

International Education in Systemic Educational Reforms:

The Chinese Case and Lessons Learned from an International Perspective

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I. Introduction

In an era of increasing globalization and inter-dependence, no national development programme could be successful or sustainable in isolation from international forces. In the field of education, the main parties contributing to the success of educational reforms are, first of all, the public authority; secondly, the local communities, including parents, school heads and teachers; and thirdly, the international community. “The countries where the (reform) process has been relatively successful are those that obtained a determined commitment from local communities, backed up by continuing dialogues and various forms of outside financial, technical or professional assistance” (Delors, *et al*, 1966). This has been true to China, whose high-rate development has been inter-wined with open-door policy.

As a scholar pursuit, ‘international education’ is ‘a cross-disciplinary study of international and inter-cultural problems in education.... but goes beyond it in its international orientation’. ‘International education refers to the objective and content of certain educational pursuits and to the institutionalization of such activities’ (Husen, 1994).

‘International Education’ has been defined in varied ways. While UNESCO as an inter-governmental organization defines international education as ‘a concise expression of education for international understanding, cooperation and peace’ ‘for everyone at all levels of formal and non-formal education’, the International Baccalaureate organization as a leading NGO in international education defines it from a student profile in terms of internationally-oriented values/attitudes, skills and knowledge as well as ‘a system of appropriate educational content, pedagogy and assessment’.

Apparently ‘international education’ means different things to different people. Despite the many different definitions, most would agree to the commonly used definition that ‘international education’ is ‘integrating an international, intercultural or global dimension into the purpose, functions or delivery of education’ (Knight). There is also a consensus that ‘three main elements of international education’ could be identified, namely, 1) the objective study of other societies in the curricula of domestic schools and colleges...; 2) the opportunities for students, teachers and scholars to at educational institutions outside their own countries ... referred to as the international transit of learning or, more commonly, as educational exchange; and 3) the educational assistance given by multilateral/bilateral agencies or wealthy nations to help improve the health, economy, educational opportunity and general well-being of other countries (Butts, p.166).

Worldwide there is growing interest in international education. Heyneyman (2002) traced the rapid increase of studies, courses, published reports and other literature on international education since the late 1970's, and concluded that with 'more but different' international education, there emerged 'a new industry of international education initiatives and projects'. A series of worldwide changes in international financing, trade, sciences, due to globalization, information-communication technologies and shifts in socio-economic, technological as well as educational domains have affected 'the character of international education'. 'As a separate field of study, international education has shifted. No longer is it viable as an esoteric field of study. Instead, international experience is becoming a normal part of the fields of study...', and 'to attain excellence today the education profession must keep a breast of relevant innovations and educational experience from wherever they derive'.

Not only the interest in international education is growing at worldwide level but there has been more substantive programs of international education. The increasing bilateral arrangements between nations, the multilateral arrangements of private associations, the inclusive inter-governmental programs sponsored by UNESCO, UNICEF, UNDP, the World Bank and regional development banks, the European Community Action Scheme for the Mobility of University Students (ERASMUS), among others, are just examples of the increasingly diversified programs of international education in promoting nationwide systemic educational reform and development of their member countries.

Focusing on the policy-relevant dimensions of the two 'elements' of 'international transit of learning' and 'educational assistance by multilateral/bilateral donors, and citing examples from the Chinese case, this paper is intended to examine some emerging trends in 'international education' and to discuss issues in the interaction of international education and national development. The paper is organized in four sections: 1) international development assistance becoming powerful force in international education, with its contributions to expanded equality of education rights of disadvantaged groups and shifting emphasis on improved quality; 2) international students/scholars two-way flow increasing as part of national development strategy; 3) increasing international education interacting with powerful market forces; and 4) closer linkage of international education integrating with inter-cultural learning for international understanding and peace. Finally recommendation is made as to the development of systemic cross-national data and information, policy-relevant scholarship on evidence-based impacts of international development assistance in education, and networking of individuals/institutions committed to international education.

II. International Development Assistance Becoming Powerful Actors in International Education: Shifting from Aid to Partnership for development

While Education for All (EFA) has been driven by the international community (largely through UNESCO, UNICEF, UNDP and the World Bank), as a worldwide campaign since the World Conference on Education for All (Jomtien, Thailand), in the interest of developing countries, and a series of key policy issues demand highest attention by scholars in the field of international or comparative education, relatively small proportion of research studies have

addressed to the dynamic interaction of national development and international development assistance. Development assistance as a priority area of study, and yet it is in this arena that international education, through development assistance, has displayed most powerful impacts and deserve both in-depth policy-oriented studies for decision-making and empirical school-based action research for innovative practices by international/comparative education scholars.

This section will cite Chinese case to examine trends in international development assistance to China for national development strategy refocused on 1) enforced equal rights to education through EFA and 2) on improved quality of EFA as high priority areas in international education.

2.1 International development assistance focusing on improved equality of education for all, especially disadvantaged groups, through a rights-based approach

The recognition and implementation of the principle of equal rights of all children, youth and adults to education through international development assistance, programs/projects, and their translation into policy actions on basic education for all. Recognition of the equal and inalienable rights of all members of the human family to education is a precondition to human development and world peace. The multi-faceted right to education were first laid down in the Universal Declaration of Human rights, adopted and proclaimed by the General Assembly of the United Nations (1950), whose Article 26 states that ‘everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible on the basis of merit’ (UNESCO, 2000). The international community’s commitment to implementing the rights set out in the Universal Declaration, i.e. to adopt measures designed to ensure their effective recognition and observance, has over the years taken various forms:

International/multilateral treaties, which have the legal force of law and which provide for a mechanism for monitoring implementation, e.g. by UNESCO for actions in the field of education. Of special significance to education among the principal international treaties are:

- Convention against Discrimination in Education (1960);
- International Covenant on Economic, Social and Cultural Rights (1966);
- Convention on the Rights of the Child (1989)

Countries’ agreed Recommendations of International Conferences of States; and *Declarations and Programs or Frameworks for Action* adopted by inter-governmental conferences or by ‘mixed’ conferences composed of representatives of governments, inter-governmental organizations and civil/society such as the World Conference on Education for All (Jomtien, 1990) and the World Forum on Education (Dakar, 2000), which though not having the legally binding force of treaties, provide additional impulse to implementation of previously agreed commitments.

