VICTORIA
UNIVERSITY
OF TECHNOLOGY

WORKING PAPER SERIES

Managing Internationalisation in Australian Universities

Karen Manning

11/2003

Managing Internationalisation in Australian Universities

Dr. Karen Manning

Associate Dean (Teaching & Learning)

Victoria University

Footscray Park Campus

Email: Karen.Manning@vu.edu.au

Abstract

The aim of this paper is to examine ways in which Australian universities are managing the growing demand for a greater international perspective. This paper synthesises the findings of research undertaken in Australian universities and is specifically concerned with the management models used in relation to internationalisation in Australian universities.

Introduction

Internationalisation is understood as the process of integrating the international dimension into the primary functions of an institution of higher education. International dimension means a perspective, activity or program, which introduces or integrates an international/intercultural/global outlook into the major functions of a university.

According to the Institute for International Education (IIE), the level of internationalisation within an education system can be measured by the proportion of international students to total enrolments (Davis 1995). From this perspective, Australia is both highly internationalised and increasingly dependent on internationalism for its long-term well being. The shift towards reduced levels of Commonwealth recurrent funding has coincided with these developments to promote an environment of competitive positioning and aggressive marketing among institutions.

Internationalisation in Australia has really come to mean regionalisation. The financial benefits to universities of recruiting full-fee-paying international students, means that most universities saw little option, but to engage in the pursuit of revenue through competitive marketing and student recruitment programs in Asia (Smart & Ang 1996). The result has been a dramatic increase in students over the last decade but with a shift away from historic Commonwealth links and towards regional ones. Thus, in Australia there are two forces at play: a growing regionalisation, which has tended to displace an earlier international tradition; and a pressure for individual institutions to see foreign students in terms of revenue generation.

According to the AEI (2000), there has been a large increase in International Student enrolments within Australian Higher Education Institutions. In the year 2000 there was an increase in international enrolments of 15.6% since 1999, and this growth continues the long term trend that Australia has experienced since full-fee paying places were made available to students in the mid 1980s. In 2000 there were 188,277 international students studying within the Australian higher education sector. A huge 82.6% of this total international enrolment originated from Asia. Singapore has now become the leading provider of overseas students followed closely by Hong Kong and Malaysia. Table 1 below shows a comparison of student numbers for Australia's top ten source countries.

Table 1: Australia's Top Ten Source Countries

Country	1998	% Change 1998-1999	1999	% Change 1999-2000	2000
Singapore	16,509	16.3%	19,207	8.6%	20,866
Hong Kong	18,161	3.7%	18,833	10.1%	20,739
Malaysia	16,485	0.4%	16,544	18.5%	19,602
Indonesia	17,715	8.2%	19,172	-6.8%	17,868
China	5,273	68.0%	8,859	68.7%	14,948
Korea, South	11,150	-13.6%	9,633	19.2%	11,485
India	8,073	18.7%	9,581	10.3%	10,572
Japan	10,739	-8.5%	9,828	4.0%	10,220
Thailand	6,299	6.5%	6,709	21.9%	8,179
Taiwan	6,403	-7.7%	5,912	3.2%	6,104
Sub-total	116,807	6.4%	124,278	13.1%	140,583
Other Countries	34,637	11.4%	38,587	23.6%	47,694
Total	151,444	7.5%	162,865	15.6%	188,277

Source: http://aei.dest.gov.au/general/stats/OSS2k/Oss2k.htm

This continuing growth of internationalisation within Australian universities places a multiplicity of complex demands on lecturers and administrators alike. The experience of educational services to an export industry means changes in the socio-cultural make-up of student populations, an increasing array of educational expectations and the same time, amalgamation, restructuring and rationalisation at the institutional and system levels. Clearly, then, management and the management of change in such times are of paramount importance. Of particular interest is the contribution of management approaches taken to internationalise universities.

