

Educational Partnerships with Foreign Institutions for Increasing the Quality of International Education in the United States

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Introduction

Like every country and people around the world, the U.S. must deal with an increasingly complex and globalizing world – frequently friendly, always competitive, and sometimes hostile. To build trade, strike agreements, avoid conflicts, preserve human life and culture, seek well-being; to avoid global pestilence and altered ecology; and to win friends, we need to know our neighbors, their history, languages, problems, and potential. In 2003, there is a palpable sense that the salience of international knowledge and linkages has grown with the altered conditions across the globe resulting from that globalization and the sense of heightened international conflict after September 11, 2001 and the 2003 war in Iraq.

International academic partnerships, if developed with mutuality, transparency, and reciprocity, are essential to building and enhancing the capacity of scholars in both U.S. and foreign partner institutions to understand each other and teach more intelligently about each other and our world. Indeed, by proliferating, expanding, and deepening U.S. higher education linkages abroad, U.S. higher education can increase the quality of international education at all levels of education in the U.S. Thus, high quality educational partnerships with faculties and institutions abroad are in the broad interests of the United States as it seeks to know, understand, teach about, and build together with foreign peoples around the globe. However, partnerships with foreign institutions are not always easy, helpful, mutual, or appreciated, and sometimes they can become a source of dependency and domination; therefore, they must be engaged with care and intention in order to be positive for all parties.

There are many entry points for U.S. students and faculty to engage with the rest of the world, starting with young people participating in exchange programs and studying foreign languages. Study abroad, college-level foreign language study, interaction with foreign students at U.S. institutions, U.S. Peace Corps, and graduate research abroad also are important. For faculty, teaching abroad, conducting research in another world area, and seeking research collaboration with foreign colleagues are important means for gaining international knowledge. In order to deepen and sustain such international experiences, we would argue that partnerships between U.S. and foreign institutions are essential for creating opportunities to build a variety of activities with colleagues in a framework that promotes respect and mutuality.

This chapter seeks to assess the importance of international partnerships for building capacity in U.S. institutions of higher education and to identify the characteristics of successful partnerships. It then surveys and analyzes U.S. government programs that fund international higher education partnerships, compiling data from three government agencies that previously have not been assembled and compared.

The *Mantra* and the Meaning of Partnerships

Before seeking to develop greater clarity as to what constitutes useful partnerships for U.S., foreign, and global interests and how to support them, we must explore what has become the widely-used *mantra* that “international partnerships are valuable.” The term *partnership* has been used ubiquitously in recent years for a very wide variety of projects and initiatives. There are “development partnerships,” “joint venture partnerships,” “public-private partnerships,” the “New Partnership Initiative,” “international partnerships,” and a host of others. Recently, a Nigerian economist observed that in the current period following Afro-pessimism and September 11, any proposal for programs or projects in Africa must begin with the words “new” and “partnership,” regardless of their character.

There is little agreement about the nature and even the definition of partnerships. The term is sometimes used to refer to any institutional relationships between foreign aid donors and recipients or to any short- or long-term collaboration of agencies and institutions with foreign counterparts. Sometimes, partnerships refer to any program or project for disseminating development resources, irrespective of whether there are significant and intentional partnerships among the participants. Universities sometimes record as “partnerships” the good intentions formally enshrined in university linkage agreements and memoranda of understanding signed by visitors to and from the U.S., even if the agreements have not resulted in significant activity.

For purposes of this chapter, we define an *academic institutional partnership* as “a collaboration that can reasonably be expected to have mutual (though not necessarily identical) benefits, that will contribute to the development of both institutional and individual capacities at both institutions, that respects the sovereignty and autonomy of both institutions, and that is itself empowering. . . .” (Samoff and Carrol, 2002, p. 44).

As a result, whether or not they are labeled “partnerships” by their participants and even though they may well be valuable, we do not include in our definition economic assistance projects, individual research projects (even if they involve faculty or students from institutions in multiple countries), and other projects of limited duration such as study abroad programs. These may lead to or contribute to partnerships, but, in and of themselves, we do not consider them to be partnerships.

The History of Higher Education Partnerships and the U.S. National Interest

Historically, the U.S. government has viewed U.S. higher education as important for building bridges to foreign institutions and intellectual elites, many of whom were alumni of U.S. institutions. Many scholars abroad have been attracted to the quality and vigorous innovation of U.S. universities and academics. During the Cold War when the U.S. emphasized heavily the importance of winning friends abroad as a means of increasing U.S. influence around the globe, the U.S. Information Agency was active in academic exchanges, in broadening the Fulbright Programs, and, eventually, in the 1980s, in providing seed funding to encourage more enduring partnerships between U.S. and foreign international institutions.

To achieve good will among the participants across national borders, partnership programs must be effective. They also need to win the trust of all participants by utilizing sound guidelines for

effective partnerships and achieve the goals of all parties, especially in the non-US institutions and participants. (See the discussion of this topic on page 3 and in Appendices A and B.) Increasingly, the higher education faculty, administrators, and students abroad are insisting on goals consonant with their institutions' objectives, expecting a high quality of performance from U.S. participants, and rejecting being treated as "objects of assistance." Instead, they expect reciprocity that includes the U.S. institution being clear about its own goals and desired benefits from the partnership and identifying areas of mutual interests.

The realities of international linkages and affiliations sometimes are considerably different from this ideal. In a series of discussions about partnerships among U.S. and African (particularly South African) academics and administrators during 1995-1999, it was noted that the history of partnerships between universities in the North and the poorer South has made partnerships potentially problematic (Samoff and Carrol, 2002). Historically, they noted that affiliations, linkages, and partnerships usually followed an inequitable model. The colonial relationships between institutions of the colonizer and the colonized nations were designed for intellectual domination. This was reflected, for example, in 1961 in the University College of Ibadan, Nigeria's largest institution, when it appointed more faculty in Classics than any other department, offered drama from Shakespeare but seldom from African playwrights, and had almost no faculty expertise or research in agriculture. The post-colonial relationships of Third World universities with the primate sponsoring universities in the metropole (for example, University of London for those in the British colonies) continued the pattern that denied autonomy to the institutions of the South.

During the Cold War era, many linkage agreements reflected the dominance of one Western or Eastern Bloc partner. Third World institutions accepted that arrangement because of the resources proffered and the financial, political, and intellectual power of the foreign partner. Frequently, there was little framing of scholarly exchange as *mutually capacitating* but instead as a one-way flow of "development assistance."

Even during the 1990s, some linkages have been signed between Western and African universities that did not result in significant activity or that created only one-way flows of personnel and knowledge rather than using Third World needs as a basis for creating reciprocal exchanges. For example, some U.S. study abroad projects have been genuine exchanges; however, though many are labeled "partnerships" or "exchanges," they only bring U.S. students to the African campuses for an international experience without offering reciprocal opportunity for African students. Almost none of the U.S. institutions have shared the "profits" from the tuitions and fees collected in the U.S. In another case, in the 1970s and 1980s, in a very positive sharing of resources to support African research scholars, U.S. academic professional associations air-freighted a large quantity of their journals to more than 100 African university libraries; however, there was no reciprocal effort to obtain and learn from African scholarship found in the several hundred journals published on the continent but rarely known in the West.

In the post-apartheid period of South Africa in the mid-1990s, opportunities - and funding - for partnerships surged. This new politics of South Africa might have occasioned greater sensitivity to expectations by scholars there for more reciprocal relationships, and some partners strove to accomplish this. But many South African academics observed that visits of U.S. academics to their campuses and proposals for linkages seemed oriented not primarily to mutual capacitation

but to the U.S. institutions obtaining U.S. government and private donor funding for the travel to and programs in newly-opened South Africa. As a result, in a 1998 conference of 200 American and European university representatives and several dozen South African academics and administrators – as well as in meetings of the *Higher Education Forum of the U.S.-South Africa Binational Commission*, high standards for partnerships were identified. (See Appendix A.) These standards included that partners should demonstrate joint ownership, transparency in financial arrangements, equality of power, mutual benefit, reciprocity in the processes, democratic participation, and shared responsibility. (Root, 1998)

Identifying Best Practices and Sound Methods for Building Academic Partnerships

In an effort to break with this historical legacy of imbalance and inequity, a number of academics in the U.S. and abroad have been struggling over the past decade to define standards for building high quality partnerships on a foundation of mutual respect, reciprocity, equity, and transparency. This is new ground because, surprisingly, there has not been a public consensus defining the elements of high-quality collaboration.

These proposals for guidelines have been developed to be applicable to inter-institutional relationships of higher education institutions in the U.S. and other powerful nations with colleges, technical institutes, and universities in the Third World as well as to relationships of individual research scholars with their foreign colleagues and to study abroad programs. Appendix A: *Guidelines of Best Practices for Partnerships between Tertiary Institutions in Africa and their Foreign Partners* presents some principles that were developed by a group of South African and U.S. scholars. They are a work in progress, but they represent a consensus of a considerable number of scholars in Africa and the U.S.

