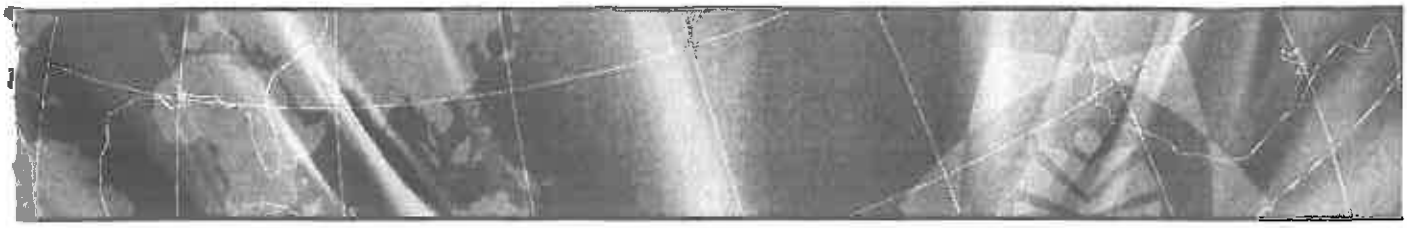

INTERNATIONALISATION OF HIGHER EDUCATION

A Policy Framework

2004

EDITORS
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Nelson Mandela Metropolitan University

for tomorrow

SERIES EDITOR
Nico Jooste

PREFACE

We are grateful and proud to submit herewith the papers and responses of the first colloquium on Internationalisation in Higher Education held at the University of Port Elizabeth (South Africa) from 26-27 August 2004.

Our intention was to have a truly international debate on the topic. From the outset we received enthusiastic support from our colleagues in the USA, Europe, and Africa to make their respective contributions. It was decided to keep the publication in line with the style of each presentation and response.

As a first formal attempt on our part to reflect on internationalisation, we chose to focus on the broad policy frameworks shaping internationalisation on the different continents. This inevitably includes some very interesting historical perspectives on how internationalisation developed via different paths in different contexts.

Our plan is to make this an annual event at the newly established comprehensive Nelson Mandela Metropolitan University. The rationale and possible themes for the future are outlined by Nico Jooste in the prologue.

We wish to acknowledge Marian Neale-Shute, Piet Naude and Carlien Jooste for their editorial assistance; Kate Goldstone for her correction and editing work; Natalie Wessels and the members of the International Office for their assistance in making the colloquium possible.

We trust that this publication will contribute to a more informed debate on the topic of internationalisation. Comments and suggestions are most welcome and may be sent via email to Elize.Naude@nmmu.ac.za

Nico Jooste and Elize Naude
Editors

CONTENT

PROLOGUE

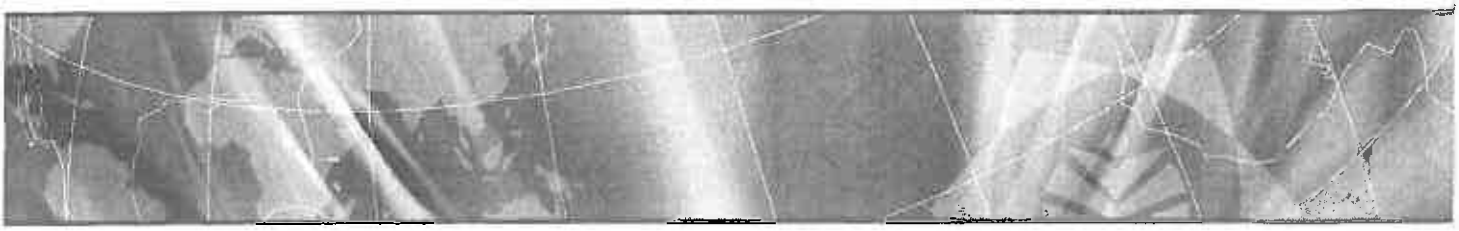
NICO JOOSTE

Higher Education in the 21st century is challenged by a variety of external factors within the societies in which it functions. It is not only challenged by governments and broader society to demonstrate its relevance but also by the ever-increasing globalisation of knowledge. Higher education is thus challenged to re-think the nature of its enterprise with increasing demands on its overall capacity. Higher education is also constantly reminded that its focus should be on the education of its students. It is after all higher education's primary function to educate students in such a way that they can be effective citizens. The definition of a good citizen encompasses more than the nationality of the individual, it includes that of global society. A challenge that is specifically added to the education mission of South African Higher Education is that our students should be skilled not only as global citizens but also to be able to play a leading role in the development and shaping of societies in the 21st century.

The demands of a changing external environment that is shaping the higher education of the future clearly marks the introduction of a transitional phase for higher education globally. This has been the focus of higher education debates over the past decade and will probably be the focus of similar debates for another decade. It needs to be noted that these debates on the focus and shape of global higher education are not only institutionally focused, but are systemic, and are in many instances driven by a systemic focus. Institutions have no option but to respond if they want to remain an integral part of the global higher education network. This debate is in many cases triggered by prominent scholars such as James J Dunderstadt, President of Michigan University.[1] He characterises the university of the 21st century as not necessarily representing a specific type of institution but representing a new paradigm. One of the elements of this new paradigm is that higher education operates in a knowledge society that is now part of the global network society. The question for higher education is thus not whether to become part of it, and thus make the paradigm shift, but rather, how to be relevant and active participants. Higher education practitioners at all levels should thus be engaged in developing new theories on how to manage and practise higher education within this new paradigm.

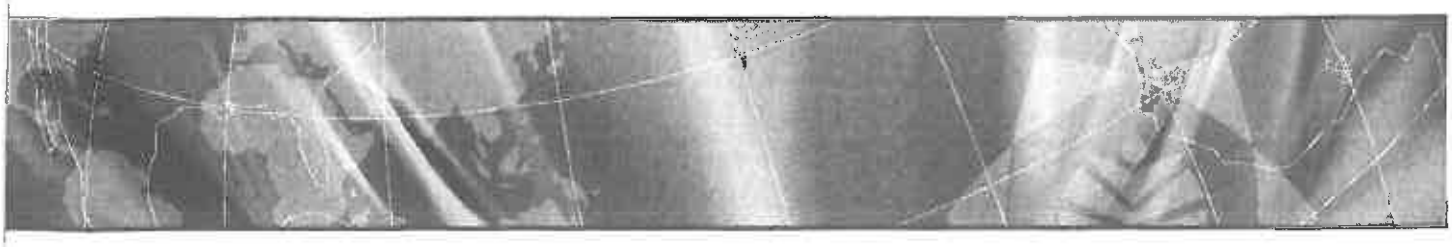
Given the nature of the knowledge society, one of the most important but also most demanding challenges facing the effective connection and participation of both higher education systems and institutions in the new knowledge society, is the nature of its effective connection to the higher education network society. To be part of the higher education network society differs in nature from the higher education linkages and partnerships that formed the backbone of international relations that characterised higher education international activities since the 1950s. Developing this new paradigm requires new thinking about institutional international engagement in the network society. It cannot be business as usual, and be viewed and managed as an informal activity that is practised amongst friends. Being an active player within the new higher education society requires new rules. It cannot be treated as just one of those "nice to have" activities on a campus. Just as libraries and information and communication systems provide students and staff with the ability to connect to the information highway, so internationalisation policies and activities connect institutions and systems to the global higher education society.

It is thus important that higher education practitioners begin to debate holistically the characteristics of an internationalised higher education institution as well as an internationalised higher education system. The outcry from higher education practitioners that the current reshaping of the South African higher education landscape is being implemented for them and not by them, is in many instances not an indictment against the senior managers but against the practitioners themselves. This can only be changed if matters that are critical to the development of a relevant and efficient higher education system are identified and systemically debated by a variety of role players. It is thus of the utmost importance for the shaping of the South African higher education mindset on how efficient and relevant internationalisation of the South African higher education system should be, that this matter be debated by all relevant role players. This was clearly placed on the agenda for future discussion and development by the Council on Higher Education Task Team on Shape and Size in 2000 when they isolated this as a key issue stating that:



"South Africa is not focusing sufficiently on promoting its higher education system internationally. There is immense potential to attract students from the Southern African region, other parts of Africa and elsewhere without reducing efforts to expand access to South African students. An appropriate framework and infrastructure that draws in various relevant government departments should be created for this purpose and internationalisation should be promoted. International students must be specially catered for to ensure that they enjoy rewarding social and educational experiences. Enrolling students from the rest of Africa would be a means of contributing to their human resource development and giving expression to our commitment to African development and the African renaissance. It would also be a source of revenue for institutions and the country."[2]

This colloquium on internationalisation is intended to be the first of a lasting engagement between higher education practitioners and other interested parties on the topic of internationalisation of higher education institutions in the 21st century. It is envisaged that it will provide a quality forum for all role players in higher education to debate matters related to the internationalisation of higher education institutions. It should be done in such a way that it serves as a catalyst for further debate on all campuses and that it also provides an opportunity for scholars who are connected and participating in the higher education network society to lead the way in the new thinking on internationalisation matters. It will also attempt to bring the "silent" voices to the debate. It is particularly important that universities in other parts of Africa participate in the debate about internationalisation to connect all African Higher Education institutions with the higher education network society. The participation of African higher education in this debate should be conducted in such a way that it influences the higher education debates to be responsive to the needs of Africa in particular, and also to the developing world in general. An internationalised African higher education should form the cornerstone of debates about the needs and solutions for Africa's development. Through its connection with the higher education network and knowledge society, new knowledge should be produced. Effective

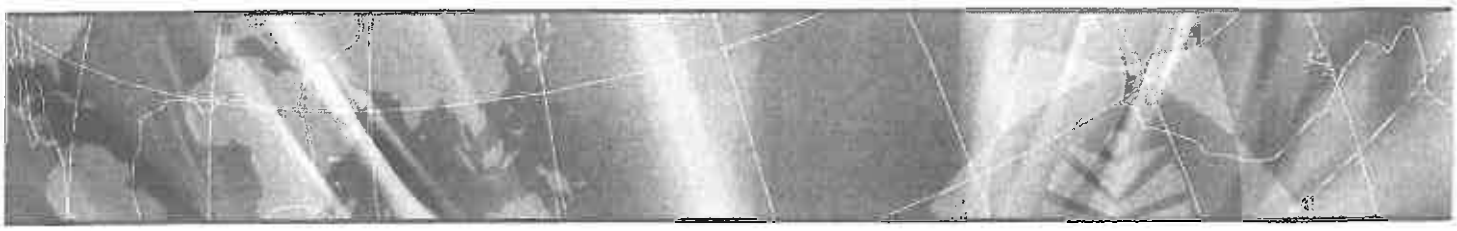


internationalisation should thus be the driver of new knowledge production out of Africa and not for Africa.

This colloquium should also provide a forum that would enable higher education systems as well as institutions of higher learning to be responsive and efficient players in shaping the future of the main change agents that represent the fruits of higher education labour, namely, our students. We cannot have enough quality debates about matters of critical importance related to how we conduct our business. The higher education fraternity is frequently accused of being non-responsive and too focused on debating matters and not delivering on their promises. It needs to be said that higher education's major link with the rest of society is through students. If the quality and relevance of what and how teaching takes place is not regularly evaluated through high level quality debates with a view to informing and shaping future planning, criticism levelled against higher education about its relevance would be justified. To demonstrate its relevance in an increasingly critical society it is necessary that matters of importance be argued and debated and documented by a representative spectrum of higher education practitioners. The value of such debates has proved over years to play a critical role in South African higher education development. The value of the so called Kenton forum for discussions on matters in education, as well as the debates organised from time to time by the Centre for Higher Education Transformation (CHET), are only two such examples.

To conclude this prologue to this and future colloquia on the topic of internationalisation, it is necessary to define and identify some of the challenges that could form part of a future agenda. It is envisaged that these should influence the thinking about internationalisation of South African higher education, as well as higher education systems that operate in developing societies, in such a way that they form an integral part of the higher education network society.

This colloquium will address the necessity and nature of internationalisation policies that should guide the South African higher education system as well as



institutions. It should provide guidance towards the development of policies that will effectively steer the system and institutions towards effective internationalisation.

Future colloquia should recognise the fact that the internationalisation of higher education operates in a paradigm that needs a new definition to ensure the relevance of the university of the 21st century. It needs to question whether the definition that is used widely to describe higher education, namely, that it is the process of integrating an international/intercultural dimension into the teaching, research and service functions of the institution, is comprehensive enough to address the challenges of the higher education knowledge network society. Peter Scott is accurate in his assessment of what should be in such a definition when he states that the 21st century world is complex, diverse and pluralistic, and these complexities must be the starting points in considering the international dimensions of mass higher education systems. Rather than trying to conjure internationalism out of past myth it is necessary to try to define it in terms of present and future conditions.[3]

In setting a future agenda it is suggested that the following matters receive the attention of future colloquia:

- What would be the characteristics of an internationalised higher education university and system?

- What is meant by internationalisation of the curriculum? This matter was highlighted by Saleem Bhadat when he asked that higher education internationalise itself in such a way that we enhance the quality of the knowledge and social experiences of our own learners through their contact with the diversity of language, culture and experiences of students from other countries, and enhance the quality of our institutions of higher education through the rich and diverse contributions to knowledge, research and social life that are provided by students from other countries.[4]

- How does internationalisation promote the understanding of cultural differences, and what should be done to celebrate cultural diversity to enhance the educational process?

- How would internationalisation support quality assurance of all activities of higher education institutions?

- What is needed to internationalise higher education institutions so that they are responsive to the needs of the broader society? It is of specific importance for all African higher education institutions to consider how they will link what they do with the goals of NEPAD and the African renaissance.

- What is meant by comprehensive internationalisation of an institution, and how does it assist higher education institutions to be part of the new higher education network society?

It is clear from the above that answers to these questions will only be provided if the matters are systemically approached in a scholarly manner. The internationalisation of a higher education institution is not a single event but a systematic process. The discussions and evaluation of the process should, in the end, result in a common understanding of internationalisation. This will hopefully emphasise the fact that it is not fashionable to practise internationalisation, but rather that internationalisation should form one of the cornerstones of the university of the 21st century.

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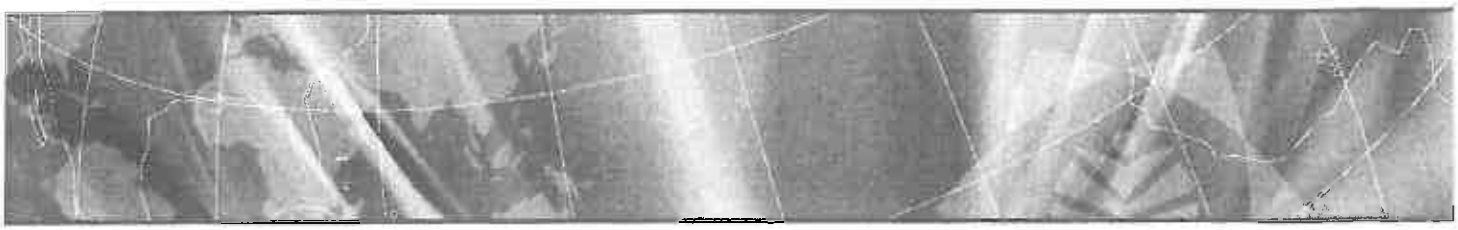

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INTERNATIONALISATION OF A CITY UNIVERSITY WITH ENGAGEMENT AS ITS FOCUS

ROLF STUMPF

It is a real privilege to engage with you this afternoon and I would like to share with you some ideas about Internationalisation of a city university with *engagement* as its focus, but I would also firstly like to speak about the internationalisation of higher education in South Africa. I think any discussion around internationalisation of a South African university or the South African university higher education system, has to deal with three fairly recent distinct institutional phases:

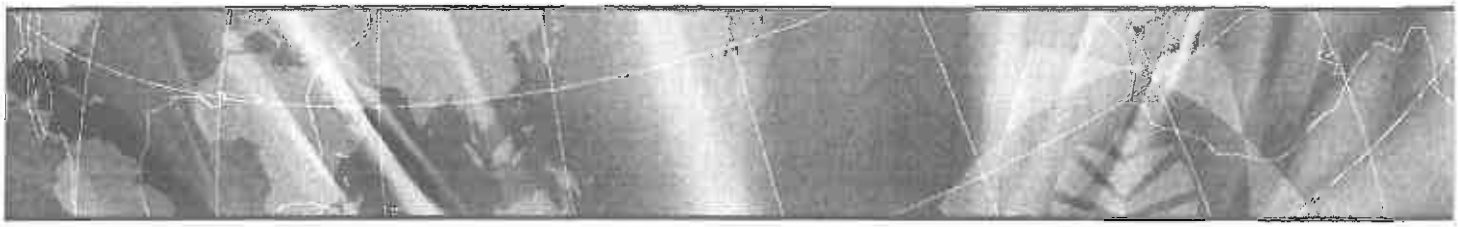
1. The inception of apartheid in 1948 until the sixties and early seventies;

2. The cultural and academic boycott phase of the late seventies, eighties, and into the beginning of the nineties;

3. The post-apartheid phase after 1994.

I suppose the fact that higher education's internationalisation is sculptured around our apartheid history is in itself a very sad indictment of higher education's inability to remain truly independent and outside of narrow and party politically-oriented ideologies.

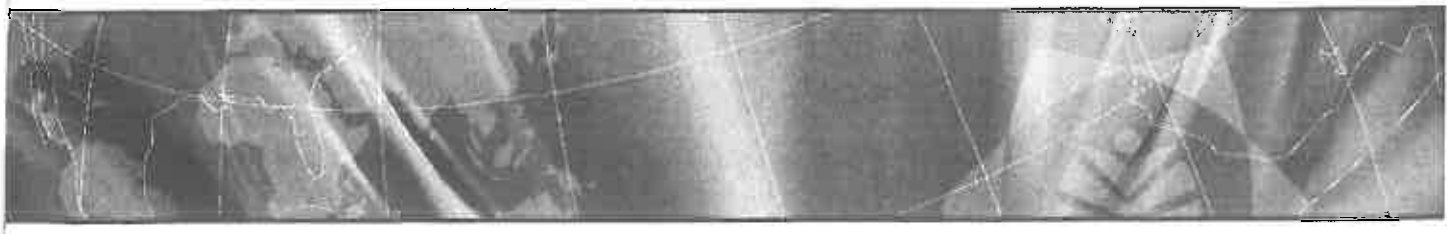
The sad reality is that apartheid invaded and pervaded every single facet of South African society, including our universities and we have face up to that and state it seriously and with courage. The University of Port Elizabeth (UPE) was no exception. I don't want to embark on a long history of UPE, as I am sure you have heard about UPE. UPE was a fairly young university, it was formed in the early sixties and the initial idea was around white supremacy, it was meant for whites. There was a tinge of the old Anglo-Boer war around the creation of UPE as well. Although it was a dual-medium institution, there was a tinge of the Afrikaans-English battle, but at the end it became a very important and a very crucial higher education institution in this part of the country. I, personally, am very pleased, and I hope many of my colleagues are too, that we can now conclusively deal with our past on the assumption of the name the Nelson Mandela Metropolitan



University as from 1 January 2005. I hope that this dramatic change will see many of us being set free to confront our institutional past and to embrace a new and very invigorating institution in the future which is linked indirectly to a person who more than anyone else has brought dignity to every single human being in our country, Nelson Mandela.

The so-called Bantustan universities or the bush colleges were only formed in the early sixties after the extension of the Universities Act in 1959.

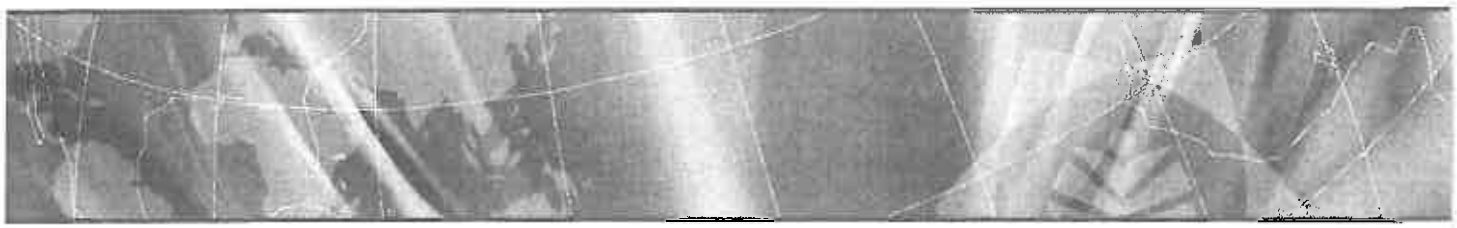
Up till this stage, the many South African universities, the so-called historically white universities such as the University of Cape Town (UCT), Witwatersrand (WITS), Rhodes, Pretoria, Stellenbosch maintained very active links with their so-called mother countries - and the mother countries tended to be for the English speaking universities mainly the UK and in some cases United States and for the Afrikaans-speaking universities, mainly the German and Dutch university systems. These links at that period mainly consisted of South African graduate students doing their Master's and PhD studies in these countries or doing post-doctoral research work there or taking sabbaticals. Inexplicably many of the universities in the erstwhile colonial powers, like the UK, Germany, did not have any moral difficulties with such institutions pursuing these activities in their countries within an apartheid ideological framework and neither did they seem to have any qualms in paying South African institutions, academic and research-oriented visits during this period. It may not have been a period of great structured internationalisation, but certainly in the early apartheid days, there was much interchange between the historically white universities and their counterparts in Europe and in the UK. International contact with countries in Africa remained the exception during this period rather than the rule and only the University of Fort Hare can claim some real internationalisation with Africa, as many African leaders studied there in the forties, fifties and even in the early sixties and if one reads *The Colonial Emancipation of Africa,* it reads like a Who's Who of those studying at Fort Hare.



During the next apartheid phase which covered the seventies and the eighties, much of this changed as world opinion on apartheid gradually hardened and as the world became more resolute in its opposition to apartheid. The cultural and the academic boycott against South Africa and its academics gained ground and slowly, but surely our institutions and our academics were driven into increasing intellectual isolation. Internationalisation initiatives during this period were very sporadic and highly individualized. To some degree, the English-speaking universities still managed to get by with their ability to still attract some international academics to their institutions and here and there, finding a small chink in the cultural and academic boycott through which they could push their way. For most of the Afrikaans-speaking white universities, this period marked one of intense, inward pre-occupation and academic isolation. Structured internationalisation fell by the wayside and it became commonplace for academics to have done their initial studies at a particular institution, their postgraduate studies at the same institution, their PhD at the same institution and then proceeding with their academic careers often at the same institution.

Many of these academics are now in their fifties and sadly, in many cases have never been challenged by exposure to international academic inquiry and analysis. Many of them simply do not realize how much our academic quality has suffered from the lack of such international exchange and challenge. In addition, the South African Higher Education system, its strengths (of which there are many), and its weaknesses were little-known outside our borders and even more sadly very little of South Africa's higher education system was known by our brothers and sisters in Africa.

You may ask what happened to the historically black universities, the bush colleges, during this period. They were in general mainly engaged in intense struggles around democratisation in establishing a new society and challenging the apartheid order. For most of them, internationalisation was not a strategic feature on their agenda at that point in time.



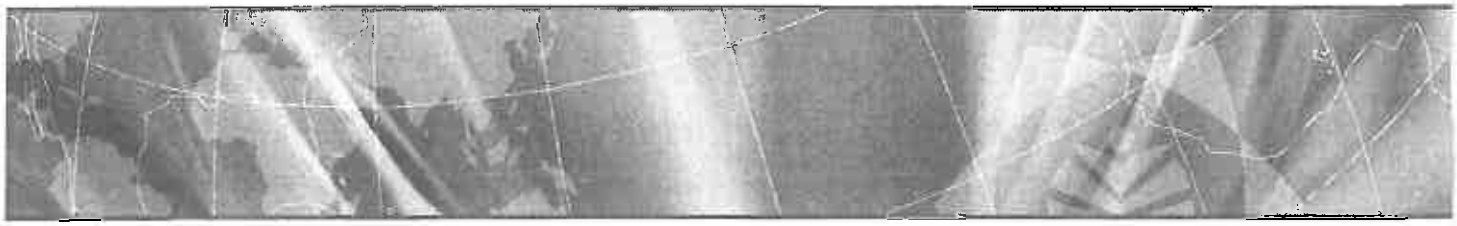
This third period started with the dismantling of apartheid in the early nineties and with its fall, finally in 1994. At this stage, most South African higher education institutions had very limited international institutional links. But with the cessation of the cultural and academic boycott, this changed rapidly and unfortunately sometimes for the wrong reasons. Many institutions simply took off where they left off in the late seventies and resurrected their previous international contacts with institutions in the USA, UK and Europe. Initially our internationalisation efforts had a distinct Eurocentric feel and touch about them as institutions simply followed the easy way out and reconnected with institutions that they had been connected with in the past. Many of these institutions in the overseas countries were equally keen to participate in the so-called South African miracle and suddenly South African universities found themselves in the totally unexpected position of, in a sense, being able to pick and choose as far as international agreements were concerned.

Academics flocked to our country wishing to observe, analyse, understand, witness, query, you name it, the new society which was being established here, and how we had avoided civil warfare, and how we were proceeding in establishing democracy in South Africa. Many, unfortunately, hopefully not too many, became experts after a visit of only a few weeks, and many a publication in an eminent academic journal can be traced back to one of these fleeting visits and the observations made while being in South Africa. Many a PhD in a foreign country also had its inception in these academic visits and many internationalisation agreements were entered into, rather helter skelter, between South African institutions, including the former bush colleges and overseas institutions. We also were not spared the most unscrupulous higher education role players from other countries who came and set up shop in South Africa as part of their efforts to increase their third stream income, or to put it a little more plainly, to make a quick buck or two here at the southern point of Africa. So much so, that government had to introduce some very strict legislation to protect the very often innocent South African public who were easily duped by the lure of apparenty reputable overseas higher education providers during this period. It reminded one a little bit

of the erstwhile scramble for Africa at that point in time.

Suddenly South African institutions were also contacted by some international counterparts and asked whether they could host some of these visiting academics and even more so students wishing to spend more time at a South African university. Virtually all South African institutions were not geared for this and some had to establish international offices in rather a hurry, while others suddenly found that they had, all these years, had someone stuck away in the institution, who took care of these links whom they plucked out now and endowed with a new strategic role in the institution around internationalisation.

These were heady days in more ways than one. They were exciting days and in many ways South African Higher Education was propelled into internationalisation without much warning and with even less planning. In the late nineties, the early 2000s a sense of soberness and sanity, I think, started returning to the South African institutions regarding internationalisation. Many took stock and revamped their international offices asking themselves what, if anything, was the effect at all this activity on the curriculum and in many cases found very little evidence, if any at all, of this, which I think, in the end, is the true goal of all internationalisation. They asked themselves whether they had a strategic view of their internationalisation activities, or whether all of this was simply happening, and they also assessed the level of opportunities and services which international academic and visiting students enjoy. Government at the same time signed the SADC (South African Development Community) Higher Education Protocol and in the year 2000 published its national plan on higher education in which links with higher education institutions in the SADC countries were prioritised. Suddenly here was another governmental goal putting internationalisation fairly and squarely in the court of universities and technikons in South Africa, but saying it starts with your immediate neighbours, it starts with Zimbabwe, it starts with Namibia, it starts with Zambia, it starts with Kenya, Uganda, Malawi and so forth. Many of our institutions were not ready for this, they were ready to receive fee-paying students from these countries, and in some cases, I am ashamed to admit,



very heavily paying students, but they were simply not ready for a strategic internationalisation thrust enveloping the SADC countries and those further afield in Africa. The outcome of all of this however, is that many of our universities are now actively pursuing links with our counterpart institutions in developing countries and in particular African countries. I am very pleased to say that more and more universities are reorientating their internationalisation efforts and a focus is being established toward developing countries and particularly toward countries to the north of our border in the true spirit of academic exchange and internationalisation.

Much of this very brief and condensed history also applies to UPE and will form the start-up basis of the Nelson Mandela Metropolitan University's internationalisation activities as from 1 January 2005 onward.

We do however have an opportunity which many others don't - we have an opportunity to start off anew and afresh and just like a builder don't really like to fix up an old house and revamp it, it is sometimes easier to build a new house and it is sometimes good to start off fresh with a new institution and simply take what was good in the past and use that and jettison the rest. And we have this opportunity. And let me tell you what the vision is that is now being rolled out of NMMU. As a values-driven university, we aim to be leaders in optimising the human potential of our communities towards sustainable development in Africa: A very strong statement that NMMU will position and direct itself differently from that which it did in the past. It will be a values-driven university.

In other words, it wishes to break free from its previous monastic-type existence where academics disappeared into the safe haven of the monastery and now and then peeped out to see whether the world was still turning around. It will engage and interact with its communities and it will do so towards sustainable development in Africa - not in Europe, not in the US. Does that mean we will now break off ties with our friends and counterparts in those institutions ? Not at all! But NMMU is an African institution, we live in Africa, Africa is our mother country.

All South Africans, and for some of you, this may be difficult to understand, all of us have had to face up to these individual issues since 1994. What are we, where are we, where are our roots, where do we belong? For many of us this has been a phenomenally liberating experience over these past few years.

