



Internationalizing U.S. Higher Education

Current Policies, Future Directions



ACE and the American Council on Education are registered marks of the American Council on Education and may not be used or reproduced without the express written permission of ACE.

American Council on Education
One Dupont Circle NW
Washington, DC 20036

© 2015. All rights reserved. No part of this publication may be reproduced or transmitted in any form or by any means electronic or mechanical, including photocopying, recording, or by any information storage and retrieval system, without permission in writing from the publisher.



Internationalizing U.S. Higher Education: Current Policies, Future Directions

Robin Matross Helms

Associate Director for Research

Center for Internationalization and Global Engagement

American Council on Education

CIGE Insights

This series of occasional papers explores key issues and themes surrounding the internationalization and global engagement of higher education. Papers include analysis, expert commentary, case examples, and recommendations for policy and practice.

ACKNOWLEDGMENTS

The author gratefully acknowledges the contributions of a number of colleagues to this report. Laura Rumbley, Patti McGill Peterson, Hans de Wit, and Brad Farnsworth provided invaluable editorial feedback and support throughout the project. Katie Weigel's role as fact-checker was instrumental in ensuring that the many citations included in the report provide accurate and easily accessible information; Lucia Brjakovic contributed on this front as well. As indicated in the text and footnotes, a number of agency and organization representatives were tapped for their policy knowledge and expertise, including Richard Boyum, Jarred Butto, Lara Campbell, Rachel Hanson, Miriam Kazanjian, Mark Overmann, Amanda Thorstad, and Gabriela Zelaya. Their input was critical in providing a well-rounded and detailed view of the U.S. higher education internationalization landscape.

CONTENTS

Executive Summary	1
Introduction	3
Policy Actors and Motivations	5
Current Policies and Programs.....	11
Type 1. Student Mobility.....	12
Type 2. Scholar Mobility and Research Collaboration	18
Type 3. Cross-Border Education.....	22
Type 4. Internationalization at Home	25
International Comparisons.....	27
Toward a National Policy?..	29
A Focused Effort	33
References	41

Executive Summary

As a companion piece to *Internationalizing Higher Education Worldwide: National Policies and Programs*, this report takes an in-depth look at the higher education internationalization policy landscape in the United States. We **take stock of the internationalization-related initiatives of key policy players**—including the U.S. Departments of State, Education, and Defense, as well as the National Science Foundation and other agencies—and categorize their policies and programs according to the typology developed in *Internationalizing Higher Education Worldwide* in order to draw comparisons to global activity. Based on this analysis, we consider what additional federal efforts are needed to further advance higher education internationalization on a national scale.

As in other countries, current U.S. initiatives center principally on **student mobility**, with State Department programs anchoring this category. **Scholar mobility and research collaborations** are promoted and supported—and in some cases, regulated—by a number of agencies. **Cross-border education**, such as institutional partnerships, has not been a focus for U.S. government policies and programs, either in terms of facilitation or regulation. Reflecting global trends, **internationalization at home**, including internationalization of the curriculum, has received little policy attention, though some Department of Education programs aimed at bolstering foreign language education contribute to efforts on this front.

In terms of global comparisons, what is noticeably absent from the catalogue of U.S. policies and programs is the final category of the typology presented in *Internationalizing Higher Education Worldwide*: a **comprehensive national policy** that draws together multiple initiatives across categories with a specific goal of furthering higher education internationalization. In the last decade, various organizations—including the American Council on Education—have called for such a broad initiative. A policy in this vein has not taken root, however. Given the decentralized structure of the U.S. government and the size and diversity of the higher education system, it seems unlikely that a single, overarching national policy would be truly effective in advancing higher education internationalization nationwide.

Instead, going forward, the U.S. needs a **broad, well-coordinated set of well-funded initiatives that support comprehensive internationalization** of U.S. higher education. Toward this end, a focused effort is needed to better leverage existing U.S. federal government policies and programs in advancing higher education internationalization, address aspects of internationalization that are not currently well-supported, and ensure that all internationalization-related policies and programs—existing and new—are adequately funded. Ultimately, the internationalization of higher education needs to become a jointly held national priority by the government and higher education institutions.

Steps in this direction should include more **inter-agency collaboration** among the key players with internationalization-related policies and programs; a higher level of **engagement** between these agencies and the higher education community; greater attention to **internationalization at home** as a way to deliver global competence to the large majority of U.S. students who are not internation-

ally mobile; and **more federal funding** for internationalization-related programs across the board. **Advocacy** by the higher education community and other stakeholders is needed to ensure that internationalization is recognized as fundamental to the success and global competitiveness of U.S. higher education in the twenty-first century, and that U.S. government policies and programs reflect this reality.

Introduction

Higher education has long been recognized as a key driver of economic and social development worldwide. As countries have become more interconnected, and business, industry and organizations increasingly operate across borders, higher education, too, has by necessity become a global enterprise. In order to prepare their citizens to live and work in the globalized world of the twenty-first century, and to bolster their countries' competitiveness on the world stage, governments around the world are implementing national- and regional-level policies to promote the internationalization of their higher education systems. (Helms, Rumbley, Brajkovic, and Mihut 2015)

As a companion piece to *Internationalizing Higher Education Worldwide: National Policies and Programs*, which examines government-sponsored higher education internationalization initiatives around the globe, this report takes an **in-depth look at the higher education internationalization policy landscape in the United States.**

Similarly to *Internationalizing Higher Education Worldwide*, we begin by identifying the various **policy actors** involved in the United States, as well as the rationales and motivations underlying their internationalization activities. We then **inventory existing U.S. federal policies and programs** (both new and long-standing), categorize them according to the typology developed for our global review, and draw **comparisons to activity around the world**. In turn, this analysis informs a discussion of whether a **comprehensive national internationalization policy or strategy**—seen in other parts of world but thus far not in the United States—is feasible or desirable, and what **additional efforts** are needed to build upon current policies and programs.

Though the report is designed to stand on its own, it is our hope for the entire project, as described in *Internationalizing Higher Education Worldwide*, to “provide a framework for policymakers and institutional leaders to better understand existing initiatives, think critically about their own policies and practices in light of the broader global context, and identify synergies among policies that provide opportunities for collaboration.” Given these goals, we reference *Internationalizing Higher Education Worldwide* throughout this U.S.-focused piece, and encourage readers to explore the two publications in tandem.



A NOTE ON DEFINITIONS

While the terms “internationalization,” “policy,” and “programs” are commonly used and it can be argued that practitioners and policymakers in the higher education field share a general understanding about these notions, there are varying interpretations of their actual meaning and scope. In terms of “internationalization,” as a framework for this report, we are guided by a broad definition proposed by Jane Knight in 2003:

Internationalization at the national, sector, and institutional levels is defined as the process of integrating an international, intercultural, or global dimension into the purpose, functions or delivery of postsecondary education (2).

Often, “policy” is taken to mean government action that sets forth broad goals and general intent, while “program” refers to specific activities and initiatives. However, definitions for the term “policy” also sometimes refer specifically to “plans,” as in the following examples:

- “A high-level overall plan embracing the general goals and acceptable procedures especially of a governmental body.”¹
- “A set of ideas or a plan for action followed by a business, a government, a political party, or a group of people.”²
- “A course or principle of action adopted or proposed by a government, party, business, or individual.”³

Taken together, these definitions suggest that policies have both an ideological element (general goals, a set of guiding ideas) and a practical element (a plan for action, influencing specific decisions).

In terms of internationalization, the latter typically consists of programs and activities intended to operationalize and achieve the former; programs, therefore, are arguably an integral part of policies themselves. And when governments implement discrete programs that are national in scope and involve substantial government funding—even if they are not part of a broader, formal policy—they clearly reflect governmental policies and intent, and in essence are setting de facto policy.

In sum, policies and programs are integrally intertwined, and the definitional line between them can be quite blurry. Rather than focusing on this distinction, therefore, in this report we use both terms, and explore a wide range of national- and regional-level, government-initiated activities and initiatives as part of the analysis.

Finally, per Knight’s definition noted above, we have identified policies and programs worldwide that entail activities that “integrate an international, intercultural, or global dimension into the purpose, functions or delivery of postsecondary education.” These include initiatives to encourage student mobility, spur research collaborations, and establish institutional partnerships, among other activities.

However, there is variation in the extent to which the instigating governments themselves connect these targeted initiatives to a broader vision for the internationalization of higher education as a whole. In some cases, the term “internationalization policy” is used directly and/or higher education internationalization is stated as an explicit goal; in other cases, the focus is more specifically on the discrete activity at the heart of the initiative, or on other national policy goals. In short, “internationalization” is our characterization of these policies, not necessarily or explicitly that of the instigating government bodies.

1 Merriam-Webster, s.v. “policy,” <http://www.merriam-webster.com/dictionary/policy>.

2 Cambridge Dictionaries Online, s.v. “policy,” <http://dictionary.cambridge.org/us/dictionary/american-english/policy>.

3 Oxford English Dictionary, s.v. “policy,” http://www.oxforddictionaries.com/us/definition/american_english/policy.

(Excerpted from *Internationalizing Higher Education Worldwide: National Policies and Programs*)

Policy Actors and Motivations

Mirroring the array of policy actors involved in higher education internationalization worldwide, the U.S. scene also includes a variety of actors and influencers. Similarly, a number of the academic, economic, political, and social/cultural rationales for policies that contribute to higher education internationalization around the world—described in detail in *Internationalizing Higher Education Worldwide*—are reflected in the U.S. context as well.

In terms of policy actors, what sets the U.S. apart from most countries is the **lack of a ministry of education** or other agency that holds overall responsibility for higher education nationwide; many of the internationalization policies and programs in place worldwide originate with such an entity or are tied in some significant way to the mandate of a primary national-level ministry or agency. In the United States, however, federal policies and programs that promote student and faculty mobility, research collaborations, and other cross-border activities and engagement are **administered by a number of different federal agencies**.

As described in the box “A Note on Definitions,” there is country-to-country variation in terms of the extent to which policies that advance these and other internationalization-related activities are explicitly linked by the government to a broader vision for the internationalization of higher education as a whole. The United States represents one end of this spectrum. Government policies and programs are designed to achieve broad national-level goals (discussed in subsequent sections of this report) in line with the purpose and missions of the individual agencies that administer them; because they engage institutions, students, and faculty, these programs do indeed play a role in and contribute to the internationalization of U.S. higher education. However, higher education **internationalization is more a by-product of these dispersed policies and initiatives, rather than an explicitly intended goal**.

ESTABLISHING POLICY AND PROGRAMS

There are three primary mechanisms by which government-sponsored internationalization policies and programs are established in the United States:

- **Legislation.** Congressional acts, proposed and passed by the U.S. Congress, set forth policy goals, establish programs to carry them out, and may appropriate federal money towards these programs.
- **Executive action.** The president sets forth goals and programs. As detailed below, however, in the higher education internationalization realm, thus far presidential policies generally have not been accompanied by substantial designated federal funding.
- **Agency-designed initiatives.** As part of their overall roster of activities, individual agencies develop internationalization-related policies and programs that further their missions and strategic goals. They allocate funding for these activities from their operating budgets.

In some cases more than one of these mechanisms may come into play; for example, a congressional act or executive order may establish broad policy and program outlines, but charge (and fund) a par-

ticular agency to determine the specific configuration of initiatives and programmatic details within the guidance set forth.

Regardless of the mechanism by which policies and programs are established, the administering agency, Congress, and the president all weigh in on their ongoing implementation and future directions through the **federal budgeting process**. Each year, each federal agency develops an operating budget, which is submitted to the president and Congress for approval. Agency budgets reflect decisions about how to allocate resources towards particular internationalization-related programs and initiatives, which in turn reflect agency priorities and goals. The president and then Congress review the individual agency budgets and may make adjustments—sometimes substantial—to program allocations based on their own priorities. The final federal budget dictates what programs will be created, expanded, maintained, and discontinued, and determines the overall level and focus of federal support for internationalization-related programs and activities for the year.

