Internationalisation of Higher Education in the United States of America and Europe

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Summary

Introduction

Internationalisation has become an important issue in the development of higher education. At the same time, it is still a phenomenon with a lot of question marks: regarding its historical dimension; its meaning, concept and strategic aspects; its relationship to developments in society and higher education in general; and regarding its status as an area of study and analysis.

The questions addressed in this thesis are the following:
- What has been the historical development of the internationalisation of higher education, in particular in the United States of America and Europe, and how are the differences in development between these two regions to be explained?
- What are the rationales behind this internationalisation of higher education, its meaning and approaches, and the different strategies and organisational models?
- How can we interpret some of its key manifestations at the turn of the century?

These questions will be handled in the thesis in the following way. In Part One, the historical development of the international dimension of higher education is dealt with. In Part Two, a conceptual framework of the internationalisation of higher education is presented. In Part Three five key issues are analysed, which are relevant to the study of the internationalisation of higher education at the turn of the century: its link to the globalisation and regionalisation of higher education and our societies; its quality assessment; the emergence of English as the common language in higher education; the growing importance of international consortia and networks; and the internationalisation of higher education as a research area.

The Historical Development of the Internationalisation of Higher Education: A Comparative Study of the United States of America and Europe

Historical analysis

Little research has been done on the historical roots of the present wave of internationalisation of higher education. It is nonetheless important to relate the generally acknowledged focus on the internationalisation of higher education in today's world to the original roots of the university, and to place the present developments in historical perspective. Only in this way is it possible to identify the specific character of the internationalisation of higher education, as currently encountered.

From the description of the historical development of the international dimension of higher education, it becomes obvious that changes in the external and internal environment of higher education during the past centuries have been extremely influential in the way this international dimension has presented itself.

Until the twentieth century this dimension was rather incidental and individual: the wandering scholar and student, the 'Grand Tour', the student flows from South to North. The export of higher education models in the eighteenth and nineteenth centuries, seen by some as an important manifestation of the internationalisation of higher education, is difficult to understand as such and is better seen as academic colonialism. The notion of knowledge as universal applied mainly to research and it did not presuppose action, on the contrary it assumed no need of action.

Before the Second World War and immediately afterwards, these incidents became more structured into activities, projects and programmes, mainly in the United States and only marginally in Europe (Soviet Union, Germany, France, United Kingdom). In the limited and mostly American research literature they are collectively referred to as 'international education'. They were driven in particular by the Cold War. A second manifestation appearing in the 1960s is 'technical assistance and development co-operation', an area that in some countries, such as Australia, Canada and the Netherlands, until the 1980s became the most dominant international programme and is also strongly present elsewhere. In addition, though less organised, the international flow of students, mainly from South to North, continued and even...
Major changes in internationalisation took place in the 1980s. The move from aid to trade in Australia and the United Kingdom; the development of the European programmes for Research & Development (the Framework programmes and their predecessors) and for education (SOCRATES, LEONARDO and their predecessors); the development of transnational education; and the presence of internationalisation in mission statements, policy documents and strategic plans of institutions of higher education, were clear manifestations of these changes. Globalisation and the related knowledge society based on technological developments, as well as the end of the Cold War and the creation of regional structures (in particular the EU), influenced these changes. The need for an organised response by higher education to these external developments resulted in an internationalisation strategy that was based on more explicit choices (rationales) and a more integrated strategy (process approach).

It was only in the 1980s that the internationalisation of higher education became a strategic process. Competitiveness in the international market became a key rationale. Incidents, isolated activities, projects and programmes were still present, both at the national and institutional level, but internationalisation as a strategic process became more central in higher education institutions.

However, this situation is one of transition. The globalisation of our societies, markets and its impact on higher education and the new knowledge society based on information technology, will change higher education profoundly and will also change the nature of internationalisation of higher education. It would be better to speak of a transition to an integrated internationalisation of higher education, i.e. a response of higher education to globalisation and regionalisation. This is illustrated more in detail for the United States and Europe, and in a comparison of these developments to each other.

**The development of internationalisation of higher education in the United States**

In the period between the two World Wars, as well as after the Second World War and during the Cold War, the United States have determined to a large extent the development and characteristics of the international dimension of higher education, under the umbrella term of ‘international education’. After the Cold War, Europe and to a certain extent also Australia and Canada have taken over the leading role in developing internationalisation strategies for higher education.

In the twentieth century, American higher education has become dominant. A sense of superiority is not absent in American higher education these days. On the other hand, another aspect of American international education is its emphasis on overcoming parochialism. A feeling of cultural parochialism prevails. This explains why international education, in particular study abroad, in the United States has been mainly an undergraduate issue, part of the general education that students had to receive in preparation for specialised education at the graduate level, and for their future career. This phenomenon is linked to the generally insular character of American higher education. It is this combination of parochialism on the one hand and sense of superiority on the other hand that determined for most of the twentieth century, and still to a large extent today, the world-view of and the motivation for international education in the United States.