Some specific thoughts on the challenges facing UPE as we move into the new NMMU on the setting of our internationalisation agenda:

UPE, like most South African universities, has a student body that consists mainly now of financially disadvantaged students. Altogether 63% of our students are black, 56% of them are African and most of them are desperately poor. The Eastern Cape is not a rich province. Some 80% of our students come from this province. International mobility of students is thus very limited and probably not even in the dreams of most of our students who would battle to pay the fees that we levy. At maximum, one or two percent of our students would probably participate in study abroad or exchange programmes. This poses significant challenges for the two sides of the internationalisation plans and agreement which is vital to ensure their success. And in many ways South Africa finds itself in a strange position because the difficulties that we experience *vis-à-vis* foreign exchange rates with countries such as UK, USA, Germany, France and so forth, our counterpart institutions in Africa experience towards South Africa. So what we are learning, on the one side, we hopefully can apply on the other side and assist in establishing genuine two-sided exchanges.

Due to its isolationist past, internationalisation is often not understood fully by academic and senior managers at UPE. One of our challenges is to establish a strong linkage between the international office and our academic structures, our departments, our schools and faculties. In many cases, this has to do with the fact that we have academics that were part of the apartheid environment and simply never had the exposure which many of you would see as perfectly normal in terms of international visits and exchanges. This does require very specific institutional and managerial attention and nurturing from the very highest

executive levels in our institution. We have to work very hard, in a positive sense, to sway the heads of our academics and to enable them to see the benefits which the international office has for them in their individual exchange challenges, as well as in terms of the curriculum and training of our students for a bigger and wider world.

In the light of the above-mentioned challenges, success has been achieved here at UPE. In many ways our model here has become somewhat of a role model for other institutions to follow. But it would rely on a very particular management strategy. First, we need to manage internationalisation as a process and not as a single event. This approach requires the frequent attention of the Vice-Chancellor and now the Deputy Vice-Chancellor, who obviously are not involved in the micro-management of all our internationalisation efforts. But we do set the broad parameters and we actively support the efforts towards internationalisation. Our institution has to understand that this is a strategic priority to which the Vice-Chancellor and the Deputy Vice-Chancellor are willing to give time and effort. The shared workload of the coming merger has meant that I have shifted these responsibilities towards the Deputy Vice-Chancellor (Academic), Professor Ogude, from the beginning of 2004 to oversee the International Office and the internationalisation activities.

Secondly, it requires the creation of internal capacity to manage all our internationalisation activities and this is closely linked to the financial capacity of the University. We couple the drive to internationalise the university itself with the funding strategy. We would not have been able to implement all the internationalisation activities even if we had a top slice of our budget for this. The Office is required to fund its operational costs as well as internationalisation initiatives from self-generated funds.

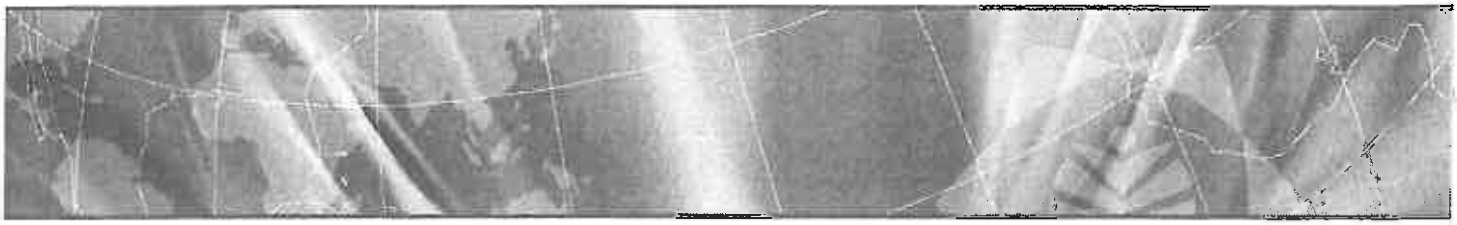
Thirdly, to factor internationalisation as an institutional strategic priority, we have established a specific internationalisation committee under the auspices of our Board of Governors, our Council. They are responsible for approving all

applicable policies and, from time to time, evaluating our internationalisation strategic plan and dealing with the various agreements that we intend signing. This Body functions very well and sends a very powerful signal that our Board of Governors takes it very seriously in terms of energy, time devotion and overseeing responsibilities for our internationalisation activities.

Fourthly, as I mentioned previously, extensive study abroad programmes are simply unaffordable for the vast majority of our students, and we had to follow the philosophy of creating, in a certain sense, study abroad experiences here at home. This could only be achieved by setting very specific goals. In our strategic vision for internationalisation which has been approved by the Council of our institution, we clearly stated that we would like 15% of our fulltime on-campus students to be international students by 2005. We achieved this figure in 2004 already.

In addition to attracting international students, we encourage the establishment of fulltime on-campus study abroad programmes from a variety of different countries. I think the success has been that we have been able to attract students from a number of countries to this campus to provide here at home a kind of internationalisation culture. We currently accommodate several of our partner institutions where they have spent a semester on our campus with some faculty and some students. It is, however, managed in such a way that we certainly do not create pockets of Sweden, or the USA, on our campus. But we do very much, and all in our power, to integrate our students as far as possible, so that the benefits can be shared by our South Africans.

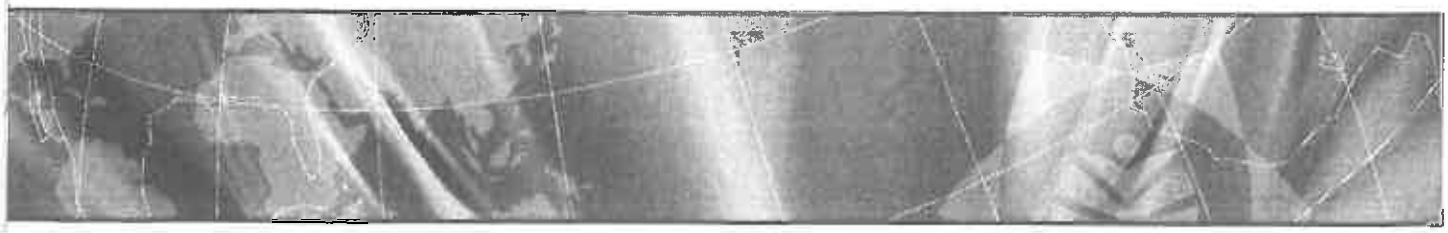
Fifthly, internationalising the campus cannot take place without international linkages and agreements. We believe that the demand of globalisation requires more planned and focused development of relationships and networks. Any agreements must be of strategic importance for us. It must be mutually beneficially and a value adding exercise. I can see no earthly benefit in having 200 international agreements on your register of which 90% are inactive. It would serve no point whatsoever. The focus of our existing and new linkages



is on developing and enhancing institutional areas of excellence which are informed by our institutional strategic plan and we are deliberately following an approach of fewer, but actively serviced agreements. We can only do this much and we would like to do it well.

Sixthly, the real challenge of internationalising a campus lies with the curriculum. In the light of the difficulties experienced over years in internationalising the curricula in South Africa, the question should be asked whether we should embark, carte blanche, on this exercise right now in the light of the merger between us and the Port Elizabeth Technikon. The answer is probably not, and that it is an opportune time to investigate and plan for the implementation of a process of internationalising the curriculum of the Nelson Mandela Metropolitan University instead of UPE which only has a couple of months left in its final stages. To prepare for this, it is necessary to do an audit of the international frame of mind of the current staff in all our modules and programmes and we are currently administering a questionnaire to assess the variety of matters that are related to the internationalisation of the curriculum as we prepare for the new NMMU.

In conclusion, a few very brief thoughts on the internationalisation of a city university such as NMMU. Higher education institutions in South Africa, as is the case worldwide, are being asked by a new set of regional actors and agencies to make an active contribution to the development of cities and regions. Our preliminary draft mission statement of NMMU states very clearly that the Nelson Mandela Metropole is our primary location. Clearly, NMMU wishes to link itself first and foremost to its immediate constituent community which is this Metropolitan community surrounding the City of Port Elizabeth. The demands that are driven by new processes of globalisation and localization in economic development, whereby the local environment is as relevant as the national natural economic situation in determining the ability of enterprises to compete in the global economy, are one of the reasons why we are connecting ourselves more clearly to our immediate environment. That does not mean we are saying that the University does not operate in the international knowledge environment.



It certainly does and it always will. But it does mean that the products of our knowledge enterprise and our knowledge activities are going to be utilized first and foremost if we can at all, to serve the needs of our constitutent community, the Eastern Cape community, South Africa, Africa and then the rest.

A critical success factor for this type of University that is positioning itself in a new paradigm is its ability to transfer the benefits of internationalisation to its local environment. I believe in Port Elizabeth, UPE has been working quite closely together with the PE Technikon and the local overarching Business Chamber and the City government to ensure that the University's internationalisation programme links up with efforts in this regard by the Business community as well as the local and regional government. Last year, for example, George de Lange from the Technikon was with us when a couple of us from the University and the Technikon, together with a delegation from the City authorities from the City Hall, together with the local Business Chamber, paid a visit to Kenya. Out of that particular visit, we already have a colleague here who has read a paper this morning and with whose institution we recently signed an exchange agreement and I certainly hope that more will follow.

I have dealt with this fairly quickly and I wish to thank you for your attention. I wish to say, in conclusion, that a merger is a difficult process as I pointed out earlier today and it is clear to me that we will not be able to proceed with our internationalisation activities at the same rate that we have been able to do in the pre-merger days, as we consolidate structures, strategies, establish new cultures, new approaches, but if you think there is a slight lull in our activities, it is purely and only due to the merger. Watch us. We will be back on track in a year or two from now.

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INTERNATIONALISATION OF US HIGHER EDUCATION IN THE USA – CHALLENGES AND OPPORTUNITIES FOR SOUTH AFRICA AND AFRICA

JUNE NORONHA

I am honoured to be here with you to open the first Internationalisation Colloquium at the University of Port Elizabeth. My deep appreciation to Dr Nico Jooste and his staff for their warm and generous welcome, and as a colleague, for the initiation and organization of this very important event. Important for South Africa, Africa and all of us working international education around the world. I greet too all my colleagues here from around the world.

I was born in Nairobi, in colonial Kenya, in some ways a pre-historic time. I was born to parents who immigrated to Kenya from India as teachers. We were brought up to be staunchly nationalist, staunchly Kenyan. My father was intensely involved in Kenya's democracy movement. I grew up marching with my family in demonstrations in the streets of Nairobi pressing for independence. In fact, we were deliberately brought up without our parents' native Indian languages, and spoke Swahili and English at home. I studied at segregated (meaning non-European); primarily Asian primary, secondary and pre-university schools during the time Kenya became independent. I still remember the contests for submissions for the national anthem, and learning to sing it in school at the very beginning. We were all so excited, determined to use our energy, our intellect, and our dreams for the new country. Higher education was a most important goal in our family, in our community, our communities, our country. It was elitist, somewhat inaccessible - but still very much desired.

I had wanted to go study at Makerere in Uganda, or at the University of Nairobi, where my cousin studied. Or, maybe England, "the mother country". Then, I received a scholarship to study in the United States, and the rest as they say is history! I was too young to understand about cultural hegemony, about brain drain or what is now being termed brain gain. I was too young to truly realize that different systems of educations are based on powerful paradigms. I was too young to understand that I might not return "home" metaphorically, intellectually or physically.

I was *not* too young to realize that studying internationally was a privilege, *not*

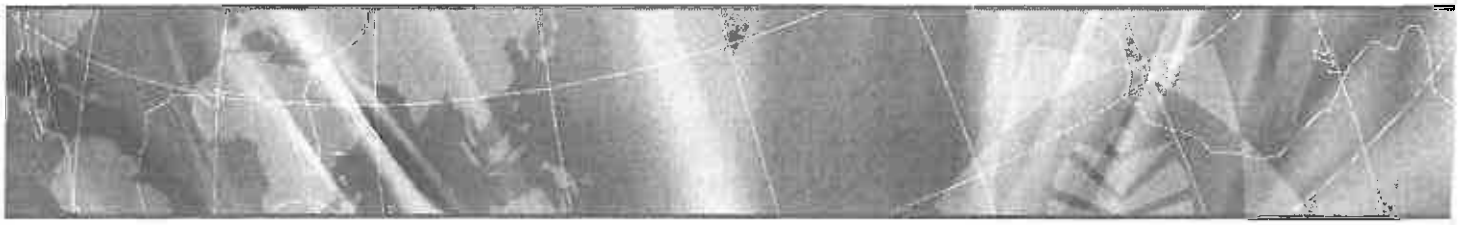
too young to realize that this would open the world to me, and *not* too young to suffer the grief of leaving my family, my community and my country. But I thought that I could always come home! My father had also gone to another country to study, and it had certainly changed his life. I would not have been born in Kenya otherwise.

In most countries, the mission of higher education is to develop and produce knowledge and information, and to provide access to this knowledge to their citizens. Today, more and more countries are providing access to citizens of other countries, in fact making it part of their mission in higher education to educate emerging leaders from all over the world. The 21st century is being heralded as the knowledge era, and universities all over the world play a crucial role for modernization and development.

As an international student in the United States, and later in France, I became very engaged in issues of access and mobility, finding myself a member of a cultural and ethnic minority. My view has always been that internationalisation is inextricably interwoven with issues of justice, mobility and access, and as much as we need to educate our students in an internationalised environment, we must ensure equity in education for all our students.

So my career in higher education has included internationalising and diversifying higher education in the United States. The United States with its particular history and tradition has developed a complex and unevenly successful higher education system. I use the word uneven, because in the United States too, we have much work to do on issues of access and issues of internationalisation.

I represent a bit of the African Diaspora in the United States, one of many of us brought up on this continent, who adds an African lens to our profession and our field. I have been honoured to serve in various leadership positions in the United States, and credit must go to those teachers who gave me such a good education in those dusty schools in Nairobi, providing a sound framework and



clear perspective on what is important.

I am honoured today to speak to you on the topic *Internationalisation of US Higher Education - The challenges and opportunities for South Africa and Africa*. As you can imagine, it is a very interesting time at present to be engaged in international education in the United States, particularly so since the attack on the east coast of the country on September 11th, 2001. I happened to be President of NAFSA - Association of International Educators on that day, and for a year and a half following.

NAFSA is a leading professional association in the field of international education exchange. Founded in 1948, it is based in the United States, with almost 9,000 members, of whom about 1000 come from 80 other countries in the world. The association promotes the exchange of students and scholars to and from the United States. It provides professional education and training that strengthen institutional programmes and services related to internationalisation in our countries. NAFSA also provided support and a model to form international education associations in other countries, including Japan, Korea, Europe, India, Colombia and South Africa. NAFSA was instrumental in getting the Clinton Administration to support an international education policy for the United States.

International education in the US was set back considerably as a result of the fallout from September 11, in part because immediately after that day, the government and the media linked the 19 hijackers to international students, even though only one entered the country on a student visa. Of the 30 million visitors to the United States, only 2% are international students, yet the first debates and legislations centered on these students, and are only now beginning to be implemented on the other 98% of visitors.

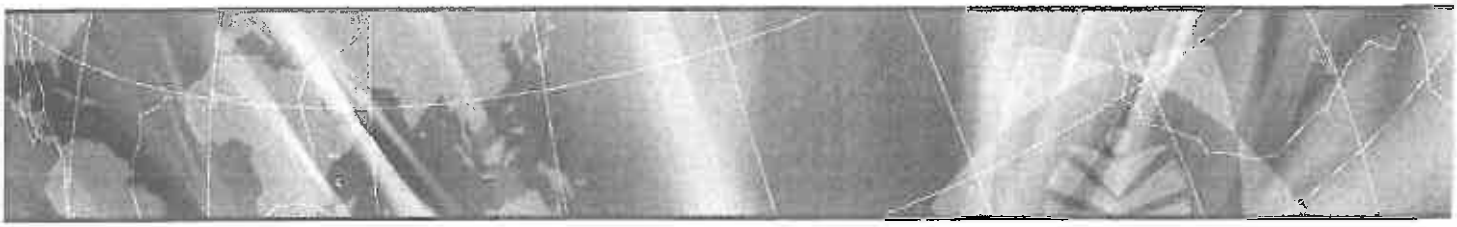
After that attack on our soil on September 11, inevitably discussion focused on reducing and tightening entry to the United States. And international educa-

tion, which hitherto was considered a noble enterprise, came under excruciating scrutiny. And as the dust settled, internationalising higher education has suddenly acquired a much greater significance than before, negative and positive for those of us who work in the field, and also, ironically enough, those who never thought about it much before. This grim event and other wars around the world remind us of the terrible consequences that result on all sides when we are ignorant of cultures other than our own. And higher education has a pivotal role in lifting the veils of ignorance.

Hitherto spared acts of violence - commonplace in many other countries - the US is searching I believe for the appropriate balance between security and openness. Many things have changed in the United States as a result of September 11, in our national consciousness, in our view of ourselves, definitely in others' view of us. Most of all, we have become more wary as a nation - more isolationist a government - more suspicious of the "stranger".

This is very disheartening for those of us working in international education. It feels as if the pendulum continues to swing too erratically and may damage the very goals we aspire to and the reasons they are important, namely:

- international educational exchange advances learning and scholarship;
- internationalisation is important for our children's future in a global world;
- internationalisation is part of the solution to issues of inequality and terrorism, not part of the problem;
- international education, which comprises study, academic exchanges and research, is critical to the development of intelligent world citizens and a country's knowledge base, which becomes an instrument for peace and economic development;



- education is the primary source of knowledge generation for all our countries and the internationalisation of it is crucial to allow our nations to overcome disadvantage at the global table.

With the explosion of globalisation and technology, it is difficult to distinguish between borders and agendas as easily. Globalisation is obliterating the distinction between foreign and domestic concerns. Most domestic problems in today's world are also international, and vice versa. The global economic and technology revolutions are redefining our nations' development and reshaping business, life, and work. The world is coming to all of us, whether we like it or not. Our citizens will leave our countries whether we like it or not.

We know that science and scholarship know no boundaries. It is impossible to limit foreign influences on our educational systems and our research. Academe has always been international. The challenge for our countries in varying proportions is to balance national priorities with global forces of competition, with monopolization of research and educational resources, and the challenge to have the courage to challenge dominant definitions of internationalisation, and move beyond ethnocentric perspectives on quality.

Let me begin by talking about the internationalisation of higher education in the United States, both in a historical context and addressing present challenges. Then I will comment briefly on some of the lessons we have learned that may be useful for South Africa and the continent.

We know that some of the most ancient universities in the world were found in Africa - in Ethiopia (1st C AD), in Tunisia (732), in Morocco (859), in Cairo (969) and in Timbuktu in the 12th C. All except the ones in Ethiopia and Timbuktu still exist. These were theologically based and were precursors to the modern African universities in the world. Our countries, the United States and South Africa and many countries in Africa except Ethiopia, have one thing in common. We were all colonized.

- We all had higher education systems that were framed abroad, organized on Islamic or European models (that of the United States for example, was heavily influenced first by that of England, and then, by that of Germany). Yours, in South Africa is predominantly influenced by the British but also by US missionaries. I understand that an early institution, the Lovedale Institution established in 1829 was modelled on African-American colleges of the day, and specifically on the Tuskegee Institute.

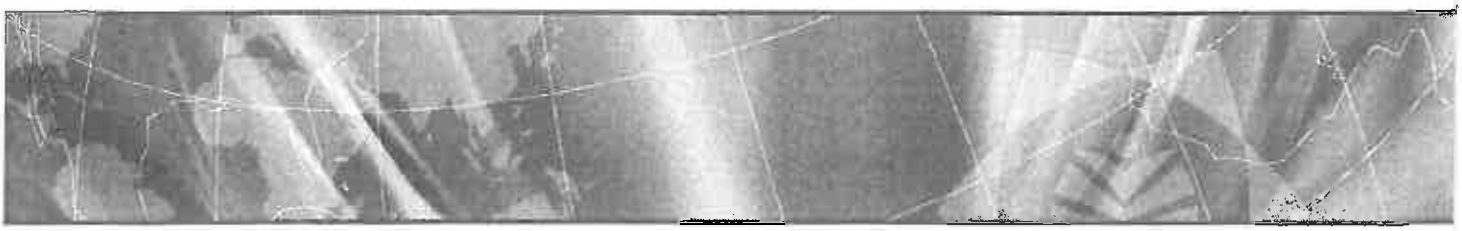
- We all had higher education systems that initially at least had limited access (based on race, religion, gender or elites, class, for example).

- We all had higher education systems that initially had a limited curriculum, and

- We all had higher education systems with limited autonomy.

We in the United States have been independent a longer time than you have, and have had more time to construct our education systems to meet our own needs and priorities. In the process, we have distanced ourselves more from our European roots than you have on this continent. It is a continuing struggle to shape our systems to meet the needs of a rapidly changing population and the pressures of our relationships with the world, as it is with you.

South Africa, for example, has been engaged in a mind-boggling transformation of its higher education. George Subotzky of the University of the Western Cape, Belville, says its fundamental restructuring of post-apartheid society "is unrivaled on the continent, and arguably in the world". And my guess is that you have learned not to make the same mistakes of the older independent nations who have been engaged in this work longer and, that you will provide lessons for those of us who have not yet succeeded in our national visions. The United States has many more resources and an over-abundant capacity to support our own higher education goals, which in my opinion raises the bar in terms of where we should be in terms of internationalisation. We are not yet there!

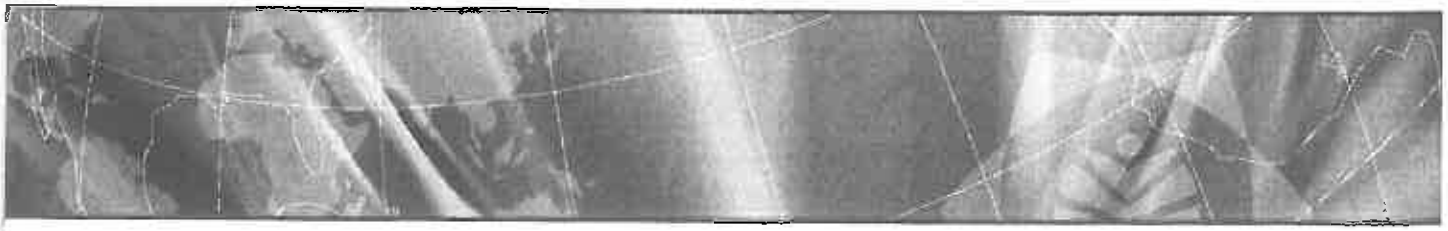


One thing our countries do *not* have in common is the singular autonomy enjoyed by higher education institutions in the United States. Each university has its own governance system, and is less dependent on the government for funding: very different from South Africa and Africa, where public institutions are the rule and governmental involvement is the norm. Private institutions predominate in the United States. Of the 3,941 institutions of higher education in the United States we know that 41.7% are public and 58.4% are private. Only 15.7% are private institutions for profit.

In the US, this has led to a complex variety of higher education institutions and choices. We have doctoral/research universities, masters' colleges and universities, baccalaureate colleges, associate colleges, specialized institutions (medical, law, engineering) and tribal colleges and universities. The term "internationalisation" has come to mean different things to different communities in higher education. It has only been in the past ten years that a comprehensive approach has been promoted, in no small part because of forces that you too face, namely globalisation and to a smaller extent GATS.

In the United States, internationalising higher education grew out of the global crisis of World War II. In the decades following World War II, educational leaders believed that the challenges of the cold war required that Americans be knowledgeable about the world and that future world leaders have opportunities for a U.S. education and for exposure to American values. International education and exchange programmes were created to serve these dual objectives. Gilbert Merkx, vice provost for international affairs at Duke University in the US, has written about two waves of internationalisation in the United States.

The first wave of internationalisation really began immediately after World War II; it involved the rise of foreign aid, study abroad programmes, foreign student enrollment and international studies (more accurately: foreign language and foreign area studies). This wave was largely driven from within the academy/the universities, and reflected four patterns of institutional responses and priorities.



For those for whom study abroad was important, e.g. prestigious liberal arts colleges, internationalisation became synonymous with overseas study. So the internationalisation effort was primarily defined and supported as overseas study. So those involved with study in other countries led these efforts. At other institutions (remember we have all kinds!), for example research universities like Columbia or the University of Pennsylvania, internationalisation meant having a diverse student body, especially where funding was based on enrollment. This made foreign student enrollment important and an international student body meant internationalisation. So heads of foreign student services spearheaded efforts at these universities.

Then there are PhD granting universities. At universities with agricultural and engineering schools, a driving factor was federal government funding for international agriculture and overseas development programmes. Many of them were funded by AID, I may add and involved overseas technical assistance. So internationalisation here was seen as involvement in cooperative development projects overseas. At other research universities, faculty interested in international, foreign area and language study drove internationalisation efforts. In response to cold war fears, there was government money available for universities willing to invest in teaching and research in international area studies. So here, internationalisation was housed in interdisciplinary centers, headed by senior scholars in different area studies.

As a result, divergent understandings emerged in US higher education as to what constituted internationalisation. These remained largely separate activities within the academy, and the prominence of each was dictated by the priorities at the individual system or college. No single variant of internationalisation ended up as representative in US higher education.

The second wave of internationalisation appeared in the mid-1980s, and has gathered strength to the present. The salient feature in this period was that significant driving forces now came from outside the academy. These forces

were triggered by the end of the Cold War, the worldwide spread of the Internet, the development of distance learning technology, creating new outlets for the marketing of education, the acceleration of globalisation and the emergence of the United States as the world's uncontested military power. Numerous military and peacekeeping engagements increased public awareness and concern about the global role of the United States. In fact some of us have cynically said that our children learn geography through our military engagements in other countries. In fact even government funding for internationalisation in the US follows these trends. There used to be funding for Russian studies and exchanges, now there is funding for Islamic studies and exchanges.

On September 11th, 2001, the challenges of global terrorism replaced those of the cold war as a central organizing concept of American foreign policy. This precipitated what I define as the third wave of internationalisation in the United States. An international threat of which Americans were largely ignorant proved capable on that day of doing more serious damage to the country than any foreign power had managed to inflict since the War of 1812. Nothing could have awakened the country more dramatically to the continuing necessity of international knowledge and understanding, or in some cases, the case against isolationism.

On that date, internationalisation became, beyond question I believe, an international security imperative. It is now clearer than ever that effective global engagement in the twenty-first century will require more, not less, ability on the part of all peoples to understand the world in terms other than their own. This is especially true for us in the United States.

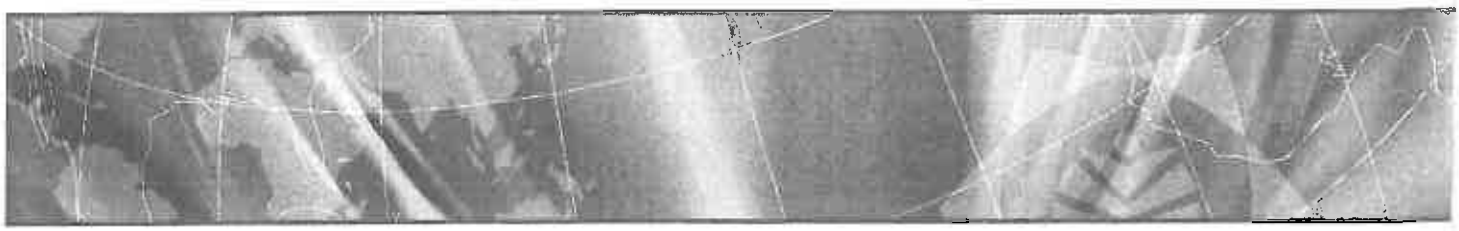
And higher education is now expected to address these international issues. There is also growing demand on US institutions to develop strategies with local and global partners and universities on other continents. Pressures also come from the increasing diversity of the US population. For example in my city, St. Paul, there are 95 languages spoken in the city schools. The largest communi-

ties of Somalis and Hmong from SE Asia live there. Our students are demanding instruction and exposure to their languages and cultures, and faculty they can relate to. In response, one of the biggest movements in the US today is the internationalisation of the undergraduate curriculum. At my institution, The College St. Catherine, we revised our bachelor's level curriculum to ensure that all our students will have an international study experience.

So the old-style balkanised models of internationalisation are being called into question as higher education is now considering the best models for this era, for our needs. With the passage of time, flagship universities have incorporated all four types of international activity, namely study abroad, a diverse student body, overseas affiliation and development activities, area and language studies including curricular transformation. But remember that the predominant model in the United States has been institutionally based rather than nation-wide. Only since September 11, have states begun developing comprehensive internationalisation plans for all their member universities.

But even before 2001, those of us in leadership in international education had increasingly become concerned about the need for a national policy on internationalisation. NAFSA issued the first study and statement in November 1999. In 2000, the Clinton Administration directed an executive memorandum instructing federal agencies to take certain steps to promote and facilitate international education. Presidents Clinton and Bush have both proclaimed International Education Week every November since 2000. And in 2001, a Senate Bill, introduced by Senator John Kerry (whose sister-in-law lives here, I believe) was passed to establish an international policy for the United States. I was involved in all of these efforts and will be happy to speak to these in the question and answer, if you wish.

I will now address a comprehensive proposal on an international education policy for the United States, co-signed by all thirty-seven leading higher education associations in the United States. This is representative of this third wave we



are in. In effect a defense of international education in a very trying time for the field. It is a national agenda that targets all of higher education, involves the government and the private sector. Within the proposal are thirty-six distinct objectives that require nation-wide effort.

