

PUBLIC ADMINISTRATION FOR INTERNATIONALISATION OF HIGHER EDUCATION SERVICES: KEY ACTORS AND BARRIERS

ДЕРЖАВНЕ УПРАВЛІННЯ ІНТЕРНАЦІОНАЛІЗАЦІЄЮ ВИЩОЇ ОСВІТИ: ОСНОВНІ УЧАСНИКИ ТА ПЕРЕПОНИ

The paper considers internationalisation of higher education from the point of view of its main forms and characteristics, such as student and teacher mobility, internationalization of curricula and programs, the creation of regional and international university networks, export of educational services and through the prism of the state bodies involved and ruling the process worldwide and in Ukraine with parallel outlining of the emerging barriers and the ways to overcome them.

Key words: internationalisation of higher education, public administration, barriers in trade of educational services, world practice, Ukraine.

У статті розглядається інтернаціоналізація вищої освіти з погляду її основних форм і характеристик, як-от мобільність студентів і викладачів, інтернаціоналізація навчальних планів і програм, створення регіональних і міжнародних університетських мереж, експорт освітніх послуг крізь призму світової практики організації роботи задіяних органів державної влади й українських реалій,

із паралельним викладом наявних бар'єрів і шляхів їх подолання.

Ключові слова: інтернаціоналізація вищої освіти, державне управління, бар'єри в постачанні освітніх послуг, світова практика, Україна.

В статье рассматривается интернационализация высшего образования с точки зрения ее основных форм и характеристик, а именно: мобильности студентов и преподавателей, интернационализации учебных планов и программ, создания региональных и международных университетских сетей, экспорта образовательных услуг сквозь призму мировой практики организации работы задействованных органов государственной власти и украинских реалий, с параллельным изложением существующих барьеров и путей их преодоления.

Ключевые слова: интернационализация высшего образования, государственное управление, барьеры в поставке образовательных услуг, мировая практика, Украина.

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The problem setting in general. Internationalisation of higher education (IHE) has become an important developing factor, the scale of which is shared and expanding in different countries of Europe and the world. Now a days more than three million students are study in abroad, and the demand for international higher education has increased fourfold over the past 30 years.

Internationalisation is often interpreted as a process in which the goals, functions and organization of the provision of educational services acquire an international dimension [8]. The definition of internationalization as the process of implementing an international component in the research, educational and administrative functions of higher education is also considered to be right. IHE has got two dimensions: internal and external where the internal one is carried out in the mother country, and the external means foreign origin or destination of the educational services.

In world practice IHE is well examined and executed process, while in Ukraine it is just being promoted and implemented at different levels. Thus, the international experience of managing this multidimensional process is to be considered, adapted, shared and developed.

This article covers the issues of general strategy of IHE, its forms, ways of public administration participation, constructive and destructive influence of transnational cooperation in the field of higher education and the ways of barriers overcoming.

Analysis of the latest research and publications. The article is composed on the basis of the works of leading foreign IHE researchers (J. Knight, A. Rauhvargers, P. Lorange) and Ukrainian scientists (G. Khoruzhii, Y. Rashkevych, V. Kremen, V. Ogneviuk, T. Kostiuk) as well as legislative acts, international organizations' documents related to IHE, files of the National bodies of State power regulating IHE [1–6; 8–10].

We used some facts from the in depth analysis of the European strategies of the higher education policy made by G. Khoruzhyi in the boor "The European policy for Higher Education" [6]. Among all he cleared up the way of control over the higher education institutions in Europe, highlighted the IHE strategy in the context of globalization and growing overall competitiveness and described the ways of IHE applying to Ukraine. The author insists that monitoring the activities of higher education institutions (HEI's) in Europe is needed in the context of examining and applying the best foreign practices believed to be an effective way to improve national education. It must be taken into account that Ukrainian universities interact in an open educational space and have to compete with foreign HEI's, moreover, at their own territory. Therefore, there should be created adequate, fair conditions for increasing competitiveness of the Ukrainian HEI's [6, p. 247–248].