Appendix B: *Online Resources concerning Best Practices in International Partnerships* offers numerous additional statements and conference reports available online concerning ethical guidelines and principles of collaboration for both individuals and institutions. (See especially the ACE (1997), *Guidelines for College and University Linkages Abroad* for specific guidance in developing effective partnerships.)

In essence, these international conversations and guidelines suggest that successful partnerships will commit to doing the following:

- be clear about goals of the partnership
- work with a deepened understanding of each other
- commit internal funding to the partnership, not only grant funds
- build for the long-term
- seek broad support from both relevant faculty and administrative leaders
- make decisions collaboratively
- operate with written agreements
- have transparency on allocating all funding and other resources
- address openly the problems of inequality of resources between the partners
- have transparency on all issues of power and decision-making
- be constant in the goals of the partnership
- be open to conflicts and differences of perspective and understanding and address these directly and promptly

- build through consortial and not only single-institution linkages
- agree on and honor ethical and human subjects guidelines in relations among partners and of the partners with communities where research is conducted
- actively acknowledge contributions of partners and donors
- regularly celebrate the creation, successes, and overcoming of difficulties in the partnership.

U.S. Higher Education Institutions Addressing the Topic of International Partnerships

In past surveys of the needs and strategies for international education in the U.S., institutional partnerships were not a major focus. For example, in a major national conference on international education held at the University of California at Los Angeles in 1997, this topic was addressed only partially (Hawkins, Haro, Kazanjian, Merckx, and Wiley, 1997).

The attention that was given to the topic at this conference did, however, acknowledge the importance of partnerships to U.S. institutions as a means of improving international education. Under the topic of “Strengthening Linkages with International Education Communities Abroad,” the conferees concluded that linkages were especially important for building (1) library holdings, (2) the corpus of international knowledge in U.S. universities, and (3) opportunities for advanced language training and for field research for area and international studies graduate students:

To be effective in building U.S. libraries and foreign area knowledge, Title VI programs need to place more emphasis on linkages abroad, building more collaboratively with the scholars and institutions in the foreign world. The twenty-first century is an appropriate time to end some of the more unilateral modes of international education and dissemination that perhaps were more relevant to the assumptions of the cold war and nationalist past periods in Western nations. As educators working abroad, we have learned that the centers of area studies scholarship increasingly are located in the universities and institutes of those countries. U.S. libraries, analysts, and scholars need the knowledge, the creativity, and resources of our international colleagues in the areas we study. Their cooperation is essential in the advanced training in language and in field research for our graduate students. Scholars abroad also are struggling to provide education and competence for their peoples to cope with globalization and change. Thus we need them at the table with us in developing new knowledge across the globe for a more innovative, intelligent, universal, efficient, just, and sustainable global system (Wiley, in Hawkins et al., 1997).

The Enlarged Need for Academic Partnerships

More recently, there has been a growing consensus about the need for greater support for academic partnerships abroad that go beyond the scholarly grants to individuals such as the many Fulbright awards for research and experience abroad.

Increased flows of U.S. faculty and students abroad also are needed because, currently and historically, there have been much greater flows of students and visitors from abroad to the U.S. As a result, international knowledge flows more to countries abroad than to the U.S. For

instance, in 2001-02, circa 583,000 international students were enrolled in U.S. institutions, most for multiple-year degree programs (IIE, 2003a). By contrast, in 2000-1, after more than doubling enrollments in U.S. study abroad programs in the decade since 1991-92, only 154,000 U.S. students were studying abroad, more than half for only eight weeks or less (IIE, 2003b).

This new awareness of the importance of good quality partnerships that will strengthen international education at U.S. higher education institutions - and not only “deliver services” to foreign institutions - was reflected recently in the call by 34 academic associations for a comprehensive national policy on international education - from the *American Council on Education* and the *Association of American Universities* to the *Council of Graduate Schools*, *American Association of Community Colleges*, and the *Social Science Research Council* (American Council on Education, 2002). Their statement was predicated on the marked increase of globalization in educational institutions around the world, occasioning an expanded need for deepened collaboration across national, cultural, and language barriers.

In their statement in 2002, the educators noted that, “The challenges that global transformation brings to national security, foreign policy, economic competitiveness, education, the environment, public health, and other areas call for many more U.S. citizens with sophisticated knowledge of other nations.” (American Council on Education, 2002, p. 9)

As a key strategy to achieve these goals, the 34 associations call for a marked enhancement of institutional linkages abroad. This longer statement extended the emphasis of another ACE committee in 1995 which identified “cooperate with institutions in other countries” as one of ten ground rules for internationalizing U.S. higher education (ACE, 1995). We quote the 2002 statement concerning the importance of international partnerships in full.

Partnerships with higher education institutions abroad enable U.S. colleges and universities to strengthen their curricula and research, provide their students and faculty with opportunities to learn about other countries and cultures, and cooperate in addressing common issues and problems. They also help partner universities in developing nations draw upon expanded resources to produce the leaders, officials, managers, scientists, and technicians require to create sustainable economic growth and stable societies. Higher education institutions play a key role in cooperative development by working with their partners in business and the community to link with counterparts around the world, bringing a variety of resources and skills to bear on global problems.

Nationwide efforts should be made to achieve the following outcomes:

1. Strengthen, expand, and replicate models of mutually beneficial partnerships between U.S. education institutions and those abroad.
2. Promote educational exchanges and research collaboration with education institutions abroad, including those chartered in the United States that build capacity in foreign institutions and promote language learning and cultural understanding for U.S. students.
3. Encourage partnership that will facilitate education and curriculum development in a wider range of countries and institutions.
4. Encourage partnership for cooperative research and learning to solve global

problems.

U.S. Government Support for International Higher Education

Since the launching of Sputnik in 1958, the U.S. federal government with private foundations and universities and colleges have built the world's most complex and advanced system of producing international knowledge. This system operates through National Resource Centers with foreign language specialists, libraries, and large faculties with expertise in foreign areas in a wide variety of fields (including agriculture, education, health and medicine, history, politics, society, economy, and culture). These centers and their faculties are treasures of the nation – serving federal, state, and local government, business, school and college, press and media, and public constituencies. Their funds go principally to build and maintain teaching faculties, instruction, and libraries, and they are financed predominantly (above 90% in many cases) by the sponsoring research universities.

The essential catalyst for these centers of world area and foreign language studies is the U.S. Department of Education's (US/ED) Title VI program of the Higher Education Act. This program supports 120 National Resource Centers in Foreign Language and International Studies plus 14 Language Resource Centers (LRCs) and 28 Centers for International Business Education and Research (CIBERs). (The program also funds programs for International Research and Studies, Undergraduate Programs, American Overseas Research Centers, the Institute for International Public Policy, and Technological Innovation and Cooperation for Foreign Information Access.) Although Title VI funding per center is small – circa \$300,000 each per annum – it is an important source of funding and leverage for additional university resources for courses, seminars, lectures, colloquia, library holdings, foreign area specializations, teaching of the less commonly taught languages (LCTLs) with native-language tutors, developing new learning resources for LCTLs, and offering outreach resources on the world area to K-12 and college teachers and classrooms.

In order to teach accurately and freshly, these faculties urgently need a continuing flow of new knowledge, deepened exposure, and new research scholarship from abroad, including through foreign colleagues. For these purposes, it is essential to maintain and build linkages with foreign scholars and institutions; however, programmatic funds are inadequate to the needs of the universities and the nation for travel to the relevant world region, expenses of foreign visitors and teachers, and incentive funding for study and research abroad in poorer nations.

International partnerships, in addition to providing collaboration between U.S. and foreign scholars, also contribute to U.S. international knowledge in other ways:

- Student experience (college/university and K-12) in language and cultural studies abroad
- Immersion of U.S. graduate students in and access to field and archival research in language and area studies in their disciplines or professions
- U.S. faculty development of language and cultural knowledge
- Research relevant to understanding the social, economic, political, religious, and historical realities of particular nations and peoples
- Deepened cultural knowledge of societies with vastly different traditions

- Knowledge of solutions to issues and problems in U.S. society from foreign models and experiments
- Development of curricular materials for language and area studies courses and seminars
- K-12 teacher preparation and collaborative curriculum development abroad

In short, these partnerships are absolutely essential to the health and growth of U.S. international education, which is so much needed for the well-being of the U.S. and the globe.

In recent years, U.S. government-funded exchange and training programs have been opened more to NGOs, after traditionally having been available to universities for building contacts and, sometimes, partnerships abroad. In a period of emphasis on cost-efficiency, the *Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training* (IAWG) has put new emphasis on cost-effectiveness in all exchanges and training programs abroad. This has resulted in an insistence on alternate approaches to traditional university-based exchanges and training. Specifically, cost savings are being achieved by a new focus on third-country training, training in the host-country, distance learning, and other technology-based experiences. As a result, IAWG claims to have served 413,000 participants with \$1.3 billion federal dollars in FY 2001 as compared with 167,000 participants with \$1.6 billion in 1995. However, this change of method also decreases the person-to-person and institution-to-institution contacts and partnerships with U.S. academics. (See IAWG, [Measuring the Performance of International Exchanges and Training Programs](http://www.iawg.gov/info/reports), August 2000, at <<http://www.iawg.gov/info/reports>>.)

