



Government Gazette Staatskoerant

REPUBLIC OF SOUTH AFRICA
REPUBLIEK VAN SUID AFRIKA

Vol. 622

28 April
April 2017

No. 40815

PART 1 OF 3

N.B. The Government Printing Works will not be held responsible for the quality of "Hard Copies" or "Electronic Files" submitted for publication purposes

ISSN 1682-5843



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DEPARTMENT OF HIGHER EDUCATION AND TRAINING

NO. 389

28 APRIL 2017

**CALL FOR PUBLIC COMMENTS ON THE DRAFT POLICY FRAMEWORK
FOR THE INTERNATIONALISATION OF HIGHER EDUCATION IN
SOUTH AFRICA**

I, Bonginkosi Emmanuel Nzimande, Minister of Higher Education and Training, hereby publish the *Draft Policy Framework for the Internationalisation of Higher Education in South Africa* for public comments.

The full text of the *Draft Policy Framework for the Internationalisation of Higher Education in South Africa* (2017) can be downloaded from the Department's website at www.dhet.gov.za. All interested parties are invited to comment on the draft policy in writing, and direct their comments to:

The Director-General, Department of Higher Education and Training, Private Bag X174, Pretoria, 0001, for the attention of Mr Mahlubi Mabizela, email: Mabizela.C@dhet.gov.za.

The name, address, telephone number, and email address of the person or organization submitting the comments must be provided.

The comments on the Draft Policy Framework on Internationalisation of Higher Education in South Africa (2017) must be submitted not later than 30 days from the date of publication of this notice.



Dr BE Nzimande, MP
Minister of Higher Education and Training

Date:

07/04/2017



higher education
& training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

**DRAFT POLICY FRAMEWORK FOR THE
INTERNATIONALISATION OF HIGHER
EDUCATION IN SOUTH AFRICA**

April 2017

Prepared by Directorate: University Policy and Development Support

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EXECUTIVE SUMMARY

Across the world and in South Africa the international dimension of higher education has evolved into a central feature of the higher education sector. The White Paper for Post-School Education and Training observes that “the internationalisation of higher education has grown over the past two decades, and is a reflection of globalisation as well as of South Africa’s return to the international community. Internationalisation of Higher Education takes various forms, including: the cross-border movement of students and staff; international research collaboration; the offering of joint degrees by universities in different countries; the establishment of campuses by universities outside of their home countries; the growth of satellite learning and online distance education, including online educational institutions; arrangements between countries for the mutual recognition of qualifications; the regional harmonisation of qualification systems; and the increasing inclusion of international, intercultural and global dimensions in university curricula”. The White Paper for Post-School Education and Training further observes that South African higher education has been affected by all these trends.

The following, therefore, is a Policy Framework which is meant to guide and regulate the activities that relate to internationalisation of higher education by higher education institutions and other role players in the sector in South Africa.

In Chapter 1 definitions of key terms used in this document are provided. Chapter 2 provides an overview of the higher education system in South Africa and a summary of the existing policies and government documents relating to internationalisation published since 1994.

Chapter 3 provides a high-level aspirational statement and the rationale for the internationalisation of higher education in South Africa. Emanating from this aspiration, the goals, principles and approach to internationalisation are then set out.

Implications of the above-mentioned principles, for the different dimensions of internationalisation, are discussed in Chapters 4 – 9, covering the responsibilities of government and institutions in advancing internationalisation of higher education in South Africa; student and staff mobility and international research collaboration; cross-border and collaborative provision of higher education; the governance, administration and reporting of internationalisation of higher education; internationalisation at home and the internationalisation of the curriculum; and quality assurance and accreditation.

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ACRONYMS

AHERS	African Higher Education and Research Space
ARUA	African Research Universities Alliance
CHE	Council on Higher Education
CERN	Organisation Européenne pour la Recherche Nucléaire
DHET	Department of Higher Education and Training
DoE	Department of Education
DoL	Department of Labour
DST	Department of Science and Technology
DTI	Department of Trade and Industry
HEMIS	Higher Education Management Information System
HEQC	Higher Education Quality Committee
HEQS-F	Higher Education Qualifications Sub-framework
HESA	Higher Education South Africa
IEASA	International Education Association of South Africa
IIE	Institute for International Educational Education
NIMPO	National Intellectual Property Management Office
NQF	National Qualifications Framework
NRF	National Research Foundation
NSFAS	National Student Financial Aid Scheme
PSET	Post-secondary Education and Training
PQM	Programme and Qualification Mix
QCTO	Quality Council for Trades and Occupations
SADC	Southern African Development Community
SAQA	South African Qualifications Authority
SETA	Sector Education and Training Authority
SKA	Square Kilometre Array
TVET	Technical and Vocational Education and Training
USAf	Universities South Africa

CHAPTER 1

DEFINITIONS

In this policy framework any word or expression to which a meaning has been assigned in the Higher Education Act, 1997 (Act No. 101 of 1997) has the same meaning, unless the context otherwise indicates –

Academic transcript means a learning record that is issued by each higher education institution to a student and contains all the modules/courses attempted and the results obtained, thus reflecting all credits. For South African higher education institutions, the transcript must comply with HEQS-F requirements.

Cotutelle means is an arrangement where doctoral students are supervised jointly by academics from a South African university and a partner foreign university.

Cross border education refers to “the movement of people, knowledge, programmes, curricula, etc., across national or regional jurisdictional borders through cooperation projects, academic exchange projects and commercial initiatives” (Knight, 2005).

Degree supplement means a record of study performance issued jointly by the partner institutions in every case of a Type 3 joint degree and details the extent of collaboration leading to the award of the joint degree.

Distance education refers to provision of education “in which students spend 30% or less of the stated Notional Learning hours in undergraduate courses at NQF Levels 5 and 6, and 25% or less in courses at NQF Level 7 and initial post-graduate courses at NQF Level 8, in staff-led, face-to-face, campus based structured learning activities”¹.

Distance learning centre or other learning centres are premises owned or rented by a higher education institution on an off-campus site (usually in another town or city) where that higher education institution offers learning support to its enrolled students. Administrative services are usually offered only on one or more of the campuses of the higher education institution and not at a (distance) learning centre.

¹ Policy for the Provision of Distance Education in South African Universities in the context of an Integrated Post-School System (*Government Gazette* No 37811, 7 July 2014).

Double degrees refers to are the outcome refers to degree of programmes of study offered collaboratively by two higher education institutions (A and B) in terms of a programme-partnership-agreement that may feature jointly-developed and integrated curricula and agreed-upon mutual credit recognition and the successful student is awarded two distinct degrees issued separately by each of the two institutions involved in the programme.

Globalisation is understood as “gradual expansion of the scope of social processes and social action from the local or the regional to the global level” (Bayly 2007: 84), as “increasing integration on a global scale” (Cooper 2007: 139), or as the “expansion, concentration, and acceleration of worldwide relations” (Osterhammel and Petersson² 2005: 5). The **impact of globalization** on the internationalisation of higher education includes “the unprecedented developments in information technology and social media, the pervasive impact of economic liberalisation and trade agreements, the increased flow of people, ideas, capital, values, services, goods and technology across borders” (Knight & Sehoole³ 2013:5).

Higher Education means all learning programmes leading to a qualification that meets the requirements of the HEQF.

Higher education institution means any institution that provides higher education on a full-time, part-time or distance basis and which is (a) established or deemed to be established as a public higher education institution under Higher Education Act; (b) declared as a public higher education institution under the Higher Education Act; or (c) registered or conditionally registered as a private higher education institution under the Higher Education Act.

International branch campus⁴ means “an entity that is owned, at least in part, by a foreign education provider; operated in the name of the foreign education provider; engages in at least some face-to-face teaching; and provides access to an entire academic program that leads to a credential awarded by the foreign education provider” (Lane, 2011:5)⁵.

² Osterhammel, J. and Petersson, N. P. (2005). *Globalization: A short history*. Princeton, NJ: Princeton University Press. Baumert, S. 2014. *University politics under the impact of social transformation and global processes*. PhD Dissertation, Stellenbosch University.

³ Knight, H & Sehoole, C 2013. *Internationalisation of Higher Education. Towards Achieving the MDGs*. Sense Publishers.

⁴ VALPAC regulations: All learning sites are to be given a separate code. A learning site would be regarded as a Ministerially approved main campus, a Ministerially approved satellite campus, distance learning centres or other learning centres not on the main or a satellite campus

⁵ Lane, J.E. 2011. Global expansion of international branch campuses: Managerial and leadership challenges. *New Directions for Higher Education* 155:5-17.

Internationalisation is closely related to the dynamic process of globalisation. The key concept of “inter-nation” implies a relationship between and among countries, people, systems and cultures.

Internationalisation at Home means the purposeful integration of international and intercultural dimensions into the formal and informal curriculum for all students, within domestic learning environments.⁶ Internationalisation at Home focuses on all students reaping the benefits of international higher education, not just those who are mobile.

Internationalisation of higher education means an intentional or steered process to integrate or infuse intercultural, international and global dimensions in higher education; to advance the goals, functions and delivery of higher education and thus to enhance the quality of education and research.