As a responsible member country of United Nations and its specialized agencies like UNESCO, UNICEF, UNDP and the World Bank, China has ratified major international treaties and conventions and strongly committed to their implementation in the field of

education. It is in this arena that international development assistance, or ‘international education’ in its broadest sense, has made most important contributions to and greatest impacts on educational development and systemic reform in China.

From recognition of the concept of ‘human right’ to education to its inclusion in related education legislatures Largely driven by national development policy changes based on local reform experiences but also due to the advocacy and implementation of programs/projects by inter-governmental organizations like UNESCO, UNICEF, UNDP and the World Bank, the educational community in China took time to widely recognize the principle that ‘education is a fundamental human right’. This was fully reflected in adoption of the Chinese Law on Compulsory Education in 1986, and the adoption of the revised 63-article Law on Compulsory Education in 2006.

The international community’s strong commitment to advocate and implement the rights by all children, youth and adults to education, as set out in multilateral treaties and internationally agreed Frameworks of Action has been translated into major development assistance programs projects by multilateral and bilateral donors for developing member states.

While the public authority of China takes major responsibility for policy-making, over-all planning, resources mobilization and monitoring of EFA in the country, the international community has been a driving force and an important source of strong financial and technical assistance to the nationwide efforts in promoting EFA. The World Bank, UNICEF, UNESCO, UNDP and Asia Development Bank, European Union, UK Department for International Development, and many other donors, have contributed in most meaningful ways to the effective implementation of basic universalization of nine-year compulsory education and basic elimination of illiteracy among young and middle-aged adults, through varied development assistance projects.

UNICEF-China Project on Promoting Primary Education in Poor Counties (1996-2000), implemented in 2,318 schools in 102 poverty-stricken rural counties of 12 provinces/ autonomous regions in under-developed west China, with UNICEF inputs of over US\$ 21 million and matching resources contributed from the Chinese Government.

- The UNICEF’s advocacy and implementation of ‘*free text-books*’ for poor rural children pushed policy actions by the Chinese government to move towards a major policy change for free compulsory education of children in poor rural areas in the western region.

More than 1,000 learning resources centers were set up to make quality learning opportunities available to school-aged children in the vast western region of China.

- County-level project databases and a system of indicators were developed for effective monitoring and evaluation of universal primary education at local level.

UNICEF contributed much to policy-making and innovative implementation of children of large number of rural-urban migrant workers. Access and provision of quality education about 6.5 million, below 18 years old children of migrant families and about 22.9 million children ‘left behind’ in rural areas is a growing problem in China today”(UNICEF,

2006). Findings of UNICEF-sponsored pioneering survey study on education of rural-urban migrants provided the MOE Department of Basic Education with valid statistical data, policy analysis and conceptual framework for development of major policy guidelines/directives in addressing equal rights of all children in under-developed regions. Despite the new policy change enabling the migrant children to access urban schools, these children have had lower enrollment and completion rates and face more financial, psychological, cultural and academic difficulties. In response to this challenge, UNICEF Education and Child Development Programme has planned development assistance to support policy guideline development and gap analysis in the implementation of established national policies on reduction of educational disparities, and to implement innovative approaches through demonstration pilots in achieving measurable results. Ministry of Education on the Chinese part is working on a cost-effective and systematic' data base on migrant children in host urban schools, and developing flexible learning systems, in order to have better policy interventions and more systematized allocation of resources for ensuring 9-year compulsory education to migrant children.

UNICEF's Education and Child Development Program (2006-2010) of cooperation with the Government of China through the Ministry of Education, which embodies the spirit of Convention on the Rights of the Child, the Millennium Development Goals (MDG) and China's national priorities for educational development. The Program responds to Chinese Government's efforts towards achieving 9-year compulsory education, achieving well-rounded development of children, new curriculum for compulsory education, teacher education reform, development of teacher support system, modern distance education, and national priorities related to essential-quality-education especially in under-developed regions of western China and for children of rural areas, ethnic minorities, rural-urban migrants and other disadvantaged groups.

For the period 2006-2010, UNICEF will allocate US\$ 11.2 million from its Regular Resources to support the Education and Child Development Program and shall seek additional funds under other resources.

The Ministry of Education, China, will continue to function as the partner for the overall program and for 3 of the 4 projects (with the other one in partnership with China Association for Science and Technology). Counterpart match funding will be provided by the Government and other agency inputs.

The World Bank Project on Basic Education in Poor Regions in cooperation with Chinese Government, during 1992-2002, invested US\$ 885 million for support to 21 under-developed western provinces in implementing nine-year compulsory education in 466 poverty-stricken rural counties and over 100,000 primary and lower secondary schools.

The World Bank Project aimed to assist in universalizing primary education and developing lower secondary education, with major interventions in constructing schools, repairing unsafe school buildings, purchasing laboratory equipment and desks/chairs and

books/reference materials, training teachers/management personnel, and developing information-system in project provinces and countries.

The project was featured by the following:

- relevance of needs-based project planning in cooperation with local project offices;
- effective implementation through internationally established procedures and norms;
- quantitative instruments applied to assessment of economic benefits of the project, maximizing the cost-efficiency of project outputs;
- simultaneous development of hardware (buildings, equipment, teaching aids, etc.) and softwares (curriculum, teacher competency, and capacity for local educational planning and management , etc.)
- close cooperation with national and local development partners through inter-sectoral coordination; and
- donor's provision of badly needed funds to supplement domestic resources, along with 'matching funds' of the Chinese Government, thereby motivating local governments in increased investment in basic education.