U.S. Government Programs Funding International Higher Education Partnerships

In this section, we survey programs of the U.S. government that are designed specifically to fund international higher education partnerships. Faculties that specialize in various world regions, both at Title VI centers and at other universities, rely heavily for building international partnerships with modest programs of federal funding from the pool of funds for international development assistance (at the U.S. Agency for International Development - USAID) and for cultural and educational exchange (originally at the U.S. Information Agency, now incorporated into the Education and Cultural Affairs Bureau of the Department of State).

For our analysis, we have excluded various international exchange programs that support fellowships for U.S. and foreign students, study abroad, and other faculty and student exchanges. (These include the Fulbright-Hays programs which often plant the seeds of enduring academic partnerships.) Consistent with the definition of partnerships in this chapter, we also have excluded government programs that contract with U.S. institutions to perform “service delivery” abroad unless these projects are specifically conducted within or seek to create a foreign academic partnership. We have not included some other sources of funding for partnership activities from programs at NSF and NIH that are not specifically designated for funding academic linkages, even though they sometimes are used for partnership activities.² Finally, we have excluded private foundations, which historically were an important source of support for academic partnerships abroad.³

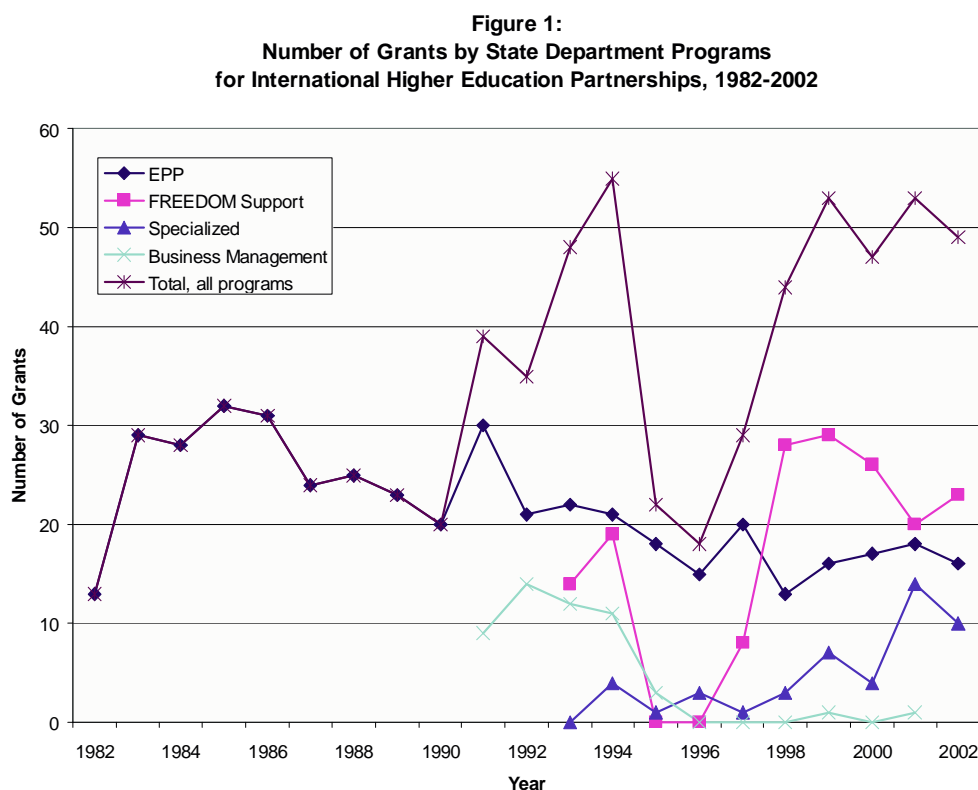
We begin by describing the major U.S. government programs administered by three U.S. agencies, the U.S. Department of State, USAID, and the U.S. Department of Education (US/ED). Then we offer some comments about trends in these programs and public policies regarding

them that have emerged over the past two decades. (A directory of websites of these programs is provided in Appendix C.)

1. The U.S. Department of State Bureau of Educational and Cultural Affairs (ECA)

During the past 20 years, various State Department programs have made more than 700 partnership project awards involving 250 U.S. colleges and universities in 47 states, linked with higher education institutions in approximately 135 countries. The disciplines represented by large numbers of these partnerships are social sciences and psychology (213), business (196), and education and library science (159) (Educational Partnership Programs, n.d. circa 2002). The programs have leveraged considerable additional funds, typically with a 60% university match for the 40% government funding.

Four State Department programs for funding educational partnerships are described below. **Figure 1** shows the number of grants made by the State Department since 1982 under each of these programs.



a) Fulbright Educational Partnerships Program – This first U.S. government program to fund international higher education partnerships began in 1982, almost a decade before other partnership programs. Originally named the *College and University Affiliations Program* (CUAP), it was administered by the U.S. Information Agency (USIA). In 1999, the program was incorporated into the State Department’s Bureau of Educational and Cultural Affairs (ECA) and renamed the *Educational Partnerships Program* (EPP); then in 2002, it was labeled as the *Fulbright Educational Partnerships Program*. Throughout the two decades of its history to 2002,

its broad mandate has remained largely the same, and it has funded 452 partnership programs in the arts, humanities, law, education, and social sciences.

Award amounts are small, usually a maximum of \$120,000 over three years, and may be used for faculty and staff development, curriculum development, collaborative research, and outreach activities. Each year, the State Department sets relatively wide-ranging purposes for each world region and designates certain countries as eligible. (Partnerships in Newly Independent States (NIS) of the former Soviet Union are not eligible under this program but are administered separately, as described below.)

Among the diverse programs funded by the EPP is a partnership in Women's Studies between Southern Illinois University (SIU) and Kinnard College (in Pakistan) and Dhaka University (in Bangladesh). Under the partnership, a Women's Studies Department was launched at Dhaka University and a new course was developed at SIU on "Comparative Perspectives on Women in South Asia." Another award by this program partners University of California, Davis with the University of the Republic in Uruguay to create an environmental science studies program at the University in Uruguay and to develop their faculty's ability to address environmental problems.

The EPP program has been significantly reduced during the past five years 1998-2002, when the number of grants averaged 16 per year, compared to an average of 24 per year during the previous 16 years. During 1998-2002, the number of awards funded from the program's "base budget" has declined even more markedly to an average of only 11 grants per year. A significant portion of the funding for the shrinking number of awards is coming from other funding sources with specific geographical or functional mandates, namely the *Support for Eastern European Democracy* (SEED) Act, *Education for Development and Democracy Initiative* (EDDI), and *U.S.-North Africa Economic Partnership* (USNAEP).

b) College and University Development Program in Business Management – This program existed only from 1991-94 to support partnerships exclusively in business management in Eastern Europe. It was funded by appropriations under the SEED Act passed by Congress in 1990. The Act called for establishing "sister institution programs between American and East European schools and universities, towns and cities, and other institutions in such fields as medicine and health care, business management, environmental protection, and agriculture." Most of the 51 grants under this program ranged from \$60,000 to \$355,000 and averaged \$174,500.

c) FREEDOM Support Educational Partnerships Program – This program, originally organized as the *Newly Independent States (NIS) College and University Partnerships Program* and *NIS Community College Partnerships Program*, funds partnerships with higher education institutions in 12 countries of Eurasia (Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russia, Tajikistan, Turkmenistan, Ukraine, and Uzbekistan). The program is funded by the FREEDOM Support Act (FSA), adopted in 1992. These partnerships are for the same types of collaborative activities as the EPP program in a variety of academic fields: business/accounting/trade; social, political, and economic sciences; public administration/public policy; journalism/media studies; law; education/civic education/continuing education; and library science. The largest number of awards has been in business administration. For example, the University of Nebraska-Lincoln received four awards under this program to partner with

Khujand State University in Tajikistan and Kyrgyz State University (KSU) in Kyrgyzstan to develop graduate-level business classes at KSU and establish the Tajik Center for Entrepreneurial Management, an accredited business school, at Khujand.

During the past 10 years, the FSA Program partnerships - with both more and larger grants of up to \$300,000 - received double the funding (\$40.8 million) of the EPP (\$19.0 million). (The larger number of FREEDOM Support grants – 167 over a period of 10 years – is shown in Figure 1.)

d) Specialized Projects – Beginning in 1994, the Specialized Projects program funded targeted projects in Eastern Europe and Eurasia/NIS that are “... limited to [a] specific previously selected foreign partner, country, and objective.” Thus, these are quite different from broader partnership programs under which the U.S. and foreign partners have some latitude in determining the objectives and types of activities. Most, but not all, of these partnerships include universities or colleges. For example, the University of Washington has received three awards under this program to partner with the Tirana University Pedagogical Research Institute and the Albanian Ministry of Education in a civic education project that has trained more than 2,700 primary and secondary teachers in democratic citizenship education and has developed curriculum and educational materials.

