Comprehensive Internationalization

From Concept to Action

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ABOUT THE AUTHOR

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ABOUT NAFSA

NAFSA: Association of International Educators is a member organization promoting international education and providing professional development opportunities to the field. Hundreds of NAFSA members volunteer to serve the Association and thousands advocate for international education. NAFSA serves international educators and their institutions and organizations by establishing principles of good practice, providing training and professional development opportunities, providing networking opportunities, and advocating for international education.

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Acknowledgments

This broad-ranging overview of comprehensive internationalization was commissioned by the Internationalization Dialogue Task Force of NAFSA: Association of International Educators.

The task force called for an overview of the major dimensions of internationalization to provide a common basis for vibrant dialogue throughout NAFSA Knowledge Communities, U.S. higher education, and among the growing numbers and array of campus leaders, faculty, and staff now engaged in aspects of comprehensive internationalization. The task force sought presentation of the topic in greater depth than an occasional article, yet without duplicating the many excellent existing contributions on specific internationalization topics.

Thanks go to the members of the task force[1] whose comments and ideas enhanced this work and helped set the scope and breadth of the discourse. I am particularly indebted to Robert Stableski, principal NAFSA staff liaison to the task force, for his many excellent suggestions, ideas, and critique. JKH

Preface

This publication explores the imperative of internationalization, particularly the emerging idea of comprehensive internationalization (CI). CI is an organizing paradigm to think holistically about higher education internationalization and how internationalization is evolving in the early twenty-first century in the United States to involve widening sets of objectives and people on and off campus. The purpose is not to prescribe a particular model or set of objectives, but to recognize a diversity of approaches to CI allowing each institution to choose its own path and its particular contribution consistent with its missions, clientele, programs, resources, and values. This publication explores the meanings, elements, and methods of CI and advocates diversity in approach, as well as examines the organizational dynamics of pursuing both.

The American Council on Education (ACE) popularized use of the term "comprehensive internationalization" in many of its works, for example, *A Handbook for Advancing Comprehensive Internationalization (2006), Building a Strategic Framework for Comprehensive Internationalization (2005), Promising Practices: Spotlighting Excellence in Comprehensive Internationalization (2002).* Annually since 2003, NAFSA's Senator Paul Simon Award for Comprehensive Internationalization has served to highlight campuses whose policies and practices are among the best in systemically advancing aspects of comprehensive internationalization. In its 2005 publication ACE viewed comprehensive internationalization as, internationalization "that sees it as pervading the institution and affecting a broad spectrum of people, policies and programs, leads to deeper and potentially more challenging change….[and is] a broad, deep and integrative international practice that enables campuses to become fully internationalization."

In the interest of manageability, the focus here is on the comprehensive internationalization of U.S. higher education with its various 4,300 degree-granting institutions (Knapp et al. 2008) and over 18 million students (U.S. Department of Education 2009). It is a very large and complex system with substantial variance given there is no national system of higher education.

This is not to suggest that comprehensive internationalization is unimportant or is not underway elsewhere. The worldwide globalization of higher education brings a commonality of motivations and issues to internationalization. The comparable core missions of most higher education systems throughout the world—teaching, research, and community engagement—also provide a common stage on which the challenges and opportunities presented by internationalization play out.

As internationalization takes hold on campuses and spreads in influence, the circle of those involved or affected expands exponentially: to potentially all students, institutional clientele, most or all faculty, and administrative leaders throughout the institution such as presidents and provosts, other senior campus leaders, deans, and department chairs. Internationalization is moving from the periphery of campus to campus center stage.

A diverse audience will find here an overview of CI and a common frame of reference for all of the various individuals and groups drawn into aspects of CI either as consumers or providers. This includes "new hands" and "old hands" to the processes of internationalization, from the top to the bottom of the institutional hierarchy. Through their differing lenses or portals and for differing purposes, each, therefore, will have somewhat differing uses and reasons for reading this publication:

- Many who are now touched by internationalization are new to the subject and not familiar with its concepts, language, objectives, and methods, particularly comprehensive internationalization. Some will have previously given little time or attention to issues of internationalization but are now inexorably being connected to it.
- Others with experience in particular arenas of international programming are familiar with the general concepts and practices of internationalization. However not all may have systematically thought through the interconnections of their efforts (for example, in study abroad,

international students, areas studies, curriculum, and languages) to the wider objectives of *comprehensive* internationalization. This publication can help stimulate discussion by leaders across internationalization program arenas to think more fulsomely not only about their own roles, but their place in and contributions to the larger picture of comprehensive internationalization.

- Deeply and widely experienced senior international officers (SIOs) could use the paper as a primer for others on campus who seek a broader understanding of the issues, or to advance a more systematic campus CI effort. The same might be true for academic deans and department administrators who want or are being asked to advance internationalization in their programming. It can be used as a heuristic by SIOs to stimulate wider campus discussion and action planning for comprehensive internationalization. For new SIOs, it can provide a framework for thinking about their role in connection with pursuing a comprehensive internationalization agenda.

The intent of this publication is, therefore, to provide a shared foundation for discussion, dialog, and enhanced commonality of purpose and coordination among the growing and diverse types of individuals engaging internationalization.

DEFINITION of Comprehensive Internationalization

Comprehensive internationalization is a commitment, confirmed through action, to infuse international and comparative perspectives throughout the teaching, research, and service missions of higher education. It shapes institutional ethos and values and touches the entire higher education enterprise. It is essential that it be embraced by institutional leadership, governance, faculty, students, and all academic service and support units. It is an institutional imperative, not just a desirable possibility.

Comprehensive internationalization not only impacts all of campus life but the institution's external frames of reference, partnerships, and relations. The global reconfiguration of economies, systems of trade, research, and communication, and the impact of global forces on local life, dramatically expand the need for comprehensive internationalization and the motivations and purposes driving it.

Introduction

An Emergent Imperative

At numerous institutions, both in the United States and abroad, there has been a decades-long interest in and commitment to international programming involving a range of activities such as attracting and engaging international students and scholars, expanding study abroad and student and faculty cross-border exchanges, building cross-border research collaborations, expanding language learning and area and regional studies, and engaging international development.

Higher education internationalization is *not* a new concept. The movement of students, scholars, and ideas across national boundaries was a prominent feature of twelfth and thirteenth century Europe; communities of international scholars formed as a result at several prominent universities (Wildavsky 2010, 17–18). Such mobility significantly ebbed after the fifteenth century (albeit with pockets of resurgence) until the latter half of the twentieth century.

During the last several decades, powerful new factors have reinvigorated the international dimensions of higher education and the cross-border flow of students, scholars, and ideas as well as global growth in higher education. Altbach and colleagues (2009) report a 53 percent increase between 2000 and 2007 in overall global higher education enrollments. Alan Ruby (2009), notes that it is fairly "accepted wisdom" that from a 2000 base there will be a 150 percent increase in higher education seats globally to 250 million by 2025, mostly in the "developing world" and a more than doubling of student mobility from the current three to more than seven million annually by the same time, if not earlier

(Banks et al. 2007; Haddad 2006). In just one year from 2007 to 2008 the Organisation for Economic Cooperation and Development reports (2010) that global mobility grew nearly 11 percent. The globalization of commerce, social forces, idea exchange, and growth in student mobility drive further significant internationalization of education.

A core reality that distinguishes current discussion and action from that of the past is the scale and scope of what internationalization encompasses—the breadth of clientele served, the outcomes intended, and a reshaping of institutional ethos. There is a growing sense that internationalization is an institutional imperative, not just a desirable possibility.

The business of universities is ideas: the creation of ideas through research and the dissemination of ideas through education and application. Increasingly, the business of universities is as much across as it is within borders, and not just in the free flow of ideas but in the global flow of students and scholars who generate them.

There are fewer workable restrictions on the global circulation of ideas than in almost any other area of trade. With the increasing flow of students and scholars worldwide, it becomes easier to talk about the free trade of minds. With easier travel and the internet providing near instantaneous access to hundreds of millions of idea generators throughout the world, more and more minds flow across borders physically and virtually—with the mode of transportation chosen sometimes having little practical impact on outcomes. "Comprehensive internationalization" is a recognition of these realities.

The Evolving Meaning of Higher Education Internationalization

Varying Institutional Starting Points, Frames of Reference, and Meanings

Internationalization applied to higher education has many possible operational meanings. These vary in scale and scope depending on purpose, institutional missions, institutional starting point, the programmatic frame of reference and clientele groups. This is true now and it is likely to be so in the future.

Internationalization: Outcome or Means?

The ultimate purpose behind internationalization is better connection of institutions to a changing local and global environment and providing more relevant service to society and clientele under these changing realities. Internationalization can be a means to prepare graduates for life and work in a global market of products, services, and ideas. But besides producing world-conscious graduates and citizenry capable of broad and effective civic engagement, internationalization can seek to harness institutional research energies for a wide set of purposes including security at home and abroad and economic, social, and cultural development in an increasingly borderless and interdependent world. And, it can enhance research capacity and institutional recognition in the global knowledge society. Internationalization connects institutions to the global marketplace of ideas, brains, and discovery. In short, it is not an end but a means to many ends.

The instrumental value of internationalization was recognized in the American Council on Education (ACE) 2005 publication, *Internationalization in U.S. Higher Education* (Green 2005, vii). ACE noted that, "high quality education must prepare students to live and work in a world characterized by growing multiculturalism and diminishing borders. Higher education institutions across the country are rising to this challenge [through]…internationalization strategies…."

Sheila Biddle, writing in 2002 for the American Council of Learned Societies (Biddle 2002, 13) observed that, "most universities pursue a variety of routes to internationalization, depending on what the initiative is designed to accomplish." So, not only is internationalization a means rather than an end, but the ends may vary from institution to institution and the particular approach to internationalization chosen is dependent on the ends being pursued by any specific institution.

Section II of this paper explores the varied and changing motivations of internationalization as well as means to assess its impacts and outcomes. The topic of establishing and measuring outcomes from internationalization is discussed further in Section IV.

Varying Starting Points and Foci

Some institutions start from scratch with little or no institutional experience in international engagement. For others the starting point and program focus is associated mainly with student mobility (study abroad and international students on campus). At others, thinking and action might focus on internationalizing the on-campus liberal arts or general education components of the curriculum, and this may broaden to integrating such content into all majors including the professions. At some institutions, particularly those emphasizing graduate education and research, the focus may include building and supporting deep expertise in languages and area and regional studies, as well as cross-border research and applications. Engagement abroad for development in other countries is a large component of some institutions' internationalization. Still others may place emphasis on global partnerships, joint degrees, branch campuses, and long-term development partnerships with NGOs abroad.

Currently only a few institutions integrate all of the above into a systemic commitment to comprehensive

internationalization. They usually have wide, deep, and long-standing frames of reference and a commitment to internationalize the institution itself across all of its instructional, research, and service missions. These institutions may have an even broader frame of reference—thinking about the globalization of higher education and the institution's place within a global higher education system.

Differentiating Labels and Meanings

A significant difficulty in discussing internationalization stems from the many terms used (and often used interchangeably when they are not) to label the concept—for example, "internationalization of higher education," "campus internationalization," "globalization of higher education," "comprehensive internationalization," "internationalization of curriculum and learning," to name a few. There are some important differences signaled by the various labels used loosely in connection with the concept of internationalization. Some

might be seen as ends, others as means or elements to reach an end, and they vary in scope. Matters are further complicated by the fact that some of the words and labels have been used for decades, but over time changing environmental circumstances have caused a metamorphosis of their meanings. Among the more common of the labels used in a contemporary context are the following, and even though they have a definite relationship to one another, they are not interchangeable concepts.

Campus Internationalization. "Campus" references a place, a "thing," a geographic entity with infrastructure that houses classrooms and research laboratories and an overall environment that supports living, learning, and discovery. Campus internationalization is that component of internationalization that focuses on getting the parts "at home" aligned in the service of internationalization of higher education. In doing so, thinking and action tend to focus on issues such as on-campus courses and curriculum, the role of

international students and scholars in the campus environment, institutional policies and services in support of internationalization, and the campus intellectual environment for connecting globally.

International Mobility. The movement of students and faculty across borders for periods of learning and discovery is by its nature the primary experience and active-learning component of internationalization. It moves learning and discovery not only off campus, but across borders to different cultures, value systems, and ways of thinking, working, and living. It is usual to think of student mobility, but of equal importance is faculty and staff mobility. Mobile students without mobile faculty and staff creates dissonance in the attempt to internationalize. Unless faculty and staff are mobile, connections to what happens abroad to students and what happens to them on campus will be weak.

Globalization of Higher Education has several meanings. It can and does refer to the massive growth underway in global higher education capacity, particularly in countries outside of Europe, North America, and the Antipodes. It also refers to the growing flow of students and faculty globally and the formation of cross-border inter-institutional collaborations and partnerships.

The development of a global higher education system is recognition of a paradigm shift underway in that higher education institutions are not only a local, regional, or national resource but also are global resources—globally connected. This shift is aided by the appearance of global ranking schemes, the search for common standards, and the creation of multilateral policies that break down impediments to the flow of faculty, students, collaborative education (e.g., joint degrees), and joint research.

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Modern and constantly evolving information technology has made borders nearly meaningless to the exchange of knowledge, ideas, and perspective and for social networking. The use of technology in higher education has the capacity to make the world a virtual campus and blurs the notion of a campus as being in a particular place and an institution as being only in a particular geographic location. In these ways, the globalization of higher education provides a non-campus-based frame of reference or context for internationalization.

The globalization of higher education and the emergence of world ranking schemes for institutions are changing the unit of analysis

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Comprehensive internationalization not only impacts all of campus life but the institution's external frames of reference, partnerships, and relations. The global reconfiguration of economies, systems of trade, research, and communication, and the impact of global forces on local life, dramatically expand the need for comprehensive internationalization and the motivations and purposes driving it.

from domestic to global frames of reference. Growth worldwide in collaborations among institutions and expansion of mobility highways for faculty and students are becoming a stable feature of internationalized higher education. With these changes comes recognition that to be a higher education institution of distinction in the twenty-first century requires systematic institutional attention to internationalization—and for some institutional engagement abroad.

