internationalization of higher education

	<i>National</i>	<i>Bilateral</i>	<i>Subregional, Regional, Interregional</i>	<i>International</i>
<b>Government Departments or Agencies</b>	<b>National Ministries</b>  <u>For example:</u> Education Culture Science and technology Foreign affairs Immigration Trade Industry Economic Development	<b>International Development Agencies</b>  <u>For example:</u> JAICA (Japan) USAID (USA) SIDA (Sweden) CIDA (Canada)	<b>Intergovernmental Organizations</b>  <u>For example:</u> European Commission Asian Development Bank IOHE African Union	<b>Intergovernmental Organizations</b>  <u>For example:</u> UNESCO World Bank, UNDP, OECD, WTO, UNICEF
<b>Non (or Semi-) Governmental Organizations</b>	<b>Professional or Service Organizations</b>  <u>For example:</u> University associations Quality assurance and accreditation agencies Granting councils Scholarship organizations Science councils Export agencies Student groups	<b>International Cooperation Organizations</b>  <u>For example:</u> DAAD British Council, NUFFIC	<b>University Associations</b>  <u>For example:</u> African Association of Universities European University Association (EUA)  <b>Quality Assurance and Accreditation Agencies</b> <u>For example:</u> Asia Pacific Network for Quality Assurance	<b>University Associations</b>  <u>For example:</u> International Association of Universities Association of Commonwealth Universities (ACU) Association of Francophone Universities (AUF)
<b>Foundations</b>	Private and public foundations (e.g., Ford, Aga Khan, Japan, Carnegie) supporting activities such as student/professor mobility, scholarships, research/publications, science, conferences/workshops			
<b>Treaty/ Convention</b>		Cultural, Academic, Political, Economic, Trade Agreements	UNESCO regional conventions on recognition qualifications Regional and subregional trade agreements	GATS
<b>Education Providers</b>	<ul style="list-style-type: none"> <li>– Public nonprofit HEIs, Public for-profit HEIs</li> <li>– Private nonprofit HEIs, Private for-profit HEIs</li> <li>– Corporate universities (e.g., Motorola)</li> <li>– Commercial companies (e.g., Aptech, Apollo, Sylvan, Informatics)</li> <li>– Networks (e.g., Universitas 21)</li> <li>– Media/publishing companies (Pearson, Thomson)</li> <li>– Private virtual universities (Jones International University)</li> </ul>			

Source: Knight (2004).



## EMERGING TRENDS, ISSUES, AND QUESTIONS

This chapter approaches the issues impacting internationalization in light of the new realities and turbulent environment of the 21<sup>st</sup> century's first decade. An important element of that discussion is identifying and examining the terminology used in the discourses involving the study of higher education. The literature shows that some adjectives occur again and again: "complex," "multifaceted," "diverse," "controversial," "changing," and "challenging." They paint a picture of internationalization as a phenomenon that is evolving on many fronts, both in impacting and in being impacted in a more globalized world. This evolutionary process reveals a number of macro trends (Knight, 2006b) that impact higher education both domestically and internationally:

- The movement to a knowledge-based society and economy
- New developments in ICTs
- A stronger sense of regionalism (trade, economic, cultural, political)
- Greater mobility of people, capital, ideas, knowledge, and technology
- More trade liberalization through bilateral and multilateral trade agreements
- Increased emphasis on market economy
- Shifts in the locus of governance from national to subregional, regional, and international levels.

These macro trends have important implications for the international dimension of higher education including:

- An increased demand for postsecondary education, especially lifelong learning and professional training
- A greater diversity of education providers including nongovernment/social foundations, commercial companies, private for-profit institutions, for-profit entities of public institutions and, more negatively, "degree mills"
- Innovations in distance/online delivery and crossborder provision of higher education
- New types of awards and qualifications being offered
- Additional and new levels (or types) of quality assurance and accreditation
- Rates of private investment in higher education increasing more rapidly than public investment
- New forms of administrative/academic partnerships among different types of providers
- Changing forms and purposes of strategic alliances
- Increased brain drain/gain including physical and virtual forms
- New forms of intra- and interregional higher education programs, especially mobility initiatives
- More international-level competition and innovation in a market-based approach to education
- A shift from development aid to partnership exchange to commercial trade in education.

These changes and new scenarios introduce a number of issues that are central to the study of the international dimension of higher education. These issues are sketched below and analyzed in greater detail in subsequent chapters.

*Cultural Diversity.* The impact of new forms and types of international academic mobility on the recognition and promotion of indigenous and diverse cultures is a subject that evokes strong positions and sentiments. Many believe that modern information and communication technologies and the movement of people, ideas, and culture across national boundaries are presenting new opportunities to promote one's culture to other countries and are also presenting further chances for the fusion and hybridization of culture. Undergirding their position is the assumption that this flow of culture across borders is not new at all; only the speed has been accelerated.

Others see both the movement and the speed as alarming. They contend that these same forces are eroding national cultural identities and that, instead of creating new, hybrid cultures, native cultures are being homogenized—by which, in most cases, they mean Westernized.

Because education has traditionally been seen as a vehicle of acculturation, these arguments focus on the specifics of curriculum content, language of instruction (particularly the increase in English) and the teaching/learning process in international education. Both perspectives have strengths to their arguments.

*The commercialization of higher education.* The General Agreement on Trade in Services (GATS) has been a wake-up call for higher education around the world. Higher education has traditionally been seen as a “public good” and a “social responsibility.” But with the advent of this new international trade agreement, higher education has become a tradable commodity or, more precisely in GATS terms, an internationally tradable service. Many see GATS as presenting new opportunities and benefits while others see it as introducing new risks.

At the heart of the debate for many educators is the impact of increased commercial crossborder education on the purpose, role, and values of higher education. The growth in new commercial and private providers, the commodification of education, and the prospect of new trade policy frameworks are catalysts for stimulating serious reflection on the role, social commitment, and funding of public higher education institutions in society. The trinity of teaching/learning, research, and service to society has traditionally guided the evolution of universities and their contribution to the social, cultural, human, scientific, and economic development of a nation. Is the combination of these roles still valid, or can they be disaggregated and rendered by different providers?

Such traditionally fundamental values as academic freedom, collegiality, and institutional autonomy are being closely examined. Is education still considered to be a public good or a social responsibility in the sense of contributing to the development of society and/or is it being perceived as a private good for individuals' consumption and benefit? Some believe that these traditional values and roles are even more relevant and important in today's environment; others suggest that globalization underscores the need to shift away from these longstanding values. And still others argue that, if higher education is to fulfill its role as a “public good,” then it will need to move away from its traditional public funding sources in favor of more market-based approaches. The commercialization and commodification of higher education on an international basis are important catalysts, demanding a

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rigorous review of the values fundamental to higher education and a nation's perception of how education meets national priorities and needs.