Internationalisation of the curriculum is the incorporation of international, intercultural and/or global dimensions into the content of the curriculum as well as the learning outcomes, assessment tasks, teaching methods and support services of a programme of study.

International student means an individual registered as a student in a public or private higher education institution in a country other than their country of citizenship. Permanent residents are considered South Africans.

Joint degree refers to a degree awarded by joint decision of the partner institutions at the successful completion of a jointly offered single study programme by two (or more) higher education institutions. If the partner(s) cannot come to a joint decision to award the joint degree, none of the partners may then proceed to award the degree outside the agreement as a single institution degree.

Private higher education institution means any higher education institution that is established, deemed to be established or registered as Private higher education institution into the Higher Education Act.

To provide higher education means (a) the registering of students for higher education; (b) the taking of responsibility for the provision and delivery of the curricula; (c) the assessment of students regarding their learning programmes; and (d) the conferring of qualifications, in the name of the higher education institution concerned.

⁶ Beelen, J. & Jones, E. 2015. Defining “internationalization at home”, *University World News* Vol 393, 4 December 2015.

Public higher education institution means any higher education institution that is established, deemed to be established or declared as a public higher education institution under the Higher Education Act.

Student mobility refers to the movement of students between national territories for academic and related purposes and it can take the form of inbound mobility and outbound mobility.

Transcript supplement means a record of learning that gives syllabus outlines for each module/course attempted by the student. It must comply with HEQS-F requirements for a transcript supplement.

Transnationalisation comprises “phenomena happening across or beyond the borders of the nation-state, in which the nation-state still plays an important delimitative role and constitutes the point of departure” (Patel 2004: 11). The phenomenon often takes place when major corporations create international business without attaining a national character of the destination state retain the character of the state of origin or where they were established.

CHAPTER 2

BACKGROUND, POLICY AND LEGISLATION CONTEXT

2.1. Background

- 2.1.1. The post-secondary education and training system (PSET) in South Africa consists of public entities which include the Council on Higher Education (CHE); the National Student Financial Aid Scheme (NSFAS); the Quality Council for Trades and Occupations (QCTO), the South African Qualifications Authority (SAQA); National Skills Fund (NSF) and Sector Education and Training Authorities (SETAs); Universities; Technical and Vocational Education and Training (TVET) Colleges; the Community Colleges, and registered private higher education institutions. Universities South Africa (USAf), is a non-statutory membership organisation of principles of South Africa's universities. In relation to this Policy Framework, the International Education Association of South Africa (IEASA) is a non-statutory membership organisation of International Office Directors and staff in South Africa's universities.
- 2.1.2. The 26 universities are classified into three types: eleven (traditional) universities, nine comprehensive universities and six universities of technology. Three universities are new, having been established during 2013 to 2014. There was a total of 73 859 international students (7.5% of the total) enrolled in the public higher education institutions (compared to 46 687 international students in 2002). Of the international students 73% were from the SADC countries, 16% from other African countries, and 9% from the rest of the world.
- 2.1.3. International students in South African private higher education institutions (mostly from SADC countries) constitute 8.8% of the students in that sector. In 2016 two foreign public universities had branch campuses in South Africa.
- 2.1.4. South African higher education institutions cater for growing numbers of international students, particularly at postgraduate level. The presence of these students on our campuses requires clear national and institutional policies, processes and services.
- 2.1.5. There is a growing number of opportunities for student and staff mobility available to South African citizens to study or work (on a short to medium term) in other countries.

Appropriate policies are therefore, required to support, facilitate and regulate the phenomenon.

2.2 Policy and Legislation Context

2.2.1 After South Africa's re-entry into the international community with the advent of democracy in 1994, higher education institutions were increasingly approached by universities in other countries to engage in different ways with the international higher education community. Up until the development of the *Policy Framework for the Internationalisation of Higher Education in South Africa (2017)* this engagement has taken place in the absence of an official South African national policy on the internationalisation of higher education. There are, however, various official national documents and statements that set the basis for approach to internationalisation of higher education in South Africa and also regional documents and reports released by government.

2.2.2 The SADC Protocol on Education and Training (1997) makes a specific provision for facilitating the mobility of students and academics in the region for the purpose of study, research, teaching and any other pursuits relating to education and training. The key stipulations in this regard are:

2.2.2.1 that higher education institutions should reserve at least 5% of admissions for students coming from SADC nations other than their own;

2.2.2.2 that higher education institutions should treat students from the SADC countries as home students for purposes of tuition fees and accommodation; (currently some students are charged a levy; would that have to stop?)

2.2.2.3 That there is agreement to work towards harmonisation, equivalence, and in the long term, the standardisation of university entrance requirements with due recognition that preconditions to ensure feasibility and equitable implementation are met;

2.2.2.4 In conjunction with the previous stipulation, institutions are advised to devise credit transfer mechanisms to facilitate credit recognition between universities in the region;

- 2.2.2.5 The harmonisation of the academic year of universities in order to facilitate staff and student mobility; and
 - 2.2.2.6 Work toward the relaxation and eventual elimination of immigration barriers that hinder mobility of staff and students.
- 2.2.3 The SADC Protocol was ratified by the South African Government in 2000. It was thus an early position on the internationalisation of higher education by the South African government.
- 2.2.4 Regional and supra-national policies, statements and initiatives relevant for the internationalisation of higher education in South Africa include:
- 2.2.4.1 The Arusha Convention on the recognition of studies, certificates, diplomas, degrees and other academic qualifications in Higher Education in African States (1981), replaced by the Addis Convention (2014);
 - 2.2.4.2 The SADC Protocol 1997;
 - 2.2.4.3 The SA-EU Strategic Partnership (2006);
 - 2.2.4.4 The African Higher Education and Research Space (AHERS) (2013);
 - 2.2.4.5 The African Union's Agenda 2063 (2014);
 - 2.2.4.6 The Brasilia Declaration (2015);
 - 2.2.4.7 African Higher Education Summit (2015) where the African Research Universities Alliance (ARUA) was established; and
 - 2.2.4.8 Science, Technology and Innovation Strategy for Africa (STISA) 2024.
- 2.2.5 The main legislation relevant to this Policy Framework is:
- 2.2.5.1 the Constitution of the Republic of South Africa,
 - 2.2.5.2 the Higher Education Act, 1997 (Act 101 of 1997) (HE Act) as amended,
 - 2.2.5.3 the National Qualifications Framework Act, 2008 (Act 67 of 2008) (NQF Act),

- 2.2.5.4 the Immigration Act (Act 13 of 2002),
- 2.2.5.5 The National Advisory Council on Innovation Act, 1997 (Act 55 of 1997),
- 2.2.5.6 the National Research Foundation Act (Act 23 of 1998), and
- 2.2.5.7 the Academy of Science of South Africa Act (Act 67 of 2001).

2.2.6 The main policies relevant to the internationalisation of higher education are:

- 2.2.6.1 Education White Paper 3. A Programme for the Transformation of Higher Education (1997);
- 2.2.6.2 White Paper for Post-School Education and Training: Building an expanded, effective and integrated post-school system (2013);
- 2.2.6.3 White Paper on Science and Technology. Preparing for the 21st Century. (1996);
- 2.2.6.4 White Paper on International Migration (1999);
- 2.2.6.5 Immigration Regulations (2014);
- 2.2.6.6 Higher Education Qualifications Sub-Framework (2013);
- 2.2.6.7 Green Paper on International Migration in South Africa (2016).

2.2.7 The White Paper 3 – A Programme for the Transformation Higher Education (1997) locates the national agenda for the country within the context of the “distinctive set of pressures and demands characteristic of the late twentieth century, often typified as globalisation.” It defines globalisation as “multiple, inter-related changes in social, cultural and economic relations, linked to the widespread impact of the information and communications revolution; the growth of trans-national scholarly and scientific networks; the accelerating integration of the world economy and intense competition among nations for markets”. In its vision statement it calls for a higher education system that should “contribute to the advancement of all forms of knowledge and scholarship, and in particular address the diverse problems and demands of the local, national, southern African and African contexts, and uphold rigorous standards of

academic quality”. The statement is evidence of an outward looking approach with an explicit continental priority.

2.2.8 In 2000, the Council on Higher Education’s Size and Shape Task Team observed that South Africa is not sufficiently focusing on promoting its higher education system internationally. There is immense potential to attract students from the Southern African region, other parts of Africa and elsewhere without reducing efforts to expand access to South African students. An appropriate framework and infrastructure that draws in various relevant government departments should be created for this purpose and internationalisation should be promoted. International students must be specially catered for to ensure that they enjoy rewarding social and educational experiences. Enrolling students from the rest of Africa would be a means of contributing to their human resource development and giving expression to our commitment to African development and the African renaissance. It would also be a source of revenue for institutions and the country (2000:24). This statement is a good indication of the thinking on the internationalisation of higher education during the formative stages of policy development in the democratic dispensation.