The Big Tent: Comprehensive Internationalization

The conceptual and operational tent for internationalization has to be large if it is to accommodate all of its possible dimensions. Comprehensive internationalization (CI) is a big-tent label for doing this. It can be the organizing paradigm for the institution as a whole, or one used by academic departments or professional programs at their level of operation. ACE views comprehensive internationalization as internationalization that is pervasive throughout the institution, affecting a broad spectrum of people, policies, and programs, and which leads to deeper and potentially more challenging change (Olsen et al. 2005).

CI is *not* a call for all institutions of higher education, or all of their academic units and programs, to engage in all ways of internationalizing—an impossibility for any individual institution. There is no uniform path toward CI. Varying missions and starting points will produce uniquely tailored responses to the challenges and opportunities of internationalization and globalization. The annual NAFSA Senator Paul Simon Awards for Campus Internationalization are testimony to the broad array of approaches and the genius of diversity displayed by the award-winning institutions. (See www.nafsa.org/about/default.aspx?id=16296.)

Nevertheless, there are common features to a commitment to CI. The

2008 NAFSA Task Force on Internationalization deliberately chose to define the concept as having broad and pervasive meaning.

"Internationalization is the conscious effort to integrate and infuse international, intercultural, and global dimensions into the ethos and outcomes of postsecondary education. To be fully successful, it must involve active and responsible engagement of the academic community in global networks and partnerships." (NAFSA Task Force on Internationalization 2008)

CI, effectively implemented, impacts the entirety of campus life and learning and fundamentally shapes the institution's external frames of reference, partnerships, and relations. It will seek to instill international, global, and comparative dimensions not only in the classroom but also in field and experiential learning. It will encourage the introduction of such perspective into the paradigms of faculty research, graduate research programs, institutional research priorities, and outreach engagement.

The specific policies and programs that institutions put into place to make CI real are important instruments that will vary across campuses, as will the details of goals and intended outcomes. But it is outcomes that give CI its value.

Ultimately, comprehensive internationalization changes the institution from mainly a local, regional, or national asset to a global one with significant bidirectional and multiple cross-border exchanges. It is a false dichotomy that higher education institutions must either think locally or globally; both are realities for the vast majority of today's institutions although they may have different positions on a continuum of local-global orientation.

As recognized by the NAFSA Task Force (2008), "Internationalization can ultimately leverage the collective assets of the higher education sector to create a new generation of global citizens capable of advancing

social, and economic development for all." It is a complex process that can permeate every aspect of higher education:

- faculty development,
- curriculum design and delivery,
- instructional design,
- student diversity and faculty diversity,
- research and scholarship,
- training and education for outside clientele,
- development assistance,
- student support services and academic support services,
- resource development,
- financial management,
- risk management,
- institutional competitiveness and positioning,
- and civic engagement.

This list is not comprehensive, but sufficient to underscore the internal and external scope of impact and influence implied by a commitment to CI.

Track Record Thus Far

The report card for U.S. higher education to achieve the breadth, depth, and pervasiveness of CI is at best mixed. ACE's 2008 *Mapping Internationalization of U.S. Campuses* concluded that U.S. institutions have made progress, but it is neither complete nor even. The report states, "Many institutions do not see internationalization as integral to their identity or strategy…Few institutions have an internationalization strategy…a gap exists between institutional rhetoric and reality (Green et al. 2008, 81–82)."

Earlier ACE findings, although based on data now more than five-years old, also point to a disconnect between student beliefs and attitudes and what institutions provide and what students actually do. The gaps between aspiration and performance are highlighted in ACE's 2005 report,

Internationalization in U.S. Higher Education: The Student Perspective, which summarizes findings from student surveys and interviews.

The internationalization of U.S. higher education is an emerging reality, but one with much work and progress to be achieved. Internationalization as a process has many dimensions, and institutions vary greatly in the manner and degree to which they embrace various

programmatic components of internationalization. CI offers a paradigm for a holistic institutional commitment to pervasive international engagement. But, it remains more aspirational than real on the vast majority of U.S. campuses.

Building the big tent of CI at U.S. institutions will deepen the engagement of U.S. higher education in the expanding global flow of ideas, minds, and talent.

A Sample of Student Attitudes and Beliefs (Green 2005, 4–8, 19)

- Only 27 percent of students agreed that learning about other countries, cultures, and global issues was useful but not necessary.
- Approximately 85 percent of students believe it is important to know about international issues and events to compete successfully in the job market.
- Nearly 90 percent believe it important to know and understand other cultures and customs to compete successfully in the job market.
- Nearly 60 percent say that all undergraduates should be required to study a foreign language.
- Over 70 percent say that all undergraduates should be required to study abroad.
- Nearly 75 percent say that all undergraduates should be required to take internationally focused courses.
- Nearly 90 percent agree that the presence of international students enriches learning.
- Two-thirds of students believe it is the responsibility of all faculty to help them become aware of other countries, cultures and global issues.

A Sample of Performance Indicators (Green 2005, 20–25)

- Nearly 60 percent of students report never or rarely learning about internationally focused events from faculty, from advisers, in class, or through public announcements.
- Nearly half report that faculty never or rarely bring international reading material into the classroom.
- A little less than half report that they never or rarely bring their international experiences into the classroom.
- Only about a quarter of students report that faculty frequently or always related course material to larger global issues; a third say they never or rarely do.
- Nearly 70 percent of students report that international students and scholars never or rarely give presentations in their courses.
- A third of students say that they have taken no international courses in a year.
- About 14 percent of students surveyed had studied abroad.

Expanded Goals, Motivations, and Rationales for Comprehensive Internationalization

Contemporary Rationales for Internationalization

Centuries ago the primary reason for the movement of scholars across borders was enrichment of ideas in the emerging universities of Europe. These universities were innovative cosmopolitan centers that sought to plumb a world of sources and scholars. Today, the rationale for the movement of scholars, students, and for the "re-internationalization" of higher education is more complex worldwide.

Hans de Wit (1998) has observed about the evolution of the Western university since the Middle Ages that, "Education came to serve the administrative and economic interests of the nation-states and became an essential aspect of the development of national identity. The scholar [went] from a wanderer to a citizen." However, deWit goes on to say that in the latter half of the twentieth century, "we notice a stronger emphasis from the nation-states and their international bodies on international cooperation and exchange."

Higher education is again drawn into a global network of knowledge and the search for new ideas and applications. Yet, higher education institutions remain important resources for localities and nations. While the search for universal knowledge dominated the raison d'être of the university in medieval times, local and nation-state needs and identities dominated the orientation of higher education since the 1600s. Now both orientations are with us and they are connected.

Two-Tier System or Continuum?

Higher education faces a dual challenge: the necessity to be globally engaged while remaining usefully connected locally. Although this is probably true for almost all kinds of higher education institutions, some wonder (Wildavsky 2010) whether the globalization of higher education will actually lead to a two-tier global higher education system with a "top" tier being a relatively few research institutions defining themselves globally to their core, and a second tier composed of the vast majority of the rest being primarily locally/regionally defined.

While some manifestations of top-tier global higher education clubs are already forming, the more useful conceptualization may not be a dichotomy but a continuum. That is, institutions of varying kinds positioned along a global-local spectrum of international engagement. However, it seems unlikely, given the powerful realities of globalization, that purely local orientations can work for almost any institution.

Zero-Sum or Synergy

As many do, one could see the *local* and the *global* as being in a zero-sum game. Some believe, for example: every classroom seat taken by an international student is one less available to a local student; cross-border collaborative research quickens the loss of our intellectual property and the loss to interests abroad of the advantage of being first with new discoveries; solving problems abroad takes time, energy, and resources away from solving problems at home.

The alternative to the tension of a zero-sum scenario is synergy. For some, this may be a more difficult proposition to buy into as they may find it hard to believe that the sum can be greater than its individual parts—happy talk, with little substance. But it is the reality of globalization and the core of the rationale for CI.

The world knowing more about us than we about them creates an unlevel playing field in economic and geopolitical terms; internationalization of learning and curriculum is part of the solution. A growing list of problems that beset us (and their solutions) comes from outside our borders and from global forces that play out in the local context—examples abound: communicable disease, the environment, the global economy, markets and dislocations. Research

and problem solving that tap into the global flow of discovery and applications provide a net gain in understanding and solving problems as well as achievement of new gains. Increasingly, higher education cannot be an engine of local economic development unless it is on the cutting edge of global knowledge and discovery.

Internationalizing higher education requires lowering boundaries to the international trade of ideas and people (students and faculty) and an opening of access to national higher education systems for a global population. Inevitably, open or free trade will produce advantages and dislocations, the latter sometimes being more readily evident than the former. Free trade advocates will point to many cases and data about advantages and net gains; those dislocated make their own powerful alternative arguments and "free trade" becomes a tough sell. The idea of "us" versus "them" and concerns about who benefits remain powerful. Marginson (2010) cuts to the quick of the matter when he notes, "as the national policy maker sees it, 'These public-knowledge goods are all very well, but what's in it for us? Why should we pay for everyone's free benefit?'"

It seems inescapable, though, that contemporary manifestations of internationalizing higher education do come down to the reality of lowering higher education trade barriers with the essential companion rationale of accessing the best ideas and talent for a wide array of purposes. The growing movement of people and ideas across borders in the interest of competitive advantage is a matter of who is willing and able to pay. With global economic and social development, especially in expanding economies such as China and India, many more are both willing and able to pay; the hording of talent and ideas may flatten across international borders but concentrate in top-tier institutions.

Categorizing Motivations, Purposes, and Rationales

Jane Knight and Hans de Wit believe that four categories of rationales have emerged to provide the contemporary set of motivations for internationalization of higher education. (de Wit 1998; Knight 1999, 17–22):

- academic—global (universal) search for truth and knowledge
- socio-cultural—cross-cultural knowledge and understanding
- political—maintain and expand influence
- economic—improving local/national competitiveness in the global economy and marketplace.

Although de Wit does not say so, it is possible to think of these four categories both as ends in themselves and as means to other ends. For example, knowledge for its own sake such as acquiring in-depth understanding of another culture or society for reasons of personal curiosity, or knowledge that provides a basis for new applications to solve problems in other societies. For example, in-depth knowledge of the culture, can provide a basis for winning acceptance of new methods to control disease.

The motivations for CI are complex and outcomes are not always easily predictable, as pointed out by de Wit. International exposure can challenge or confirm beliefs and feelings about our own place; international engagement may not increase just the local and national competitiveness but also the stature and strength of the higher education institution itself.

From Irrelevance to Imperative

Many have characterized U.S. higher education as a latecomer to contemporary internationalization, with the implication that other higher education systems (e.g., European) were much earlier adherents and practitioners. Whether such a temporal comparison is fair or not, the more important point is that globalization has imposed an urgency throughout the world regarding internationalizing higher education. Although the U.S. research university, the current envy of the world, had its origins in the German university model of the late nineteenth and early twentieth centuries, there has been a certain inward-looking character to U.S. higher education that, whether deliberately or not, paralleled a historical inward orientation of the American psyche overall.

For a variety of reasons the isolationist tendencies of U.S. society came under serious challenge after World War II, and a succession of events have yielded a shifting set of motivations for the international
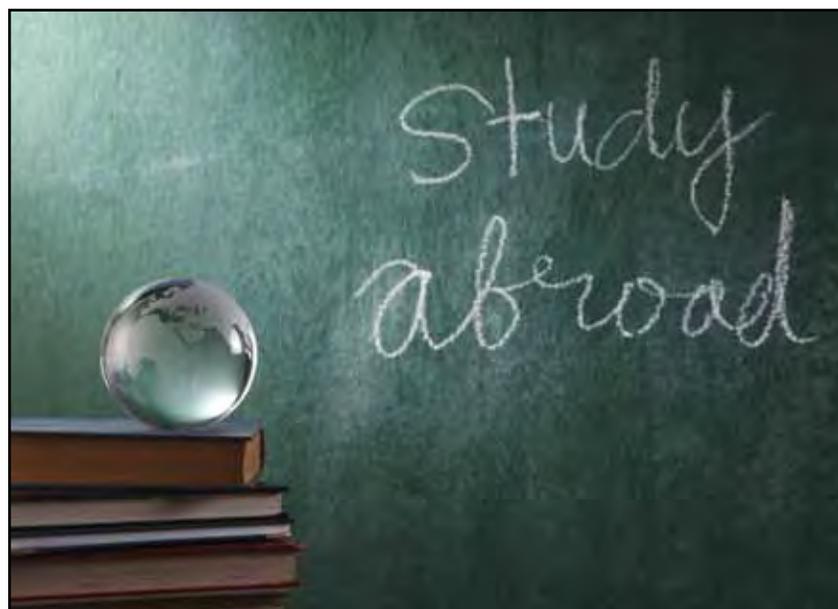
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engagement of many U.S.-based institutions, including colleges and universities. Yet, for some, the challenge of internationalization remains unreal. At a national higher education conference a few years ago, a keynote speaker reported that a senior and respected faculty member of his institution had asked, "Why would we send our students to study abroad; surely, there is nothing they can learn there beyond what we offer here."

American Isolationist Tendencies

Nearly since inception, a powerful inward looking current has driven the U.S. social, political, cultural, and educational frames of reference. Independence from England and George Washington's advice to avoid entangling alliances engendered a long trail of isolationist politics. Even John L. O'Sullivan's doctrine of manifest destiny (to project the U.S. system and ideals first westward across the continent and in the late nineteenth and early twentieth centuries *outward* beyond North American borders) are reflections of an inwardness—projecting internal U.S. methods, strengths, and values outward.[2] Assimilation of diverse immigrant populations *into* the U.S. culture through the great melting pot, while giving a nod to the contributions of other cultures, had assimilation as its end goal. The fierce individualism of the American ideology, glorified in Jefferson's yeoman farmer, and a companion disdain for the powers of government reinforced a national frame of reference for self-reliance and "going it alone."

America felt comfortable and safe in the Western Hemisphere with separation from the old worlds that immigrants sought to escape. In the Western Hemisphere there was little threat from north or south, particularly after promulgation of the Monroe Doctrine, and ocean barriers protect both east and west. The United States was big enough to be self-reliant, and powerful enough to enforce it. The prominent roles played by the United States in World Wars I and II, and particularly in the aftermath of World War II, seemed to confirm the concept of American "exceptionalism." Americans saw themselves as "the best" and took pride in the belief that everyone else really yearned to follow the American example (many did, again almost from America's inception).