Let me outline the main points. The proposal focuses on a partnership between the federal government and higher education, and identifies national policy objectives for international education, specific strategies for meeting these objectives, and provides structures, programmes and resources to implement them.

There are three broad objectives:

1. Produce international experts and knowledge to address national strategic need

2. Strengthen US ability to solve global problems

3. Develop a globally competent citizenry and work force

Nine parts are named in this comprehensive policy, many already existing but not at the breadth that is needed. Within each of these are a wealth of strategies many of us have promoted and developed over the years:

1. Enhancing foreign language, area and international studies, and business education

2. Internationalise teaching and learning

3. Promote international research

4. Enhance institutional linkages abroad

5. Increase study and internships abroad

6. Increase the number of international students (this includes marketing, recruitment, credentials transfer, support, language training)

7. Increase scholarly and citizen exchanges

8. Make greater use of technology for learning and information access

9. Join UNESCO (which we did last year - finally!)

The proposal underlines the fact that higher education is chronically under-funded in the United States, and funding for international education at the government level is less than 1% of all funding for higher education. This blueprint, entitled *Beyond September 11: A Comprehensive U.S. National Policy on International Education* proposes to meet human resource and information needs of government, education and businesses.

In the past two years, NAFSA has also set up two blue-ribbon panels to look at strategies needed at the national level to welcome international students, and strategies needed at the national level to encourage study abroad. These too are listed in my bibliography and are accessible on the Internet. They outline more specifically best practice strategies to strengthen both areas. In fact, David Ward, the President of the American Council on Education, under whose auspices the comprehensive policy was published, says, "creating true international capacity requires both educational reform and sustained financing." The proposal addresses both areas.

Creating true international capacity requires both educational reform and sustained financing. That statement brings me to what we share with you in South Africa and Africa. You too need educational reform and sustained financing. It is the latter that is most precarious.

In Africa, funding issues loom very large, with increased citizen needs, fiscal pressures imposed by the World Bank and the IMF, the pressure on governments to budget for HIV/AIDS, and the inability of students to fund their education. The budgets of individual universities in many northern countries are higher than the entire national budgets for higher education in many African countries. The north needs to return help to the south in capacity building in the form of affiliations and endowed projects.

In the US, we have been forced to become entrepreneurial to meet **our** needs. International education generates income for universities, and contributes to local and national economic development and competitiveness. Did you know that international students contribute $13 billion to the United States economy in tuition, fees, living expenses and related costs? About 584,000 international students study in the United States (2002-2003). Our Department of Commerce considers educational services to be one of country's largest service sector exports. And, this $13 billion does not include funding in research and scholarly work.

Our priorities in higher education in the United States include access, equitable funding, and strengthening of science and technology. In South Africa the national priorities are in three broad areas; access, equity, and institutional diversity.

Similar goals, different contexts - different histories, different capacities. For example, access and equity for you concern the empowerment of the majority, for us they are for the empowerment of the minorities.

The fact that internationalisation is becoming a national priority in the United States could help you in your cooperative ventures with us, and perhaps fund research that meets the needs of African scholars and the broader interests of African societies, rather than those of the knowledge system of the US.

Our needs for internationalisation are very country-specific (for example, in the

United States, the majority of us are mono-lingual). South Africa is certainly not predominantly monolingual; the internationalisation challenge here is to preserve the richness of all the national languages, while at the same time the Internet and globalisation are making English more predominant.

Your needs for internationalisation in South Africa and the other 50+ countries in Africa are also distinctive. Here in Africa, you have a challenge of regional migration to the south of talent and expertise, and knowledge flows to better-paying entities or more peaceful environments. Or the challenge of international migration - it is estimated that there are at least 10,000 Nigerian academics and 21,000 Nigerian doctors in the US. Students and faculty migrate to South Africa. And South Africans migrate to Australia, the US and Britain. As more students reach the level of secondary level completion the demand for higher education will stress the capacity of the continent even more. And migration will increase. I read this week that the crisis in Public Health delivery in this country is not helped by the facts that 10% of the health professionals in the U.S. are South African and 12% in Canada.

I believe these are the lessons we could share with you:

- Build an integrated approach to internationalism at your institutions to avoid the balkanisation we have in the United States.

- We get bogged down in the United States with struggles on which is the voice for internationalisation on our campuses or at the national level. Which association, which university, which scholar, there is competition for power, voice and funding. This becomes damaging for national strategy and support. May you avoid this scenario.

- We must both acknowledge and accept the problematic and unequal nature of our relationship, and we donors must be very careful to honour mutual interests and discussions among equals. Having said that, the US is a

powerful centre for research and education; we have developed frameworks, strategies and capacity. Use them; transform them for your purposes.

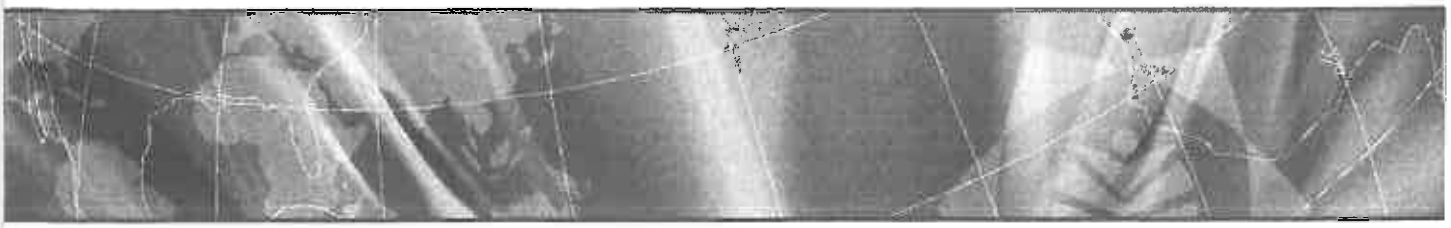
- Use our best practices on specific initiatives on campus - e.g. recruitment, study abroad and international student support.

- Evaluate carefully the providers who arrive in your countries to provide higher education (internationalise!) so that you can ensure the public good in your country is being protected. In the United States, we too are working on assessing external providers and distance education. Make use of the lessons we have learned as we develop accreditation and assessment tools.

- I must mention GATS. In the United States, we are very suspicious of the commoditisation of education. I am not sure that we are really aware that we export educational services and information to the south and we import students and brain gain to the north, and I have to admit that it is difficult to forward the agenda of a country that holds a very un-equal relationship with those of many represented in this room.

- I support the April 2004 Accra Declaration on GATS and the Internationalisation of Higher Education in Africa, that commits to countries to serve "the social, economic and intellectual needs and priorities of the African continent 'and support' multiple forms of internationalisation in higher education which bring identifiable mutual benefits to African countries as much as their partners". In spite of what we in the US have to share with you, I would add beware and be cautious about ensuring there is benefit sharing.

- Every national policy reflects the self-interest of the country. Presently, the US priority is to defend national interests, so our rhetoric in policy-making addresses that perspective, and government funding will only support these imperatives. It is in South Africa's interest to have an internationalisation policy that is based on the human resource development priorities of that



country and its equity imperatives. In the latter area, the work the United States is doing in diversifying and increasing access to higher education and study abroad would be a good area for collaboration and knowledge development. Perhaps you will find a better formula than we have.

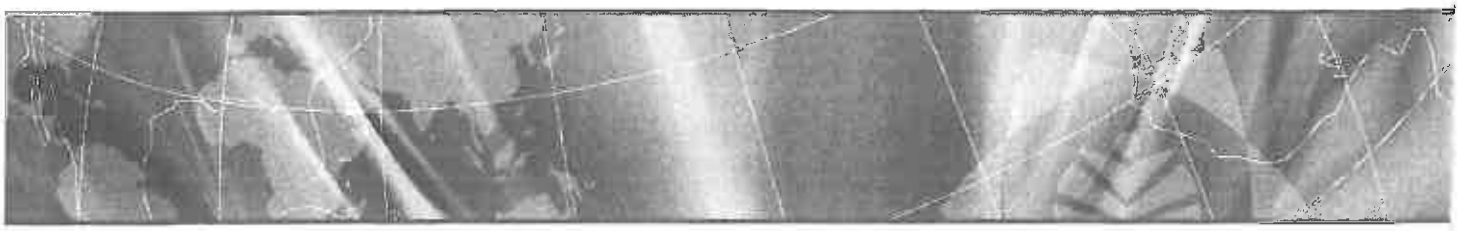
- We could use some help from you. We too share the dilemma of an overwhelmingly white faculty, the persistent lower enrollment and graduation rates of non-white students and the continuing choice of Europe and Australia as destinations of study. Our goals of social equity are inextricably tied to our goals in internationalisation.

- As an African, I would say that expanding linkages in Africa, Asia and Latin America would bring a different face of globalisation to the continent. You may be able to teach us in the US how to accomplish this.

- Ironically we in the US are trying to influence our curriculum with outside knowledge, and our colleagues in Africa and South Africa are trying to revive indigenous learning, having had their fill of outside knowledge. You may teach us some lessons there.

- There is an international network of academic talent. And the African Diaspora spans the world. We have a lot of affection and deep loyalty to our native countries. Link with us - many of us are deeply involved in internationalisation efforts in our new countries and universities, and are willing to collaborate with our knowledge and expertise. Joint research, affiliations, funding with the Diaspora, all are possible, but are often overlooked.

Let me tell you a small story. When I arrived at my University, the college of St. Catherine, most of the international students were European. This was a European-American predominantly white campus. Because of my heritage, my political philosophy and my life experience, this campus now enrolls students



from 45 countries, and a large group is African from East, West, Central and Southern Africa. I realize the bias - but that is my contribution to the continent of my birth.

I know that the new Nelson Mandela Metropolitan University, thanks to the work of Dr Nico Jooste and the support of Vice-Chancellor Rolf Stumpf will be a flagship university in the internationalisation of higher education in South Africa. In the same way that we used our flagship universities to convince others of the significance of this effort, so too must you use your flagship universities to strengthen what you have already launched.

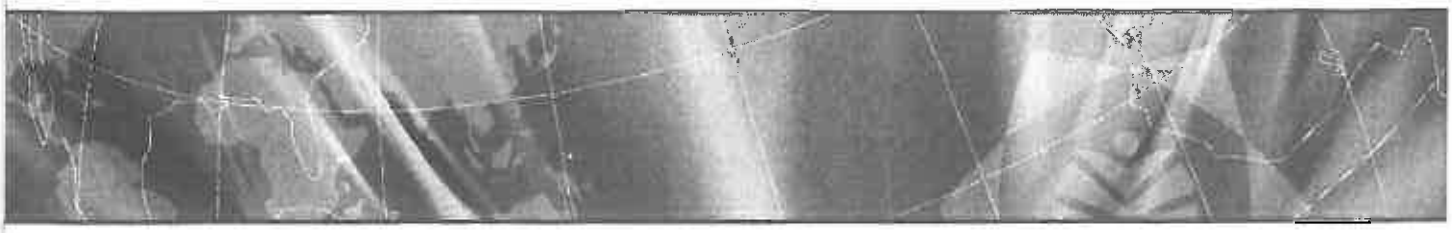
International education simply put is the creation of knowledge within the movement of peoples, the movement of ideas, of hopes, of aspirations across boundaries and borders. At its best, the collaborative efforts of citizens of different countries result in brilliant innovations, new fields of study, creative resolution of global problems, life-long alliances and close friendships.

At its worst, international education is purely an acquisition of resources within a global hierarchy of needs. At its worst, it can be imperialistic, dogmatic, strengthen prejudice, and widen chasms between citizens of different countries and cultures. We are not naïve; we know that study in another country can in some cases, produce enemies, but I like to think that international education is crucial to peace making.

Given the conflicts the world faces, and so much so today, we must continue to prepare ourselves and all our students:

- To be able to move easily among their fellow citizens and those from other nations and cultures,

- To recognize and appreciate the contributions of countries and cultures who do not dominate the globe,



- To seek out the common humanity in those of us whose beliefs and practices are different,

- To ensure that we do not undermine other countries' values and institutions,

- To participate in intellectual exchange for the mutual good of our communities and countries,

- To further international understanding and peace.

I would like to end with a quote from an international student who went to the same undergraduate college in the United States that I did, Macalester College in Minnesota. Kofi Annan, Secretary-General of the United Nations, from his acceptance speech for the Nobel Peace Prize in December 2001.

> *"We have entered the third millennium through a gate of fire. If today, after the horror of September 11, we see better, and we see further, we will realize that humanity is indivisible. New threats make no distinction between races, nations, or regions. A new insecurity has entered every mind, regardless of wealth or status. A deeper awareness of the bonds that bind us all - in pain as in prosperity - has gripped young and old...Today, even amidst continuing ethnic conflict around the world, there is a growing understanding that human diversity is both the reality that makes dialogue necessary, and the very basis for that dialogue...*
>
> *We recognize that we are the products of many cultures, traditions and memories; that mutual respect allows us to study and learn from other countries; and that we gain strength by combining the foreign with the familiar."*

I appreciate being with all of you who also are committed to combining the foreign with the familiar.

ADDENDUM: FACTS AND FIGURES REGARDING INTERNATIONAL STUDENTS IN THE UNITED STATES AND SOUTH AFRICA

1. Study abroad students in Africa

2000-2001:	4,540
2001-2002:	4,633
Increase:	2%

- 31.5% of all study abroad students who went to Africa studied in South Africa (27% increase)

2. African students in the USA in 2002-2003

Leading countries of origin:

Kenya	7,862
Nigeria	5,816
Ghana	3,032
Zimbabwe	2.186
Egypt	2,155
South Africa	2,095
Morocco	2,034

3. Main fields of study 2002-2003

- *(Data not broken down by regions. This information is for all international students in the USA.)*

Undergraduate

1. Business & Management
2. Other
3. Math & Comp. Science

Graduate

1. Engineering
2. Business & Management
3. Math & Comp. Science

4. Engineering
5. Undeclared

4. Physical & Life Sciences
5. Social Science

Source: *Open Doors 2003: Report on International Education Exchange, 2003.* Hey-Kyung Koh Chin, ed. New York: Institute of International Education.

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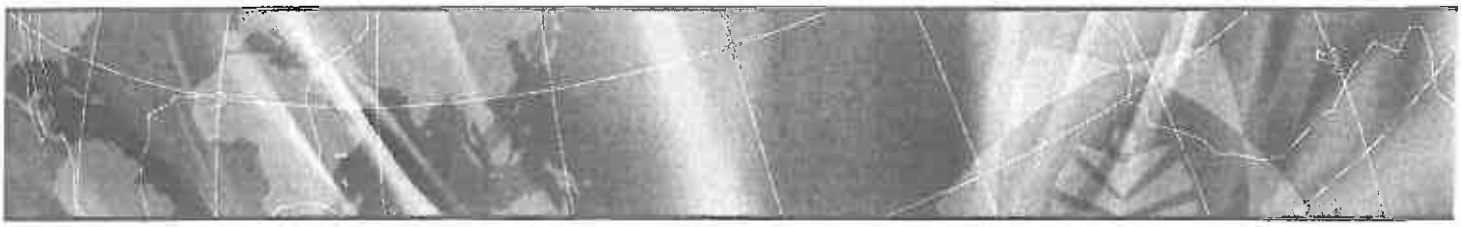

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INTERNATIONALISATION OF US HIGHER EDUCATION IN THE USA – CHALLENGES AND OPPORTUNITIES FOR SOUTH AFRICA AND AFRICA

JAMES MCNAB

Dr Noronha is ideally situated to address the question of internationalisation as it affects higher education in the United States and in South Africa. Her paper is informed by exceptional sensitivity and a depth of understanding that only her background could provide. Born and raised in Kenya, she has studied in France, and has degrees from the United States, where she has worked long, hard, and to good effect in international education, including service as President of NAFSA. The latter position provided a unique vantage-point from which to view developments in international education worldwide.

The speaker has offered a brief and enlightening recent history of the US commitment to international education, largely as a response to national security imperatives. A first wave of "internationalisation" followed the end of World War Two, and involved university responses to the spread of communism, the growth of the military might of the USSR and its allies, and the hardening of positions between Eastern and Western bloc nations that we know as the Cold War.

I use the term "internationalisation" advisedly, as would Dr Noronha, I believe, because this was not a unified or systemic programme. That would have been difficult to achieve, given departmental and school divisions which are notoriously difficult to bridge. By and large, the creation of study abroad programmes, the effort to attract international students, especially gifted graduate students who were likely to emerge later as leaders in their home country, development activities overseas, and the creation of multi-disciplinary international studies programmes, majors or centers, were not really part of university-generated strategic planning, but in many if not most cases a response to the availability of major Federal funding.

I would draw special attention to one year - 1958 - in the story of American universities' commitment to the international enterprise. This was the year of post-Sputnik panic in Washington that saw not just the creation of the space agency NASA, but also the passing of NDEA, the National Defense Education Act, which provided a massive infusion of funds into all levels of education, especially

for science and mathematics, as well as modern foreign languages and area studies. NDEA grants provided universities with 90% of the funding for low-interest loans to qualified students.

There is little doubt that, to use Dr Noronha's words, "international education in the US was set back considerably as a result of the fallout from September 11...". Graduate programmes and English as a Second Language (ESL) programmes especially have found it exceedingly difficult to bring in international students, and many are in bad shape. At my own university, a relatively healthy ESL programme now barely survives.

However, since 9/11, one encouraging development is the dramatic increase in US student participation in study abroad. *Open Doors 2004*, published by the Institute of International Education, recorded an increase of 8.5% for students receiving credit for study abroad in 2003-2004, compared with the previous year, which had already seen a significant increase. While close to 50% of these students continue to head for Western Europe, an increasing number are opting for other destinations.

In assessing commonalities and dissimilarities affecting universities in the two countries, Dr Noronha rightly points to the preponderant role of the central government in South Africa and the relative autonomy of US institutions. However it should be noted that this autonomy is generally much greater for American private institutions than it is for public colleges, which do rely on funding from the legislature in each state, and report to a central authority within that state. In my home state of North Carolina, for example, there are sixteen public universities (including the NC School of the Arts), each with a well-defined mission, but all reporting to the Office of the President and answerable to the Board of Governors.

Even before 9/11, thanks in no small measure to the work done by Dr Noronha and NAFSA, a national policy on internationalisation was advocated by Presi-

dent Clinton. Following upon this initiative, many if not most public university systems have adopted internationalisation as policy, and made at least some funding available. In North Carolina, this priority has resulted in the creation of the very successful UNC [international] Exchange Programme, to which all campuses subscribe. The state - like many others - is committed to internationalisation; many universities, including my own, have drafted strategic plans for internationalisation, and there is a high degree of cooperation among the North Carolina universities. It strikes me, therefore, as an overstatement to emphasize the "balkanisation" efforts to internationalise campuses in the USA.

Dr Noronha points with pride to the role of the private college in internationalising higher education in the USA. There can be no doubt that private colleges such as Macalester, Earlham, Kalamazoo, or St. Catherine itself have made extraordinary contributions to the international enterprise, displaying exemplary dedication, imagination, and prescience.

On the other hand, it seems to me a doubtful premise that "private institutions predominate in the United States." In terms of sheer numbers of colleges, this may be so. But size does matter, and public institutions serve a much larger student population than do the privates. Here are just a couple of examples. Dr Noronha's own institution, the College of Saint Catherine is not small for a private college, and enrolls about 4,500 students. Her public neighbour in the Twin Cities, the University of Minnesota, registers about 30,000 students, and the total undergraduate population for the UM system is about 40,000.

In my home state, the biggest private university by far is Duke University, which enrolls about 6,000 undergraduates. By way of contrast, Duke's public university neighbour, NC State, has about 23,000 undergraduates, and nearby UNC Chapel Hill is not far behind, with close to 20,000. Duke is exemplary in its commitment to international education, but the dedication to the international cause of many of the North Carolina public universities cannot be doubted. As an example that is not a typical, my own university, UNC at Wilmington, sent more than 400

students to study abroad in 2004, out of a student body of about 11,000.

What I find particularly impressive about Dr Noronha's presentation, quite apart from the superior understanding she has of higher education in the two countries, is the modesty and complete lack of arrogance that inform this understanding. This openness runs counter to the prevailing image of the United States' interaction with the world at large. In an era when "American diplomacy" seems almost an oxymoron, she is an ideal diplomat: extremely well informed, while remaining eager to listen, to observe, and to learn. We can all profit from the expertise and the wisdom displayed in her keynote address.

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AFRICAN HIGHER EDUCATION AND INTERNATIONALISATION OF HIGHER EDUCATION: THE NEED FOR A NEW PARADIGM

WA-THIONG'O J KARANJA

INTRODUCTION

Generally, African Education can be examined from the following perspectives:

- Ethno-cultural, before the coming of the Europeans
- "Acculturation" and domination amid struggle for the school
- Independence and self-determination
- Quest for relevance in post-independence era, amid the cold war
- Explosive demand amid:
  - Diminished financial resources
  - Information Communication and Technology age leading to knowledge explosion
  - Globalisation

In order to address the subject at hand, this paper looks at the historical aspects of African Education, through the domination (mostly colonial/missionary) period, the political independence and the post-colonial era period, then examines the current status, before finally attempting to offer a new paradigm for the internationalisation of higher education. Obviously, it is difficult to adequately address all the issues at depth given such an ambitious approach, especially on the historical aspects, but it is important that one attempts to understand where the continent came from, what may have brought it to the current situation or to borrow Chinua Achebe's words, "where the rain began to beat it", before attempting to suggest a new route to, hopefully, a more promising future. One other weakness in our approach is that we have borrowed heavily from the East African experience. Whereas experiences in other areas may have been different, the fact of the matter is that Africa still finds itself at the bottom of the league in terms of economic development and this more than anything else justifies the bias.

Although Higher Education is generally taken to mean post-secondary education, we place special emphasis on university education but do recognize that the proposed paradigm should cut across the arena. For the purposes of this paper, we adopt Kwesi Kwa Prah's[1] view that "the central object of any educational system is to produce people with skills and insights which are satisfactory for the achievement of the collective and individual needs of the society in question". Noteworthily, "the society in question" needs closer examination as it has assumed different meanings at different historical periods. We also note that the World Bank[2] defined an educated person as one who:

- Can think and write clearly, effectively, and critically, and who can communicate with precision, cogency, and force.
- Has a critical appreciation of the ways in which we gain knowledge and understanding of the universe, of society, and of ourselves.
- Has a broad knowledge of other cultures and other times, and is able to take decisions based on reference to the wider world, and to the historical forces that shaped it.
- Has some understanding of and experience in thinking systematically about moral and ethical problems.
- Has achieved depth in some field of knowledge.

Given the definitions if, finally, the suggested paradigm is shown to be capable of satisfying the criteria given above, then this paper will be worth your while. We however hope that the paper will at least elicit deeper thought as to how Africa can extricate itself from the seeming quagmire it finds itself in, by taking advantage of the enormous opportunities offered by the Global Village.

HISTORY

Before the coming of the European, great importance was attached to education in Africa. In those days, everybody loved and yearned for it and it was easily accessible.[3] Education was a rite of passage in the communities and it transformed individuals from one age group to another. It was therefore an important part and parcel of the communities' activities. Education then took on the dimension of the social activities in which people engaged. One had to master all that appertained to his or her given gender-articulated roles in the society. [4,5]

The coming of the European presented a tragedy of sorts to the African ethnic communities. On the one hand was the colonialist, primarily interested in exploitation of resources and therefore wary of promoting African education beyond servitude level. On the other hand was the missionary who, dejected at home, wanted to create a spiritually pure African and therefore was wary of higher education. Both parties pursued their interests in a symbiotic manner resulting in a common cliché that "there is no difference between a Padre and a colonialist"[6]. Where there was a conflict between parties, the forces would unite or support either side, depending on the issues at hand. The Independent School Movement in Kenya was, for example, driven by a need to offer education without African cultural alienation. The colonial administration and the missionaries opposed the movement and ultimately, the schools were handed over to the missionaries during the emergency period. Conversely, the emergence of the "African Christian Church and Schools" movement in the same period and in the same region was supported by the colonial government against the American-based "African Inland Mission" missionaries[7].

Progressive missionaries, however, did the bulky work of promoting primary and secondary education. Bogonko[8] observed that,

> *"If the provision of primary education in East Africa during the colonial period was limited, the development of secondary education was simply neglected.*

...Colonial rulers tended to limit the products of secondary institutions to the immediate and visible needs for middle- and low-level manpower in the colonial and political structures...the colonizers desired vocationally trained functionaries to help in the exploitation of the African environment. As with primary education however, it was Christian Mission Schools that provided the first secondary education for Africans."

With the poor background of secondary education, in East Africa, the development of the university education was stunted to say the least. It was only in 1949 that Makerere became the university college of East Africa, to offer degree courses of the University of London. The first 13 graduates came out in 1953 with BA and BSc degrees. The British were loath to give Africans higher education for fear that the black man might be sharpened into political agitators and malcontents. Africans however continued to pile on more pressure for more opportunities in higher education. These and nationalist pressures forced the British to create the Royal Technical College Nairobi and the University College, Dar Es Salaam in 1961. It was however only in 1963 that the colleges were able to offer degrees[8].

Given the limited opportunities, the prominent role African communities placed on education, and the few white job opportunities offered to loyalist successful graduates, there developed a struggle for the school. Given the cutthroat competition, the missionaries and the colonial establishment succeeded in getting almost exactly what they were looking for.

A working committee of the international conference[9], "The teaching of African Literature in Kenyan schools" in 1974 noted:

"That Africa as a continent has been a victim of forces of colonial exploitation, oppression and human degradation. In the field of culture, she was taught to look on Europe as her teacher and the centre of man's civilization, and herself as the pupil. In this event Western culture became the centre of Africa's process of learning, and Africa was relegated to the

background. Africa uncritically imbibed values that were alien and had no immediate relevance to her people. Thus was the richness of Africa's cultural heritage degraded, and her people labelled as primitive and savage. The colonizer's values were placed in the limelight, and in the process ***evolved an African who denied his original image, and exhibited a considerable lack of confidence in his creative potential.*** *"* (My bold emphasis)

Nkrumah[10] summed it up thus *"..such education as we were given put before us, right from our infancy, ideals of the metropolitan countries, ideals which could seldom be seen as representing the scheme, the harmony and the progress of the African society."*

FREEDOM AND AFTER

At independence, there was great pressure on African governments to expand the opportunities for higher education. On the one hand was the need for highly trained manpower to take over from the colonial workers and, on the other, to fight ignorance and satisfy the earlier stated thirst for higher education. At a seminar on manpower needs of East Africa held in 1965, for example, the delegates agreed that the university of East Africa was the major source of high-level manpower and of Africanising all the sectors of the economy for Kenya, Uganda and Tanzania. For these reasons, student populations in the three East African universities recorded considerable growth between 1961 and 1970. The student population grew from 1,278 to 6,343. The growth per institution was: Makerere, 837-2,645, Nairobi 417-2,106, Dar es Salaam 14-1,592. By 1981, the enrolment in the countries was: Tanzania 3,662, Uganda 4,623 and Kenya 9,0238. If economic development was proportional to higher education expansion, we would therefore have seen dramatic growth.

At these early stages, Freire's[11] assertion that "acculturation" and domination produce a people who "to be is to be like the oppressor" would aptly describe

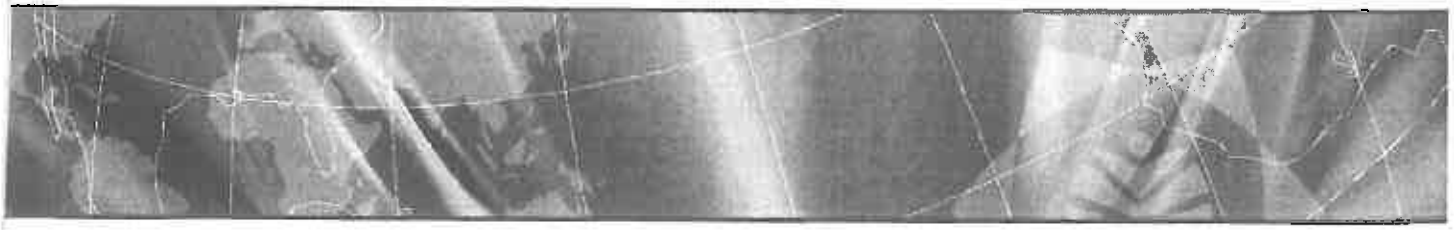
the situation. Elitist education pursuits without the necessary depth of relevance went on. Prah[1] noted,

> *"In the late sixties, Universities of Nairobi, Makerere and Dar es Salaam had gracious comforts and lavish lifestyles while some University of Ghana students in the 50s and 60s enjoyed French beaujolais, chardonnay, pinotage rose and sauvignon blancs. All these were mimicry of western standards as exemplified by Oxford or Cambridge. ...The period was that of unbridled and heady euphoria, coupled with a revolution of rising expectations and grounded in the aspirations of the movement for colonial freedom".*

Mboya[12] castigated "an education which was geared to a colonial psychology and a colonial atmosphere" and his recommendation was for "an education that would eliminate and replace those attitudes with truly independent psychology". In furtherance of his dream, he organised special "airlifts" of aspiring students from Kenya to USA for university education. That seed was to grow and see Kenya leading other African countries in sending its students to the US. By 2002[13], the country had 7,097 students in US universities, a figure that was more than three times that of South Africa's 2,232.