The fragmented development of a large number of not directly related activities, projects and programmes (study abroad, international students, international studies, area studies, technical assistance), in general brought together under the umbrella name of ‘international education’; and the prevalence of political rationales (foreign policy, national security, peace and mutual understanding) over other rationales, determine the international dimension of higher education in the United States between the beginning of the twentieth century and the end of the Cold War. In the context of marginal federal policy for post-secondary education, the drive for internationalisation has to come from other factors, both outside higher education and from inside the institutions. If one looks at the development of international education, both trends are clear. Foreign policy and national security on the one hand and a strong emphasis on personal development, peace and mutual understanding and multicultural exposure on the other dominate among the rationales.
The post Second World War period and the Cold War drove American governments for reasons of defence, public diplomacy and security to stimulate international exchange and co-operation. Even after the end of the Cold War these continued to be the main rationales for federal support, although competitiveness increasingly enters the arguments supporting internationalisation. This context explains: the strong ethos approach in American international education, present at both the institutional level and at the intermediate level between the federal government and the sector of higher education; the relatively strong presence of private foundations and organisations in international education; and the strong advocacy culture.

For longer, to a larger extent and more professionally than anywhere else, American higher education has been developing a broad variety of activities, programmes and projects in international education, mainly at the undergraduate level: international curriculum development, area studies, foreign language training, study abroad, exchanges, foreign student recruitment and advising, development co-operation and assistance. However, at the same time, most institutions of higher education do not have an internationalisation strategy for the whole of the institution. This can be explained through the specific characteristics of American higher education and the role of the federal government and private foundations with respect to higher education.

The development of the internationalisation of higher education in Europe

Massification of the student flow and its bipolar nature (i.e. the dominance of the United States in the Western bloc and of the former Soviet Union in the communist bloc), were the main characteristics of the international dimension of higher education in Europe in the 1960s and 1970s. The open door and laissez-faire policy and the one-way dimension were the other characteristics of the process of internationalisation of higher education, at a global level and in Europe in particular. The universities themselves played a mainly passive role as receivers of foreign students. International activity was largely oriented towards the co-operation of European higher education with the US (outward mobility) and with the Third World (inward mobility). A European policy for internationalisation did not exist, and the same applied at the institutional level. At the national level, international co-operation and exchange was included in bilateral agreements between nations and in development co-operation programmes, driven by political rationales. Institutions were passive partners in these programmes.

In the 1970s, this changed. Outgoing mobility was given more emphasis than the previous open door policy for foreign students. The establishment of an ‘Integrated Study Abroad’ programme is an illustration of that change. A change in pattern from South–North mobility to North–North mobility accompanied these changes. In 1976, the Council of the European Communities adopted an action programme for education. This was the first such move, since the Treaty of Rome did not mention education as an area for community action. The Commission therefore had to justify its action programme by non-educational, mainly economic criteria. In the rationales for the action plan we recognise the first signs of issues that are still dominant in the European policy for education: harmonisation, Europeanisation and globalisation. Although important in itself, the impact of the action programme was marginal.

The 1980s produced four distinct changes: first in the open door mobility of individual students; second in the development of a research and development policy for the EC; third in student mobility as an integrated part of study; and fourth in the widening of scope to other regions: third countries in Western Europe, Central and Eastern Europe, third countries outside Europe, and development co-operation.

With respect to the individual mobility of students, the European nations and universities began changing their benevolent laissez-faire policy to a more controlled reception and in some cases the active recruitment of fee-paying foreign students. At first, this applied nearly exclusively to the case of the United Kingdom: the British decision in 1979 to introduce full-cost fees for foreign students. Higher education as an export commodity quickly became dominant in the UK. For most people on the European continent, considering the education of foreign students as an export commodity was still an anathema at that time. On the European continent, the reception of foreign students was and in most cases still is based more on foreign policy arguments than on considerations of export policy. At the end of the twentieth century, the international movement of students as an export commodity had spread over the European continent and became a more important element of higher education policy than it had been in the past, both at the national and institutional level.
The technological needs of modern society demand very expensive research projects that individual research groups, institutions of higher education, companies or even national governments cannot finance alone. Therefore a logical role exists for the European Commission in international co-operation in science and research in the Union: to stimulate those activities in which European co-operation offers major advantages and generates the maximum of beneficial effects. Another rationale was the challenge posed by new technologies and related competition with the USA and Japan. Europeanisation, harmonisation and globalisation are central elements in this policy. Although the R&D programmes are more substantial in terms of quality and funding than the educational programmes of the European Commission, they are considered in most institutional policies – with the exception of the UK and some of the newly entered members, in particular in Scandinavia – to be less closely related to internationalisation strategies than are the educational programmes.