The post-World War II period provided renewed attention to elements of a vigorous manifest destiny—projecting inward strengths outward. As a geopolitical strategy, a simplistic isolationism was discredited; the atomic bomb and missiles made oceans irrelevant; John Foster Dulles' "domino effect" portrayed a steady march of threat toward the United States if unchecked. National defense required military presence and engagement abroad. However, it was the spread of U.S. democratic ideals, culture, and values abroad that was seen by many as the best supplement to military presence to provide the more enduring basis for making the world safe.

Americans took comfort in the belief, and not without reason, that the national purposes were basically honorable, its values defensible, and that "doing good" was the objective. The U.S. Information Agency was created to project American ideals and methods; the U.S. Agency for International Development moved tens of billions of U.S. dollars abroad to assist economic, social, and political development because development was the enemy of unrest and instability. However, development programs were not only intended to "do good" but defined assistance as also showing people the presumably superior American way of doing it. Development was the projection of assistance, not partnership. In moving away from isolationism as a dominant geopolitical philosophy, the United States retained a conviction of being best and took comfort in inwardly derived strengths. Engagement abroad was not a two-way exchange. The United States would teach but was less interested in learning.

An Inward-Looking Education System

For much of U.S. history until the latter half of the twentieth century, what was taught in K–12 classrooms was similarly inwardly focused. European history was offered, a reflection in part of dominant immigrant origins, but by comparison scant attention typically was paid to Asia, Africa, and Latin American history and culture. Geography courses focused attention on the United States, sometimes Europe, and maybe a bit about Africa, Asia, and Latin America. Students had to work hard to find adequate coursework about the world outside the United States. Few did.

It is not that international, comparative, or world content was entirely missing from curricula, but rather it was the paucity of what typically was available in most educational systems. Of equal and perhaps more importance, such knowledge was seen neither as a core subject for the masses like reading, writing, and arithmetic, nor an important component to creating an educated citizenry or workforce. Such knowledge was nice, a conversation piece, sometimes exotic, but rarely if ever considered broadly necessary. The omissions were system wide, from K–16 and beyond, because even in most colleges and universities such course-

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[2] John L. O' Sullivan, in a July 1845 editorial in, *The United States Magazine and Democratic Review,* championed Texas' admission to the Union and, by implication, continued westward expansion as the "fulfillment of our manifest destiny." By the end of the nineteenth century, globally projecting U.S. values and methods became part of the emergent foreign policies of presidents such as William McKinley, Theodore Roosevelt, and later Woodrow Wilson, and with military intervention as needed. Many such as William Graham Sumner strongly disagreed that military force should be used to spread the virtues of the U.S. system, but rather to allow a more laissez faire approach to do it naturally as warranted; military action was inherently interventionist and anti-isolationist. Also see, Ralph Raico, *American Foreign Policy: The Turning Point, 1898-1919,* the Independent Institute, February, 1995.

> **"Globalization alters and weakens political and economic boundaries, and intensifies the cross-border flow of nearly everything—but especially knowledge, ideas, and learning."**

work was difficult to find outside of history and the humanities, and a few social science disciplines in sufficient quantity and frequency.

In the K–12 system in particular, one of the main goals was homogenization, socialization, and assimilation of the immigrants into the mainstream English-speaking culture. Not only was it thought unnecessary to teach other languages, but the native speakers were discouraged from using their first language.

However, in the last third of the twentieth century a significant change was afoot in K–12 curricula, making instruction and learning more inclusive and outward looking. Similar changes in content in college and university curricula, study abroad, and building faculty expertise were also well underway. These efforts predated conscious recognition of globalization, but globalization added the accelerant to a massive rethinking of the role of internationalization in education.

A Change in the Wind
In the last part of the 1950s and early 60s, disquiet arose about America's place in the world. The popular book of the late 1950s, *The Ugly American,* suggested that not all was necessarily right about U.S. objectives, methods, or worldview. Sputnik shook the United States to the core during the same period. Some Americans began to question their view of the nation's preeminence among nations, asking themselves, "Could it be that we aren't alone, the best, and are losing 'first place'?"

The National Defense Education Act (NDEA), passed in the aftermath of Sputnik, gave major thrust to developing science, technology, engineering, and mathematics (the so-called STEM disciplines). Developing national expertise about the outside world in the form of "area" and language study was also funded by the

act. NDEA was ground breaking as a large-scale effort by the national government to systematically develop a portion of the nation's higher education capacity, even though education is a function constitutionally reserved to the states. Title VI of the NDEA, emphasizing the development of area and language expertise, was unprecedented in its potential scope and focus for building outward-looking, campus-based capacities. The Fulbright-Hayes program (enacted about a year later) offered support for dissertation and faculty research abroad, adding a mobility dimension to the Title VI programs.

A focus of Title VI was on developing expertise, and not necessarily on developing an educational system for massification of international knowledge and learning. As Biddle (2002, 67–69) points out, a significant motivation for passage of the legislation was national defense—not to make us become more outward looking and broadly knowledgeable as a nation. Becoming more expertly aware of the world outside was a means to the end, not the end.

Even so, Title VI unquestionably delivered the catalyst for higher education to more seriously bring the world into the classroom and onto the campus; it gave a boost to language study, including the less commonly taught languages, and it supported graduate work and faculty engagement abroad. It, along with international development opportunities funded by entities such as USAID, began to build a cadre of internationally experienced and engaged faculty on many campuses.

At the same time, a new generation of college students sought and was given other ways to engage the world. Many joined the Peace Corps; many more began to study abroad. Many of these students are

now a part of the senior but graying leadership in international programming both inside and outside of U. S. colleges and universities. The vast majority was then and still remains deeply committed to engaging the world outside collaboratively.

Beginning in the 1960s and 1970s, and through a variety of efforts and changing attitudes, the process of educating students to the world outside and building faculty expertise and engagement abroad began in some earnest partly as a result of Title VI funding but also because of the awakening interest within higher education. The development of an "internationalization ethos" was nascent but underway. Still, it was seen largely as focused on the few who were interested, rather than being an integral part of education and learning for all.

Globalization's Challenge
By the 1980s and 1990s, if not significantly before, many in higher education were becoming acutely aware of the unlevel playing field created by an inward focus and inattention to looking and learning abroad. The world was undergoing massive change, not simply in the form of new nations (such as the former Soviet republics) and national confederations (such as the European Union) but in the emergence of a new world paradigm dubbed *"globalization."*

Distinguishing between the terms "international relations" and "globalization" was an initial confusion. Eventually, the former came to mean relations between and among sovereign nations while "globalization" was defined as the rise of factors and forces that transcend borders and sovereign states.

Globalization alters and weakens political and economic boundaries, and intensifies the cross-border flow of nearly everything—but especially knowledge, ideas, and learning. Even

though global forces are mediated through the local context, they in turn shape local cultures and economies. Those local entities that remain largely unable to act effectively within the globalizing currents are disadvantaged as never before.

Michael Paige (2005, 101–102) draws a further useful distinction between globalization and internationalization.

> *"Whereas globalization is about the world order, internationalization is about organizations and institutions, such as universities. Internationalization means creating an environment that is international in character—in teaching, research, and outreach.*

Paige quotes Jane Knight (2002, 1) who sees, "internationalization at the national sector, and institutional levels…as the process of integrating an international, intercultural, or global dimension into the purpose, functions, or delivery of postsecond-

ary education." Knight (1999, 14) holds that, "internationalization of higher education is one of the ways a country responds to the impact of globalization…." This position further reinforces that internationalization is a means to ends and not an end itself.

It is precisely a proliferation of ends (goals or objectives) that characterize the widening of contemporary motivations to internationalize. They now easily include (in no particular order):

- expanding cross-cultural knowledge and understanding given the increased frequency and necessity of cross-cultural contacts and relations
- strengthening a higher education institution's stature and value added in teaching and research in a global system of higher education
- enhancing national and global security
- improving labor force and local economic competitiveness in a global marketplace
- enhancing knowledge, skills, attributes, and careers for

graduates to be effective citizens and workforce members.

The movement toward globalization has numerous implications for both the depth and breadth of higher education's commitment to internationalization, particularly the rationale for it. The reasons for looking outward and becoming outwardly knowledgeable have proliferated both in terms of places of interest and breadth of challenge and opportunity.

Globalization is aided and legitimized by the emergence of nearly instant global communication and information sharing. Easier travel, labor migration, the global spread of research capacity, globalization of scholarship, and the growth of the global higher education system reinforce an expansive multilateral trade in ideas.

Manifestations of a global higher education system include, but are not limited to, rapidly expanding exchanges of students and faculty, the emergence of global institutional ranking schemes, dual and joint

cross-border degree programs, international higher education consortia, cross-border collaborative research and projects, and rapid growth of global higher education capacity.

Competition and Collaboration

Higher education globalization has both competitive and collaborative dimensions to it. As the demand for higher education expands globally, capacity is not keeping pace, and competition for the best faculty, students, and administrators is intensifying across borders. Competition is spreading globally to produce envelope-pushing research, which enhances institutional reputations and simultaneously feeds the growing needs of a knowledge-based society.

The stakes for collaboration are strengthening, too. It is impossible for every institution to be best in everything. All good ideas are not invented "here," wherever "here" happens to be. Cross-border collaborations can produce win/wins for partners. But to accomplish these collaborations, faculty need international perspective and opportunity, internationalized campus environments, and policies and administrative structures that

support cross-border collaborative research and problem solving.

Greater Complexity and Breadth of Need

While the end of the Cold War may have removed a somewhat singular security-related focus for supporting language acquisition and area studies, the concomitant fragmentation of power in some countries and regions made other challenges more visible (e.g., civil wars, religious and ethnic conflicts, intensification of identity politics, migration, and refugees). In this environment, language and area studies take on new importance and greater diversity.

From the comparatively understandable bipolar geopolitical environment of the Cold War era, a new multilateral environment has rapidly emerged, expanding the multitude of languages and cultures of critical relevance. Languages and cultural milieus that seemed irrelevant in an earlier era because societies were only loosely connected to the bipolar realities of orthodox constructs of international relations, or encased and suppressed by powerful regimes, now take on new salience. In turn,

this has expanded the concept of national security to be inclusive of a wider range of challenges, such as economic competitiveness and national position in the world.

Globalization has been at least as much a phenomenon of economics as of politics. As corporations, large and small, engage in business activity abroad, their needs for language skills, cross-cultural awareness, and knowledge of opportunities abroad diversify and intensify. This, then, challenges many of higher education's traditional international priorities, which either have been directed internally toward the interests of a small number of students and faculty, or abroad by some institutions toward assistance in developing the capacities of other nations.

Although a commitment to CI presents challenges in terms of capacity, cost, and institutional change, *not* committing to it would accelerate the consequences of the unlevel playing field. The need to effectively participate within a global reconfiguration of markets, systems of trade, research and discovery, communications, and quality of life dramatically expands the rationale for internationalization.

Options for the Scope and Scale of Institutional Comprehensive Internationalization

Prerequisite: Matching Comprehensive Internationalization to Institutional Realities

The manner by which higher education institutions make CI operational will necessarily differ to match varying institutional mission, values, and goals. However, to be fully integrated into the fabric and ethos of an institution, CI must closely align to, and be seen as enriching, core institutional missions. All organizations allocate resources to fit their strategic organizational priorities. If CI is not seen as integral to institutional strategic goals and priorities, it will be marginalized.

Arguably, all higher education institutions engage to some degree and manner in the three core missions of instruction, research, and outreach engagement. However, the relative attention and priority given to these varies across types of institutions.

Institutions with significant commitments to both undergraduate and graduate programs engage all three core missions and some look for ways to integrate them. Some institutions give special status and priority to graduate education and research; liberal arts institutions focus on undergraduate instruction and learning; community colleges provide the first two years of undergraduate education as well as specialized programs, degrees,

and certificates preparing students for particular job skills. Institutions vary in their commitments to community engagement and problem solving, but increasingly most do to some degree—some both at home and abroad. As institutions vary greatly in size, so will the complexity of international programs' organizational structures that facilitate CI.

Framing the Scope and Organization of Comprehensive Internationalization

A set of framing issues or questions can help set the stage for defining the parameters for CI and for what is possible for a particular institution. Individuals can consider these, but they also form an agenda for discussion among those exploring internationalization as a group in their institutions.

Strategic Considerations at the Institutional Level

Designing an institutional strategy for CI requires first exploring a set of key questions.

1. What are the intellectual drivers and motivations for CI?

Ultimately, the currency of the higher education realm is defined in terms of intellectual objectives and outcomes

related to discovery and learning. What do advocates of CI expect as outcomes? What do they promise or imply as benefits of CI?

Identifying motivations for CI and accompanying expectations are vital parameter setters and contribute both to building a convincing rationale for allocating finite resources and for accountability. At any institution CI will be validated by expectations and accomplishments in student learning, research, strengthening key institutional curricula or research thrusts, enhancing institutional capacity, reputation, and revenue, and service to clientele and stakeholders. The motivations to internationalize can and often do relate to all of these.

Motivations carry expectations and either implicit or explicit goals that provide the basis for accountability. The more complex the motivations are, the more challenging will be expectations and standards of accountability. Resolving questions about motivations and expectations up-front is a critical "framing issue." A further exploration of intellectual drivers and motivation for CI as well as their relation to measurable goals can be found in Section VI.

2. How well is CI linked to institutional missions?

CI must link inwardly to institutional missions and outwardly to

institutional clientele, just as any institutional initiative must. To strengthen prospects for success, comprehensive internationalization needs to be infused throughout institutional missions and ethos. In a 2009 paper Michael Stohl and I lament that this view of internationalization is not universally shared among educators. Instead we note, "Many see internationalization as one of the shops in the university mall from which some elect to purchase the product, rather than as something to which all shops in the mall contribute in unique ways." Such a limited view of internationalization is simply incompatible with the fundamental ethos of any institution of higher learning. Stohl and I argue that, "internationalization infused throughout [the institution] has the capacity to strengthen all just as the power of interdisciplinary work and perspective has the capacity to strengthen core disciplinary knowledge bases, and vice versa" (Hudzik and Stohl 2009).