*The internationalization of academic relations.* Many public and private non-profit institutions have a wider interest in the international dimension of education, than the delivery of education across national jurisdictional boundaries. Higher education institutions are actively expanding the international dimension of their research, teaching, and service functions. This different approach is a necessity given the increasing interdependency of nations who hope to address such global issues as climate change, crime, terrorism, and health through collaborative research and scholarly activity. The international and intercultural aspects of curriculum and the teaching/learning process are important for their contribution to the quality and relevancy of higher education.

One of the leading rationales at the institutional level for internationalization is preparing graduates to be internationally knowledgeable and interculturally skilled, able to live and work in more culturally diverse communities both at home and abroad. An important question to ask is how an increased emphasis on the commodification and new trade regulations will affect the nature and priority given to academic, social, cultural, and political rationales of nonprofit international education activities.

*Student access.* The increasing numbers of secondary school graduates coupled with demographic changes, lifelong learning, and changing human resource needs created by the knowledge economy are accelerating the demand for postsecondary education. Does international education help countries satisfy this growing demand for further education? Many would answer yes and see increased access for students as a strong motivation for all forms of education that are moving between countries. But movement alone does not answer thorny questions about the equity of access and whether it will be available only to those who can afford it (Van der Wende, 2003).

*Quality assurance of crossborder education.* The increase in crossborder education by institutions and new private commercial providers has introduced a new challenge (and gap) in the field of quality assurance. Historically, national quality assurance agencies, with some notable exceptions, have generally not focused on assessing the quality of imported and exported programs. The question now facing this sector is how to deal with the increase in crossborder education by traditional HEIs and by the new private commercial providers who are not normally part of nationally based, quality assurance schemes.

*New developments in accreditation.* The increased awareness of the need for quality assurance and/or accreditation has led to several new developments in accreditation, some of which are assisting in the tasks of recognizing both domestic and international qualifications, but some of which are only hindering and complicating matters. It is important to acknowledge the efforts of many countries to establish criteria and

procedures for systems of quality-assurance recognition and for approving bona fide accreditors. At the same time, it is necessary to recognize the increase in self-appointed and rather self-serving accreditors, as well as accreditation mills that simply sell “bogus” accreditation labels.

Market forces are making the profile and reputation of an institution/provider and their courses more and more important. Major investments are being made in marketing and branding campaigns to achieve name recognition and increase enrollments. Possessing some type of accreditation is part of the campaign and assures prospective students that the programs/awards have high standing. The desire for accreditation status is leading to a commercialization of quality assurance/accreditation, as programs and providers strive to gain as many “accreditation” stars as possible as a way of increasing their market competitiveness and perceived international legitimacy. The challenge is how to distinguish between bona fide and rogue accreditors, especially when neither the crossborder provider nor the accreditor is nationally based or recognized as part of a national higher education system.

Such rogue accreditors should not be confused with networks of institutions and new organizations that, though self-appointed, engage in accreditation of their members. These are positive developments in terms of trying to improve the quality of the academic offer. However, this departure from traditional accreditation methods opens the door to concerns that they are not totally objective in their assessments and may be more interested in generating income than in improving quality. While this concern can apply to both crossborder and domestic providers, it is particularly worrisome in the case of crossborder providers, who often fail to give adequate attention to national policy objectives and cultural orientation.

*Recognition of qualifications.* Increased academic mobility gives new prominence to the issue of credential recognition in international education policy. The credibility of higher education programs and their qualifications is extremely important for students, their employers, the public at large, and of course for the academic community itself. It is critical that the qualifications awarded by crossborder providers are legitimate and will be recognized for employment or further studies both at home and abroad. This major challenge facing the national and international higher education sector cannot be avoided as new crossborder providers and programs multiply.

*Brain drain/gain.* Brain power, meaning the skills and abilities of a qualified person, is an increasingly important issue for many countries because of the growing mobility of professional/skilled workers. The increase in the crossborder movement of scholars, experts, and teachers/professors is due in part to the increasing competitiveness for human capital in the knowledge economy. Not only is there a trend for higher education personnel to move from country to country, but they are also attracted to the corporate sector where benefits can heavily outweigh those in the education sector. A country’s higher education sector can be affected either negatively (if it is experiencing a net brain drain as trained personnel move out) or positively (if trained personnel are moving in). There are also direct links between

foreign student recruitment/mobility and the recruiting country's needs for skilled labor in the form of immigrants. Thus, the complex and increasingly interrelated dynamics between national policies for international education, migration policies, and nation building/human capacity building efforts are areas demanding serious consideration by education policymakers.

#### QUESTIONS FOR ACADEMIC LEADERS AND POLICYMAKERS

These emerging issues and trends raise questions in terms of institutional-, national-, and regional-level policies and programs that need to be put into place. The chapters that follow will discuss their impact on internationalization policies, programs, and strategies:

1. How does internationalization deal with the intersection of international and intercultural? Is internationalization a vehicle for increased understanding and appreciation of cultural diversity and fusion or is it an agent of cultural homogenization? How do the curriculum, teaching/learning process, research, extracurricular activities, and academic mobility contribute to intercultural understanding and cultural hybridization/homogenization?
2. Is there a subtle but discernible shift away from the social and cultural rationales toward the economic and commercial interests of internationalization? What are the implications for higher education policy in general: funding, access, quality, role in society, research, curriculum, and regulatory frameworks?
3. How is internationalization contributing to brain drain or brain gain? What mechanisms can help enhance the benefits of increased academic and professional mobility and the diaspora but mitigate the negative impact of imbalances caused when talent is flowing out of countries?
4. What are the connections between academic mobility, labor mobility, and temporary or permanent immigration? Are targeted recruitment campaigns for international students and professors linked to migration patterns?
5. As education/training programs move across borders, what are the implications for quality assurance and the accreditation of programs and providers? What role do institutions, national quality assurance, and accreditation agencies play in monitoring incoming and outgoing programs? Is there a need for regional or international mechanisms to augment national/institutional efforts to monitor the increased crossborder delivery?
6. The emergence of new, private-sector, for-profit companies brings new actors to the world of internationalization. How will these new providers of education programs and services collaborate, compete, complement, or change the work of traditional public and private postsecondary institutions in the internationalization of teaching/learning, research, and service?
7. The complexities involved in working in the field of internationalization require additional sets of knowledge, attitudes, skills, and understandings about the international/intercultural/global dimension of higher education. How are these competencies developed and recognized for academics, administrators,

- and policy-makers working in the field of the internationalization of higher education?
8. What are the implications of increased academic mobility for recognizing academic and professional credentials? What is the relationship between recognizing credentials and the trend toward the validation of competencies? What is the role of the existing regional UNESCO conventions on credential recognition?
  9. The international dimension of higher education is gaining a higher profile in such policy arenas outside education as immigration, trade and commerce, culture, and economic development. How can the education sector work collaboratively with these sectors at the national/regional level to ensure that the internationalization process is understood and that it contributes to human, social, cultural, scientific, and economic development?
  10. In concrete terms, how does internationalization facilitate regional integration and conversely, how does regional integration impact internationalization?