LEGISLATIVE MANDATES

There are **three key federal departments** that administer internationalization-related policies and programs **mandated by federal legislation**:

Department of State

For policies and programs to promote student and scholar mobility (both inbound and outbound), the State Department (DoS) is the primary responsible government agency. Through its Bureau of Educational and Cultural Affairs (ECA), DoS administers dozens of educational and cultural exchange programs, many of which are part of the overarching Fulbright program, described by ECA as the “flagship international educational exchange program sponsored by the U.S. government.”¹ Approximately 325,400 “Fulbrighters”—122,800 from the United States and 202,600 from other countries—have participated in the program since its inception. The Fulbright Program awards around 8,000 grants annually and currently operates in over 160 countries worldwide.² ECA also supports the EducationUSA network of advisors who work with international students seeking to study at U.S. colleges and universities.³

The main piece of legislation authorizing ECA programs is the Mutual Educational and Cultural Exchange Act of 1961—also known as the Fulbright-Hayes Act—which consolidated previous laws related to educational exchange (including the Fulbright Act of 1946, which originally created the Fulbright program), and “remains the basic charter for all U.S. government-sponsored educational and cultural exchanges.”⁴

As set forth in the Fulbright-Hayes Act, the main drivers of ECA policies and programming are public diplomacy and mutual understanding. The act states:

The purpose of this [legislation] is to enable the Government of the United States to increase mutual understanding between the people of the United States and the people of other countries by means of educational and cultural exchange... and thus to

¹ <http://eca.state.gov/fulbright>

² <http://eca.state.gov/fulbright/about-fulbright>

³ <http://eca.state.gov/educationusa>

⁴ <http://eca.state.gov/fulbright/about-fulbright/history/early-years>

assist in the development of friendly, sympathetic, and peaceful relations between the United States and the other countries of the world.⁵

Department of Education

Through its International and Foreign Language Education Office,⁶ a division of the Office of Post-secondary Education, the Department of Education administers a number of programs that contribute to U.S. higher education internationalization with a focus on foreign language and area studies. In terms of legislation, two acts govern these activities: the Fulbright-Hays Act, and Title VI of the Higher Education Act of 1965—initially Title VI of the National Defense Education Act of 1958.⁷ Most grants are awarded to institutions, which then provide funding to individual students and faculty for travel abroad and/or on-campus work. Not every program is funded every year.

In terms of motivation, Title VI links foreign language and area studies programs to national security and economic development. It states:

The security, stability, and economic vitality of the United States in a complex global era depend upon American experts in and citizens knowledgeable about world regions, foreign languages, and international affairs, as well as upon a strong research base in these areas.... Systematic efforts are necessary to enhance the capacity of institutions of higher education in the United States for a) producing graduates with international and foreign language expertise and knowledge, and b) research regarding such expertise and knowledge.⁸

In line with the overall purpose of the Fulbright-Hays Act, the Department of Education's internationalization-related programs are also underpinned by public diplomacy goals. A 2014 statement by the Secretary of Education reflects the Department's combined focus on public diplomacy, national security, and workforce and economic development:

To help keep America safe, partner effectively with our allies, and collaborate with other nations in solving global challenges, we need professionals with solid cultural knowledge and language skills that cover all parts of the globe. These grants will enable more students and educators to gain global competencies that equip them with an understanding and openness to cultures and languages around the globe, as well as the twenty-first century skills needed to preserve a rich, multicultural society and thriving democracy right here at home. (U.S. Department of Education 2014).

Department of Defense

Like the Department of Education, the Department of Defense's internationalization-related policies and programs focus on building foreign language and area studies capacity. Through the National

5 <https://www2.ed.gov/about/offices/list/ope/iegps/fulbrighthaysact.pdf>

6 <http://www2.ed.gov/about/offices/list/ope/iegps/index.html>

7 <http://www2.ed.gov/about/offices/list/ope/iegps/brochure-ieps.pdf>

8 http://cymcdn.com/sites/www.ncher.us/resource/collection/90515964-F9A5-45E4-83E5-06C2A26E3125/Titles_V_VI_VII-10222002.pdf

Security Education Program (NSEP),⁹ the Defense Department awards both individual scholarships for language study abroad and institutional grants to develop and enhance foreign language programs and curricula.

The stated purpose of NSEP is “strengthening national security through critical language and culture expertise.” Training future government employees is a central purpose of the programs; the NSEP website notes, “our primary mission is to develop a pipeline of foreign language and culture expertise for the U.S. federal government workforce.”¹⁰

NSEP is authorized by the David L. Boren National Security Education Act of 1991, which established its scholarship and institutional grant programs. While national security is the main motivating factor, economic rationales are at play as well; to illustrate the need for the newly created programs, the act notes, “the future national security and economic well-being of the United States will depend substantially on the ability of its citizens to communicate and compete by knowing the languages and cultures of other countries.”¹¹

AGENCY-INITIATED PROGRAMS AND EXECUTIVE ACTION

Beyond the three agencies with legislatively mandated internationalization-related programs, **agencies with self-initiated programs contribute substantially to the federal-level policy landscape.** A prime example is the **National Science Foundation (NSF)**. The International Science and Engineering Section¹² of NSF’s Office of International and Integrative Activities administers fellowship programs for students to study and conduct research abroad, and project-based grants to support international research collaborations. Numerous grants administered by other divisions of NSF also allow for and encourage—but do not specifically focus on—international collaboration as warranted by the topic and scope of the research they fund.

Developing global competence among the U.S. scientific workforce is a primary motivation for these programs. The NSF website states, “Increasingly in the future, U.S. scientists and engineers must be able to operate in teams composed not only of people from many disciplines, but also from different nations and cultural backgrounds.”¹³ More broadly, U.S. competitiveness in the sciences, as well as the advancement of scientific knowledge worldwide, drives NSF’s international programs. Among its articulated “performance goals,” the organization’s fiscal 2011–16 strategic plan includes “Keep the United States globally competitive at the frontiers of knowledge by increasing international partnerships and collaborations,” which in turn will lead to “transformational science and engineering breakthroughs” (National Science Foundation 2011, 8).

Looking at other agencies’ internationalization-related activities, the **Department of Commerce** has taken steps to attract international students with an eye toward their contribution to the U.S. economy. Some Commerce regulations also come into play in the research arena, and in how higher education is addressed in international trade agreements. Programs administered by the **U.S. Agency for International Development (USAID)**, while not focused specifically on higher education, engage colleges and universities in development projects and collaborations abroad. Numerous other agen-

9 <http://www.nsep.gov/>

10 <http://www.nsep.gov/>

11 <http://www.intelligence.senate.gov/laws/david-l-boren-national-security-education-act-1991>

12 <http://www.nsf.gov/od/iia/ise/index.jsp>

13 <http://www.nsf.gov/od/oise/nsf-wide-info.jsp>

cies fund faculty research on international topics and operate short-term exchange programs open to scholars and professionals.

In terms of policies and programs established by executive action, in recent years the **White House** has initiated bilateral policies and programs designed to increase student mobility and broader collaboration between U.S. institutions and their counterparts in particular areas of the world. These policies are broad in scope, and charge individual agencies—typically the Department of State—with development and execution of programs. President Obama's 100,000 Strong initiatives¹⁴ (described in the “Current Policies and Programs” section on page 9) are prime examples in this category.

OTHER ACTORS AND INFLUENCERS

As in other countries, U.S. federal agencies' policies and programs are often supported and implemented by **non-governmental organizations** that receive administrative and programmatic funding from the sponsoring government agency. The Institute of International Education (IIE),¹⁵ World Learning,¹⁶ the International Research and Exchanges Board (IREX),¹⁷ and other U.S. non-profit organizations (as well as some for-profit counterparts) dedicated largely to this purpose compete for contracts to carry out federal programs and policies; higher education associations with a broader focus, such as ACE, may also be active in this realm.

In some cases, programs are implemented by organizations abroad that are jointly funded by the U.S. and host country governments; examples include the United States–India Educational Foundation¹⁸ and Fulbright Commissions¹⁹ around the world. Typically, these non-governmental organizations (both in the U.S. and abroad) collaborate closely with agency officials on the design and details of these programs, and in this way play a role in guiding the direction of U.S. policy as it is implemented.

Other bodies responsible for oversight of various aspects of the U.S. higher education system also impact the direction of internationalization. In many countries, accreditation is a government function, but because independent regional and disciplinary **accrediting bodies** hold this responsibility in the U.S., these organizations' policies and priorities affect internationalization—particularly when it comes to the curriculum.²⁰ **State governments** (and to some extent, local governments) exercise a level of budgetary control over public institutions, and any internationalization initiatives involving the use of public (state and local) funds; they may also engage colleges and universities in sister-city programs and other initiatives to build trade relationships and increase connections with non-U.S. counterparts. The details of state government and accrediting bodies' policies are outside the scope of this report's focus on national government policies, but are an important part of the overall policy milieu.

And of course, in a higher education system that prioritizes institutional autonomy, the policies and programs administered by **institutions themselves** play a major role in guiding internationalization.

¹⁴ <http://www.state.gov/100k/>

¹⁵ <http://www.iie.org/>

¹⁶ <http://www.worldlearning.org/>

¹⁷ <https://www.irex.org/>

¹⁸ <http://www.usief.org.in/About-USIEF.aspx>

¹⁹ <http://eca.state.gov/fulbright/about-fulbright/funding-and-administration/fulbright-commissions>

²⁰ For more information on accreditation and internationalization, read *Mapping the Landscape: Accreditation and the International Dimensions of U.S. Higher Education*, released by NAFSA in 2015. <http://www.nafsa.org/wcm/Product?prodid=438>

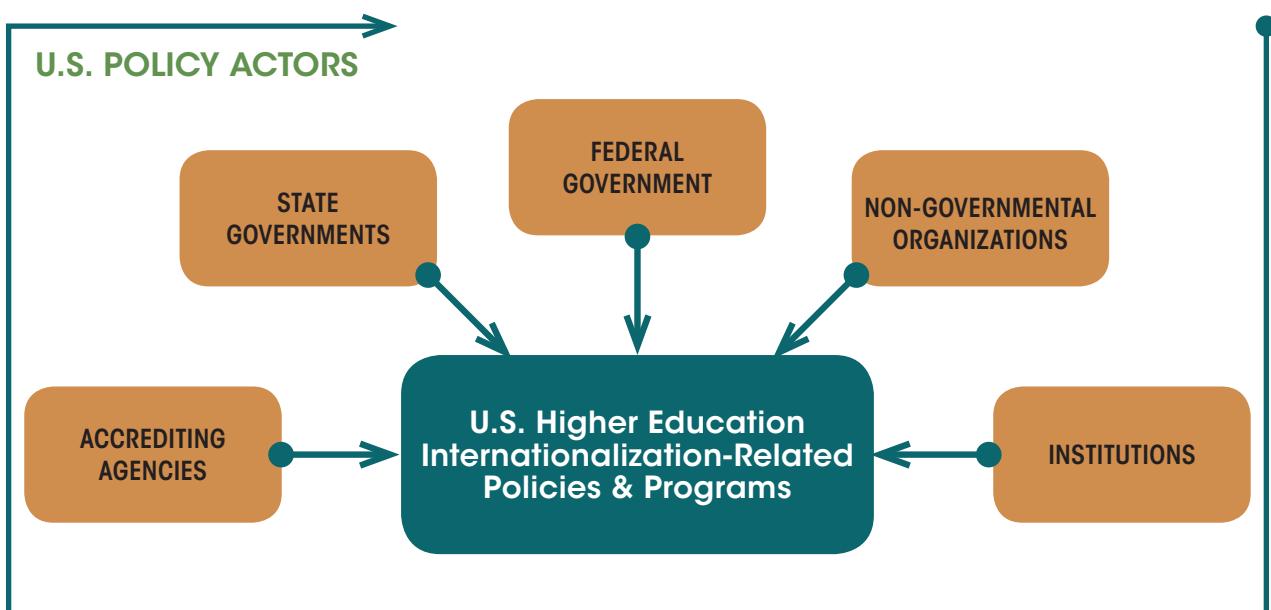
These policies, their impact, and their role vis-à-vis federal government policies are discussed in more detail in subsequent sections.