3. Who are CI's clients?
This question is fundamental to tailoring any effective CI strategy. Is CI for only some students, or all; a few faculty, or most; alumni and lifelong learners; external clientele (e.g., business, government, etc.)? What is the "geography" of clientele: close to campus, the state, or national or international?

Upon graduation most students today will have to interact effectively with colleagues and organizations abroad; many will work abroad, some in multiple locations. The vast majority of graduates will work in multicultural teams in the United States, many such teams will include team members from around the world, and some teams will be linked electronically to far-flung locations. Being a workforce-ready graduate has increasingly global and knowledge-society meanings and demands. The Organization for Economic Cooperation and Development (OECD) opines that existing educational

systems are insufficiently equipped to meet this challenge, and they will need to expand access, funding, and innovation (Organization for Economic Cooperation and Development. 2008, 13–16).

Community and outreach clientele are also similarly affected. As businesses large and small engage global markets, their need for access to country and regional knowledge and expertise expands. As diverse and expanding immigrant populations join communities across the United States, knowledge of the cultures from which these new residents come becomes important for schools, the legal system, health providers, employers, and social services, to name only a few. Just as universal access to international, global, and comparative knowledge is important for traditional student groups, so does it become important for community and lifelong-learner clientele.

A comprehensive approach to internationalization will deliver globally informed content into the vast majority of courses, curricula, and majors. Integration of comparative and global perspectives into research and scholarship of faculty is equally important if the benefits of cross-cultural and comparative understanding are to be fully extended through outreach to citizens, businesses, and public officials.

Institutions fulfill obligations to their locale by playing a role in internationalizing home communities, becoming bridges between organizations abroad and at home; and facilitating exchanges of students, interns, personnel, and research to meet community needs. The idea of internationalizing community service is front and center. There is potential reciprocity in that the diversity of cultures and languages represented in U.S. communities can be a source of talent and experience for helping to internationalize the on-campus environment.

For a CI institution, outreach and problem solving are engaged at home and abroad, recognizing that problems and their solutions are increasingly

borderless and multilateral. By inference, the relevance of international, comparative, and global learning and perspective applies not only to all students and faculty/staff, but to external clientele as well.

4. What is the scope of institutional leadership and strength of its commitment to CI?
Commitment to internationalization must be broadly based, not driven by a few personalities. Without organizational support, birth and sustainability are doubtful. If development of CI at an institution is driven by a few powerful and influential personalities, the question of whether CI can survive them must be raised. If CI is driven by administrative leaders, a commitment from key faculty will be needed to provide the intellectual content and to shape the curriculum and pedagogies to accommodate it.

The longer term staying power of support and drive for CI depends in part on whether internationalization has the character of being the "flavor of the month," or whether there are deep intellectual drivers for it. A deep intellectual recognition is that globalization is a paradigm shift that inexorably will reshape twenty-first century higher education knowledge creation and knowledge dissemination. This kind of underpinning speaks in favor of the long-term success of CI on any campus.

Moving from Strategy to Programming
Additional issues arise when moving the concerns cited above to thinking about programs and future actions to implement CI.

1. How programmatically encompassing will CI be?
CI can be seen as inclusive of all or some of the following: study abroad, international students and scholars, on-campus curriculum, languages, world-region and thematic global expertise, cross-border research/scholarship/service, global problem solving and international development

> **"Josef Mestenhauser, an early and highly respected leader and theorist in international education, saw 'an advanced level of internationalization... involv[ing] not only internationalizing key courses but also identifying the international dimensions of every single discipline.'"**

activity, "globalizing" institutional ethos, and building global connections and partnerships.

The greater the number of programmatic dimensions and the wider the reach to various populations, the more comprehensive the effort becomes by definition. In turn, the greater the opportunity will be to fundamentally reshape institutional ethos, knowledge creation, and knowledge dissemination paradigms.

2. Which countries and regions?

As a result of globalization and the permeability of boundaries, the number of regions and countries of economic, geopolitical, and cultural interest have multiplied. Acquiring the necessary knowledge and expertise for a global array of languages and cultures and the diversity of clientele will be a significant challenge for most, if not all, institutions.

Some countries and regions already draw considerable attention because of their burgeoning economies and growing position in the global marketplace; they are significant suppliers of labor or raw materials, or a source of products. Some others generate interest negatively—by being a nexus of instability, unrest, and radicalism that can serve as a base for projecting mass violence around the world. And in other cases, interest is created by cultural appeal or because their higher education systems and research and development capacities offer us both challenge and opportunity in the world of ideas and technology. Unquestionably, some nations or regions will have more than one of these compelling characteristics.

The great challenge, of course, is that it is impossible for any single institution to be a source of knowledge and expertise covering the entire global waterfront. Institutions will not only have to set priorities but also pay more systematic attention to developing consortia of expertise to help cover the waterfront.

3. Which academic disciplines and professions?

While humanities, languages, and social and behavioral sciences remain core elements in international education, professional disciplines take on renewed importance not only because of the globalization of markets, but the globalization of problems and solutions in almost all areas. Additionally, problems now easily jump boundaries and require knowledge from professional and applied programs such medicine, business, agriculture, environmental science and policy, education, and telecommunications, to name a few. Professional programs certainly contribute to a more contemporary understanding of comprehensive internationalization, but they need to become more globally engaged and aware to be effective in dealing with specific cross-border challenges such as H1N1 flu and SARS, tainted food products, invasions of nonnative plants and animals, unsafe toys, and the like.

Indeed, all disciplines and professions today are better informed by global perspective, shaped by it, and capable of contributing globally. Josef Mestenhauser (1998), an early and highly respected leader and theorist in international education, saw "an advanced level of internationalization…involv[ing] not only internationalizing key courses but also identifying the international dimensions of every single discipline."

People and Processes to Support Internationalization

Strategy and implementation plans need people and processes to support and sustain them. Key questions to consider include:

1. Who will be responsible and assessed for contributions to CI?

Institutions need to consider which units will be responsible for and assessed on contributions to CI. Only

some academic units, or all? Are institutional service units expected to be involved and supportive? And will institutional leadership (presidents, provosts, deans, and directors of major academic and service units) hold units and people accountable for contributions? The wider the net of responsibility, the more involved and comprehensive institutional discussions will become about the nature of commitments to CI.

There are three types of units important to comprehensive internationalization.

- *Academic units.* The role of these units is obvious for the substantive and intellectual contributions essential to internationalization. Without connection to academic departments and their faculty and the substance of ideas and learning, internationalization risks becoming a vacuous process. For example, study abroad without learning objectives and structured learning connected to the curriculum and reflected in intellectual outcomes risks being little more than tourism for credit.

- *Specialty international programming support units.* These units play critical roles in connecting the campus beyond national borders. The most obvious and important examples are the "mobility" offices (examples include offices of study abroad, international students and scholars, etc.). Area and thematic study centers and internationally focused research centers help identify and facilitate research and learning opportunities abroad for faculty and students. Language departments are both academic units and support units. English as a second language (ESL) programs are critical bridging units for international students and scholars. The potential list is long.

- *General university service units.* Although sometimes ignored, these offices and programs are in strategic positions on campus to either help or hinder (by omission or commission) facilitating and supporting CI.

  Campus-based general service units have multiplied over the last few decades in response to the growing complexity of regulation and because of appreciation for a wider range of academic support services needed for successful student learning and to support the increasingly complex research enterprise. The importance of these service units relates not only to successful student learning and expanding research and outreach missions generally, but to successful CI as well.

2. Will key sectors support it?
Key questions to ask when building support for CI across the campus include:

Examples of Widening Engagement of Institutional Service Units

- As cross-border student mobility increases, along with collaborative degree programs, the role of registrar offices in assessing credentials and awarding recognition for work done under systems with differing instructional contact hours, methods of measuring and counting, and pedagogies becomes more complex. To both support and respond to successful comprehensive internationalization, a larger portion of registrar workload and staff time will have to be assigned to it, but it will also require greater policy- and decisionmaking flexibility across systems and cultures in a global higher education environment (for example, across three- and four-year baccalaureate systems; K–12 systems that end with "11;" nonnumerical grading systems).

- Facilitating faculty research abroad impacts policies and practices of university travel offices, personnel and payroll systems, risk assessment, copyright and security protections, intellectual property regulations, contracts and grants administration, insurance, and accounting and record-keeping practices, to name a few. It is one thing for faculty to live and work within U.S. legal, political, and cultural boundaries and quite another to support faculty living and working abroad—negotiating differing features of law, regulation, and customs in foreign settings, some of which fundamentally conflict with U.S. laws and regulations.

- Rigid university housing contracts will stifle study abroad. A residence hall environment unable to adapt its housing and food practices to requirements imposed by differing cultures will create unfriendly environments for international students and scholars.

- Student support offices (e.g., for developing learning skills, counseling, housing, and clubs) need to think and behave in more varied ways to support international students coming from far differing learning environments who are far away from home and their normal support structures and who are simultaneously negotiating living and learning in a radically different environment. These issues apply not only to international students on U.S. campuses but U.S. study abroad students as well.

- Academic advisers will not only have to attend specifically to the needs of international students often largely unfamiliar with U.S. systems, but to the academic preparation of students who intend to study abroad and their reentry following.

- What roles must academic governance play?
- Will key university support units assist with academic and nonacademic student needs?
- Will faculty be on board?
- Will accreditation bodies approve; will they impose unworkable conditions?
- Must any other outside entities approve (e.g., government funding authorities)?

But perhaps the most important opening question is whether there is a fertile climate of awareness and real openness to internationalization. Although it is hard to imagine in the twenty-first century a lack of awareness of globalization and its impact on higher education, the entire enterprise may well turn on whether there will be a dedication to action and the institutional staying power for CI. Ultimately, there must be sufficient commitment across the entire institution to follow-through and move from rhetoric to action.

3. How is leadership and support organized for CI?

The more "comprehensive" the CI vision, the more complex its support infrastructure is likely to be. Who will give organizational leadership and drive to visioning, building, and nurturing CI, and what must the support infrastructure be?

The answers to these questions require reference to traditional campus patterns of organization. For example, is there precedence on campus for central offices to provide campus-wide leadership in key areas (e.g., for graduate programs or information technology), and do these provide sufficient precedence for establishing a central leadership and coordination model for internationalization? What is the tradition of productive collaboration between such offices and academic units? Is there a culture for cross-walks and partnerships between service and academic units? Among academic units, is the culture one of "stove-

pipes" or cross-disciplinary collaboration? It is not so much that the support infrastructure for CI must mirror existing traditions but rather that the wider the departure from precedence, the less comfortable its implications may appear.

At the center of most discussions about organization and structure on campuses is whether there should be a centralized office to lead and coordinate internationalization, or whether decentralized models are best. Centralization is touted on some campuses as delivering more effective coordination, greater efficiencies, and focused drive toward strategic objectives. Others see centralization as creating excessive red tape, stifling creativity and initiative on the "shop floor," enforcing "cookie-cutter" rules and regulations onto an extremely heterogeneous set of departments and motivations, and ultimately, destroying ownership of internationalization at the departmental and college levels.

Actually, to centralize or to decentralize is a false dichotomy. A middle ground rests in thinking about matrix organizational structures that have elements of hierarchy, decentralization, and significant direct collaborative crosswalks among contributors. Versions of a matrix organizational structure characterize how some of the largest and most complex institutions are organized to support CI.

4. What are the roles of senior international offices and officers?

Offices of international programs and senior international officers (SIOs) stand at the nexus of CI. These offices vary greatly, though, from institution to institution in terms of responsibilities—from study abroad only; to that plus support for international students and scholars; to variously being responsible for English language centers, foreign languages, area study centers, and sources of support for research and project activity abroad or interna-

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Models, Not Model

Because of the diversity of higher education institutions and their organizational cultures, no model is best for organizing and supporting CI.

"Ultimately, the plan put in place must reflect the university's particular history and culture; failure to respect the institutional context puts the initiative at risk." (Biddle 2002, 10)

There are alternative models depending on the scope of institutional missions, breadth of programming, and overarching institutional traditions and preferences for modes of administrative organization and support. The more mission components included in CI, the more complex will be the models for coordination and leadership.

In general, top-down command and control models do not fit well with higher education institutions. Realities such as (1) the counterbalancing of academic governance and administrative leadership, (2) the locus of crucial curricular and academic personnel decisionmaking in departments and colleges, and (3) the influence and powers of academic deans have led many to describe higher education institutions as akin to feudal systems.

Some institutions have a history of and prefer loosely coupled and shifting matrices of units and people depending on the issue; others have a preference for establishing central offices to provide leadership and coordination with varying degrees of authority assigned to the central office. What forms of organization and structure will be supported by the individual campus environment and culture? The answer in short is that it depends on campus culture and scope and depth of commitment to internationalization. Approaches to organization will differ as a result.

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tionalization of the on-campus curriculum. The backgrounds of SIOs vary too. Some move into the administrative position from the faculty ranks, others from one of the functional international support units, and others from careers outside (e.g., former ambassadors).

As a result of such variations in office responsibilities and SIO backgrounds, the degree to which SIOs can exercise leadership and influence to help coordinate CI differs greatly from campus to campus. That said, the impediments to successful *comprehensive* internationalization are substantial without campus-wide leadership and coordination at some effective level. Indeed, the notion of CI without any point leadership seems absurd.

Regardless of scope of responsibility, if offices of international programs are seen by others on campus as

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solely or even greatly responsible for internationalization, the concept of "collective" engagement and collective responsibility for internationalization is weakened. CI requires international offices to be fully engaged with academic, support, and service units in the process of internationalization, sometimes in a leadership role but always in a role of supporting and facilitating broad-based engagement and responsibility.

5. Is there a commitment to allocate resources strategically?
Insofar as resource allocation is driven by the institutional strategic plan, it is vital that internationalization is a core element in that strategic plan. Internationalization requires significant reallocation of institutional funds and effort. Adequate funds are the barometer of institutional commitment. Some new resources will be essential, but it is most improbable that internationalization can be accomplished without substantial reallocations of existing resources, or at the least "piggybacking" on other existing priorities. For example, will the process of introducing international content and perspective into the curriculum have access to and be able to shape existing majors, general education requirements, and faculty research priorities?