Looking ahead, it is important to reflect on what will be seen as the major accomplishments of internationalization during the first two decades of the 21<sup>st</sup> century. Are we taking a long-term perspective on the implications and consequences of internationalization, or are we merely reacting to contemporary issues and opportunities? Wise and thoughtful planning at this stage will deflect many problems that could otherwise drain energy and mire progress over decades to come.

*Note:* This chapter is based on and updated from J. Knight (2004, 2005, 2006a, 2006b) and Knight and de Wit (1999) as cited in the Related References.

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## **AN INTERNATIONALIZATION MODEL:**

### *Meaning, Rationales, Approaches, and Strategies*

Internationalization is one of the major forces impacting and shaping higher education as it changes to meet the challenges of the 21<sup>st</sup> century. As discussed in Chapter 1, the picture of internationalization that is emerging is one of complexity, diversity, and differentiation especially in light of the diversity of new providers and the growth of commercial crossborder education. The internationalization of higher education is a process that is evolving as both actor and reactor to the new realities and rather turbulent times facing higher education.

The purpose of this chapter is to develop a framework or model to understand the very complex subject and process of internationalization. It is important to have a solid grounding in the conceptual aspects of internationalization before proceeding on to the remaining chapters in the book. The major aspects of the model which are examined include the meaning, rationales, approaches, and strategies of internationalization. A model of internationalization needs to address both the institutional level and national/sector level. The national/sector level has an important influence on the international dimension of higher education through policy, funding, programs and regulatory frameworks. Yet it is usually at the level of individual institutions that the real process of internationalization is taking place. Therefore, this analysis and conceptual model of internationalization uses both a bottom-up (institutional) approach and a top-down (national/sector) approach, examining the dynamic relationship between these two levels.

#### THE MEANING OF INTERNATIONALIZATION

“Internationalization” is not a new term. It has been used for centuries in political science and governmental relations, but its popularity in the education sector has really soared only since the early 1980s. Prior to this time, international education and international cooperation were the favored terms, and still are in some countries. In the 1990s, the discussion on using the term “international education” centered on differentiating it from terms like “comparative education,” “global education,” and “multicultural education.” Now, in the first decade of the 21<sup>st</sup> century, related terms are emerging, which include “transnational education,” “borderless education,” “offshore education,” and “crossborder education,” as well as “transnationalization,” “multinationalization,” and “regionalization.” It is interesting to note that these descriptors relate to the concept of borders and differ substantially from the previous key concept of culture.

The purpose of trying to develop a clear and somewhat comprehensive definition for internationalization is to help clarify the confusion and misunderstanding which



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currently exist. While it is true (and appropriate) that there will likely never be a true universal definition, it is important that common understandings govern discussions, analyses, and increased attention and support from policymakers and academic leaders.

### *Evolution of the Concept*

In the late 1980s, “internationalization” was commonly defined at the institutional level and in terms of a set of activities. The definition proposed by Arum and Van de Water (1992) is a good example of this approach. They proposed that internationalization refers to “the multiple activities, programs and services that fall within international studies, international educational exchange and technical cooperation” (p. 202). By the mid-1990s, a process or organizational approach was introduced by Knight (1994) to illustrate that internationalization was a process that needed to be integrated and sustainable at the institutional level. By this definition, internationalization was seen as the “process of integrating an international and intercultural dimension into the teaching, research and service functions of the institution” (p. 7).

Van der Wende (1997) correctly pointed out that an institutional-based definition has limitations and therefore proposed a broader definition suggesting that internationalization is “any systematic effort aimed at making higher education responsive to the requirements and challenges related to the globalization of societies, economy and labor markets” (p. 18). While this definition includes important elements, it only positions the international dimension in terms of the external environment—specifically globalization—and therefore, does not contextualize internationalization in terms of the education sector itself.

De Wit (2002) concludes:

As the international dimension of higher education gains more attention and recognition, people tend to use it in the way that best suits their purpose. While one can understand this happening, it is not helpful for internationalization to become a catchall phrase for everything and anything international. A more focused definition is necessary if it is to be understood and treated with the importance that it deserves. Even if there is not agreement on a precise definition, internationalization needs to have parameters if it is to be assessed and to advance higher education. This is why the use of a working definition in combination with a conceptual framework for internationalization of higher education is relevant (p. 114).

### *Updated Working Definition*

It is interesting to look at the way in which definitions can shape policy and also how practice can influence definitions and policy. Given the changes in the rationales, the providers, the stakeholders, and the activities of internationalization, it is important to revisit the question of definition and ensure that the meaning reflects the realities of today and is also able to guide and be relevant to new developments. It is increasingly clear that internationalization needs to be understood both at the

national/sector level and also the institutional level. Therefore, a new definition is here proposed that acknowledges both levels and also acknowledges the relationship and integrity between them.

The challenging part of developing a definition is the need for it to be generic enough to apply to many different countries, cultures, and education systems. This is no easy task. While it is not necessarily the intention to develop a universal definition, it is imperative that it be appropriate for use in a broad range of contexts and for comparative purposes across countries and regions of the world. With this in mind, it is therefore important to ensure that a definition does not specify the rationales, benefits, outcomes, actors, activities, and stakeholders of internationalization as they vary enormously across nations and also from institution to institution. What is critical is that the international dimension relates to all aspects of education and the role that it plays in society. This volume proposes the following working definition: Internationalization at the national/sector/institutional levels is the process of integrating an international, intercultural or global dimension into the purpose, functions or delivery of higher education at the institutional and national levels.