2.2.9 In the 2004 publication of the CHE, *South African Higher Education in the First Decade of Democracy*, the CHE warned that the global impact of trade liberalisation needed to be carefully monitored “lest South Africa and other developing nations be overwhelmed by foreign providers of education”.

2.2.10 The Minister of Education then took a strong stance against the commodification of higher education, noting the following risks:

2.2.10.1 the potential of undermining of the Government’s efforts to transform higher education and the efforts to strengthen the public sector so that it can participate effectively in a globalising environment,

2.2.10.2 the homogenisation of academic approaches and corrosion of the collective knowledge base,

2.2.10.3 the undermining of institutional cultures and academic values, the erosion of the “public good” agenda of higher education,

2.2.10.4 ethical and legal challenges arising from “trade that is not yet mature and therefore may display inadequate preparation,

- 2.2.10.5 short-term gains and under-investment on the part of transnational providers”, and
 - 2.2.10.6 the proliferation of foreign providers of dubious quality whose strategies might have other negative impacts on the higher education system (e.g. recruitment strategies that target particular student segments would cut against the equity goals) (Ministry of Education, 2004).
- 2.2.11 The National Development Plan (2012) sets a number of goals and targets for higher education that are relevant in the context of the internationalisation of higher education, including that:
- 2.2.11.1 international exchange partnerships should be pursued and encouraged;
 - 2.2.11.2 increase support for postgraduate study at universities, for senior researchers, for partnerships between universities and industry. A more stable funding model is needed for all educational institutions that conduct research;
 - 2.2.11.3 expand research capacity and improve research output;
 - 2.2.11.4 establish South Africa as a hub for higher education and training in the region, capable of attracting a significant share of the international student population; and
 - 2.2.11.5 increase the number of masters and PhD students, including by supporting partnerships for research. By 2030 over 25 percent of university enrolments should be at postgraduate level.
- 2.2.12 The White Paper for Post School Education and Training (2013) observes that the internationalisation of higher education in South Africa “has grown over the past two decades, and is a reflection of globalisation as well as of South Africa’s return to the international community” (White Paper par 4.9). It lists the following benefits of the internationalisation of higher education for South Africa:
- 2.2.12.1 to improve international communication, cross-cultural learning and global citizenship;

- 2.2.12.2 to improve peace and cooperation, and finding solutions to global challenges such as sustainable development, security, renewable energy and HIV/AIDS;
- 2.2.12.3 to contribute to an increase in knowledge production, intellectual property and innovation in South Africa;
- 2.2.12.4 to assist in strengthening South African institutions, especially the historically disadvantaged institutions which still do not have extensive international relations; and
- 2.2.12.5 to be seen as an opportunity to take local and/or indigenous knowledge to the international community.

2.2.13 The White Paper for Post School Education and Training recommends that:

- 2.2.13.1 international scholarships and bursaries made available to the DHET by directed to the achievement of other national policy goals, such as expanding the numbers of South Africans, especially black and women students, with masters and doctoral degrees, focusing on qualifications in scarce skills areas, on improving the qualifications of academics, on increasing throughput and graduation rates, on building research capacity and on enhancing research quality.
- 2.2.13.2 South African students be encouraged to take up the existing opportunity to study in SADC countries, on the same conditions as local students, as provided for in the SADC Protocol.
- 2.2.13.3 research partnerships involving African countries and other developing countries, including the BRICS nations be increased, but without prejudicing relationships with developed countries.
- 2.2.13.4 a suitable policy framework for international cooperation in post-school education and training be developed, given the complex effects of internationalisation on the South African system.

CHAPTER 3

THE PURPOSE AND SCOPE OF THE POLICY FRAMEWORK AND THE RATIONALE, GOALS AND PRINCIPLES OF THE INTERNATIONALISATION OF HIGHER EDUCATION

3.1 Purpose of the Policy Framework

- 3.1.1. The purpose of the Policy Framework is to provide high-level principles and guidelines; to set broad parameters; and to provide a national framework for internationalisation of higher education within which higher education institutions can develop and align their institutional internationalisation policies and strategies. The Policy Framework, however, is not a treatise or a handbook on the internationalisation of higher education.
- 3.1.2. The Policy Framework enjoins higher education institutions and other role players in the sector in South Africa to develop their own policies and or strategies for internationalisation in alignment with this Policy Framework.
- 3.1.3. The policy framework sets to provide legitimacy and guidance on activities related to internationalisation of higher education.
- 3.1.4. There is a need for a policy to guide South African higher education institutions that are considering offering higher education services in other countries or who wish to enter into franchise agreements with partners operating in foreign countries.

3.2 Scope of the Policy Framework

- 3.2.1 The scope of the Policy Framework covers all higher education provision and knowledge production which may already have or which may develop an international dimension.
- 3.2.1 The audience of the Policy Framework includes all stakeholders in higher education in South Africa including government departments; higher education institutions; students; staff; national authorities and councils; professional and voluntary associations; and others.

3.3. Rationale for the internationalisation of higher education

3.3.1. The rationale for the internationalisation of higher education in South Africa includes various dimensions, *inter alia*:

3.3.1.1. to position the higher education system to be competitive in a globalised world,

3.3.1.2. to advance the quality of higher education,

3.3.1.3. to benefit society and enhance opportunities for higher education to contribute to the public good.

3.3.2. South Africa, as a knowledge hub on the African continent, is a sought-after destination for international research collaboration. South African higher education institutions are receiving an increasing number of requests from foreign institutions to offer joint programmes and offer joint qualifications with foreign institutions and prompting a need for a national policy to regulate these activities. The country offers many attractive research opportunities to international researchers. In many ways, it is a gateway to Africa for researchers from other countries. As such, there are national and regional policies listing South Africa as a preferred partner. It is also a gateway to the wider world for researchers from the rest of the African Continent and the global South.

3.3.3. There are many benefits associated with internationalisation of higher education (see par 3.13), but there are also risks (see par 3.11). It is, broadly acknowledged across the world that internationalisation bolsters quality higher education and boosts quality productivity of higher education institutions. The combination of risks and benefits call for a national policy framework, which ensures that the South African higher education system as far as possible reaps benefits, and avoids risks.

3.4 Goals

3.4.1. The high-level strategic aspiration for the internationalisation of higher education shall find expression through the following goals:

- 3.4.1.1 To enhance the reputation, quality and relevance of higher education in South Africa, and to strengthen its higher education institutions. Due to the inherited unequally differentiated Higher Education system, this Policy Framework recognises that some of the historically disadvantaged institutions have not yet established the aspired international relations and, therefore, not benefitting from it as much as they should. These institutions are to be encouraged.
- 3.4.1.2 To enhance international research collaboration in order to contribute to an increase in knowledge production, intellectual property and innovation in South Africa; in the SADC region; in the rest of the African continent and in the world.
- 3.4.1.3 To better equip South African students and staff members of higher education institutions with the knowledge, skills and attitudes, including the intercultural skills required to contribute to its socio-economic development and well-being.
- 3.4.1.4 To attract talented and highly qualified people, “the best and brightest” to South African higher education institutions to enhance its human capital.
- 3.4.1.5 To open up South African higher education both to novice and experienced researchers; academics and support staff for personal and professional development and to gain knowledge.
- 3.4.1.6 To mitigate against the risks of some forms of internationalisation by providing guidance in terms of the quality and reputational considerations when forging of partnerships and the protection of the interests of locally enrolled students against non-recognised training pursued under the ambit of the state.
- 3.4.1.7 To provide opportunities for income generation, where appropriate, to higher education institutions, at least, in order to sustain its iteration.
- 3.4.1.8 To develop strategic alliances aimed at enhanced bilateral, multi-lateral and regional cooperation in higher education.

3.5 Principles for the internationalisation of higher education

3.5.1. Priority Focus

In the design of internationalisation of higher education activities by South African higher education institutions, priority must be given to South Africa's interests and thereafter, where possible and relevant, the following order of priority must be adhered to: the interests of SADC states; then the rest of the African continent; then the global South and emerging economies, and then the world beyond.

3.5.2. Academic freedom and national interests

Academic freedom of higher education institutions to establish partnerships with foreign partners of their choice is granted. However, higher education institutions are expected to take the views and track record of those countries and institutions on core human rights into account, as well as national priorities in foreign relations determined by the South African government that may be relevant in specific cases.

3.5.3. Legal compliance

Institutional policies, regulations, strategies and initiatives related to the internationalisation of higher education must adhere to the South African Higher Education Act and other legislation and regulations relevant to higher education.

3.5.4. Ethics

All activities related to internationalisation shall be principled and ethical in the South African context. The Constitution of the Republic of South Africa shall be the ultimate guide.

3.5.5. Mutuality

There must be mutual benefit to both a South African institution and its international partner(s) from their relationship.

3.5.6. Complementarity

Different activities, processes or programmes at each partner improve because of the relationship between a South African institution and its international partner(s) as opposed to only reinforcing each other's existing strength(s).

3.5.7. Value Creation

Activities related to the internationalisation of higher education are designed with the aim of creating value for the parties involved, including, for example, the development of knowledge and capacity; cultural enrichment; the development of global citizenry and the creation of opportunities for generation of revenue for the institution.

