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CIHE Perspectives

This series of studies focuses on aspects of research and analysis undertaken at the Boston College Center for International Higher Education.

FOREWORD 1

INTRODUCTION 2

REVIEW OF RELEVANT LITERATU **INTR** **REVIEW** **OF** **RE**

It is our great pleasure to present the 12th issue of *CIHE Perspectives*, a series of studies focusing on aspects of research and analysis undertaken by the Center for International Higher Education (CIHE).

This issue is the second report commissioned by the World 22576 Tm-kghe257.os issue 7.6 rst]TJeHE).,TEMC /Span <</Lang (en-US)/MCID 118 >>BDC9BT/T1_3 1 Tf0.005 Tw

Over the past 30 years, internationalization in tertiary education has become a key point of strategy for international entities such as the Organisation for Economic Co-operation and Development (OECD), the United Nations Educational, Scienti□c and Cultural Organization (UNESCO), the World Bank, and the European Commission, as well as for national governments, and for institutions of tertiary education and their associations.

Some of the main institutional and national trends in internationalization in tertiary education in the past 30 years include:

- A greater focus on internationalization abroad than on internationalization at home, with internationalization at home de□ned by Beelen and Jones as "the purposeful integration of international and intercultural dimensions into the formal and informal curriculum for all students within domestic learning environments" (2015, p. 76)
- Approaches that are more ad hoc, fragmented and marginal than strategic, comprehensive and central in policies, with comprehensive internationalization described by Hudzik as "a commitment, con□rmed through action, to infuse international, global and comparative perspectives throughout the teaching, research and service missions of higher education. It shapes institutional ethos and values and touches the entire higher education enterprise" (2011, p. 6)
- A greater interest in a small, elite subset of students and faculty than focused on global and intercultural outcomes for all
- Being directed by a constantly shifting range of political, economic, social/cultural, and educational rationales, with increasing focus on economic motivations
- An increasing tendency to be driven by national, regional, and global rankings
- Little alignment between the international dimensions of the three core functions of tertiary education: education, research, and service to

of national internationalization strategies and plans in tertiary education, as well as to solicit recommendations for examples of good practice.

For some countries, it was easier to □nd relevant documentation and have access to stakeholders and experts on this topic. This is the case for those countries that have more explicit NTEISPs, such as Malaysia, South Africa, Colombia, Brazil and, more recently, India. Other countries, such as Ethiopia and Egypt, do not have clear NTEISPs and so they required additional research for information to identify implicit strategies and policies. While challenging, this has helped to identify the complexities of national policies and practices.

The study was designed to meet four distinct objectives:

1. Describe the current state and prevalence of national internationalization strategies and plans in tertiary education in low- and middle-income countries
2. Create a comprehensive and exhaustive typology of national internationalization strategies and plans in tertiary education
3. Advance understanding of the e□ectiveness of national internationalization strategies and plans in tertiary education
4. Identify examples of good practice among national internationalization strategies and plans in tertiary education

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deals) and indirect measures (e.g., supporting internationalization in political discourses and giving universities autonomy to pursue internationalization activities). Nevertheless, explicit NTEISPs ensure consistency between direct and indirect policy measures and provide a clear signaling of government commitment to internationalization. In other words, NTEISPs move tertiary education internationalization "from the periphery to center stage" (Craciun, 2018b, p. 8). More in-depth, large-scale research on the focus – in terms of rationales and priorities – of NTEISPs is needed to gain a better understanding of what is actually done to promote tertiary education internationalization and the effectiveness of the measures taken (Craciun, 2018c).

As evidenced by a systematic literature review of rigorous research from the last 25 years on transnational cooperation in tertiary education, there are significant economic and non-economic benefits for societies, institutions, and individuals arising from internationalization (Craciun & Orosz, 2018). Benefits for which there is solid evidence include more and better research publications and patents, better foreign language proficiency and employment prospects for internationally mobile students, positive attitudes towards open borders and democracy, strengthened research and teaching capacity, and increased attractiveness of collaborating universities to foreign academics (Craciun & Orosz, 2018). However, it is unclear how effective explicit NTEISPs are in bringing about these benefits. Because many of these national strategies have come about recently, little research has been carried out to gauge their results. Nevertheless, research on policy texts of NTEISPs has consistently singled out international student mobility as a priority for a majority of governments (British Council 2017; Craciun, 2018c; Perna et al., 2014), and data show that almost half of international students worldwide in 2013 were hosted by countries that have explicit NTEISPs (Craciun, 2018a).