The next section will discuss the model for the organisational element of the conceptual framework. This in essence is the lynchpin of the strategic framework. The main aim of the research was to investigate the management and strategies of internationalisation in Australian universities and how these form the foundation for the internal environment of a university and internationalisation.

Models of internationalisation

In the past few years, several attempts have been made to structure organisational strategies into different models of the international process. Here, it will be confined to some brief observations. The analysis of the strengths and limitations of particular theories of internationalisation has not reached an advanced level. This is not surprising, given that the internationalisation of education has so recently begun to emerge as a research area in its own right, and to attract academic attention and funding.

As Teichler (1994) notes:

> As stated earlier and argued at more length elsewhere, while powerful
> models are indeed coming to be formulated, the present state of the field
> could be well likened to an academic specialism in the pre-paradigmatic
> phase of its evolution. (Teichler 1994, p.41).

In the study of internationalisation at an institutional level, the reality tends to elude even the most sophisticated of models. This seems inevitable, for several reasons. The first of these has been stressed repeatedly: the great diversity of contexts, perceptions, rationales and priorities affecting institutional views and practices. The second stems from the fact that institutions are themselves micro-cultures with divergent voices and heterogeneous interests. This phenomenon has so far attracted little systematic research interest. The third is that the relationship between the descriptive and the prescriptive components of models for internationalisation is often unclear. For example, one of the best known models, that of Davies, has a strongly prescriptive aspect:

> A university espousing internationalism should have clear statements of
> where it stands in this respect, since mission should inform planning
> processes and agendas, resource allocation criteria; service as a rallying
> standard internally; and indicate to external constituencies a basic and
> stable set of beliefs and values (Davies 1992, p.10).

This research indicates clearly that the position is more fluid, and that there is more than one institutional route to internationalisation. It is not necessarily the case that

institutions have a central policy and strategy for internationalisation. It may indeed be clear that an institutional strategy for internationalisation is based on, and driven by, policy statements and governance procedures. At the same time, an institution can have formulated a clear central mission statement with respect to internationalisation and a central strategy, and/or may leave the decision on which strategies are to be chosen to the departments. Furthermore, an institution can lack a central mission statement but departments may define their own statements and actions. There are many variants, and in all cases the institutions could claim to have an international commitment.

Four different models are reviewed here. The first model, by Neave (1992), presents a paradigmatic model for servicing and administering international cooperation. Davies' (1992) model gives more emphasis to the organisational strategies as a starting point. The third model, by Van Dijk and Meijer (1994), is an attempt to refine Davies' model of organisational strategies. The fourth model, developed by Rudzki (1993), has a more programmatic approach to strategies, trying to provide a framework for assessing levels of international activity within institutions.

<u>Neave's model</u>

Neave (1992), using case studies at a global level written for UNESCO, developed two paradigmatic models, one 'leadership driven' and a second 'base unit driven'. The first model has as its essential feature a lack of formal connection below the level of the central administration, while the second model sees such central administrative units mainly as service oriented to activities coming from below. Neave also casts them as 'managerial rational' versus 'academic consensual' models. He sees the two models 'as opposite ends of a species of continuum', in which 'structures

administering international cooperation which mould around one paradigm may in certain specific conditions, move towards the opposite end of the continuum'. Neave stresses that 'the administrative structures of international cooperation (should be) continually provisional'. He combines the leadership and base unit model for administration in a matrix with 'definitional' and 'elaborative' scopes of institutional strategy (Neave 1992, p.167).

In Neave's paradigmatic approach, the generally used simple distinction between 'centralised' and 'decentralised' models of internationalisation is implicit, although he adds the dimension of change to his matrix.

The following three developmental models move away from this approach based on distinguishing between centralisation and decentralisation.

Davies' model

Davies (1992) has developed an organisation model with a strongly prescriptive aspect:

> A university espousing internationalism should have clear statements
> of where it stands in this respect, since mission should inform planning
> processes and agendas, and resource allocation criteria; serve as a
> rallying standard internally and indicate to external constituencies a
> basic and stable set of beliefs and values' (Davies 1992, p.12).