3.5.8. Quality

The focus of internationalisation of higher education is on the quality of the initiatives and activities, and less so on quantity for example, the number of international agreements, the number of international students and staff,. Activities related to the internationalisation of higher education must meet the highest quality standards associated with higher education in South Africa. The White Paper 3 describes the principle of quality to mean maintaining and applying academic and educational standards for both specific expectations and requirements that should be complied with and in the ideals of excellence that should be aimed at.

3.5.9. Funding

While international students and other activities related to the internationalisation of higher education may generate revenue for the higher education institutions and for the country, commercialisation is not the primary reason for internationalisation in South Africa. Moreover, the use of public funds to support the internationalisation of higher education is not ruled out in principle, provided that, such expenditure serves to advance and support the goals and activities contemplated in this Policy Framework and that it complies with the checks and balances set out in this Policy Framework.

3.6 Brain drain, brain gain, brain circulation

- 3.6.1. Appropriate measures will, as far as possible be implemented by Government and other stakeholders to attract and retain international talent in the South African job market, e.g. foreign nationals graduating with PhDs at South African higher education institutions and graduates in scarce skills.
- 3.6.2. Initiatives to attract and retain international talent in the South African job market, including positions in higher education institutions, must not be to the detriment of job opportunities for equally qualified and experienced South African citizens.
- 3.6.3. Initiatives to attract and retain international talent from other African countries should be, balanced against South Africa's obligation towards the development of the African continent.

CHAPTER 4

RESPONSIBILITIES OF GOVERNMENT AND INSTITUTIONS IN ADVANCING INTERNATIONALISATION OF HIGHER EDUCATION IN SOUTH AFRICA

4.1 Responsibilities of Government

- 4.1.1. Government is committed to ensure inter-departmental policy integration and cooperation between the relevant departments, including DHA, DST, DIRCO, DHET, DTI and DoL, to enhance the efficiency and success of internationalisation processes and activities in higher education.
- 4.1.2. The Department of Home Affairs and the Department of Higher Education and Training must coordinate their activities and processes continuously and optimally in order to facilitate access into South Africa for inbound international students through a transparent and streamlined visa application and approval process.
- 4.1.3. The aspirational policy rationale and goals for the internationalisation of higher education are, agreed upon at a national level but specific targets are set at institutional level.
- 4.1.4. Government and the Department of Higher Education, in particular, will endeavour to create a conducive environment for internationalisation of higher education to flourish and for its goals and objectives to be achieved.
- 4.1.5. There must be inter-departmental coordination and cooperation to facilitate internationalisation in the higher education system. Inter-departmental cooperation is required to enable the DHET to give effect to its obligations on internationalisation of higher education in South Africa. Contradictory policies and non-enforceable regulatory requirements should not be legislated, upon before the relevant government department has ensured service delivery.
- 4.1.6. Government and the Department of Higher Education and Training must clearly articulate national strategy; developments and give guidance for fulfilment of the national policy

framework on internationalisation of higher education goals to the higher education system.

- 4.1.7. The involvement of Government in the internationalisation of higher education is primarily through the principles and guidelines, formulated in this National Policy Framework, and not through direct steering. The internationalisation of higher education happens primarily at institutional level while Government plays a supportive and facilitative role. Thus, every higher education institution must have an internationalisation policy or strategy.
- 4.1.8. Government may enter into strategic alliances with other countries in support of internationalisation.
- 4.1.9. Government, in general, and the Department of Higher Education and Training in particular, must provide opportunities for internationalisation of higher education whenever such opportunity arises.

4.2 Responsibilities of Institutions

- 4.2.1. Higher Education Institutions must develop institutional policies or strategies on internationalisation of higher education. Institutional policies or strategies are to be, designed in such a manner that:
 - 4.2.1.1. they facilitate internationalisation;
 - 4.2.1.2. they bear reference to the rationale and principles set out in this policy framework;
 - 4.2.1.3. they enhance measurable quality benefits. Therefore institutional policies will typically determine measurable indicators of internationalisation and its benefits or impact to the South African university concerned;
 - 4.2.1.4. the institution avoids risks. One such risk is brain-drain, which must be counterbalanced with constitutional rights of individuals to freedom of movement and association;
 - 4.2.1.5. they are multi-focused on the three core mandates of universities, that is, teaching and learning, research and community engagement and reflect a particular institution's priorities.

- 4.2.2. Institutions must develop mechanisms and tools to measure internationalisation.
- 4.2.3. Institutions must set targets for the internationalisation of higher education.
- 4.2.4. Institutions must allocate adequate resources to internationalisation initiatives and activities.
 - 4.2.4.1. Earmarked funding for internationalisation activities is not provided by government. The provision of resources for the internationalisation of higher education is an institutional responsibility.
- 4.2.5. Higher education institutions must set up and maintain appropriate support services for incoming and outgoing students, including support with the applications for study visas and on-campus administrative support and advice regarding registration, housing, academic support, counselling, social and cultural activities, etc.
- 4.2.6. Higher education institutions are encouraged to internationalise their curricula in order to provide an alternative mode of internationalisation that can overcome the limitations inherent in international mobility schemes that remain accessible to a minority of the students. Internationalisation at home involves incorporating international and intercultural knowledge and abilities, aimed at preparing students for performing professionally, socially and emotionally in an international and multicultural context.
- 4.2.7. Consortia aimed at the enhancement of internationalisation of higher education are supported provided that, their goals and activities are aligned with this policy framework, especially where they seek to redress historical imbalances in our higher education system.
- 4.2.8. Institutions must maintain adequate records of their internationalisation activities and be able to provide information on these.

CHAPTER 5

STUDENTS AND STAFF MOBILITY AND INTERNATIONAL RESEARCH COLLABORATION

The enrolment of international students by South African higher education institutions is supported and encouraged, but not at the expense of access to higher education for South African citizens. A Code of Good Practice for Outbound and Inbound International Students is attached as Annexure A.

5.1 Inbound international students

5.1.1. The approach of the DHA to facilitate access for international students is noted, that the immediate family of a visa-holder is now granted work and study visas without undue delays, and that graduating foreign students in certain fields can apply for work visas.

5.1.2. The monitoring process of the residential status of international students, including the reporting requirements related to the study visas of international students, is designed to ensure adherence to visa stipulations without placing undue administrative burdens on higher education institutions and international students.

5.1.3. Recognition of Learning Achievements of International Students

5.1.3.1. Higher education institutions are obliged to issue study records or, where appropriate, degree supplements, to international students to confirm their learning achievements at the South African higher education institution.

5.1.3.2. Agreements regarding credit accumulation and transfer (CAT) for incoming and outgoing students are developed at institutional level and must be aligned with the provisions of the NQF.

5.1.3.3. The tuning project of the 2014-2017 Roadmap of the 2014 EU-AU Heads of State and Government Summit “to contribute and support the harmonisation of higher education programmes and the creation of a revitalised, distinctive,

attractive and globally competitive African higher education space, through an enhanced intra-African collaboration”, is supported.

5.1.4. Student subsidy and student fees for international students

5.1.4.1. There is no differentiation between the subsidy for domestic and international students enrolled at public higher education institutions in South Africa for full-degree purposes.

5.1.4.2. South Africa implements a differentiated approach with regard to tuition fees for incoming international students. Students from SADC countries pay the same tuition fees as South African citizens. Institutions may charge the same or higher tuition fees for students from countries beyond the SADC.

5.1.4.3. A levy on top of the standard tuition fees paid by international students are a legitimate source of revenue for higher education institutions, provided that, these are set at reasonable levels following transparent processes

5.2. Outbound Students

5.2.1. There are various and an increasing number of opportunities for South African students to study in other countries. Outbound student mobility takes various forms, including:

5.2.1.1. South African students who enrol for degrees at foreign institutions of their own accord,

5.2.1.2. South African students who enrol via government-level agreements to pursue degrees in other countries,

5.2.1.3. South African students who are enrolled at a South African higher education institution but complete part of their programmes as exchange students at foreign institutions,

5.2.1.4. Students who are enrolled at a South African higher education institution and a foreign institution and complete part of their programmes at the foreign institution as part of a joint degree arrangement,

- 5.2.1.5. South African students who participate in a range of academic-related activities in foreign countries.
- 5.2.2. The academic interests of outbound South African students are of equal concern as local students for the South African Government. Institutions have an obligation to put in place measures to protect outbound students enrolling for degrees and programmes at foreign institutions within the context of agreements between South African institutions and agencies and foreign providers. Such measures include a pre-departure confirmation of the academic status of the qualifications for which South African students enrol as degree-seeking students in foreign countries and on-going confirmation of the quality of the learning experience at the foreign institution.
- 5.2.3. South African higher education institutions have an obligation to put in place measures to protect the academic and other interests of their students going on academic exchange programmes at foreign institutions. Such measures include a pre-departure confirmation of credit-transfer and recognition arrangements and a pre-departure and ongoing confirmation of the quality of their learning experience at foreign partner institutions.
- 5.2.4. The signing of the Code of Good Practice for Outbound and Inbound International Students is a pre-condition for Higher education institutions enrolling international students or sending South African students on international exchange programmes.