The quest for relevance and change set in at these early stages, amid the cold war. Nyerere[14], for example, during the inauguration of the University of Dar es Salaam in 1970, declared that the university's main purpose was to serve the needs of a developing socialist Tanzania. That purpose was to determine the subjects taught, the contents of the courses and the methods of teaching. Obote[15] of Uganda in his "Common Man's Charter" stated that education needed reform in order that it could help in solving problems for the new socialist ideology of modernising. Sekou Toure[16], despite coming from Franco-phone Africa, which aimed at creating African Frenchmen, embarked on training citizens to carry the African revolution to its logical end. In his opinion,

> *"education was both one of the major objects and one of the active elements*



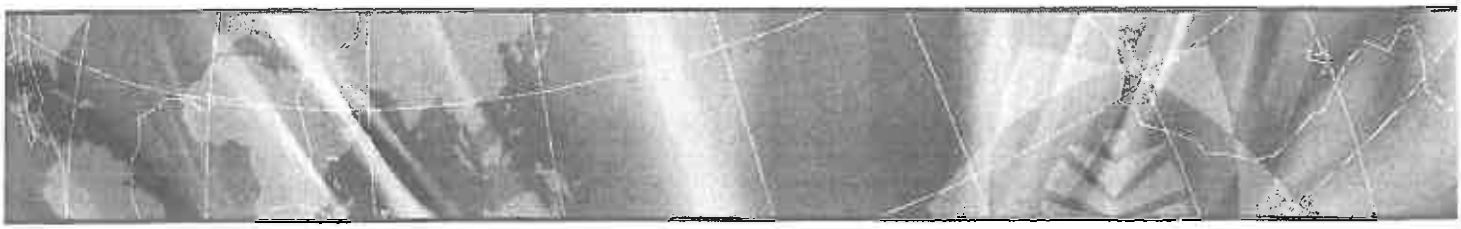
of Guineans' revolutionary action, an object of the revolution, in the sense that Guineans' action should satisfy the people's yearnings for knowledge...; an element of the revolution, because its pace of development is contioned by the extent and quality of the knowledge acquired by the people, their faculties of appreciation and understanding, and their degree of consciousness".

His assertion that "It is better to be in poverty but in liberty than prosperity in chains" brought much friction between Guinea and France, making the latter ensure that Guinea actually got the poverty, and worse.

Among academicians, perhaps Professor Ngugi wa Thiong'o[8], is the icon of the struggle in the quest for relevance. An "African Writers Series Author", he was educated at Kenya's premier missionary school, Alliance High School, and Makerere University College. In the 70s, he dropped his baptismal name "James", spearheaded change at the university of Nairobi "English" Literature Department, and finally decided that he would be writing in his ethnic language after his last novel in English in the late 70s. Noteworthily, Ngugi was detained by the Kenyan government after a popular play in his mother tongue and had to run to exile after the detention term. Among the countries cited, only the Tanzanian government escaped a military take-over. The country however underwent severe economic hardships.

The other surviving "progressive" African nations got cornered into another dead end altogether. Prah[1] again stated:

"The following two decades (of independence) saw African countries establish patterns of prurient kleptocracy and corruption, political misrule, de facto or de jure one party rule and military dictatorship, shameless sycophancy and political buffoonery of leaders, who will tell you the sky is red, when everybody, with eyes to see, could see it was blue.... By the end of the 1980s, the mass society in Africa had come to accept high-level graft and corruption as part of the nature and social order. For generations emerging in 1980s and ...1990s, ...it did not matter how one acquired wealth..."



The result, *"At no time in the last fifty years has the prospect of Africa been as nebulous and shrouded in a fog of despair as is currently the case. It is a sad fact of life that...the overwhelming majority of African academicians today can hardly make ends meet on their salaries.* [1]*"*

The dimming of the prospects of independence should not be seen in isolation from the global politics of the time. Unfortunately the African was hit hardest because of lack of a quality and relevant education. This denied him a creative way of survival amid the cold war and competing interests. It is instructive that in half a century of higher education existence in Africa, for example, there has not been an internationally recognized invention or innovation emanating from the continent in the areas of science and technology.

The fall of the Berlin Wall and the end of the Cold War saw changes in the African political scene whereby the ruthless dictators of the 70s, 80s and 90s were routed in a wave of democratisation. The onset of "transparency and accountability" aided by "Information and Communication Technologies" further opened up hitherto secretive cases of oppression. The movements for the promotion of human rights, good governance and accountability started being felt.

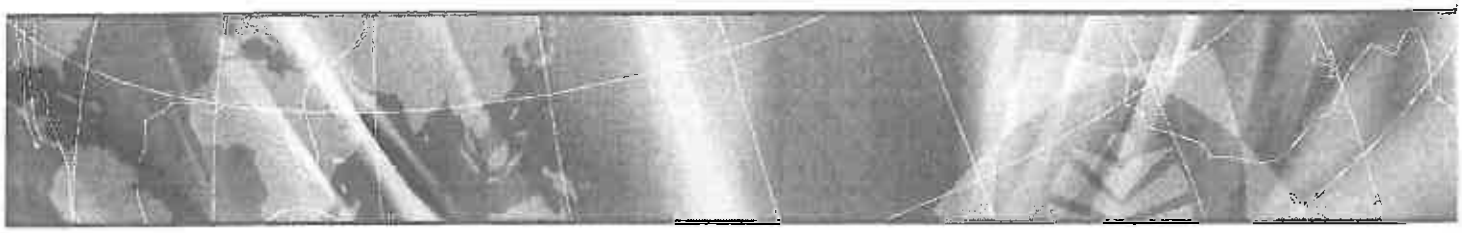
Perhaps the best result of the economic crisis of the dying days of the 20th century is that for the first time since independence, the firm political grip of the university was loosened. The rulers found it impossible to sustain the funding of the university and thereby challenged the university to seek ways of self-sustenance. "Parallel programmes" started being offered, thereby expanding the opportunities for higher education to a bigger population that paid valuable fees. In Kenya, the University of Nairobi was the pioneer institution in this move, and its success was emulated in all the other public universities. In terms of enrolments, Kenyatta University[17], for example, saw a growth in such programmes so that currently (August 2004), the statistics for the undergraduate studies are:

Description	Continuing	Freshers	Total
Joint Admissions Board [Traditional Government]	5334	2,056	7,390
Self-Supporting Programmes (In-college 'Parallel')	1519	1,132	2,651
Institute of Open Learning	3,382	-	3,382
Total	10,235	3,188	13,423

New market-driven faculties were also created to attract more students and as a basis for development of new partnerships. Other "Income Generation Activities" were started to compete directly with the private sector. Innovative administrative structures were being built to cater for the changes. In the East African region, a recent report[13] entitled "Re-Engineering University Education for National Development" stated that universities needed to work closely in partnership in order to strengthen their positions. Specifically, they had to ensure that their programmes were, "demand driven and responded to demands of industry". Suffice to say that by now there are 24 universities or colleges in Kenya, and 16 each in Tanzania and Uganda.

One can safely conclude that at the end of the day, market dynamics won the day in the world and in the African university in particular, while dogma, oppression, domination and political theories failed. One of the principal criteria in applying for a patent is the feel of, "how could I not figure that out?". It is amazing how many of us could not relate the global interrelatedness of an African drum, a newsvendor in Manchester announcing "Evening news-final!", and the clarion call, "This is CNN". In looking for a new paradigm therefore, the market has to take a central role for its success. One, however, has to note Professor Ngugi's words in his homecoming lecture at the University of Nairobi (after the 22 years' exile) that[18],

> *"The most sacred duty of the university is one of* ***remembering****...to connote* ***memory,*** *the capacity to recall the past...not a people becoming prisoners of tradition, but to learn the pluses and minuses from their history...and to connote* ***dreams,*** *the capacity to project the* ***future.****"*(My bold emphasis).



GLOBAL WORLD WITHOUT BOUNDARIES

It has been concluded that market dynamics won the day by the end of the 20th century. The new millennium seems to be driven by the dynamics in an accelerated way. The nation state is being defied leading to what Kenichi Ohmae[19] calls, "The borderless world".

Trading blocks seem to be the norm throughout the world, greatly reducing the influence of the hitherto celebrated sovereign state as we knew it in the last century. In Europe, the European Union and the Euro currency are gaining prominence by the day. In the Far East is the Asia-Pacific Economic Cooperation, APEC, while the Americas have their trading blocks too. In Africa, we have the SADC, the COMESA, and ECOWAS. On the business front super companies have been created by mergers that operate throughout the world. Whereas these companies will pay "royalties" to their country of original incorporation, they are really global corporate citizens. Universities have followed suit, the most relevant example being that of the University of Port Elizabeth and Technikon to form the Nelson Mandela Metropolitan University. Elsewhere, the Victorian University of Manchester and the University of Manchester Institute of Science and Technology have merged to form the Manchester University. Perhaps, a more interesting example that could inform on this subject is the growth of the United States International University.

The information and technology age has made it possible to work round the clock, by taking advantage of the different time zones. Competition has intensified requiring restructuring, innovation and strategic thinking through and through. In the process[20], the pyramidal, squared and boxed management structures of the last century have been replaced with a more fluid circular view of the world, leading to a circular management system that has a centre but no top or bottom. The days of turf battles, the star system, and the Lone Ranger are over, being replaced by a world of partnership. This has liberated the human spirit and transformed the organization. Leaders have to master three imperatives:

Managing for mission, managing for innovation, and managing for diversity.

The future leader has therefore to adopt the principles of:

- "Mission-focused, values-based, demographics-driven"
- "Learning to lead people and not to contain them"
- "Management is a tool - not an end"
- "Followership is trust"

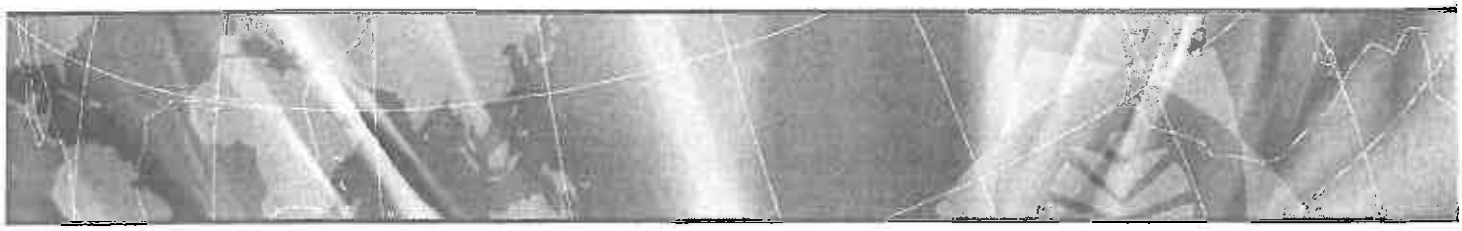
These developments will continue to inform the educational system. We have noted the high demand for education in the East African region. Ongong'a[21] noted,

> *"More students and more different types of students today enter universities and colleges demanding to be registered in relevant programmes and to be educated in a growing array of subjects...This century being a customer oriented one, will require that universities run like any other business in this age."*

This trend will continue and is a worldwide phenomenon. Helgesen[22] noted that the demand for continuing education programmes in the US was growing fast.

> *"The interactions between businesses and colleges and universities were pervasive and were driving the educational institutions to become more responsive to the needs of the businesses and individuals that were paying most of the freight... The revolution in adult education had led educators and policy makers to question the four year colleges and universities".*

In the circumstances, whereas there would always exist a need for the liberal arts



training that the traditional university provided, the demand for well-rounded, thinking individuals would only increase. She therefore opines that, *"the institutions had to reconsider their relationships to the rest of the society...that they had to eschew business and community partnerships pioneered by more innovative institutions"*. Ultimately, *"As the demand for the continual upgrading of skills grows, education will become more integrated in peoples' lives"*.
Thairu and Kang'ethe[23] noted that

> *"the global approach to educational needs and the multi-skilled graduates places demand on the type of education required by industry in order to effectively compete in global market...the university programmes need to be re-engineered in close liaison with industry. These demands go beyond national boundaries, and consequently all stakeholders should unite and work together to plan, design and implement programmes that will meet the demand and challenges of industry...To do this, the paternalistic tradition of the past had to give way to the consultative role."*

Given the outlook in the Business-Education partnership, or "BUSED", world, what strategies can Africa adopt in order to internationalise higher education in the world (not just Africa). We use a "bold world" because our understanding of the future is that of borderless communities, driven by particular interrelatedness and networks, sensitive to their cultures and values. The Kenyan athletes have, for example, found citizenships in such diverse countries as Denmark and Qatar. Perhaps a more appropriate example is the Indian IT worker who takes advantage of his education to work for US companies when USA is asleep. Soccer players have been at it longer and the current crisis in "citizenship" was brought to the fore during the recent European soccer championships when a player referred to "singing the National anthem with the lips rather than the heart". FIFA has grown to be bigger than any nation in matters of soccer. A "Club World Cup", in our opinion, would realise more revenue than the current World Cup. Manchester United soccer club fans are found round the globe. The US is the leading Nation

in adopting the best in the world. Even in war, one is being considered fairly unwise to go to it without the blessings of the "Global Village Chief", Kofi Annan. In this century, Stars, distinguished and accomplished people should be referred to as global citizens. They choose where to stay and work.

In the 4th ministers' meeting on Regional Science and Technology Cooperation of the Asia-Pacific Economic Cooperation (APEC) nations[24], among the challenges identified were:

- Developing linkages and partnerships with key stakeholders including stronger connections between providers and end-users of tertiary education.

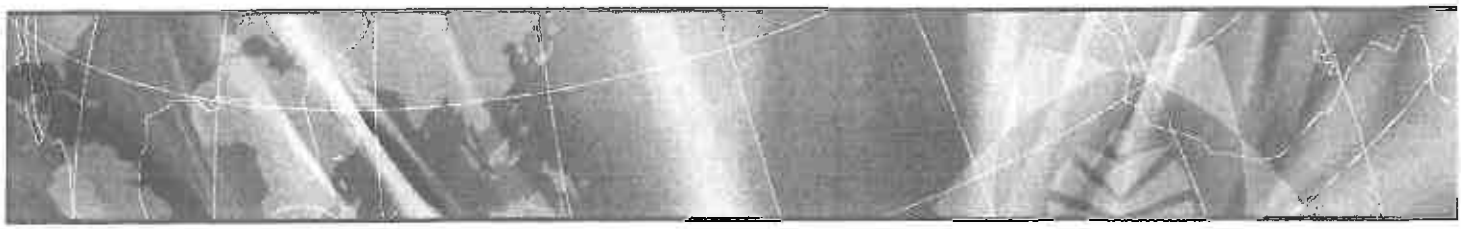
- Increasing the responsiveness of the tertiary system to the skill needs of the labour market and the needs of communities.

It was noted that one of the thinking shifts needed to embed change was lifting the expectations of learners and shifting the mindsets of educators to one of embracing innovation and continually looking to improve what they do and how they do it.

The principal aim is to produce an educated and empowered global citizen. Kenichi Ohmae[19] noted:

> *"To be sure, walls between markets, organizations, and nations are coming down. Corporations and customers are moving more freely in and out of countries. Services and information, spanning the planet, have supplanted manufacturing as the primary sources of wealth. And whatever your business or mission, the name of the game is intelligence."*

But what we call the global economy is really the conjunction of at least five forces:



- Booming regional economies
- New media and information technology
- Universal consumer cultures
- Emerging global standards
- Opportunities for corporate cost-sharing

According to him, the leader's role will be not to master a narrow functional discipline but to develop a balanced expertise encompassing people, finance, marketing, technology and geography. The ability to synthesize information and generate ideas, energy, and shared values over the globe becomes paramount. No one can do it alone. A network of advisers and allies will be necessary so that, via the network, one can be advised by the world's best all the time. One can therefore master the difficult balancing act of being equidistant to the top forty economic hot spots around the world. Ohmae's ultimate prescription to leaders for success is,

> *"You have to **clear your memory - unlearn everything** you know. **Reset** the way you do business and **think** about whether you have an **opportunity** to become a **leader**. You have to act as if **you are the CEO**, regardless of your position, because the top of the ladder gives you the **best view of what is coming.**"* (my bold emphasis)

To us, Ohmae's is a message of hope to the hitherto "boxed" peoples and cultures of the last century, for it reveals opportunities for a fresh start albeit with cooperative partners.

Internationalisation of higher education has traditionally been defined[25] as, "a process of integrating an international/intercultural dimension into teaching,

research and service of the institution." Chacha[25] presents the Australian conceptual framework for internationalisation as embodying four concepts which are that, *"Good practice in internalisation of the university involves:*

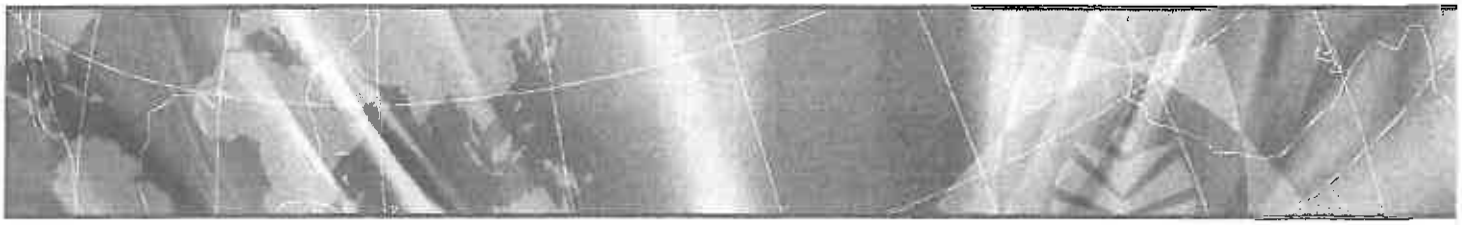
- *A series of organisation and programme strategies.*
- *Integration of the organisation and programme strategies, and dynamism between the strategies*
- *A flow of funds from the international student programme to the internationalisation organisation and programme strategies*
- *Institutional base for internalisation within the university."*

Whereas these seem to be the current guiding lights and bases for international programmes, they fall short of adequately addressing the strategic direction needed for this century's multi-scenic outlook. This is because they lack the market, industrial and community emphasis necessary for today's world of viable networking.

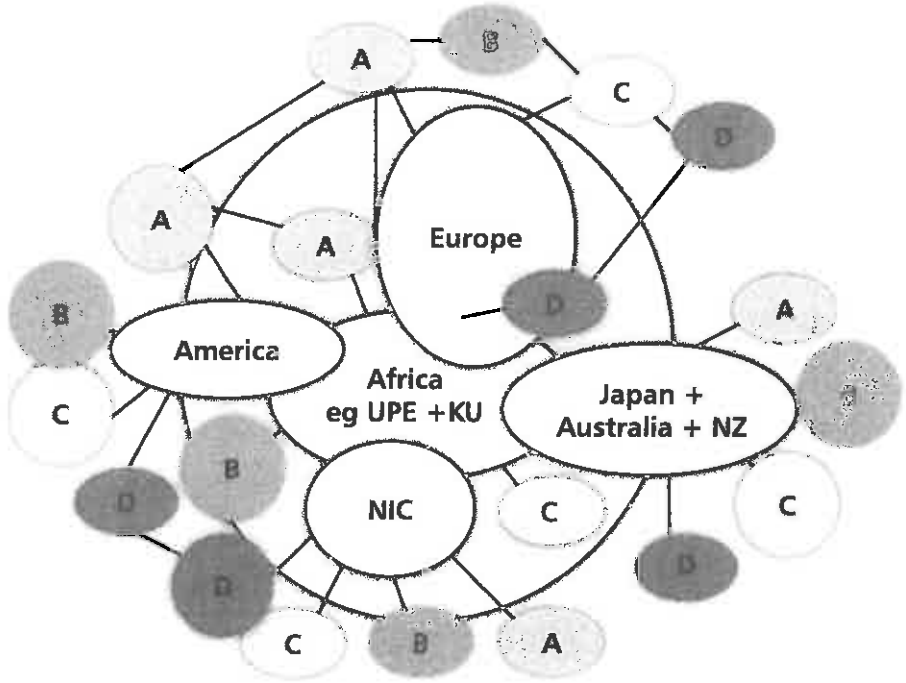
A new paradigm is necessary to fit the complexity of the current times in line with Ohmae's vision. We propose, "A market or need-driven approach to the Internationalisation of Higher Education."

MARKET-ORIENTED Approach to the Internationalisation of Higher Education. An Attempt at a Strategic Approach to a new Paradigm for Higher Education Transformation

The following is an attempt at formulating a process through which the internationalisation programme could take place. The strategic approach tries to take cognisance of the **E**nvironment, the **V**alues of the players, and the **R**esources.



The main aim is to come up with **E-V-R** congruence that will create Pumpin's[26] Strategic Excellent Positions (SEPs). Forgetting the boxes and pyramids of the past, this should result in a structure similar to Hesselbain's[19] "wheel of fortune" that is in line with the current times.



NIC=Newly Industrialized Countries

EXAMPLES:

- A= Unilever, B=Holiday Inn or Coca-Cola, C=DSTV or Sony D= Kenya Airways, etc.
- Educational programmes and Activities similar to "Big Brother Africa", Cultural Festivals, Games, etc.
- Rotational Studentships (Semesters in different regions until graduation)

UNIVERSITY SCHOOLS OR FACULTIES DEEMED CAPABLE OF NETWORKING

Business School, Physical Education, Tourism, Leisure and Sports, Nutrition and

Dietectics, Biological Sciences, Health Sciences, Languages, Ethnomusicology and Cultural Studies, Education, Pure and Applied Sciences, Hotel and Institutional Management, Engineering Sciences, Creative and Performing Arts.

GLOBAL ENVIRONMENTAL ANALYSIS (Markets, Trends and Demographics)

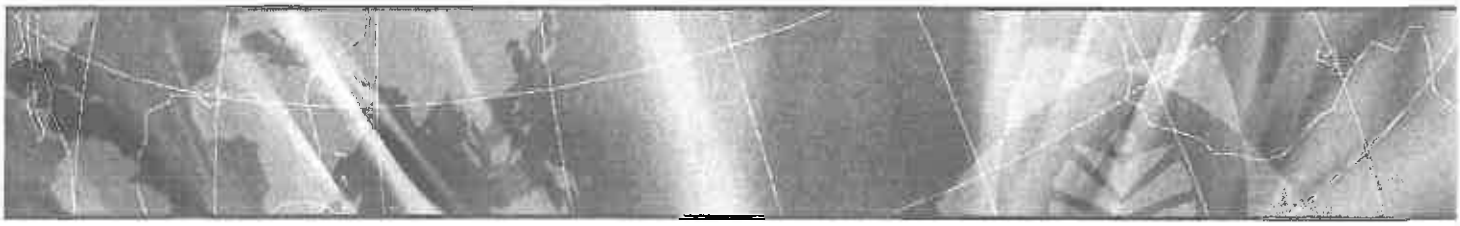
Where are the markets? Who are the market leaders? What are the market leaders doing? What products or services are they offering? What are the market projections of the needs and services that they are addressing? What global problems can we project that will require addressing? Which of these could our Institution(s) forge links with, to come up with Pumpin's Strategic Excellent Positions SEPs? Which other Institutions and businesses should we link up with for synergies?

OUR VALUES AND CULTURE ANALYSIS

What are our core business and our core competences now? Who are we now? What do we want to be? What are we capable of doing? What are we doing well and will it be sustainable in the global village? What changes should we make to make ourselves better? What are the likely changes in our core business in future?

RESOURCES ANALYSIS

What resources are available for our transformation? What are the other possible partners in development? Who is better than us in our trade? Which partnerships should we go for?



STRATEGY FOR TRANSFORMATION

Where are the markets? What is our Vision? What is our Mission? What are our networks? What are the strategic plans? What curricula need to be drawn to achieve our aims? Where are the markets?

EXPECTED OUTCOMES

- A naturally internationalised curriculum and higher education
- More refined and specialized alumni
  - Retraining on a walk-in walk-out basis
- Market/need-oriented Research that is results-oriented leading to innovations and inventions
- Variety and location choice for the students and the workers
- More happy and creative global citizens and communities

CONCLUSION

African societies greatly valued education and it was life long. Missionaries and colonialists introduced the Western form of education but it was agenda-driven. Education therefore failed to transform the continent during the colonial period. Political freedom saw efforts being made by leaders to increase opportunities for higher education and to improve its quality. Global politics, neo-colonialism and bad leadership led to massive failure. The end of the 20th century saw the end of the "Cold War" that marked a triumph of the market economy over the politics-led economy and dogma. There occurred the onset

of "massification" of higher education, in an effort to make African universities self-sustaining.

Moves were made to internationalise higher education but the approach failed to recognize change in the global village and the African experience, thereby requiring a fresh approach. A new paradigm that is market or need-driven has been proposed to address the internationalisation of higher education in the global village. The internationalisation of higher education is a reality that Africa has to deal with. An early lead will see it make more gains than if it will be forced into the change by change.

EPILOGUE

We paraphrase "Global Citizen" Nelson Mandela[27], a living exemplification of what we have been trying to put across.

> *"We have walked a long road to freedom. We have tried not to falter; we have made missteps along the way. But we have discovered the secret that after climbing a great hill, one only finds that there are many more hills to climb. We have taken a moment here to rest, to steal a view of the glorious vista that surrounds us, to look back on the distance we have come. But we can rest only for a moment, for with freedom come responsibilities, and we dare not linger, for our long walk is not yet ended."*

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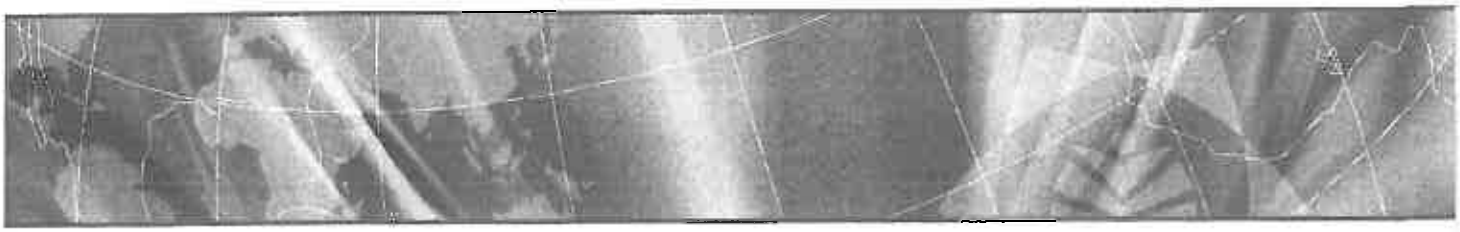

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AFRICAN HIGHER EDUCATION AND INTERNATIONALISATION OF HIGHER EDUCATION: THE NEED FOR A NEW PARADIGM

RESPONSE

HENRY THIPA

Sir Winston Churchill is quoted as having said, *"The further back you look, the further forward you can see"*. While Dr Karanja speaks against the background of East Africa most of what he says is equally applicable to South Africa. He takes us "further back" in history so as to be better able to look "further forward".

African education has gone through various stages. Firstly, there was the colonialist whose primary interest was the exploitation of African resources and the preparation of an African for a position that did not go beyond servitude. Secondly, there was the missionary whose main (if not only) brief was to "convert" the African to Christianity. Hence the missionary tended to be wary of higher education for Africans.

The influence of the colonialist and the missionary led to a rather distorted acculturation of the African who consequently developed a low self-esteem. The African assimilated foreign values and culture at the expense of his /her own values and culture.

The third phase in the development of African education is marked by the independence and post-independence periods. Pressure was brought to bear on the newly emerging African heads of state to deliver on opportunities for access to higher education. The kind of education which emerged was elitist and without any real relevance.

What does one make of the history of the evolution of African education as presented by our speaker? What one learns is that education is always driven by an agenda. The question of the nature of the agenda becomes important. In looking at the past, "further back", the other lesson which we learn is what to do and what not to do in the educational enterprise.

What type of education is best suited to Africa? What should inform that type of education? These are some of the questions which arise, and which need to a certain extent to be defined by what I prefer to call an "African experience".

A story is told of a Lesotho national who once went overseas to study for about four years. On his return home (Lesotho) he looked for someone who could act as interpreter when he communicated with his mother. *"Tell my mother"*, he said to the Lesotho interpreter, *"that I'm very pleased to be back home."*

We see a man here who after a short stint overseas pretended he could not speak his home language namely, Sesotho. Here was a man who used his education to disengage himself from the African experience. That is not what we want, Dr Karanja seems to be saying. That is not what education is all about.

In a highly competitive world there is a need for innovative and strategic thinking in education, and African education in particular. The greatest challenge, having "looked further back", is to make education in Africa relevant. Yet another challenge is to be responsive to the need for skills development. What kind of product do we want to produce in the end? Part of the answer is that, that product must be able to fit in the global village.

As a way forward, our speaker suggests that internationalisation should underpin our educational endeavours. Institutions of higher learning should develop partnerships; for there is a need for an empowered and educated global citizen.

We want to transform education. But how do we do that so that it makes a meaningful contribution in the global village? Our speaker advocates a market-oriented approach to the internationalisation of higher education.

Let me end off by thanking Dr Karanja for sharing useful insights with us.