Davies presents a matrix according to which an institution can have:

A: A central-systematic strategy, which means 'There is a large volume of international work in many categories, which reinforce each other and have intellectual coherence. The international mission is explicit and followed through with specific policies and supporting procedures.'

B: An ad hoc-central strategy, where a high level of activity may take place throughout the institution but it is not based on clear concepts and has an ad hoc character.

C: A systematic-marginal strategy, which implies that the activities are limited but well organised and based on clear decisions.

D: An ad hoc-marginal strategy, where little activity takes place and is not based on clear decisions.

(Note: Davies' model is presented in four-square matrix form. For clarity here, I have re-labelled his matrices.)

Davies' (1992) model has been used as the basis for further attempts to give structure to the organisational aspects of strategies for the internationalisation of higher education.

Van Dijk and Meijer's model

A third model, developed on the basis of an analysis of internationalisation of Dutch higher education by Van Dijk and Meijer (1994), extends Davies' model by introducing three dimensions of internationalisation: policy (the importance attached to internationalisation aims); support (the type of support for internationalisation

activities); and implementation (method of implementation). A policy can in their view be marginal or priority; the support can be one-sided or interactive; and the implementation can be ad hoc or systematic. The model that is formed in this way is a cube with eight cells (see Table 2).

Table 2: Van Dijk and Meijer's 'cube'

Cell	Policy	Support	Implementation
1	marginal	one-sided	ad hoc
2	marginal	one-sided	systematic
3	marginal	interactive	ad hoc
4	marginal	interactive	systematic
5	priority	one-sided	ad hoc
6	priority	one-sided	systematic
7	priority	interactive	ad hoc
8	priority	interactive	systematic

This developmental model is, in their view, an extension of the Davies' model, which 'only considers the design (structurally ad hoc) of the organisational dimension and not the way it is managed (at central level/within the faculties (peripheral) or interactive)'. Their model makes it possible to distinguish different processes of development within an institution. They mention three routes through which it is possible to achieve internationalisation as a real priority area in an institution:

1. Route 1: 1-2-6-8, indicating a thoughtful approach and a well-structured organisational culture, defined by them as 'slow starters'

2. Route 2: 1-5-8, indicating a strong international commitment and an organised institutional culture, defined as 'organised leaders'

3. Route 3: 1-5-7-8, indicating a quick response to external developments, a great variety of activities at different levels and much commitment which is only at a later stage organised in a more systematic way, defined as 'entrepreneurial institutions'

Van Dijk and Meijer (1994) have developed their model in relation to an overall survey by a consortium of Dutch organisations on the implementation of internationalisation in Dutch higher education. They come to the conclusion that 7 out of 10 Dutch institutions can be placed in cells 7 or 8, which implies that they give high priority in their policy to internationalisation and that support in the institution is well spread on all levels. In most cases (5.5 out of 10) the implementation is not yet systematic but still ad hoc. It is significant that this conclusion applies to both universities and the non-university sector, although the picture is more homogeneous for the first group. The non university sector represents a very heterogeneous group, ranging from extremely high priority to extremely marginal examples of internationalisation.

Rudzki's model

A further model is that of Rudzki (1993) who identifies four key dimensions of internationalisation: student mobility, staff development, curriculum innovation, and organisational change; and points to the importance of activities that cut across these

dimensions, usefully adding to Davies' scheme by outlining and contrasting 'reactive' and 'pro-active' modes of internationalisation. Each of these modes is characterised by stages, as follows:

Reactive mode

Stage 1:   contact - academic staff engage in contacts with colleagues in other countries; curriculum development; limited mobility; links lack clear formulation of purpose and duration.

Stage 2:   formalisation - some links are formalised with institutional agreements; resources may or may not be made available.

Stage 3:   central control - growth in activity and response by management who seek to gain control of activities.

Stage 4:   conflict - organisational conflict between staff and management leads to withdrawing of goodwill by staff; possible decline in activity and disenchantment.