5.3. Inbound and Outbound Staff mobility

- 5.3.1. Academic exchange opportunities for South African scientists and scholars yield substantial advantages to the South African higher education system.
- 5.3.2. Academic experience abroad for staff members and the continuous circulation of people and ideas are key dimensions of high quality higher education.
- 5.3.3. Higher education institutions must create and facilitate access to research and academic opportunities abroad for their staff members (e.g. formal studies at foreign universities aimed at the achievement of postgraduate qualifications; sabbatical leave; exchange programmes; and participation in international research and scholarly activities).

- 5.3.4. It is in South Africa's interest to appoint the best possible people in academic positions in its higher education institutions, including talented and qualified scientists and scholars from elsewhere in the world.
- 5.3.5. There can be no justification by any South African institution to prioritise and proffer foreign nationals over South Africans who equally qualify for the same post.
- 5.3.6. Foreign nationals working in academic positions in South Africa must participate in knowledge transfer and capacity building activities, including PhD supervision focused on South African citizens to develop the next generation of scientists and scholars.
- 5.3.7. Initiatives such as the African Diaspora Fellowship Programme of the Institute for International Education (IIE) aimed at creating "a new conduit for the equitable flow and exchange of knowledge between North America and the African continent", is welcomed and supported.

5.4. Immigration regulations for staff

- 5.4.1. The Department of Home Affairs, the Department of Higher Education and Training, the Department of Labour and the Department of International Relations must coordinate their policies and activities continuously and optimally to facilitate access into South Africa for incoming international scientists and scholars seeking short or long term academic visits and or employment at South African higher education institutions, through a transparent and streamlined application and approval process for work visas. In the case of any anomalies or contradictions in the policies and activities of the different departments affecting internationalisation activities in higher education (e.g. mobility), the Department of Higher Education and Training shall take the initiative to resolve any contradictory government policies or processes.
- 5.4.2. The following policy provision proposed in the Green Paper on Migration (2016), is welcomed, given its potential benefits for the internationalisation of higher education: "In addition to granting permanent residence to graduates with critical skills, SA may also grant a long-term work visa for skilled workers from the continent with priority being given to nationals from neighbouring countries. This visa will accommodate those nationals whose skills are not included in the critical skills list. SA should in general favour workers

from the SADC region before considering granting a visa to a worker from other regions and continents”.

5.5. International Research Collaboration

- 5.5.1. Building, expanding and ensuring research collaboration between South African and international scientists and scholars, including the development of international research partnerships is a high priority for South Africa.
- 5.5.2. The establishment and maintenance of international partnerships with governments, agencies and foundations across the world aimed at increasing access for South African scientists and scholars to international research funding opportunities and international research facilities is a high priority.
- 5.5.3. It is in the interest of the advancement of global science, knowledge production, innovation and development to facilitate access for international scientists to research opportunities and research facilities in South Africa with the expectation that such access will be equitable and reciprocated and that it will enhance international research collaboration and capacity building opportunities for South African scientists.
- 5.5.4. Co-authorship of publications by South African and foreign scientists and scholars is highly encouraged. There is no indication that the current research publications subsidy system negatively impacts on research collaboration and co-authorship. In fact, the Department of Higher Education and Training may in future consider incentives for international and domestic collaboration.
- 5.5.5. Other dimensions of international research collaboration, which are also encouraged and endorsed by the DST/NRF, are:
 - 5.5.5.1. The number of keynote addresses at international meetings/conferences.
 - 5.5.5.2. The number and value of international projects led.
 - 5.5.5.3. Participation in international committees, advisory and/ or editorial boards.
 - 5.5.5.4. The number of highly valued international scientific prizes won.

- 5.5.5.5. Proportion of international funding relative to the investment made by the DST/NRF.
- 5.5.5.6. The number of international patents (PCT) registered and/or other intellectual property rights.

CHAPTER 6

CROSS-BORDER AND COLLABORATIVE PROVISION OF HIGHER EDUCATION

6.1 Branch Campuses and Franchise Agreements

- 6.1.1. Other than in exceptional cases which would be determined and approved by the DHET in consultation with the CHE, South African public higher education institutions are not permitted to set up branch or satellite campuses outside South Africa or to enter into franchise agreements with institutions outside the borders of South Africa.
- 6.1.1.1. South African public higher education institutions are not permitted to offer programmes leading to qualifications registered on the NQF outside the borders of South Africa.
- 6.1.1.2. South African public higher education institutions are permitted to offer institutionally approved short learning programmes in foreign countries provided that such offerings are approved by the relevant authorities and partners in foreign countries.
- 6.1.2. Private higher education institutions registered in South Africa wishing to set up branch campuses outside the borders of South Africa to offer programmes accredited by the CHE must seek accreditation for their institution and their academic offerings with the relevant authorities in the country in which the branch or satellite campus will be located and comply with all the regulations of that country.
- 6.1.3. The DHET registration of private higher education institutions and CHE accreditation are only valid and applicable for programmes provided within South Africa.
- 6.1.4. The CHE has no authority to accredit programmes offered in other countries. The CHE may decide over time to develop agreements with QA agencies in foreign countries to set out reciprocal procedures and recognitions.

6.2 Collaborative Qualifications: Co-badged, Joint and Double degrees

6.2.1 South African Higher education institutions face increasing numbers of requests for joint offerings of academic programmes.

6.2.2 The benefits for South Africans and South African higher education institutions in collaborative/partnership programmes with one or more international partner universities lie in the extent that these enhance quality and contribute to knowledge production by

6.2.2.1 allowing access to the strengths of strong teams and groups in the student's area of research in the partner university;

6.2.2.2 enhancing the student's experience through a well-structured international programme; and

6.2.2.3 exposure to a different intellectual tradition or an institution with, or with access to, research facilities not available at his or her home institution.

6.2.3 The benefits for South Africans and South African higher education institutions in collaborative frameworks with one or more foreign partner universities lie in the extent that these enhance quality by

6.2.3.1 sharing resources and facilities between higher education institutions;

6.2.3.2 access to expertise not available at one higher education institution.

6.2.4 Four principal types of collaborative qualifications can be distinguished, namely:

6.2.4.1 Type 1: Collaborative Qualifications, termed "co-badged degrees" by some institutions;

6.2.4.2 Type 2: Two separate degrees completed consecutively, with the possibility of (limited) credit transfer / recognition.

6.2.4.3 Type 3: Collaborative/partnership programmes termed "joint degrees";

6.2.4.4 Type 4: Collaborative/partnership programmes termed double or dual degrees;

6.2.5 **Type 1 Collaborative Qualifications: Co-badged degrees**

- 6.2.5.1 Type 1 qualifications are permitted and encouraged, provided that the conditions for these degrees are met.
- 6.2.5.2 These are collaborative/partnership programmes in terms of which a part of the curriculum is offered by a partner (or partners), but where the degree is (a) accredited at and (b) awarded by the enrolling institution only. The awarding institution recognises the contribution of one or more other institutions by a reference on the degree certificate (which may include the name(s) and/or badge(s) of the other participant(s)).
- 6.2.5.3 Some institutions term the awarded qualification from Type 1 collaboration as a “co-badged” qualification/degree.
- 6.2.5.4 The degree-awarding higher education institution takes responsibility for the curriculum. The contribution of the other institution(s) is limited to
 - 6.2.5.4.1 provision of one or more modules/courses which the degree-awarding institution recognises towards the degree limited to 50% or less of the total credits of the qualification;
 - 6.2.5.4.2 provision of advice about the curriculum; and/ or
 - 6.2.5.4.3 provision of co-supervision (in the case of a research student) in terms of a formal institutional-level programme partnership agreement.
- 6.2.5.5 The degree-awarding institution issues a transcript and a transcript supplement. There is no degree supplement. Where the partner higher education institution has enrolled the student for one or more course(s)/module(s) (usually as an occasional student) it, too, will issue a transcript and a transcript supplement.
- 6.2.5.6 Public higher education institutions that enter into collaborative programmes of this kind are required to notify the Department of Higher Education and Training of these institutional-level agreements.

6.2.5.7 In the case of Type 1 collaboration programmes with compulsory international sub-components or modules, the sub-components must be specified in the academic transcript and transcript supplement.

6.2.6 Type 2 Collaborative Qualification: Consecutive Degrees

6.2.6.1 Type 2 qualifications are permitted and encouraged provided that the conditions for these degrees are met.

6.2.6.2 This is learning that leads to two degrees usually completed consecutively, where work done at each of the two institutions involved is recognised as part, but not more than half, of the work required by the other institution.

6.2.6.3 South African higher education institutions can enter into agreements where two degrees are completed consecutively, where the work done at each of the two institutions involved is recognised as part, but not more than half, of the work required by the other institution.