This definition is intentionally neutral. Many would argue that the process of internationalization should be described in terms of promoting cooperation and solidarity among nations, improving the quality and relevance of higher education, or contributing to the advancement of research for international issues. While these are noble intentions—and internationalization can certainly contribute to these goals—a definition needs to be objective enough that it can be used to describe a phenomenon which is, in fact, universal but which has different purposes and outcomes, depending on the actor or stakeholder and the national or institutional context.

#### EXPLANATION OF KEY CONCEPTS

Given the varying conceptions of international higher education and the level of turmoil in this sector, it is important to explain that specific terms and concepts have been carefully chosen for the proposed working definition of internationalization articulated above.

The term *process* is deliberately used to convey that internationalization is an ongoing and continuing effort and to note that there is an evolutionary or developmental quality to the concept. Process is often thought of in terms of a tri-part model to education: input, process, and output. The concepts of input and output were deliberately not used even though, in today's environment, there is increased emphasis on accountability and outcomes. If internationalization is defined in terms of inputs, outputs, or benefits, it becomes less generic as it must reflect the particular priorities of a country, institution, or group of stakeholders.

The notion of *integration* is specifically used to denote the process of embedding the international and intercultural dimension into policies and programs to ensure sustainability and centrality to the mission and values of the institution or system.

*International, intercultural, and global* are three terms intentionally used as a triad, as together they reflect the breadth of internationalization. *International* carries the sense of relationships between and among nations, cultures, or countries. However, internationalization is also about relating to the diversity of cultures that exist within

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countries, communities, institutions, and classrooms so *intercultural* seems the best term for addressing aspects of cultural diversity. Finally, *global* is included to provide the sense of worldwide scope. These three terms complement each other and together give richness both in breadth and depth to the process of internationalization.

The concepts of purpose, function, and delivery have also been carefully chosen. *Purpose* refers to the overall role that higher education has for a country/region or more specifically the mission of an institution. *Function* refers to the primary elements or tasks that characterize a national higher education system and also an individual institution. Usually these include teaching/training, research, scholarly activities, and service to the society at large. *Delivery* is a narrower concept and refers to the offering of education courses and programs either domestically or in other countries. It includes delivery by traditional higher education institutions, but it also includes new providers such as companies who are more interested in the global delivery of their programs than perhaps the international/intercultural dimension of the curriculum, research, and service.

As already mentioned, one of the previous definitions that has been widely used described internationalization as the “process of integrating an international or intercultural dimension into the teaching, research and service functions of the institution.” This definition does not conflict with the proposed working definition. In fact the opposite is true. The definitions are very complementary. First, the new definition attempts to address the realities of today’s context where the national/sector level is extremely important and therefore must be covered in a definition. Second, a growing number and diversity of education providers have very different interests and approaches to the international, intercultural, and global dimensions. Therefore, the more generic terms of “purpose,” “function,” and “delivery” are used instead of the specific functional terms of “teaching,” “research,” and “service.” By using these three more general terms, the proposed definition can be relevant for the sector/national level, the institutional level, and the variety of providers—public, private, for-profit, nonprofit, local, and/or international—in the broad field of higher education.

### TWO STREAMS: INTERNATIONALIZATION “AT HOME” AND “ABROAD”

An interesting development in the conceptualization of internationalization in the last five years has been the introduction of the term “internationalization at home” or (another way of expressing the same notion) “internal internationalization.” It appears that there is a growing need to differentiate between internationalization which is campus-based (or at home) and internationalization which focuses more on international education abroad or crossborder education. Two different streams or pillars of internationalization seem to be emerging.

The first is “internationalization at home,” a term developed to bring attention to those aspects of internationalization which would happen on a home campus. They include the intercultural and international dimension in the teaching-learning process and research, extracurricular activities, and relationships with local cultural

and ethnic community groups, as well as the integration of foreign students and scholars into campus life and activities. The emergence of this concept can perhaps be seen as a way to counteract the increased emphasis on academic mobility whether it is people, programs, providers, or projects moving across borders.

A more detailed look at internationalization “at home” includes a diversity of activities such as the following:

*Curriculum and programs.* New programs with international themes; the infusion of international, cultural, global, or comparative dimensions into existing courses; foreign language study; area or regional studies; and joint or double degrees.

*Teaching/learning processes.* The active involvement of international students, returned study-abroad students, and cultural diversity in the classroom in teaching/learning processes; virtual student mobility for joint courses and research projects; the use of international scholars and teachers and local international/intercultural experts; and the integration of international materials, intercultural case studies, role plays, and reference materials.

*Extra-curricular activities.* Student clubs and associations; international and intercultural campus events; liaison with community-based cultural and ethnic groups; and peer support groups and programs.

*Liaison with local cultural/ethnic groups.* The involvement of students in local cultural and ethnic organizations through internships, placements, and applied research; and the involvement of representatives from local cultural and ethnic groups in teaching/learning activities, research initiatives, and extracurricular events and projects.

*Research and scholarly activity.* Area and theme centers; joint research projects; international conferences and seminars; published articles and papers; international research agreements; research exchange programs; international research partners in academic and other sectors; and the integration of visiting researchers and scholars into academic activities on campus.

This elaboration is perhaps broader than the original concept of internationalization “at home” (Nilsson, 2003) which put more focus on the intercultural aspects of the teaching/learning process and the curriculum.

At the same time that “internationalization at home” has been introduced, so has the term “crossborder education.” Of course, “crossborder education” is not necessarily a new term but the use of the term “crossborder” is causing some confusion and concern. The word is starting to be used as a synonym for “internationalization” and thereby neglects the “at home” components. But it is frequently being used to describe commercial trade in education. Of course, both interpretations are too narrow, and this is why it is important to have further analysis and clarity on the two streams of internationalization.

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A more detailed look at internationalization “at home” includes a diversity of activities such as the following:

*Movement of people.* Such movement includes students in award-based programs changing location through semester/year abroad, internship or research programs, or full program abroad; and the movement of professors/scholars and experts for purposes of teaching and research, technical assistance and consulting, sabbaticals and professional development.

*Delivery of programs.* The program/course moves to the student (not vice versa); models of delivery include franchising, twinning, double/joint degree, and articulation; delivery includes educational or training programs offered through a linkage or partnership arrangement between international/foreign and domestic institutions/providers on an exchange (nonprofit) or commercial (for-profit) basis.

*Mobility of providers.* The institution/provider moves to have a physical or virtual presence in the receiving country; the foreign or international provider has academic responsibility for the program and awards a foreign degree (The provider may or may not have an academic or financial partner in the receiving country.); and examples are branch campuses, stand-alone foreign institutions, and some franchise models.