Current Policies and Programs

Given the many federal agencies whose policies bear upon higher education internationalization, the large number of initiatives and activities they entail, and the dispersed nature of information on U.S. government activities, inventorying existing policies and programs is a formidable challenge. Here, we tackle this task by applying the typology developed in *Internationalizing Higher Education Worldwide*, with some adjustments to fit the U.S. context. We focus primarily on the key-player agencies described above, categorizing their internationalization-related activities, and incorporating examples from other agencies where particularly noteworthy. In order to provide a well-rounded (though not exhaustive) view of efforts in each category, we also touch on policies that are not specific to higher education internationalization per se, but may impact programs and practices.

Four broad categories comprise our typology of U.S. internationalization-related policies and programs, each of which includes a number of subcategories. The main categories are:

- **TYPE 1: STUDENT MOBILITY**
- **TYPE 2: SCHOLAR MOBILITY AND RESEARCH COLLABORATION**
- **TYPE 3: CROSS-BORDER EDUCATION**
- **TYPE 4: INTERNATIONALIZATION AT HOME**



TYPE 1. STUDENT MOBILITY

Like other governments around the world, the U.S. federal government has implemented various types of policies and programs to increase student mobility. As in other countries, these include initiatives to attract international students to the U.S. and encourage American students to study abroad, as well as bilateral and regional agreements to spur mobility specifically to and from key partner countries or regions.

As discussed in *Internationalizing Higher Education Worldwide*, in examining student mobility-focused policies it is useful to distinguish between “credit” and “degree” mobility. Degree mobility involves the international movement of students in pursuit of a full degree at an institution in the receiving country. Credit mobility occurs when students take courses—and typically earn credits for their home country degree—from an institution in the host country, but generally are mobile for a shorter time, and do not earn a full degree.

A. INBOUND MOBILITY

Mirroring the landscape in other parts of the world, policies and programs to attract international students to the U.S. include scholarships, visa-related initiatives, and “study in”-type efforts. While many other countries have established numerical targets for international students enrolled in their institutions, to date, this has not been the case for the United States. This may be due, at least in part, to the fact that only a small proportion of international students in the U.S. receive financial backing from the U.S. government; recruiting and supporting international students is largely an institution-based endeavor.

Scholarships

U.S. government scholarships for incoming international students are **primarily the purview of the State Department’s Bureau of Educational and Cultural Affairs (ECA)**. The specific constellation of programs varies over time as the State Department’s geographic and strategic priorities shift. Currently, over 50 programs are available for non-U.S. citizens; these include a number of programs open to youth and professionals as well as (or in lieu of) university-aged students, and many are limited to short-term stays (credit mobility). Homing in on those that specifically focus on bringing international students to U.S. institutions, current programs that fund **undergraduate students** for stays of at least one semester in the United States include:

- The **Global Undergraduate Exchange Program** (also known as the Global UGRAD Program) provides one-semester and academic year scholarships “to undergraduate students from underrepresented sectors in East Asia, Eurasia and Central Asia, the Near East and South Asia and the Western Hemisphere.”²¹
- The **Tunisia Community College Scholarship Program** (TCCSP), part of the Department of State’s Thomas Jefferson Scholarships, offers full, one-year scholarships for young Tunisians who are studying at technical schools (ISETs) in Tunisia.²²

²¹ <http://exchanges.state.gov/non-us/program/global-undergraduate-exchange-program-global-ugrad>

²² <http://exchanges.state.gov/non-us/program/tunisia-community-college-scholarship-program>

- The **Community College Initiative (CCI) Program** provides students from abroad an academic program at U.S. community colleges, with the intent to “build technical skills, enhance leadership capabilities, and strengthen English language proficiency.” Participants spend one academic year in the United States, and may earn a certificate in their field of study.²³

Scholarship programs that fund incoming **graduate students** for a year or more include:

- The **Fulbright Foreign Student Program** enables graduate students, young professionals, and artists from abroad to research and study in the United States for one year or longer at U.S. universities or other appropriate institutions.²⁴
- The **Edmund S. Muskie Graduate Fellowship Program** provides fellowships for master’s degree-level study to emerging leaders from Eurasia for study in the United States in various fields.²⁵

Visas

The policies of two agencies impact international student visas. The **State Department** (guided by the immigration laws passed by Congress) **sets overall visa regulations** and eligibility requirements for entry into the United States, including for student visas, and designs and administers the visa application and review process.²⁶ Once the visas are granted, information on students holding these visas is maintained via the **Student Exchange and Visitor Program (SEVP)**, which is managed by the Department of Homeland Security’s (DHS) U.S. Immigration and Customs Office. The Student and Exchange Visitor Information System (SEVIS) is used by DHS to track and monitor regulatory compliance by host institutions and student visa holders. The SEVIS system was mandated as part of the USA Patriot Act that was passed in the wake of the September 11, 2001 terrorist attacks, and was fully implemented in 2003.²⁷

As described in *Internationalizing Higher Education Worldwide*, various countries are changing their visa regulations in order to attract international students by making it easier to obtain a student visa, enjoy work permission while studying, or seek employment after graduation.

Recent efforts in this vein in the United States have centered on the period of **“Optional Practical Training”** (OPT) that allows international students to remain in the U.S. after graduation in order to obtain additional training in their field through work experience. In 2012, for example, regulations were changed to allow students graduating in designated science, technology, engineering, and math (STEM) degree programs to remain in the United States for 29 months of OPT, as opposed to the standard 12 months.²⁸ President Obama’s 2014 Immigration Accountability Executive Action included a provision to “expand and extend the use of the existing OPT program and require stronger ties between OPT students and their colleges and universities following graduation.”²⁹

²³ <http://exchanges.state.gov/non-us/program/community-college-initiative-program>

²⁴ <http://exchanges.state.gov/non-us/program/fulbright-foreign-student-program>

²⁵ <http://exchanges.state.gov/non-us/program/edmund-s-muskie-graduate-fellowship-program>

²⁶ <http://travel.state.gov/content/visas/english/study-exchange.html>

²⁷ <http://fpc.state.gov/documents/organization/44016.pdf>

²⁸ <http://www.dhs.gov/news/2012/05/11/dhs-announces-expanded-list-stem-degree-programs>

²⁹ <https://www.whitehouse.gov/the-press-office/2014/11/20/fact-sheet-immigration-accountability-executive-action>

In addition, both the State Department and DHS engage in **outreach efforts** to make the visa application process less onerous for international students. EducationUSA advisors are trained to help students navigate the application process and provide information on requirements. SEVP maintains a Study in the States website that walks students through the visa process and details regulations for maintaining visa status while in the United States.³⁰

"Study In" Initiatives

As well as administering scholarship programs for incoming students, ECA houses **EducationUSA**, which is akin to "study in" initiatives launched by governments in other countries. EducationUSA consists of a network of advising centers around the world that provide information and advice to students who want to study in the United States (for both degree and credit mobility).

According to the program's website, "these centers share a common goal: assisting students in accessing U.S. higher education opportunities. Advising centers are staffed by EducationUSA advisers, many of whom have first-hand experience studying in the United States." In addition to providing print and online materials at EducationUSA Advising Centers, advisers reach prospective student audiences through fairs and outreach events at local schools, universities, and other public venues.³¹

EducationUSA also has administrative staff housed at the State Department's Washington, DC headquarters, and maintains a website that outlines the key steps involved in selecting, applying to, and enrolling in a U.S. institution. The program also engages U.S. colleges and universities by providing information about recruiting strategies for particular areas of the world, including through an annual conference for admission officers and other institutional staff.

Beyond the State Department, the **Department of Commerce** has increased its activities related to recruiting international students. In 2011, for example, the department's under secretary for international trade took a delegation of institutional representatives to Indonesia and Vietnam in order to "explore opportunities for student recruitment and partnerships with higher education institutions in those two countries." The under secretary cited economic motivations as the purpose of the visit:

Expanding educational opportunities for students in emerging economies like Indonesia's and Vietnam's is critical to developing a middle class in those markets. The new middle-class consumers emerge with increased resources to participate in both local and global markets, including that of the United States. (Sánchez 2011)

The Commerce Department now regularly takes U.S. higher education delegations abroad, which are typically composed of international student recruiters and faculty, among other institutional representatives. In addition, the department has been instrumental to, and in some cases a catalyst for, the formation of **state-based consortia** of institutions, designed to attract international students. Study Oregon,³² started in 1998, was one of the first of these organizations; currently,

³⁰ <https://studyinthestates.dhs.gov/>

³¹ <https://educationusa.state.gov/foreign-institutions-and-governments/educationusa-network>

³² <http://studyoregon.com/>

there are over 20 active consortia in the United States. Though the Commerce Department does not fund these organizations, it provides administrative support through its local offices, and helps member institutions connect with counterparts abroad.³³

B. OUTBOUND MOBILITY

Similar to other countries around the world, the U.S. government promotes outbound mobility primarily through scholarships (awarded to individuals, or in some cases, to institutions to disperse to students) and to some extent, financial aid policies. As is the case for inbound mobility-related initiatives, the U.S. government has not set specific national-level targets for the number of outbound students desired (though some of the regional mobility initiatives outlined in the subsequent section do include specify such goals). The focus of these initiatives is credit mobility, rather than degree mobility.

Scholarships

Compared to inbound scholarships, which are concentrated in the hands of the State Department, the **field of agencies offering funding for study abroad by U.S. students is considerably wider**. The State Department's Bureau of Educational and Cultural Affairs is still a key player, however. Currently, **ECA sponsors 52 programs for U.S. citizens**, including youth, higher education students, scholars, and professionals; of these, 15 target U.S. undergraduate and graduate students. Chief among them are:

- The **Fulbright U.S. Student Program** offers fellowships for U.S. graduating college seniors, graduate students, young professionals, and artists to study, conduct research, or be an English teaching assistant abroad for one academic year. Fellowship amounts vary by country and project.³⁴
- The **Benjamin A. Gilman International Scholarship Program** provides scholarships in the amount of \$5,000 to U.S. undergraduates with financial need for study abroad.³⁵

A number of the remaining DoS-sponsored student programs fall under the Fulbright program, and provide scholarships for study in specific disciplines or areas of the world.

Beyond the State Department, as part of its **National Security Education Program (NSEP)**, the Department of Defense administers two programs to fund language and culture study abroad:

- The **David L. Boren Scholarship** funds one year of study abroad, focused on language and culture, for U.S. undergraduates. Awardees receive up to \$20,000 and commit to working for the U.S. government for at least one year.³⁶
- At the graduate level, the **David L. Boren Fellowship** funds up to two years of language- and culture-focused study abroad for U.S. master's and doctoral students. Awardees receive up to \$30,000 and commit to working for the U.S. government for at least one year.³⁷

³³ Information provided by Gabriela Zelaya, international trade specialist at U.S. Commercial Service.