In the late 1970s and early 1980s the notion of ‘study abroad’, in the sense of sending students to foreign institutions of higher education as part of their home degree programme, became an issue on the continent that overshadowed the developments in individual mobility of students. The action programme of 1976 was the basis for future activities in academic co-operation and exchange within the European Community. The member states limited the role of the European Community in the field of education, however, to complementary measures, decided only with the authorisation of the Council of Ministers. Education would remain the exclusive task of the national governments, although from 1982 onwards social and economic factors gave the Commission more room to extend its role in this area. One can observe in its objectives a more pragmatic and less ambitious approach. Pluralism and complementarity are more dominant than harmonisation and Europeanisation.

Ironically, the lack of a legal basis for action in the field of higher education gave the European Commission a great deal of freedom for creative programmatic action in the field of education in the period after 1982: a freedom and creativity that would have been less within a more formal legal structure. The launch of COMETT, a programme for co-operation between higher education and industry, in 1986, and of ERASMUS -later integrated in SOCRATES-, a programme for co-operation within higher education, in 1987, took place in this period, followed by several other education programmes.

The end of the 1980s also saw the development of an involvement of the EC in relation to other parts of the world: with the rest of Europe, in particular Central and Eastern Europe, in anticipation of their future integration in the EU; with developing countries by way of technical assistance and with Northern America, Latin America, the Middle East and Asia, as part of its foreign policy.

In the 1990s, the creative and informal period of educational policy of the European Community came to an end. The Maastricht Treaty, signed in 1992 and ratified on November 1, 1993, included education for the first time. The importance of strengthening the European dimension in education was placed high on the agenda. Related issues that were given also attention were the development of a European Credit Transfer System (ECTS) as part of ERASMUS/SOCRATES, recognition of diplomas, and the development of an open European space for co-operation in higher education. All together, these new measures redirected step by step the scope of the debate to harmonisation, integration and Europeanisation, moving gradually away from the previous direction of pluralism and complementarity, but without stating that explicitly as such.

This overview of the development of Europeanisation of higher education in the period between the 1960s and the 1990s explains how they have culminated in the 1990s in a broad range of programmes and activities to stimulate a European dimension in higher education. The main focus lay on the Europeanisation of higher education with an emphasis on R&D, mobility of students and staff, curriculum development and network building. At the turn of the century, Europe is preparing for a big step forward in Europeanisation. It manifests itself in the Bologna Declaration on the European Higher Education Area of 1999. The creation of a European space for higher education, the prime objective of the Bologna Declaration, should be completed in 2010. A set of specific objectives has been formulated to make this happen: a common framework of understandable and comparable degrees; undergraduate and postgraduate levels in all countries; ECTS-compatible credit systems; a European dimension in quality assurance; and the elimination of remaining
obstacles to mobility. The Bologna Declaration not only looks at the internal implications for higher education, but also explicitly refers to the need to increase the international competitiveness of European higher education and to make it more attractive to students from other continents. In that sense, the declaration follows the visible pattern everywhere, with competitiveness becoming a driving rationale for the internationalisation of higher education.

ERASMUS and the other EC programmes have placed internationalisation high on the priority lists of national, institutional and departmental strategic plans. Several national governments, private funds and regional entities have established funds alongside the European programmes to stimulate international co-operation and exchange. Since the creation of ERASMUS in 1987, one can state that institutions of higher education in Europe have largely learned to cope with its demands and those of the other European programmes. In many institutions of higher education offices of international relations, smaller or larger, have been established at institutional, and frequently also at departmental, level. With due regard to variation and exceptions, the trend is for institutions to give internationalisation a central place in their mission statements, strategic plans and budgets. From a move imposed by the outside world, internationalisation is becoming an integral part of higher education policy, though still as a separate strategy. Institutions of higher education, faculty and students are increasingly placing international education at the centre of their strategies.

At the turn of the century, one can observe a gradual shift from internationalisation as a separate strategy in the direction of internationalisation as a natural element in the overall strategy of the institution. The role of national governments – already diminished by deregulation and privatisation of higher education – becomes more concentrated on removing barriers and obstacles and creating facilities. The same applies to the role of the European Commission. The Bologna declaration can be interpreted as part of this changing role of the national governments and the Commission.