*International projects.* Such projects include a wide diversity of non-award-based activities such as joint curriculum development, research, benchmarking, technical assistance, e-learning platforms, professional development, and other capacity building initiatives; projects and services could be undertaken as part of development aid projects, academic linkages, and commercial contracts.

It is important to emphasize that the four categories included in crossborder education are implemented through the three primary and yet very different modes of internationalization: (a) development assistance projects; (b) exchanges, linkages, and mutually beneficial initiatives (nonprofit internationalization), and (c) commercial and market-driven ventures (usually for-profit in design and purpose).

The links between the two streams are important; and more attention and research are needed to study the nature and implications of their connections. It is important to point out that these two streams should be seen as closely linked, interdependent rather than independent. Internationalization “abroad” has significant implications for internationalization “at home” and vice versa.

### CHANGING RATIONALES AT INSTITUTIONAL AND NATIONAL LEVELS

The necessity of having clear, articulated rationales for internationalization cannot be overstated. Rationales are the driving force why a country, sector, or institution wants to address and invest in internationalization. Rationales are reflected in the policies and programs that are developed and eventually implemented.

Rationales dictate the kind of benefits or expected outcomes those involved expect from internationalization efforts. Without a clear set of rationales, accompanied by a set of objectives or policy statements, a plan, and a monitoring/evaluation system, the process of internationalization is often an ad hoc, reactive, and fragmented response to the overwhelming number of new international opportunities available.

Traditionally, the rationales for internationalization have been presented in four groups: social/cultural, political, academic, and economic (Knight & de Wit, 1999). The first column in Table 2.1 presents the four categories of existing rationales as updated by de Wit (2002). They are still relevant, but an unmistakable blurring of rationales has occurred across categories, accompanied by less clarity on what constitutes, for example, a political or economic rationale. Neither do the four categories of rationales distinguish between national and institutional levels of rationales, which is becoming increasingly important. Therefore, the third column presents a new approach to analyzing rationales of emerging importance at both the national and institutional levels. This list of rationales guides the analysis of why internationalization is important to systems and institutions of higher education around the world.

*Table 2.1. Rationales driving internationalization*

<i>Rationales</i>	<i>Existing Rationales</i>	<i>Of Emerging Importance</i>
<b>Social/cultural</b>	National cultural identity Intercultural understanding Citizenship development Social and community development	<b>National level</b>  Human resources development Strategic alliances Income generation/commercial trade Nation building/institution building Social/cultural development and mutual understanding
<b>Political</b>	Foreign policy National security Technical assistance Peace and mutual understanding National identity Regional identity	<b>Institutional Level</b>  International branding and profile Quality enhancement/international standards Income generation Student and staff development Strategic alliances Knowledge production
<b>Economic</b>	Economic growth and competitiveness Labor market Financial incentives	
<b>Academic</b>	Extension of academic horizon Institution building Profile and status Enhancement of quality International academic standards International dimension to research and teaching	

*Source:* Knight (2005).

NATIONAL-LEVEL RATIONALES

The rationales that appear to be driving the internationalization of higher education at the national or sector level are the following:

*Human Resources Development: Brain Power*

Demographic shifts, the knowledge economy, the mobility of the labor force, and increased trade in services are driving nations to place more importance on developing and recruiting highly qualified people/brain power through international education initiatives. There are signs of heightened pressure to recruit the brightest of students and scholars from other countries to increase scientific, technological, and economic competitiveness. Changes in recruitment strategies, incentives, and immigration policies are examples of efforts to attract and retain students and academics with the potential for enhancing the human capital of a country. Similarly, more attention is being paid to enhancing the international dimension of teaching and research so that domestic students and academics can be better equipped to contribute to their countries' effectiveness and competitiveness on the international stage. Finally, increasing recognition is being given to the need to deepen intercultural understanding and skills for personal, professional, and citizenship development. It is also worth noting that the growing importance attached to "brain power" is directly related to the increasing interest in and concern regarding brain gain/drain and the issue of migration.

*Strategic Alliances*

Strategic alliances can be seen both as a driving rationale and as an instrument of internationalization. This discussion looks at strategic alliances as rationales, whether they are entered into for academic, economic, political, or social/cultural purposes. The international mobility of students and academics, as well as collaborative research and education initiatives, are being seen as productive ways to develop closer geo-political ties and economic relationships. There has been a definite shift from alliances for cultural purposes to those for economic reasons. This is especially true at the regional level where countries are trying to achieve stronger economic and political integration with neighbors through increasing their international education activities on a regional basis. The development of strategic alliances through the internationalization of higher education is therefore seen as a way to develop closer cooperation bilaterally or regionally and to gain a competitive edge.

*Income Generation and Commercial Trade*

In the last decade, some countries have placed more emphasis on economic and income-generating opportunities attached to the crossborder delivery of education. New franchise arrangements, foreign or satellite campuses, online delivery, and the increased recruitment of fee-paying students are examples of a more commercial approach to internationalization. The fact that education is now one of the 12 service

sectors in the General Agreement on Trade in Services (GATS) is positive proof that importing and exporting education programs and services is a potentially lucrative trade area. Trade in higher education is a multi-billion dollar business internationally which is expected to increase significantly. Therefore, countries are showing increased interest in the potential for exporting education for economic benefit. The development of new international and regional trade agreements is now providing regulations which will decrease barriers to trade, thereby increasing the commercial side of international crossborder trade in education (Knight, 2002).

### *Nation Building/Institution Building*

An educated citizenry and workforce, and the capacity to generate new knowledge are key components of a country's nation-building agenda. Many countries lack the physical/human infrastructure and the financial resources to offer higher education opportunities to their citizens. Traditionally, international academic projects, as part of development and technical assistance work, have been considered an important contribution to the nation-building efforts of a developing country. International development work, based on mutual benefits for all partners, continues to be a key aspect of the internationalization of postsecondary education. However, there is a discernible shift from an aid/development approach to one focused on trade for commercial purposes. While some countries are interested in exporting education to generate income revenue, other countries are interested in importing education programs and institutions for nation- and capacity-building purposes.

These four emerging, yet primary, rationales are more closely linked to the political and economic categories of rationales, whether it is for technological, economic, or scientific advancement or competitiveness.