6.2.7 Type 3 Collaborative Qualifications: Joint Degrees

6.2.7.1 Type 3 qualifications are prohibited between two or more South African higher education institutions.

6.2.7.2 The offering of joint degrees at undergraduate level, or any other qualifications at any level other than the masters and doctoral levels, is not allowed.

6.2.7.3 A joint degree is awarded by joint decision of the partner institutions at the successful completion of a jointly offered, single study programme offered collaboratively by two (or more) higher education institutions. If the partners cannot come to a joint decision to award the joint degree, none of the partners may then proceed to award the degree as a single institution degree outside of the agreement.

6.2.7.4 Public and private higher education institutions may offer joint degrees at masters and doctoral levels with partner institutions outside the borders of South Africa.

6.2.7.5 The offering of joint degrees is limited to collaborative/partnership programmes between South African higher education institutions and partner institutions in other countries.

6.2.7.6 Programmes leading to a joint degree

6.2.7.6.1 are awarded a qualification for which the South African public higher education institution has PQM approval from the DHET, CHE accreditation and NQF registration;

6.2.7.6.2 are offered in terms of a Memorandum of Agreement with another international University and a Cotutelle Agreement for each student;

6.2.7.6.3 are undertaken as provided for in this policy framework (see par 17.20);

6.2.7.6.4 Higher Education Management Information Services (HEMIS) purposes, the candidate is identified on the university's student information system as being registered for a joint degree; and

6.2.7.6.5 are reported by institutions in their HEMIS returns,

6.2.7.7 A student at a public higher education institution in South Africa registered for a joint qualification attracts the same input and output subsidy as he or she would have done had he or she been registered only at the South African higher education institution for an ordinary qualification.

6.2.7.8 Programmes leading to a joint degree must

6.2.7.8.1 involve time spent by the student at both (or all) institutions;

6.2.7.8.2 involve substantial contributions by each of the partnering institutions;

6.2.7.8.3 be regulated by an institutional level Memorandum of Agreement (the partnership programme agreement) between the (two or more) higher education institutions involved;

- 6.2.7.8.4 feature a jointly-developed and integrated curriculum; and
 - 6.2.7.8.5 feature a single research topic resulting in a single thesis (master's degrees) or a single dissertation (PhDs)
 - 6.2.7.8.6 generally not involve an extension of the normal duration of the programme.
- 6.2.7.9 The Memorandum of Agreement must provide for the recognition by each participating higher education institution of the time spent (where a minimum period of registration is required) and the work done at the other higher education institutions towards the jointly developed and integrated curriculum for a single qualification. The student will typically study/undertake research at the two (or more) partnering higher education institutions.
- 6.2.7.10 Upon completion of the study programme, the student is awarded
- 6.2.7.10.1 a single certificate issued and signed jointly by the officers of the two (or more) higher education institutions involved in the programme; unless
 - 6.2.7.10.2 a degree supplement that explains the nature of the joint programme and that the joint programme led to a single piece of work (a single deed) and a single, jointly awarded qualification.
 - 6.2.7.10.3 national legislation requires that national certificates issued by each collaborating institution must be issued attesting to the award of the qualification, in which case each certificate must refer to the joint nature of the qualification, specify that the qualification is being conferred in conjunction with another institution (or institutions) and that the certificates of the two (or more) partner institutions must be read in conjunction with each other and with the degree supplement; and
 - 6.2.7.10.4 South African higher education institutions offering joint degrees with foreign universities will also issue a transcript and a transcript supplement.

6.2.7.11 The programme partnership agreement must specify that the candidate who is awarded a joint degree will be required to ensure that the way he or she uses the credential makes clear that this is a single qualification. The Cotutelle Agreement which the candidate signs must bind him or her to this. A graduate of a joint PhD between the University of XYZ and ANOU (another University) would not be permitted to style her- or himself “PhD (XYZ), PhD (ANOU)” but would have to do so as “PhD (XYZ & ANOU)”. The same applies for master’s degrees.

6.2.8 Type 4 Collaborative Qualifications: Double Degrees

6.2.8.1 The offering of double degrees (Type 4) by South African public and private higher education institutions is not permitted.

6.2.8.2 These are collaborative/partnership programmes that lead to the awarding of a distinct qualification by each of the partners. The phenomenon is usually called double or dual degrees. Double degrees are defined in this Policy Framework as the outcome of programmes of study offered collaboratively by two higher education institutions (A and B) in terms of a programme partnership agreement that may feature jointly-developed integrated curricula and agreed-upon credit recognition; when the successful student

6.2.8.2.1 spends a stipulated minimum period at each institution in order to comply with each institution’s residence requirement;

6.2.8.2.2 undertakes work at both institutions;

6.2.8.2.3 satisfies the degree requirements of A (which may include being given credit by A for work done at B but not exceeding half of A’s requirements for its degree) and A’s qualification is awarded;

6.2.8.2.4 obtains credit from B for work done at A, for up to an agreed proportion of the work done at A (which may not be for more than half the work required by B for its degree);

6.2.8.2.5 completes the balance of the work required by B for B’s qualification awarded by B, and

6.2.8.2.6 upon completion of the study programme, the successful student is awarded two distinct degrees issued separately by each of the two partner institutions involved in the programme. The certificates will be typical of those issued by each institution. There may or may not be a reference on the certificates to the collaboration with and contribution of the partner institution. The result is therefore two degrees.

6.2.9 Online Teaching and Learning

6.2.9.1 The offering of online programmes is guided by the relevant legislation and institutions considering to offer online programmes must consult the legislation on distance and open learning.

CHAPTER 7

GOVERNANCE, ADMINISTRATION AND REPORTING OF INTERNATIONALISATION OF HIGHER EDUCATION

7.1 Governance, management, administration and the support of the internationalisation of higher education at institutional level

7.1.1. Institutions have the responsibility to include governance, management, administration and support for all matters related to the internationalisation of higher education in their institutional structures and processes. To give effect to this responsibility, every higher education institution must have an internationalisation policy or strategy and institutions must establish dedicated structures and procedures related to the activities associated with the internationalisation of higher education.

7.1.2. Higher education institutions must adhere to the Code of Good Practice for Outbound and Inbound International Students.

7.1.3. Institutional level Memoranda of Agreement between South African higher education institutions and foreign institutions will typically state:

7.1.3.1. the names of the Parties,

7.1.3.2. the nature and scope of the agreement,

7.1.3.3. a stipulation that the internationalisation of higher education activities contemplated in the agreement shall adhere to the principles and guidelines of this Policy Framework,

7.1.3.4. the commencement and review dates of the agreement open-ended agreements are discouraged.

7.1.4. While progress towards the achievement of the broad goals for internationalisation of higher education is monitored at national and institutional levels, the creation of costly and burdensome monitoring and reporting structures and processes will be avoided.

7.1.5. Progress towards the set goals for internationalisation of higher education must be monitored, measured and reported at the institutional level through the standard procedures

for higher education institutions as stipulated by the Department in the communication to institutions regarding the requirements for the Annual Performance Plan and the Annual Report.

7.1.6. The reporting on internationalisation must be contextualised by institutions to reflect the progress made within their own institution with their goals for internationalisation. Among others, information to be reported must include the following:

7.1.6.1. incoming student mobility;

7.1.6.2. incoming and own post-doctoral fellows,

7.1.6.3. incoming international staff,

7.1.6.4. type of a joint degree/qualification

7.1.6.5. international partnerships including information on

7.1.6.5.1. partner institution(s) outside South Africa

7.1.6.5.2. country/countries

7.1.6.5.3. start date of partnership

7.1.6.5.4. renewal date or end date of partnership

7.1.6.5.5. main thrust of agreement

7.1.6.5.6. other higher education institutions in South Africa involved in the partnership

7.1.7. At a national level the DHET will gather, aggregate and report information on progress with the internationalisation of higher education in South Africa from the institutional plans and annual reports.

7.1.8. Indicators of progress on internationalisation can include:

7.1.8.1. Improved performance on international dimensions relating to all three core mandates of the university: teaching and learning, research and community engagement

- 7.1.8.2. Indicators of international research collaboration (e.g. joint research proposals, co-publications, co-inventions)
- 7.1.8.3. Increased flow of funding resulting directly from internationalisation activities and engagements

CHAPTER 8

INTERNATIONALISATION AT HOME AND THE INTERNATIONALISATION OF THE CURRICULUM

- 8.1. Internationalisation at Home provides opportunities for internationalisation that are more cost effective than costs incurred in implementing exchange programmes.
- 8.2. Internationalisation at Home is the purposeful integration of international, intercultural dimensions into the formal and informal curriculum for all students, within domestic learning environments. Internationalisation at Home focuses on all students reaping the benefits of international higher education, not just those who are mobile.
- 8.3. Internationalisation at Home may extend beyond the home campus and the formal learning context to include other intercultural and-or international learning opportunities within the local community.
- 8.4. Higher education institutions are encouraged to internationalise their curricula in order to provide an alternative mode of internationalisation that can overcome the limitations inherent in international mobility schemes.
- 8.5. The internationalisation of the curriculum is the incorporation of international, intercultural and/or global dimensions into the content of curriculum as well as the learning outcomes, assessment tasks, teaching methods and support services of a programme of study.