In 1994-2002, 47 Specialized Project grants totaling \$17.7 million have been awarded. Grants ranged from \$50,000 to \$1.9 million and averaged \$376,600. Grants have been funded from several sources: SEED, FSA, CIVITAS (a program of US/ED and State Department for exchanges between U.S. and foreign leaders in civic education), and, in a few cases, the ECA base budget.

e) Other Smaller Programs – State Department Bureaus or mission offices sometimes administer specific competitions for partnerships. For example, in 2001-2002, the brief *Educational Partnerships Program for Algeria and Tunisia* funded nine partnership programs valued at \$1.8 million. The *U.S.- Egyptian University Partnership Program* is administered by the Binational Fulbright Commission to provide two-year grants of \$80,000 in the humanities, social sciences, and sciences, especially in management, area studies (including American studies), educational development and administration, law, library and information science, and the social, economic, and political sciences.

2. U.S. Agency for International Development (USAID)

Parallel to trends in State Department programs, USAID has funded several broad partnership programs and an increasing number of specialized programs. Some of these programs have been administered directly by USAID. Since 1998, however, they have been administered by two non-governmental organizations, as described below.

a) University Development Linkages Project (UDLP) – In 1991, USAID began its programs supporting higher education partnerships with the UDLP program. These partnerships were designed to be relevant to the developing country or region, to support USAID’s program goals there, to engender long-term commitments by U.S. higher education to local needs in developing countries. The UDLP sought to do this with developing country counterparts as full partners and not simply as beneficiaries. The institutional match required by the UDLP program resulted in

aggregate university expenditures of \$43.5 million to match USAID's total grants of \$23.5 million. Approximately one-tenth of the applications were funded.

This program was seen as an "alternative to traditional USAID projects" where "universities compete for contracts whose terms and amounts are fixed by USAID" (USAID, 1995a). An Interim Evaluation report on the program stated:

One of the hallmarks of the UDLP project is the independence it offers linkage partners with respect to setting the objectives and developing the performance targets and work plans on which their performance will be judged (Management Systems International, Inc., 1996).

In the period 1991-95, UDLP funded 42 linkages in 29 countries. Circa one-third of the UDLP projects were focused each on population and health, economic growth and democracy building, and environmental issues. They were about evenly divided among three world areas: Latin America and the Caribbean, Africa, and Asia and the Near East. The grants ranged from \$300,000 to \$1.5 million, with an average size of \$564,000, considerably more than the USAID's Institutional Partnerships program that replaced it or the State Department's EPP program.

b) Programs administered by ALO – In 1998, USAID entered into a five-year Cooperative Agreement for managing higher education partnership programs with the Association Liaison Office for University Cooperation in Development (ALO). (The agreement has been extended through September 2004.) ALO is a collaboration among five major higher education associations.⁴ These ALO programs support partnerships in development fields relevant to the missions of USAID, thereby complementing the focus of the State Department's EPP programs on the humanities, social sciences, law, and education. In the period 1998-2002, ALO-administered programs have supported 146 partnerships. Through 2002, more than 100 U.S. institutions and 113 developing country institutions have participated, with 54 partnerships in Africa, 51 in Latin America and the Caribbean, 28 in Asia and the Near East, and 13 in Europe and Eurasia. (These summary statistics compiled by ALO do not include the "Special Request for Applications" conducted at the end of 2002, described in b.1., below.)

b.1) Institutional Partnerships in Higher Education for International Development – The ALO Institutional Partnerships Program began in 1998, two years after the last UDLP grants were awarded. Partnerships funded under this ALO program must explicitly further at least one of the *Strategic Objectives* of the USAID mission in the relevant country. In the five annual competitions of the program thus far (1998-2002), 99 partnerships have been funded, approximately one of every five applications submitted. Like the EPP program, the grant amounts are quite small – no more than \$100,000 for two-to-three years – with a required institutional match of at least 25 percent. In 2002, an additional Special Request for Applications (RFA) for \$125,000 awards was administered in which partnerships addressing any of six worldwide USAID "areas of strategic interest" were eligible. (Thirty awards under this Special RFA are not included in the aggregate statistics above).

Partnerships in South Africa account for 20 awards under this program, the largest number of any country. One example of these is Howard University's project with the University of

Transkei (UNITRA) to design an Internet-based education program to teach emergency medicine practice and principles to South African physicians and nurses. Mexico is another site of many of these partnerships. For example, Texas A & M University is partnering with three member institutions of the Consorcio Técnico del Noreste de México to develop sustainable grazing land production systems in northeast Mexico and south Texas. The program involves faculty and student exchanges to bolster binational research, education, and development efforts, plus development of extension-type publications.

b.2) Special Initiatives – ALO administers these competitions for partnerships for which the foreign partner and purpose are specified by USAID. Although “mutual institutional objectives” are supposed to be pursued, “projects must adhere to the specific program objectives [to] meet the needs of populations identified for training.” Some of them are large projects, such as in Rwanda, Macedonia, and El Salvador, with awards of \$3.6 million, \$2.3 million, and \$1.4 million respectively. Others are competitions for multiple smaller awards, such as 35 grants in 2001 for partnerships for economic growth with higher education institutions in Mexico or seven grants for partnerships in 2000 for various purposes with institutions in the West Bank and Gaza.

b.3) Workforce Training Partnership Programs – For two years (1998 and 1999), ALO administered this program to engage U.S. community colleges in international partnerships, making 17 awards of no more than \$50,000 and totaling \$1.4 million. (This also was one of the themes in ALO’s Special Request for Applications in fall 2002, and two relevant awards were made.)

c) The United Negro College Fund Special Programs (UNCFSP) - The second of USAID’s Cooperative Agreements for administering international higher education partnerships is with the UNCFSP and began in 1999. The three UNCFSP programs described below have supported 47 partnerships from 1999-2003.

c.1) International Development Partnerships (IDP) – USAID created the IDP program to fund international partnerships of U.S. Historically Black Colleges and Universities (HBCUs). Like the ALO Institutional Partnerships, the IDPs must be linked to Strategic Objectives of USAID missions. From 1999 to 2003, the IDP program funded 20 partnerships in 21 countries with awards of \$200,000 for two-to-three years. For example, Tuskegee University and Assiut University in Egypt developed a project on water resources, and Grambling State University and the State University of Armenia developed a project on business curricula development.

c.2) EDDI Partnerships – UNCFSP has administered partnership awards to further the purposes of the Education for Development and Democracy Initiative (EDDI), an initiative of the Clinton Administration after his visit to Africa in 1998. Nine partnership grants have been awarded, each for \$200,000. These are in addition to many other individual awards made through the State Department EPP and ALO Institutional Partnerships programs that have been funded all or in part from EDDI funds.

c.3) Tertiary Education Linkage Projects (TELP) - In 1999 and 2000, UNCFSP administered competitions open to all U.S. higher education institutions to establish partnerships with each of the 17 Historically Disadvantaged Institutions (HDIs) - both universities and technikons - in South Africa. The three-year partnerships were funded for up to \$460,000 each.

(In this survey we have not included the Cross Hemispheric Partnerships for promoting Latin American Studies for Teacher Trainers at HBCUs because they are capacity-building awards for the U.S. institution rather than partnership activities that significantly affect both institutions.)

3. U.S. Department of Education (US/ED)

Separate from the Title VI international education programs (describe above), the US/ED *Fund for the Improvement of Postsecondary Education* (FIPSE) operates three programs to support international partnerships in three world areas - North America, the European Community, and Brazil. These programs offer four-year grants focused on creating international consortia to facilitate student exchanges and multilateral curricular development. The partnerships must include more than one U.S. institution and a parallel number of foreign partners. The foreign institutions in the consortia are awarded additional funds by their governments, a unique feature of these US/ED partnership programs.

In the first six years of the program (1996-2002), the *Program for North American Mobility in Higher Education* funded 49 projects among U.S., Mexican, and Canadian institutions with a current maximum of \$225,000 per grant of FIPSE funding. In the same period, the *European Community-United States of America Cooperation Program in Higher Education and Vocational Education and Training* has provided \$13.1 million for 79 partnership grants of up to \$200,000 for each U.S. partner. (The European Community encompasses 15 Western European countries.) In its first two years (2001-02), the *US-Brazil Higher Education Consortia Program* made 10 awards per year of up to \$210,000 each, totaling \$4.1 million. One program funded by the European Community program involves lead partners at Front Range Community College (in Colorado) and at Groenhorst College (in the Netherlands) in a curriculum development and exchange program for veterinary nurses and technicians.

Observations about Government Funding Programs for Higher Education Partnerships

Beginning in the World War II years, U.S. universities have a long history of participating in international programs of the U.S. government. Higher education institutions have conducted research on foreign areas to create a large corpus of scholarship about the world, provided foreign area and language expertise and training for the current and future generations, and offered personnel and consultants on foreign areas. Beginning in the 1960s, some universities were engaged directly in overseas projects, such as in building or enriching curricula of higher education institutions in the “developing countries.”