Stage 5.   maturity or decline - possible move to a more coherent i.e. pro-active, approach.

Pro-active mode

Stage 1:   analysis - strategic analysis of short, mid, and long-term objectives and rationales; staff training and consultation; internal audits, SWOT analysis, cost-benefit analysis.

Stage 2:   choice - strategic plan and policy drawn up on basis of broad consultation and networking; performance measures defined; resources allocated.

Stage 3:   implementation.

Stage 4:   review - assessment of performance against policy and plan.

Stage 5:   redefinition of objectives/plan/policy - process of continual improvement and the issues of quality this entails; return to Stage 1.

Rudzki (1993) has used his model in a study of the internationalisation of UK business schools, and comes to the conclusion 'that the spectrum of activity ranges from those business schools that have positioned themselves on the global stage and are committed to internationalisation, to one institution which has taken a strategic decision not to engage in international activity'. He also concludes that 'internationalisation is clearly being driven by financial imperatives and incentive, in the form of external UK and EC funding' (Rudzki 1993, p.121).

The last three approaches to the theoretical 'modelling' of internationalisation by institutions complement one another very well, in their prescriptive and descriptive aspects. Taken together, they offer a means of measuring the formal, paper commitments of institutions against the practice to be found in concrete operating structures. Further, they offer a way of including in the theoretical frame the important fact that institutional strategies may be implicit as well as explicit.

A review of the above interpretations demonstrates the different meaning attributed to internationalisation and the emphasis placed on various aspects and other benefits.

Australia

Research was undertaken by Manning in Australia in 1998 by collecting data from Universities that had been identified as leaders in the field in relation to internationalisation (Manning 1998).

Three research questions guided the study:

1   What are the organisational approaches undertaken by academics and staff in key university positions in relation to internationalisation/globalisation in the higher education sector?

2   How is policy developed and implemented in faculties of education at universities in Australia with relation to best practice and the internationalisation and globalisation of higher education?