Literature, as well as surveys, make clear that the main focus in tertiary education internationalization strategies and plans is still at the institutional level. Indeed, institutions operate in many cases without a national plan in place. Where national plans do exist, institutions may operate in conflict or in alignment with the national agenda. An NTEISP can serve as a catalyst or a drag on internationalization processes, but is mostly seen as a highly positive element for the advancement of internationalization priorities, allocate important resources to meet internationalization goals, and can ensure continuity of efforts between successive governments (Craciun, 2018b). The

In this context, the 2018 British Council-funded study (Atherton, Norbaya Binti Azizan, Shuib, & Crosling, 2018) is relevant, as it focuses on the tertiary education internationalization policies in the low- and middle- income countries of Brunei, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, The Philippines, Singapore, Thailand and Vietnam. This study recognized tertiary education's powerful role in international relations and diplomacy and in supporting an integrated and aligned ASEAN (i.e., Association of Southeast Asian Nations) community. One key finding is the ASEAN emphasis on openness and mobility, at varying levels according to each country's developmental stage. Here, 'openness' refers to the government-level commitment to internationalization via international mobility for students, researchers, academic programs and university research, assisting in the development of a 'we-feeling' (Atherton, Crosling, Shuib, & Norbaya Azizan, 2019).

Overall, the Atherton et al. (2018) study indicated strong government support and commitment to internationalizing tertiary education. Internationalization was not found to be a separate strategy in any country but was rather integrated in the broader tertiary education planning framework. Both regional and international mobility were seen to be emerging

specific focal points or action lines that frame the scope of activities of interest (for instance, inbound or outbound mobility).

- *Effectiveness*: In terms of the effectiveness of national policies for tertiary education internationalization, little is known. This can be explained by the fact that the most policies are quite recent so there are few, if any, studies assessing the effectiveness of such policy instruments. Thus, the evidence is usually anecdotal or reliant on quantitative measures related to internationalization abroad (i.e., international student mobility).

For this report we have studied a number of low- and middle-income countries from different continents to provide insights into NTEISPs for these types of countries. These country cases are presented separately in this report. Each includes a brief overview of the tertiary education system, as well as a discussion of national strategies, policies, and plans intended to internationalize tertiary education in the country. The next sections provide the main conclusions drawn from the analysis, followed by recommendations for governments and tertiary education institutions to be used in the design, implementation, and evaluation of NTEISPs. Estonia is offered as a good practice example to highlight the positive impact that NTEISPs can have on internationalizing tertiary education.

TABLE 2. *Characteristics of NTEISPs (continued)*

Polic charac eri ic	Ca e co n rie											
	Bra il	Colombia	Ec ador	Eg p	E onia	E hiopia	India	Ka akh an	Mala ia	Singapore	So h Africa**	Uni ed Arab Emira e
Priority action lines												
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Tertiary education system in brief

In the last decade, Estonia's national tertiary education system has been shrinking, both in terms of student numbers and in number of post-secondary institutions. While, in 2007, there were 68,200 students enrolled at the tertiary level of education, in 2017, there were only 46,200 (Statistics Estonia, 2018a). That represents a 32% decrease in student enrollments in just one decade. This change has been mirrored in the overall number of tertiary education institutions. In 2007, the tertiary education system consist0gek)n 6#sis2B

TABLE 1. *Goals and achievements of the Estonian tertiary education internationalization strategy*

Goal	Performance arge b. 2015	2006/2007	2014/2015
Increase outbound student mobility	At least 4-5% of Estonian students, or around 2,000 students, should take part in international exchanges	1.2% (796 students)	3.1% (2,132 students) (2010/2011)
Increase inbound student mobility	2,000 international students should be enrolled in full-time study at Estonian higher education institutions	901 students	3,476 students (2015/2016)
Increase number of state-funded doctoral students	Increase the annual number of state-funded doctoral students to 300	153 graduates	208 graduates
Increase international student graduate numbers at doctoral level	10% of annual doctoral graduates should be foreign nationals	3.9%	12%
Increase international experience of doctoral students	All Estonian doctoral graduates should have spent at least one semester abroad	N/A	N/A
Increase proportion of international academic staff	At least 3% of full-time academic staff should be of foreign origin	3.7% (71 academic staff)	5.1% (309 academic staff) (2010/2011)
Develop foreign language study programs and curricula	Develop 5 to 7 state-supported foreign language study programs	N/A	7 (2010/2011)