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THE EUROPEAN BOLOGNA PROCESS AND ITS IMPLICATIONS FOR SOUTH AFRICA'S HIGHER EDUCATION STRATEGY

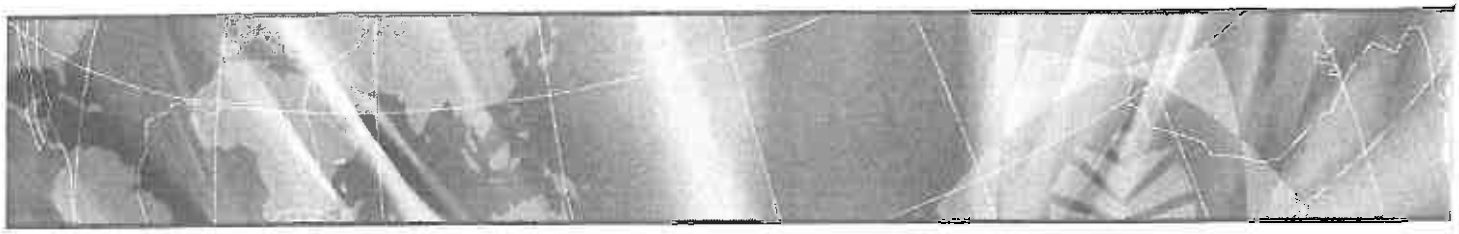
RICHARD WILCOX

EUROPE'S EMERGING HIGHER EDUCATION STRATEGY: WHY DOES EUROPE NEED THE BOLOGNA PROCESS?

The post-WWII Europeans have not traditionally approached strategy formulation in a particularly, structured or formalistic manner, not in developing the European Union (EU), its single currency, its foreign policy, nor in Higher Education (HE). The strategy, if one can rightly even call it that, has emerged as results of or agreements forged in big meetings, often called summits and conferences, distributed often in the form of merely a communiqué or sometimes a declaration or treaty, that take a step in a particular direction pointing sometimes only vaguely at where Europe will be going long-term. Even to use the name Europe here is suggesting too much, because it has always been a question of which parts of Europe would be involved in the respective agreements since the parties, mostly sovereign governments, will sometimes opt to be in on daring a step and at other times to be out of line in initiating the particular strategic stride in a discernible direction (not necessarily one forward).

The EU has been evolving by spurts and lurches from being a protective cartel in the mining and steel industries between Germany and France through a series of treaties, bearing the names of European cities that hosted the respective conferences. Similarly, the development of a common HE strategy in Europe has been evolving from initial attempts at encouraging mobility of students and faculty, cross-border projects and academic programmes, international research activities etc. To implement these initially modest strategic goals, instead of using European cities, celebrated learned Europeans were branded, such as Leonardo de Vinci, Socrates, and Erasmus. They were created by Actions of the European Council and included funding as the main incentive to participate.

Already in the late 1980s some modest attempts were made to overcome evident obstacles to the major strategic idea of European mobility by introducing the European Credit Transfer System (ECTS) as a part of Erasmus to help harmonize the credits students would receive at home and at a partner university abroad - in



Europe - for distinct courses. But this system was in effect only a window-dressing solution since no harmony was agreed upon as to what - in absolute terms - a credit unit was worth or equal to. They refused or were simply unable at that time to dictate what effort should be invested into a semester or academic year in real terms. Every HE institution from Scotland to Greece, from Finland to Portugal was free to continue doing what they had been doing in academic instruction, learning, testing etc. but they would only need to break down the individual courses, measures, or activities into 60 credit units per year. That was the only absolute: there must not be more that 60 credits given to an academic year, i.e. 30 to a semester, regardless of whether an institution actually did increase or reduce the real academic workload for their students for one year to the next. Students in the UK and Ireland got 30 credits a semester for approximately 12 - 15 hours of classroom instruction and those in France and Germany got the same for approximately 20 to, more commonly, 30 hours per week. Whether the one or other was more effective or efficient was not a question to be addressed. Moreover, the problem that some institutions might have a course worth 12, to even say 24 credit units, which made them very difficult to find equivalents across borders for, was also not actually addressed in the ECTS programme but, admittedly, it did make the problem sorer, more painful, and thus, addressable long-term. Nevertheless, the establishment of a European credit system, however feeble a strategic step at the time, was definitely a stride in the right direction; one with the bearing the Bologna Process had been following up on: the ECTS eventually led to more modularisation, and thus to more transparency across Europe towards harmonizing HE.

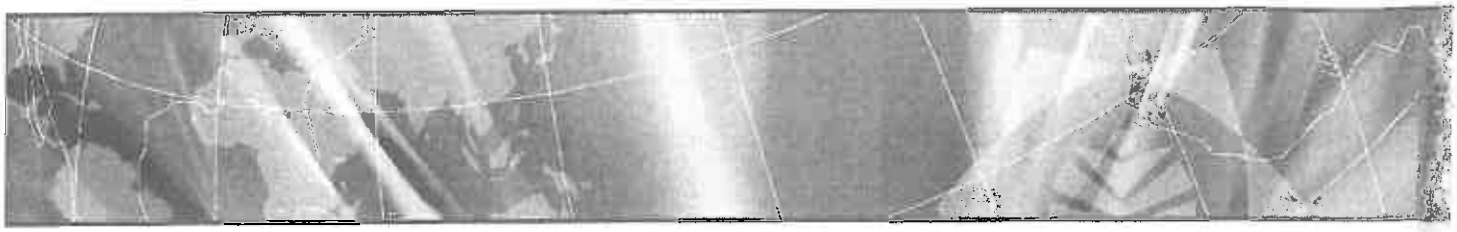
Furthermore, it led to the issuing of so-called Learning Agreements between mobile students and their respective HE institutions at home and abroad which was a strategic step in the right direction to foster mobility but which still remained cosmetic only, just make-up in reality, because it had not yet introduced an absolute measure or objective criterion with which to compare institutions "and students" inputs and outputs, not to mention efficiencies or effectiveness.

The process proved in a way to be self-defeating in as much as the more mobility

was achieved, the more obvious it became to the mobile students participating, the respective faculties involved, and academic administrators of student exchanges, all bounded by the European instance on window-dressing-only measures that the disharmony, or more positively, the HE-diversity in Europe needed to be radically addressed as a problem needing a real-world and not just a semantic solution. It increasingly became obvious to more and more people across greater Europe that the diversity was not limited to types of courses required, numbers of contact hours for students per week, quality of faculty and levels of curricula, but to an enormous diversity in the entire educational structure, types and names of degrees awarded etc. The opaqueness of HE's output across Europe was certainly not promoting mobility of the European workforce, already one of the big motives behind establishing the Single European Market, because the degrees being earned in one country were simply unintelligible just across the national border, which in Europe is usually not very far away. One could translate the words alright but certainly not easily their true meaning, e.g. regarding exact academic status, social identity, vocational prestige etc. in a cross-cultural communication context. Transparency in HE was plainly missing.

At the same time in the 1990s much of Europe was going through major transitional challenges in their economies, and for some their societies as a whole. Regarding HE, Europe was becoming less motivating or attractive internationally, that is strategically speaking, and started lagging way behind in many areas, e.g. numbers of students coming to study at universities from outside of Europe, especially continental Europe. For example, Germany went through an agonizing period of falling behind, not only as the former economic locomotive of Europe slowly seeing itself becoming the caboose, but its attractiveness in HE was obviously rapidly deteriorating, too.

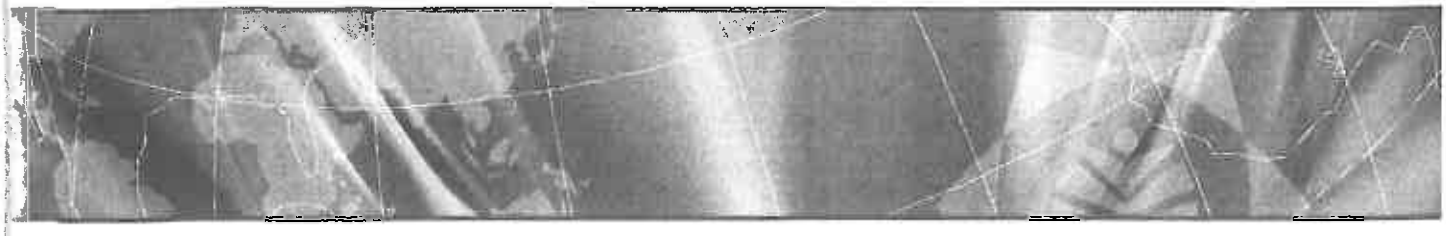
The Netherlands and many Nordic countries, perhaps foremost Denmark and Sweden, responded much earlier than most others in continental Europe by initiating entire degree programmes, e.g. in Business Administration, instructed totally in English to attract (non-FL-learning) foreign students who did not want



to spend approximately 800 hours or more to learn enough Danish or Dutch to study BA and pass exams in those languages at a university level. During the same period the competitiveness of HE was increasing naturally through globalization processes and the American, British and increasingly Australian HE institutions were increasingly aggressively blowing the horn of national competitive advantage. The Europeans urgently needed a strategic wake-up call to face the challenge.

THE BOLOGNA PROCESS (BP)

Similar to the misjudgement in perceiving the EU as being a sovereign state, it is myopic just to think in terms of the Bologna Joint Declaration as such, which was signed in 1999. Both are processes with ongoing dynamic adaptations, improvements, strategic decisions, policies, programmes etc. mostly worked out in sundry conferences, with subsequent sub-committees and various groupings, working relatively anonymously behind the scenes as follow-up, e.g. as seminars - towards implementation of that decided upon - and preparing the next steps and conferences, usually named after their respective hosting city. The first such conference was, ironically, not even in Bologna but came about with signing the Sorbonne Declaration (1998) or arguably perhaps the Lisbon Recognition Convention (1997). On the other hand, one could squabble that the European HE process towards cooperation and harmonization indeed started in Bologna when Rectors of European Universities met there already in 1988 and agreed upon some basic principles drawn up in The Magna Charta Universitatum which a decade later may well have led to the series of conferences now being urged on by politicians, too, currently celebrated as the BP. Since 1999 summit meetings or conferences have taken place in Prague (2001), Berlin (2003) and the next is scheduled for Bergen, Norway, in 2005. But in-between there have been important declarations signed elsewhere, too, e.g., conclusions of the European Councils in Lisbon (2000), the Salamanca Convention (2001), the Gothenburg Declaration (2001), conclusions of the European Councils in Barcelona (2002),



and the Graz Declaration of the European University Association (2003). The process is supposed to be intact or at least established by 2010.

towards the european higher education area
bologna process

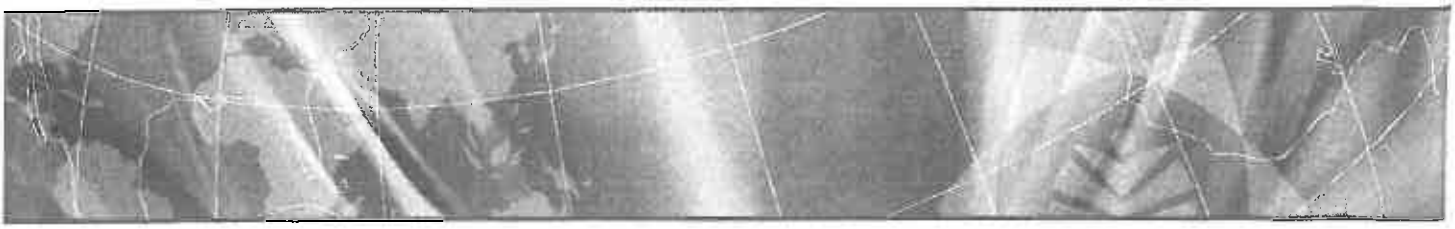
The BP logo has much to do with symbolism which makes it another brilliant European branding stratagem. Bologna was the first university in Europe and arguably started a tradition that actually is still in progress. Initially it was the cradle of university education in northern Italy in the 12th century that slowly but surely developed across all of Europe. It now stands for the process to bring certain strategic HE goals, e.g. becoming more transparent, attractive, and competitive, into place in Europe at the beginning of the 21st century. Since the process, and please notice in the logo that the word process is in bolder face type, is by no means exclusively a European Union affair, especially since Russia signed in taking it all the way to the Pacific Ocean, the geographical borders remain ambiguous and one simply refers to the European Area with HE sandwiched in the middle.

THE ACTORS:

According to WENR, *World Education News & Reviews*, the "Key Players in the Bologna Process [are]:

Council of Europe:
Promotes awareness and encourages the development of Europe's cultural identity and diversity.

EAIE (European Association for International Education):
A non-profit organization whose mission is to actively promote the internationalisation of European higher education, and to meet the needs of international



higher education professionals both in Europe and the rest of the world.

ENIC/NARIC Networks:

The ENIC Network provides information on the recognition of foreign diplomas, degrees and other qualifications, national education systems and opportunities for studying abroad. NARIC aims at improving academic recognition of diplomas and periods of study in the Member States of the EU, the EEA countries and the associated countries in Central and Eastern Europe and Cyprus.

ENQA (European Network for Quality Assurance):

ENQA is a European network that disseminates a wide range of information in the field of quality assessment and quality assurance in higher education.

ESIB (National Unions of Students in Europe):

ESIB is the umbrella organization of 50 national student union organizations from 37 European countries.

EUA (European University Association):

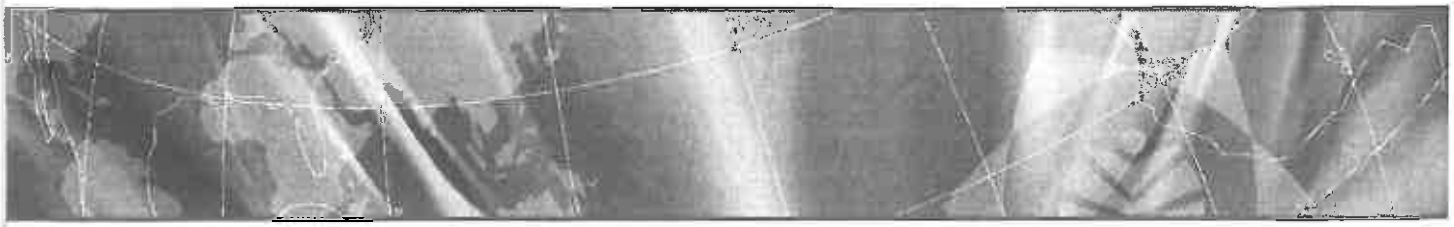
The main organization representing European universities and their national rectors' conferences. EUA's mission is to promote a coherent system of European higher education and research based on shared values, through active support and guidance to its members. It also seeks to strengthen the role of the institutions in the creation of the European Higher Education Area.

EURASHE (European Association of Institutions in Higher Education):

Reflects the interests of colleges and polytechnics in Europe. Organizes and attends conferences related to this sector and was actively involved in the preparation of the Berlin Conference.

Joint Quality Initiative:

The Joint Quality Initiative is an informal network for quality assurance and accreditation of bachelor and master programmes in Europe. It stems from the



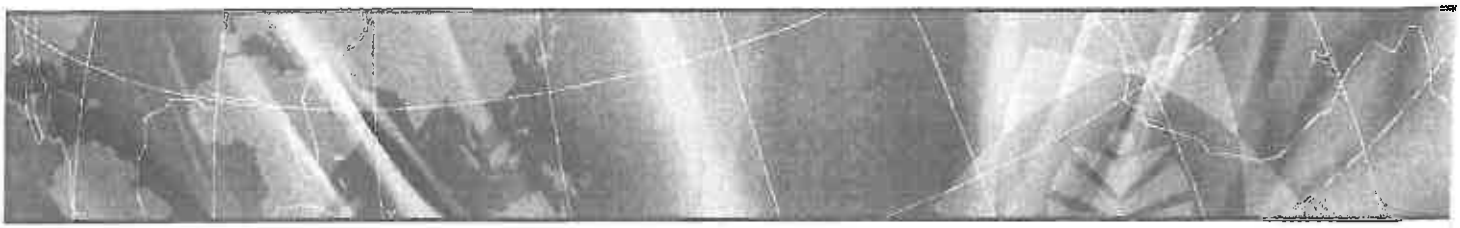
Bologna Declaration (1999) in which European ministers of education committed themselves, among other things.

UNESCO-CEPES:

The European Centre for Higher Education (Centre Européen pour l'Enseignement Supérieur) is a decentralized office of the UNESCO Secretariat. It was established in September 1972 to promote cooperation in higher education among member states of the Europe region. [1]

Nevertheless, there are in the meantime some 40 European countries - more or less actively - participating (signatories) in the process, most of whom, needless to say, are not members of the EU, some not even applying to join it, notably Switzerland, Norway, the Holy See at the Vatican, Liechtenstein, Bosnia & Herzegovina, Croatia, Albania, Andorra, Serbia & Montenegro, R. of Macedonia, Iceland, and Russia. Candidates for EU membership Turkey, Romania, Bulgaria and the Czech Republic are also on board. These sovereign countries seem to be represented by (their respective) ministers "responsible for" Higher Education (and often other interests, too). This ambiguity probably stems from the fact that some decentralized countries, exceptionally Germany in this case, have several ministers or even institutions claiming responsibility for leading HE strategy and its implementation in the country. For example the Bologna Joint Declaration was signed twice for Germany, once by a secretary from the Parliamentary State Secretary in the Federal Ministry of Education and Research and by the or a (?) representative of the "Permanent Conference of the Ministers of Culture of the German Laenders [sic]" [2] (KMK) neither of whom the author had ever heard of personally. [3] On the one hand, it is very normal in German public administration and business to have two signatures to any serious correspondence or document, but on the other hand, this manifests the diversity of "powers that be" in the BP.

The above list is, indeed, a very diffuse group of actors involved in creating the future of HE for the European Area, none or only a few of whom have been directly elected by the constituents to do so.



THE GOALS

The objectives set out in the Bologna Joint Declaration can be summarized as the following:

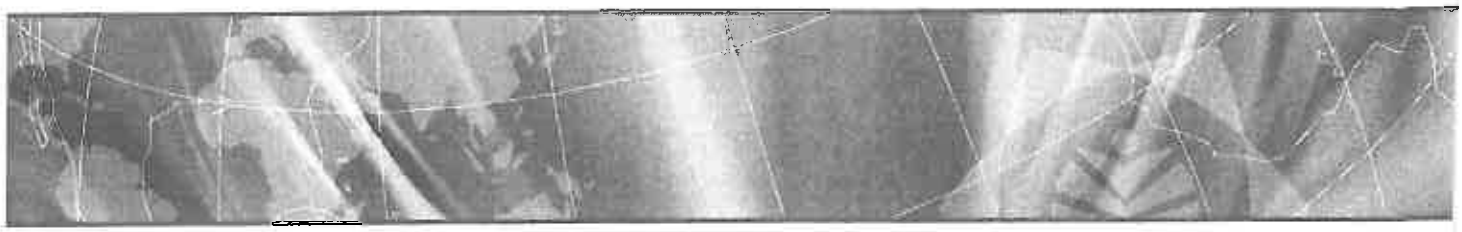
- Adoption of a system of easily readable and comparable degrees.
- Adoption of a system essentially based on two main cycles: undergraduate and graduate.
- Establishment of a system of credits - such as in the ECTS system - as proper means of promoting the most widespread student mobility.
- Promotion of mobility by overcoming obstacles to the effective exercise of free movement of students, researchers, instructors and staff.
- Promotion of European co-operation in quality assurance with a view to developing comparable criteria and methodologies.
- Promotion of the necessary European dimensions in higher education, particularly with regard to curricular development, inter-institutional co-operation, mobility schemes and integrated programmes of study, training and research. [4]

The list is, indeed, short and to some extent still reads innocently vaguely. The first two goals, especially the second one, has, nevertheless, caused the most uproar across Europe since many continental European countries had only a one-tier block that leads to a degree being deemed by them as being similar to a Master's degree in the USA or England. They studied longer than the British and Americans earning their BA or BSc degrees did, but still came out with only a "first degree". In the Bologna Joint Declaration it is stipulated that the first, undergraduate degree should fulfil the real-world requirements "relevant to the

European labour market as an appropriate level of qualification" and should require at least three years of study to obtain it. It should, furthermore, be acquired before being admitted to the second, (post-) graduate level "which should lead to the master and/or doctorate degrees as in many European countries." [5] It does not explicitly call the undergraduate degree a Bachelor as yet.

This is, strategy-wise, the cardinal decision that was made in the Bologna Joint Declaration. The rest of the goals remain in the actual text vague and innocuous. There is no objective criterion stipulated as being the basis of an ECTS credit or even the need to agree upon one. There is no mention, yet, of accreditation or evaluation (independent or otherwise) as being a means of "quality assurance". And there is certainly no temptation made to join in the process by offering funding as had been the case for the EU programmes Erasmus, Socrates, Tempus,etc. However, throwing out all the sundry national first degrees across continental Europe and then adding that students need only take three years in obtaining one is a sweeping generalization that ignores the diffuse and specialized labour market demands in various sectors, e.g. engineering, medicine, law, tax consultancy and auditing etc. And it also ignores the practices and expectations regarding the undergraduate degree in the countries whose scheme they are emulating.

There have recently been numerous reports in the European press that the English/UK universities will not be readily accepting European students with a three-year Bachelor's degree into their Master's programmes. It is true that one can also obtain a three-year Bachelor degree in Britain but the Bachelor (Honours), which traditionally requires four years of full-time study, is usually required for students going on to do their Masters and/or doctorates. Similar warnings have been issued by American academics. A Bachelor requires usually about 120-150 credits (in the US = 1 h. of classroom time per credit) and it will usually take about four years to achieve that. Besides, the highly reputable accreditation agency AACSB International[6] flatly stipulates, for example, 16 years of study should be fulfilled before entry into an MBA programme can be permitted. The



continental Europeans may find themselves coming up a year short in their international academic careers.

Some criticize the problem that three years may not transfer enough vocational training in know-how and skills to obtain a promising position in an occupation of one's choice. However, others point to promising new developments in Denmark and the Netherlands where students can study medicine for a BA as well as an MA. One would, as expected, need at least seven years before practising as a physician. However, with a BA in medicine combined with an MBA, one could make a rewarding career in the growing public health sector.[7]

SUBSEQUENT CONFERENCES

The purport of this paper is not to analyse historically the evolution of certain concepts, regulations or goals, but to glean out any opportunities and threats for South Africa's HE strategy formulation. There are, indeed, two aspects that have been formulated in the BP following the Declaration in 1999 that go into greater detail and that may prove to be serious challenges to South African HE.

The first is accreditation. The quality assurance goals in 1999 were still very vague, but by September 2003 in Berlin they had become quite specific and promised to develop even more rigidity and specificity by Bergen in 2005. "International autonomy" became a key term one wanted to foster, because "the primary responsibility for quality assurance in higher education lies with each institution itself and this provides the basis for real accountability of the academic system within the national quality framework."

Therefore, they [the Conference of Ministers representing HE] agreed that by 2005 national quality assurance systems should include:

"A definition of the responsibilities of the bodies and institutions involved.

- Evaluation of programmes or institutions, including internal assessment, external review, participation of students and the publication of results.

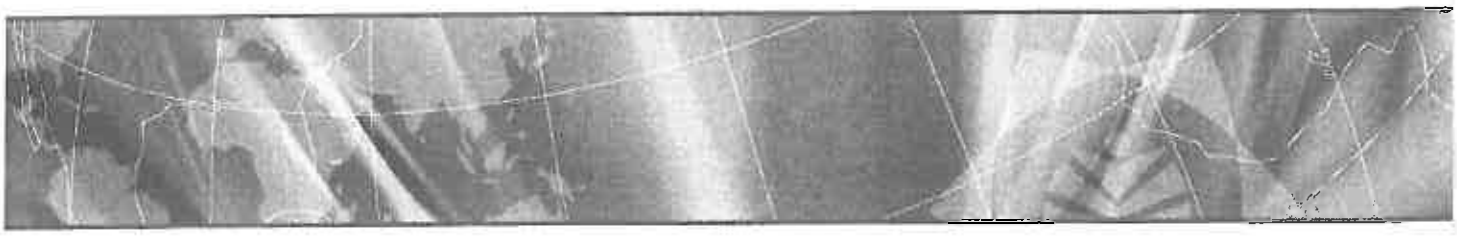
- A system of accreditation, certification or comparable procedures.

- International participation, co-operation and networking."

At the European level, Ministers called upon ENQA through its members, in co-operation with the EUA, EURASHE and ESIB, to develop an agreed set of standards, procedures and guidelines on quality assurance, to explore ways of ensuring an adequate peer review system for quality assurance and/or accreditation agencies or bodies, and to report back through the Follow-up Group to Ministers in 2005. Due account would be taken of the expertise of other quality assurance associations and networks. [8]

This decision has sent out ripples across Europe that will have enormously drastic impacts on who decides what in greatest detail about academic programmes in future and who stands in the way of obtaining quality education across the European HE Area. The ripples may well turn into shockwaves.

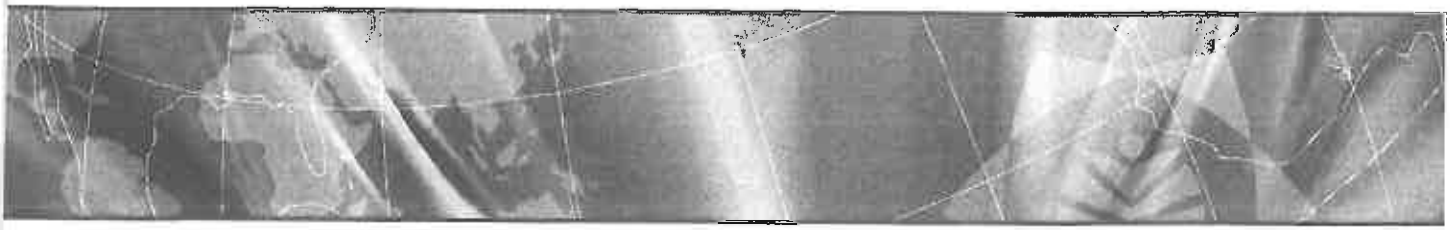
Similar to the continental Europeans' lack of sensitivity as to what an undergraduate HE degree such as a BA or BSc means in the US or Britain, possibly since affectively many, if not most continental European academics had always held it in little regard anyway, the idea of introducing external (outside of the state's control) accreditation at universities is simply mind-boggling for most continental Europeans in the education sector who have always been told in great detail what to do by their respective ministries and/or state authorities. And the latter have always been the guarantor of quality, end of story. Suddenly two sources of authority are introduced and in many ways they may well, and at times obviously already do, contradict each other. HE is and will be going through a major dose of cognitive dissonance until this new system is worked out in detail at the respective school's or college's departmental level. Many HE academic



programmes across the European HE Area which were traditionally subsidized 100% by the state and faced no serious competition as such may, indeed, not succeed; they may become obviously uncompetitive or unattractive and ultimately fail. And in reality whose fault will it be across Europe: theirs or those - some effectual, judicious and Periclean, many Quixotic, others more Chekhovian or a few purely Kafkaesque - state authorities determining the context, limits, scope and funding of their work to their benefit or disadvantage. Which of them could not change fast enough to meet the new challenges of international HE in the century of globalization?

Most European countries are quickly organizing local accreditation boards that will more cheaply accredit or validate the HE institutions for their geographical regions. Few if any are international in reputation and experience. It is unlikely that this first step to dam-up the new threat of an imminent tsunami will long succeed since the market will demand internationally recognized accreditation long-term and this first step may well be just one of many in the right direction of a long haul towards independency and accountability to ensure quality assurance for the European HE Area.

The Europeans are obviously organizing their local accreditation agencies with one eye scanning the requirements of the large, highly professional and internationally renowned agencies and the local traditions and prerequisites, with the other. Of course, some HE institutions across Europe will bid for accreditation by the traditional, relatively expensive international accreditation agencies, but the Europeans will definitely try to compete long-term with American, Australian and UK-based agencies. It will remain a question of market creditability, transparency and comparability, but most of all, the players avoiding ethnocentric or culture-specific peculiarities, be they American or European regional ones, which will lead to provincial or national sandbagging and creating new barriers to international certification. In the end the market will decide and it is always right. This is a new lesson that the Europeans are learning; one that will make them internationally more competitive in HE in future.

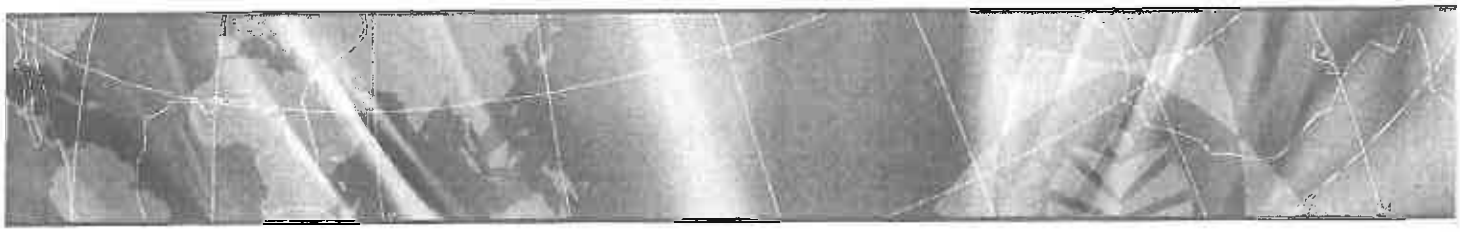


The second eye-opener that has emerged in the later conferences and seminars is the establishment of an objective criterion for an ECTS credit unit. The general idea is based on workload: how much effort (= time) a student spends learning, studying or just doing something with an academic/learning content goal. The Europeans have traditionally been good at maths and will apparently solve this problem arithmetically by figuring out how many working hours there are in a year (the first ethnocentric, moot point) minus time off for vacation (which has prime value and is long in Europe, even for students [= five to six weeks]) and then dividing the sum by 60 since an academic year has 60 ECTS credit units. So, depending on one's maths, an ECTS credit in future will imply - across the European HE Area - somewhere between 25 and 30 hours of study (reading, writing, doing exercises, solving problems, memorizing, working on [group] projects, researching or just attending classes/ lectures etc.) for a student.