Only in the 1980s, however, did the U.S. government begin to use higher education institutions explicitly for building more enduring partnerships with peer institutions abroad. In the midst of the Cold War, there was an aim to “win friends and influence people” abroad, especially through the U.S. Information Agency (USIA). These partnerships of colleges and universities with peer institutions abroad served the national interests well as part of a broad effort to promote the U.S. political and economic system abroad and to build mutually constructive linkages of Americans with foreign governments and non-governmental publics. Beginning in 1982, this objective was implemented through the USIA *College and University Affiliation Program* (now the Fulbright

Educational Partnerships Program – EPP) which allowed U.S. faculty in the humanities, social sciences, communications, library science, and other arts and sciences areas to choose foreign partners with whom they identified mutual interests. In the early 1990s, USAID also saw the value of higher education partnerships and created the UDLP to support similar linkages for more directly development-focused fields - agriculture, health and medicine, education, and the sciences.

These government-funded international education programs of the State Department, USAID, and Department of Education, of course, are designed to meet both broad and particular strategic foreign policy objectives. Beyond that general proposition, what more can be discerned about the impacts of the government's changing foreign policy objectives on international higher education partnerships from a review of the programs and of the grants they have made?

Congressional Funding for International Higher Education Partnerships: One indicator of priorities - and the basic framework which drives spending decisions - is what money Congress allocates and what conditions it places on those funds. The general pattern of the past decade has been to increasingly allocate funds for specific foreign policy objectives, especially for Eastern Europe and the NIS states after the Cold War. Thus, in the early 1990s and again since 1997, much more funding has been allocated for partnerships from the FREEDOM Support and SEED Acts – which fund partnerships only for Eurasia and Eastern Europe, respectively – than from the State Department ECA Bureau's base budget. Therefore, funding available through State Department partnership programs has favored those world regions significantly, where, after the Cold War, the U.S. gave priority to promoting free enterprise and Western-style democratic institutions.

In the five-year period of 1993-97, the State Department programs allocated almost three times more funding to partnerships in Eastern Europe and Eurasia than in *all* other world regions combined. That focus on these two regions was increased in 1998-02, with 4.4 times the level of funding for Eastern Europe and Eurasia compared to all other world regions. (Specifically, the percentage of State Department funding by region for this five-year period was as follows: Eurasia (69%), Europe (13%), Sub-Saharan Africa (6%), Latin American and Caribbean (3%), East Asia, Pacific, and Southeast Asia (4%), North Africa and Near East (5%), South Asia (less than 1%).) The table in **Figure 2** shows the value of grants for higher education partnership for each world region by the State Department and by USAID for each year from 1991-2002. In Figures 2 through 4, "Eurasia" includes the 12 "Newly Independent States" identified in the description of the FREEDOM Support Educational Partnerships Program (on page 10).

**Figure 2:
Value of Grants for Higher Education Partnerships, by World Region**

I. Grants by State Department (1993-2002)

	Sub-Saharan Africa	Latin America & Caribbean	East Asia, Pacific, Southeast Asia	North Africa, Near East	South Asia	Europe	Eurasia	Worldwide
1993	\$159,893	\$643,344	\$300,000	\$99,618	\$100,000	\$1,868,811	\$3,783,667	\$6,955,333
1994	408,353	472,855	433,437	213,840	203,840	3,020,949	6,062,139	10,815,413
1995	355,570	336,428	600,000	239,119	120,000	2,478,691	103,675	4,233,483
1996	450,226	427,434	470,228	95,799	0	818,371	579,890	2,841,948
1997	693,070	436,644	472,270	0	0	2,299,539	1,309,726	5,211,249
1998	231,460	323,854	239,415	233,866	119,900	585,900	6,323,300	8,057,695
1999	477,256	412,400	479,881	232,343	0	704,434	11,334,709	13,641,023
2000	299,740	249,297	409,774	125,000	0	608,143	7,622,500	9,314,454
2001	1,947,438	359,210	810,780	579,000	0	2,214,339	6,013,836	11,924,603
2002	339,883	239,612	477,210	1,561,544	118,890	3,167,808	7,172,790	13,077,737
1993-02	\$5,362,889	\$3,901,078	\$4,692,995	\$3,380,129	\$662,630	\$17,766,985	\$50,306,232	\$86,072,938

II. Grants by U.S. Agency for International Development (USAID) (1991-2002)

	Sub-Saharan Africa	Latin America & Caribbean	East Asia, Pacific, Southeast Asia	North Africa, Near East	South Asia	Europe	Eurasia	Worldwide
1991	\$1,081,987	\$3,246,949	\$0	\$166,666	\$1,994,813	\$0	\$0	\$6,490,415
1992	4,994,916	1,866,661	500,000	1,000,000	750,000	0	0	9,111,577
1993	2,997,206	2,183,389	2,237,738	0	0	0	0	7,418,333
1994	0	0	0	0	0	0	0	0
1995	1,300,000	0	0	0	494,285	0	0	1,794,285
1996	0	0	0	0	0	0	0	0
1997	0	0	0	0	0	0	0	0
1998	1,332,587	890,683	99,817	0	147,994	0	49,579	2,520,660
1999	5,198,675	1,747,563	388,215	0	299,778	298,289	240,354	8,172,874
2000	10,350,486	697,878	0	994,063	100,000	0	399,325	12,541,752
2001	1,346,861	1,055,968	200,000	99,739	399,126	2,424,675	62,420	5,588,789
2002	2,196,843	3,866,276	596,315	850,000	198,807	99,996	299,955	8,108,192
1991-02	\$30,799,561	\$15,555,367	\$4,022,085	\$3,110,468	\$4,384,803	\$2,822,960	\$1,051,633	\$61,746,877

Note: USAID data begin earlier (in 1991) than State Department data because a major USAID program began then and because no grants were made from USAID higher education partnership programs in 1994, 1996, and 1997.

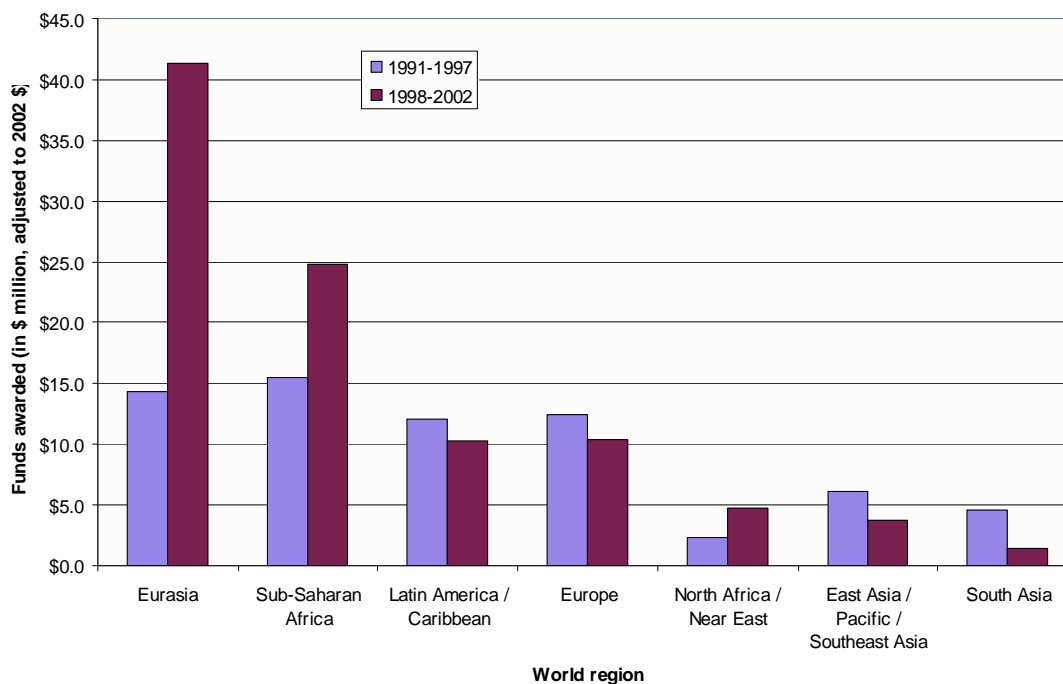
USAID funding for programs devoted to higher educational partnerships is broadly intended to help that agency meet its development-related goals. Therefore, funding is directed to partnerships in countries which have USAID missions and that match USAID country-specific Strategic Objectives. After an initial large-scale investment in UDLP grants (averaging a total of \$6.2 million annually) and a hiatus of no grants in 1994 and 1996 and 1997, USAID switched to the smaller \$100,000 ALO grants in 1998 (averaging a total of \$8.1 million in 1998-2002).

Based on USAID's focus on development, 56% of funding provided through all USAID partnership programs in 1998-2002 supported programs in Africa and 21% funded programs in Latin America. Partnerships in other world regions were funded as follows: Eastern Europe (7%), North Africa and the Near East (6%), East Asia (4%), Eurasia (3%), and South Asia (3%).

This summary of State Department and USAID funding and the further detailed data presented in the table in **Figure 2** reveal that the foreign policy objectives being pursued by the State Department focused heavily on Eurasia and Eastern Europe, while USAID funding geared to development objectives was directed to the poorer nations of Sub-Saharan Africa especially and Latin America secondarily.