China-UK Project on Basic Education in Gansu Province (1999-2006), with funding by the British Government through its DFID in the equivalent of 150 million yuan, aimed at increased enrolment rate and completion of primary and lower secondary education for boys and girls in four poor rural counties in Gansu Province.

During the six years of effective implementation, the project successfully achieved expected results:

- It reconstructed and expanded 190 primary and junior high schools, built/repared buildings in the amount of 570,000m², accounting for 28% of those of all primary and junior high schools in the four counties;
- It purchased desks and chairs, furnaces for heating, books, musical instruments and other items for teaching and living purposes, largely improving school infrastructures;
- The improved learning environment benefited more than 28,000 pupils, with over 70,000 primary and junior high school pupils/times granted a total of 636,000 yuan of subsidies/scholarship assistance;
- A sum of 268,000 yuan were allocated to activities in building 'pleasant/joyful school climate ';
- Pilot was made on free lunch and free boiled water, reducing the expenditures of poor and ethnic minority's families for their children's education and improved equality in educational opportunities.

Because of the impacts of the successfully completed project, the British Government has provided another 6.25 million British pounds for a second phase of China-UK Basic Education Project in Gansu Province, beginning in April. 2006.

As a result, the enrolment rate for children of village schools and of ethnic minorities increased from 70.85% in the initial stage of project implementation to 95.2% by completion of the project.

2..2. International Development Assistance Shifting Emphasis onto Quality Improvement in Education

Dakar Framework for Action on EFA (2000) goal 2 commits nations to the provision of primary education “of good quality”; and goal 6 is defined as “overall improvement of quality in education at all levels” so that “recognized and measurable learning outcomes are achieved by all”.

Many of international treaties/instruments and development assistance in much of the 1990’s focused on the quantitative aspects of education policy. However, “a new consensus and impetus is building up around the imperative to improve the quality of education” (UNESCO, 2004).

However, the investment in the improvement of quality is not one that can be borne easily by those who stand to benefit most. Though “the role of government, as the actor most able to transcend short-term realities and invest in quality, is crucial”, many developing countries have had difficulties in increasing resources for quality improvement. It is in this area of investment and program actions that the international community, through multilateral and bilateral donations and technical assistance, has been making increasingly significant contributions to the achievement of EFA goal in improving education quality.

The shift of emphasis onto the improvement of quality in education is also taking place at national in most developing countries, with externally supported programs/projects.

However, international studies indicate that “identifying clear causal relationships between education aid and education is difficult. Assessing aid effectiveness in terms of its impact on quality is also problematic” (UNESCO, 2004). The Chinese cases given below are intended, on the one hand, to illustrate the trend in international development assistance towards more focused efforts in policy interventions and technical assistance in areas where external support is likely to produce impacts on determining factors of education quality, and on the other, to recommend more research studies on the causal relationship between international development assistance and education quality in nation-specific contexts.

UNESCO. In its educational programs and projects in China, UNESCO has contributed a broadened vision of dimensions of quality education, including safe and enabling learning environment, motivated learners, competent teachers, relevant curriculum, adequate resources, community participation, and appropriate evaluation of learning achievements. It also provides a policy framework for improving teaching and learning, which places learners at the heart of the teaching-learning process.

- Within the framework of UNESCO-ILO flagship program on “Teachers and Quality of Education”, UNESCO organized policy dialogues and joint research studies in China on the development of teacher professional standards;
- UNESCO established a Chair on Teacher Education at East-China Normal University for South-South cooperation, through UNITWINN (University Twinning) program; for

joint research, graduate training, faculty/students exchange, international conferences and information services.

- UNESCO involved China in the development of policy guidelines for curriculum reform and of capacity-building program through Resource Pack for Management of Curriculum Change (UNESCO, Bangkok and IBE, 2005).
- UNESCO financially supported and professionally guided project activities in promoting quality of education in its values/attitudinal dimension through 1) development of UNESCO –APNIEVE sourcebooks on Learning To Be, Learning To Live together, Learning To Do, and Learning To Know (UNESCO, Bangkok, 2001, 2003, 2005, 2006), for teachers, students and tertiary-level instructors; 2) nine-country case studies on teaching Asia-Pacific Core Values of Peace and Harmony (UNESCO, Bangkok, 2004).

UNICEF:

- .UNICEF project on ‘*child-friendly schools*’ has provided a strategy and framework for quality school standards, joyful learning environments, teacher competency development, and learner-centered instruction;
- UNICEF education programs have contributed much during the previous (2001-2005) and current cycle (2006-2010) to the development of *competency-based school curriculum* and a system of tracking learner assessments on a continuous basis (UNICEF-China Annual Reports, 2003, 2004, 2005).

The World Bank.

The Bank’s Project on basic education in poor regions (1992-2002) had an evident priority on activities on education quality improvement through capacity-building training of teachers and principals development of management information system at provincial and county level, learning achievement evaluation and components of action research for effective project implementation.

The Final Communicate of the 5th Meeting of the High-Level Group on Education for All (28-30

November 2005, Beijing) called FTI (Fast Track Initiative) and EFA partners to give prompt and

long-term support to governments of developing countries that take bold initiatives in order to

“improve their capacity to maintain quality while absorbing the impact of enhanced enrollments”.

III. International Students/Scholars’ Two-Way Flows Increasing for Transit of Learning

International students/faculty exchange is a major component of international education. Increasingly it is linked not only to national development programs but foreign policy and international development strategy. Students/scholars going abroad from sending countries and those returning from receiving countries are exerting influences on policy-making domestically and internationally.

In China, the furthering of opening-up and strengthening of international exchange/cooperation has been a key link of education development strategy and an integral part of open-door policy.

Among the emerging trends in international students/ scholars exchange/flow in recent years.