This new approach to assigning a workload unit to a subject's contents and instructors' expected "time on duty" will revolutionize HE policies, human resource capacity planning, and curricula development across the European HE Area enormously. This ripple is just now starting to be felt in the departments already swamped with the complexity of strategic decisions and new ideas in changing their degree systems to meet the new two-tier requirements. The tsunami will surely follow when the ministries responsible for planning instructors' time for lectures and general availability do not keep up with the newer calculations using the norm based on the student-workload ECTS credit unit instead of time instructing.

IMPLICATIONS FOR SOUTH AFRICA'S HIGHER EDUCATION STRATEGY

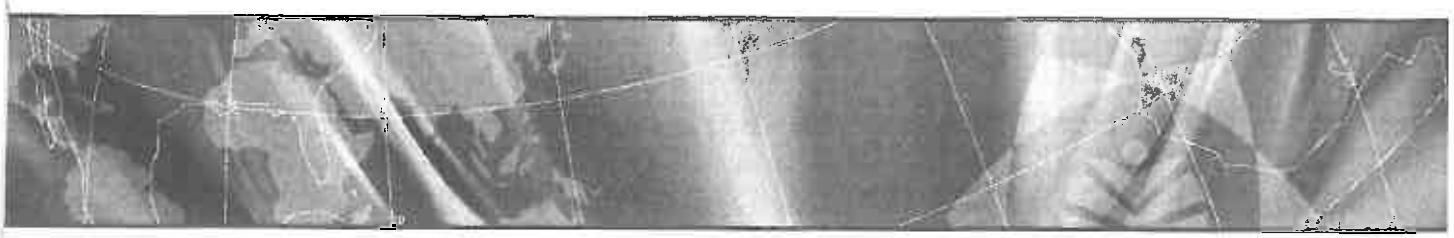
It should appear obvious that the European Bologna Process (BP) will remain a blunt tool for those caught up in and bound to the process. It is questionable whether the objectives that have been set so far will, indeed, make the universities in Europe more attractive as such. The different lengths of study required for



obtaining a Bachelor's degree are already a source of confusion and strife, not transparency. The BP goals or targets are set in the direction of competing with the Anglo-American-Australian HE international market leaders. Therefore, it would appear short-sighted if the South African HE strategists became terribly occupied with meeting the European's expectations, much less following their lead. South Africa should obviously focus on catching up with the market leaders, not their followers.

Long-term, the major challenge facing the European HE strategists and practitioners will be in getting their respective schools or colleges accredited by internationally reputable agencies. This will become increasingly the major benchmark for comparison and the hurdle to overcome, on a regular basis. South Africa should not introduce three-year BA or BSc programmes unless they do not expect/ accept these graduates to continue on to Master and doctorate programmes. Establishing internationally recognized HE quality standards and then maintaining quality control measures must be the paramount strategic objective for South Africa and by doing that setting the standards and HE targets for the whole African continent in the future. Furthermore, South Africa will need to look closely at describing the academic targets and objectives of their respective programmes along the lines of learning and possibly vocational-competence goals and not just "subject matter" as such. Moreover, thinking in terms of student workload, instead of just, e.g., classroom hours, will also certainly be a move in the right direction.

However, one of the goals the Europeans have set for themselves that the South Africans should embrace as well is that of increased and enhanced international academic activities: exchanges of all kinds, international research, curricula development, offering joint and double degrees etc. South African HE institutions also may well need to become less dependent on state authorities, i.e. more independent in nature, e.g. in the area of quality control. Nevertheless, they surely will also need to work towards becoming more internationalised in nature and substance to remain competitive in the developing internationalisation of global Higher Education.



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RESPONSE

THE EUROPEAN BOLOGNA PROCESS AND ITS IMPLICATIONS FOR SOUTH AFRICA'S HIGHER EDUCATION STRATEGY

CHRISTO VAN LOGGERENBERG*

After listening to Richard Wilcox, one thing is clear: the Bologna process is indeed a process, and not an event. It is not clear when it will come to its final conclusion.

I will lift out a couple of issues and make a few comments about them.

The first issue is that of student mobility, of portability of credits and of the equivalence of credit values, all of which are interlinked. The credit must be able to be recognized by the receiving institution and that is what the ECTS (European Credit Transfer System) aims to facilitate. However, the difficulty is to identify or agree on a satisfactory criterion for giving content to a credit unit, so that everyone would understand what it means and be able to actually recognize it as the same or similar to the receiving institution.

The Bologna Process envisages that there will eventually be such an acceptable criterion, otherwise the whole process cannot be taken to its logical conclusion. It seems that there was a change from emphasizing the mere contact or lecturing time criterion, to the so-called workload criterion, which includes all the learning, assessments and other academic activities that the student becomes engaged in while studying the particular module. It appears to still be work in progress and there will probably be different reactions to that. In South Africa, we have the same broad approach as a result of the educational transformation after 1994. The South African Qualifications Authority was established and required us to allocate credits to courses or modules. One credit simply means 10 notional hours of learning. The essential content of this concept is that it is the average time that the average student takes to do something. Over the academic year, a normal load would be 120 credits, which is double the proposed European sixty credits, which perhaps is fortunate because whatever is going to be 30 credits in Germany or Europe would be equal to double the amount in South Africa. But we still have the problem in South Africa, that even though we have this standard definition, the same number of credits are not allocated to similar courses. In

* In consultation with Lynette Louw.

my own discipline, the field of law, if you look around the country, you would find that a course like International Law would carry 20 credits at one institution, but 15 or 10 credits at another institution. What does that tell you? Either they work faster, or they do less work than we do. Notional concepts do not always bring solutions. This is perhaps an indication that it will not be easy to have an internationally acceptable definition of what a credit really entails. How this will develop, and how the rolling out of the Bologna process will happen, remains to be seen.

Another issue that was raised and is seemingly creating all kinds of negative perceptions, is the qualification structure, in other words, this two-tier system of undergraduate and postgraduate qualifications. The undergraduate qualifications seem to have a uniform duration of three years. At postgraduate level, it is proposed that the qualification following on this first qualification will be a Master's degree. Our system, like the British system, has an intermediate Honours qualification before the Master's degree.

The final issue I would like to raise, is the issue of quality assurance systems and accreditation, the spectre of being inspected by some organisation or agency. For academics who have not been used to that, this is really the end of the current dispensation. It will mean that one will only be able to profess quality and excellence if you allow external agencies to express a view about the quality of your programme. Of course, not in an arbitrary and subjective fashion, but according to laid down criteria in respect of which you would have had an opportunity to provide an input, so that there is general agreement as to how the assessment should be done. But it is definitely not going to be business as usual. In South Africa we are at the moment undergoing the same process. As a spin-off of the whole educational transformation, in addition to the South African Qualifications Authority, higher education also received a statutory body, the Council on Higher Education, to oversee many aspects of higher education, and as part of that whole structure, the Higher Education Quality Committee (HEQC) has been established. This committee now has the full mandate

to quality assure higher education. This year the first cycle of programme accreditation has taken place, the first cycle over the period 2004-2009. Thereafter further cycles will follow at regular intervals. The first cycle comprises mainly an audit at all the various institutions. The institutions that are merging, like ourselves, are given some time to settle, before the first cycle applies to them. Eventually new programmes will be accredited by the HEQC, but not existing programmes, generally speaking. Existing programmes will be self-accredited by the institutions themselves, provided they have qualified for self-accreditation status by the HEQC. An institution can receive that self-accreditation status if they can prove, after rigorous examination by the HEQC, that they have the necessary quality management systems in place to be trusted to do this. As a control mechanism, programme reviews will take place from time to time and institutions that are not adhering to and fulfilling the requirements of self-accreditation can, so to speak, be found out. We have just had a first review of MBA programmes in the country and some of the programmes have been indicated as not being up to scratch.

I have looked at the document explaining what all the criteria are and the different phases through which especially a new programme has to go. I tried to establish whether there are some international elements in there, or whether it is merely a national quality assurance system. I could find no explicit international criteria or involvement of international expertise. However, if you look at the criteria as formulated, one of the main criteria is that your programme should fit into the mission of the institution, and also that there must be relevance re student and market needs. I think the whole process of globalisation and the drive towards internationalisation will be reflected in the mission of the institution. It will surely be market-driven as well and in that way the whole process of quality assurance would also receive an international dimension. I would like to pose the question whether the quality assurance processes which lie ahead of us would be in alignment with what is being done by internationally reputable accrediting agencies. I would assume it has been built into the process as a necessary implication, but I would like to have seen it more explicitly formulated.

About your concluding remarks on internationalisation of curriculum development: that is something that is only happening sporadically. It will probably also be the sub-text in quality assurance around the criteria of curriculum design.

I would like to conclude with a comment about double degrees in order to amplify exactly what that means. It is a degree offered by two universities, but the question is: how do you arrive at that end result? Does it mean a student exchange system where a student would do, say, half or a certain percentage of modules here and the other half at the other institution? Or could it more easily be done through faculty exchange, where a lecturer from university X comes to university Y and presents *his* modules, and not just lectures on your programme, because again from a South African point of view, the same problem will exist with double degrees as with student exchange. The cost thereof would make it a privilege that only few would be able to make use of.

Thank you for a very illuminating discussion and explanation of the whole Bologna process and all the interesting adjustments that European academics will have to undergo.

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INTERNATIONALISATION OF HIGHER EDUCATION: SOME ETHICAL ISSUES[1]

PIET NAUDE

I am grateful to the organizers of this prestigious colloquium for inviting me to participate. Before I venture into a discussion of ethical issues related to internationalisation in Higher Education, let me briefly explain the traditional divisions of ethics. As a traditional philosophical discipline[2], ethics is normally divided into three parts:

Meta-ethics at the highest level of abstraction reflects upon ethical concepts (e.g. under what conditions could one speak of "good", "just", or "right")

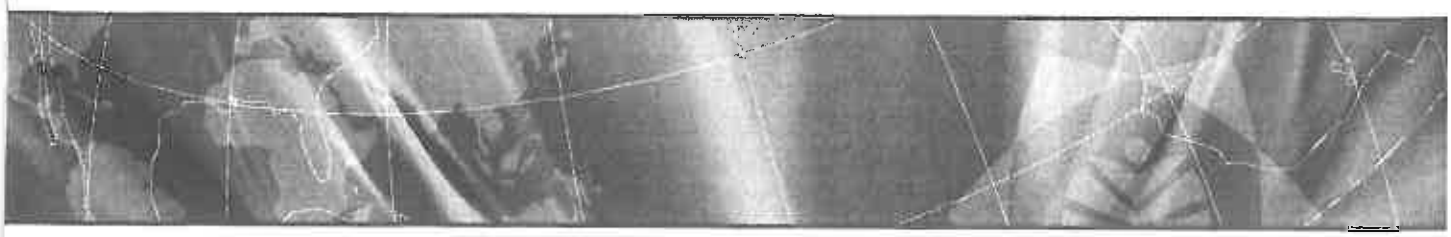
Ethical theory expounds major systems of thought in which each defines what is considered to be ethical (e.g. utilitarianism, deontology, virtue-theory).

Applied ethics puts the insight of the first two parts into practice in a specific sub-field of ethical inquiry (e.g. ecology, bio-medicine, business, the media, and so forth).

Higher Education ethics is therefore a form of applied ethics and addresses a wide array of issues like the social responsibility of HE[3], the quality of education, and the ideals for graduates[4] at the end of the formal educational process. The question of internationalisation is a sub-section of Higher Education ethics that both relates to general ethical considerations and calls forth particular ethical issues.

I will take as assumptions the moral agency of higher education institutions individually and collectively as a system, as well as the implicit social contract[5] between universities and the societies in which they function (locally and internationally).

One should also be aware that "internationalisation" is carried by various institutional forms and not only in university partnerships: It ranges from branch campuses and franchises in other countries, programme articulation and reciprocal validation, to virtual courses via various modes of distance/electronic education. To come to grips with the wide range of issues, a taxonomy of justices is proposed



to serve as heuristic device in both identifying issues and bringing them together in some coherent whole. For this purpose, I refer to social justice, administrative justice, distributive justice and cultural justice.

SOCIAL JUSTICE

Universities are significant actors in society and have through the ages acted as carriers of the dominant social ideals of the time. These ideals may be expressed in four city metaphors[6]:

- "Athens" is related to Plato's Academy (387 BCE) aimed at a broad education (*studium generale*) in philosophy, mathematics and gymnastics with the ideal of wisdom and virtuous citizenship in the polis.

- "Berlin" is related to the University of Berlin (1810), founded on the basis of the scientific and cultural ideals of the Humboldt-brothers, and today reflects the ideals of a high-level research university in a variety of specialist disciplines.

- "New York", the heart of the market, does not so much have a specific historical reference as it is an expression of the entrepreneurial university where intellectual capital is commercialized and the language/philosophy of free spirited enterprise is embraced. This is normally embodied in professional schools and high interaction with the private sector.

- "Calcutta" sees itself as predominantly development[7] orientated with a focus on the social uplifting of under-privileged communities, and the eradication of poverty.

From this very broad and simplistic model, one can already infer that there are many different social ideals expressing what a community implicitly or explicitly expects from its universities. Obviously there are no "pure" types, but the ethical

imperative on universities is to be attentive to these assigned ideals, to faithfully transmit and inculcate them in their learners, as well as to subject them to critical scrutiny in a changing environment. There is also the imperative to choose that model that would most benefit the public good of the society in which a university operates.

The implication is that international relations among universities should be sensitive to the compatibilities and possible exclusions of their respective values and philosophies. All combinations are in principle possible, but a highly focused "New York" type university - legitimate in itself - may not easily "fit" the ideals of a "Berlin" or "Calcutta". Some antecedent interrogation of partnerships is therefore an imperative.

Social justice in this regard therefore means the faithful execution of the most appropriate social contract between university and society, as well as the responsible "matching" of international partnerships and extensions.

ADMINISTRATIVE JUSTICE

What I have in mind is not the legal notion of procedural justice[8], although this is obviously not entirely excluded. The focus here is on the integrity of international partnership and transnational delivery of higher education programmes with reference to all those factors that impact on the process and end-product. I cite a few without explanation:

- Marketing claims should be realistic and accurately reflect standards, content and international standing of programmes or partnerships. Great care should be exercised when private agents are used for recruitment or when partnerships with privately owned institutions are forged. Profit motives may easily override the ethic of marketing[9].

- Entry requirements should be compatible with those in the "home" jurisdiction and should clearly state language and other requirements in advance, with measures of "bridging" where applicable.

- Programme quality is absolutely crucial and involves appropriately qualified staff, relevantly constructed curricula, academic support and ancillary services (including technology and counselling), as well as transparent assessment criteria and examination procedures.

- Clear accreditation agreements ensure that what learners are promised, is what they get.

- Efficient feedback systems to enhance future operations as well as clearly defined grievance procedures (from both sides: learners to institution and vice versa) ensure maximum synergy and open channels of communication.

There are too many factors to list here. But the overall argument is that administrative justice expresses the operational agreements and procedures to ensure quality and a pleasant transnational educational experience. There are too many sorry tales of broken promises and administrative failures from study permits to accommodation and poor quality programmes. This has given many transnational operations a bad reputation that easily spills over into the system as a whole.

DISTRIBUTIVE JUSTICE

One cannot divorce internationalisation of Higher Education from the processes of globalisation. We know from many studies that globalisation is an ambiguous reality[10]: It brings many benefits like enhanced communication, digital capital trade, and much more awareness of "the other" in the global village. But it also entails a widening digital divide, growing economic disparities between North and South, the one-sided perspective of mass media ("the world according to CNN"),

and a dramatically heightened tension between Anglophone and other cultures.

This issue of distributive justice relates to both economics and epistemology. (The issue of culture follows below.)

There is, generally speaking, a clear assymetrical economic power relation between universities in the North (USA and Europe) and those in the East and South. And in Africa, the same applies when South Africa is compared with most of her northern borders. It is therefore an ethical imperative to set up transnational educational opportunities and inter-university partnerships in such a manner that there is indeed reciprocity in the system (and not a one-way traffic from "rich" to "poor").

But there is also an epistemological dimension to distributive justice: On the one hand, universities with strong academic traditions and highly developed infrastructure (libraries, laboratories, top staff members, favourable staff-student ratios, etc) have the responsibility to "distribute" these advantages where physically possible or open up in a manner that will benefit less fortunate universities and their academic staff.

On the other hand, universities in the South and East can in many ways creatively question and enhance fixed academic paradigms[11] to the "knowledge-benefit" of those in more "advantaged" positions. To be "on the margins" has two meanings: Negatively it means to be marginalised, i.e. not to be in the centre. Positively it means to have a view from the margins, i.e. looking inwards with fresh perspectives that enhance knowledge and science, and question accustomed ways of thinking and doing.

Without distributive justice a double impoverishment occur: Those in economically advantaged positions will merely reflect the negative aspect of global capitalism and affirm the widening economic gap instead of providing some constructive remedy. And where knowledge systems remain closed to outsiders, everybody is

impoverished and ignorance sets in despite the guise of our information age.

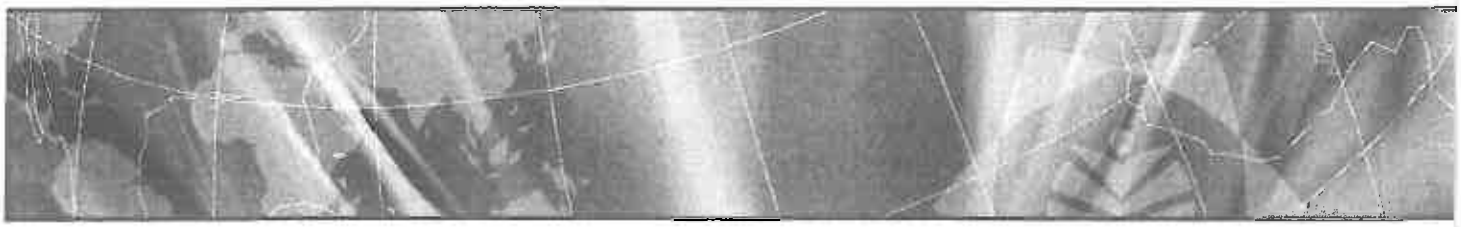
CULTURAL JUSTICE

This form of justice has also come to the fore in the context of globalisation. The latter is not only an economic process, but a very specific cultural power as well. The globalisation of culture is on the one hand a huge homogenization process, whilst at the same time fostering a celebration of cultural difference and fragmentation. Related to the latter is the hybridization of culture as a global phenomenon that happens locally through interesting cultural mixes of music, art, literature and architecture. For example, the post-colonial discourse on "creolisation", ambivalence and multiple identities, is a way of "writing-back" in response to a hegemonic global culture and related to a process of identity transformation.

But the romantic idea of multi-culturalism is betrayed by a globalising process that creates a mirage of differentiation, but in fact is an encompassing force toward "Vereinheitlichung" (Raiser 1999). This creates a depersonalised mass society typified by mass communications, mass consumption, homogeneity of patterns of life, mass culture. The process is driven by megacultural firms based on the commodification of Anglophone culture with the aid of the electronic highway.

Here the economic, technological and cultural intersect in a deadly assymetrical negotiation: *"You can survive, even thrive, among us, if you become like us; you can keep your life, if you give up your identity"*. We can say that exclusion by assimilation rests on a deal: we will refrain from vomiting you out, if you let us swallow you up.

Globalisation - seen in this way - acquires an ideological nature as *la penseé unique*, aspiring to be the only valid view, imposing itself as the paradigm to which all other cultures should be adjusted. Where previous forms of cultural subjugation were spatially confined and time-bound, the commercial homoge-



neity of a consumerist culture expands itself with the aid of the newest and fastest technological communication.

In a perceptive essay, historian of religion, Chirevo Kwenda (2003:70), explains the notion of cultural (in)justice as follows:

> *"Where people live by what they naturally take for granted, or where the details of everyday life coincide with what is taken for granted, we can say there is cultural justice - at least in this limited sense of freedom from constant self-consciousness about every little thing. Cultural injustice occurs when some people are forced, by coercion or persuasion, to submit to the burdensome condition of suspending - or more permanently surrendering - what they naturally take for granted, and then begin to depend on what someone else takes for granted. The reality is that substitution of what is taken for granted is seldom adequate. This means that, in reality, the subjugated person has no linguistic or cultural "default drive", that critical minimum of ways, customs, manners, gestures and postures that facilitate uninhibited, unselfconscious action."*

In the last two decades, universities have no doubt become agents of cultural homogenization with devastating effects on local knowledge, language, identity and culture. There is a huge ethical imperative on transnational HE education to show great contextual sensitivity and respect so that "the local" is in fact enhanced and celebrated as it meets "the global".

This is not merely a nice but empty or fancy idea. Cultural justice can be practically enhanced though capstone modules in language, history and geography, contextual curriculum design (what you read and what you consider as questions are crucial!); projects with local communities (research and otherwise); and a positive celebration of "many identities" through campus and online interaction.

CONCLUSION

This colloquium is in many ways a celebration of our existing and expanding transnational relations. I trust that my presentation has highlighted the ethical dimensions of these relations. Ethics is metaphorically a *kierie* (walking stick) in our hands. In my mother tongue, Afrikaans, it is said: *Dis 'n stok om mee te slaan en 'n staf om mee te gaan*. (Ethics is used to discipline our ways, but is also a showing of the way).

Let us take hands and walk the way together - in justice - so as to maximize the synergies of our internationalisation efforts.

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1. Introductory paper for a colloquium at the University of Port Elizabeth, 27 August 2004. The genre of this paper is not strictly academic and was intended to serve as a basis for response and discussion.

2. For a short, but excellent introduction to the history of ethics, see MacIntyre,1998.

3. See the contribution on "engagement" as expression of such relationship between university and society by Dr R Stumpf in this volume.

4. See for example the idea of "world citizenship" espoused by Martha Nussbaum, Chapter two in Nussbaum 1997, and debates about an African vision of Higher Education in Seepe, 2004.

5. The idea of a social contract between state and citizens is well known and has been developed in its classical form in the thought of JJ Rousseau and Immanuel Kant, and put in a modern context by John Rawls, particularly in

his famous *A Theory of Justice* (1971).

6. I give credit to Dr Jan Botha of the University of Stellenbosch whom I first heard develop these metaphors in a (yet unpublished) paper during a Humboldt- colloquium at Stellenbosch in October 2003.

7. In the context of South Africa both the newly formed "comprehensives", the Nelson Mandela Metropolitan and the Walter Sisulu Universities, take development as a core assumption of their missions.

8. See section 33 of the Bill of Rights included as Chapter 2 in the Constitution of the Republic of South Africa.

9. See for a fuller discussion on ethical responsibilities toward the consumer, see part 4, section 10 in Hoffman and Frederick (Eds) 1995.

10. See the contributions to Chidester (et al.) 2003, and Chris Arthur's (1998) analysis of the global communication network.

11. Thomas Kuhn's idea of paradigms and how they change from "normal science" to "revolutionary science" has been developed in the context of the natural sciences (see Kuhn, 1970), but has in the mean time acquired a wider heuristic function in trans-disciplinary contexts.

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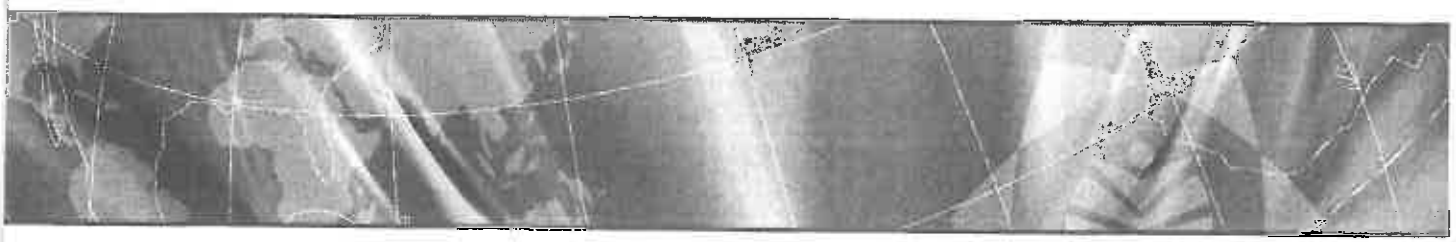

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RESPONSE

INTERNATIONALISATION OF HIGHER EDUCATION: SOME ETHICAL ISSUES

BERT OLIVIER

For the sake of reading-convenience, my response to Piet Naude's presentation on ethical issues pertaining to the internationalisation of education will follow the divisions of his paper, to which I shall add another. At the outset I would like to point out that, unlike Naudé, I would argue that "Higher Education ethics" is not merely a subspecies of applied ethics, insofar as ethical considerations concerning internationalisation of education cannot omit addressing fundamental ethical questions which belong to what he describes as "meta-ethics" and "ethical theory". To be able to conceptualise the "application" of questions (or answers) regarding justice, for instance, to an increasingly international global student collective, entails a rigorous conceptual and hermeneutic dialectic between all levels of ethical reflection - from the most abstract to the most materially specific - because of the fact that international contact between students and educational agencies (including lecturing staff) ineluctably includes a confrontation between different cultural values. These different value-systems are not all of equal cratological status, however, with the consequence that some students find themselves in situations where their own value-orientation seems fragile compared to hegemonic systems within which they may find themselves from time to time. Rather than diminishing the need for ethical intervention, however, this makes such intervention - at a rigorous philosophical level - all the more urgent.

SOCIAL JUSTICE IN A "GLOBALISED" WORLD

I am particularly gratified that Naudé captured the distinguishable (and distinct) social ideals embodied in universities - all rooted, significantly, in distinct cultural epochs - metaphorically in the form of city-names, given the graphic manner in which this invites a critique of contemporary "ethical" consciousness. "Athens", for instance, signifies the ideal of rationality as organizing principle of society (as instantiated in the disciplines referred to by Naudé) among the ancient Greeks, but what it hides is the fact that the society structured by this conception of reason was one shot through with inequalities of all sorts - neither women nor slaves could co-determine their own place or potential contribution to society.

Nevertheless, as Hannah Arendt has shown, Athens did give us the legacy of (a model for) democracy, even if its own version was a *limited* democracy, and foreigners were mostly regarded as barbarians.

While the "Berlin" model of the university emphasizes the inalienable cultural role of the institution - one conspicuous in an age of globalisation in sofar as universities face the task of having to reflect both the *local* and the *universal* in their faculties - the "New York" model represents one side of a more realistic appraisal of the function of universities in the contemporary era, the other side being reflected by the "Calcutta" model. The reason is firstly, as Naudé has indicated, that contemporary universities (especially in the western world) are increasingly market-related in the sense that knowledge itself, unlike in former eras, is treated as a commodity, with the result that there is constant inter-animation between the private sector of entrepreneurship and the university as training ground for future entrepreneurs. Needless to say, this does not fully capture the role of contemporary universities (even, or especially, in New York itself!), insofar as critical disciplines co-exist with the market-related ones at these institutions - the New School for Social Science and City College, New York, to mention but two of these. At the other end of the scale the "Calcutta" university-model represents, as Naudé has indicated, the developmental needs of the so-called Third World - to which one may add its hopes and fears, given the unequal development witnessed in the latter compared to the "First World".

Against this background I should say that I would differ with Naudé on the question of social justice in relation to the different university-ideals as actualised in the contemporary world. Instead of affirming that each of these models, insofar as particular universities - socially very differently situated (compare South Africa and the US, Canada or Norway, e.g.) - would emulate different ones among them, is equally "legitimate", I would argue that, in a world characterised by extreme socio-economic inequalities among nations (and within nations), the legitimacy of each of these models should be subjected to radical theoretical-ethical critique. This critique has been in the process of being articulated for a

long time, of course, for example in J-F. Lyotard's *The Postmodern Condition* of the late 70s (as well as, at least implicitly, in his subsequent work, especially *The Inhuman*), in the work of Jürgen Habermas, Fredric Jameson and most recently, M. Hardt and A. Negri, to mention only a few relevant thinkers. For one thing, social justice in an international context will remain a mere mirage unless the "New York" model of the university is somehow brought into *rapprochement* with the "Calcutta" as well as the "Athens" and "Berlin" models, in this way yielding a truly "postmodern" university where social "justice" is strived for (however elusive it may be) by reconciling local *and* global economic, political, social and cultural needs and values in a forum of properly international institutional debate and restructuring. Until this is seriously addressed, only social injustice will be served worldwide at universities, with the powerful nations (from which one cannot separate the economic power of the multinationals) reinforcing their power while distributing mere handouts to less privileged nations' universities and the students who study there.

Moreover, the "New York" model for universities invites an ethical critique more urgently than any of the others by themselves (although such a critique ultimately has to be inscribed into a more encompassing critical field), given the economic (and therefore also political) international hegemony of "First World" countries in a globalized and still globalising world. This is related to "distributive justice", which is addressed below.