If internationalization is seen as a new and freestanding commitment, as an "add on" to current priorities and not integrated with them, CI is almost certain to be underfunded. This is definitely the case if the objective is to effect mainstream access for all students and faculty to international content and experience. Integration of internationalization into other institutional priorities is essential to access sufficient resources by piggybacking on, and sharing use of, existing resources. The chances

of this happening increase if internationalization is prominent in the institution's mission statement, and especially if it is in its strategic plan.

From Periphery to Mainstream

By considering how institutional strategy, implementation plans, and people and processes interact and support each other, each institution can craft its particular approach to internationalization. CI, by definition, seeks to impact all, involve all, and become a core feature of institutional missions, values, and ethos. Mestenhauser (1998) suggests that, "international education is not a field of specialization for the few, but its own field for the many." A commitment to "mainstreaming" seen in this way will have massive implications regarding who is expected to participate and contribute, what resource will be allocated, how the institution approaches collaboration, and what measures for performance will be employed.

A commitment to effecting truly comprehensive internationalization is a commitment to widen access and participation, to widen the client pool for internationalization, and to widen the set of contributors to its realization and success.

A commitment to mainstream involvement is not an excuse to disband central leadership, coordination, and programs that specialize in delivering and supporting components of comprehensive internationalization. An institutional commitment to study abroad without a study abroad office is nonsense and likely hazardous. Equally, a commitment to CI without some form of appropriate campus-level leadership and coordination helping to drive it is also nonsensical.
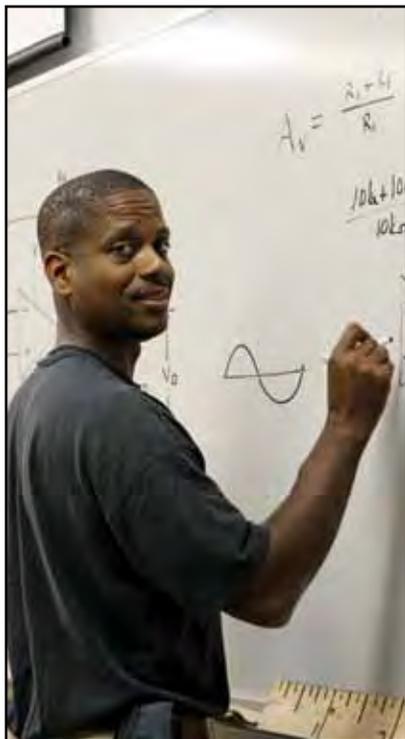
Prerequisites for Successful Initiation and Implementation of Comprehensive Internationalization

Creating an Organizational Culture for CI

Successful CI requires an organizational culture that gives it strength, purpose, adaptability, and sustainability. A CI culture is shaped by institutional leadership and sustained by efforts to extend its saliency *throughout* the organization. An institutional culture supporting international engagement and campus internationalization is an essential prerequisite for success.

The driving culture for CI is the product of an institutional vision that defines its missions, values, and service not just in local or national terms but also in global terms, and sees all three levels interconnected. It encourages the involvement of everyone, not just a few, and it involves all institutional missions (teaching, research, and service). An effective culture for CI is institutionally pervasive and results in a broadly shared vision, up and down and throughout, about the necessity of internationalization.

Culture and commitment are not the product of an action checklist that when completed allows moving on to another institutional priority. Rather, a sustaining culture drives an ongoing and evolving set of actions that flow from a continuous sensing of the global environment of opportunities and constraints and the interaction of those with the local environment and internal institutional dynamics.

Evidence is clear that ongoing attention to internationalization characterizes the most successful institutions, including those receiving the NAFSA Senator Paul Simon Award for Campus Internationalization (NAFSA 2010) and ACE's "Promising Practices" (Engberg and Green 2002) as examples. A sustaining culture keeps CI at the center of institutional missions, values, and actions, and makes it programmatically adaptable.

A CI culture is not defined by input or output measures such as dollars allocated to international activity, numbers of students studying abroad, numbers of international students and scholars on campus, numbers of internationally focused centers and institutes, or research. Although these are indicators of the impact of a powerful guiding culture for CI, the real force and meaning of a CI culture for higher education is defined by the goals it pursues and the learning, research, and problem-solving outcomes achieved. Leadership helps to shape and prioritize these, but it is the collegium as a whole imbued with a common guiding culture that is needed to effectively pursue them.

Numerous factors influence the success of CI. Some have already been noted. Four additional deserve particular mention: leadership and messaging, internationalization of the faculty, persistence and adaptability, and accountability to achieving measurable goals.

1. Clear and Consistent Leadership from the Top

Although ultimately internationalization must be supported by those who will deliver and consume it (e.g., faculty, staff, students, clientele, and academic and service units), the importance of senior institutional leadership to igniting an institution-wide and systemic commitment to it is undeniable. Clear, consistent, and frequent messaging from the president and provost are particularly essential—messaging that goes to all institutional clientele including students, faculty and staff, alumni, and other external clientele. So, too, the role of academic deans is critical for catalyzing discussion and action in academic programs and in facilitating development of supporting academic programs.

Leadership and messaging need to continuously reinforce a culture of CI and an organizational dynamism in support of it. Through its messaging, leadership also help to drive action consistent with desired outcomes

Leadership and messaging need to move beyond general rhetoric (e.g., "we will become a great internationally engaged institution," or, "we will

internalize our curriculum"). The messaging needs to identify specific programmatic thrusts (e.g., study abroad, general education, curricula in the majors, language learning, engagement abroad, the minimum expected of each student prior to graduation) and be tied to clear goals and outcomes.

2. Faculty and Academic Unit Engagement Internationally

CI cannot occur without majority faculty support and engagement. Faculty hiring and reward systems can signal institutional commitment to internationalization and an expectation that faculty will engage in and contribute to the effort through their instruction and their research in appropriate ways. The importance of faculty engagement is clear and has begun to receive needed attention in the literature (e.g., Stohl 2007 and Childress 2010). Faculty need support to build their own capacities where insufficient. Merit systems that reward internationally engaged faculty and staff in promotion, tenure, and salary are essential. Institutional recognition and rewards for units that contribute successfully to internationalization (and accountability for those who do not) are also critical.

3. Persistence and Adaptability

Comprehensive internationalization is not a project with an end date, or completion of an action checklist; it requires an institutional commitment and staying power over the long run. It needs to survive changes in organizational leadership. In part, this is because the potential scope and scale of comprehensive internationalization can only successfully unfold in manageable stages over the longer run. But, it is also because institutions are dynamic entities with changing priorities and methods, and globalization itself is continually evolving. These factors mean that the effort to internationalize will require continual evaluation and adjustment to changing needs and influences. The mix of resource allocations and programs

at any point in time is a response not only to a general culture for international engagement but to the present social, political, economic, and global environments. As these environments change, so will the institution's responses in resource allocations and program thrusts and priorities need to change.

4. Clear and Measurable Goals

Successful internationalization, like any significant institutional thrust, needs measurable goals and mileposts. Goals identify what is important, define "intentions," provide the basis for accountability, and drive behavior. They set markers to drive toward and put all on notice regarding not just intentions, but how success will be defined. Of course, the goals must be known, clear, and accepted, and there must be accountability for goal achievement across the institution.

Motivations are the basis for forming goals. Defining goals, therefore, starts with the motivations for internationalization. At a general level, institutional motivations can include combinations of:

- advancing institutional reputation domestically and internationally

- student learning and other student-centered outcomes (e.g., employment)
- revenue and markets
- research and scholarship
- service and engagement
- and global bridge building.

One approach to defining goals is to use a "systems" logic, where inputs, outputs, and outcomes are differentiated. Examples of indicators that could be employed by institutions to measure progress along multiple CI mission dimensions are included in the table below (Hudzik and Stohl 2009):

There are reasons for measuring all three types of indicators. Input measurement provides an indicator of the level of investment made to create capacity to achieve a given set of outputs and outcomes (e.g., without study abroad programs there is no capacity for participation and no opportunity for learning outcomes). Likewise, outputs measure that there is activity, not just capacity to act or do things (e.g., the numbers of students who enroll and complete programs). Outcomes measure what happens as a result—ultimately, for example, on student learning, abilities, careers, and so forth.

Sample Input Measures	Sample Output Measures	Sample Outcome Measures
Number and diversity of study abroad options, locations, subject matter, and support.	Number and diversity of students studying abroad; length of study; curricular integration; safety; cost control; etc.	Impacts on knowledge, attitudes, beliefs, life skills, careers, etc.
Institutional research expenditures per faculty member. Or, external research dollars, etc.	Publications; patents; incidence of citation; grants and contracts from external sources.	Enhanced reputation/awards; commercial applications income; economic development of locations/regions; community problem solving, etc.
Dollars, people, and other resources applied to problem-solving engagement.	Numbers of projects/locations, numbers of people involved.	Impact on people's well-being and condition: economic, health, income, nutrition, safety/security, access, etc.

Some goals may be instrumental as in building capacity (e.g., offering x programs, in y locations, for as many as z students). Other goals may be reflected in participation levels (for example, as implied by the core of *Open Doors* data tables). Other goals measure valued end products or outcomes. There is an assumed causal relationship among the three.

Student-Focused Goal Measures

A Mix of Input, Output, and Outcome Measures

- Number and diversity of students in activities abroad (study, research, internships, etc.), both undergraduate and graduate.
- Study abroad program diversity: destination, length, subject matter, pedagogy.
- The range and availability of courses and curricula having international comparative or global content.
- Student enrollment in courses with international content.
- Numbers of students achieving level one, two, three, or four language competency.
- Number of international undergraduate and graduate students and their diversity in "country of origin" and "major preferences."
- Incidence and quality of integrative living/learning experiences of domestic and international students.
- Evidence of outcomes relative to learning objectives.
- Pre- and post-results on standardized tests of knowledge, attitudes, or beliefs.
- Evidence of impact on students, e.g., knowledge, attitudes, beliefs, skills, careers.
- Number of students in "international, global, or comparative" majors.

Research-Scholarship-Engagement-Focused Goal Measures

A Mix of Input, Output, Outcome Measures

- Growth above inflation of contracts and grants awarded the institution to support international activity.
- Diversification of the sources of international contracts/grants.
- Internal and external support for faculty projects and activity abroad.
- Internal and external support for students engaged in study, research, and internships abroad.
- Incidence of faculty and staff publication in international journals, invited speakers at international conferences.
- Institutional position in global rankings of higher education institutions.
- Awards, prizes, recognition, rankings of institutional international activity.
- External funding for institutional international development activity abroad.
- The number of faculty engaged in international teaching or research or projects abroad.

- Strategic joint ventures and alliances with peer institutions abroad that meet or exceed alliance objectives.
- Global strategic alliances linked to institutional strengths and priorities for program enhancements.

Ultimately, though, the rationale for internationalization is its outcomes or impacts. Inputs and outputs are important to determining whether sufficient resources and effort are being put into the effort, but finally the question and rationale of internationalization must be an answer to the question "what of value" was accomplished. Examples of outcome measures that can be used to gauge the impact of CI include:

Examples of Learning Outcomes

- Number of students achieving identifiable knowledge competency in global or comparative studies, or learning objectives achieved.
- Numbers of students achieving level one, two, three, or four language competency.
- Evidence of impact on students, e.g., knowledge, attitudes, beliefs, skills, careers.
- Evidence of students capacity to learn from and with others from different cultures.
- Number of students completing and meeting the measurable requirements of international certificates.

Examples of Discovery Outcomes (Research, Scholarship, Engagement)

- Incidence of faculty and staff publishing in peer-reviewed international journals.
- Invited speakers at international conferences, review panels, and so forth.
- Institutional position in global rankings of higher education institutions.
- Awards, prizes, recognition, rankings of institutional international activity.
- Strategic joint or others ventures abroad that meet or exceed contributions to institutional mission objectives
- Global strategic alliances linked to and that reinforce institutional strengths and priorities for program enhancement.
- Growth in commercial applications income to the institution.
- Impact on peoples' and communities' conditions: economic, health, education, nutrition, safety/security, and access.

Issues, Barriers, and Challenges

Comprehensive internationalization is driven by a set of internal and external motivations and by connection to institutional missions, values, and clientele. It does not occur in a vacuum. CI cannot divorce itself from wider parameters and constraints placed on higher education institutions, and it needs to avoid contributing unintended complications to higher education.

Avoiding Homogenization and Inappropriate Use of Global Rankings

A potential challenge arising from the globalization of higher education and the emergence of systems that help rationalize the flow of people, ideas, and credentials across academic systems (e.g., Bologna Process) is the risk that these may lead to a global homogenization of higher education. This may be reinforced by growing and overreliance on the outcomes of global ranking schemes.

Knight (2007) reports findings from a 2005 survey conducted by the International Association of Universities in which university respondents indicated they believed homogenization was among the least "important" risks of internationalization. However, the summary of findings did not specify whether respondents thought homogenization was inherently a good or bad thing. Also, as we are at

the front end of the practical impacts of the globalization of higher education, it is reasonable to speculate that many of the responses were based on limited experience.

An often-touted strength of U.S. higher education is its size and diversity. Some would argue that diversity is protected by limiting the federal role in higher education. Whether this is true or not, the culture of U.S. higher education is one that does not support command and control systems that impose a rigidity and homogeneity. For example, accreditation bodies have moved away from prescribing highly detailed standards and expectations, and toward guiding principles that permit diverse institutional responses.

It may be that homogenization will never materialize, but there are emerging realities that will encourage it. For example, global ranking schemes such as those by the Times Higher Education (2010) or Shanghai Jiao Tong University (QS Top Universities 2010) force a common and limited set of criteria to which institutions will play if they are sensitive to their ranking. Counting courses and credits across systems requires developing some unit of exchange currency. Central authorities may be developed to manage rankings and rationalizations, and too easily diversity can be squeezed out in the interest of manageability.