As indicated by literature review on foreign students, numerous studies have been done on international student flow as part and means of international education. However, compared to studies on the changing numbers of students, countries of origin, proportions of foreign students by level and field of study and sources of finding, and return rates and returnees's cultural readjustment, fewer studies have been undertaken on how national development/education policy and the changing patterns of international students have been interacting with and influencing each other.

This section describes the Chinese case in the trends of Chinese students/scholars study-abroad program and of foreign students in China, to examine the impacts of international students from a policy perspective.

3.1. The guiding state policy on study-abroad and international students

Closer linkage to national development priorities.

In line with the state policy of 'furthering opening-up in education ' and strengthening international exchange as 'a key link' in national education strategy, the state-financed and dispatched study-abroad programs shall be further transformed/improved to be more closely linked to national development priorities on nationwide higher education development and science-technological innovations and inter-country cooperation with first-rate world universities and research centers.

In the 1980's and early 1990's, an emphasis of study-abroad program was on selection of faculty/scholars and later, graduate students, for advanced study in natural sciences, technological and engineering. Especially, after China's entry into WTO in late 1990's, there was a major increase of state-supported Chinese students/scholars in areas of economics, finance, business administration, and management.

In early twenty-first-century, as defined by the Education Ministry's "2003-2007 Education Rejuvenation Action Program", international education, including study-abroad, is promoted as a significant part of the nation's opening-up policy and aims "to serve China's general foreign policy and national economic-social development and to develop international understanding and friendship; it is also 'a key link in national education development strategy' (MOE,2004,P.240). Specifically, international education is to benefit national development through:

- Boldly absorbing and borrowing other countries advanced science-technologies and successful experiences in educational development and management;
- Introducing and importing other countries' fine cultural and intellectual resources for

- the upgrading of educational and science-technological development level; and
- Turning out qualified talents of all kinds.

3.1 Continuing expansion of study-abroad programmes and increasing number of students/scholars studying in other countries.

China has remained the largest sending country of study-abroad students/scholars. Between 1928 and 2004 a total of 814, 900 Chinese students/scholars went abroad for advanced study in 108 countries. Chinese students/scholars who remain abroad 32.1% are in America, 27.9% in Europe, 25.2% in Asia, 14.2% in Oceania and 0.5% in Africa. (MOE, 2005).

The central government increased budgetary allocation to scholarships for study-abroad from 1.5 billion yuan for the 9th Five-Year Programme to 2.2 billion yuan for the 10th Five-Year Programme 2001-2005 (Cao, 2006).

The number of state-financed students/scholars, admitted and sent by the State Study-Abroad Fund Administration council, rose from 2,049 in 1996 to 7022 in 2005 (Zhang, X., 2006), the largest number of state-dispatched Chinese students abroad..

For China the education authority has refocused the study-abroad programmes on seven major disciplinary areas: information communication technology, “high technology” of new tech in agriculture, life sciences and population health, materials science and new type materials, energy and environment, engineering science, applied sociology and WTO-related studies. In recent years 70% of the state-financed Chinese students going abroad have been in these seven areas.

Better reorientation and closer linkage to national/local/institutional development goals for great relevance and effectiveness. If study-abroad programmes. For examples: right after china’s entry in WTO, a study-abroad project on urgently needed development in finance industry was set up, which contributed to long-term human resources development in WTO-related areas of study. In respond to national strategy for development of poor western region of china, a special study-abroad project was launched for training of urgently needed personnel, in cooperation with and joint-funding from 12 provinces in the under-developed western region.

3.2. For state/public-financed and dispatched study-abroad students/scholars the policy emphasis is:

- ‘expanding scale, upgrading level, assuring quality and improving efficiency’;
- Enhancing support to nationally selected high-level talents as ‘national teams’ for study-abroad , and attracting a larger number of accomplished talents to state planned and financed dispatch;
- Integrating and combining study-abroad program with the national high priority project on “developing first-rate universities and key disciplinary areas of study”, in an attempt for study-abroad program to turn out leading scholars in academic disciplines, directors

of key laboratories, and backbones in research and teaching;

- Effective measures to ensure return of study-abroad students/scholars upon completion of their studies to participate in national development.

3.3. Strengthening Guidance and Service to Self-Financed Study-Abroad Program

In accordance with the state policy for “simultaneous development of governmental and non-governmental programs”, the educational authority of China encourages and supports self-financed study-abroad projects, and meanwhile provides guidance and services.

Institutionalized services have been playing active roles in intermediate study-abroad services.

- Legal framework for intermediate study-abroad services was developed, with the issuance of “Regulations on Management of Self-Financed Study-Abroad Services” by the Ministry of Education, Ministry of Public Security and State Business Administration;
- By 2004, the education authority has accredited 270 qualified institutions for legal provision of self-financing study-abroad services;
- Special agency established for governmental monitoring and inspection of China-foreign activities in education, including study-abroad programs. In 2002, MOE set up an agency for this purpose, and in 2003 MOE opened a website for “China-Foreign Education Monitoring Information Net” (www.jsj.edu.cn), posting information on self-financed study-abroad programs and providing legal and advisory services. The Net has 10,000 visits per day and has become a most effective instrument for MOE to monitor institutions engaged in intermediate services for self-financed study-abroad projects.
- For assurance of quality and qualifications of receiving universities/colleges abroad, MOE issued in 2003 two namelists of over 10,000 formal higher education institutions receiving Chinese students/scholars in 21 countries, and through Chinese embassies, regulated the use of “Foreign Education Institution’s Qualifications Recognition Form”. MOE and State Business Administration also jointly issued sample contract/ agreement for inter-mediate study-abroad services, for the promotion of the interest of study-abroad candidates.
- A study-abroad prewarning system was developed in 2003 to orient Chinese students/scholars and to provide legal services for study-abroad students/scholars, through information on qualifications of foreign universities/colleges, illegal or regulation-violating intermediate services, and new policy changes of other countries concerning foreign students.