Source: Compiled by the authors from Ministry of Education and Research, 2016; Tamtik et al., 2011; Ministry of Education and Research, 2007.

by 2015, and the progress made by Estonia in the time frame when the strategy was active.

As indicated by Table 1, Estonia has either met or made considerable progress on all the performance targets (for which data are available) set by the national internationalization strategy. The national strategy has been considered a "roadmap to success," taking Estonia "from zero to hero" (Kiisler, 2018) in tertiary education internationalization.

International student and scholar mobility have received continued support through the "Study in Estonia" and "Research in Estonia" initiatives and programs such as the Kristjan Jaak Scholarships and DORA+ funding. These are seen by experts consulted for this analysis as clear examples of good practice in promoting national strategic objectives of talent attraction and retention. Nevertheless, no new national strategy has been put forward by the Estonian government since this one ended in 2015, which seems to indicate, as expressed by one expert consulted for this study, that internationalization in Estonia "has lost some of its luster". Furthermore, country experts consulted for this study cite an emergence of tensions between policies promoting the Estonian language and those promoting the use of English. The penetration of English as a strategic decision for, or unintended consequence of, internationalization is not unique to Estonia and is currently a source of concern and debate in di□erent countries.

stitutions (Henao & Vélez, 2015).

According to Vélez (2018), a signi□cant majority of Colombian tertiary education institutions report some form of engagement with internationalization, some more so than others. One common example of this is the establishment of an international o□ce. However, institutions often lack the commitment that is necessary for e□ective internationalization. Limited resources, lack of coordination of activities, and de□cits in the use of information management systems are some of the constraining factors that challenge internationalization.

One of the common areas of internationalization for Colombian institutions is the mobility of students and faculty. According to Henao & Vélez (2015), while both public and private institutions engage in student mobility, public institutions tend to absorb more of the country's inbound international students, while the private institutions are responsible for more of the outgoing mobile students. Mobility of faculty can also be found in both private and public institutions, where the latter account for a larger number of incoming faculty. The United States, Spain, and Argentina are the most common source and destination countries for faculty mobility.

Although the research capacity of Colombian institutions is not very strong, there is consensus around the need for international competitiveness in research (Henao & Vélez, 2015). *Colombia Cientifica,* a program launched in 2016, can be seen as a typical example of the emphasis on internationalization of research in Colombia. According to Vélez (2018), the program allocates resources in key areas of national priority for research collaboration led by high quality accredited institutions involving international and less developed Colombian institutions, local companies, and government agencies. Co-supervising doctoral dissertations with international academics and participating in international scienti□c networks and associations are other aspects of the internationalization of research in Colombia (Henao & Vélez, 2015). Community engagement in the form of services to local, national, and regional communities is also perceived as one of the areas of internationalization (Vélez, 2018).

While about half of all institutions are reported to have no policy related to the internationalization of their curriculum, a signi□cant majority of those that do report having such policies are in the private sector (Vélez, 2018). Foreign language, particularly English, has assumed an important role as a requirement at di□erent levels, while other languages are often considered optional. Some institutions require pro□ciency in English as a requirement for degree completion; others put it as a requirement for admission into graduate programs.

Double degree programs in partnership with foreign (mainly European) institutions, international accreditation of academic programs, and partnering with foreign institutions to develop and deliver online courses constitute other aspects of internationalization at home, according to Henao and Vélez (2015).

Despite not having a clearly stipulated national internationalization strategy, various supports for the internationalization e□orts of tertiary education institutions in Colombia have produced visible positive outcomes. For instance, the number of institutions with an internationalization policy or strategy has increased, investment in international [illegible] in

Tertiary education system in brief

The total enrollment in the Egyptian tertiary education was close to 2.8atover

forts to enhance the country's academic programs and institutions, and its research activity, by sending Egyptians to di□erent countries to obtain quali□cations and to facilitate knowledge transfer (Samy & Elshayeb, 2017). Later in the 20th century, the government of Egypt sponsored large numbers of students from African, Arabic, and Islamic countries to study in Egypt.