### *Social/Cultural Development and Mutual Understanding*

The social and cultural rationales, especially those that relate to the promotion of intercultural understanding and national cultural identity are still significant; but perhaps, in some countries their importance does not carry the same weight as economic and political rationales. Whether in light of the pressing issues and challenges stemming from culturally based clashes within and between countries, it is not yet clear that more importance will be attached to social/cultural rationales and mutual understanding. It may be optimistic, but it would be reassuring to think that social and cultural rationales for internationalization will be given equal importance to economic and political bases.

## INSTITUTIONAL-LEVEL RATIONALES

Of course, there is a close link between national-level and institutional-level rationales, but it is not always as close as one would expect. Many factors are involved, one of which is how much the internationalization process is a bottom-up or top-down affair in any given country. It is probably accurate to say that, in countries



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where internationalization is not given much prominence at the national level, institutional-level rationales have greater importance and may differ substantially from one institution to another. Furthermore, myriad factors influence institutional-level rationales. They include mission, student population, faculty profile, geographic location, funding sources, availability of resources, degree of institutional autonomy, and orientation to local, national, and international interests. Again, the four traditional categories of rationales apply to institutions, but it appears that the emerging rationales of greater consequence are these:

### *International Profile and Reputation*

Traditionally, prominence has been given to the importance of achieving international academic standards, however they may be defined. This motivation is still important but it appears to have been subsumed by the overall drive to achieve a strong worldwide reputation as an international, high-quality institution. This drive relates to the quest for name recognition in an attempt to attract the brightest of scholars, a substantial number of international students, and, of course, high-profile research and training projects.

One could say that education institutions have always been competitive in trying to achieve high academic standards and, more recently, an international profile. However, a not-so-subtle shift has developed toward achieving an international reputation in order to successfully compete in a more commercial environment. Institutions and companies are competing for a market share of international fee-paying students, or for-profit education and training programs, or for education services like language testing and accreditation services. The interest in branding is leading institutions to seek accreditation or quality assurance services by national and international accrediting bodies, some of which are very trustworthy and some of which are not so reputable. Accreditation is becoming an industry unto itself, and it is clear that institutions and providers are making serious efforts to create an international reputation and “name brand” for themselves or a network of partners to gain competitive advantage. Therefore, the desire to have international recognition—whether it is for academic, economic, social, or political purposes, is clearly growing, but one must ask at what price?

### *Quality Enhancement/International Standards*

For most institutions, internationalization is not an end in itself but a means to an end. The contribution that the international dimension makes to improve the quality and relevance of higher education in relation to international standards is often articulated as a rationale and goal of internationalization. Given the more interconnected and interdependent world of today, it is important that higher education, through a strengthened international dimension in teaching and research, serves the needs of individuals, communities, countries, and society at large.

At a more practical level, internationalization is proving a useful tool in assisting institutions to benchmark and gain innovative solutions to ongoing management,

academic, and research-related challenges. This is yet another aspect where internationalization can help to strengthen the quality of higher education institutions and the primary functions of teaching/learning, research, and service.

### *Student and Staff Development*

At the institutional level, it appears that there is renewed emphasis on internationalization as a means of enhancing international and intercultural understanding and skills for students and staff. The first contributing factor is the escalating numbers of national, regional, international, and cultural conflicts, which are pushing academics to help students understand global issues and appreciate international/intercultural diversity. The growing emphasis on the knowledge society makes continuous upgrading of knowledge and skills important for students. The mobility of the labor market, and the increase in cultural diversity of communities and the work place, require that both students and academics acquire increased understanding of and demonstrated abilities to work and live in a culturally diverse or different environment.

On the other hand, the increased emphasis on accountability and outcomes-based education is resulting in a substantial effort toward identifying student and staff competencies developed through internationalization initiatives. Lastly, the development of information and communication technologies, especially the internet, has highlighted the need for deeper knowledge and understanding of the world and has provided new opportunities for gaining that understanding.

### *Income Generation*

On the other side of the ledger from human (student and staff) development is the motivation of economic development. There is no question that some institutions are increasingly looking for internationalization activities as a way to generate alternative sources of income. Public institutions are caught in the squeeze of decreased public funding and increased operational costs, all taking place in an environment of increased accountability and growing competition.

The motivation to undertake internationalization in order to generate income is a complex issue. The purpose or use of the income generation is often questioned—not in terms of where or how the money is being spent—but rather in terms of whether it is profit oriented or for cost recovery. This is not an issue with clear answers, as most public institutions would argue that they are, by definition, not for profit and that therefore any surplus from internationalization activities would be used to subsidize other initiatives on campus. Others would suggest that any income generated from internationalization activities should be reinvested to enhance under-funded aspects of internationalization.

Another factor related to income generation is the emergence of new commercial corporate providers (Garrett, 2005) who are primarily in business to generate income on a for-profit basis. Thus, while more importance is being attached to the economic rationale for internationalization at the institution/provider level, the issue

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is becoming more complicated as it introduces larger questions related to commercialization/commodification of education with crossborder delivery of education programs and services playing a major role.

### *Strategic Alliances*

Once again strategic alliances can be seen as both a rationale for and as a means of achieving internationalization. There is no question that the number of bilateral or multilateral educational agreements has increased exponentially in the past decade. During the early stages of the internationalization process, institutions are often reacting to the multitude of opportunities to establish international institutional linkages. These linkages can be for different purposes—academic mobility, bench-marking, joint curriculum or program development, seminars and conferences, and joint research initiatives. It is often the case that institutions cannot support a large number of agreements, and thus many are inactive and mainly paper-based arrangements. As institutions mature in their approach to internationalization, they tend to put more effort into developing strategic alliances in which purposes and outcomes are clearly articulated.

An important trend is the development of networks. Networks tend to have clearer and more strategic objectives but, in many cases, are more difficult to manage than bilateral agreements because of the complexities of working with so many different education systems and cultures. All in all, the rationale for developing key strategic international education alliances at both the national and institutional level is not so much an end in itself but rather is a means of achieving academic, scientific, economic, technological, or cultural objectives.

### *Research and Knowledge Production*

The complexity and costs involved in higher education institutions' role in the production and distribution of knowledge should not be minimized. Given the increasing interdependence among nations, it is clear that there are global issues and challenges that cannot be addressed at the national level only. International and interdisciplinary collaboration is central to solving many global problems such as those related to environmental and health challenges, international crime, and others. National governments are therefore making the international dimension of research and knowledge production a primary rationale for the internationalization of higher education, and many institutions are articulating this goal as a key motivation for internationalization given its role in the turmoil caused by this transitional period.