The development of internationalisation of higher education in the United States of America and Europe: a comparison

The differences in the development of the internationalisation of higher education in Europe and the United States of America in general terms can be described as follows:

- Immediately after the Second World War, the international dimension of higher education was more dominant in the United States, and founded on arguments of foreign policy and national security. In Europe the tradition is still rather young, only became more important as part of the European economic and political integration process and was primarily motivated by arguments of economic competition. At the same time, many older European universities regard themselves as belonging to a deep-rooted tradition of international institutions.
- For that reason, the international dimension of higher education has a longer tradition of organisation and higher level of professionalisation in the United States than in Europe.
- In the United States, the objective of international education, both at the governmental and institutional level, is more directed to global and intercultural awareness, in response to cultural parochialism; while in Europe the accent is more on the extension and diversification of academic performance.
- In the United States, for that reason, the emphasis in study abroad activities is on undergraduate mobility, while in Europe exchanges at the graduate level have more priority.
- The focus of international education in the United States is more directed to globalisation of the curriculum, area studies and foreign language study, while in Europe the focus is more on networking and mobility.
- In the United States, study abroad and foreign student advising have a tendency to be seen more as different, unrelated activities, while in Europe they are seen as related parts of mobility schemes, with the emphasis on exchanges.
- In the United States, study abroad has the tendency to take the form of faculty–supervised group mobility, while in Europe mobility is based more on mutual trust and is individual-oriented.
- In the United States, the push for internationalisation comes more from the Departments of Foreign Affairs and Defence, from private foundations and professional associations and from institutions of higher education and their representative bodies, than from state governments and the Department of
Education. This has contributed to an active lobbying and advocacy tradition. Given the top–down development of internationalisation of higher education from the European Commission via national governments to institutions of higher education, in Europe such an active advocacy and lobbying tradition only recently has emerged and still has more the character of lobbying for national than for European interests.

- In the United States, at both the policy level and the professional level, there is a lack of strategic approach and the tendency towards fragmentation. In Europe, the different programmes and organisational aspects are more integrated into an overall strategy, and at the professional level one can see a higher level of integration.

Explanations for these differences are:

- In the United States, internationalisation is seen as part of general education, while in Europe it is seen more as an activity within academic specialisation.
- In the United States, undergraduate education has to compensate for the lack of global and intercultural education and foreign language training in primary and secondary education. In higher education, this takes the form of international education. In Europe, general education, including global and intercultural education and, at least in some countries, active foreign language training, are an integral part of primary and secondary education. Higher education can undergo internationalisation more as an integrated part of academic specialisation.
- In the United States, area studies, foreign language training, the study of international relations and development studies are externally added and sponsored programmes, while in Europe they have developed as regular disciplines, no different from others such as law, economics and medicine.
- In the United States, internationalisation is more driven by political rationales of national security and foreign policy, while in Europe economic competition and academic quality are the main rationales for the internationalisation of higher education.

These differences are:
- Different cultures and structures in primary, secondary and undergraduate education.
- Different emphases in foreign policy after the Second World War.
And related to these
- A lack of national policy for higher education and its internationalisation in the US.
- A lack of private initiative in higher education and its internationalisation in Europe.
- Different leadership traditions. And
- Different funding mechanisms.

These differences have influenced to a large extent our perceptions and our strategies for internationalisation. But in recent years, both our political and educational systems have moved towards each other. If we look to the future, in spite of all the differences mentioned above, we are moving in each other's direction. America and Europe, although having the same higher education roots, come from a different starting point in international education. Globalisation, competitiveness and new forms of education are important factors influencing this development. The implications in Europe are clear: less importance of national policies in higher education; more emphasis on private initiative and funding; and growing importance of individual leadership in higher education. For the internationalisation of higher education in Europe this will mean a period of uncertainty and change after the booming decade of the recent past.

The Internationalisation of Higher Education: A Conceptual Framework

Rationales for the internationalisation of higher education

Why are institutions of higher education, national governments, international bodies and increasingly the private sector so actively involved in international education activities? There is not one single answer to that question. Rationales can be described as motivations for integrating an international dimension into higher education. They address the 'why' of internationalisation. Different rationales imply different means and ends to internationalisation. Four groups of rationales are identified, each with different subcategories:
political (foreign policy, national security, technical assistance, peace and mutual understanding, national identity and regional identity), economic (economic growth and competitiveness, the labour market, national educational demand and financial incentives for institutions and governments), social/cultural and academic rationales (providing an international dimension to research and teaching, extension of the academic horizon, institution-building, profile/status, enhancement of quality and international academic standards).

When analysing rationales, one has to take into account the following.

- The diversity of stakeholders’ groups in higher education and within each stakeholders group: the government, the private sector and the educational sector.
- There is a strong overlap in rationales within and between different stakeholders’ groups; the main differences are in the hierarchy of priorities.
- In general, stakeholders do not have one exclusive rationale but a combination of rationales for internationalisation with a hierarchy in priorities.
- Rationales may differ between stakeholders’ groups and within stakeholders’ groups.
- Priorities in rationales may change over time and may change by country and region.
- Rationales have a strong influence on the internationalisation of higher education but are seldom made explicit.