Internationalization initiatives in Egypt are undertaken on three distinct levels. First, the government of Egypt develops and □nances its own initiatives that aim at improving tertiary education. Sometimes, these initiatives—though owned and managed by the government—might be co-□nanced with partners. Second, Egypt is a signatory of a number of bilateral and multilateral development cooperation agreements that include aspects of tertiary education, research, and/or skills development. Initiatives through such cooperation may be directed at system, institutional, or individual levels. And third, institutional initiatives are formed either through partnerships between Egyptian universities and their counterparts in other countries around the world, or as a result of membership of Egyptian universities in di□erent associations and networks.

The Sustainable Development Strategy: Egypt Vision 2030 is the overarching long-term development plan that envisions the economic, environmental, and social transformations Egypt will ideally have accomplished by the year 2030. One of the four pillars of Vision 2030 is Knowledge, Innovation and Scientific Research, where issues relevant to tertiary education and research are addressed. In line with the strategic frameworks of Vision 2030, the tertiary education and scienti□c research strategy was developed with an overall focus on improving Egypt's global competitiveness, improving the employability of graduates, and enhancing the regional and international visibility of Egyptian universities (Sawahel, 2016). This is further translated into specific strategic goals related to internationalization, including expanding partnerships with distinguished

Both public and private universities host joint degree programs (Radwan, 2016). Egyptian universities also frequently foster international conferences and seminars on various topics. A quick glance at the tertiary education news reports aggregated by the International Network for Higher Education in Africa (INHEA) demonstrates this point. Internationally collaborative research and publications are also among the areas of the strategic emphasis in the future of Egyptian tertiary education (Sawahel, 2016).

Meanwhile, the internationalization of tertiary education in Egypt, particularly the inbound mobility of students and sta, is challenged by security concerns.

nent to internationalization. The *1994 Education and Training Policy* remains the foundation of all policies, strategies, and programs relevant to all levels of education. The policy provides the general direction for education, among which is the need to emphasize international perspectives in educational content and the production of citizens with an international outlook. Similar notions are re□ected in the *Higher Education P[illegible]*

ed in the tertiary education proclamation, with a view to improving the international competitiveness of the country. This has direct implications for the internationalization of the curriculum and the incorporation of insights designed to foster global citizenship in the content and processes of education. However, no further speci□cs are given for the implementation or monitoring of the policy recommendation.

International collaboration is a key aspect of internationalization. ESDP-V has speci□ed that universities shall plan and execute institutional collaborations in the areas of both academic programs and research. The plan aims for 10% of academic programs and 20% of research to be jointly performed with non-Ethiopian universities by 2020. While this should be overseen by the semi-autonomous government agency known as the Education

practice, di□erent aspects of internationalization are observable at institutional and national levels. However, these initiatives seem to be fragmented, not well planned or organized with clear objectives. As a result, their e□ciency and sustainability are questionable. On the other hand, there is a promising development at the national level, which recognizes internationalization of tertiary education as a key strategic area. This new direction is in its early stages, such that its details are yet to be outlined and integrated with the broader tertiary education strategy.

the Ministry of External A□airs, and the Ministry of Home A□airs. The implementation body of SII is Educational Consultants India Limited (EdCIL), a public sector entity under the Ministry of Human Resource Development and the Federation of Indian Chambers of Commerce & Industries' (FICCI) Higher Education Division.

The SII initiative intends to attract students for full-time degree programs, as well as for short-term programs, from 30 primarily neighboring and African countries, including Nepal, Vietnam, Kazakhstan, Saudi Arabia, Nigeria, Thailand, Malaysia, Egypt, Kuwait, Iran, Sri Lanka, Bangladesh, Bhutan, and Rwanda. Based on their academic scores, students will be o□ered full or partial scholarships. Students from developed countries and regions, like the United States and Europe, will be targeted for short-term and student exchange programs. The government hopes to attract 200,000 international students to Indian university campuses by 2023. Sixty tertiary education institutions with ratings in the top 100 of the National Institutional Ranking Framework and National Assessment and Accreditation Council have been identi□ed as institutions where these foreign students will be placed. A pilot program was launched for 2018/2019 to test these opportunities (Yeravdekar & de Wit, 2018).