ADMINISTRATIVE JUSTICE IN A "GLOBALISED" WORLD

I believe that Naudé is right when he indicates that the ethical requirements pertaining to "administrative justice" are just too many to enumerate and address in detail within limited space. By and large, those considerations he lists reflect some of the important areas of administrative activity where the needs of international students can and should be met, namely marketing claims on the part of universities competing in the international arena, entry requirements,

programme quality, accreditation agreements and feedback systems. What I would like to add is that all of these, which are administrative measures aimed at the optimalisation of success on the part of international students, should be seen in conjunction with the requirements of *social* justice, addressed above. In other words, something like "programme quality" cannot be divorced from the question whether "quality" is solely determined in terms of western criteria - by which I don't mean only *intellectual criteria*, on which the leading universities in western countries can seldom be faulted, but cultural and economic criteria of inclusion and exclusion as well. Too often "administration" becomes the self-justifying discourse of bureaucracy, without critical questions being taken seriously regarding the underlying (often unjust) principles in which such administration is grounded.

DISTRIBUTIVE JUSTICE IN A "GLOBALISED" WORLD

As Naudé correctly remarks, internationalisation of education cannot be separated from globalisation as a multi-facetted phenomenon. This inevitably raises the question of whether such globalisation, especially given its inseparability from advanced (electronic) communicational developments (partly as a means to the sharing of knowledge and, unavoidably, economic prosperity), is judged and/or regulated in the light of the normative requirements of "distributive justice". The answer to this question is, to my mind, an unambiguous "No".

The economic disparities between the "First World" and the "Third" are such that, even if thousands of international students are annually accommodated at universities in First World countries, those who return to their countries of origin do not seriously challenge the economic (political, cultural) hegemony of the First World. Moreover, the ostensible international educational "openness" or hospitality on the part of First World countries is usually a double-edged sword: on the one hand it empowers international students regarding their chosen disciplines, while on the other it serves to export (very conveniently) the ideology

implicit in the teaching of many of these disciplines, namely a fusion of liberal democracy and late capitalism - something that conveniently serves the purposes of the dominant powers. And as Foucault, following Nietzsche and Machiavelli, has taught us, it is power that usually prevails, and not critical-ethical reason (as opposed to the technical embodiments of instrumental reason). This is no reason to give up on such critical-ethical reason, though - today there is a more urgent need for its cultivation among students internationally than ever before.

This may seem innocuous, even desirable, to some, but some of the world's leading thinkers - including the recently deceased Jacques Derrida, in his *Specters of Marx* - have warned against a premature triumphalism regarding the global embrace of this (to my mind unholy) union of liberal democracy and advanced market-capitalism, for instance on the part of Francis Fukuyama. The point is, as Derrida warns, that one can all too easily confuse the freedom to satisfy one's material-economic needs with political freedom, blinding oneself to the surreptitious growth of the power of multinational corporations to the point where they hold "democratic" political leaders and parties in thrall. This question has too many sides and ramifications to pursue here; suffice it to say that "distributive justice" as an ethical consideration cannot be divorced from questions of hegemonic power-relations in the world, and what Naudé terms the "view from the margins" - which provides fresh perspectives on the centre of power, or the "New York" model of the university - should be encouraged in an international educational context.

CULTURAL JUSTICE IN A "GLOBALISED" WORLD

This kind of justice is intimately related to those kinds briefly discussed above. As Naudé indicates, it displays at least two faces, namely the countervailing ones of cultural homogenization and of fragmentation. Both also show their advantages and their disadvantages: on the *one hand* the homogenization-process goes hand in hand with the threat to linguistic diversity in the world

by the ever-increasing internationalisation of (especially American) English via satellite communications and the global hegemony of (American) English television programming. And with linguistic domination comes cultural domination, to which many of the world's less powerful, sometimes fragile cultures are simply not resistant. It is true, of course, that such homogenization offers the advantage of all cultures being able to avail themselves of the knowledge-dissemination that is occurring by means of the largely global accessibility of English as a medium. But the threat posed to linguistic diversity by this phenomenon should not be underestimated, especially when one remembers that every extant language represents a system or repository of indigenous knowledge accumulated over centuries. To lose any of these languages is tantamount to losing cultural "biodiversity".

On the *other hand* the typically postmodern fragmentation of culture is accompanied - as Naudé has intimated - by a salutary recognition of difference and otherness, so lacking in modernity, where a hierarchical subordination of the cultural (colonized, racial) "other" was the rule. This should, ethically speaking, be good news for all cultures and for both genders, were it not for the sad fact that new global hierarchies are already in the process of establishing themselves - hierarchies that have consequences for international students as well. By and large these hierarchies seem to have an economic basis. In his shockingly demystifying book, *The Enemy of Nature*, Joel Kovel points out, for instance, that poor nations are still (even increasingly) being exploited by rich ones, and that whatever the international gains of the women's movement may have been, today the socio-economic position of women in especially those cultures where the effect of gender-sensitive legislation has not been felt (or where such legislation has not even occurred), is worse than ever. One of the reasons for this is that women in many Third World cultures are more subservient workers than men, and therefore preferred as employees by factory bosses. The irony is that these factories are often set up in these countries because of the cultural differences involved, by companies based in First World countries because exploitation of workers in these Third World countries is easier, and profits higher, than in their home countries. Clearly, then, otherness does not necessarily mean mutual respect; often it means exploitation of

the cultural other, today no less than during the heyday of imperialism.

In such a situation, it is imperative that international educational authorities constantly test themselves in relation to the question, whether they are providing the educational means for not only the advanced technical training of international students, but for their critical-intellectual development as well. In fact, one of the "plagues of the present world-order" (to borrow a phrase from Derrida) is the neglect of critical-intellectual education in favour of mere technical training - what the young American philosopher, Farhang Erfani, has aptly called the training of mere "labourers" instead of the education of (responsible) "citizens" by universities.

ECOLOGICAL JUSTICE IN A "GLOBALISED" WORLD

It would be irresponsible on my part not to add another kind of justice, not addressed by Naudé, under the rubric of "ecological justice", although (given its tremendous importance) it really deserves a lengthy discussion of its own. Briefly, this entails ethical considerations regarding the increasingly apparent fact of the destruction of natural ecosystems by human "development". In the book by Joel Kovel mentioned earlier (*The Enemy of Nature,* subtitled *The End of Capitalism or the End of the World*), a grim picture of the state of nature emerges, with Kovel inexorably listing all the evidence of nature's devastation at the hands of human beings, such as the depletion of the ozone layer, the pollution of the oceans to the point where people cannot swim in their waters in many areas (such as the coast of Florida in the US) without risking contamination by noxious bacteria, the accelerating extinction of animal and plant species the world over because of global warming as well as human destruction of natural habitats, and many other such instances (too many to address here).

His argument - which is carefully and persuasively constructed in the course of the book - is that the main culprit regarding the destruction of nature is the economic system known as capitalism, mainly because of the fact that it rests on the

principle of unrestrained growth. In fact, the process known as capital implies such unlimited growth. Although there was a call to "limit growth" during the 1970s (ironically on the part of the capitalist elites themselves; cf. the report of the "Club of Rome" of 1972), nothing has come of this exhortation; on the contrary, growth-figures have multiplied and actual economic growth has accelerated in advanced capitalist economies worldwide, with the result that it has reached the point where no one even talks of limiting it any longer (perhaps because of a feeling of unlimited power, or conversely, a feeling of helplessness in the face of the ostensibly insurmountable ecological and related social problems facing the world today; cf. Ulrich Beck's illuminating book, *Risk Society*, in this regard).

The ethical implications are - or should be - obvious, especially in an international educational context. Perhaps this is the best place to start addressing these problems, which bear on the future survival and morally justified living of the people of this planet as well as the survival of all other living creatures on it. It cannot be emphasized too strongly: unless the leading powers of the world - symbolised by the "New York" model of the university - take the ecological crisis seriously enough to start implementing an alternative to energy-through-oil, for example, and put everything into play to limit growth, it is a real possibility that humanity will have to take responsibility for the utter devastation of all natural life on this planet, as well as of the human cultures that have developed in dependence on nature. Wouldn't it be the greatest irony if the very beings (human beings) capable of "taking responsibility" for nature as their guardians, turned out to be its (and their own) destroyers? And does this not point to the greatest international ethical (educational) priority of all - a truly holistic one?

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TOWARDS AN INTERNATIONALISATION POLICY FOR SOUTH AFRICA: GLOBAL, NATIONAL AND INSTITUTIONAL IMPERATIVES

JIMMY ELLIS

ABSTRACT

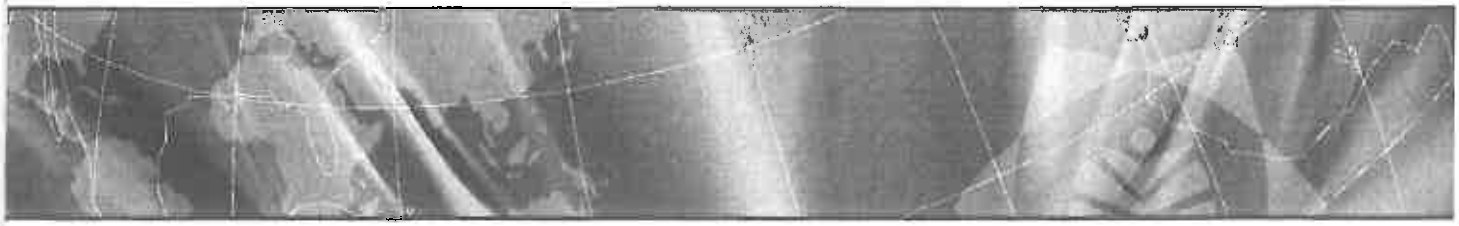
It has become urgently necessary to consider the current challenges and opportunities of internationalisation and the need for a South African policy on internationalisation. We must develop the IEASA position on and consider the relevant aspects of such a policy. IEASA must take leadership in planning a national workshop on this matter.

This is a serious challenge exacerbated by our earlier relative exclusion from intellectual interaction and mobility patterns characteristic of internationalisation. It is important that a national response be formulated to address the challenge.

There are different categories of rationales for internationalisation that operate at the global, national, sectoral and institutional levels. The global and continental rationales are invariably linked to the process of globalisation and its concomitant challenges of the new knowledge society. Notably among these are knowledge transfer through modern technology, international trade (vide GATS) and special problems in countries with struggling and ailing economies, a deficient infrastructure, large-scale poverty, and destructive civil wars. These need to be dealt with in the context of a national policy on internationalisation.

The need for such a national policy is further underscored by the number of participants in the process of and debates on internationalisation, including the different institutions, higher education bodies, Government Departments, organisations, and of course IEASA.

In the IEASA Strategic Plan the need to "draft a national policy on internationalisation of Higher Education", clearly emphasises a key role for the Association. IEASA's official presence at (and participation of its leadership and members in) international conferences on internationalisation and in related projects, is a significant factor in our ability to contribute to the process of policy formation.



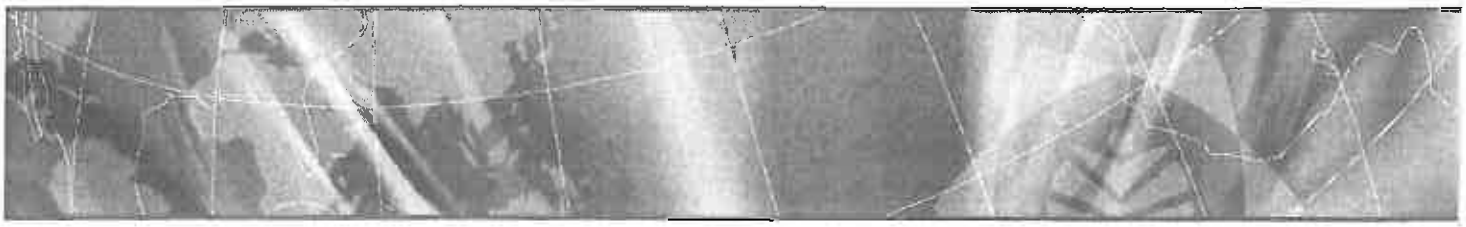
South Africa must through clear policy commit itself to a dual process of internationalisation, to firstly facilitate exposure of citizens to new ideas of other countries, and secondly to become partners of global transformation that forms the basis of possibilities of the new millennium by increasing opportunities for both staff and students of tertiary institutions. This point of departure applies not only because upcoming global restructuring or regrouping necessitates it, but also because the process of internationalisation facilitates a further strengthening of the foreign policy initiatives, economic competitiveness, mutual understanding and cooperation between nations, and the overall intellectual capital of our country.

INTRODUCTION

At IEASA's 7th Annual Conference in Potchefstroom it was proposed that a national workshop be organized to develop an internationalisation policy, with participation from SAUVCA, CTP, CHE and the Department of Education. A volunteer Task Group had been established to facilitate this process.

As a special project to be driven by IEASA, it was considered important that we reach a clear position with regard to internationalisation, to be established prior to the national workshop. It is also important to state at the outset that the planned workshop should endeavour to draw on the expertise of local and international practitioners, but to produce a unique South African understanding of and approach to internationalisation. The workshop should thus involve as broad as possible a spectrum of practitioners with proven experience, but who are also open enough to new information, insights and practices. The role of the Task Group was thus to brainstorm about and plan this workshop, but importantly to first debate, formulate and strategise on our own position on internationalisation.

For this reason this presentation invites us to first consider some philosophical



issues such as globalisation and internationalisation, the challenges and opportunities of internationalisation and the need for a South African policy on internationalisation. We must review the position of IEASA with respect to such a policy and then consider the relevant aspects of such a policy. Finally, we must discuss the nature and role of a national workshop, including the defining objectives, participants, structure and format of the workshop and the time-schedule and procedures to follow in a process that will obviously take some time of busy participants to conclude.

CHALLENGES AND OPPORTUNITIES CREATED BY INTERNATIONALISATION

Internationalisation in tertiary education is a demand of the modern world. Through our technological developments and skills, we have transformed it into a neighbourhood where we can learn a lot *about each other* without necessarily learning *from each other* as well. As neighbours who need to make use of limited sources to make sense of our international community, it is imperative that we learn with and from each other.

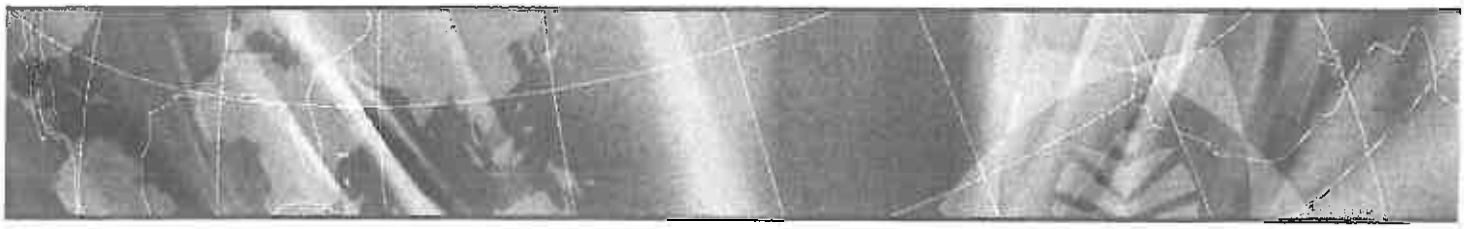
Higher Education Institutions are, by necessity, rooted in a particular place and society. Yet, they must constantly seek to forge links across cultures, to broaden knowledge, and to meet varied responsibilities to society. South African Higher Education Institutions (HEIs) must respond to these demands by connecting to diverse cultures, societies and landscapes, and meeting responsibilities inherent in serving the needs of a varied constituency. In particular, HEIs must explore their African identity. To do this, the HEIs must also be global institutions engaged in issues and roles that transcend borders and embrace diversity. Our students, our research, and our commitment to service, need to be informed, challenged and enthused by the links between our international and local perspectives.

For the academic community, the demands of the process of globalisation must

be considered in how we conduct our core business. It must start with proper consideration of the difference between, and the nature of, globalisation and internationalisation. For some, the former includes the domination of the developed world with regard to values, views and practices as opposed to internationalisation as a considered response to the global impact of the technological, economic and social attenuation of the modern world in our daily lives and thus also on academic business. For others again globalisation is a process to be embraced because of its benefits at the economic and technological levels. Thus for the education sector internationalisation may be the process by which it makes use of the ease of flow of information this allows for its own development, particularly in the way it responds to market demands as entrepreneurial institutions. This process itself may reflect dominant influences and patterns of globalisation.

For South Africa, where we have long been relatively excluded from the intellectual interaction and mobility patterns characteristic of internationalisation, it is important that a national response be formulated to address the challenges and opportunities posed by these developments as we reposition ourselves in the international community. The challenges and opportunities that internationalisation poses for the core business of HEIs were pointed out by the *National Commission on Higher Education* in 1996 stating that:

> *"...South African higher education, emerging from a period of relative isolation, now confronts the reality of multiform and accelerating changes in culture, communications and production - changes characterised as 'globalisation'. Knowledge, information and culture increasingly inhabit a borderless world: new computer and communication technologies are transforming the way people work, produce and consume. As South Africa locates itself in this network of global exchanges and interactions, higher education will have to produce the skills and technological innovations necessary for successful economic participation in the global market. It must also socialise a new generation with the requisite cultural values and*



communication competencies to become citizens of an international and global community.

Of crucial importance for higher education is the rapid international development of the 'learning society'. The term refers to the proliferation of knowledge and information in the contemporary world. The production, dissemination, acquisition and application of knowledge are shaping the structures and dynamics of daily life to an unprecedented degree. The learning society places a premium upon lifelong and continuing education: a growing array of public and private organisations ('non-specialised learning organisations') share in knowledge production with institutions of higher education. The challenge to higher education is to adapt to these changes and to sustain its role as a specialised producer of knowledge. If knowledge is the electricity of the new globalisation, higher education institutions must seize the opportunity of becoming major generators of the power source."
(National Commission on Higher Education, 1996.)

Because of our late arrival on the internationalisation scene, we have an opportunity not only to transform these challenges into real opportunities, but to review, consider and implement best practice to the advantage of our higher education system.

THE NEED FOR A POLICY ON INTERNATIONALISATION

Internationalisation at institutions for tertiary education forms an integral part of the way in which the international intellectual community manages the process of knowledge production. This happens in a fast-changing world in which this process is increasingly being run by specialists, across disciplinary as well as language and national boundaries, in team efforts. There are different categories of rationales for internationalisation that operate at the global, national, sectoral and institutional levels. The global and continental rationales are invari-

ably linked to the process of globalisation and its concomitant challenges of the new knowledge society, notably the immediacy of knowledge transfer through modern technology and special problems in regions such as parts of Africa with struggling and ailing economies, a deficient infrastructure, large-scale poverty, and destructive civil wars.

The need for a national policy on internationalisation is underscored by the number of participants in the process of and debates on internationalisation, including the different institutions, higher education bodies such as Higher Education South Africa (SAUVCA), the Department of Education, the CHE, other Government Departments such as the DTI, DHA, DFA, organisations such as CHET and of course IEASA. The interest of these parties would naturally be varied but some common themes are evident. These include:

- dealing with higher education transformation as an international phenomenon (particularly dealing with the demands of relations between nation states);

- international marketing of South African higher education (both to attract interest and "export" higher education - vide GATS, etc.);

- addressing the regional demands of particularly SADC and the challenges posed by NEPAD and the African Union, and related to it, questions of what an *African University* would be;

- addressing the skills development needs of the country in the globalisation context; and

- the income generation potential of internationalisation.

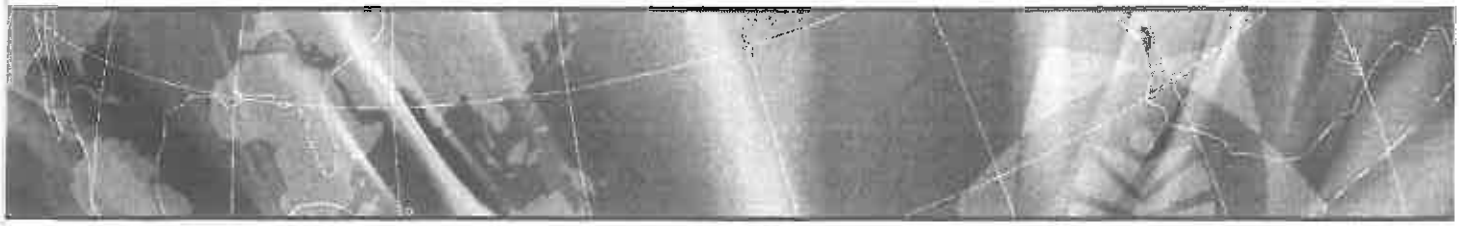
To internationalise is no longer an elitist desire to match the rest of the world or at institutional level a luxury that some institutions can afford because a

more favourable economic position allows it. Neither can institutions continue to claim that they are international without the requisite intellectual, human resource, financial and infrastructural capacity. Institutions could also not be expected to respond to these challenges without a policy framework that would promote, support and enhance internationalisation and international programmes at these HEIs.

Herein lies another of the reasons for a national policy as not all institutions come onto a level playing field in terms of their ability to meet the demands or make use of opportunities. Differences in institutional financial positions and access to resources, inequality in terms of research capacity and proven expertise, real differences in academic reputation and apartheid created inequalities, availability or not of accommodation for visiting students and academics and other factors, make some institutions more and others less attractive as preferred choices for academic exchanges and other forms of cooperation.

Not many of our students can afford the high costs involved in travelling and studying abroad. This again raises the questions of resources and how institutions can make these available to students. Thus through the internationalisation of our curriculum and outreach programmes, we will also have to pay greater attention to a large percentage of our population that does not experience international mobility and exposure, thereby preparing our students and our communities more effectively for participation in the global reality of our everyday existence. There is a clear need for policy and accompanying programmes such as the European Union SOCRATES and ERASMUS programmes to facilitate and fund student mobility.

The demand for international cooperation and the essential part played by resources is increased by the worldwide decrease being experienced in the funding of tertiary education. It is also necessary for us to make use of the ways in which we address the global issues of the modern world in crucial common participation in exchanging knowledge in mutual agreements and programmes.

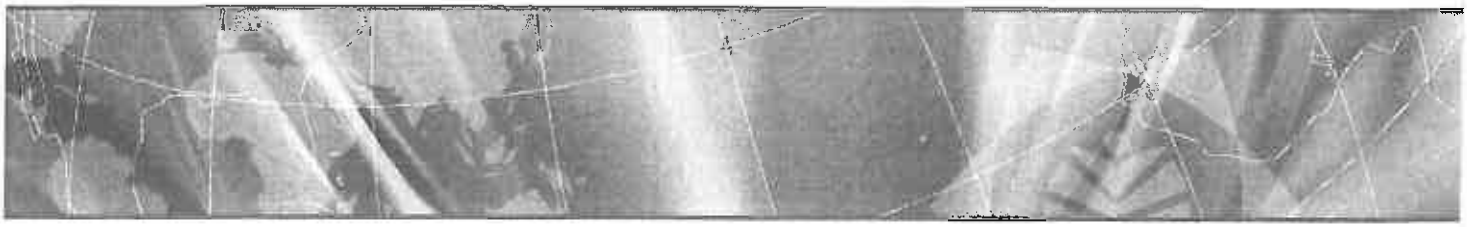


While South African tertiary education also faces this decrease in funding, the position of many African universities is more critical and governments as well as citizens of these countries increasingly look towards South Africa to assist in the educational upliftment of their citizens, development and even reconstruction of their tertiary education (especially in war-torn countries such as the DRC, Burundi and Rwanda). More and more academics from African countries seek academic employment in South Africa, contributing to the phenomenon of brain drain. The resulting burden on the South African tertiary education sector cannot be absorbed unchecked without a clear policy about this. Given this challenge, we are also faced with our regional obligations as member of SADC and the potential to assist in addressing the demands of our neighbours.

That South Africa needs a clear policy on Internationalisation in this regard is captured in the Council on Higher Education report on the higher education landscape (CHE, 2000), posing a very special challenge to us:

> *"South Africa is not focusing sufficiently on promoting its higher education system internationally. There is immense potential to attract students from the Southern African region, other parts of Africa and elsewhere without reducing efforts to expand access to South African students.* ***An appropriate framework and infrastructure that draws in various relevant government departments should be created for this purpose and internationalisation should be promoted.*** *International students must be specially catered for to ensure that they enjoy rewarding social and educational experiences. Enrolling students from the rest of Africa would be a means of contributing to their human resource development and giving expression to our commitment to African development and the African renaissance. It would also be a source of revenue for institutions and the country."* (My emphasis.)

There is a clear need for policy also with respect to the lack of coordination and coherence at the level of different Government Departments. Over the years our



experience has been that there is a lack of harmonisation of different policies, rules, regulations, practices and procedures between different Departments as they apply to internationalisation. Examples of these are issues around immigration, working conditions, health care requirements, international students' tuition fees and lately, the central applications procedure for students. The area of trade agreements made by the Government, how they apply to or are managed by different departments, our access to resources and benefits these may provide is yet another example.

The NAFSA statement on the need for a policy on internationalisation gives a clear indication of why it is necessary and what should be addressed by such a policy.

> *"What is needed is a policy that promotes the Internationalisation of learning in the broadest sense, including supporting the learning of foreign languages and knowledge of other cultures by Americans, promoting study abroad by U.S. students, encouraging students from other countries to study in the United States, facilitating the exchange of scholars and of citizens at all levels of society, and enhancing the educational infrastructure through which we produce international competence and research."* (NAFSA, May 2003)

However, it is important that as an academic community, we should provide clarity and substance to the debate around the difference between *globalisation* and *internationalisation*. The role of our tertiary education sector and the position of South Africa and Africa in general in the global context, for instance, should be dealt with within the broader framework of the African Union and NEPAD. We clearly need to define our own institutional roles in this respect but it should also be addressed within the context of a national internationalisation policy.

GLOBALISATION, INTERNATIONALISATION AND POLICY

The literature on globalisation and internationalisation abounds with such differ-

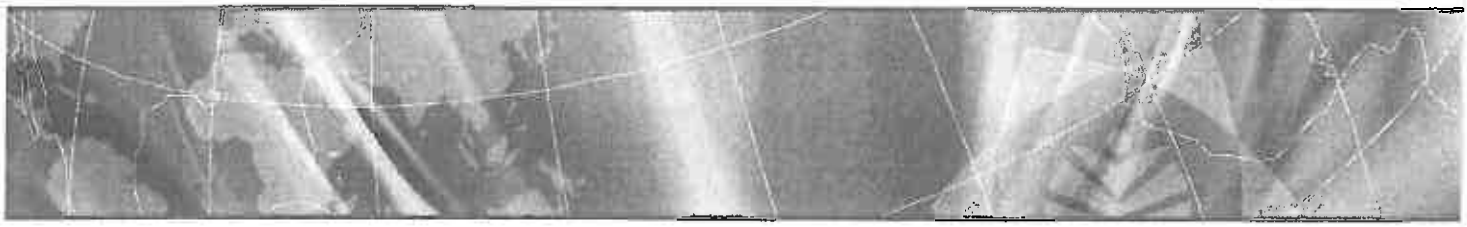
ences in definition and positions that one may almost want to avoid the debate at this point in time. Globalisation, according to Wolfaardt (2004) "... refers to processes whereby the boundaries and imaginations of social relations become more autonomous from physical location, and time and distance become less of an obstacle to building human relationships." As national policy increasingly involves the globalisation aspects of South Africa's broadening range of external relations, including economic and trade policies, foreign cultural relations, cooperation on and funding of strategic research, etc., the need for national policy on internationalisation becomes evident.

The need for posing this juxtaposition results from the history of how internationalisation was differently seen and often confused with globalisation at different institutions as well as the almost global confusion about the precise definition of this concept. The question is, of course, deeply intertwined with the reasons for why we have to engage in internationalisation.

First of all, internationalisation is not globalisation, nor part of it, but one particular response from Higher Education to globalisation as well as intellectual imperatives as discoverers and disseminators of knowledge. Wolfaardt (2004) illustrates this relationship when he argues that:

> *"Internationalisation, to a certain extent, is a response to the impacts of globalisation. It refers to the willful commitment of an institution to actively participate in this global phenomenon, but unlike globalisation it recognizes national boundaries and the uniqueness of individual societies and cultures. It urges international understanding and cooperation, and implies coherent institutional strategies that touch an institution's core values".*

It is also no longer a choice between internationalisation or not, based on exclusivist notions of self-sufficiency or academic pride (even vanity). For this reason internationalisation cannot remain only an institutional response but must attend to national and global imperatives and challenges as well. Institutional policies



and responses must thus address these by becoming an increasingly ".. strategically driven process: moving away from ad hoc and person-centred activities, towards planned and institutionalised activities." (Hahn, 2004.)

Resulting from the former insular orientation to international positioning of many institutions during the Apartheid era, we did not interrogate the meaning of this concept, even when some institutions had established International Relations divisions and/or offices, in essence an International Office. The focus was almost entirely on student services and some linkage agreements. The broader academic nature of the "industry" with relevance to short-term study programmes, the focused mobility of our students (especially within the SADC and broader African contexts) and staff, staff development and capacity building of (particularly) administrative staff, internationalisation of the curriculum and international quality review had not been equally attended to.

This suggests that an approach or perspective on internationalisation that might have been conceived as only creating an International Office represents a limited approach, as it is merely part of the support services in an organisational strategy to address internationalisation.