CHAPTER 9

QUALITY ASSURANCE AND ACCREDITATION

- 9.1. The CHE/HEQC is the only quality assurance agency for higher education provided by South African public and private higher education institutions.
- 9.2. Only programmes approved (in exceptional cases) by the Department of Higher Education and Training (see par. 16.1) and accredited by the CHE/HEQC for delivery in South Africa may be considered by South African higher education institutions for cross-border delivery.
- 9.3. South Africa participates in and honours regional initiatives (for example, by the SADC and the AU) to develop regional qualifications frameworks, quality assurance networks and accreditation processes to build capacity for quality assurance.
- 9.4. Foreign institutions wishing to operate in South Africa must fulfil the requirements for registration and accreditation as stipulated in the Higher Education legislation and policies.
- 9.5. The South African Qualifications Authority (SAQA) is responsible for the development and implementation of a framework for credential evaluation of foreign qualifications.
- 9.6. South African higher education institutions wishing to provide cross-border education must seek accreditation for such programmes and activities from the relevant agencies of the host country.
- 9.7. South African students going to foreign countries or considering to study online with foreign institution have the obligation to confirm the accreditation status of the programmes they wish to pursue.
- 9.8. The CHE will liaise with the quality councils in South Africa and the professional councils to assure and enhance the quality of cross-border education offered by South African providers.

ANNEXURE A

CODE OF GOOD PRACTICE FOR OUTBOUND AND INBOUND INTERNATIONAL STUDENTS⁷

1. Protection of the interests of international students

South African higher education institutions have the obligation to put in place measures to protect the academic and other interests of their students going on academic exchange programmes to foreign institutions. Such measures include

- a) a pre-departure confirmation of credit-transfer and recognition arrangements and
- b) a pre-departure and ongoing confirmation of the quality of their learning experience at foreign partner institutions.

2. Provision of information to inbound international students

The higher education institution provides, (through its website and/or other means), timely reliable and easily accessible information in English to international students concerning:

- a) the accreditation status of the study programme;
- b) the institutional quality criteria that study programmes must comply with and the institutional quality assurance arrangements assuring such quality;
- c) a description of the study programme and the qualification that will be awarded on successful completion of the programme;
- d) the examination regulations (or comparable regulations),
- e) the admission requirements of the study programme, including policies for admission and registration and the associated costs;
- f) the language of teaching;
- g) supplementary fees charged by the higher education institution to international students;
- h) this Code of Good Practice for International Students.

⁷ Some of stipulations were taken from the *Code of Conduct international student higher education* of the Netherlands, available at <http://www.internationalstudy.nl/sites/default/files/Gedragcode%202014%20Engels.pdf> (Accessed on 29 August 2016)

3. Admission and registration

- a) An international student who applies for admission and registration with the higher education institution must demonstrate the required preparatory education, sufficient language skills, and possession of the qualifications required for admission to the specific study programme.
- b) A higher education institution determines the admission requirements prior to the recruitment of international students for the study programme in question and checks prior to admission whether the international student meets those requirements.
- c) A higher education institution may charge a fee for the assessment of language skills, preparatory education, and qualifications.

4. Support provided to international students

- a) A higher education institution must comply with the national legal requirements applicable to the institution.
- b) Higher Education Institutions may offer only accredited degree programmes and institutionally approved short-term programmes to international students.
- c) A higher education institution must provide information on the services it offers to international students with respect to study visas, housing, introduction and assistance. The higher education institution must clearly specify in its information material, which services it provides and what the associated costs are.
- d) At the end of each academic year, the institution determines the student progress of the international students in terms of the standard requirements stipulated in HEMIS; captures the results on the student's study record and communicates it to the student.
- e) Applications for continued admission in cases where an international student does not meet the minimum requirements are processed in terms of the standard institutional processes.
- f) The higher education institution is obliged to offer the study programme as advertised and for which international students are admitted. If the study programme is cancelled for valid reasons, international students have the same opportunities for transition to alternative qualifications offered to all other students.

ANNEXURE B

POSTGRADUATE COLLABORATIVE, JOINT AND DOUBLE QUALIFICATIONS

The rationale for collaborative programmes

1. International best practices and lessons to be derived from international practice. Internationalisation of higher education has become a core concern for most institutions. It touches on issues of relevance, quality, prestige and competitiveness. A variety of processes have combined to intensify the interest in international higher education: the growing number of mobile students and academics; the impact of international rankings; the need to educate globally competitive graduates; and, the globalisation of English as the international language of higher education has opened up national higher education systems to globally mobile students and academics⁸. The expansion of the “higher education market” has also heightened competition within and across national systems with an increased focus on the commercialisation of international education as another source of revenue and prestige. The result has been the development of different modalities of collaborations between universities, the majority of which focus on postgraduate degrees.

Joint degrees can result in an injection of additional research funding through partnership agreements thereby make a research project viable, which it otherwise may not have been. Joint degrees reciprocally serve to attract international students thereby enhance postgraduate enrolments in the country and serve to build the national system of innovation and bonds for future collaboration.

The range of joint offerings internationally is shown in Annexure C.

⁸ Rumbley, L, Altbach, P, & Reisberg, L. 2012. Internationalization within the higher education context. *The SAGE Handbook of International Higher Education*.

Legislation and regulations pertinent to joint offerings

2. The legislation (the Higher Education Act, 101 of 1997) contains the following section:

The provision in this Act that empowers higher education institutions to award qualifications neither contemplates nor disallows a *Type 1 or Type 3 qualification*. Section 65B provides as follows:

A public higher education institution may, subject to its institutional statute and this Act, award diplomas and certificates and confer degrees

The Act goes on (S 65D (i)) to provide that

No person may offer, award or confer a degree, or a higher education diploma or a higher education certificate, provided for on the HEQF unless such degree, diploma or certificate is registered on the sub-framework for higher education on the National Qualifications Framework contemplated in section 1(b) read with section 13(1)(h) of the National Qualifications Framework Act.

It follows that an HEI that has an accredited qualification may confer such a qualification in type 1, type 2 or type 3 configurations as defined in this Policy Framework.

3. Reporting joint offerings

- 3.1. Each public Higher Education Institution (HEI) is currently required to make the following declaration when submitting its annual Higher Education Management Information Systems (HEMIS) student returns on which input, and some forms of output, subsidy are based.

All students are bona fide students registered only at the University of and are not registered for the same course at another public or private institution as part of collaboration agreement.

“Course” in this context may be seen as ambiguous but it is clear that it is intended to refer to a *programme of study leading to a qualification, i.e. a degree, diploma or certificate*.

Collaborative qualifications (Type 1) present no problem in this regard, but joint degrees do so. A public HEI that offers a joint degree (Type 3) in terms of a programme partnership agreement must qualify this declaration⁹.

3.2. The annual declaration (see par 9) can be replaced by one of the following

3.2.1. For higher education institutions that do not have programme partnership agreements:

All students are bona fide students registered only at the University of and are not registered for the same qualification at another public or private institution.

3.2.2. For higher education institutions that do have Type 3 collaborative/partnership programme agreements:

All students are bona fide students registered only at the reporting University other than the students registered for the University's joint degrees (Type 3 qualifications) with (list of universities).

Risks, limitations and policy concerns related to collaborative offerings

4. Intellectual Property

Intellectual property and related matters must be dealt with in agreements for joint qualifications. The framework agreement between two (or more) partner institutions to a joint degree must specifically provide for how IP issues will be dealt with, what the rights of the candidate are, and what the rights of each participating HEI are. The provisions of South African legislation covering IP from publicly financed research must be adhered to and reference should be made to the National Intellectual Property Management Office (NIMPO) in cases of uncertainty.

⁹ Where a public HEI offers a qualification through some form of franchise (e.g. a public HEI offering a degree through a private provider) that public HEI should also qualify this statement.

5. Immigration regulations and study visas

The standard requirements of the hosting and receiving institutions must be met by students who are enrolled for collaborative/partnership programmes (Types 1, 2 and 4).

6. Funding partnership programmes and subsidy

- 6.1. students in collaborative, joint and double degrees will cause additional expense to the institution; and

The involvement by a public South African higher education institution in international joint degree programmes must be in the interest of the country and its higher education institutions. For this reason a student at a public HEI in South Africa registered for a joint qualification should attract the same input and output subsidy as he or she would have had he or she been registered at the HEI for an ordinary qualification.

- 6.2. The limited experience of joint offerings suggests that the financial arrangements between the partner institutions (including the liability of the student to pay fees at each institution) must be indicated in the inter-institutional Memorandum of Agreement and in the Cotutelle

7. Quality assurance

- 7.1. A public higher education institution offering joint degrees will have

7.1.1. internal quality assurance mechanisms;

7.1.2. programme qualification mix (PQM) approval from the DHET; accreditation by the Council on Higher Education (CHE) and registration on the National Qualification Framework (NQF) for any qualification that it wishes to offer as a joint qualification with another University

7.1.3. internal systems for ensuring that it will only partner with an international or local accredited institution, offering an accredited qualification in terms of the accreditation regime of its state or country.