3   How are programs managed in respect to best practice and internationalisation and globalisation?

At the outset of the investigation, preliminary data were gathered through surveys and telephone interviews with stakeholders. A list of specific questions was devised from information gained from survey and interviews and this formed the basis of the interview instrument, supplemented by extracts from university documentation and observation. Academics, managers and administrators, were interviewed in each of the 'leading' universities. Findings were collated across the three sites.
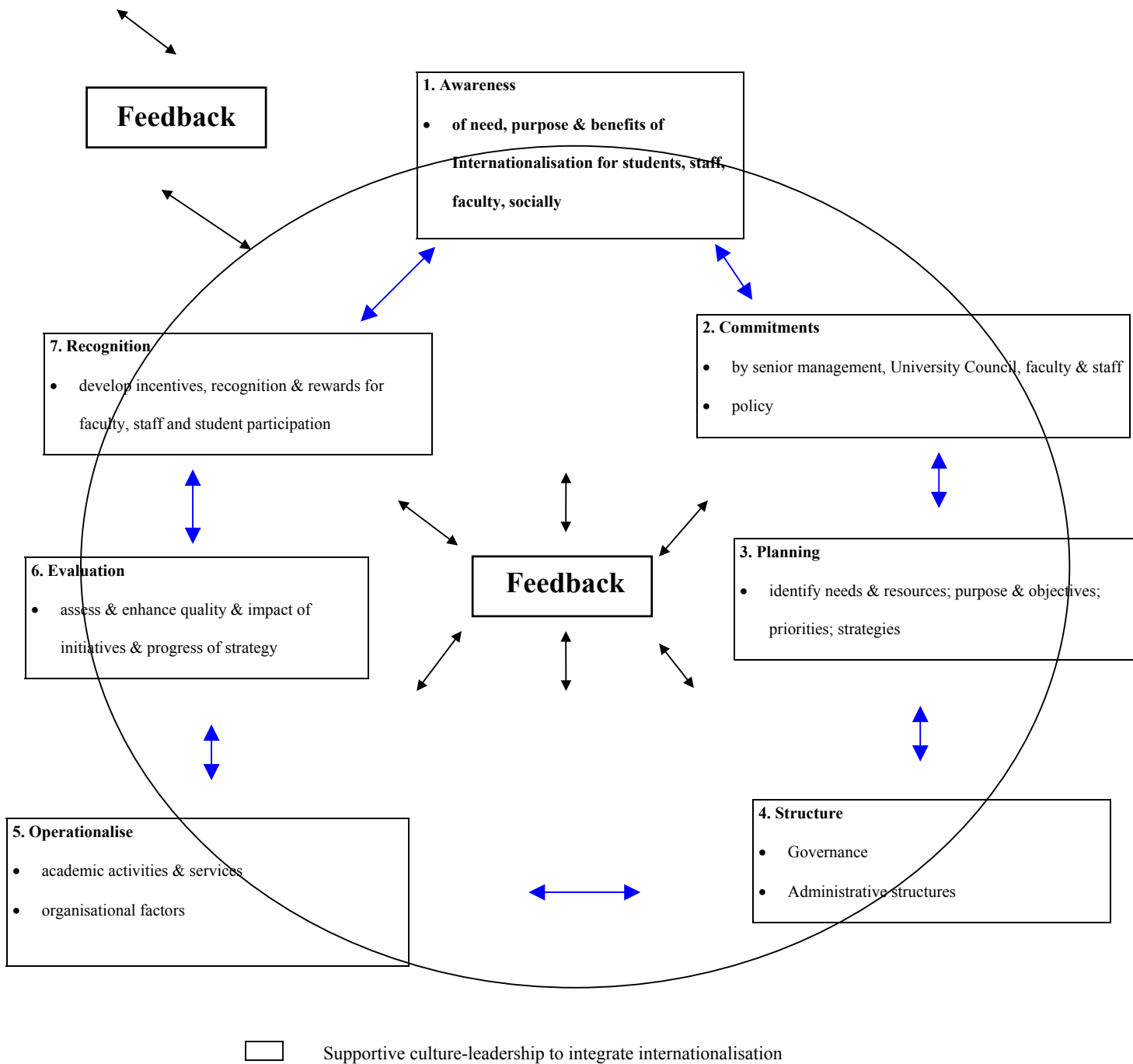
What emerged from the research is that internationalisation is a systemic process, albeit with different levels of complexity and approaches. The following section will

outline the main elements of such a process approach. This should not be seen as a prescription for internationalisation, as very clearly the research showed the administrative heritage of an institution impacts on the nature and the degree of importance of specific elements on internationalisation.

Knight (1995) proposes an alternative approach to the development of organisational models by considering the internationalisation process as a continuous cycle, not a linear or static process. The adaptation of Knight's approach for this paper places much greater emphasis on the supportive culture and linkages to the conceptual framework to integrate internationalisation. The steps in the cycle have been changed and expanded to include organisational structure and feedback as an independent step; this reflects the findings of this research in Australian universities (Figure 1).

The proposed model contains a cycle of seven phases that an institution would move through at varying pace. While it is clear that there is a sequence to the steps, it is also important to acknowledge the two-way flow that will occur between the different steps. Further it is important to recognise that the whole system can be more than the sum of its parts, an organisation can achieve its goals more effectively and efficiently than if the parts operated separately.