The bar graph in **Figure 3** indicates the regional distribution of funding for higher education partnerships aggregated from both the State Department and USAID for two time periods, 1991-97 and 1998-2002. (1991 was chosen as the beginning point because USAID's programs for funding higher education partnerships began in that year.) Given the higher levels of funding granted by the State Department (compared to USAID), Eurasia received considerably more funding for partnerships during the past five years than any other region, followed by Sub-Saharan Africa.

Figure 3:
Funding for International Higher Education Partnership Grants by State Department and USAID, by World Region (1991-1997 and 1998-2002)



Definition and Administration of Funding Programs for Higher Education Partnerships:

Within the broad funding priorities determined by Congress, the administering agencies in the Executive Branch can further refine their objectives and priorities as they structure, apportion, and administer specific programs. Thus, by defining the criteria and the requirements for each program, the agencies shape what awards will be made.

There has been a significant trend on the part of both the State Department and USAID to establish programs that mandate specific purposes for partnerships. Different government partnership programs define differently the countries or regions for the partnership, the objectives, academic fields, type of linkage activities, and sometimes even the specific foreign

institution as partner. The most restrictive of the programs resemble normal USAID, State Department, or NIH contracts that might provide training, equipment, and supplies in fields such as Teaching English as a Second Language, agriculture, business management, and tropical disease research. From the point of view of the U.S. higher education institutions, this model may not conform well with best practices for developing mutually beneficial international partnerships discussed earlier in this chapter.

The most tightly defined programs are the State Department Specialized Projects (begun in 1994) and the Specialized Initiatives administered by ALO for USAID (begun in 1999). In each *Request for Proposals*, these programs define the foreign partner, the specific objective, the field, and the types of activities. On the other end of the spectrum is the Fulbright Educational Partnerships Program (EPP), the premier partnership program that has funded partnerships in many countries and in many fields, originally located in the USIA. As was stated in 2002, “This RFGP (Request for Grant Proposals) for the Fulbright Educational Partnerships Program does not prescribe specific project objectives, but establishes the parameters within which applicants are invited to propose projects.”

Somewhere in the middle of the spectrum are programs such as the State Department’s FREEDOM Support program for the 12 Eurasian countries and USAID’s TELP program for South Africa that are limited to specific countries or regions but that leave the partners some latitude to define the fields and activities of the partnerships. US/ED’s FIPSE International Programs dictate a focus on student exchange, which rarely is addressed by programs funded by the State Department or USAID. However, the academic fields can be defined by the partners and have been quite diverse.

The ALO Institutional Partnerships and UNCFSP International Development Partnerships for HBCUs are defined quite specifically, requiring that partnerships further a Strategic Objective of the USAID mission in the relevant country. Nevertheless, these are the least restrictive of the USAID programs, leaving relatively more latitude to the partners to determine exactly what they will do, provided that the partners’ interests broadly match one of the USAID Strategic Objectives. (Uncharacteristically, broader worldwide development themes were addressed in the ALO Institutional Partnerships special competition in fall 2002 and in 2003).

During 1998-02, the two State Department and USAID tightly-defined specialized programs granted \$26.5 million for 74 partnerships programs (averaging circa \$358,000 each). Toward the other end of the spectrum, the EPP, ALO Institutional Partnerships, and IDP programs awarded approximately \$27.7 million for 223 partnerships (averaging circa \$124,200 each) for purposes that the partners had relatively more scope to define in their proposals.

Furthermore, the funding available for these more broadly-defined programs, which provided more choice for the proposing partners, has been declining. In 1998-02, the State Department’s budget in the Education and Cultural Affairs Bureau for the EPP program funded only an average of 11 partnerships per year, while the State Department allocated more grants through other programs. In the 2002 EPP competition, for example, awards were made for only one partnership in South Asia; two each in Africa, Latin America, and North Africa and the Near East; four in East Asia; and six in Eastern Europe. This is an extraordinarily small number of awards for an annual nationwide competition for a program that encompasses the entire world.

The decrease in the number of partnership grants made by the EPP represents a significant loss to the U.S. higher education community in the support for international partnerships that are defined more by the higher education partners than by shifting State Department priorities. Although no systematic study has been undertaken of the effectiveness and sustainability of partnerships funded by the different programs, we hypothesize that partnerships that allow the partners to choose the fields and outcomes for their joint work are more likely to precipitate enduring cooperation over time and to create a larger measure of transformation of both partnering institutions. This is consistent with the hypothesis of an Interim Evaluation of the UDLP program that partnership programs between institutions that had no pre-existing relationships “are more at risk” for management problems (Management Systems International, Inc., 1996).

At USAID, too, the funding pattern among programs with differing degrees of specification about partnership activities has changed significantly during the past dozen years. The UDLP program in 1991-95 provided \$24.8 million for 44 partnership programs, whereas the ALO Institutional Partnerships and UNCFSP IDP programs together provided only \$17.3 million for 143 partnership awards in 1998-2002. The earlier USAID UDLP grants were considerably more generous than those of the current ALO Institutional Partnerships Program; UDLP’s average grant amount was \$564,000 as compared to ALO Institutional Partnership grants of up to \$100,000 and IDP’s grants of up to \$200,000. Like the State Department EPP grants, the ALO Institutional Partnership awards are conceived as seed grants that foster new partnerships that the institutions involved should seek to make sustainable with other sources of funding after the USAID support ends.

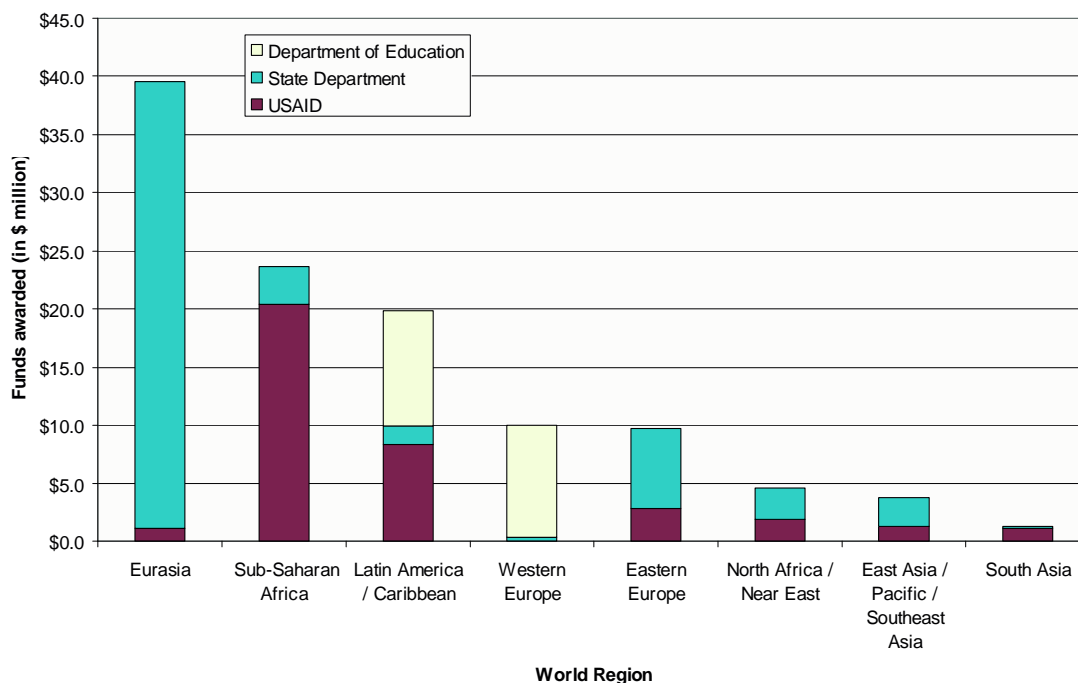
Despite the more modest funding for broadly-defined, development-related partnerships, the total amount of USAID funding for higher education partnerships has increased during the past five years due to the addition of programs with specified purposes or constituencies – the Specialized Initiatives with strictly-defined and quite varied purposes (\$12.6 million, 1998-2002), the TELP linkages program for South Africa (\$8.3 million, 1999-2000), and the IDP program for broadly-defined partnerships for U.S. HBCUs (\$4.0 million, 1999-2003). The trends in USAID partnership programs overall can be viewed as somewhat of a return to USAID’s approach before the UDLP program, which was seen at that time as an alternative way for USAID to provide significant support to higher education international partnerships that would be more appropriate than traditional contracts.

The US/ED FIPSE programs target regions where foreign students can be recruited to study in the U.S and U.S. students will study abroad. The North American Mobility program also is consonant with U.S. promotion of NAFTA. The partnerships with the European Community target Western Europe, an area not included in recent partnership programs of either USAID or the State Department but where U.S. students often favor studying abroad.

Figure 4 shows the total funding for international higher education partnerships for each world region during the most recent five-year period from the three agencies – State Department, USAID, and US/ED. It reveals the emphasis of the State Department on the former Soviet Republics and Eastern Europe; of USAID on Africa and, to a lesser extent, on Latin America; and of US/ED on Latin America and Western Europe. Adding the funding from US/ED brings

the total amount of grants for Latin America somewhat closer to the amount for Africa, but fully half of the funding available for Latin America is for the student exchange and curriculum development projects sought by US/ED. Taken together, the geographic distribution of the partnership programs of all three agencies during 1998-2002 is: Eurasia and Eastern Europe - 44%; Sub-Saharan Africa - 21%; Latin America and the Caribbean - 18%; Western Europe - 9%; North Africa and the Near East - 4%; East Asia, Southeast Asia and the Pacific - 3%, and South Africa - 1%.