3.4. New Policy Initiatives to encourage and support outstanding study-abroad students/scholars for either return to work in home country or provision of services for home country while staying abroad.

By 2002, out of 700,000⁺ Chinese students/scholars sent abroad since 1978 had completed their studies, more than 170,000 had returned to serve their motherland (MOE, 2004, P.246). The return rate of state-supported Chinese students/scholars abroad reached 97%, a percentage unprecedentedly high since 1978.

The return rate of state-financed students/scholars increased from 92.25% in 1997 to 98% in 2005(Zhang, X., 2006).

By the end of 2005, 230,000 of the total of 930,000 Chinese students/scholars sent abroad had returned, around 160,000 were working after completion of study and over 500,000 were still studying. Annual number of returned students/scholars had a record high, reaching 20,100 in 2003.

To encourage more study-abroad students/scholars to return to home country or to serve home country abroad, new policy initiatives are initiated, policy environment improved, and many concrete measures taken:

- A “Returned Personnel Research Initiatives Fund” was established;
- “Chunhui Program” was launched to financially support Chinese students/scholars abroad for short- term teaching and research in home country;
- “Changjiang (Long River) scholars Award Program” was institutionalized to recruit Chinese scholars abroad as Specially-Appointed Professors and Guest Professors at Chinese universities;
- Twenty-one “State Returned-Personnel Development Initiatives Demonstration Bases” were set up by MOE and MOST;
- Conferences for science-technologies exchange are organized for returned scholars and services for business initiatives are supported by local government offices and industry/business communities.
- State-financed study-abroad projects are included and supported in the nation strategy for development of western region of China;

3.5. Expansion of Foreign Students in China and Improvement of Quality of Teaching to Foreign Students

Consistent policy with changing priority

The foreign students program has also been planned as an integral part of higher education development strategy, for the system’s ‘opening-up to the world ’ on the one hand, and for ‘building world first-rate universities’ on the other. The state has persisted in implementing a foreign students’ policy of “deepening reform, improving management, assuring quality, and planning manageable expansion”. The priority objectives have been set for a) expanding the scale (number) of foreign students, and b) upgrading the level of foreign student body.

Enhanced financial support to foreign students.

- Enhancing financial inputs for governmental fellowships/scholarships, and reasonably increasing the number of foreign students granted fellowship/scholarship. As Premier Wen Jiabao pledged in his speech at the 5th EFA High- Level Group Meeting (November 2006, Beijing), China will increase fellowships/scholarships for foreign students from 5,000 to 10,000 annually.
- Encouraging and supporting provincial/municipal government to provide

fellowships/scholarships for more courses to be offered in non-Chinese languages as language of instruction for foreign students, or through bilingual education.;

- Developing an assessment system for education of foreign students in China in order to assure quality and credibility of Chinese higher education for foreign students;
- Supporting and encouraging individual universities/colleges to develop their own innovative programs for foreign students in areas of their strengths, and disseminating ages-old Chinese cultures;
- Improving environment and learning/living conditions and medical insurance of foreign students;
- Initiating a nationwide program for foreign students graduated from Chinese universities/colleges, through special agencies and continuing contacts, to bring their expertise to full play in bilateral and multi-lateral cooperation and exchange programs.

Increased flow of foreign students from developing countries

While China remains the largest sending country of students abroad, it is attracting more foreign students to more higher education institutions.

Increasing number of foreign students

Between 1979 and 2000, a total of 394,000 foreign students from 166 countries had studied in more than 300 colleges/universities in China.

There was a high-rate increase of foreign students in China in recent years: The average annual increase rate was over 30% during 1992-1996, from 14,000+ foreign students in 1992 to 41,000+ in 1996,

In the end of 2004, there were 110,844 foreign students from 178 countries studying in 420 college/universities in 31 provinces/autonomous regions/centrally administered municipalities of China.

In 2004 and 2005, the numbers of foreign students in China reached record high:

- the largest number of annual enrollments of foreign students, reaching 141,087 in 2005;
- highest rate of increase: a net increase of 33,129, a 42.63% increase in 2004 over 2003;
- the largest number of sending countries: 178;
- the largest number of higher-education institutions admitting foreign students: 420;
- flow-in foreign students outnumbered flowing-out Chinese students abroad(118,550)

More varied areas of disciplinary studying by foreign students:

	Numbers of Foreign Students	% of Foreign students in China
Liberal arts(including Chinese language and	83,266	75.12

art)		
Medicine	10,971	9.9
Economics	4,525	4.08
Engineering	3,519	3.17
Management	2,838	2.56
Law	2,438	2.2
Education	992	0.89
History	742	0.67
Philosophy	700	0.63
Sciences	555	0.5
Agriculture	298	0.27

[Ministry of Education, 2004, 2005, 2006]

Asia is the major region of origin of foreign students in China, followed by Europe and America:

	The numbers of foreign students	% of all foreign students in China
Asia	85,112	76.78
Europe	11,524	10.40
America	10,695	9.65
Africa	2,185	1.97
Oceania	1,327	1.2

[Ministry of Education, 2004, 2005, 2006]

Increasing percentage of foreign students for long-term study (2005):

Long-term foreign students: 69%

Short-term foreign students: 31%

More non-degree students than for accreditation' students

Degree-study foreign students :31616

- Undergraduate 22.87%
- Masters' 3.5%
- Doctoral 1.74%
- Two- year college 0.4%
- Non-degree foreign students 7,9228 71.48%

Source of funding for foreign students in China

Scholarships-supported foreign students : 6.04%

Self-financing foreign students:93.94%

Concentration of foreign students in China: by hosting institutions and by countries of origin

Geographically in Beijing(33.42), Shanghai(20.03%), Tianjin(6.65%), Jiangsu (5.46%) and Guangdong(3.55%).