T. Kostiuk mentions that for the formation and development of the modern state, society and

the higher education system attributes, the IHE process must be realized under a comprehensive concept that goes beyond the traditional notion of international cooperation and physical mobility of individuals. The concept of complexity means that strategies must be transversal for the whole project, must integrate the international dimension into all institutional policies and programs, and influence the three levels of education: macro (decision making and institutional policy development), medium (curriculum structure and policy), and micro (teaching and learning). The IHE policy should be comprehensive and transboundary in order to improve the quality and relevance of Higher Education and to support the necessary changes in the education system, which will allow them to adapt to a new global reality [1].

Formulating the goals of the article. The priority in goal setting is given to the analysis of the barriers while internationalizing higher education worldwide and recommendations to avoid or overcome them in Ukraine at the highest public administration level and the HEI's top management level.

Presentation of the main research material. Most Ukrainian universities are involved in international activities, but this is usually the simplest degree of internationalisation. At an appropriate level the IHE can be viewed as a process of systematically integrating the international component into HEI's educational, research and social activities. Only such approach can be considered as the true sense of IHE.

The reasons for different barriers lay at the State highest administrative level (public administration institutions) and the Universities' highest administrative level. The first category of barriers on the effective way of IHE implementation can be overcome by some strategies:

a) precisely planned long-term political, cultural and academic programs of the country's development aimed at the partnership and international cooperation but equal to compete the foreign HEI's. The main urgent task for the State bodies of Ukraine is to legislatively oblige the educational institutions to promote English language studying and teaching and the universities – to make the most actual courses available in English. Language and cultural background attracts students to educational programs worldwide. The dominance of English as a major language in modern science and the most frequently studied second language led to the fact that, along with the United States and the United Kingdom, Canada and Australia are also included in the list of countries hosting the largest number of foreign students. The responsible public administrative bodies: the Parliament, the Directorate of the higher

education and the education for adults within the Ministry of education and science of Ukraine;

b) the State control over HEI's with a proportional percentage of interference and academic freedom granting. There should be developed an effective modern institutional infrastructure for ensuring the activities of universities, balancing the interaction of relevant state bodies and NGO and facilitating assistance as well as regulating quality of delivered higher education services and monitoring public ethics and responsibility of HEI's. The public administrative body to be created: the National Agency for Higher Education Quality Assurance of Ukraine;

c) the strategy of attracting foreign skilled labor. In focus of IHE the main aim is to attract foreign professional and talented scholars to upgrade academic reading, writing, research, to favor multicultural upbringing, on the one hand, and to actively promote the national higher education system, on the other. Moreover, the skilled migration to the country will boost economics, top management, develop and increase competitiveness of the country. The intellectual migration previews either the concept of brain exchange (the exchange of knowledge and experience) or the concept of brain waste. The brain exchange is fulfilled in order to find a new place of work taking into account their qualifications and profession. The vector of migration determines the type of the brain exchange: the brain gain and the brain drain, which are characteristics of different economies and involve two-way exchange of information. The concept of brain waste is loss of the most skilled and able labor force.

The tasks for the public administration system of Ukraine through the acts of the responsible bodies are to conduct harmonization and international integration of national higher education system to the European ones according to the principle of the freedom of movement of persons proclaimed by the Treaty of Rome within the framework of the European economic space. The specially created European Social Fund (ESF) has developed measures for a unified migration policy, coordination of employment strategies, and especially for the preparing of a skilled, trained and easily adaptable labor force and labor markets.

In order to unify social rights and guarantees for the population of all EU member states, it was necessary to eliminate barriers on the way of labor movement: to recognize the equivalence (transitivity) of diplomas, to ensure equal access to different education systems.