All in all, the rationales driving internationalization vary from institution to institution, from government department to government department, from stakeholder to stakeholder, and from country to country. Differing and competing rationales contribute to both the complexity of the international dimension of education and its impact. A final point to emphasize is that, in spite of the complexity of rationales, it is of fundamental importance for an actor—whether an institution, commercial provider, public or private stakeholder, non-government organization, governmental

department or intergovernmental agency—to clearly articulate its motivations for internationalization, as policies, programs, strategies, and outcomes are all linked and guided by explicit and implicit rationales.

## APPROACHES TO INTERNATIONALIZATION

### *Why Approaches?*

Given the changing—even chaotic—world, in which higher education is functioning, it is important to acknowledge that individual countries, education systems and even institutions/providers are facing specific challenges and opportunities with respect to the international dimension of higher education. This means, of course, that there are many different approaches to addressing the process of internationalization.

An “approach” is different from a “definition.” Even though different countries (or even institutions within a country) may hold a common interpretation or definition of “internationalization,” their implementation plan may vary due to different priorities, culture, history, politics, and resources. An approach is not fixed. Approaches change during different periods of development. In many cases, countries or institutions believe that they are using different approaches at the same time, or they believe that they are in a transition period from one approach to another. There is no right approach. The notion of approach is introduced here to help describe and assess the manner in which internationalization is being conceptualized and implemented.

The following section presents generic approaches at the national level. They illustrate aspects of internationalization that a country or even region could emphasize in attempting to develop and implement a position, policy, or strategy to address the international dimension of postsecondary education.

### *National- or Sector-Level Approaches*

Five different categories of approaches at the sector level are described. They are not mutually exclusive categories, nor are they presented in any particular or progressive order. They describe dominant features of the way that a country or the education sector has decided to proceed with internationalization.

*Programs.* The internationalization of higher education is seen in terms of providing funded programs that facilitate opportunities for institutions and individuals to engage in international activities such as mobility, research, linkages, development projects, foreign language training, etc.

*Rationales.* The internationalization of higher education is presented in terms of why it is important for a national higher education sector to become more international. Rationales vary enormously and can include competitiveness, human resources development, strategic alliances, income generation, commercial trade, nation building, and social/cultural development.

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*Ad hoc.* The internationalization of higher education is treated as an ad hoc or reactive response to the many new opportunities being presented for international delivery, mobility, and cooperation in higher education. Different national government departments or agencies are individually involved in specific activities but there is no coordinating mechanism.

*Policy.* The internationalization of higher education is described in terms of policies that address or emphasize the importance of the international or intercultural dimension in higher education. Policies can be set by a variety of sectors including education, foreign affairs, immigration, science and technology, culture, or trade. In many cases, the policies are not developed into programs and thus remain a paper commitment to the international dimension of higher education.

*Strategic.* Internationalization of higher education is considered to be a key element of a national strategy to achieve a country's goals and priorities, both domestically and internationally and includes a well-developed plan across a variety of government departments and agencies involving concrete policies and funded programs.

### APPROACHES TO INTERNATIONALIZATION AT THE INSTITUTIONAL LEVEL

The differentiation of higher education provision means that institutions have different guiding missions, values, priorities, and rationales. These differences impact the approach taken to internationalization, confirming that there is not "one way" or "a right way" to internationalize and that one should not conceptualize internationalization by a "one size fits all" approach. Six possible approaches, which are not necessarily exclusive of one another, include the following:

*Activity.* Internationalization is described in terms of activities such as study abroad, curriculum, academic programs, international students, institutional linkages and networks, development projects, and branch campuses.

*Outcomes.* Internationalization is presented in the form of desired results such as student competencies, increased profile, and more international agreements, partners, or projects.

*Rationales.* Internationalization is described with respect to the primary motivations or rationales driving it. They can include academic standards, income generation, cultural diversity, and student and/or staff development.

*Process.* Internationalization is considered to be a process in which an international dimension is integrated in a sustainable way into the three primary functions of an institution: teaching/learning, research, and service to society.

*Ethos.* Internationalization is interpreted as the creation of a culture or climate on campus that promotes and supports international/intercultural understanding and focuses on campus-based or “at home” activities.

*Abroad/crossborder.* Internationalization is seen as the crossborder delivery of education to other countries through a variety of delivery modes (face to face, distance, e-learning, etc.) and through different administrative arrangements (franchises, twinning, branch campuses, etc.).

It is interesting to note that the “process” and “ethos” approaches focus on the primary functions of a higher education institution, including curricular, extra-curricular, and organizational aspects. The “rationales” and “outcomes” approaches attach more weight to the motivations and expected results of internationalization than to the activities or strategies themselves. The “activity” approach, which is still probably the most common approach, highlights the actual program initiatives that form part of the internationalization efforts. Finally, the “abroad” or “crossborder” approach accentuates the linkages with other countries and focuses on the mobility of education across borders.

It is important to emphasize that these approaches are not mutually exclusive nor are they meant to eliminate other approaches. The purpose of developing these two frameworks is to help institutions and policymakers reflect on the dominant features of their current approach to internationalization or what approach they would like to adopt in the future. It is a useful and revealing exercise to analyze whether the dominant approach being used is consistent and complementary to the rationales and values driving the efforts to internationalize.

#### INTERNATIONALIZATION STRATEGIES, PROGRAMS, AND POLICIES

Another principal feature of an analytical framework for internationalization focuses on the actual strategies, programs, and policies that are used at the institutional/provider, sector, and national level. There is a hierarchical dimension to the use of these three terms. “Strategies” reflect the most concrete level and include the academic and organizational initiatives at the institutional level. “Programs” reflect a more comprehensive approach to internationalization and “Policies” set out the overall framework. It is also important to note that national and institutional values, perspectives, and rationales underpin and frame strategies, policies, and programs.

##### *Strategies at the Institutional/Provider Level*

The term “strategies” refers to both program and organizational initiatives at the institutional/provider level. The notion of a more planned, integrated, and strategic approach is therefore implied in the use of the word “strategies.” Tables 2.2 and 2.3 provide information and examples of academic and organizational strategies at the institutional level and have been updated to reflect both the growth in the

*Table 2.2. Academic strategies*

<b>Academic Strategies</b>	
Academic programs	Student exchange programs, foreign language study, internationalized curricula, area or thematic studies, work/study abroad, international students, teaching/learning process, joint/double degree programs, cross-cultural training, faculty/staff mobility programs, visiting lectures and scholars, link between academic programs and other strategies
Research and scholarly collaboration	Area and theme centers, joint research projects, international conferences and seminars, published articles and papers, international research agreements, research exchange programs, international research partners in academic and other sectors
External relations: domestic and crossborder	<i>Domestic:</i> Community-based partnerships with NGO groups or public/private sector groups, community service and intercultural project work, customized education and training programs for international partners and clients <i>Crossborder:</i> International development assistance projects, crossborder delivery of education programs (commercial and noncommercial) Branch campuses, international linkages, partnerships, and networks Contract-based training and research programs and services, alumni abroad programs
Extra-curricular	Student clubs and associations, international and intercultural campus events, liaison with community-based cultural and ethnic groups, peer support groups and programs

*Source:* Knight (2004).