There is the risk too that comprehensive internationalization, if driven by top-down systems alone, can overly homogenize the responses of individuals and programs to internationalize. Just as there is no single best model of internationalization for higher education as a whole, there is no such model for schools, departments, and curricula within individual institutions. As the institution-level model chosen needs to match the mission and clientele of the entire organization, so must it be matched to the mission, organizing intellectual paradigms, and clientele of individual academic units and programs.

Difficulties arise when attempts are made in cookie-cutter fashion to specify a particular method or way to make internationalization operational. Semester-length immersion study abroad will not meet the needs of or be possible for all students in all majors; programs of differing lengths, design, pedagogy, and location will be needed. Countries and regions of interest will vary by discipline and program. Degree collaboration can take many forms, from dual or joint degrees to collaborations on parts of the degree program (e.g., field research, a particular course, semester exchange, etc.)

A commitment to comprehensive internationalization does not threaten

homogenization per se. But, the risk increases the more that operational detail is specified. Some accreditation bodies, particularly in professions such as business and engineering, include international engagement criteria in their guidelines and standards for assessment. Yet, to avoid homogenization, they leave it to individual programs to define scope and modes of engagement and criteria for assessing their success. This is one example of an attempt to effectively balance of the need for guidelines with the necessity of avoiding one-size-fits-all methods.

There is growing evidence that institutions use global ranking schemes to choose global institutional partners, either seeking to "partner up" with those higher in rankings, or avoiding those seen as in a lower "reputational class." Ignored may be whether there is a fit in institutional "cultures" or the strengths of individual disciplines and programs *within* an institution where the real value resides. More problematic is the potential to ignore a kind of aggregate fallacy where the overall ranking of a potential partner institution is high but the disciplines and programs that will drive the substance of the partnership are not. For example, students choose both an institution and a major. What if the institution is strong but the target major is weak? The same is true with faculty and research collaborations being driven by the aggregate of institutional rank but ignoring unevenness in the disaggregate of programs and majors.

Good and Model Practices Rather Than Best Practices

The term "best" practice assumes a particular approach or method is *best.* This is rarely if ever the case in complex areas such as CI and across the multiplicity of higher education institutions. We can more readily define "good" or "model" practices that have produced success in individual institutional settings and that may be transferable to other institutions with similar circumstances.

Over time, the list of good or model practices will grow because there is almost no limit to innovative ways of thinking about and engaging internationalization. But this will only be the case if we resist conceptualizations of internationalization that are labeled "best" or policies and standards that narrowly proscribe what counts and what doesn't.

An exemplar of diversity in approach and success can be seen in the composite of annual NAFSA Senator Paul Simon Award winners (NAFSA 2010) and précis of individual institutional winners. A review of these provides not only varied models for success but also differing programmatic foci; all, however, are good examples under widely differing institutional types and circumstances of progress toward comprehensive internationalization, albeit by sometimes quite different paths.

Commercialization, Commoditization, and Quality

From the same 1995 survey results cited earlier, Knight (2007) reports that respondent institutions are most concerned about the potential impacts of burgeoning market opportunities

presented by rapid growth in global demand for higher education. Among these are concerns about "degree mills" that respond to opportunity and demand but pay little heed to quality, and global systems of quality control that do not develop fast enough to monitor, report on, and control such eventualities. There are significant enough concrete examples of shoddy practice to document this concern.

Although real, the risk of decreasing quality is less a matter of internationalizing higher education per se than it is a matter of not attending to quality while internationalizing. Risk also rises from globally exploding demand for higher education seats and the inability of established mechanisms (e.g., public education) to meet the demand. There is a potential risk if institutional motivations for internationalization are driven primarily by revenue potential. Cost, revenue, quality, and surplus are inherently interconnected issues. In the effort to internationalize, higher education institutions need to closely assess revenue motivations against other institutional values and motivations.
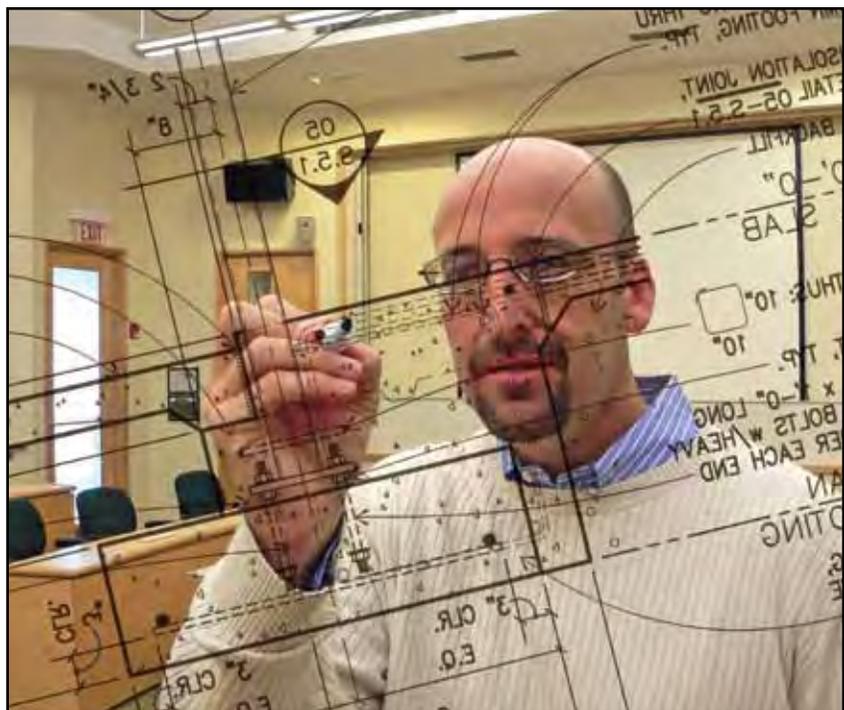
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Barriers and Barrier Reduction

The Status Quo

A pervasive and significant challenge on campus to the spread of CI is preservation of the status quo. James Duderstadt (2009), former president of the University of Michigan, variously characterizes U.S. higher education as " increasingly risk averse, at times self-satisfied, and unduly expensive." He also feels that it has often ignored the changing environment, and failed to respond to the globalization of higher education markets. In his view, past achievement lulls U.S. higher education into complacency about its future. Two themes are of particular note in Duderstadt's thinking: the drag of mature enterprise and globalization. The two are linked.

Truly believing that one is "best" discourages time and energy spent looking outward. Self-satisfaction is a powerful narcotic creating a lethargic attitude toward change. However, if economic challenges continue, both public and political dissatisfaction with higher education increase, and challenges from the globalization of higher education grow, the days of lethargy are numbered. So, the barrier imposed by the status quo may be self-correcting.

Commentators looking more broadly at impediments to innovation in higher education have pointed to the absence of consequences for failing to achieve desirable outcomes— e.g., state appropriations based on headcount instead of measureable outcomes (Brewer and Tierney 2010); inadequate market information to drive responsiveness to changing market conditions (Tucker 2010); and the fear of being the first to head in a new direction. Tucker writes that, based on his experience facilitating innovation in higher education, "the first question college presidents ask me in the context of discussing a specific innovation is, 'who else is doing that?' If the answer is, 'no one, you can be the first,' the discussion is

over." In its October 25, 2009 edition, in the midst of fears about the "great recession," *The Chronicle of Higher Education* reported, "College leaders may be thinking strategic change but few are engaging it." One reason offered was the fear of being first (Blumenstyk 2009).

The good news is that there are few college presidents and provosts today who don't at least in their rhetoric espouse the necessity and virtues of internationalization. The bandwagon is big and loud. A casual review of the publications of the higher education presidential associations based in Washington, D.C., *The Chronicle of Higher Education,* and numerous reports of associations such as NAFSA, AIEA, and IIE will convince anyone of the breadth and consistency of the rhetoric.

So, in one sense we may have reached a tipping point of acknowledgment in that "everybody" is at least talking about it. Internationalization is not a new idea. A review of publications over the last decade by NAFSA (e.g., institutional profiles of Senator Paul Simon Award winners) and ACE (e.g., Promising Practices) will also point out *actions* taken by others to internationalize.

There are many robust examples of institutions engaging internationalization so that no one need fear being first. Moreover, there is increasing "buzz" about pegging appropriations to outcomes, not headcount (see the next section, "Overarching Pressures for Change in U.S. Higher Education: Implications for Comprehensive Internationalization"). The problem of inadequate market information may be partially solved by the increasing practice of accreditation agencies who ask for evidence of customer satisfaction (e.g., students, families, employers with graduates).

Faculty

Arguably, the most important variable in comprehensive internationalization is the faculty. They control the curriculum and decisions to award academic credit, they drive the

research (along with graduate students), and they determine whether standards and criteria have been met for promotion and tenure. They are among the most powerful elements in the governance of an institution.

As CI seeks to significantly widen the circle of those involved, a large number of faculty will be challenged to broaden their knowledge and experience base for both classroom and research purposes. If they are not brought into the process effectively, they may see this variously as an inconvenience, as interference in academic freedom, a challenge, and something distasteful. Of course, many faculty willingly embrace internationalization in their work on intellectual and practical grounds (and the numbers are growing). Yet, there are systemic barriers that have to be addressed or goodwill will not be enough.

An institution cannot really engage CI without the active and agreeable participation of a majority of its faculty. A faculty barrier is potentially the most constraining.

Dealing with Barriers

There are no magic solutions to dealing with barriers to internationalization except institutional commitment and persistence in doing so across a number of variables.

In Section IV of this paper, the prerequisites for internationalization were listed as: clear and consistent leadership from the top, a majority of faculty engaged internationally, persistence, clear and measureable goals for CI, and accountability. Section III highlighted the importance of clarity on the intellectual drivers for internationalization, decisions about its intended scope and clientele, leadership support, adequate resources, and assignment and accountability throughout the institution for accomplishment.

The core strategy for success and overcoming barriers is imbedded in the old adage that "nothing breeds success like success." In Everett Roger's (2003) terms, the strategy for

> **"Like everyone, faculty need incentives. Funding is a significant inducement to internationalization, but it is not a sufficiently powerful inducement on its own, particularly for sustainability."**

innovation and change is to create the conditions for "early innovators" who are subsequently rewarded for their success, then to create the conditions and rewards for "early adopters" who spread the innovation, and then to build toward a majority. Strategies:

- Small start-up or incubator funds (preferably with unit match) can be powerful motivators to undertake pilot projects. Unit match helps to internalize unit commitment.
- Institutional recognition through awards or additional funding for units achieving institutional priorities will reinforce and spread the saliency of the innovation.

Faculty Incentives

Like everyone, faculty need incentives. Funding is a significant inducement to internationalization, but it is not a sufficiently powerful inducement on its own, particularly for sustainability. More important may be whether institutional reward systems for faculty and staff reinforce an internationalization effort and whether accommodations are made to support faculty engagement abroad.

- Is international engagement in various forms recognized as valuable in tenure and promotion criteria? It is one thing to signal that it is permissible to include international activity in a tenure package (e.g., internationalizing a course, invited speaker at an international conference, collaborative research and publication with colleagues abroad) but is another to suggest that it carries added or special weight, and quite another to say that it is expected or required).
- Regardless of what is written on papers and forms, the critical issue turns on what criteria are applied de facto by department promotion and tenure committees

and administrators. If international engagement in varying ways is given low status in the process of "departmental counting," regardless what the forms say, this will significantly depreciate faculty international effort. What actually happens is usually a matter of department culture, priorities, and interpretations of national disciplinary standards.

- What gets counted counts. More to the point, when international engagement is seen as getting in the way of doing things that count, it will be actively discouraged. A typical example is discouraging junior faculty from leading study abroad programs or engaging in research abroad because it will distract them from doing the things necessary to meet requirements for tenure and promotion. This last point signals, perhaps, the most important foundational barrier to faculty engagement, and that is whether international activity is seen as a core part of academic unit priorities. This is why integration of internationalization into core missions is so critical.

Faculty international engagement is also shaped by a number of practical considerations in connection with the need or expectation to be abroad (read: away from campus and home): teaching schedules, family obligations, and access to travel support. Flexibility and innovation in how various obligations are balanced becomes the key. Some examples include:

- Team-teaching courses so that part of the semester can be spent abroad on research, teaching, and presenting.
- Half-semester courses (this requires institutional flexibility in academic calendars and course schedules).

- Assisted-teach models where courses can be covered for short periods (e.g., one or two weeks during a semester) by others. Sandwich course designs that include a period of active learning engagement led by and through student teams.
- Use of technology to keep faculty engaged with students on campus while they are abroad.
- Travel funds to support faculty engaged in valued activities abroad: for example, presenting an invited paper at an international symposium, offering intensive seminars abroad at partner institutions or for the home institution's programs abroad.

In sum, reducing faculty barriers to international engagement requires that it be seen as an important criteria in promotion, tenure, and other reward decisions; that actual departmental decisions on these matters give adequate recognition; and that international engagement is seen as a core function not only at the institutional level but at the unit level.

Unit-Level Inducements

For some departments, there is a natural affinity between unit priorities and internationalization (e.g., language and humanities departments, units specializing in global or comparative content). In other instances, particularly where the discipline has been domestically focused, strategies to induce change will be needed:

- Encouragement to include international engagement activities in unit tenure and promotion guidelines.
- Including international interest or experience in unit job qualification postings.
- Institutional assistance in identifying or providing funding

opportunities for international activities.

- Requests for units to address their international engagement priorities and accomplishments as part of the annual budget planning process and as part of institutional strategic planning.
- Institutional awards and funding to reward unit contributions to institutional priorities such as internationalization.

If overall institutional funding and recognition systems reward unit international engagement, then conditions improve dramatically to induce faculty engagement. The keys are communicating internationalization's centrality to core missions, flexibility and accommodation to depart from current practice, and to adaptation of budget and personnel practices that facilitate. The options for doing so are endless to the creative and the willing.

Overarching Pressures for Change in U.S. Higher Education: Implications for Comprehensive Internationalization

Higher education faces a number of challenges, many of which are likely to force structural change over the long run. If the core of the enterprise begins to change in fundamental ways, it seems only prudent to expect opportu-

nities for change to spread throughout. Budget crises are an opportunity for change—or to put it less elegantly, the "cover" to take actions that otherwise might not have been feasible. Although funding and budgets are powerful change motivators, many of the most salient of likely changes predate the current budget crisis and have support for other reasons as well. What might be the most prominent of pressures for change that could impact CI?