**Meanings of and approaches to ‘international education’ and the ‘internationalisation of higher education’**

One of the fundamental problems one faces when dealing with the internationalisation of higher education is the diversity of related terms. Sometimes they are used to describe a concrete element of the broad field of internationalisation, but in other cases these terms are used as ‘pars pro toto’ and as a synonym for the overall term ‘internationalisation’. Each of these terms has a different emphasis and reflects a different approach, but are used by different authors in different ways. For a better understanding of internationalisation of higher education it is important to place that term in perspective to approaches and other terms used, and to provide a working definition of its meaning. In addition, it is important to position the terms in relation to the broader context of ‘comparative and international education’ and ‘comparative higher education’ research. In the first research area the term ‘international education’ is used in a divers way, focused on primary and secondary education more than higher education, on development education and/or country studies. In the second research area, the interest in the study of the internationalisation of higher education is still extremely marginal.

Definitions by American authors generally sum up or emphasise activities, rationales, competencies and/or ethos, and they use the term ‘international education’ rather than ‘internationalisation of higher education’. Non-American authors, mainly from Europe, Canada and Australia, tend to use more a process approach and their use of the term ‘internationalisation of higher education’ is a reflection of this emphasis on process.

From a historical point of view, ‘international education’ reflects the period between the Second World War and the end of the Cold War and is more strongly observed in the United States than elsewhere. The ‘internationalisation of higher education’ reflects the period starting with the end of the Cold War, and is more predominant in Europe, as well as Australia and Canada. The differences in meanings accepted by American authors and others for that reason can be explained by the fact that most practice and analysis in the period before the end of the Cold War was done by Americans and still dominates American practice, whereas most practice and analysis of the international dimension of higher education now takes place outside of the United States, in particular Europe, Canada and Australia.

‘The process of integrating an international/intercultural dimension into the teaching, research and service functions of the institution’ has become quite generally accepted as a working definition for ‘internationalisation of higher education’.

If one looks at the literature and practice of the internationalisation of higher education, in many cases its meaning is linked to its rationales, its means, its content and/or its activities. This has contributed to the
confusing overlap in terms used to describe (elements of) internationalisation. The various definitions of 'international education' and 'internationalisation of higher education' reflect different approaches to the role of the international dimension in higher education: activity, rationale, competency, ethos and process approaches. While each approach has a key aspect which distinguishes it from the others, it is important to recognise that they are not mutually exclusive. It may be more appropriate to think of them as different strands in a cord which integrates the different aspects of internationalisation.

**Strategies and organisation models for the internationalisation of higher education**

The overview of meanings, definitions, approaches and rationales demonstrates that various elements play a role in the internationalisation process. These elements are described in a variety of different ways – mechanisms, facilitators, activities, barriers, factors and strategies. For the purposes of this discussion the term 'strategies' is used to characterise those initiatives which are taken by an institution of higher learning to integrate an international dimension into research, teaching and service functions as well as management policies and systems.

In the process approach, the many different activities identified as key components of internationalisation are divided into two major categories: programme strategies and organisational strategies. The programme strategies refer to those academic activities and services of an institution of higher education that integrate an international dimension into its main functions. Organisational strategies include those initiatives which help to ensure that an international dimension, or in other words the activities discussed above, are institutionalised through developing the appropriate policies and administrative systems.

Six different organisation models for internationalisation of higher education are reviewed. The first model by Neave (1992 b) presents a paradigmatic model for servicing and administering international cooperation. The second model, developed by Rudzki (1993), has a more programmatic approach to strategies and intends to provide a framework for assessing levels of international activity within institutions. Davies' model (1992) gives more emphasis to the organisational strategies as a starting point. The fourth model by Van Dijk and Meijer (Van Dijk, 1995) is an attempt to refine Davies' model of organisational strategies. The fifth model is by Van der Wende (1997, 8) and is based on the process approach of internationalisation. And the last model is by Knight (1994), also based on the process approach and stressing the internationalisation process as a continuous circle.

The first four approaches to the theoretical modelling of internationalisation by institutions complement one another in their prescriptive and descriptive aspects. They offer a means of measuring the formal, paper commitments of institutions against the practice to be found in concrete operating structures. Further, they offer a way to include in the theoretical frame the important fact that institutional strategies may be implicit as well as explicit. They provide useful information and tools, but should not be considered to be the new paradigm for strategies of internationalisation. The two models by Van der Wende and Knight take the process approach as their basis. They are not focused on the organisation as such but on the process of internationalisation strategy as a whole.