³⁴ <http://exchanges.state.gov/us/program/fulbright-us-student-program>

³⁵ <http://exchanges.state.gov/us/program/benjamin-gilman-international-scholarship-program>

³⁶ <http://www.nsep.gov/content/david-l-boren-scholarship>

³⁷ <http://www.nsep.gov/content/david-l-boren-fellowships>

The Department of Education's Fulbright-Hays suite of programs includes one—the **Fulbright-Hays Doctoral Dissertation Research Abroad Fellowship Program**—specifically to support graduate student research abroad with a focus on language and area studies. Grants are awarded to institutions, which in turn provide funding to individual students.³⁸ In addition, under Title VI, the Department of Education administers the **Foreign Language and Area Studies Fellowships Program (FLAS)**,³⁹ which provides grants to institutions to support foreign language study by both undergraduate and graduate students; however, FLAS funding can be used for study in the United States as well as abroad.

Finally in this category, NSF funds graduate students for short-term research training experiences abroad through two institute programs: the **East Asia and Pacific Summer Institutes for U.S. Graduate Students**, and the **Pan-American Advanced Studies Institutes Program**. In addition, **NSF's International Research Experiences for Students program** funds specific faculty-designed projects that include and emphasize a student research experience abroad.⁴⁰

Also of note when it comes to scholarships for outbound students is the **Paul Simon Study Abroad Act**, initially introduced in Congress in 2007, which would provide \$80 million per year for individual scholarships and institutional grants to “significantly enhance the global competitiveness and international knowledge base of the United States by ensuring that more U.S. students have the opportunity to acquire foreign language skills and international knowledge through significantly expanded study abroad.” The bill has been introduced in a number of congressional sessions in the past decade, but ultimately has failed to pass each time.

Financial Aid Policies

Federal financial aid programs administered by the Department of Education **allow students to apply their funding—both grants and loans—for study abroad** (credit mobility). In some cases, U.S. students pursuing a full degree at an institution abroad also qualify for aid—if the receiving institution participates in U.S. federal aid programs. As of April 2015, there were approximately 850 participating general-focus institutions abroad, plus nearly 30 international medical schools. The Department of Education's Federal Student Aid Office maintains a website to walk students through the process of obtaining aid for study abroad.⁴¹

C. BILATERAL OR REGIONAL MOBILITY

In recent years, the White House and State Department have initiated several programs with foreign governments to promote student mobility to and from particular countries and regions. These include:

- Citing the strategic importance of the U.S.-China relationship, in 2009 President Obama announced the **100,000 Strong** initiative, “a national effort designed to increase dramatically the number and diversify the composition of American

³⁸ <http://www2.ed.gov/programs/iegpsddrap/index.html>

³⁹ <http://www2.ed.gov/programs/iegpsflasf/index.html>

⁴⁰ <http://www.nsf.gov/od/iia/ise/index.jsp>

⁴¹ <https://studentaid.ed.gov/prepare-for-college/choosing-schools/types/international#study-abroad>

students studying in China.”⁴² The initiative was originally housed in the State Department, but was subsequently spun off to become an independent foundation.⁴³ The foundation administers student fellowships and provides information about scholarships available from other organizations.

- In 2011 President Obama announced the **100,000 Strong in the Americas** presidential initiative, the stated goal of which is to double student mobility (both inbound and outbound) between the U.S. and the countries of Latin America and the Caribbean by 2020. The initiative was established as a collaboration among the State Department and two international-exchange organizations, NAFSA - Association of International Educators and Partners of the Americas. The program currently administers institutional grants to develop student exchange opportunities.⁴⁴
- In 2013, President Obama and Mexican President Enrique Peña Nieto established the **U.S.–Mexico Bilateral Forum on Higher Education, Innovation and Research (FOBESII)**, which aims to “expand student, scholar, and teacher exchanges, promote language acquisition, increase joint research, promote workforce development and share best practices between the two countries.” In support of Mexico’s Proyecta 100,000, which aims to send 100,000 Mexican students to the United States and to receive 50,000 U.S. students in Mexico by 2018, FOBESII convenes institutional leaders, brings university delegations back and forth between the U.S. and Mexico, offers student scholarships, and promotes institutional partnerships.⁴⁵ In March 2015, the two governments signed an additional memorandum of understanding to create a new U.S.–Mexico Intern Program.⁴⁶
- In collaboration with the French Ministry of Foreign Affairs, in 2014 the State Department announced the **Transatlantic Friendship and Mobility Initiative**, the goal of which is to “double the number of U.S. students going to France and the number of French students coming to the United States by 2025.”⁴⁷ In support of the initiative, the Embassy of France in the United States has funded grants to four U.S. institutions in order to develop exchange programs with French counterparts.⁴⁸

A commonality among these programs is that they **have not been supported by dedicated federal funding** on the U.S. end, instead relying on foreign government funds, public-private partnerships, industry sponsorship, and private donations to fund their activities. The implications of this funding arrangement are discussed in more detail below.

⁴² <http://www.state.gov/100k/>

⁴³ <http://100kstrong.org/>

⁴⁴ <http://www.state.gov/p/wha/rt/100k/index.htm>

⁴⁵ <http://www.state.gov/r/pa/prs/ps/2015/01/235641.htm>

⁴⁶ <http://www.state.gov/r/pa/prs/ps/2015/03/238902.htm>

⁴⁷ <http://www.state.gov/r/pa/prs/ps/2014/05/226057.htm>

⁴⁸ http://www.nafsa.org/Explore_International_Education/For_The_Media/Press_Releases_And_Statements/NAFSA_Announces_Winners_of_French_Initiative_to_Increase_U_S__Study_Abroad_to_France/

TYPE 2. SCHOLAR MOBILITY AND RESEARCH COLLABORATION

In the United States, more federal agencies have a hand in scholar mobility and research collaborations than in any other area related to higher education internationalization. This is due in large part to three inter-related factors: the massive size of the U.S. research enterprise, the increasingly global nature of knowledge creation, and a desire for the United States to be both competitive and cooperative when it comes to cutting-edge research in the global knowledge economy.

In terms of individual fellowships for scholar mobility, exchange programs, and grant support specifically designed for internationally collaborative projects, the State Department, the Department of Education, and the National Science Foundation lead the way. More broadly, however, a host of federal agencies fund university-based research projects that entail international collaboration through their standard grant-making programs. Federal policies that regulate various aspects of research and international trade also come into play in this arena.

Individual Fellowships

As is the case for student mobility programs, the State Department is the most active agency in terms of providing individual support for faculty mobility. A number of programs within the Fulbright suite fund U.S. faculty to go abroad and bring overseas faculty to the U.S. on a visiting basis; some of the latter are targeted at faculty from particular areas of the world. Grants are available for varying lengths of time, and opportunities have been expanded to include more options for shorter stays. Key programs include:

- The **Fulbright U.S. Scholar Program** sends approximately 800 American scholars and professionals per year to approximately 130 countries, where they lecture and/or conduct research in a wide variety of academic and professional fields.⁴⁹
- The **Fulbright Visiting Scholar Program** provides grants to approximately 850 foreign scholars from over 100 countries to conduct postdoctoral research at U.S. institutions for an academic semester or a full academic year.⁵⁰
- The **Fulbright Scholar-in-Residence Program** (S-I-R) supports non-U.S. scholars through semester- and academic-year-long grants for teaching at institutions that “might not have a strong international component.” The description states that “One of the few Fulbright programs that serves institutions (rather than individuals), S-I-R gives preference to Historically Black Colleges and Universities, Hispanic-serving institutions, Tribal Colleges and Universities, community colleges, small, liberal arts institutions, Asian-American and Native American/Pacific Islander-Serving Institutions—AANAPISI, American Indian and Alaskan Native Institutions—AIANIS, and Predominantly Black Institutions—PBIs.”⁵¹
- The **Fulbright Specialist Program** awards grants “to U.S. faculty and professionals ... in select disciplines to engage in short-term collaborative projects at eligible

49 <http://exchanges.state.gov/us/program/fulbright-us-scholar-program>

50 <http://exchanges.state.gov/non-us/program/fulbright-visiting-scholar-program>

51 <http://www.cies.org/program/fulbright-scholar-residence-program>

institutions in over 140 countries worldwide.” Project length is two to six weeks.⁵²

Approximately 400 U.S. participants engage in such projects per year.⁵³

The Department of Education supports scholar mobility through its **Fulbright-Hays Faculty Research Abroad Fellowship Program**, which, like other Department of Education programs, focuses on foreign language and area studies. The program provides grants to institutions to fund faculty to maintain and improve their area studies and language skills by conducting research abroad for periods of three to 12 months.⁵⁴

SHORT-TERM PROFESSIONAL DEVELOPMENT AND EXCHANGE PROGRAMS

In addition to the Department of State and Department of Education programs that are specifically designed for higher education faculty, a host of federal agencies and offices administer smaller-scale, short-term, highly targeted exchange programs designed to bring together experts in specific fields (relevant to the sponsoring agency’s work) to network and share good practices. Typically, these programs are open to government employees and other professionals, as well as, in many cases, higher education faculty.

The Interagency Working Group (IAWG) on U.S. Government-Sponsored International Exchanges and Training compiles an annual report that catalogues and describes each of these programs. In 2012, the most recent year for which information is available, there were 232 such programs administered by 63 federal offices and agencies (Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training 2013).

A representative example is the U.S. Department of Agriculture’s Norman E. Borlaug International Agricultural Science and Technology Fellowship Program, which “promotes food security and economic growth by providing training and collaborative research opportunities to fellows from developing and middle-income countries. Borlaug fellows are generally scientists, researchers or policymakers who are in the early or middle stages of their careers. Each fellow works one-on-one with a mentor at a U.S. university, research center, or government agency, usually for six to 12 weeks.” (U.S. Department of Agriculture 2015)

While these programs are not necessarily directly intended to spur long-term international research collaborations, many rely on U.S. institutions to host participants from abroad and deliver training and other programming. The connections made as a result of these interactions—brief as they may be—may lead to further discussions about joint research, as well as teaching collaborations and other projects down the road.

Project-Based Grants

NSF and the Department of Education each offer programs whose primary purpose is to facilitate research projects that engage teams of faculty in international projects. These include:

- **NSF Partnerships for International Research and Education (PIRE)** “supports high quality projects in which advances in research and education could not occur

52 <http://www.cies.org/program/fulbright-specialist-program>

53 Personal conversation with Amanda Thorstad, program coordinator at the Institute of International Education.

54 <http://www2.ed.gov/programs/iegsfsra/index.html>

without international collaboration.” In 2012 (the last year for which information is available on the website), 12 projects received funding of approximately \$3 million to \$5 million each. All projects involve faculty from multiple U.S. institutions.⁵⁵

- The **Fulbright-Hays Group Projects Abroad** program funds teams of faculty and graduate and undergraduate students to undertake research or study in a foreign country or region. Projects vary in length, and focus on a particular aspect of area studies or curriculum development.⁵⁶

While these targeted programs impact a relatively small number of faculty overall, federal funding for university-based research in the United States is enormous. There are 26 federal agencies that provide grant support for research activities.⁵⁷ While not all federal research dollars go to college and university faculty, a sizeable portion do. In recent years, for example, U.S. higher education institutions have received approximately \$40 billion annually in federal funding for research and development (R&D),⁵⁸ which accounts for around one-third of the total federal R&D budget.⁵⁹

As globalization has taken hold, **federal agencies are increasingly supporting projects related to issues and challenges that are relevant not only in the United States, but globally as well.** Faculty proposals for research projects that address a cross-border focus may necessitate mobility on their part and/or collaboration with colleagues in other countries, which is funded as part of the overall project grant.

NSF'S FUNDING FOR INTERNATIONAL PROJECTS

While the PIRE program specifically targets international research collaborations, the majority of NSF support for international activities is awarded through “standard” grant competitions administered by the agency’s discipline-based divisions. Each division develops its own guidelines, requirements, and review criteria for its competitions; most now incorporate language into their solicitations that encourages international work and provides guidance for applicants interested in incorporating global perspectives and collaboration into their projects.