Funding, Accountability, and Stature Based on Outcomes

There is growing pressure for higher education to document outcomes and impacts (e.g., what students actually learn, what they can do, what jobs they get, or the reputation and applications of faculty research) (U.S. Department of Education 2006; McPherson and Shulenburger 2006). The widening interest in measuring outcomes will spread to internationalization and its components such as study abroad. Those advancing higher education CI will need to be able to demonstrate the achievement of desired outcomes with hard data.

Strategic and Full-Cost Financial Analysis and Cost/Benefit Analysis

As available funds tighten, pressure builds to "de-fund" lower priority

activities and to engage in cost/benefit analyses that have the benefit of "full-cost" information. Full-cost modeling looks not only at direct attributable costs, but indirect costs and softer ones in the form of unbudgeted or unallocated time and energy of staff and the costs of foregone opportunities. The last, foregone opportunities, is particularly problematic if people see domestic versus international allocations of time as a zero-sum game. Can the benefits of internationalization survive its full-cost modeling? It will be difficult unless internationalization is integrated into the wider core of institutional missions.

Cost Control, Access, and Innovation

Cost control, access, and innovation will be core challenges in U.S. higher education for at least the coming decade, and very likely beyond (Hurley 2009). CI cannot proceed effectively in the present and future budget climates if it adds huge cost burdens. The problems of higher education cost, cost control, and value added increasingly apply in much of the world (Kearney and Yelland 2010).

Innovation will have to occur in the way that expands access to international content and learning, and this will require creativity in what is taught and how subject matter, courses, and programs are delivered. This will of necessity include jettisoning some traditional modes of delivery and content. Further advances in CI will be inextricably tied to creativity and innovation in its definition and delivery. Can campus CI leadership be innovative in expanding access and delivery? Merely scaling up existing methods is not a practical solution (Green 2005).

Speed Time to Degree

Pressure and commentary (National Governors Association 2010; American Association of State Colleges and Universities 2010) is growing to increase substantially the number

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who complete postsecondary education as well as to reduce their time to degree. This is occurring at a time when U.S. completion rates have fallen from first globally to well outside the top ten among OECD countries (Organisation for Economic Co-operation and Development 2010). Will internationalization of the curriculum, particularly language learning and study abroad, delay time to degree by adding requirements? What are the wider innovations and reforms necessary to avoid having CI delay time to degree?

From "Add On" to Integration into the Core

When budgets tighten, organizations of all kinds seek to define their core and to distinguish what they "must do" from the "nice to do" and the "don't need to do." If CI is viewed in a tight budget climate as an "add on," it will be "subtracted off" when things get tough. Integration of internationalization into the academic core is vital. For example, integration of international content into existing degree requirements (e.g., general education as well as majors) is one strategy. Championing adoption of more flexible academic calendars and learning modules can increase the ease with which international content is included during the degree. Internationalization may itself have to become a catalyst for change, but at the very minimum it cannot afford to be aloof of the need for change. Will a commitment to CI include its integration into the core of campus priorities?

Review of Curricula, the Academic Core, and Governance Structures

There are calls for a complete review of the academic core in response to a variety of challenges, including budgets, globalization of higher education, dissatisfaction with apparent outcomes, and national needs. Whether such systematic review occurs, the speed with which cutting-edge knowledge emerges now and the decreasing half-life of cutting-edge knowledge requires ongoing and reduced cycle time for curricular revisions. In the interest of being competitive, decisionmaking and governance systems must reduce their own cycle time.

Reduced Cycle Time for Change

Responsive change, including that for internationalization, requires efficient governance and decisionmaking. Can institutional governance systems become more responsive than the reputation they have? Will advocates of CI be at the core of ongoing change in curricula and governance deliberations, or will they and the elements of internationalization be on the periphery and an afterthought in governance and decisionmaking? If the latter, marginalization is nearly guaranteed.

Partnerships and Collaborations

Some calls for structural reform focus on building bridges across disciplines, institutions, and borders. There are long-standing calls for increased interdisciplinary programs and subject matter in higher education (e.g., environmental studies); internationalization can contribute to such efforts.

The rapidity of political and socio-economic changes worldwide offers many challenges to higher education's ability to respond flexibly and swiftly to opportunities. Just-in-time, project-based responses using various combinations of faculty across disciplines and other assets scattered across the higher education institution become essential. This also requires institutional investment in an infrastructure that can quickly assemble and support cross-disciplinary teams because so many problems with origins in globalization require interdisciplinary definition as well as interdisciplinary solution.

Calls to reduce programmatic duplications across institutions or to close programs with low enrollment will force greater attention to inter-institutional partnerships (both domestic and international) to deliver content and programs cooperatively.

The literature of internationalization has begun to tackle the problem, common at many institutions, of filing cabinets full of inter-institutional memoranda of understanding (MOU). Many of these, signed during visits of colleagues from abroad, promised rich partnership and collaboration but rarely amounted to anything of worth. Sutton, for example has written and spoken extensively on what she refers to as "transformational partnerships" (Sutton 2010; some others refer to these as strategic partnerships). These arrangements are driven by multiple institutional missions and seek to establish long-term, in-depth, synergistic, and multifaceted partnerships.

The idea and intent is that transformational or strategic partnerships build win-win synergies between institutions as a major outcome, with mutual capacity building and value added to each institution extending well beyond what either could accomplish by going it alone (e.g., in study abroad, faculty and student exchanges, field research opportunities, collaborative research, joint submissions for funding). Transformational or strategic partnerships should have the impact of dramatically reducing the number of well intentioned but fruitless MOUs in favor of having a few very good ones.

Internationalization advocates need to have a prominent role in prioritizing and defining the features of cross-border collaborations to build transformational partnerships.

A Broadening of Internationalization Beyond Teaching and Learning

Institutional research and outreach problem solving increasingly crosses borders, and broadens the reach of

CI. Although, arguably, all institutions of higher education engage to some degree in both knowledge creation and knowledge dissemination, there is tremendous diversity in the attention and priority given instructional, research, and outreach service missions across institutions (from liberal arts, four-year institutions to the big research institutions).

With allowances for such differences in emphasis among types of institutions, CI will be prompted at many institutions to move beyond its curricular and instructional foci. This will remap the campus leadership of internationalization, bringing new voices from the research side of the institution. What role will they have, and how will their interests and those more traditionally associated with internationalization result in a blended conversation and outcome?

Cross-Mission Synergies

Budget constraints prompt interest in investments that produce "two-fers" and "three-fers." This, too, will challenge CI to be more mission holistic in its orientation. In a more synergistic environment, for example, the choice of institutional partners is not simply a matter of finding a good study abroad site, but one that might serve institutional research and outreach missions as well. CI will increasingly have to become intertwined with all relevant institutional missions (teaching, research, and outreach problem solving to the extent relevant at a given institution). Are there dialog mechanisms and cross-walk structures on campus to accomplish this? The internationalization of learning, research, and outreach will require their interconnection.

Access for the Many

The "massification" (Altbach et al. 2009) of higher education globally will mean a movement away from elite to more widely accessible models. The parallel in internationalization is moving from programming that focuses on building regional and area expertise for national needs to bringing international content and perspective into learning, research, and outreach for all students and faculty—democratizing access to it for the much wider set of purposes and motivations discussed in Section II, A Change in the Wind. Can access for the many be accomplished in a cost-effective manner?

Responding to Nontraditional Students.

The so called "nontraditional" student has become the norm. Students who work, students with families, part-time students, older and adult learners, a diverse and multicultural student body, are all characteristics of the new traditional student body. How will internationalization facilitate access to this far-more diverse student client pool with differing needs and constraints from those of the "old traditional" student?

Global Competition for the Best Faculty and Students

Institutional stature is significantly, if not wholly, a product of its faculty and students. Research capacity is critical in a knowledge society. Faculty and their graduate students are the research engines of higher education and society. Will global recruitment of faculty and students expand to attract and to become the best? There seems little doubt that the American higher education system will have far greater competition for the best than it has had for decades.

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Section VI:
From Concept and Rhetoric to Institutional Action

The preceding sections of this publication examined the meanings, components, and rationale for comprehensive internationalization and laid the groundwork for moving from concept to action. The purpose of this final section is to explicitly think through the prerequisites, orientations, and elements of leadership needed to move comprehensive internationalization of higher education forward.

There was no intent to develop a step-by-step implementation checklist for CI because detailed action planning is highly dependent on the particular and varied environments of each campus. However, for CI to be successful in any setting, it needs effective leadership from many sources, widespread participation from throughout the campus, action integrated across many offices, collaboration as a norm, and the formation of guiding mindsets. These matters are the focus of this section.

As presented in Section IV, the importance and role of creating an organizational culture that sustains CI is critical. Two essential components of such a culture were highlighted there: (1) an institutional ethos that manifestly connects local, national, and global dimensions of institutional missions and values; and (2) guidance and accountability provided by goals and intended out-

comes. Other important elements to establishing a guiding culture for CI reside in the formation of supportive organizational mindsets and the understandings and beliefs of its human resources and clientele

Common Elements of Orientation, Mindset, and Action

1. An Enabling First Step: Making the Case

The starting mindset to make CI even possible is a widespread campus belief that institutional aspirations and values will be fundamentally advanced by internationalization. The first step for many institutions will be a dialog among key stakeholders that moves the campus mindset from seeing CI as having little or no value (or it being marginalized by mere tolerance for it) to seeing CI as essential. A parallel mindset needs to be built among key elements of the institution's external environment (e.g., constituents, alumni, donors, political arenas). Education and advocacy for CI is important both internally and externally.

Even though it seems nearly everyone gives at least lip service to the value of internationalization, one cannot assume that a deep understanding of and commitment to needed action necessarily follows—particularly in an

environment of resource constraint and strong competition for institutional resources, time, and attention.

Even when internationalization is universally acknowledged as fundamental to the mission of the institution, it is not automatically clear what actions should follow and who should take them. Many of the rhetorical statements made in support of internationalization are sound bites that lack understanding of the underlying breadth and depth of CI that need to drive action.

Building a solid case for CI and a culture for it should be among the first steps taken and is a matter of leadership, consistent messaging, and deep and wide campus dialog reinforced by action and documented desirable outcomes.

The requisite mindset for action begins with a campus-wide discussion and understanding of the rationale, motivations, and options to engage internationalization. Successful CI is not the product of well-meaning but heavy top-down decisionmaking by presidents and provosts. Neither is it only the result of bottom-up populism. It is the product of top down and bottom up acting in concert to pursue consensus. Useful actions to achieve consensus include:

- A dialog involving campus leadership, governance, and internal and external clientele

culminating in a shared understanding of the compelling rationale for CI, and its meaning, goals, program priorities, and the outcomes sought. What should this institution look like if it becomes comprehensively internationalized? What do we expect to get out of CI, particularly in terms of outcomes, and what will define success?

- Clear and consistent messaging from the president, provost, and academic leadership on the importance of CI to institutional missions and values, *and* on their expectations for participation by all students, faculty, staff, and administrators—each in ways befitting their unique roles and responsibilities.
- Ongoing information and education programs to sustain widespread awareness and understanding throughout the campus of the dimensions of CI and that encourage all to consider why they should participate and how they can contribute, as well as benefit.
- Support of pilot and demonstration projects that offer successful examples of payoffs from widening international engagement.
- Regular reporting of internationalization engagement actions and outcomes and meaningful institutional recognition and rewards for units and individuals successfully engaged.

2. Long-Range Commitment and Audacious Goals

Broad acceptance of the importance of CI is necessary, but insufficient. A necessary additional enabler is to set goals and expectations that shift thinking from viewing CI as relevant only for some and as a peripheral institutional commitment to seeing CI as a core commitment impacting all. Democratization of access and action to mainstream participation and benefits is at the heart of implementing comprehensive internationalization.

"Stretch goals" tied to CI serve not only to signal intended breadth and depth, but are preconditions for comprehensiveness. Some may view such goals as audacious, but in the audacity is the stretch needed to make CI *comprehensive.* Examples include the following:

- *Every undergraduate student given significant exposure to international, comparative, and global content as part of their degree programs.* General or liberal education requirements can provide a component of such exposure with the majors providing additional components. Definitions of "significant exposure" and operational means are defined using campus-wide governance and curriculum processes.
- *Learning outcomes established for internationalization, incorporating knowledge, attitudes, and skills outcomes.* Institutional and departmental governance processes should define intended outcomes and modes of measuring achievement and make them operational.
- *All students have opportunity to engage learning through education abroad.* Enhancing study abroad options, identifying and minimizing barriers to participation, and incorporating such experiences into degree programs are needed strategies.
- *All faculty encouraged to enhance international, comparative, and global perspective in their teaching and scholarship.* Faculty should not abandon their existing teaching and research agendas, but are encouraged and supported to incorporate ideas and perspectives from other systems and cultures as relevant. Support can take many forms such as encouraging visiting appointments at institutions abroad, faculty exchange programs, travel support for conferences, funding for study/research abroad, access to language programs, workshops

on internationalizing curricula, and grant writing to support international activity.

- *The integration of all international students and scholars into the campus living and learning environment.* Every international student and scholar is encouraged and supported to contribute measurably to campus understandings and appreciation for global diversity, to internationalizing the on-campus environment, and to maximizing the contact and cross-learning of both domestic and international populations.
- *All graduate students given understanding of the practice of their profession and discipline in other cultures.* Components and methods could include classroom learning, the use of technology for discussions or team projects with similar students abroad, and opportunities for professional engagement abroad (visits, student exchanges, field work/research) relevant to their programs.
- *Routine institutional support of research and of research collaborations abroad.* Institutional policies, mechanisms, and support offices need to be oriented to encouraging and supporting faculty and student research on global and comparative topics, facilitating collaborations with institutions and colleagues abroad, and facilitating faculty and student work in other countries.
- *Community engagement that routinely includes connection of local constituencies to global opportunities and knowledge.* This is a two-way connection: first, connecting institutional capacities to community needs in, for example, helping to develop global linkages for business and cultural purposes; and second, connecting community capacities to campus needs—tapping into the diversity of local resources for languages and culture, or contacts abroad to

> **"If everyone is theoretically responsible for CI, but there is no leadership for it, few will actually work effectively toward achieving it."**

support internationalization.