Combining the six elements of Knight: awareness, commitment, planning, operationalise, review and reinforcement, with three elements from Van der Wende – analysis of context, implementation and long term effects – a modified version of the internationalisation circle of Jane Knight is presented. In this model, the context analysis, the implementation phase and the effect of internationalisation on the overall functions of the institution have been incorporated. In all phases, both the institutional and the specific departmental aspects have to be addressed, as well as the link between the two. It is important to recognise that specific circumstances of disciplines and departments will get enough attention and will not be forced in a general structure. The integration effect is – although placed in its heart – outside the circle, for the following reason. It is possible to see internationalisation as a strategy in itself, without a conscious and deliberate strategy to integrate it into the teaching, research and service functions of the institution. In most cases, internationalisation is assumed to have an integration effect, but is not primarily judged on that effect but on its own merits.
Thematic Issues in the Internationalisation of Higher Education

Globalisation, regionalisation and the internationalisation of higher education

Although higher education is still predominantly a national issue, globalisation is affecting this national competency. Sometimes, the terms ‘globalisation’ and ‘internationalisation’ of higher education are used interchangeable. This interchangeable use of the terms ‘internationalisation’ and ‘globalisation’; the proposed gradual shift from international to global; and the use of ‘global’ in the meaning of ‘general or universal’ are all highly questionable. There is a fundamental difference and at the same time dialectical link between internationalisation of higher education and globalisation. Internationalisation is different from globalisation in the way that internationalisation is based on relationships between nations and their institutions and for that reason takes differences as a starting point for linkages, where globalisation ignores the existence of nations and their differences and looks for similarities than for differences. At the same time, internationalisation of higher education and globalisation are and become more and more linked phenomena, in the sense that institutions of higher education –privatised, deregulated and more entrepreneurial- become active players in the global market place, but trying to maintain their autonomous position as academic institutions, holding strong to diversification more than harmonisation.

The dialectical relation expresses itself in two phenomena referred to as the ‘knowledge society/economy’, and ‘transnational/borderless education’. The relationship between globalisation, new technologies and science finds its expression in the concept of the ‘knowledge society/economy’. The same phenomenon, however, can be observed in the other core function of universities, teaching. Growing competition and collaboration with the private sector (in particular in the area of specialised, professional training and life-long learning, in distance education and the use of new technologies) are developments that are increasingly coming to the forefront in higher education. Where the notion of ‘the knowledge society/economy’ seems more research related, in teaching the term ‘transnational education’ and recently also ‘borderless education’ is normally used to describe this phenomenon.

Examples of transnational/borderless education are offshore programmes and campuses; twinning programmes; articulation programmes; international institutions, franchise arrangements and branch campuses; distance education; and virtual, electronic or web programmes and institutions. Given the fact that transnational/borderless education becomes more important as a result of the ‘information age’ we live in, it has also to be analysed in its relationship with internationalisation, the ‘phenomenon’ of the 1990’s, a relationship that in the future will become more closely connected. The internationalisation of higher education, in the sense that it emphasises more the interaction between cultures than the homogenisation of cultures, can play a counterbalancing role to the potential dangers of transnational education; one reason why it is important to relate these two trends, and study the relationship between them.

A related but specific aspect of both the internationalisation of higher education and globalisation is regionalisation and higher education, a phenomenon that over the past two decades has become more evident in Europe, but also elsewhere. A first distinction in regionalisation should be made between inter-regional, regional, cross-regional and supra-regional. A second distinction should be made between regionalisation in the meaning of ‘globalisation’ with a regional character, i.e. standardisation, homogenisation, harmonisation of rules, regulations, recognition, structures and systems; and regionalisation in the meaning of ‘internationalisation’.

A close look at activities, programmes and studies on the regionalisation of higher education indicates that regionalisation is at present more closely linked to internationalisation than to globalisation. However, it is not difficult to see that we are in a transition period in which regionalisation is becoming increasingly linked to globalisation, while information technology, competition and standardisation are becoming essential elements of reforming higher education.

Quality and internationalisation in higher education

Quality and internationalisation are closely related issues. They are both key strategic issues in higher education at the turn of the century. Quality relates to internationalisation in the way in which internationalisation
contributes to the improvement of quality of higher education, and in the way one assesses and enhances or maintains the quality of internationalisation activities and strategies. The increasing preoccupation with quality in higher education is linked to the call for accountability by national governments, the corporate world and students. Not only are they the main sources of funding for higher education, they also have a vested interest in the products of higher education. As institutions of higher education develop internationalisation strategies, the assessment and enhancement of these strategies also becomes more important. This has resulted in a call for an internationalisation quality review instrument. For that purpose, the 'Internationalisation Quality Review Process' (IQR) was designed in a pilot project of the Programme on Institutional Management in Higher Education (IMHE) of the 'Organisation for Economic Co-operation and Development' (OECD), in co-operation with the Academic Co-operation Association (ACA), and is implemented by these two organisations together with the European Association of Universities (CRE) as a service, 'Internationalisation Quality Review' (IQR). The instrument and its development into a service is described and lessons learned from the use of the instrument and service are presented.

It is concluded that the development of IQR and other instruments to assess the quality of internationalisation and related programmes and strategies is a sign of the importance that institutions of higher education and (inter)national agencies and governments attach to the assessment of the quality of their international strategies and activities. The IQR is a service that – when used carefully, taking into account the observations made – can be of use to institutions of higher education in a broad variety of contexts and settings.