Figure 1: Internationalisation Cycle

Feedback

1. Awareness
- **of need, purpose & benefits of Internationalisation for students, staff, faculty, socially**

7. Recognition
- develop incentives, recognition & rewards for faculty, staff and student participation

2. Commitments
- by senior management, University Council, faculty & staff
- policy

6. Evaluation
- assess & enhance quality & impact of initiatives & progress of strategy

Feedback

3. Planning
- identify needs & resources; purpose & objectives; priorities; strategies

5. Operationalise
- academic activities & services
- organisational factors

4. Structure
- Governance
- Administrative structures

Supportive culture-leadership to integrate internationalisation

Source: Adapted from Knight, J. (1995, p.99-100) *Internationalisation at Canadian Universities: The Changing Landscape*, AUCC, Ottawa, Canada

Cycle Phases

1. Awareness

Creating awareness of the importance and benefit of internationalisation for students, staff and faculty is the first step, but it is not enough. It is important to stimulate campus-wide discussions on such topics as the need, purpose, strategies, controversial issues, resource implications and benefits of internationalisation. Finally, awareness is not enough; it must be turned into commitment (Knight 1995).

2. Commitment

Building commitment into the process of integrating an international dimension into the teaching/learning, research and service functions of a university and support from a broad base of faculty, staff and students is needed. This means it will complement the commitment from the senior managers and convert commitment into planning strategies. Policy support is crucial in the development of institutional internationalisation. There is growing recognition that formal acknowledgement of international activities must change and some universities are currently addressing issues such as hiring, tenure and promotion policy.

3. Planning

The processes of planning occurred at three levels and in several dimensions, ranging from a single source to complex simultaneous origins. Impetus can originate as a top-down strategy, as a bottom-up grassroots movement, completely ad hoc, or in a combined modality. It can begin as a grassroots endeavour among staff, or emerge in any combination of the above factors. No single pattern appears dominant.

4. Structure

If coordination is deemed to be important, it may be more a question of the degree of centralisation or decentralisation rather than an either/or question. The degree of centralisation of the internationalisation process is an important and somewhat controversial issue, which warrants further study. Which functions are best centralised or decentralised and to what degree? Key to this question is the role of the international office in providing support, advisory and coordination services. How does the international office relate to other administrative units and the academic departments on campus?

5. Operationalisation

The implementation of the different aspects of an internationalisation strategy plays a major role in this phase. Other important element within this phase also includes: creating a supportive culture through academic activities and services; and organisational factors. The priority and pacing of these activities will, of course, depend on the resources, needs and objectives of each institution. The variety of funding, in combination with the complexity of project applications, administration and reporting, is probably one of the main challenges. Systematic research at institutional level on the 'fit' between policy commitments to internationalisation on the one hand, and internal rewards and incentives, both monetary and in such other currencies as credited staff time, on the other. These critical questions call for further study.

6. Evaluation

Universities need to assess and continually enhance the quality and impact of the different aspects of the internationalisation process. The concept of review needs to be interpreted in two different ways. In the more conventional sense,

review means monitoring and assessing the value and success of individual activities, as well as how they work together in a complementary and mutually beneficial way.

The spontaneous way in which internationalisation has developed in Australia makes the need for the establishment of instruments for the evaluation of internationalisation urgent. Evaluation of strategies, policies, implementation and administration is needed to improve the quality of the process and the various component activities. Little has been done in this area at the institutional level in Australia up to now, although institutions consistently report acute internal recognition of the need for rigorous internal evaluation and quality assurance instruments with respect to their international activities.

7. Recognition

The reward and recognition of faculty and staff participation are fundamental to the process. For commitment to be sustained, it is important to build in incentives and rewards. The culture of each university will determine the specific ways to acknowledge and honour internationalisation efforts. It is important to incorporate faculty and staff's ideas on what helps or hinders their contribution and sense of achievement in internationalisation work.

Feedback

The concept of the organisations as a system related to a larger system is clear in relation this model and feedback. As mentioned, many external factors such as economic and political issues have influenced universities' relationships to internationalisation. The notion of feedback is also related to internal parts of

the organisation so that a synergy can be achieved in relation to internationalisation.

Supportive Culture

Having international students on campus, working on international development projects, offering work/study abroad or international exchange programs, offshore educational services or international research are all contributing factors to internationalisation. Harari (1992) believes an international ethos must be developed. This means a positive attitude towards understanding other cultures or societies, a belief in the interconnectedness of humankind economically, socially and politically, and an interest in global issues. These attitudes and interests are the foundation for building an international ethos on campus that is essential for successful internationalisation. Underpinning this is the inescapable need for leadership through strategic influence, goal setting and motivation to ensure such an ethos is present.