- 7.2. When a public higher education institution has PQM approval, CHE accreditation and NQF registration to offer a qualification, it should not require further approval, accreditation or registration to offer the programme a joint qualification, provided
- 7.2.1. that basis in terms of which the higher education institution obtained these clearances for the qualification remain in place for the joint offering; and
 - 7.2.2. that higher education institution has ensured that the terms of par 17 of the Policy Framework are complied with.
- 7.3. When a higher education institution wants to introduce a new programme to be offered as Types 1, 2 or 4 joint qualifications the normal procedure for the development, approval and accreditation of new programmes apply.

ANNEXURE C

PRACTICES IN THE OFFERING OF INTERNATIONAL COLLABORATIVE DEGREES

The offering of collaborative international degrees has become fairly ubiquitous in the second decade of the 21st century. This does not mean that this practice is equally spread in all higher education systems or that the practices and modalities of these offerings are homogeneous.

The table below has been developed based on the work of Jane Knight and Jack Lee, “International Joint, Double, and Consecutive Degree Programs. New Developments, Issues and Challenges”¹⁰.

¹⁰ Knight, J & Lee, J. 2012. “International Joint, Double, and Consecutive Degree Programs. New Developments, Issues and Challenges, in Deaderoff, D., de Wit, H., Heyl, J., Adams, T., (eds.). *The SAGE Handbook of International Education*, Sage: Los Angeles, London, New Delhi, Singapore, Washington DC. 343-357.

Collaboration type	Certification	Quality assurance	Mobility	Duration	Funding	Problems	International Recognition	Availability
Joint degrees	One degree awarded by two higher education institutions	Programme by local/regional accreditors. More protected if there is mutual recognition of QA agencies. In some cases there are approved by international QA bodies (i.e. EQUIS)	Physical and or virtual: students, academics and curriculum	Expected duration of the degree	Cost of mobility to be afforded by partners.	National legal frameworks often do not recognise them	Lisbon Convention of UNESCO only one recognising joint degrees	In the US and Europe at postgraduate level: masters. Less common
Double degrees	Two degrees at the same level	Programme accredited locally. More protected if there is mutual recognition of QA agencies. In some cases there are approved by international QA bodies (i.e. EQUIS)	Physical and or virtual	Beyond the duration of one degree.	Cost of mobility to be afforded by partners. Costly degrees	Curriculum design and establishment of completion requirements	Each HEI recognised locally (one credential treated as foreign)	In US and Europe at postgraduate level:masters;. In Latin America. More common.
	Two degrees at consecutive levels	Can create problems of recognition	Physical	Longer than for one programme shorter than two.		Requires curricular alignment. One degree constitutes pre-requisite for next	Not very common yet	

ANNEXURE D

TEMPLATE FOR THE MEMORANDUM OF AGREEMENT FOR COLLABORATIVE OFFERINGS

The Memorandum of Agreement between the partner institutions entering into agreements to offer collaborative qualifications (Type 1) and joint qualifications (Type 3) must include the following items:

1. A statement and proof of full compliance with all the national and institutional regulations for the awarding of Master's or Doctoral degrees of both the South African HEI and the foreign partner(s).
2. A statement and proof of full compliance with the quality assurance requirements and procedures of both the South African HEI and the foreign partner(s).
3. A stipulation on a liaison mechanism for coordinating the collaborative (Type 1) or joint (Type 3) degree between appointed representatives from the partner institutions.
4. Stipulations on the requirements and procedures for the recruitment, admission, selection, and registration of students.
 - a. In the case of joint degrees (Type B) the rule that students are normally not allowed to be enrolled simultaneously at more than one university, are waived per special Senate decision.
5. Stipulations regarding the period(s) of residency at the South African HEI and the foreign partner(s).
6. Stipulations regarding supervision.
7. Stipulations regarding examination, including specific stipulations on
 - a. the composition and functioning of the joint examination committee;
 - b. the agreement that the decision of the joint examination committee applies to all institutions (neither institution may award the degree if the joint examination committee did not recommend it).

8. Stipulations regarding student complaints.
9. Stipulations regarding disciplinary measures.
10. Stipulations on intellectual property.
11. Stipulations on the degree certificates and degree supplements.
12. Stipulations on the graduation ceremony/ceremonies.

ANNEXURE E

TEMPLATE FOR THE DEGREE SUPPLEMENT

1. The holder of the qualification

- a. Family name(s)
- b. Given name(s)
- c. Date of birth
- d. Student identification number

2. The qualification

- a. Name of qualification and title conferred.
- b. Main field(s) of study for the qualification.
- c. Name and status of awarding institution

3. Level of the Qualification

- a. The level on the National Qualifications Framework (NQF).
- b. The length of the programme.
- c. Information on the minimum qualifications necessary to be considered for entry to the programme that led to this qualification

4. Contents and Results Gained

- a. A list of modules, levels of modules and credit values of each module with and specific indication of the modules offered by the HEI issuing this Degree Supplement and the modules offered by another institution but recognized by the HEI issuing this degree supplement.
- b. An explanation of SAQA credit values. 10 hours of effort per 1 credit.
- c. Grading scheme and, if available, information on the grade distribution guidance, rounding and the use of borderlines, and information on distinction / *cum laude* results.

5. Articulation and professional status

- a. Possibilities for vertical articulation
- b. Professional status, if applicable

6. Information on the National Higher Education System(s)

- a. A description of Higher Education in South Africa with a diagram of HEQSF levels

7. Information on the issuing officer(s) and official stamp

- a. Date
- b. Signature
- c. Capacity
- d. Name of signatory.
- e. Official stamp or seal

ANNEXURE F

TEMPLATE FOR THE COTUTELLE AGREEMENT

JOINT DOCTORAL SUPERVISION COTUTELLE AGREEMENT

This agreement is between:

UNIVERSITY A, represented by

Ms/ Mr/ Dr/ Prof, (full name and surname), Official title

and UNIVERSITY B, represented by

Ms/ Mr/ Dr/ Prof, (full name and surname) Official title

This agreement is conducted under the provisions of

(a) in the case of UNIVERSITY A, the South African Higher Education Act (101, 1997 as amended) and the policies of the DHET and UNIVERSITY A providing for the offering of joint doctoral/masters degrees with foreign universities, and

(b) in the case of UNIVERSITY B, the relevant national/state and institutional regulations

This agreement specifies the administrative and academic details as follows:

ADMINISTRATIVE DETAILS

Article 1

This agreement for joint supervision is approved for NAME OF STUDENT, enrolled as a MASTERS / PhD candidate in:

NAME OF ACCREDITED DEGREE

offered by the

FACULTY/SCHOOL OF UNIVERSITY A

and

FACULTY/SCHOOL OF UNIVERSITY B

The enrolment in terms of this Cotutelle Agreement will commence in the academic year for a period of 3 years with a possible year(s) extension by mutual agreement.

Article 2

Mr/Ms NAME OF STUDENT will be supervised by
NAME AND AFFILIATION OF SUPERVISOR AT UNIVERSITY A
and
NAME AND AFFILIATION OF SUPERVISOR AT UNIVERSITY B

The supervisors will jointly be involved in the continuing assessment of the candidate's work in progress and will fully carry out their responsibilities in accordance with the rules and requirements of their respective Institutions. Where any such rules and requirements between the Institutions are in conflict, the supervisors will negotiate a compromise acceptable to both institutions.

Article 3

The candidate will spend time at both UNIVERSITY A and UNIVERSITY B, divided in the following manner

Article 4

Mr/Ms NAME OF STUDENT will be required to fulfil the standard conditions of enrolment for a doctoral degree at UNIVERSITY A and UNIVERSITY B.

Article 5

Mr/Ms NAME OF STUDENT will be required to pay the following fees
AT UNIVERSITY A:
AT UNIVERSITY B:

Article 6

The candidate's travel costs between the institutions will be the responsibility of

ACADEMIC DETAILS

Article 7

The proposed title of the thesis is:

Article 8

Intellectual property and related matters will be dealt with in the following manner:

Article 9

The thesis will be submitted and examined according to the established procedures at UNIVERSITY A and at UNIVERSITY B.

The joint examinations committee will be constituted as follows:

The joint examinations committee will function according to the following procedures:

Article 10

The thesis will be submitted in English for UNIVERSITY A, with an abstract also in English.

Article 11

This will be one degree, jointly offered by UNIVERSITY A and UNIVERSITY B.

The degree will only be issued if both parties agree on the award.

When the degree has been awarded, the candidate would not be permitted to style her-/himself as PhD (University A), PhD (University B) but would have to reflect it as PhD (University A & University B).

Article 12

The signatories of the current agreement will comply with existing regulations in their respective institutions and countries regarding the filing, registration of copyright, description and reproduction of the thesis.

For and on behalf of UNIVERSITY A	For and on behalf of UNIVERSITY B
The supervisor: Date	The supervisor: Date
The Dean / Head of School / Head of Department Date	The Dean / Head of School / Head of Department Date
The Candidate: Date	