**The emergence of English as the common language in higher education**

The English language is becoming the global language of communication in technology, trade, culture, science and education. Opposition to the use of a second language as the language of communication is generally, however, extremely strong, for the following reasons: the potential threat to and perhaps disappearance of the local language; the related danger of the disappearance of local cultural practices and products; and the fear for cultural and linguistic hegemony and imperialism. At the same time British English or American English will become less dominant. English as a language of teaching and learning also becomes more local-specific.

The growing dominance of English as the language of communication is certainly apparent in higher education. In the domain of research, it is an accepted fact that scientific publications have to be written or translated into English to get published, acknowledged and cited. However, also in the domain of teaching, the emergence of English as the second language of instruction in addition to the local language seems to be becoming more and more widespread. Opposition to the use of English for scientific purposes has always been marginal, but in the area of teaching is extremely strong.

A case study of the development of teaching in English in the Netherlands illustrates this. Over the past ten years, a lively debate has taken place on the use of English in teaching at Dutch institutions of higher education. As a result of the European mobility programmes and the emergence of the 'competitiveness' rationale, institutions of higher education started to develop courses and programmes in English. In a public debate in the Netherlands in 1989, the arguments used are mainly of the three kinds mentioned above. The outcome of the debate was that permission to use another language is limited to the following situations: the instruction and examinations pertain to a foreign language; the courses are conducted by a visiting lecturer whose mother tongue is a foreign language; or wherever necessary in view of the specific nature of the course or the students' origin, in accordance with a code of practice drawn up by the institution concerned. After the public and political storm over instruction in English in Dutch higher education in the early 1990s, this debate with the exception of a very small minority of language and culture puritans – has almost completely evaporated. There appears to be a general acceptance that instruction in English is a necessary evil in order to be a player in the global educational market, as was already generally accepted for the scientific role of universities. The rationale might be that Dutch politics have accepted that not the supply of internationally oriented education, but rather the demand by the international market determines the degree of internationalisation. Although the law says differently accepted practice is that teaching in English is allowed. Higher education therefore follows several other examples of tolerance in Dutch politics, such as the attitudes towards soft drugs and euthanasia.
Although the political opposition to teaching in English seems to be fading, two relevant issues are still raised, usually by the academic community itself: the academic performance of international students in relation to their English-language proficiency and the performance of the instructor when teaching in another than the mother tongue. Reference is made to a study of Vink (1995) on engineering education and on the effect on Dutch lecturers and students. Her recommendations have wider implications than only engineering education and the Netherlands.

The rise of regional and international academic networks

Associations, consortia and networks are quite common in the academic world. In recent years, academic organisations have become increasingly international in nature as a result of the globalisation of our economies and societies. The emergence of new international academic organisations is directly related to the growing importance of the internationalisation of higher education and the impact of globalisation on higher education. There is a great variety of such academic organisations – associations, consortia and networks – and it is not always clear what their objectives and goals are nor how successfully they operate. Why has there been such a rapid growth in international networks in the past decade? What are the challenges in establishing, operating and sustaining such organisations? What is the added value that such an organisation provides compared to what is done at the individual or bilateral level? What are the success and failure factors for an international academic network?

Three types of international, multilateral organisations in higher education are identified: 'academic associations', 'academic consortia' and 'institutional networks'. An 'academic association' is an organisation of academics or administrators and/or their organisational units, united for a common purpose which is related to their professional development (information exchange, training, advocacy, etc.). This type of organisation is quite common and has a long history in higher education, even at the international level. This is particularly true for those associations that are based on individual membership, and are single purpose, academic and discipline based, and faculty driven. Institutional, multipurpose, management–based and leadership–driven associations and the individual, administrative associations are a more recent phenomenon. An 'academic consortium' is a group of academic units (departments, centres, schools, institutions) who are united for the single purpose of fulfilling a contract, based on bringing together a number of different areas of specialised knowledge. In principle their lifespan is limited by the terms of the contract. They can be either faculty or leadership driven, but with a strong faculty commitment in the case of consortia with an academic purpose. International academic consortia are a rather common phenomenon in higher education, in particular in research. They appear to come and go according to the needs of the different institutions to make use of their partners' complementary skills, experiences and facilities. Academic consortia are and will continue to be the most common form of international organisation in higher education, and increasingly as part of academic associations or institutional networks. An 'institutional network' is a group of academic units (departments, centres, schools, institutions) who are united for, in general, multiple – academic and/or administrative – purposes, and are leadership–driven, and with an indefinite lifespan. While academic consortia are usually 'single mission', institutional networks tend to have a 'general framework objective'. Although they are less focused on objectives and goals than associations or consortia, due to their multipurpose character, it is this type of organisation that seems to be emerging most recently. There is a trend towards leadership–driven multilateral institutional networks, mostly within the European Union but also elsewhere, and recently also examples of an international nature emerge.