Furthermore, the impact of global developments in politics, the economy and international trade (vide GATS, etc.), health and technology (immediacy of international communication, creation of virtual universities, etc.) had not always been accounted for or accommodated either in policy or practices.

Internationalisation at institutions of higher learning is nothing new. Traditionally it is about international curricula, staff and student exchanges, collaborative research and teaching and services to the international student body at institutions of higher education. What has come about is a shift in global forces, reorganisation in the relationships between nation states, changed national needs and priorities and thus also reorientation in the mission, mandates and modes of delivery of institutions providing tertiary education, facing the chal-

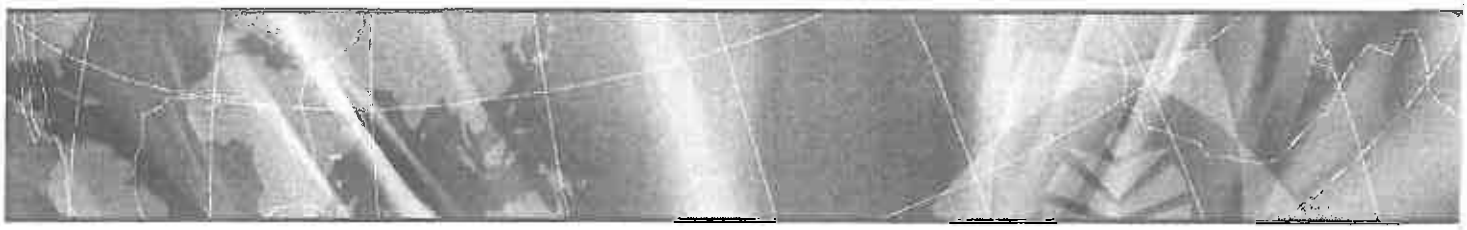
lenges resulting from these developments. Knight (2004:5) says in this respect: *"Internationalisation is changing the world of higher education, and globalization is changing the world of Internationalisation."*

This development is evident in the evolution of the definitions of internationalisation as featured in the literature on the subject (Arum & van de Water, 1992; Knight, 1994; van der Wende, 1997; Rudzki, 1998; Soderqvist, 2002 and Knight, 2003). Knight (2004) traces an evolutional development in these definitions from an emphasis on activities and programmes, underlining it as a process at institutional level, to move beyond this narrow view to place a definition in a larger conceptual framework. This latter focus is on a systematic change process operating at institutional as well as sectoral and national levels.

While our respective emphases would be the institutional level, the sectoral and national levels would provide the context within which our institutional level approaches would be developed and organised. It should recognise our national and continental location and orientation, relationship to the different nation states (particularly in the SADC and African contexts) and their educational imperatives, the role of diversity of cultures of countries, communities and institutions and our participation in and responses to the global forces within which we operate our core business. Important though is that the definition should reflect what we regard as important about our core business and focus on enriching that. The working definition proposed by Knight (2004:11) that we would thus like to suggest to guide our thinking and planning, states that:

> *"Internationalisation at the national/sectoral/institutional level is...the process of integrating an international, intercultural and global dimension into the purpose, functions or delivery of post-secondary education."*

This definition is not only specifically institutionally-based, does not have imbedded rationales, specific activities or actors involved and thus allows the flexibility for an internationalisation policy to evolve from the current separate and mutual



initiatives and practices (and in some cases even policies) to a unique national approach based on the characteristics of the current South Africa and the sectoral (including regional) and national priorities it would be challenged to address.

POSITIONING OF IEASA TO GIVE MEANINGFUL CONTENT TO A POLICY ON INTERNATIONALISATION

In the IEASA Strategic Plan the first goal is to "engage in an active advocacy role (to) further develop IEASA's credibility." As a first requirement it states the need to "draft a national policy on internationalisation of Higher Education", clearly emphasising a key role to be performed by the Association.

Currently IEASA's representation in bodies (statutory or otherwise) associated with higher education in South Africa is still informal and ad hoc, though the organisation is accorded recognition from time to time as the participation in discussions on immigration by IEASA Executive Committee members and the role of its President on the Immigration Board, and occasional communications from SAUVCA, indicate.

The leadership taken by IEASA in drawing up the Code of Ethics for dealing with internationalisation and subsequently approved by SAUVCA, is an indication of the role already played in contributing to policy making. Similarly the leadership with respect to the process of Credentials Evaluation in cooperation with colleagues from CEEQ (SAQA) and the Matriculation Board is indicative of the strength of the organisation as a national role player.

The contributions of and cooperation by SAUVCA and CTP on the Study SA publication is an indication of the good relationship and support from these bodies and the publication itself has positioned IEASA very well as an important role player both at home and abroad.

Periodic discussions with relevant Government departments and related bodies have sought to enhance IEASA's advocacy role and position us as an internationalisation constituency, although these have shown mixed results thus far.

IEASA's presence at and the participation of its leadership and members in international conferences on internationalisation and related issues and projects are significant factors in our ability to contribute to the process of policy formation. The recognition accorded IEASA in this respect is borne out by assistance by NAFSA to participate without cost for rental of the stall at the San Diego conference and the involvement of our organisation in the Journal of Studies in International Education to contribute as Guest Editor for the next issue of the Journal. We are in a position to learn from our associates in these organisations with respect to policy and issues such as quality assurance in internationalisation.

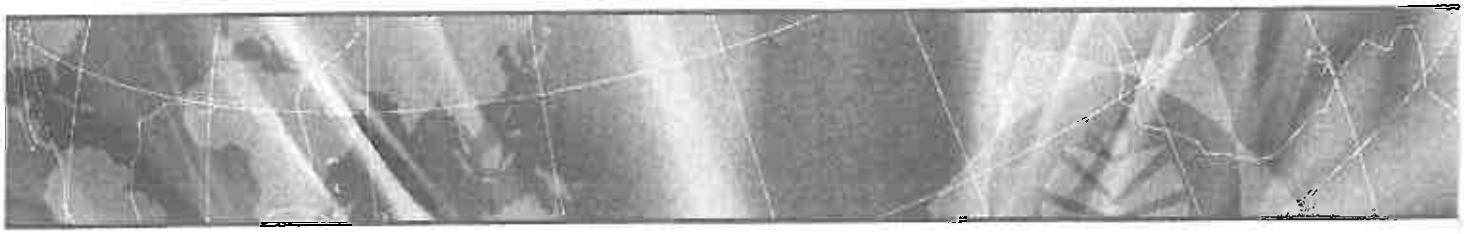
Finally, IEASA's role in involving colleagues from SADC countries in the association, thus supporting their own internationalisation efforts, has also positioned us very strongly with respect to the regional policy context.

THE POLICY CONTEXT WITH REGARD TO INTERNATIONALISATION

The following factors form the foundation of the policy context for the process of internationalisation as practised in South Africa:

- Relative isolation of South Africa from the mainstream of international academic activities during and after the Academic Boycott and the need for re-integration.

- The opportunities of post-1994 events and interest in South Africa for internationalisation.



- The technological revolution that places global communication within the reach of academics, resulting in the fact that the global academic community is within the technological reach of staff and students.

- The immediacy factor linked to the technological and information revolution for the production, development and transfer of knowledge.

- Our African location as member of SADC and positioning in the rest of Africa and excellence of our tertiary institutions that could help us to make a significant contribution to the rest of Africa in a sensitive way.

- The opportunities presented by the NEPAD and African Union developments and challenges.

- The imperatives flowing from the SADC Protocol on Education and Training.

- The possibilities of generating foreign currency income through the numbers of foreign students in South Africa and the link with current considerations around GATS.

- The conclusion of a number of international trade and other agreements by our Government, often involving education, which we have no input in or are not informed of.

- The lack of harmonisation between Government departments with respect to decisions, rules, regulations and practices affecting internationalisation.

At the broad national level the context is formed by all policies "... related to foreign relations, development assistance, trade, immigration, employment, science and technology, culture and heritage, education, social development, industry and commerce. At the education sector ... level (by) ... policies that relate to purpose, ... accreditation, funding, curriculum, teaching, research, and regula-

tion of post-secondary education." (Knight, 2003)

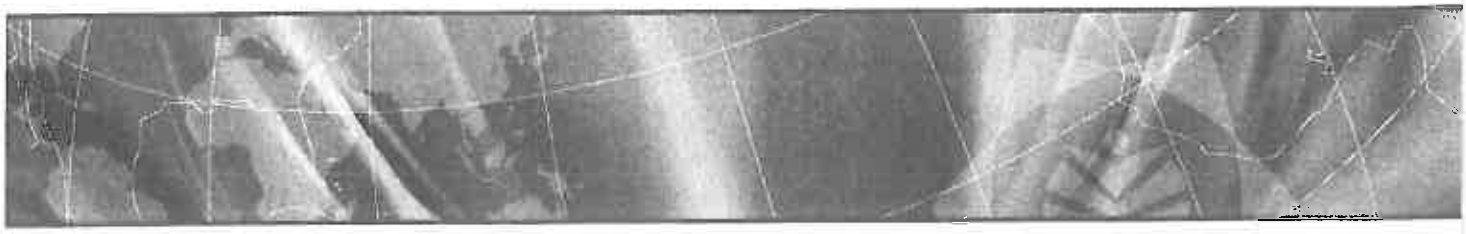
POLICY OBJECTIVES/RATIONALES

A number of important rationales for internationalisation also form the rationales for and objectives of a national level policy on internationalisation. These are typically given in the literature as :

- **Academic.** This usually argues that internationalisation improves academic quality and helps to prepare our graduates for participation in the global labour market (Han, 2003). Knight (2003) suggests that it emphasises the international dimension to research and teaching, enhancing quality and international academic standards.

- **Economic.** This has become a dominant rationale that emphasises issues such as economic growth and competitiveness, the labour market and financial incentives (Knight, 2003). It may in our context also be combined with political aspects such as collaboration with regions of economic importance. The NEPAD, African Union and the SADC contexts are significant here. A specific rationale, according to Knight (2003), is commercial trade. There is a growing interest in the income generating opportunities in the potential for exporting education for economic benefit.

- **Political.** Political rationales for internationalisation typically concern the relations between nation states and include aspects such as foreign policy, national security (the US situation after "9/11"), technical assistance, peace and mutual understanding, and regional identity. Of significance is the issue of strategic alliances for economic and political purposes where internationalisation is seen as a strategy to develop and enhance regional cooperation (Knight, 2003).



- **Social/Cultural.** While these rationales may appear to be of greater significance at the institutional level, the promotion of intercultural understanding and national cultural identity still form an important element of what national policy at this level wants to achieve. It may also include cultural ethnic issues such as xenophobia and policies derived from national ethnic strife and national political disasters.

POLICY POINTS OF DEPARTURE

A policy on internationalisation of tertiary education should be based on the following strategic points of departure:

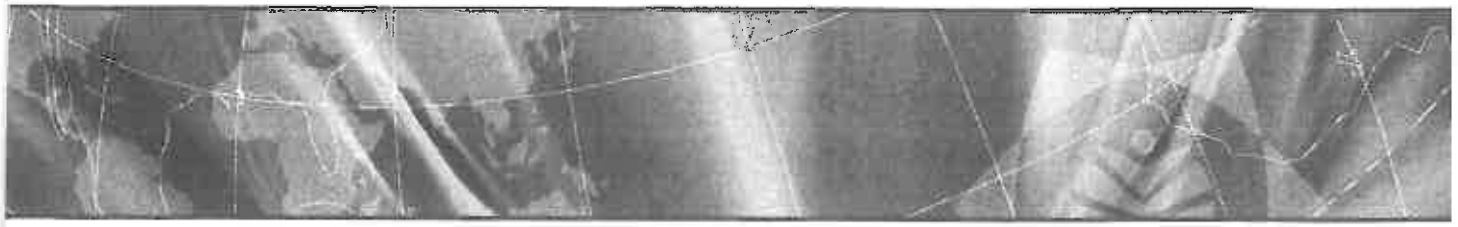
- The international dimension of South Africa's current position in the global arena must be reflected in the policy, indicating a vision and mission for the internationalisation of tertiary education.

- The internationalisation process, which has already taken shape at various South African tertiary education institutions and is operating in the various individual, departmental, faculty-driven and broader campus projects, must be located within this vision and mission.

- The political, economic, cultural and social transformational needs of the country should be meaningfully linked to internationalisation of tertiary education.

- Internationalisation of tertiary education should be an integral part of Government foreign policy.

- The need for a regional (SADC) cooperation strategy based on economic, political, social and educational imperatives of the SADC Protocol on Education and Training.



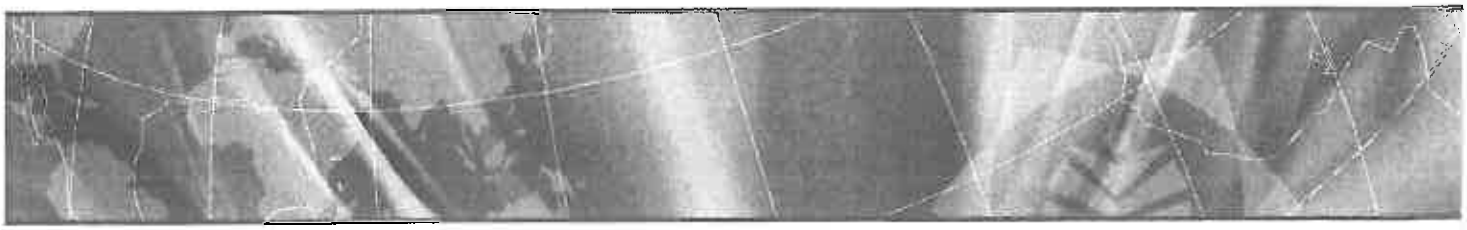
- The current and future contribution of international students to the South African economy should be addressed as a matter of policy to properly account for the way in which this forms part of the funding of and allocation to tertiary education institutions' Internationalisation programmes.

- The potential for income generation of recruitment of foreign students must be emphasized in the planning of marketing of international education in South Africa.

- In establishing a policy on internationalisation of education, it must, without disrupting the beneficial contributions of European, American and other developed world collaborations and contributions, develop, promote and maintain an African-relevant focus.

- South Africa must commit itself to a dual process regarding internationalisation, namely, firstly to expose our citizens to the new ideas of other countries, and secondly to become partners of global transformation that forms the basis of possibilities in the new millennium by increasing opportunities for both staff and students of tertiary institutions.

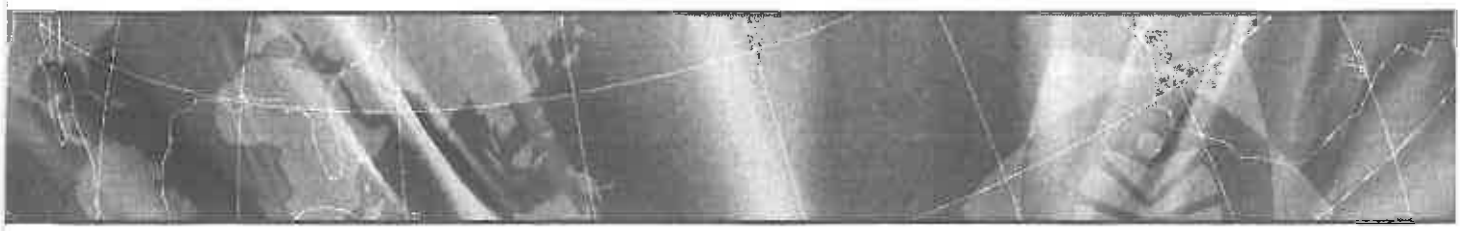
This point of departure applies because of upcoming global restructuring or regrouping, and also because the process of internationalisation facilitates a further strengthening of the foreign policy initiatives, economic competitiveness, mutual understanding and cooperation between nations, and the overall intellectual capital of our country.



STRATEGIES TO EXECUTE THE POLICY

The following strategies should be employed in order to implement the internationalisation policy.

Strategies to Execute the Policy	Feedback to South Africa
Bolster International, Foreign Language, and Area Expertise • International Education must become part of undergraduate education, & include foreign language skills • Promote foreign language and culture skills • Enhance international capability • Encourage collaborative partnerships	International competence, and decreased xenophobia in SA citizens.
Provide Supportive Framework for International Students • Improve university access • Recruit from strategically important countries • Facilitate entry to the country/immigration requirements • Provision of efficient Medical Insurance Programmes • Promote the study of English	Improvement of government and HE facilities, better international strategic relationships.
Encourage Mobility and Study Abroad Opportunities • Set goals of numbers of citizens going out • Promote diversification of visited countries, cultures, and languages • Offer opportunities to citizens • Promote diversity of students coming in • Promote their integration into the curriculum	Experiential learning at many levels.
Strengthen Citizen and Scholarly Exchange Programmes • Invigorate government programmes and reform regulations • Promote student exchange • Prioritise strategically important exchanges	Feedback to improve government services. Experiential learning.
Set Goals, Aims & Targets • Training & Conferences • Grants & Scholarships • Clear policy on International Student Fees • Policy on Trade in Educational Services	Build capacity and professionalism Increased mobility.
Mobilize the Resources • Policy must be clear • Citizens must be involved • Government resources must be available • Improve involvement and funding from the provinces, HE, business, & charities.	More involvement of HE in communities. Benefit to SA citizens. Income generation.



THE ROLE OF SAUVCA, CTP, CHE, IEASA AND OTHER INTERNATIONAL RELATIONS STRUCTURES

While our links with these bodies at times take on meaningful elements, they remain ad hoc and without any strategic and policy focus, either with reference to cooperation or liaison processes and structures. A policy on internationalisation of education might incorporate such matters and indicate process and practice for consultation and advice.

IEASA's alliances with these bodies need to be established at strategic partnership levels. Areas of significance at these levels include:

- A consolidated and integrated approach to marketing South African Higher Education internationally
- Quality Care and Assurance of our academic and support services programmes
- Monitoring an Ethical Code of Practice in Internationalisation support services
- Advocacy on behalf of international students with respective government agencies
- Commissioning studies of importance to the internationalisation industry that would keep internationalisation on the agendas of these agencies
- Professionalising the links with these agencies to establish reporting lines and strategic networks
- Formalising the involvement in SADC, the African Union and NEPAD for the mutual benefits to be derived

- Establishing communication programmes and networks on internationalisation

The role of IEASA as critical national role player at this level needs to be formally recognised and agreed to in policy documents, regulations and practice. The necessary resource allocation to make this possible needs to be agreed to as well.

ECONOMIC IMPLICATIONS OF INTERNATIONALISATION

A report on research done about this at a SAUVCA seminar on GATS and Internationalisation during 2003 proved to be somewhat superficial in the details with some questionable results, woefully underestimating the exact contribution of international students to the South African economy.

The contribution of internationalisation to the economy of the country in terms of foreign exchange and human capital is not always recognised. Studies abroad calculate this income generation potential from fee-paying students, often actively recruited with this objective in mind. Proper research needs to be done in this area to determine:

- Growth dynamics in student numbers, including the influence of developments in neighbouring countries
- The demand and supply aspects of this industry
- The real income generated from international students for the country as a whole, not just individual institutions
- The resource needs if institutions are to address the demand for international education

- The broader implications for South Africa at regional, continental and global levels.

National policy needs to emphasize the inter-sectoral nature of these aspects and incorporate it into a national strategy.

FEES FOR INTERNATIONAL STUDENTS

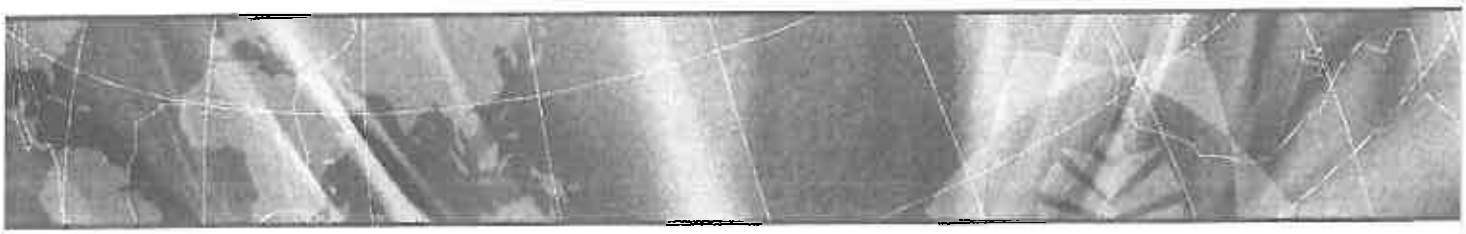
The current lack of a final policy on State subsidisation of international students leaves institutions with their own ad hoc policies on international student fees. As the Minister is obliged only to consult the CHE on this issue before the final policy is formulated, it means that IEASA should wait until such a policy is published before we can comment on it.

A policy on internationalisation of education should incorporate such matters and indicate process and practice for consultation and advice of IEASA and related bodies.

PREPARATION FOR THE DISCUSSION

IEASA needs to do a number of important things in preparation for the discussion, including:

- Positioning ourselves w.r.t. internationalisation
  - What do we understand by it
  - Where/how does it relate/compare to/with globalization
  - What are we doing in this respect
  - The past/current and future role of IEASA
  - Our relationship with statutory bodies and government departments



- Establishing the need for a policy
  - Clarity on why we call for a policy
  - What should be covered by the policy
  - Policy objectives
  - Who administers/applies/monitors the policy

- Studying pronouncements by Government officials and statutory bodies

- Studying declarations and statements by other organisations such as NAFSA and EAIE

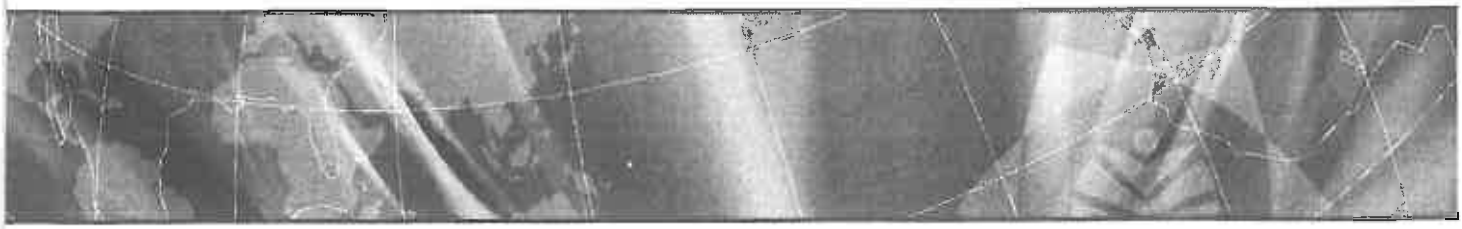
- Formulating calls (proposals for research) for assessments/analyses of:
  - our needs w.r.t. challenges posed by internationalisation of HE;
  - global participation/competencies of South Africans;
  - the international dimension of the training and competencies of South African graduates;
  - percentages, destinations and fields of study of SA students studying abroad;
  - percentages, destinations and fields of study of foreign students studying in South Africa; and the
  - contribution of foreign students to the SA economy.

A NATIONAL WORKSHOP

The planned workshop as an on-going process with specific outcomes should endeavour to:

- Start a broad consultation on the need for and nature of a policy on Internationalisation of tertiary education;

- define, upon being constituted, the exact nature and role of a national workshop;



- establish a Task Team (Working Group) and its participants, and seek the relevant status and credibility for its operation;
- define and refine the objectives of the Task Team;
- decide on the time-schedule and procedures to follow in the process of policy formulation;
- define the objectives of a policy on internationalisation;
- draw on the experience and expertise of local and international practitioners in organisations, government structures and academic leaders in the field;
- involve as broad a spectrum of practitioners with proven experience as possible;
- gain enough existing as well as new information on insights and practices worldwide;
- produce a policy with a unique South African understanding of and approach to the internationalisation of tertiary education.

CONCLUSION

We have a tremendous opportunity to take the lead once again in addressing a matter of extremely important concern to us in the field of international education, but also to the area of higher education more generally and our country as a whole. The fact that we have positioned ourselves in the field through our individual and institutional operations and contacts with international experts in this regard, gives us a necessary advantage, yet not necessarily sufficient edge to undertake this process on our own. Therefore, to

successfully bring about this process we will have to marshal our resources in the process of voluntary cooperation, as well as utilising the partnership with other significant players in the field.

This document is meant to stimulate discussion and not to be a final word on the topic.

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CONCLUSIVE FLASHBACK

PIET NAUDE

The purpose of this short "flashback" is an attempt to recognise certain trends in the contributions and responses of this successful colloquium. The following four dimensions may be pointed out as significant for further deliberation:

THE HISTORICAL DIMENSION

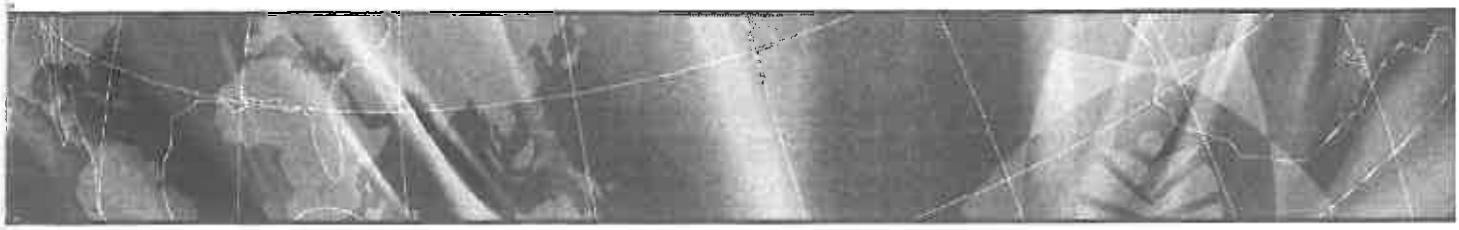
Internationalisation of Higher Education has a unique history on the different continents represented here. One needs to spend some serious thought on the various elements that shaped internationalisation to fully grasp the present situation and latest policy initiatives.

Factors like the post World War II situation in the USA and Europe; the Cold War and its demise as from 1989; the aftermath of 9/11; the period of Africa's colonization and her struggles during and after independence; and South Africa's move from apartheid to democracy (and by implication into the international arena) all played a fundamental and formative role in developments pertaining to Higher Education in the USA, Africa and Europe.

THE POLICY DIMENSION

One is immediately struck by the second common point of convergence: Speakers from all three regions made it very clear that Higher Education generally, and the aspect of internationalisation specifically, is in a situation of intense debate and policy transformation.

In the USA it is NAFSA that plays a crucial role that has intensified due to America's "inward turn" after 9/11. The Bologna process in Europe is facing steep obstacles with respect to degree-structures, accreditation, transfer of credits, and quality assurance. In Africa we have the 2004 Accra Declaration and various initiatives to build stronger links amongst Africans themselves (NEPAD and SADC), and with



the broader international community. The role of IEASA seems to be crucial in the context of SA specifically and may have positive effects for the rest of Africa as well. Point is: There are deep-seated reform processes all over the globe, making it very difficult to predict where internationalisation in the Higher Education sector will be five to ten years from now. Taking the words of Heraclitos out of context one could say: *Panta rei*, everything is in flux.

THE ETHICAL DIMENSION

The one paper, and well constructed response on the ethics of Higher Education internationalisation provides the "moral framework" in which various activities in this sphere should be judged.

What came to the fore was perhaps this: No matter which policies emerge and are accepted and implemented, if they do not contribute to various forms of justice in the world, they will in effect entrench present instabilities and inequities. Higher Education is a powerful social agent and as it increases its international influence, so its concomitant responsibilities also grow.

We should not loose sight of the broad aim in making the world a better place for all to live in.

THE GLOBAL DIMENSION

All the papers in some way or another made clear that processes of internationalisation must be seen in the context of globalisation. The former may be viewed as a consequence of and reciprocal force in relation to the latter. But there is no way that Higher Education can avoid thinking about and acting on the enormous power of global communication systems; digital capitalism, loss of political autonomy of nation states; and an increasingly borderless world with a

much higher degree of migration.

This has deep-seated influences on the way knowledge is created, disseminated and applied. In the context of this colloquium one may state that internationalisation is no longer an optional strategic directive as an imperative to in some way or another come to grips with the breathtaking forces currently sweeping our globe.

We are together in this. Let us walk the road with courage in the knowledge that immense opportunities - unique in human history - present themselves to us at this juncture.

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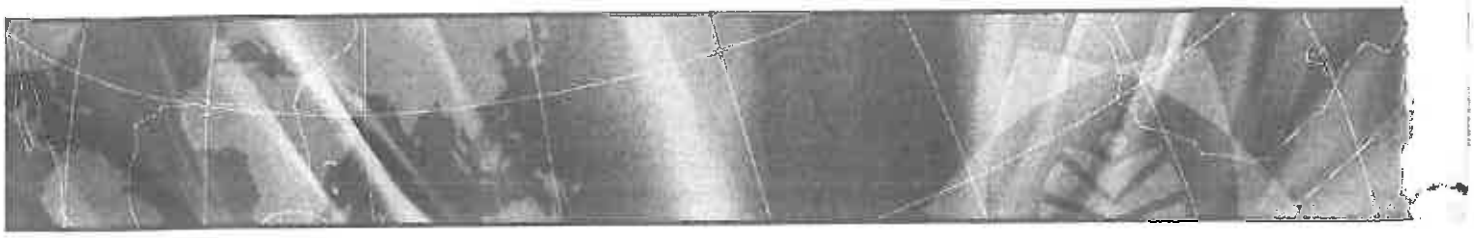

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