Not all institutions will pursue all of these stretch goals, in part because of fundamental differences in mission mix and priorities. However, whether some or all are actively pursued, a commonality running throughout the list is a commitment to internationalization touching all aspects of the institution.

Given the "stretch" nature of many of these goals, a long-range commitment to pursuing them will be essential.

3. A Mindset of Shared Responsibility and Collaboration.

Institutional dialog and leadership needs to build a culture for cross-unit collaboration in both mindset and action. This may be a tough sell in an environment where priorities are governed by organizational and intellectual silos and by narrow disciplinary standards that depreciate attention given to cross-cutting institutional objectives. Yet, it is the collaboration of many not just a few that is needed if CI is to be successful.

CI cannot occur without the willing and meaningful collaboration of academic departments. Additionally, productive collaborations formed between academic departments and international programming units is essential. Education abroad in its various forms provides the experience component of international learning; together, the on-campus curriculum and education abroad are partners in internationalizing curriculum and learning. Internationalized curriculum and learning require an internationally engaged faculty. Language departments provide access to the communication tools supporting internationalization, and area study provides the core knowledge required to function globally and within world regions. International students and

scholars enrich and internationalize the on-campus learning environment and can significantly enhance campus research capacity and outcomes. Engagement in development activity abroad connects the institution to global applications and solutions and provides invaluable field experience for faculty and students.

It is the potential synergies among these elements that makes the whole greater than the sum of its parts and the "comprehensive" part of CI possible. To accomplish this, the leadership and staff of individual departments and offices must locate and build upon the connections that lead to synergies and be governed by a collaborative mindset. The collaborations need to be expanded throughout the campus enterprise and across academic units, international program units, and general campus support and service units. Some examples of such behavior are in the sidebar.

It has been argued at several places in preceding sections that a critical campus mindset for successful CI is to mainstream access and participation and build a shared responsibility for achieving CI. Far from obviating the need for overall leadership of the CI effort, pushing responsibility for CI engagement throughout campus actually increases the need for such leadership. Coordinative campus leadership for CI is always needed, and not having it will almost guarantee disjointed and suboptimal effort. If everyone is theoretically responsible for CI, but there is no leadership for it, few will actually work effectively toward achieving it.

4. Collaborative and Coordinating Leadership

The success of CI depends on a mindset where components of internationalization are driven not just for their own purposes but for their contribution to overall CI goals. For example, study abroad or language learning

can be strengthened by conscious connection to other components of CI such as internationalizing the on-campus curriculum. This has been the experience of several campuses that have consciously sought to integrate study abroad into the curriculum of majors; language study has been enhanced through programs of "languages across the curriculum."

A failure to connect and integrate the efforts and programs of individual offices into the larger CI effort guarantees less than ideal results in both. Thinking and behaving departmentally tends to focus attention on *inputs* (size of the office budget) and *outputs* (clientele head counts), rather than on *outcomes* relating to overall CI objectives (e.g., graduates who are workforce ready for a twenty-first century environment). Study abroad and learning a second language may well be goods independently, but have even greater impact when connected to and reinforcing larger institutional objectives.

SIO Leadership Roles. The absence of overall leadership and coordination of the CI effort almost guarantees its fragmentation and suboptimization. Although it is understood that not all senior international officers (SIOs) are strategically placed to provide such leadership and coordination and that scale and scope of the CI effort will depend on institutional mission and size, leadership and coordination will enhance CI efforts in any campus setting.

Building a coherent institutional strategy for internationalization across the work of either a few or numerous internationally engaged offices and programs requires leadership that is (a) senior and influential enough to promote development of an institutional consensus and strategy for CI as a whole, and (b) leadership that can help facilitate development of synergies across the programming components of internationalization. Some key questions that may help SIOs

begin the thinking-through process and the starting point include:

- What are the scope, consistency, and strength of institutional rhetoric for CI?
- Do actions (policies, programs, resources, outcomes) align with the rhetoric?
- What are strengths, weaknesses, synergies, and conflicting realities of the institution's CI efforts?
- What should be the strategic action plan and priorities for strengthening CI?

SIOs can have important leadership roles on their own as well as supporting presidents and provosts and other academic leaders in:

- Building the case for CI throughout the campus and developing a campus mindset for CI.
- Promoting a sense of shared role, responsibility, and collaboration across campus to achieve CI.
- Gaining campus acceptance and follow-through to achieve universal opportunity for students and faculty to engage internationalization.
- Helping to shape an adaptive bureaucracy to the needs of CI and enhance campus academic and support/service unit assistance for CI.

Leaders of International Program Components. Depending on the campus, there can be a few or many offices or programs that specialize in aspects of international engagement: e.g., education abroad, international students and scholars, English language centers, language departments, area study centers, international thematic centers such as in business, to name some of the possibilities. If individual offices and programs are to contribute effectively to internationalization as well as maximize achievement of their own internal goals, effective "outward-looking" leadership of these offices and programs is important.

Equally important is a leadership style in these offices that looks for collaboration and win/wins in dealings with other stakeholders. The types of questions that provide a start for looking outward, connecting actions of a particular office or program to CI, and for building synergies include:

- Knowing the institution's overarching objectives for CI.
- Identifying how the program can or should contribute to achieving CI objectives.
- Identifying principal clients and their needs.
- Knowing who or what offers barriers for the program to meet its objectives.
- Identifying collaborations that would enhance achieving program objectives.
- Assessing what the program does not do well, for which collaborations with others would help.

There are a myriad of ways in which these issues and their answers can play out across offices and programs; but leadership consciously attuned to answering them provides a basis for synergy and connecting individual international program activities to CI.

Examples of Leadership in Comprehensive Internationalization

An Education Abroad Office

- Actively identifying institutional barriers to expanded study abroad participation and collaborating with academic units, academic advisers, student service and support units, and campus leadership to reduce barriers.
- Partnering with curricular committees and academic units to connect study abroad program design and learning objectives to broader curriculum and institutional learning outcomes.
- Teaming with academic units, advisers, and student campus-based support units to prepare students for successful study abroad and maximizing desired outcomes.
- Designing study abroad programs that do not delay graduation.
- Helping students reenter campus life after study abroad and apply their experiences to continuing internationalization of campus living and learning.

An International Students and Scholars Office

- Partnering with campus and academic leadership to develop a strategic international student recruitment plan based on institutional needs as well as the diverse needs of academic units.
- Defining the specialized academic and other support services needed by international students and scholars and building collaborative support networks with academic departments and staffs, institutional support units, and within the community to meet these needs.
- Working with a variety of institutional and community-based groups to welcome international guests, provide means to expand contacts, and build friendships.
- Partnering across campus to facilitate international students and scholars as valuable assets for overall CI efforts by developing outlets for their knowledge and skills, e.g., helping prepare students for study abroad in their native countries, using native language skills in teaching and research, and systematically providing cross-cultural contributions to classroom settings.

An English As a Second Language Program

- Developing programs to meet the needs of various ESL constituencies, for example: (a) institutional recruitment and "feeder" systems, (b) provisionally accepted international students, (c) accepted students who could benefit from additional intensive or ongoing English learning, (d) undergraduate and graduate students' needs, (e) the needs of students in programs with substantial community or general public contact, (f) English proficiency related to being instructors or teaching assistants.
- Matching development of pedagogies to specific clientele needs and capabilities.
- Collaborating with academic units and student support units on campus to reinforce language skills and proficiencies of ESL students.

Academic Departments

- Recognizing that the pivotal role they play in curriculum and research to actualize institutional goals and objectives define them as the key sources of intellectual drive and content for the CI agenda, and shaping their curricula accordingly.
- Expanding support for study abroad in the major and for integrating the contributions of international students to their curricula.
- Actively defining, implementing, and setting their goals for internationalization and actively engaging with international program components to achieving them.

Language Departments and Programs

- Working with campus and community groups to identify and define language proficiency needs of differing learner groups (e.g., liberal arts undergraduates, undergraduates in professional programs, study abroad students, graduate students, community constituencies, those engaged in research settings abroad, or in development activity abroad).
- Developing outcome-based measures and goals for oral and written language proficiencies that meet the differing needs of various learners.
- Developing cost-effective, learner-centered pedagogies that are responsive and linked to differing learner life situations and language outcome goals.
- Partnering with departmental faculty and academic leadership to spread "language across the curriculum" programming.

Leaders of Student Service and Support Units

- Working to sensitize offices and staffs to the kinds of problems experienced by international students and scholars (particularly recent arrivals) and developing culturally informed approaches to problem solving. (e.g., counseling services and programs, residence hall and food service, libraries, and academic and faculty advisers).
- Registrar and offices of admissions and international students and scholars working to keep various service units on campus informed of present or arriving international populations on campus and their housing, living, dietary restrictions, and religious practices, needs, and accommodations—accommodating their needs in ways that also contribute to further CI of the on-campus environment.
- Campus support units facilitating student and faculty engagement abroad by adapting policies and procedures previously defined by a domestic context to meeting realities in other cultures and societies.

Institutional Outreach and Engagement Offices

- Building community/campus partnerships and collaborations for CI both on-campus and in the community.
- Identifying the needs of community and other clientele groups for knowledge and skills for a global environment and facilitating campus resources to meet needs.
- Facilitating community access to information and education programs relating to globalization and cross-cultural learning.
- Facilitating use of community-based international members and community-based cross-cultural assets to enhance campus CI efforts, e.g., to assist in teaching less commonly taught languages and for building of community internationalization climate.

Offices of International Programs and Vice Presidents for Research

- Collaborating to align institutional research thrusts and priorities to opportunities to enhance institutional research stature and outcomes through partnerships and collaborations abroad.
- Identifying not only opportunities and funding for such opportunities, but identifying and ameliorating bureaucratic barriers to cross-border collaborations.

5. Integration into Institutional Policies and Processes

Core institutional documents such as mission and value statements provide direction and a sense of priorities. Bureaucracy sets the rules of the game, provides order and orientation, but it also constrains and can stifle flexibility and adaptation. CI is weakened or rendered ineffective if not appropriately recognized and supported by core institutional documents and policies. Adapting core institutional documents and the bureaucracy to govern both domestically and internationally is a core leadership issue. Some of the specific issues to address include:

- **Declaring where the institution is headed and what is important.** These are answered publically in institutional mission statements and companion statements about institutional values. They are given further detail in institutional strategic plans. *Is CI a prominent part of such institutional direction-giving documents?*

- **Reinforcing the message.** Change is, in part, the product of consistent and frequent messaging. It is reinforcing to give prominent attention and placement to CI and its activities and successes on the university Web page; in institutional brochures and recruitment materials in job postings; and in college, department, and alumni newsletters and magazines. *What are the institutional priorities, outlets, and frequency for reinforcing the institutional CI message?*

- **Define and reward what counts.** What is counted counts. The integration of international dimensions into curricula and degree requirements signals what counts for students. The inclusion of international activity and accomplishments into promotion, compensation, tenure, and related decisionmaking signals what counts for faculty and staff. A requirement that departments and units identify their intended contributions to CI as part of their annual planning activity, followed by the flow of institutional resources to departments and units contributing to CI, underscore what is important to the institution and for departments and units. *Is internationalization a core part of the curriculum, institutional recognition and reward systems, planning processes, and resource allocation decisions?*

- **Recruit and employ for CI.** Organizations are defined in important ways and success dictated by whom they seek to attract. Important institutional CI messages are sent by signaling efforts to recruit (a) students who have strong global interests; (b) faculty with international backgrounds, experience, or interests; (c) staff who see the importance of international engagement and who will work creatively to actively support it; and (d) administrative leaders who see a significant part of their leadership role creating the vision and support for achieving CI. *Does the institution seek broadly to recruit and attract the internationally interested and engaged?*

- **Commitment to human resource development.** Whereas curriculum and pedagogy are the human resource development tools applied to students, education and training in the form of (for example, professional development workshops, access to language training, or experience abroad) are components of institutional personnel development processes. *Is there an institutional commitment to developing the international knowledge, skills, and abilities of existing faculty and staff?*

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- **Designing adaptive bureaucracy and service units.** Rules and regulations designed to support a community and domestic base of operation often don't easily sustain cross-border mobility or "doing business" abroad—and sometimes are powerful barriers to doing so. Different cultures, practices, and legal systems intervene in a myriad of ways only some of which can be anticipated— affecting for example, institutional travel regulations, risk assessment, insurance requirements, intellectual property expectations, translating standards across cultures, contractual practices, regulations, and resolving conflicts among regulations from having to deal with multiple governmental entities. An

important mindset for successfully acting on CI is flexibility to adapt necessary rules and procedures to new environments. *Is there a mechanism to identify bureaucratic barriers to CI and for acceptably resolving them? How hidebound and resistant is institutional bureaucracy to changes in procedures and practices?*

Goal: Expansive and Pervasive Internationalization

A comprehensive approach to internationalization is all encompassing. Globally informed content is integrated into the vast majority of courses, curricula, and majors. Comparative and global perspectives are integrated into research and scholarship of faculty. The benefits of cross-cultural and comparative

understanding are extended through outreach to citizens, businesses, and public officials.

The prerequisites for action and success in pursuing the expansive and pervasive CI agenda require fully engaged leadership from the top of the institution to academic deans, heads of academic and support units, academic governance, faculty, and key support staffs. Among the first steps of leadership is the need to engage campus dialog and consensus building on the importance of CI, engagement around a "stretch" set of goals, building a campus-wide mindset of shared responsibility and coordination of effort, and commitment to fashioning administrative, organization, and policy structures that will facilitate support and facilitate CI.

Earlier sections of this publication focused on issues of motivations and goals for CI and on the need for outcome assessments of results. There is a companion form of assessment needed when moving CI itself from rhetoric to action, and this is a commitment by leadership to continuously assess the direction, success, and shortcomings of the CI effort as it unfolds. A strategic undertaking as complex as CI requires constant monitoring and adjustment. No plan will anticipate perfectly. So, in addition to a commitment to assess the outcomes of CI, there needs to be a companion commitment to assessing the process, structure, programs, and actions put in place to bring CI to reality.

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