According to Lara A. Campbell, a program director in NSF’s Office of International Science and Engineering, the key criterion for all divisions at the proposal review phase is the “quality of the science” that the selection committee anticipates will result from a project. This means that internationally focused projects involving top researchers and experts abroad—particularly when those colleagues provide access to first-rate expertise, facilities, or equipment—are likely to be especially competitive.

Although there are variations between programs, most divisions across NSF are increasingly global. Agency-wide, there are also co-funding mechanisms and partnerships with international funding agencies in place to facilitate support for foreign collaborators who are part of proposals submitted by U.S. researchers.

55 http://www.nsf.gov/funding/pgm_summ.jsp?pims_id=505038

56 <http://www2.ed.gov/programs/iegpsgpa/index.html>

57 <http://www.grants.gov/web/grants/applicants/applicant-resources/agencies-providing-grants.html>

58 Data from NSF’s Higher Education Research and Development Survey, <http://nsf.gov/statistics/srvyherd/#tabs-1>.

59 <http://fas.org/sgp/crs/misc/R43580.pdf>

Regulation

A number of federal regulatory policies are relevant when it comes to international research collaborations. These include **intellectual property laws**, as well as **deemed export laws**—the purview of the Department of Commerce—which regulate the release of “controlled technology to foreign persons.”⁶⁰ Because the scope of such regulations is much broader than higher education internationalization, they are beyond the focus of this report. They can, however, have a considerable impact on collaborative research activity, and therefore bear mention as an important part of the policy equation in this category.

⁶⁰ <http://www.bis.doc.gov/index.php/policy-guidance/deemed-exports>

TYPE 3. CROSS-BORDER EDUCATION

According to the definition cited in *Internationalizing Higher Education Worldwide*, cross-border education “refers to the movement of people, programmes, providers, curricula, projects, research and services across national or regional jurisdictional borders.” (Vincent-Lancrin 2007, 24)

Cross-border education typically entails partnerships between institutions (or among consortia of institutions), or an institution in one country establishing a presence (e.g., a branch campus or other outpost) in another country. Various governments have addressed cross-border education through policies and programs that facilitate institutional partnerships and/or incentivize foreign institutions to “set up shop” in their respective countries—or, conversely, encourage domestic institutions to establish a physical presence abroad. Some countries have also introduced policies to regulate various cross-border activities.

In general, cross-border education has not been a strong focus for U.S. federal government policies and programs—either in terms of support or regulation. Though small in number compared to the many programs to facilitate individual student and scholar mobility, a handful of programs have, however, targeted the development of **institutional partnerships**. These include:

- USAID’s **Higher Education for Development (HED)** program⁶¹ joins U.S. colleges and universities with higher education institutions in developing nations to pursue development-focused activities. Partnerships focus on a range of international development goals—strengthening human and institutional capacity, supporting agricultural production, improving public health, and developing sustainable natural resource management practices, among others. HED operated for two decades, but its funding expired at the end of the 2015 fiscal year.
- The **Indo-U.S. 21st Century Knowledge Initiative** awards, formerly known as the Obama-Singh 21st Century Knowledge Initiative, which is supported by the State Department but administered by the United States-India Educational Foundation, provides institution-level grants to U.S. colleges and universities for the purpose of developing partnerships with Indian counterparts. In operation since 2011, awards support specific joint projects with approximately \$250,000 over the course of a three-year grant period. According to the program website, “Exchange activities may include but are not limited to curriculum design, research collaboration, team teaching, focused series of exchanges, seminars, among other activities. Activities should be designed to develop expertise, advance scholarship and teaching, and promote long-term ties between partner institutions.”⁶²
- Since 2010, the Department of State’s Bureau of South and Central Asian Affairs has enabled the Public Affairs Sections at the U.S. embassies in Kabul and Islamabad to award grants to U.S. institutions to establish **multi-faceted partnerships with universities in Afghanistan and Pakistan**. Partner institutions are identified by the

⁶¹ <http://www.acenet.edu/higher-education/topics/Pages/higher-education-development.aspx>

⁶² <http://www.usief.org.in/Institutional-Collaboration/Obama-Singh-21st-Century-Knowledge-Initiative-Awards.aspx>

State Department post in each country, with an eye toward capacity building in particular geographic regions or academic fields. U.S. institutions submit project proposals through an open grant competition; awards of approximately \$1 million are made to cover each three-year project, funded through a special appropriation in the Bureau of South and Central Asian Affairs' annual budget.

Grant activities typically include faculty professional development and exchanges, curriculum reform initiatives, the co-development of teaching materials, and joint research. Thus far, 19 grants have been awarded for Pakistan collaborations; fields of study have included business administration, psychology, linguistics, and gender studies, among others. In Afghanistan, nine projects have been funded, focusing on journalism, engineering, and agriculture, entrepreneurship, and geographic information systems. Upon completion of the initial three-year project, partner institutions have the opportunity to apply for an add-on grant to pursue additional joint activities and enhance the sustainability of the partnership going forward.⁶³

In addition to partnership-focused programs, one additional program bears mention in the cross-border education category in that it creates "**outposts**" (Kinser and Lane 2012) of American higher education activity abroad:

- As part of its Title VI suite of programs, the Department of Education funds the **American Overseas Research Centers Program**, which provides grants to consortia of U.S. institutions "to establish or operate overseas research centers that promote postgraduate research, exchanges, and area studies."⁶⁴ According to the brochure available on the program website, "The overseas centers must be permanent facilities in the host countries or regions, established to provide logistical and scholarly assistance to American postgraduate researchers and faculty. Typically, the area studies or international studies research focuses on the humanities or social sciences." Since the program's inception in 1994, 16 research centers have been funded."⁶⁵

In terms of initiatives to encourage and facilitate partnerships, a number of previously existing Department of Education programs are also noteworthy. In fiscal 2007 through fiscal 2010, the Department administered four programs to fund **institutional partnerships and consortia arrangements** between U.S. institutions and counterparts in other countries: the U.S.–Brazil Higher Education Consortia Program, the European Union–United States Atlantis Program, the Program for North American Mobility in Higher Education, and the United States–Russia Program: Improving Research and Educational Activities in Higher Education. Funding was authorized by Title VII of the Higher Education Act, and in each case, the program was jointly administered by the Department of Education and a corresponding government body in the collaborating country or

⁶³ Information provided by Richard A. Boyum, university partnership coordinator for Afghanistan and Pakistan at the Bureau of South and Central Asian Affairs, U.S. Department of State.

⁶⁴ <http://www2.ed.gov/programs/iegsaorc/index.html>

⁶⁵ <http://www2.ed.gov/programs/iegsaorc/brochure-aorc.pdf>

region. The department's website⁶⁶ still lists these programs, but funding was eliminated and the programs are no longer active.

When it comes to the **regulation** of cross-border activity, there have been virtually no policies or programs at the federal level. In response to concerns about academic freedom, in late 2014 one congressman called for the Government Accountability Office to "examine agreements American colleges and universities have signed with the Chinese government [to determine] if the institutions had made 'quiet compromises' on academic freedom in the process" (Wilhelm 2014). A hearing was held in June 2015 at which representatives from U.S. institutions with a presence in China discussed the issue, but no additional action has been taken. (Thomsen 2015)

It is important to note that **international trade agreements** may come into play when it comes to college and universities' cross-border activities and initiatives. Recent examples include the Transatlantic Trade and Investment Partnership and the Trade in Services Agreement, both currently under negotiation, which critics assert may lead to an increasing and problematic "marketization" of higher education activities (Redden 2015); similar questions have also been raised about the impact of the Trans-Pacific Partnership.⁶⁷ Because they are not specific to higher education internationalization, however, the details of such policies are beyond the scope of this report.

⁶⁶ <http://www2.ed.gov/about/offices/list/ope/iegps/index.html>

⁶⁷ <http://academeblog.org/2015/05/25/the-impact-of-the-trans-pacific-partnership-on-higher-education/>

TYPE 4. INTERNATIONALIZATION AT HOME

Although the term internationalization at home has typically been used in the European context, the concept is equally applicable in the United States and elsewhere. Understandings vary as to what specific activities are entailed, but center around on-campus student learning for non-mobile students. One of the more recent definitions, for example, characterizes internationalization at home as “**the purposeful integration of international and intercultural dimensions into the formal and informal curriculum for all students within domestic learning environments.**” (Beelen and Jones 2014).

As noted in *Internationalizing Higher Education Worldwide*, internationalization at home is an emerging, but still relatively new, focus area for national policies. In the United States, a few programs encourage internationalization at home vis-à-vis funding for one segment of the curriculum: **development of foreign language and area studies programs.**

On the Department of Education side, Title VI authorizes a number of such programs, with varying focus and scope. In all cases, grants are awarded at the institutional level. Key examples include:⁶⁸

- The **Language Resource Centers Program** provides grants to higher education institutions or consortia of institutions for the purpose of establishing, strengthening, and operating a small number of national language resource and training centers to improve the effectiveness of teaching and learning foreign languages.
- The **National Resource Centers Program** provides grants to higher education institutions or consortia of institutions to establish, strengthen, and operate comprehensive and undergraduate language and area/international study centers to serve as national resources.
- The **Centers for International Business Education Program** “provides funding to schools of business for curriculum development, research, and training on issues of importance to U.S. trade and competitiveness.” Grant recipients are charged to “be national resources for the teaching of international business; to provide instruction in foreign languages and international fields; to provide research and training in the international aspects of trade and commerce,” and are expected to engage in outreach to the business community.
- The **Undergraduate International Studies and Foreign Language Program** provides grants to institutions, consortia of institutions, or partnerships between nonprofit educational organizations and institutions of higher education. The grants may be used to plan, develop, and carry out programs to strengthen and improve undergraduate instruction in international studies and foreign languages.

⁶⁸ <http://www2.ed.gov/about/offices/list/ope/iegps/index.html>

As noted previously, not all Title VI programs are funded every year. And, as discussed in more detail below, funding for Title VI programs has decreased substantially in recent years, which has meant significant programmatic cuts and a curtailing of activity.

In the Department of Defense, NSEP includes two grant programs that fund institutional foreign language initiatives:

- The **Language Flagship Program** provides institutional grants to develop instructional programs in “critical languages” that will allow students to attain professional-level competency. Currently, the program sponsors 27 programs at 22 universities in the following languages: Arabic, Chinese, Hindi, Urdu, Korean, Persian, Portuguese, Russian, Swahili, and Turkish.⁶⁹
- **Project GO** funds institutional initiatives to build competence in critical languages among Reserve Officer Training Corps (ROTC) students (i.e., future U.S. military leaders). The program currently funds programs at 18 U.S. higher education institutions, including five of the six senior military colleges.⁷⁰

DoD also funds higher education institutions through its Language Training Centers program, however the programs established through this program are specifically to train DoD personnel, and are not about internationalizing the curriculum for college and university students.

⁶⁹ <http://thelanguageflagship.org/content/domestic-program-1>

⁷⁰ <http://www.nsep.gov/content/project-go>

International Comparisons

The U.S. policies and programs outlined in Table 1 generally mirror the types of initiatives currently underway in other parts of the world; most of the categories that make up the worldwide policy typology are reflected, at least to some extent, in the U.S. landscape. In terms of policy rationales and goals, as noted previously, in the U.S. they are closely linked to the overall purposes of the individual sponsoring agencies; in general, public diplomacy, national security, and economic rationales stand out more than some of the academic and capacity-building rationales seen in other parts of the world.