The process of internationalisation, as viewed by this model, is systemic not linear. Recognition and reward lead to renewed awareness and commitment. A renewed and broader base of commitment leads to further structural change and planning processes. This usually stimulates changes to existing programs or policies and the development and implementation of new activities and services. A continuous support, monitoring and evaluation system attempts to improve quality and involves incentives, recognition and rewards.

The cycle of the internationalisation process described attempts to build in opportunities for continual innovation, as well as ways to ensure that the international dimension is integrated and institutionalised into the university culture and systems. For universities committed to integrating an international dimension into their teaching, research and service functions, innovation and institutionalisation are essential for success.

Conclusion

Until now, contributions to research on internationalisation have come primarily from such disciplines as sociology, political sciences, anthropology and psychology in studies that have concentrated mainly on the effects of student mobility. What is lacking is a theoretical basis for the systematic analysis of internationalisation within a management theory framework context in higher education.

Some broad trends, however, can be discerned from this research. On the positive side there is a broad tendency for strategies for internationalisation, that have in the past been tacit, fragmented and ad hoc, to become explicit, managed and coordinated. Second, the gradual development of a more systemic approach to internationalisation, with policy decisions, support systems and organisational structures located both at central and decentralised levels, and with flexible connections between these levels.

There is also a growing awareness of the importance of the academic aspects of internationalisation. This includes: curriculum development, credit transfers, research

training, and effective procedures for evaluation, monitoring and quality assurance with respect to international activity.

Because of the complexity and diversity of the Australian situation with regard to higher education, and the systemic changes in progress at all levels, some of whose long-term effects are hard to predict, it is not possible to draw a simple model of uniform progress towards internationalisation for Australia.

Reference List

Davies, J. L. 1992, *Developing a Strategy for Internationalisation in Universities: Towards a Conceptual Framework*, IMHE Conference, Paris.

Davis, T.M. ed. 1995, *Open Doors 1994/95: Report on International Educational Exchange*, IIE, New York.

De Wit, H. 1993, *On the Definition of International Education,* EAIE Newsletter, EAIE, Amsterdam, no. 2, pp.7-10,

Harari, M. 1989 *Internationalisation of Higher Education: Effecting Institutional Change in the Curriculum and Campus,* Centre for International Education, California State University, Long Beach, USA.

Harari, M. 1992, *Some Reflections On The Future Of International Education,* Proceedings of the International Association of University Presidents' International Education Seminar, Bangkok, Thailand, 24 July 1992.

Knight, J. 1995, *Internationalisation at Canadian Universities: The Changing Landscape,* AUCC, Ottawa, Canada.

Manning, K. 1998, *The Internationalization of Higher Education in Australia* The University of Melbourne, PhD thesis.

Neave, G. 1992, *Managing Higher Education International Cooperation: Strategies and Solutions,* Reference Document, UNESCO, pp. 166-9.

Rudzki, R. E. J. 1993, *Internationalisation of UK Business Schools - Findings of a National Survey*, paper presented at the Sixth Annual EAIE Conference in London, UK.

Smart, D. & Ang, G. 1992, *A Comprehensive Bibliography: Export Of Education Services And Australia Full Fee Policy For Overseas Students.* Working paper No. 9, Asia Research Centre, Murdoch University, Western Australia, pp. 47.

Teichler, U. 1994, 'Research on Academic Mobility and International Cooperation in Higher Education: An Agenda for the Future', in *Academic Mobility in a Changing World: Regional and Global Trends,* ed P. Blumenthal et al., Jessica Kingsley Publishers, Bristol, PA.

Van Dijk, H. & Meijer, C. 1994, *Internationalization of Higher Education for the 21st Century*, US Advisory Commission on Public Diplomacy, Washington.