Ten countries of origin, in order of the number of foreign students in China (2005):

1. Korea, Republic of: 43,617
2. Japan: 19,059
3. USA: 8,480
4. Vienna: 4,382
5. Indonesia: 3,750
6. Thailand: 2,371
7. Russia: 2,288
8. Germany: 2,187
9. France: 1,495
10. Nepal: 1,375

Increased African Students in China

As part of the strategy to promote South-South cooperation between African and China, there has been a high-rate of expansion of African students in China. In the 1980's, 43 African countries sent 2,245 students to China, and in the 1990's, over 50 African countries sent 5,569 students /times to China. In 2001, 1,224 African students received Chinese governmental fellowships/scholarships, accounting for 24.73% of all China-financed foreign students in China. By the end of 2002, China had received a total of 15,333 African students/times of whom 12,834 were granted Chinese governmental fellowships/scholarships. Chinese universities/colleges have turned out more than 6,000 African graduates. Currently China's Ministry of Education offers over 1,000 fellowships/scholarships annually (MOE, 2005).

Meanwhile returned African students/ scholars have played active roles in political, economic and cultural development of African countries. According to incomplete statistics, among African graduates from Chinese universities, 8 have taken leadership positions above ministers, 8 have been ambassadors or consulates to China, 6 are secretaries to Presidents or Prime ministers in their respective countries, 3 secretary-generals of associations of friendship between their home countries and China; and many are young diplomats working in embassies in China. Many returned African graduates form China have been backbones and leading professionals in economics, sciences and technologies, education, culture and health, or liaison officers in foreign trade with China.

At the same time China has sent over 270 students/teachers to African countries during 1978-2003 and the number of self-financed Chinese students to Africa is increasing.

3.6. From 'brain drain' to 'brain gain'

Out of the 700,000 students/scholars going abroad for advanced study more than 170,000 have returned to China. To maximize benefits from the large-scale study-abroad programs, policy measures have been taken to further improve policy environment for strong

support and improved services in returning to home country and working for home country wherever they are.

Increasing number and proportion of self-financed students abroad and improved guidance and service to fee paying students for study-abroad programs.

In response to the growing number of Chinese self-financing students going abroad, the state authority has accredited more than 270 qualified institutions for intermediate study-abroad services.

- The Education Ministry set up special office for monitoring of international education programs (2002);
- The Education Ministry opened related information network (www.jsj.edu.cn), disseminating information on self-financing study-abroad programs and providing consultative services, with 10,000 visits to its website.

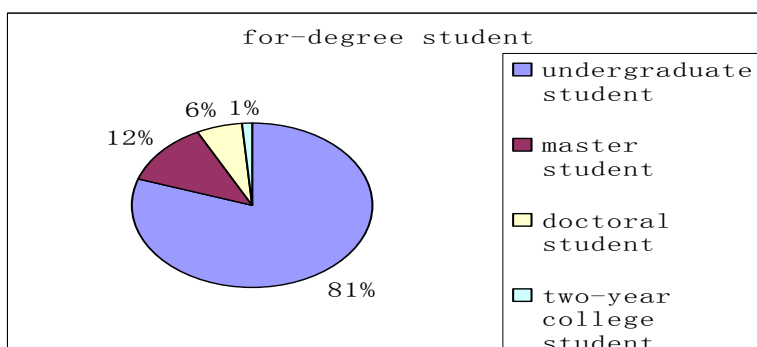
From increased numbers to improved quality assurance

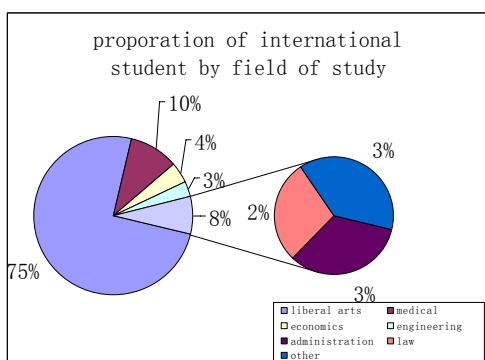
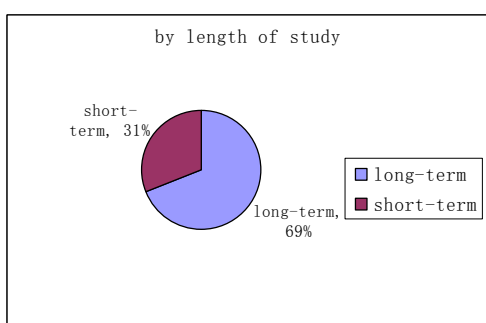
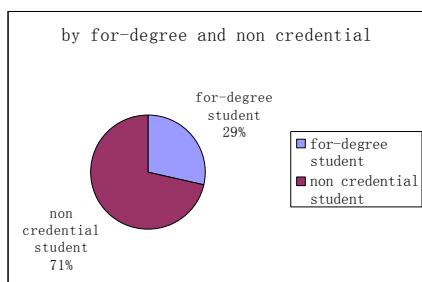
For self-financing study-abroad programs, the education authority enhanced its examination and accreditation of qualifications of foreign universities/colleges/schools enrolling Chinese students, and in June 2003 the Education Ministry issued a list of 10,000⁺ formal education institutions enrolling Chinese students in ensuring that the interest of Chinese students abroad shall be protected.

The education authority has also established in 2003 a pre-warning system for study-abroad programs to inform the public of illegal intermediate services for study-abroad, foreign-students policy changes of receiving countries.

Foreign Students in China (2005)

[Source: MOE, Beijing, 2005]





3.5. Improved qualifications of study-abroad applicants admitted and financed by the state. For those sent abroad in 2005 by the State Study-Abroad Fund Administration, 83.5% had a master’s degree, 54.29% with doctoral degree, 75% were associate professors or equivalents.