U.S. FEDERAL GOVERNMENT POLICIES AND PROGRAMS FOR HIGHER EDUCATION INTERNATIONALIZATION

Type		Policy/Program	Agencies
1 Student Mobility	<i>Inbound mobility</i>	Scholarships	State
		Visa policies	State, Homeland Security
		"Study in" initiatives	State, Commerce
	<i>Outbound mobility</i>	Scholarships	State, Education, Defense, NSF
		Financial aid policies	Education
	<i>Bilateral or regional mobility</i>	Bilateral cooperation agreements	White House, State
2 Scholar Mobility & Research Collaboration		Individual fellowships	State, Education
		Project-based grants	NSF, Education, other grant-making agencies
		Regulation	Commerce, among others
3 Cross-Border Education		Grants to institutions	State, Education, USAID
4 Internationalization at Home		Grants to institutions to develop language and area studies	Defense, Education

As in the rest of the world, there is a heavy emphasis on student mobility; the U.S.-specific issues surrounding this emphasis are discussed in more detail below. There is little focus among U.S. policies and programs on curriculum development, which is consistent with global trends generally. Whereas other areas—Europe in particular—are seeing more policies and programs that provide institution-level grants, in the United States, internationalization-related support is still very much centered on individual opportunities and activities.

In line with its focus on individual support, while various other countries are implementing policies that encourage and/or restrict institutional cross-border higher education arrangements such as partnerships and branch campuses—and may be wrestling with the balance between encouraging and restricting such activities—the U.S. federal government has been largely hands-off in this area. As in other countries and regions with a large research enterprise, internationalization of research is becoming an increasing policy and programmatic focus for the U.S. agencies that oversee and fund this type of work.

Looking at **effectiveness**, although there is a robust monitoring and evaluation function in many federal agencies to collect and analyze data on outputs, outcomes, and longer-term impacts,⁷¹ these assessments are typically done at the program level, and are tied to agency-specific goals. While some larger-scale, cross-program evaluations have been undertaken,⁷² more data is needed on the effectiveness and impact of internationalization-related policies and programs vis-à-vis higher education in particular—i.e., how and to what extent such policies contribute to internationalization efforts at the college and university level, and advance internationalization throughout the U.S. higher education system as a whole.

⁷¹ For example, the Bureau of Educational and Cultural Affairs' Evaluation Division: <http://eca.state.gov/impact/evaluation-eca>.

⁷² For example, the report of a Department of Education-funded evaluation of the Title VI and Fulbright-Hays programs, conducted by the National Academy of Sciences, was released in 2007 and is available here: <http://www8.nationalacademies.org/cp/projectview.aspx?key=CFEX-Q-05-08-A>.

Toward a National Policy?

In terms of global comparisons, what is noticeably absent from the catalogue of U.S. policies and programs is the final category in the typology presented in *Internationalizing Higher Education Worldwide*: a **comprehensive national policy** that draws together multiple initiatives across categories with a specific goal of furthering higher education internationalization. There have been periodic calls for such a policy, including from various associations, as well as some efforts toward actual implementation.

For example, in 2002, spurred by the tragic events of the previous year, ACE issued an “international policy paper” titled ***Beyond September 11: A Comprehensive National Policy on International Education***, which was endorsed by 34 other higher education, scholarly, and exchange associations and organizations. The report calls for a higher education internationalization policy with three objectives: produce international experts and knowledge to address national strategic needs; strengthen the United States’ ability to solve global problems; and develop a globally competent citizenry and workforce. **The federal government, it asserts, should partner with (and provide funding to) the higher education community to:**

- Enhance foreign language, area and international studies, and business education
- Internationalize teaching and learning
- Promote international research
- Enhance institutional linkages abroad
- Increase study and internships abroad
- Increase the number of international students
- Increase scholarly and citizen exchanges
- Make greater use of technology for learning and information access

Within each of these categories, the authors outline target areas and broad goals; they do not propose specific programs or specify funding amounts, however they acknowledge that “several federal programs exist to address these strategies, but they must be strengthened and expanded, and new initiatives must be considered” (American Council on Education 2002, 15).

In 2007, as a follow-up to an initial call set forth by their organizations in 1999, NAFSA and the Alliance for International Educational and Cultural Exchange (the Alliance) released a statement titled ***An International Education Policy for U.S. Leadership, Competitiveness, and Security***.⁷³ The introduction states:

It is time for the federal government to provide the leadership that the public demands by articulating a comprehensive international education policy that will set a strong direction for the nation, one that will guide government officials, the higher education and K-12 communities, the states, and the private sector in harnessing international education to serve vital national needs in a global age. (2)

⁷³ http://www.nafsa.org/Explore_International_Education/Advocacy_And_Public_Policy/United_States_International_Education_Policy/An_International_Education_Policy_For_U_S__Leadership,_Competitiveness,_and_Security/

Such a policy, the report suggests, should focus on **four primary goals**:

- Promote international, foreign language, and area studies
- Create a comprehensive strategy to restore America's status as a magnet for international students and scholars
- Create a comprehensive strategy to establish study abroad as an integral component of undergraduate education
- Strengthen citizen- and community-based exchange programs

Like the 2002 ACE report *Beyond September 11*, the NAFSA/Alliance statement calls for collaboration with a number of stakeholders, including institutions and state/local governments. However the primary responsibility, it asserts, is at the federal level; the report notes, "All must do their part. But the **leadership of the federal government is crucial**" (Alliance for International Educational and Cultural Exchange and NAFSA 2007, 2). Both reports focus on higher education, but acknowledge the need for action at the secondary level as well. While both cite the need for student mobility, they also highlight curriculum development and faculty engagement in internationalization as key areas that require attention.

POLICY ARTICULATIONS

While no comprehensive national policy has emerged that mirrors those in other countries or fully carries out the recommendations in the ACE and NAFSA/Alliance reports, over the past 15 years there have been some efforts in this direction. In 2000, U.S. President Clinton issued a two-page "**Memorandum on International Education Policy**,"⁷⁴ which reflects to a great extent the priority areas outlined by both the ACE and NAFSA/Alliance reports. The memo states, "It is the policy of the Federal Government to support international education." This commitment, according to the memo, is to be manifested by:

- Encouraging students from other countries to study in the United States
- Promoting study abroad by U.S. students
- Supporting the exchange of teachers, scholars, and citizens at all levels of society
- Enhancing programs at U.S. institutions that build international partnerships and expertise
- Expanding high-quality foreign language learning and in-depth knowledge of other cultures by Americans
- Preparing and supporting teachers in their efforts to interpret other countries and cultures for their students
- Advancing new technologies that aid the spread of knowledge throughout the world

While the memo calls for the engagement of specific agencies—the Department of State and the Department of Education, in particular—it **does not outline steps or programs to accomplish these broad goals**. It also notes that actions called for by the memo "shall be conducted subject to the availability of appropriations, consistent with the agencies' priorities and my budget," and that the

⁷⁴ President William J. Clinton to the Heads of Executive Departments and Agencies, April 19, 2000, "Memorandum on International Education Policy." Online by Gerhard Peters and John T. Woolley, *The American Presidency Project*. <http://www.presidency.ucsb.edu/ws/?pid=58389>.

memorandum itself is “a statement of general policy and does not confer a right of action on any individual or group.”

More recently, the Department of Education issued a report in 2012 called *Succeeding Globally Through International Education and Engagement: U.S. Department of Education International Strategy 2012-2016*. The report highlights two “strategic goals”: “strengthening U.S. education” and “advancing our nation’s international priorities.” Specifically, the report notes, the strategy “reflects the value and necessity of”:

- A world-class education for all students
- Global competencies for all students
- International benchmarking and applying lessons learned from other countries
- Education diplomacy and engagement with other countries

The goals set forth in the report—particularly those related to global competencies and education diplomacy—are in line with those suggested by ACE and NAFSA/the Alliance. However, as the title suggests, the report is more about a strategy for the internationalization of the Department of Education itself and for its engagement with counterpart agencies around the world, rather than a policy or programs for the internationalization of the U.S. education system.

Though programs such as those funded under Title VI and other existing initiatives are mentioned as part of the strategy, **funding levels are not addressed and specific new initiatives are not described in detail**. Of Title VI programs, for example, the report states, “the Department is exploring how to leverage these programs to achieve broad global competence for more students and teachers.” And while the report notes that the Department of Education “will continue to work with other U.S. government agencies such as the Departments of State, Commerce, and Labor, and USAID,” it does not outline the nature of such collaboration, or suggest greater interagency coordination to advance internationalization goals more broadly.

CONSTRAINTS AND CONSIDERATIONS

Despite the case made by organizations such as ACE, NAFSA, and the Alliance, as well as supporting data and arguments advanced by organizations in other countries (such as the European University Association, as cited in *Internationalizing Higher Education Worldwide*), it is **not surprising that a comprehensive national policy for the internationalization of U.S. higher education has not taken root**.

First, **decentralization and autonomy**—at both the government and institutional levels—are a major factor. With no centralized ministry of education that controls higher education policy and programs, it is not clear from where such a policy would originate. As discussed above, existing policies and programs are dispersed across agencies; none of these exerts any significant influence over higher education institutions, which are governed to some extent by state governments, but are largely autonomous.

As discussed in *Internationalizing Higher Education Worldwide*, regardless of the national context, institutional buy-in is needed for government policies and programs to be effective. However, in countries where academic and operational decisions are made centrally, a national international-

ization policy that is implemented in a top-down fashion may be more feasible than in the United States, where the autonomy of institutions is such an integral principle of the higher education system and efforts by the government to dictate institutional operations and priorities are often highly controversial.

Second, the **diversity and size of the U.S. higher education system**—certainly strengths of the system overall—also work against the implementation of a broad national policy. As noted, the Clinton memo and Department of Education strategy, as well as the ACE and NAFSA/Alliance reports, outline broad goals but stop short of proposing specific programs to achieve them. Most likely, this is by design, or at least by necessity; the diversity of institutional types, missions, student populations, and an array of other variables among U.S. institutions mean that the internationalization process needs to play out very differently on different campuses. However, this makes it a formidable challenge to create a national policy that has enough specificity to be meaningful and go beyond generalities, but is still broad enough to be applicable across all institutions.

Certainly a mitigating factor for the challenges posed by decentralization, institutional diversity, and other factors would be financial support. A national policy scaffolded by programs backed by substantial funding for institutions would attract their attention and generate buy-in and support. As outlined in *Internationalizing Higher Education Worldwide*, the comprehensive national policies implemented in other countries typically carry funding; in order for such a policy to take hold in the U.S., a major commitment of federal funds would likely be needed—again, however, with no one agency clearly responsible for higher education internationalization, it is **unclear where such funding would come from**. And given the tight budgetary environment of the current era, the ability to marshal funding on the scale needed is questionable.

The attempts at and discussion around the possibility of a national internationalization policy arguably have had value in and of themselves; all four documents reviewed in this section, for example, concisely and convincingly articulate the importance of internationalization and the need for efforts at the federal and institutional levels. Overall, they bring attention to the issue and keep it on the collective “radar screens” of government agencies, Congress, institutions, and the public. All told, however, the characteristics of the U.S. government and the higher education system **make it unlikely that a single, overarching national policy would be truly effective in advancing higher education internationalization nationwide**.

Instead, going forward, the U.S. needs a **broad, well-coordinated set of well-funded initiatives that support comprehensive internationalization of U.S. higher education**. These activities should be informed by the experiences of the other countries that are currently implementing internationalization policies, and the issues of effectiveness identified in the *Internationalizing Higher Education Worldwide* report.

A Focused Effort

Toward this end, a focused effort is needed to better leverage existing U.S. federal government policies and programs in advancing higher education internationalization, address aspects of internationalization that are not currently well-supported, and ensure that all internationalization-related policies and programs—existing and new—are adequately funded. The following measures would be a useful starting point for such efforts.