Figure 4:
Funding for International Higher Education Partnership Grants by
the State Department, USAID, and Department of Education, 1998-2002



Conclusion

At the international education conference at Duke University in 2003, U.S. Under Secretary of Education, Eugene W. Hickok, noted the urgency in this new post-millennium world for addressing the greatest challenge for the U.S., specifically international ignorance. He called for

... an interdependent world, an internationalist world ... any nation's political economic upheaval is every nation's business. No nation can afford to ignore what is going on anywhere, any time, in this world. ... The greatest challenge, it seems to me, is ignorance. The lack of adequate education ... (and) within the United States ... to know better the world beyond its borders. (2003, pp 5-6)

We have seen in this analysis that higher education partnerships with institutions abroad serve two vital functions for the U.S. and its citizens - enhancing U.S. higher education capacity in foreign area, international, and foreign language studies and furthering many of the foreign policy goals of the U.S. administration and Congress.

Clearly, these partnerships are important means of increasing U.S. expertise about foreign areas, expertise that is given higher priority in a security-conscious period. Through the flow of knowledge from abroad to the research universities where the nation's academic and advanced research leadership is created and sustained, the quality of teaching, research, and outreach is improved. Partnerships also are important for four-year and community colleges in building their capacity for more internationalized education with improved language and study abroad programs for the associates and baccalaureate degrees.

Indeed, students and faculty need experience abroad for higher quality teaching about foreign countries and their languages, politics, economies, religions, and societies, and partnerships are the most effective foundation for building deeper and higher quality undergraduate study abroad and for faculty and graduate student research abroad. In addition, the almost 150 Title VI centers on foreign area, international, foreign language, and international business need much more interchange with their foreign partners and experience abroad if they are to more expertly fulfill their mandate to be "National Resource Centers" for government, communities, business, NGOs, and the broad community of K-12 and post-secondary institutions.

Both U.S. Secretary of Education Rod Paige and Undersecretary Eugene Hickok have made clear the importance for the U.S. higher education community of new mandates to engage in exchange and partnerships abroad. Specifically, they have called for U.S. action to (1) forge new friendships abroad and deepen old ones, (2) broaden our educational focus to build international relations abroad, (3) deepen our engagement of all educational professionals in international arenas, (4) expand the learning about other nations in schools, colleges, and universities, as well as in continuing education, (5) broaden our emphasis in education for exposure to other languages, cultures, and peoples, (6) teach more languages to more children at a younger age, (7) increase our international exchange of faculty and students in order to enrich the educational culture of our schools and post-secondary education, (8) re-engage ourselves with educators and policy-makers in UNESCO and other educational arenas abroad.

As we have noted earlier, partnerships serve vital functions of U.S. foreign policy, and the U.S. State Department and USAID have invested in partnerships since 1982. In the five years 1998-2002, the annual federal budget for partnership programs (by the State Department, USAID, and US/ED) averaged \$22.5 million per year, and the amount in the most recent year (2002) was \$27.3 million. The apparent lack of priority accorded these partnerships, which are so vital to the nation and its universities, is reflected in the fact that this average annual budget of all U.S. agencies for partnerships is less than two days of the annual budget for U.S. economic assistance for Egypt and Israel (\$13 million per day). To develop these linkages for increasing U.S. knowledge in a globalizing period, there is a pressing need for an increase, not a decrease, of U.S. exchanges, partnerships, and other linkages abroad.

The task is made somewhat less daunting by the factors that reduce costs of communication with the Internet, other electronic connectivity, and the reduced costs of international air fares. The new communications systems also facilitate the collaborative development of international curriculum, foreign language learning through distance learning and language-across-the-curriculum, and the interpersonal knowledge created in personal experience abroad.

Equal in importance to funding more U.S.-initiated partnerships is the challenge to approach these partnerships and our foreign colleagues with a new commitment to treating them as equal partners in the global system. In the new global political economy, these foreign partners rightfully expect from us more careful attention to equity in resource sharing and power, transparency in all our dealings, collegiality in research and publication, a rejection of cultural or national superiority, and reciprocity in teaching, learning, and scholarly exchange. Only partnerships based on this mutuality will have the inherent strength to endure the vicissitudes of historical change that can create a truly global and more democratic culture in the world's higher education community.

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Note: See also Appendix C: “Websites of U.S. Government Funding Programs for International Higher Education Partnerships.”

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Appendix A

Guidelines of Best Practices for Partnerships between Tertiary Institutions in Africa and their Foreign Partners

The following are some principles that are likely to define common practice among effective, mutually beneficial, and enduring partnerships. Because international partnerships between tertiary institutions and their faculty, administrators, and students are diverse in their purposes and methods, any criteria for best practices should not be applied rigidly. They reflect lessons from both some successful and some failed partnerships between African and foreign partners.

The principles in this statement have been developed first in conversations among the African and U.S. members of: (1) the *Higher Education Forum of the U.S./South Africa Binational Commission* meeting in Cape Town and Washington, and also (2) those who attended the conference on *Academic Partnerships with South Africans for Mutual Capacity Building* (October 18 -21, 1998), co-sponsored by Michigan State University and the Historically Disadvantaged Institutions Forum, the Committee on Technikon Principals, and the South African Universities' Vice Chancellors' Association. Subsequently, the first draft was circulated among approximately 25 persons experienced in partnerships between U.S. and South African higher education institutions. In April 2000, their suggestions were incorporated by David Wiley into this draft from other African partners.

- **Clarity about goals** - As they enter a partnership, the participants seek to be clear about their goals, personal and institutional, and about what they bring to the collaboration and want to receive from it. These goals should be shared openly with each other early in the relationship.
- **Consortial linkages** - Where possible, the partners work through consortial arrangements with multiple universities in order to maximize the efficiencies in using resources and to encourage widened collaboration within Africa and between African and other foreign partners.
- **Understand each other** - Partners work seriously to learn about the other institution, its constraints, strengths, and limitations, and to acquaint the partner with their own institution.
- **Provide internal funding** - The partner institutions commit some of their own funds to the relationship, not relying only on external support. The partners are innovative in seeking to direct institutional resources to the partnership, such as through asymmetrical study abroad programs that bring African post-graduates to study in foreign institutions in exchange for foreign undergraduates studying in Africa.
- **Build for the long-term** - Partner institutions expect to develop a long-term relationship of at least five to ten years so that knowledge about each other and mutually beneficial collaboration can develop, deepen, and broaden.

- **Broad support** - The partnership has the support and commitment of both the relevant faculty and the administrative leaders of the partner institutions.
- **Joint decision-making** - As they develop an agreement, partners will seek to concur on methods for decision-making, which activities are to be pursued, and what resources will be used. This requires carefully listening to each other and a willingness to seek understandings and consensus around mutually acceptable resolutions of inevitable differences of judgments and perceptions.
- **Written agreement** - After these goals are understood, a written agreement is developed that describes the purposes and goals of the partnership, the resources that each institution brings to the partnership, methods of seeking external funding, means of documenting progress of the relationship, and a method of periodic evaluation. The agreement is not be considered a legal and financial contract but a statement of commitment and intent.
- **Transparency on funding and other resources** - On issues of funding, there is transparency in the sources, amounts, requirements governing, and all intended uses of funds obtained in the names of the partners, including any representations made to potential funders. Neither partner will be engaged in covert or secret research or operations in the project. Transparency requires sharing the expectations of both the donor and the users to address problems that may arise around different customs and institutional regulations in using and accounting for the expenditure of funds.
- **Addressing inequality of resources** - In allotting funding, the partners take into account the unequal resources that are available to the partner institutions and their individual faculty members. In seeking to build a relationship of inclusivity and equity, the partnerships adhere to a policy of equal opportunity for all regardless of race, ethnicity, nationality, gender, age, or sexual orientation.
- **Transparency on issues of power** - The partners seek to be transparent about the differing roles of leaders and stakeholders and the differing authority and power in the relationship. They usually will document and share these understandings to facilitate communication and to clarify responsibilities. This information will be shared with all participating personnel.
- **Constancy of goals** - In the event that there are changes in the institutional leadership of one of the partners, every effort will be made to honor the original goals and activities of the partners as established in the original agreement and subsequent negotiations.
- **Addressing conflict** - If conflict develops, the core leadership team will be alerted and they will meet and communicate to address the concerns and to re-establish a productive working relationship among the partners.
- **Ethical and human subjects guidelines** - In partnerships involving research, the most stringent human subjects standards and ethics will apply, such as in the human subjects regulations and the Ethical Guidelines of the MSU African Studies Center, African Studies Association, American Anthropological Association, American Sociological Association, and the many other professional associations with statements of ethics <<http://www.ethics.ubc.ca/resources/professional>>.