3.6. Increased proportion of self-financing students

In recent years, only 7% of Chinese study-abroad students are financed by public funds and 93% are self-financed. This drastic increase of self-financing students has been due to such factors:

- policy change to encourage study-abroad with varied source of funding;

— improved afford abilities of families for high tuition and living expenses for study-abroad programmes;

3.7. From ‘brain drain’ to ‘brain gain’

While the return rate of state-financed students has risen to 97% in recent years, policy measures have been taken to maximize benefits from study-abroad programme for greater ‘brain gain’:

— improving information service to Chinese students/scholars abroad for opportunities or job opening in china

— providing financial support or fellowship to both returned or remaining-abroad students/scholars for short-term study or lectures for participation in national development. Though such projects as “Young Faculty Fund and Teachers Award”, “Returned Scholars Research Initiatives Fund”, “Trans-Century Outstanding Talents Training Programme”, “Yangtze Scholars Award Programme”, “Chunhui Program for Study-Abroad Scholars”, “Work-in-China during Sabbatical leave”, 21,000 returned and remaining abroad students/scholars have been funded for participation in national development projects.

IV. International Education Increasingly Interacting with Powerful Market Forces

This trend is most apparent in international higher education and vocational-technical education. In market-driven economics in an era of increasing globalization, the character, purposes, content and delivery of international education is changing.

For national and institutional competitiveness’ in international market, education is becoming an instrument in developing knowledge or intellectual capital, or an arena of inter-national inter-university competition. The growing demand for international education in general, and the internationalization of higher education in particular, have several driving forces behind:

— *Demand-driven* by individual learners and their families: the awareness of the changing nature of the global economy and of the global labor market has created this growing demand for a better education at universities in developed countries; international higher education itself has become ‘a cause, consequence and system of globalization’;

— *Policy-driven*, e.g. ERASMUS and SOCRATES in Europe, with the best example of OECD countries which redefine internationalization by seeking to reconcile commercial and economic concerns of higher education with socio-cultural and inter-personal dimensions of global relations, and enabling people to acquire multicultural and cosmopolitan sensitivities. In China, a series of policies have encouraged and supported international education, especially at tertiary level and in vocational-technical education.

— *Market-driven*, with market forces displaying their powerful effects in inter-national or cross-border higher education, are increasingly interacting with international education.

Along with the internationalization especially of higher education, a trend of marketization of international, or cross-border, higher education, after mid-1990’s, within the framework of the General Agreement on Trade in Services (GATS). “Education is becoming an internally traded commodity. No longer is it seen primarily as a set of skills, attitudes, and values required for citizenship and effective participation in society — a key contribution to the

common good of any society. Rather it is increasingly seen as a commodity to be purchased by a consumer in order to build a 'skills set' to be used in the market place or a product to be bought and sold by multinational corporations, academic institutions that have transmogrified themselves into business, and other providers" (Altbach, p. 2002).

Intensified competition has been witnessed in China and Asia as well, as a largest education market, among foreign and Chinese universities for 'marketing of programs and services to attract students abroad. The imperative of the market are now driving international trends worldwide', which is true of education. China is one of 40⁺ countries which have signed GATS, and there have been hundreds of China-foreign or international education projects functioning largely at tertiary level.

- Some a developed countries like Australia and New Zealand have seen international higher education as major source of revenue in view of declining levels of public funding.
- Globalization has created a growing market for consumption abroad and promoted international mobility of students:
- International education became for top-earning exports' in Australia, creating A \$4.4billion a year in early 21st century;
- International education in US contributed US\$11 billion to the economy in 2000;
- As the 2nd largest receiving country, UK has about 58% of its Commonwealth students self-financing themselves and non-Commonwealth students paying much higher, making international education also a major source of revenues for higher education institutions.
- Western universities are selling mobile course' and degrees to Asian customers, for example, 30000 UK Open Universities are outside UK.
- ·Curricular offering for cross-cultural skills and competencies are increasing demanded in international market. Newly industrializing countries in Asia, like Singapore and Malaysian, are also becoming education exporters in the region and currently marketing in China, Vietnam, and Indonesia.
- India is developing particular regional markets for itself in Arab countries and Indian Ocean region.

Accompanying this trend toward market-driven phenomena is a divided debate on higher education as a service trade: Some are highly optimistic about possible impact of GATS; but "smaller nations often less placed to regulate trade in order to safeguard quality and protect consumes". The majority of developing countries appear to lack clear strategies or policies with regard to GATS and lend to be adopting a wait-and-see attitude"(UNESCO Bangkok,2003).The debate has also been taking place in China, especially after China's entry into WTO. While many universities are positive toward the expansion of market-oriented international educational, there are concerns about negative impacts of marketisation on international education:

- the threat to social morals and cultural diversity;
- · possible weakened national/local identify and loss of cultural identify;
- the application of global market-imposed criteria of competitiveness,
- the performance and profitability limiting the vision of education, especially its

goals;

- the commercialization and profit-making may conflict with the ideal and social mission of higher education;
- the aggressive entry and marketing of foreign providers in the Chinese education market and the protection of ‘state education sovereignty’;
- the possible marginalization of many higher education institutions;
- the accentuated disparities between “resources/information-haves” and “resources/information have-nots”; etc.

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“Market forces have become very active; but since the markets in developing countries like India are incomplete and imperfect. The outcomes are far from perfect and, in some areas, disastrous” (Tilak, J. B. 2002). The discourse of internationalization has shifted to viewing international higher education more as a global trade than as an overseas aid; and higher education increasingly seen as an “export industry” and students as “consumers”.

The competition from providers in developed countries may disadvantage China’s still-developing higher education systems, but officials appear to hope that the introduction of advanced foreign approaches will accelerate the pace of ongoing national reforms in education and propel the system towards greater efficiency.

V. International Education Integrating Inter-cultural Learning for International Understanding for Peace and Harmony

For its original purpose, and as defined by UNESCO, international education is the “concise expression of education for international understanding”. As a leader in international education, nongovernmental organizations like International Baccalaureate Organization (IBO) defined the aim of international education as turning out internationally minded citizens who are compassionate, caring and the United World Colleges look to International education as a force to unite people, nations and culture’, or international understanding through education.