INTER-AGENCY COORDINATION

In 1997, an **Interagency Working Group (IAWG) on U.S. Government-Sponsored International Exchanges and Training** was created to “make recommendations to the President for improving the coordination, efficiency, and effectiveness of U.S.-government sponsored international exchanges and training.”⁷⁵ Still in operation today, the IAWG is composed of senior-level officials from the Departments of Defense, Education, Justice, and State, USAID, and 26 other agencies, including NASA, the Office of Management and Budget, and the Federal Trade Commission; 17 other federal agencies and organizations are involved as “non-member” contributors. Chaired by an official of the State Department’s Bureau of Educational and Cultural Affairs, the IAWG is tasked to:

- Establish a clearinghouse to improve data collection and analysis
- Promote greater understanding of and cooperation on common issues and challenges
- Identify administrative and programmatic duplication and overlap of activities
- Develop a coordinated strategy
- Develop recommendations on performance measures
- Develop strategies for expanding public and private partnerships, and leveraging private sector support

The IAWG is a good concept; its annual reports (noted previously), for example, provide a comprehensive overview of the landscape of government mobility programs. However, policies and programs that deal with other aspects of higher education internationalization—including some of the Title VI and NSEP programs—are outside the realm of IAWG’s work.

A **dedicated coordinating body** is needed to bring together officials and staff from the key agencies whose programs most directly relate and contribute to higher education internationalization. This would allow for a **holistic analysis and evaluation of relevant policies and programs**—informed by data on outputs, outcomes, and impact already collected by individual agencies as well as targeted studies as needed—and an assessment of what additional initiatives and activities would be beneficial from the specific standpoint of higher education internationalization.

Such a group would also be well-positioned to consider how the federal government and institutions could tap into and benefit from the national and regional policies and initiatives outlined in *Internationalizing Higher Education Worldwide* in order to further advance internationalization efforts in

⁷⁵ This information was obtained from the currently defunct website for the Interagency Working Group (IAWG) on U.S. Government-Sponsored International Exchanges and Training, <http://www.iawg.gov/>. At the time of this publication, there was no date available for the site to be reactivated.

the United States. Given the Department of Education's interface with U.S. colleges and universities, the task of convening key agencies to focus on higher education internationalization would be a natural outgrowth of its existing role.

Interagency collaboration and coordination at the **operational level** are also needed. On an ad-hoc basis EducationUSA (DoS) and the Department of Commerce have made strides in this direction when it comes to efforts to attract international students to the United States; for example, the members of Commerce Department delegations traveling abroad engage with local EducationUSA advisors, who provide information on the country's higher education system and students. Staff of the two organizations deliver joint presentations to U.S. and international audiences to explain their respective roles and promote their services.

Creating more such opportunities for **cross-promotion of programs** would likely boost overall interest and participation rates, and provide institutions, students, and other potential participants with the full array of options and opportunities available so they can target those that best fit their own needs, interests, and goals. A single website—perhaps based on the categorization framework used in this report—that compiles information about internationalization-related federal programs and opportunities would be a helpful first step.

ENGAGEMENT WITH THE HIGHER EDUCATION COMMUNITY

While a comprehensive federal-level policy for higher education internationalization has not taken hold, **formalized strategies, policies, and programs at the institution level are gaining considerable steam**. Data from the 2011 iteration of ACE's *Mapping Internationalization on U.S. Campuses* survey, for example, indicate that an increasing percentage of colleges and universities are incorporating internationalization into their institutional mission statements and strategic plans; more are also creating specific internationalization plans and designating task forces to implement them. And as noted in a 2013 ACE report, *Challenges and Opportunities for the Global Engagement of Higher Education*, institutions are developing internally focused internationalization policies and pursuing partnerships and activity abroad. Additionally, more institutions are developing their own “**foreign relations**” policies that entail “direct relationships and negotiations not only with foreign institutions, but also with government representatives” (Peterson and Helms 2013a).

In the absence of a broad federal policy, institutional internationalization and “foreign relations” policies—and the resulting programs and initiatives—**collectively constitute a substantial part of the United States’ de facto higher education internationalization policy landscape**. While this makes sense given the diversity, autonomy, and decentralization of the U.S. higher education system, some level of synchronicity between institutional policies and the internationalization-related federal policies and programs described above is desirable in order to advance internationalization on a national scale. Yet data suggest the extent to which U.S. institutional-level policies are informed by or take into account national level policies and priorities is limited.

For example, as noted previously, the primary *raison d'être* for State Department policies and programs is public diplomacy. However ACE's 2011 Mapping survey found that **just one percent of respondents reported that “participating in U.S. diplomacy efforts” was among the top three most compelling reasons for their institutions to focus on internationalization**—giving it a rank of eight

out of eight possible reasons. In comparative terms, the International Association of Universities' fourth global survey, *Internationalization of Higher Education: Growing Expectations, Fundamental Values*, found that in all regions of the world except North America, government policy was the most significant or second most significant external driver of institutional internationalization. For North America, government policy was not among the top three drivers, and its rank was not reported.

Even if internationalization of higher education is not the primary—or even an explicitly stated—goal of the government policies and programs described above, all of these initiatives are **substantially dependent upon the support and participation of U.S. colleges and universities** and their constituents. As more institutions formalize their commitment to internationalization, federal agencies need to understand and articulate how their policies and programs fit into and reinforce institutional internationalization initiatives, and how the government and institutions can work together to advance their respective and collective goals.

Currently, interaction between government agencies and the higher education community occurs mainly at the program level. EducationUSA and other individual offices, for example, conduct outreach on U.S. campuses to promote their programs and services. However, the IAWG does not include any institutional representatives, and while the 12-member presidentially appointed J. William Fulbright Foreign Scholarship Board currently includes two institution presidents, its scope is limited to the programs authorized by the Fulbright-Hays Act.⁷⁶ Wider communication channels, ongoing dialogue about higher education internationalization, and **focused discussion around policy issues and intersections** are needed.

GLOBAL COMPETENCE FOR ALL

While the overarching goals of federal internationalization-related policies and programs and those at the institutional level vary, they converge in one key area: **developing student global competence**. Public diplomacy, workforce development, national security, scientific competitiveness, and other government policy motivations hinge on participants developing the skills, knowledge, and attitudes needed to communicate, collaborate, and establish relationships across borders and cultures. At the institutional level, “**improving student preparedness for a global era**” was cited, by a significant margin, as the most compelling reason for campus internationalization by respondents to the 2011 Mapping survey.

Mirroring the worldwide landscape of national policies presented in *Internationalizing Higher Education Worldwide*, **current federal policies and programs are strikingly focused on mobility** as the means by which to build student global competence. As noted previously, programs to attract international students and to incentivize study abroad by U.S. students dominate the landscape; while Fulbright and other initiatives also engage faculty, the main goal is still movement across borders.

Data indicate that the focus on mobility at the federal level is **also prevalent across institutional policies and programs**. ACE’s 2011 Mapping survey, for example, found that compared to 2006 (the previous iteration of the survey), a larger percentage of institutions offered scholarships and other financial aid to support study abroad by U.S. students, and to attract incoming international students. More institutions are also funding staff travel abroad for recruiting purposes, and in spite

⁷⁶ <http://eca.state.gov/fulbright/about-fulbright/j-william-fulbright-foreign-scholarship-board-ffsb>

of ethical debates, it is clear that a sizeable number of colleges and universities are complementing staff efforts with the use of paid agents.

Unquestionably, mobility is an important part of internationalization. Although as noted in the *Internationalizing Higher Education Worldwide*, the long-term, national-level benefits of funding student mobility are not well-documented globally, certainly spending time abroad can be instrumental in students' developing cross-cultural competence and related knowledge and skills. However, **the enduring reality is that few U.S. students study abroad**; the most recent *Open Doors* report indicates that "under 10 percent of all U.S. college students study abroad at some point during their undergraduate years."⁷⁷

Efforts to increase this percentage, such as the Institute of International Education's Generation Study Abroad campaign,⁷⁸ bring attention to the benefits of student mobility, and can help catalyze institutional action. Even if Generation Study Abroad achieves its goal of doubling study abroad participation by 2020, though, 80 percent of U.S. students still will not engage in study abroad experience as part of their higher education programs. And as the U.S. student population becomes increasingly composed of "nontraditional" students who are potentially less able to spend time out of the country due to work and family commitments, the reliance upon study abroad to deliver global competence is likely to become even less feasible.

Recruiting international students is sometimes seen as a means to counteract low study abroad rates among domestic students. International students can infuse classroom discussions and co-curricular programming with an international perspective, it is argued, and help U.S. students gain intercultural knowledge and skills through their interactions together. In order for international students to make meaningful contributions in this way, however, they **need to be well supported, including by globally competent faculty** who know how to tap non-local perspectives to bring a global dimension to the classroom. Such support is also important from the perspective of public diplomacy; in order for international students to develop positive feelings about the United States, they need to have a positive campus experience.

Both the persistent lack of outbound student mobility and the challenge of ensuring appropriate international student support and integration point to the need for **internationalization at home**. The corresponding section of the typology above, however, contains few policy and program examples. At the federal level, while the Department of Education's Title VI programs and those under the Department of Defense's NSEP umbrella support foreign language education (described above), in doing so, they address only a small piece of the curriculum and provide funding to only a select set of institutions that constitute a small percentage of the U.S. higher education system.

As discussed in *Internationalizing Higher Education Worldwide*, the U.S. is not alone in its lack of focus on internationalization at home. However, in order to achieve **global competence for all students**—not just those who are internationally mobile—greater policy and programmatic attention is needed in this area. A useful starting point would be initiatives that provide funding to institutions for curriculum internationalization projects and on-campus faculty professional development, which can have a "multiplier effect" in terms of their reach and impact.

⁷⁷ <http://www.iie.org/en/Who-We-Are/News-and-Events/Press-Center/Press-Releases/2014/2014-11-17-Open-Doors-Data>

⁷⁸ <http://www.iie.org/Programs/Generation-Study-Abroad>

FUNDING

While governments around the world are committing substantial new resources to policies and programs that advance higher education internationalization, this is not the case in the United States. For example, from fiscal 2010 to fiscal 2012, the Department of Education's budget for international education and foreign-language programs decreased by approximately 41 percent, which, as noted previously, resulted in deep cuts to Title VI and Fulbright-Hays programs. In spite of the Department of Education's 2012–16 Strategic Internationalization Plan, funding to these programs has not been restored; total funding accounts for only 0.1 percent of the Department's overall discretionary budget.⁷⁹

Changes in State Department funding have been less dramatic; its mobility programs saw an almost flat budget between fiscal 2011 and fiscal 2013, a decline in fiscal 2014, and then an uptick in fiscal 2015.⁸⁰ Still, however, for fiscal 2015, the State Department's funding for the educational and cultural exchange programs accounted for a very small proportion of the Department's overall budget—just under 4.5 percent.⁸¹

Looking at the snapshot of fiscal 2015 funding across the key-player departments presented in Table 1 also provides an **important reality check on the overall federal commitment** to higher education internationalization-related activities in the context of a total annual government spending of over a trillion dollars.

TABLE 1. Fiscal 2015 Spending on Internationalization-Related Programs

Department	Amount Spent
State Department	\$589.9 million ¹
Department of Education	\$72.2 million ²
Defense Department (Language training only)	\$48.5 million ³
Total	\$710.6 million

1 <http://www.state.gov/documents/organization/236395.pdf>

2 <http://www.state.gov/documents/organization/236395.pdf>

3 <http://www2.ed.gov/about/overview/budget/budget15/15action.pdf>

Direct international comparisons of spending on internationalization are difficult given the varying size and scope of higher education systems and national budgets. As a rough cut, however, a look at the budgets for some of the key government initiatives cited in *Internationalizing Higher Education Worldwide* is illuminating. Table 2 illustrates approximately annual funding (converted to U.S. dollars) for four of these programs.

79 Data obtained from Miriam A. Kazanjian, consultant of international education and government relations at the Coalition for International Education.

80 Data obtained from Mark Overmann, deputy director at the Alliance for International Educational and Cultural Exchange.