- **Acknowledging contributions** - The partners work to create some mutually agreed upon language to credit and acknowledge everyone's contributions, including the sources of project funding. This will be used in printed and electronic announcements.
- **Celebrating partnerships** - The partners will find occasions to celebrate the successes of their partnership.

Appendix B

Online Resources concerning Best Practices in International Partnerships

I. Conferences about International Higher Education Partnerships

Academic Partnerships with South Africans for Mutual Capacity Building

<http://www.matrix.msu.edu/sacapacity/>

Conference held at Michigan State University, October 1998. Includes full conference report.

Towards the Global University II: Redefining Excellence in the Third Millennium

http://education.pwv.gov.za/Media/Speeches_2000/April_2000/Global_Univ_Cape.htm

Keynote Address by the Minister of Education, Professor Kader Asmal, to conference held in Cape Town, 17 April 2000. Addresses current moratorium by the South African Department of Education on activities of certain transnational private higher education institutions in South Africa.

Proceedings of the African Partnerships USAID UDLP Higher Education Conference, “Factors that Contribute to Successful International Partnerships: Results of Higher Education Linkages”

<http://cehd.ewu.edu/cehd/faculty/ntodd/GhanaUDLP/conference/Proceedings.html>

Sponsored by Eastern Washington University and the University of Cape Coast, February 8-11, 1999 (UDLP is the University Development Linkages Projects.)

Reports of Regional Roundtables: USAID/Higher Education Partnership in Development

See at <http://www.aascu.org/alo/Pubs/pubs.htm>

by the Association Liaison Office for University Cooperation in Development

Printed reports on three roundtables were published in 1997 for \$4.00 each.

II. Other Statements of Ethics and Guidelines regarding International Partnerships by Scholarly Associations

“Guidelines of the African Studies Association for Ethical Conduct in Research and Projects in Africa”

http://www.africanstudies.org/asa_guidelines.htm

“Michigan State University Faculty Guidelines for Scholarly and Professional Cooperation with Colleagues in Africa” (a statement of the African Studies Center Faculty)

<http://www.africa.msu.edu/AfricanStudies/Ethics.htm>

“Draft Guidelines for High Quality Study Programs in Africa”

(a statement of the National Consortium for Study in Africa)

<http://www.africa.msu.edu/ncsa/guidelines.htm>

“Links to Other Professional Association Guidelines for Ethical Conduct”

<http://africa.msu.edu/EthicsII.htm>

III. Databases of International Partnerships involving U.S. Higher Education Institutions

U.S./South Africa Higher Education Partnerships Project

<http://www.africa.msu.edu/USSA>

Database established by the African Studies Center at Michigan State University for the U.S./South Africa Higher Education Forum of the US/SA Binational Commission and records approximately 200 partnerships between U.S. and South African higher education institutions.

International Higher Education Linkages Project (IHELP)

<http://www.aascu.org/alo/>

Forthcoming database being redesigned by the Association Liaison Office for University Cooperation in Development (ALO). (The original database included more than 3,600 international linkages of U.S. colleges and universities.)

Appendix C

Websites of U.S. Government Funding Programs for International Higher Education Partnerships

U.S. Department of State

FREEDOM Support Educational Partnerships Program

<http://exchanges.state.gov/education/partnership/freedom.htm>

Fulbright Educational Partnerships Program

<http://exchanges.state.gov/education/partnership/fulbright.htm>

Specialized Projects

<http://exchanges.state.gov/education/partnership/specialized.htm>

USAID

Institutional Partnerships in Higher Education for International Development

Administered by ALO

<http://www.aascu.org/alo/IP/proposals.htm>

International Development Partnerships

Administered by UNCFSP

<http://government.ncat.edu/idp/>

Special Initiatives

Administered by ALO

<http://www.aascu.org/alo/working/WORK.htm>

University Development Linkages Project

http://www.usaid.gov/educ_training/udlp.htm

Workforce Training Partnership Programs

Administered by ALO

<http://www.aascu.org/alo/WD/aaccprop.htm>

U.S. Department of Education

European Community-United States of America Cooperation Program in Higher Education and Vocational Education and Training

<http://www.ed.gov/programs/fipseec/index.html>

Program for North American Mobility in Higher Education

<http://www.ed.gov/programs/fipsenortham/index.html>

US-Brazil Higher Education Consortia Program

<http://www.ed.gov/programs/fipsebrazil/index.html>

1. **David Wiley** is Professor of Sociology and Director of the African Studies Center at Michigan State University. He has conducted research in Zambia, Zimbabwe, Kenya, and South Africa. He has been a member of the Higher Education Forum of the U.S./South Africa Bi-National Commission; President of the African Studies Association; and chairperson of international committees of the National Science Foundation, American Association for the Advancement of Science, and the American Sociological Association. He was Vice-Chairperson, U.S. National Commission for UNESCO. He is engaged in a number of projects for partnerships of U.S. and African universities, for bridging the digital divide in Africa, and for disseminating African scholarly journals, film, and videotape in the U.S. and Africa.

Christine Root is a Specialist at *International Studies and Programs at Michigan State University* since 1998 where she has coordinated the South Africa - U.S. Higher Education Partnership Project and the website on *Resources on South African Higher Education*. With graduate training in Economics, she has been a freelance researcher and writer, a Research Fellow at the *Institute for Social and Economic Research at the University of Durban-Westville* (South Africa, 1994-95); Project Manager of the *Health Care for All Project* (1992-94); Research Analyst for the *State of Michigan House of Representatives Democratic Caucus* (1985-87); and Associate Director of the *Washington Office on Africa* (1972-81).

2. Some additional U.S. government programs have funded collaborative international programs as part of a broader programmatic mandate. Examples of such programs are: (1) National Science Foundation international programs for U.S. researchers to work collaboratively with foreign colleagues and institutions (e.g. the Antarctic research with Russian colleagues and the inclusion of Chilean institutions in developing Andean space observatories); (2) the Department of Education (US/ED) American Overseas Research Centers (AORC) Program (<http://www.caorc.org/>) which funds 16 AORCs abroad for postgraduate research, exchanges, and area studies, some of which are organized by international consortia; (3) US/ED's Technological Innovation and Cooperation for Foreign Information Access (TICFIA) program (<http://www.crl.uchicago.edu/info/ticfia/>) which supports 18 programs in 2002 for providing U.S. faculty and student access to foreign materials, most of which involve foreign universities, libraries, and archives as partners; and (4) various binational commissions and similar programs (e.g. Japan-US Friendship Commission, US-Japan Conference on Cultural and Educational Interchange (CULCON), and the South African-US Binational Commission) which may include higher education fora or projects but do not focus on institutional partnerships.

Some foreign government and international agencies provide funding for international university partnerships that engage U.S. partners. For example, the Canadian-based Inter-American Organization for Higher Education (IOHE) (<http://www.oui-iohe.qc.ca/>) funds some partnership activities with money from the Canadian International Development Agency (CIDA), the Quebec Government, the Organization of American States, UNESCO, and some Latin American governments. The World Bank and European Community also have funded higher education partnership activities. Some of these projects are meant for "think tanks" and other policy organizations which may be but are not necessarily academic institutions (e.g. the USAID-funded Regional Think Tanks Partnership Program for Russian and East/Central European economic think tanks (<http://www.tppp.info/index.html>), a small number of which include U.S. higher education institutions).

3. Private foundation funding can be important for building and extending academic partnerships. Two examples are the initiatives of the Ford Foundation. The Ford Initiative for "Crossing Borders: Revitalizing Area Studies" provided \$25 million over a six-year period "to support intensive study of particular languages, cultures, and histories, building on the first half-century of work in area studies; and second, to foster innovative thinking and practices related to the field of area studies itself, through a variety of partnerships, as well as disciplinary and other "border crossings." Grants were made to 30 institutions, beginning in 1997. Many of the U.S. university African studies grantees used their funds for collaboration with a variety of African institutions of higher education.

A second initiative, *Border Pact*, the U.S.-Mexico Borderland Higher Education Agenda for Action was supported by the Ford and Hewlett Foundations. This initiative of the Council of North American

Higher Education Collaboration (COAHEC), the Mexican National Association of Universities and Higher Education Institutions, and the American Council on Education engaged 65 border institutions and agencies in California, Arizona, New Mexico, Texas, and the Mexican states of Baja California (and Sur), Sonora, Chihuahua, Coahuila, Nuevo Leon, and Tamaulpas. Partnerships are supported with small grants for collaborative outreach and service learning to serve the health information needs of “crossers” and for serving new clients, maintaining and improving educational quality, increasing involvement in communities and economic development, and improving accountability and effectiveness of higher education institutions. Some projects of Border Pact have received federal funding from agencies such as the Environmental Protection Agency and the Department of Energy.

Some foundation grants contribute to international partnerships indirectly such as the Ford Foundation-funded program of the American Council on Education for seconding current and former U.S. university administrators to senior leaders of South African universities.

4. ALO has been formed under a collaboration of the American Association of Community Colleges (AACC), American Association of State Colleges and Universities (AASCU), American Council on Education (ACE), Association of American Universities (AAU), National Association of Independent Colleges and Universities (NAICU), and National Association of State Universities and Land-Grant Colleges (NASULGC).