Despite the powerful effects of market forces in international education, education could not be left to the market alone.

As globalization grows, so does concern about the growing competition in the worldwide higher education...short-term sightedness (to meet the immediate challenges rather than to address long-term changes) presents serious risks...can(high education) institutions worldwide balance the pressing issues of the day was the longer view necessary to make key

contributions to the public good?...what are highly education's fundamental values and ...how can institutions become sufficiently agile to adapt to the rapidly changing environment without losing their intellectual souls? (Green, M, et al.2002).

The powerful market forces for globalization and the increasing efforts of developing countries for preservation of local/national cultures have both effected international education. In recent years a trend is observed in international education toward an emphasis on the values dimension, with inter-cultural learning for international understanding and learning to live together in peace and harmony.

In China international education and inter-cultural learning for international understanding is undertaken as a priority in education at all levels in correspondence with China's foreign policy for peace and the education policy 'oriented to the outside world':

- EIU is embodied in relevant articles of The Education Law: *Article 7 states that education should absorb all the excellent achievements in the history of human development; the article 67 states that the central government encourages foreign communication and cooperation in the field of education*
- Concept of "International understanding" and "learning to live together" is integrated in all curriculum areas and school subjects, e.g. History, Geography, History and Society, Biology and other required subjects.
- A major national initiative from the Chinese side is the 'Confucius Institutes' Programme, by which one hundred Confucius Institutes will be established in more than 100 countries for inter-cultural learning through multilingual education:
 - to offer multimedia courses based on 'Great Wall Chinese' as well as other Chinese courses;
 - to carry out all kinds of teacher training and organize tests for certifying competence in teaching Chinese as a foreign language;
 - to set up Chinese libraries and provide Chinese resource reference services;
 - to organize and carry out scholarly research on China and the Chinese language;
 - to organize exhibitions, performances and competitions to popularize the Chinese language and spread Chinese culture;
 - to organize the HSK and develop other Chinese tests the locality requires;
 - to provide consultation services for foreign students who wish to study in China;
 - to introduce and promote all kinds of Chinese cultural products (such as books, audiovisual products, traditional art objects and souvenirs).
- Meanwhile there are more American universities setting up off-shore centers/institutes at Chinese campuses, intended to bring more American students to China, not only for learning Chinese language but for taking varied courses : Stanford Center at Peking University; Syracuse University Center at Qinghua University; New York University Shanghai Center at East China Normal University.

In responding to the development of 'harmonious society' at home and building a

‘harmonious world’ in international community, international education and inter-cultural learning are getting momentum not at tertiary but secondary and primary levels as well.

‘The ask of education is to teach, at one and the same time, the diversity of the human race and an awareness of the similarities between, and the interdependence of, all humans’. Discovering others and working towards common objectives is an essence of international education and inter-cultural learning. As an intellectual organization, UNESCO has always promoted multi-lingual/multi-cultural education for cultural diversity and committed to the fostering of intellectual collaboration, which serves both as an instrument for rapprochement and mutual understanding between peoples and individuals, and as an essential tool for action’ (Delors, et al). From late 1990’s to early twenty-first century UNESCO has implemented a series of programme activities on learning to live together (ICE,2002,2004).

While UNESCO has been delaying leadership roles in developing broad visions of dialogue among human civilizations as one of its central strategies for peace and development, its Member States have joined hands in moving the dialogue from intellectual reflections to programme actions. Teaching of universally shared values has been part of UNESCO education objective; the Ministers of education in Asia – Pacific region are calling on countries to place moral and ethical values education at the heart of educational policy and school curriculum. International education is no longer confined to borrowing from advanced sciences and technologies, or business practices, but increasingly catering to inter-cultural learning or multi-cultural education for international understanding for harmony among peoples, cultures and nations.

VI. Conclusions and Recommendations

New trends have emerged since late 1990’s and there are shifts in the paradigm of international education in early twenty-first century. In an era of increasing interdependence, international education is going far beyond a purely academic study of international problems in education, but refers both to diversifying activities in promoting changes in the policies content and method of education from international perspectives and to the internationalization of such activities; and the character of international education is changing. There has been expanded vision, in-depth reflections, and program actions on/in international education.

Increasingly, the increasing demand for international education has been extended from international agencies and central government authorities through universities and research centers to local grass-root institutions.

There is ‘more but different’ international education. Literature on international education is expanding from limited number of published articles/papers to a substantial level of production of dozens of thousands in the early 2000’s. Not only the volume of publication is increasing at high rate but the kinds and scope of programs, research studies, and multi-lateral/bilateral donors’ reports and advisory services have been ever increasing as well. Indeed there has emerged ‘a new industry of international education initiatives and projects’. International development assistance by multilateral and bilateral donors to educational

development in the developing world has been a driving force for the broadened vision, intensified program action, development-orientation, and increased impacts of international education.

International development partners have contributed financially, professionally and technically to the progress and achievement of EFA goals through right-based approach. The increasing two-way international students/scholars flows have been influenced by national development policies and, in turn, had impacts on educational policy. In globally market-driven economies, educational services and products, especially at higher level and in vocational-technical education, are increasingly seen as knowledge commodities in international market. A trend is emerging in international education toward 'marketization'.

In a seemingly contradicting way, there has been closer linkage of international education with inter-cultural learning for international understanding for peace and harmony. In responding to the new demands for the changing missions of international education, it will be crucial for the research community to take collective actions, among which are: development of systemic cross-national statistical data and quality information; more rigorous scholarship for policy-making and innovations in international education; and networking of individuals and institutions committed to international education. With collective wisdom and joint efforts, the twenty-first century could be made one for more dynamic and relevant international education in building a more peaceful and harmonious world.

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