Although institutional networks in higher education appear to have become rather popular, not many success stories can be told as yet. An overview of success– and failure–factors is provided. Institutional networks should be conscious of the following elements: the mission of the network; the description of the purposes, objectives and goals of the network; the geographical focus; the size of the network; the composition of the membership in relation to the mission and purposes; the relation between the founder and/or centre of the network and the other members; the relation between leadership commitment and commitment within each of the institutions; the sources, including the membership fees and external and internal project funding; the organisational structure; and the mechanisms for evaluation of the network and its activities. The institutional, multipurpose and leadership driven networks are particularly facing problems with their identity, their size, the
commitment of their faculty and students, and their objectives and goals. Even though institutional networks at present seem to be rather weak, lacking commitment at the departmental and school level and not very effective in their operations, they are more likely to be the motor for future mergers than the discipline based networks and consortia. Only the central leadership is able to make the radical decisions needed to move away from fragmented activity-orientated co-operation to real mergers and joint ventures.

There are and will be institutions of higher education which, deliberately or not, are oriented to the local environment and for which the international dimension will stay incidental, individual or at most consist of a combination of unrelated activities, projects and programmes. Others will not evolve further than having a separate internationalisation strategy, without affecting all the functions of the institution. Only a few global players will emerge, old institutions but also new providers of higher education, making use of the opportunities which new technologies and the global market provide. Coalitions, networks and consortia among institutions of higher education and between them and industry, are and will be increasingly important factors in ensuring a role in this global arena.

Internationalisation of higher education as a research area

The interest in the internationalisation of higher education as a research area is a reflection of the growing strategic importance of internationalisation for higher education. The 'internationalisation of higher education' is still a long way from becoming the regular subject of substantial research-based academic studies. This lack of a strong research tradition explains why this area lacks academic recognition in the field of 'comparative and international education' and why it is marginalised under confusing terms within that.

Recognition of the 'internationalisation of higher education' as a special research area will, however, be unavoidable and necessary in the coming years, given the growing importance, both in practice and in research.

In the United States there is a longer tradition of research on the 'internationalisation of higher education' or rather on 'international education'. However, with several notable exceptions, in the 1990s this tradition has been followed mainly by practitioners. The arguments for a research agenda for the internationalisation of higher education in the US seem to have primarily a national political character, where the more recent call for research on internationalisation of higher education in Europe seems to be of a more generic and scholarly character. But if Americans may be biased in this sense, Europeans still have to find out the 'what' and 'how' of internationalisation of higher education. One could add that the danger of European bias is also there, with so much of our research attention going to the European programmes.

Setting the differences in approach and focus aside, there appears to be a general consensus, encompassing more than just the USA and Europe, and including in particular Canada and Australia, that more research on internationalisation of higher education is needed. One has to be realistic, though. Internationalisation is not yet recognised by most higher education scholars as a research theme. If one were forced to give an assessment of the present stage of research on the internationalisation of higher education, it would be placed primarily being of interest to the category of occasional researching practitioners and the applied higher education researchers and research units, not to higher education scholars, and focused more on practical than on methodological issues. The publication of a 'Journal of Studies in International Education', the appearance of more articles in other academic journals and the publication of a growing number of books on the international dimensions of higher education reflect the growing importance of this area in general and as a research theme in itself. There is still a long road to go, however, before the 'missing link' between the internationalisation of higher education and comparative higher education studies has been established.

Conclusion

The questions addressed in this thesis were the following:
- What has been the historical development of the internationalisation of higher education, in particular in the United States of America and Europe, and how are the differences in development between these two regions to be explained?
- What are the rationales behind this internationalisation of higher education, its meaning and approaches, and the different strategies and organisational models?
- How can we interpret some of its key manifestations at the turn of the century?

It is argued that the international dimension of higher education, prior to the twentieth century, was more incidental than organised. It is also argued that this international dimension as an organised activity, referred to in general by the term 'international education', is a product of the twentieth century, at first mainly in the United States for reasons of foreign policy and national security. The third argument is that, around the end of the Cold War, this international dimension evolved into a strategic process, referred to as the 'internationalisation of higher education' and became increasingly linked to the globalisation and regionalisation of our societies and the impact of this on higher education. In addition, it is argued that with the further development of globalisation, the international dimension will evolve into an integrated element of higher education and move away from its present position as an isolated set of activities, strategies or processes. This is manifested in a shift in emphasis from more traditional forms of international education to strategies which are more directly related to the core functions of the university, and in a shift in emphasis from political to economic rationales. Implications of these shifts are the increasing importance of quality assessment of internationalisation strategies; the emergence of English as the common language in higher education; the increasing relevance of international networks and strategic alliances; and the gradual acceptance of the internationalisation.