The responsible public administrative bodies: the Parliament, the State migration service of Ukraine within the Ministry of internal affairs of Ukraine, the Ministry of social policy of Ukraine;

d) the strategy for innovations and technologies transferring. The responsible public administrative bodies: a Directorate for innovations and technologies transferring within the Ministry of education and science of Ukraine, the Ministry of information policy of Ukraine;

e) the strategy of “competence development” which derives from terms “institutional development” and “organizational development”. In the 1950s and 1960s, these terms meant social development aimed at enhancing the technological and personal abilities of people in rural areas. In the 1970s, after a series of international development reports, emphasis was put on the development of competencies and technical skills in rural areas and the public sector in developing countries. In the 1980s, the concept of institutional development expanded even more and began to be viewed as a long-term development process for developing country governments.

The universities’ level of elaboration and implementation strategies to overcome barriers on the way of successful IHE includes the steps possible only on condition of an appropriate State policy. Modern HEI’s are becoming more and more complex organizations, management of which can no longer be carried out by traditional academic methods. Universities are forced to take on new duties and responsibilities, and fulfill new roles. Thus, the most up-to-date issue of the universities’ effectiveness is the academic freedom granting. Ensuring academic freedom requires to be accompanied by the concept of social responsibility. The given combination of academic freedom and responsibility of universities must be approved at the highest State administrative level, enforced by laws and permitted for the HEI’s to implement. To meet the requirements of the modern world, the universities must have moral and scientific independence from political and economic state bodies in conducting research and teaching activities. At any rate in order to ensure freedom of research and teaching, all members of the university community should be provided with the necessary means to achieve this goal.

Among the universities’ necessary steps to successfully implement IHE there are:

a) revenue-generating approach to IHE based on a coherent approach and on a strategy for attracting skilled work force to provide educational services on a paid basis. For some of the countries attractive for foreign students (Great Britain, USA and Australia), higher education as a service has got special significance. In 2010 the higher education for foreigners brought up to 8,25 billion pounds to the UK treasury, 15,5 billion dollars – to the Australian one. In some EU countries (the Netherlands, Sweden, Denmark)

public administration bodies imposed higher taxes for students from the third countries. HEI’s use these revenues to improve their financial situation. Some other states have made a political decision to leave low fees for students from the third countries. This approach is seen as part of IHE strategy and is aimed at attracting more foreign students. Some studies indicate that foreign students have a positive economic impact on the host country, regardless of whether they pay certain contributions or not. Studies by the Netherlands government in 2012 show that even if only 2,5% of foreign graduates find work in the host country, this has a positive impact on long-term public finances [7];

b) the capacity building (competence development) approach encouraging higher education abroad through the program of support for foreign mobility of scientific and pedagogical workers and ensuring favorable conditions for commercial educational activities in the country. The capacity building is the unique ideology for nowadays universities previewing that “nobody develops anyone” and development is possible only through participation. These arguments question the “service delivery program” to achieve sustainable development and place a new focus on capacity/ competence development;

c) the strategy of overall meeting the students’ needs and expectations as an effective argument to attract applicants and students to the university. The idea of lifelong, continuous education, the emergence of new segments of consumers of the university educational services requires its own awareness. Universities should: 1) evaluate prior education and experience of applicants and students, organize knowledge delivering taking into account the social and professional position of their clients; 2) guarantee monitoring of specific periods and learning outcomes to obtain a qualification degree in higher education; 3) diversify the offer of training programs; 4) provide the transparency and accessibility of information on conditions, goals and duration of training, program options, credit system, etc.

Conclusions from the study and prospects for further exploration in this direction. The globalization and technical progress have substantially changed the terrain of higher education. It is expected that world demand for higher education will increase to 414 million students in 2030 [7]. The number of students in China, Brazil and India has been growing rapidly over the past few years. Hence, given the realization of the needs for knowledge, higher education, academic and social mobility, hundreds of millions of young people will study in HEI’s.

The analytical centers of national public administration system have to do their best to examine demands to be ready to conduct legislative, administrative and organizational reforms to supply those demands and be able to compete in the higher educational area. There are no doubts that only flexible meeting all the applicants' changeable requirements according to the era imperative will attract people choosing the place to study and the profession according to their own needs. An effective place of study can further determine the country of working. Such problems are increasingly worrying millions of young people all over the world. And this outlines the tasks for the State bodies and the universities to effectively internationalise national higher education.

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