81 <http://www.state.gov/documents/organization/236395.pdf>

TABLE 2. Annual Funding for Government Programs and Initiatives

Government Programs and Initiatives	Annual Funding (in U.S. Dollars)
King Abdullah Foreign Scholarship Program (Saudi Arabia)	\$6 billion ¹
Erasmus+ (European Union)	\$2.4 billion ²
Brazil Scientific Mobility Program	\$425 million ³
Becas Chile	\$100 million ⁴

1 http://www.saudiembassy.net/latest_news/news12251403.aspx

2 http://ec.europa.eu/programmes/erasmus-plus/discover/index_en.htm

3 <http://www.cienciasemfronteiras.gov.br/web/csf/metas>

4 <http://www.acenet.edu/news-room/Documents/International-Briefs-2014-April-SouthernCone.pdf>

In terms of **impact and reach of federal funding**, a northward comparison is illustrative. In a recent survey of Canadian institutions by Universities Canada (formerly the Association of Universities and Colleges of Canada), 56 percent of responding institutions reported receiving funding from the Canadian federal government for their internationalization efforts in the past three years; among respondents to ACE's 2011 Mapping survey, only 18 percent had received such funding from the U.S. federal government.

As ACE's 2002 report *Beyond September 11* asserted—and as a number of European studies cited in *Internationalizing Higher Education Worldwide* attest—the importance of federal support should not be underestimated:

Universities alone cannot cover the full cost of addressing international education priorities. Federal funding is an essential catalyst for developing, maintaining, and providing access to interdisciplinary academic and exchange programs—many of which would not exist without federal assistance. (American Council on Education 2002)

Currently, however, the large majority of U.S. institutions do not benefit from any such assistance. While some colleges and universities receive state government funding for internationalization initiatives, this was the case for only four percent of the institutions that responded to ACE's 2011 Mapping survey. All told, U.S. colleges and universities are left largely to their own devices to secure funds for internationalization.

Inadequate funding for internationalization-related activities is problematic not only at home, but also in terms of U.S. engagement with governments abroad. As noted previously, the White House and State Department's 100,000 Strong initiatives rely on various non-federal sources of funding, including public-private partnerships, corporate sponsorship, and donations. Importantly, they also enlist financial support from foreign governments. When such bilateral agreements are inked, but only one government commits financial resources, **an unbalanced relationship** is created and the potential for success of collaborative initiatives is limited. In the long run, this is likely to lead to **disappointment on the part of partnering governments** that spend money—sometimes substantial

amounts—on such policies and programs, which in turn may ultimately damage U.S. relations with key countries and hinder future collaborations.

Given the initiatives and resources governments around the world are devoting to internationalization, in order for U.S. higher education to continue to attract international students, establish effective research partnerships, ensure that students gain global competence, and remain competitive on the global higher education stage, increased attention to and support for internationalization is no longer optional. **Simply put, more federal money is needed.**

A SUSTAINED COMMITMENT

Though the federal funding data are generally discouraging, there is some **room for optimism**. The characteristics of the U.S. government and the country's higher education system may work against the development of a broad national policy for internationalization, but the democratic governance structure in the United States allows for substantial public input and influence on policy. In short, **advocacy for internationalization is important**. Organizations such as the Alliance for International Educational and Cultural Exchange (referenced above) and the Coalition for International Education actively facilitate such efforts.

When President Obama proposed a \$30 million cut in funding for Fulbright programs as part of the 2015 federal budget, for example, program alumni and other interested parties launched the **Save Fulbright campaign**, which garnered over 270,000 signatories from around the world, and involved numerous news stories and extensive social media activity. The final version of the federal budget not only restored Fulbright funding to its previous level, but increased it by \$1.8 million.⁸² President Obama's budget request for 2016 includes a 5.6 percent increase for State Department international exchange programs.⁸³

It is important to note, however, that **advocacy on behalf of other internationalization-related policies and programs—especially those administered by the Department of Education under Title VI—has been less successful**. To some extent, this is understandable given the Department of Education's primarily U.S.-focused mandate; while the State Department is inherently international in scope and it is relatively easy to make the case that internationalization-related programs and activities are integral to its mission, for the Department of Education, access, equity, quality assurance, and an array of other pressing domestic higher education issues are front and center.

While understandable, however, the lack of success of DoE-focused advocacy for internationalization-related activities is problematic. As noted previously, given persistently low study abroad rates among American students, internationalization at home is an especially critical component of U.S. higher education internationalization in terms for the goal of “global competence for all.” Patti McGill Peterson, ACE’s presidential advisor for global initiatives, has suggested that as the agency with overall responsibility for educational goals and outcomes in the United States, the Department of Education should take the lead on efforts towards internationalization at home (Peterson and Helms 2013b). Indeed, as indicated in the typology, what efforts have occurred on this front in the United States have largely been initiated by the Department of Education. Yet rather than becoming

⁸² <http://www.savefulbright.org/>

⁸³ <http://www.alliance-exchange.org/policy-monitor/02/02/2015/president-requests-623-million-exchanges-fy16-56-increase>

an increasing priority for the Department, funding and programs have been cut, despite advocacy efforts on their behalf.

Mirroring the “siloed” nature of internationalization-related policies and programs in separate government agencies, advocacy efforts, too, have often focused on funding for a particular agency or type of program. Going forward, a cohesive message about the importance of **comprehensive internationalization**—and the interconnectedness of mobility, faculty development, research collaborations, institutional partnerships, internationalization at home, and other aspects of internationalization—is needed. Proactive advocacy by institutions, organizations, and other stakeholders will be crucial in taking government-initiated internationalization policies and programs to the next level and ensuring that they address broad-based internationalization goals, and not just the objectives of individual agencies. Our hope is that the messages presented here—the need for more collaboration among federal agencies, greater engagement with the higher education community, promotion of global competence for all rather than just mobility, and increased funding—can **serve as focal points for such efforts**.

Looking across the spectrum of regional and national policies in place around the globe, *Internationalizing Higher Education Worldwide* concludes with the following statement:

*The future for internationalization of higher education holds considerable promise and opportunity. However, a **sustained commitment** to expanding and enhancing meaningful, workable policies and programs in this area is most urgently required.*
(Helms, Rumbley, Brajkovic, and Mihut 2015)

The in-depth examination of the U.S. policy landscape undertaken in this study reinforces the applicability of this statement in the United States. As governments around the world increasingly embrace the internationalization imperative, the United States must also redouble its efforts. This will indeed require a sustained commitment by government agencies, institutions, and other stakeholders, rooted in the recognition that internationalization is no longer an aspirational ideal, but a **fundamental necessity** for U.S. higher education in the twenty-first century.

References

- Alliance for International Educational and Cultural Exchange and NAFSA: Association of International Educators. 2007. *An International Education Policy For U.S. Leadership, Competitiveness, and Security*. Washington, DC: Alliance for International Educational and Cultural Exchange and NAFSA: Association of International Educators. http://www.nafsa.org/Explore_International_Education/Advocacy_And_Public_Policy/United_States_International_Education_Policy/An_International_Education_Policy_For_U_S__Leadership,_Competitiveness,_and_Security/.
- Alsina, Nuria. 2014. "International Academic Mobility in Chile." *International Briefs for Higher Education Leaders* 4: 20-22. <http://www.acenet.edu/news-room/Documents/International-Briefs-2014-April-SouthernCone.pdf>.
- American Council on Education. 2002. *Beyond September 11: A Comprehensive National Policy on International Education*. Washington, DC: American Council on Education.
- American Council on Education. 2012. *Mapping Internationalization on U.S. Campuses: 2012 Edition*. Washington, DC: American Council on Education. <http://www.acenet.edu/news-room/Documents/Mapping-Internationalizationon-US-Campuses-2012-full.pdf>.
- Beelen, Jos and Elspeth Jones. "Redefining Internationalisation at Home." Paper presented at the Bologna Researchers Conference, Bucharest, Romania, November 24-26, 2014.
- Egron-Polak, Eva and Ross Hudson. 2014. *Internationalization of Higher Education: Growing Expectations, Fundamental Values*. Paris: International Association of Universities. <http://www.iau-aiu.net/content/iau-global-surveys>.
- Helms, Robin Matross, Laura E. Rumbley, Lucia Brajkovic, and Georgiana Mihut. 2015. *Internationalizing Higher Education Worldwide: National Policies and Programs*. Washington, DC: American Council on Education.
- Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training. 2013. *FY2013 Annual Report*. Washington, DC: U.S. Department of State.
- Kinser, Kevin and Jason Lane. 2012. Foreign Outposts of Colleges and Universities. *International Higher Education* 66: 2-3.
- Knight, Jane. 2003. "Updating the Definition of Internationalization." *International Higher Education* 33: 2-3. http://www.bc.edu/content/dam/files/research_sites/cihe/pdf/IHEpdfs/ihe33.pdf.
- National Science Foundation. 2011. *Empowering the Nation Through Discovery and Innovation: NSF Strategic Plan for Fiscal Years 2011-2016*. Arlington, VA: National Science Foundation. https://www.nsf.gov/news/strategicplan/NSFstrat2011_entire.pdf.
- Peterson, Patti McGill and Robin Matross Helms. 2013a). *Challenges and Opportunities for the Global Engagement of Higher Education*. CIGE Insights: Global Higher Education. Washington: DC: American Council on Education. <http://www.acenet.edu/news-room/Documents/CIGE-Insights-2014-Challenges-Opps-Global-Engagement.pdf>.

- Peterson, Patti McGill and Robin Matross Helms. 2013b. "Internationalization Revisited." *Change: The Magazine of Higher Learning* 45(2): 28–34.
- Redden, Elizabeth. 2015. "Trade Anxiety." *Inside Higher Ed*, February 6. <https://www.insidehighered.com/news/2015/02/06/european-university-association-raises-concerns-about-possible-trade-deals>.
- Thomsen, Jacqueline. 2015. "Scrutiny for Campuses in China." *Inside Higher Ed*, June 26. <https://www.insidehighered.com/news/2015/06/26/officials-us-universities-china-tell-congress-they-have-protected-academic-freedom>.
- Sánchez, Francisco. 2011. "No Better Export: Higher Education." *The Chronicle of Higher Education*, April 3. <http://m.chronicle.com/article/No-Better-Export-Higher/126989/>.
- Sutton, Susan Buck and Darla K. Deardorff. 2012. "Internationalizing Internationalization: The Global Context." *IAU Horizons* 17 (3) and 18 (1): 15–16.
- Wilhelm, Ian. 2014. "Lawmaker Calls for Investigation of U.S.–China University Deals." *The Chronicle of Higher Education*, December 5. <http://chronicle.com/blogs/ticker/lawmaker-calls-for-investigation-of-u-s-china-university-deals/90669>.
- U.S. Department of Agriculture. 2015. "Borlaug Fellowship Program." Washington, DC: U.S. Department of Agriculture. <http://www.fas.usda.gov/programs/borlaug-fellowship-program>.
- U.S. Department of Education. 2014. *More Than \$63.3 Million Awarded To Colleges And Universities To Strengthen Global Competitiveness Through International Studies And World Language Training*. <http://www.ed.gov/news/press-releases/more-633-million-awarded-colleges-and-universities-strengthen-global-competitive>.
- U.S. Department of Education. 2012. *Succeeding Globally Through International Education and Engagement: U.S. Department of Education International Strategy 2012-2016*. Washington, DC: U.S. Department of Education. <http://www2.ed.gov/about/inits/ed/internationaled/international-strategy-2012-16.html>.
- Vincent-Lancrin, Stéphan, ed. 2007. *Cross-Border Tertiary Education: A Way Towards Capacity Development*. Organisation for Economic Co-operation and The World Bank. <https://openknowledge.worldbank.org/bitstream/handle/10986/6865/Cross-borderTertiaryEducation.pdf?sequence=5>.