*Table 2.3. Organization strategies*

Governance	Expressed commitment by senior leaders, active involvement of faculty and staff, articulated rationale and goals for internationalization, recognition of the international dimension in institutional mission/mandate statements, and in planning, management, and evaluation policy documents
Operations	Integrated into institution-wide and department/college-level planning, budgeting, and quality review systems; appropriate organizational structures; systems (formal and informal) for communication, liaison, and coordination; balance between centralized and decentralized promotion and management of internationalization; adequate financial support and resource allocation systems
Services	Support from institution-wide service units, i.e., student housing, registrar, fundraising, alumni, information technology; involvement of academic support units, i.e., library, teaching and learning, curriculum development, faculty and staff training, research services; student support services for incoming and outgoing students, i.e., orientation programs, counseling, cross-cultural training, visa advice
Human resources	Recruitment and selection procedures that recognize international expertise; reward and promotion policies to reinforce faculty and staff contributions; faculty and staff professional development activities; support for international assignments and sabbaticals

*Source:* Knight (2004).

commercial crossborder strategies of internationalization and also the increased interest in the internationalization of “at home” activities. This approach is probably more applicable to the traditional public and private higher education institutions than to new providers, as the latter are often more oriented to teaching activities than to research or community service or may be delivering by distance.

Strategies and a strategic approach are at the core of the success and sustainability of internationalization at the institutional level; but because the national/sector level is now covered in the definition and analytical framework, it is necessary to broaden the concept of organizational strategies to the national or sector level by introducing the terms “policies” and “programs.”

### *Programs and Policies*

The analytical framework deliberately includes policies and programs at all three levels as illustrated in Table 2.4. Programs can be seen in a more macro way than strategies and are used as one of the policy instruments or, more generally, as one of the ways in which policy is actually translated into action.

At the national-sector level, all policies that impact or are impacted by international dimension of education are included. They can involve policies related to foreign relations, development assistance, trade, immigration, employment, science and technology, culture and heritage, education, social development, industry and commerce, and others.

*Table 2.4. Policy and programs at all three levels*

<i>Level</i>	<i>Policy</i>	<i>Programs</i>
National	Education and other national-level policies relating to the international dimension of higher education, i.e., cultural, scientific, immigration, trade, employment policies	National or subregional programs, which promote or facilitate the international dimension of higher education. Can be provided by different government departments or nongovernment organizations. May be oriented to different international aspects, i.e., academic mobility programs, international research initiatives, student recruitment programs, etc.
Sector	Policies related to the purpose, functions, funding, and regulation of higher education	Programs offered by and for the education sector specifically. Can be provided by any level of government or by public or private organizations.
Institutional	Policies that address specific aspects of internationalization and/or policies that integrate the international dimension into the primary mission and functions of institution and sustain it. See Table 2.3 for examples.	Programs such as those identified in the section labeled “Academic Programs” in Table 2.2.

*Source:* Knight (2006b).



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At the education sector or system level, all policies that relate to the purpose, licensing, accreditation, funding, curriculum, teaching, research, and regulation of postsecondary education are included. These education-related policies have direct implications for all kinds of providers—public and private, for-profit or nonprofit, and commercial.

In terms of the discussion on policies, it is prudent to be aware that many of the policies related to the international dimension of education will impact both the public education institutions and the commercially oriented providers. This is why it is imperative that policies at both the national/sector and institutional levels are included in an analytical framework.

At the institutional level, policies can be interpreted in different ways. A narrow interpretation would include those statements and directives that refer to priorities and plans related to the international dimension of the institution's mission, purpose, values, and functions. Examples could include the institutional mission statement or policies on study abroad, student recruitment, international linkages and partnerships, crossborder delivery, international sabbaticals, etc.

A broader interpretation of policies at the institution level would include all those statements, directives or planning documents, which address implications *for* or *from* internationalization. If the institution has taken an integrative and sustainable approach to internationalization, then a very broad range of policy and procedure statements would be implicated, ranging from quality assurance, planning, funding, staffing, faculty development, admission, research, curriculum, student support, contract, and project work.

The purpose of this chapter has been to examine the key components of a conceptual model of internationalization that will guide and respond to the changes and challenges facing higher education. The updated definition of internationalization examined here will constitute the working definition for the remaining chapters. The bifurcation of internationalization into two streams—at home and abroad—was discussed, but the emphasis was on their interdependence rather than on their role as separate components of the internationalization process.

One of the more complicated but critical aspects of understanding internationalization is the diversity of rationales that drive institutions to internationalize and that guide countries to give more importance to and invest more deeply in the international dimension of higher education. These motivations are often not explicit and are gradually changing to reflect the international competitive environment of the knowledge society and the role of higher education in the knowledge industry. Finally, the academic and organizational strategies at the institutional level, and the policies and programs at the national level received attention because they are essential factors in operationalizing a commitment and plan to internationalize.

*Note:* This paper is based on J. Knight (2006b), "Internationalization: Concepts, complexities and challenges," in J. Forest & P. Altbach (Eds.), *International handbook of higher education* (pp. 207–228). Dordrecht, Netherlands: Springer Academic Publishers; and J. Knight, (2004), "Internationalization remodelled: Definitions, rationales and approaches," *Journal for Studies in International Education*, 8(1), 5–31.

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In book: Reform and Change in Higher Education, pp.143-182. Cite this publication. Helmut de Rudder. Higher Education: Too Much of a (Potentially) Good Thing? January 2019. SSRN Electronic Journal. Omer Kimhi. Jane Knight's Higher Education in Turmoil is a look at the state of internationalization on a global scale. It contains chapters on internationalization strategy, rationales, quality control and evaluation, cross-border education, and the General Agreement on Trade in Services (GATS). The last chapter is a summary of the only worldwide survey of international dimensions of higher education - involving 526 institutions and 102 national university associations in 95 countries. While the American Council on