As Yeravdekar and de Wit (2018) observe, "this initiative will require a lot of strategy, planning and good will from the government. It also requires that participating universities develop an e□ective ecosystem to accept and support foreign students. The cities where these foreign students are placed will also play a major role in integrating foreign students and insuring against discrimination. Quality of education, services, infrastructure and human resources to recruit, support and train these students are challenges that need to be addressed to make this e□ort to become a global player in the international student market a success."

Tertiary education system in brief

er Education Malaysia, 2011). Given this goal, the strategy is generally regarded as an example of a mobility-driven internationalization initiative (Trahar, 2014). However, the document covers multiple key aspects of the internationalization process, including inbound and outbound mobility for students in order to build and attract talent, faculty mobility to enhance research and development activities, internationalization relevant trainings for faculty and sta at home and abroad, community integration, and institutional governance. The strategy applies to both public and private tertiary education institutions. As such, in their typology of internationalization strategies, Helms et al. (2015) categorize Malaysia as an example of a country with a comprehensive internationalization strategy, as well as a student mobility strategy, with an inbound mobility focus.

Malaysia Education Blueprint 2015-2025 (Higher Education) sets directions for changes across all aspects of the tertiary education system, with a focus on the following: access, quality, equity, unity, and e ciency. While not the primary focus of the document, the internationalization of tertiary education is embedded either explicitly or implicitly in multiple "shifts" advanced by the strategic plan. The blueprint document includes key aspects such as: plans to increase the attraction of international talent and to promote national talent internationally; aims to consolidate Malaysia as an internationally recognized education hub and to enhance global partnerships; an interest in streamlining and easing immigration procedures; the hope to increase the proportion of international postgraduate students; a vision to transform online learning into an integral part of tertiary education and making it available globally; and a desire to increase the e ciency of the provision of services for international students (Ministry of Education Malaysia, 2015).

In addition, the Ministry of Education operates *Education Malaysia Global Services*, an online platform that operates as a one stop center for international student services. The website is used to

tional attention. The description of these policies is based on secondary literature, as the original policy documents are not publicly available at the moment.

The *World Class University Programme*, enacted in 1997, aimed to attract 10 top universities from around the world to set up centers of excellence in Singapore and thus establish Singapore as a regional and global education hub. These campuses were meant to attract global talent to Singapore as well as to increase the quality and diversity of education available in Singapore (Ng & Tan, 2010). As a response to this policy, multiple reputable universities established campuses in Singapore, including the University of Chicago, the Massachusetts Institute of Technology, Columbia University, and the London School of Economics. The establishment of a few of these centers of excellence has not been successful. For example, only two months after it started its operations, the University of New South Wales announced its closure and departure from Singapore (Chan & Ng, 2008). Similar closures followed, includ-

cratic burdens. The goals of the initial policy have softened over time as the policy has attracted local backlash from domestic students who felt crowded out from university seats by international students (Ng, 2013). As such the government recalibrated its policy goals to increase domestic participation rates in tertiary education (Waring, 2014).

Despite the setbacks of the *Global Schoolhouse Programme* and the *World Class University Programme*, universities in Singapore are examples of good practice in the arena of internationalization. In part, it is the very ambitious goals of the national policies that make the state of internationalization in the country seem less than successful. Indeed, these policies have made signi□cant impacts in promoting international cooperation and increasing the quality

Overall, the internationalization of South African tertiary education has been steadily developing, even in the absence of a national policy framework. Experts assert that the inclusive and participatory nature of the development of the national policy framework gives hope for its anticipated success. They also highlight two points that may allow internationalization in South Africa to serve as an example of good practice for others. First is the overall emphasis of the policy on comprehensive internationalization. In addition to the major dimensions of internationalization abroad– particularly mobility—the policy encourages the curriculum and the general tertiary education environment to have international characteristics. Second, due to South Africa's expressed commitment to regional development, students from member countries of SADC have been enabled to access South African tertiary education with considerable ease.

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