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POLICY FRAMEWORK FOR INTERNATIONALISATION OF HIGHER EDUCATION IN SOUTH AFRICA, 2019

I, Bonginkosi Emmanuel Nzimande, Minister of Higher Education, Science and Innovation hereby publish the Policy Framework on the Internationalisation of Higher Education in South Africa (2019) in terms of the Higher Education Act, 1997 (Act No. 101 of 1997, as amended). The purpose of the policy framework is to guide and regulate the higher education sector on its individual and collective engagements on internationalisation, and the development of the higher education system through internationalisation. The Policy Framework provides parameters within which individual institutions and the entire higher education sector are expected to engage in internationalisation activities.

This Policy Framework is published for implementation after it has been consulted with the Council on Higher Education as required in terms of section 3 (1) of the Act.

The policy framework is available on the Departmental website:

<http://www.dhet.gov.za/>



Dr BE Nzimande, MP

Minister of Higher Education, Science and Innovation

Date: 03/10/2020



higher education
& training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

Policy Framework for Internationalisation of Higher Education in South Africa

Determined in terms of Section 3 of the Higher Education Act, 1997 (Act 101 of
1997), as amended

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ACRONYMS

AU	African Union
BRICS	Brazil, Russia, India, China, South Africa
CHE	Council on Higher Education
DHA	Department of Home Affairs
DHET	Department of Higher Education and Training
DIRCO	Department of International Relations and Cooperation
DoL	Department of Labour
DST	Department of Science and Technology
DTI	Department of Trade and Industry
EU	European Union
HEI	higher education institution
HEMIS	Higher Education Management Information System
HEQC	Higher Education Quality Committee
HEQS-F	Higher Education Qualifications Sub-framework
IEASA	International Education Association of South Africa
IP	intellectual property
NDP	National Development Plan
NEPAD	New Partnership for Africa's Development
NQF	National Qualifications Framework
NRF	National Research Foundation
NSFAS	National Student Financial Aid Scheme
PhD	Doctor of Philosophy
PQM	programme and qualification mix
PSET	post-school education and training
QA	quality assurance
QCTO	Quality Council for Trades and Occupations
SADC	Southern African Development Community
SAQA	South African Qualifications Authority
SETA	Sector Education and Training Authority
TVET	technical and vocational education and training
USAf	Universities South Africa

CHAPTER 1

1. POLICY MANDATE AND DEFINITIONS

1.1. Policy Mandate

This Policy Framework for Internationalisation of Higher Education in South Africa (the Policy Framework) is determined in terms of Section 3 of the Higher Education Act, 1997 (Act 101 of 1997), as amended, which states that:

- (1) The Minister must determine policy on higher education after consulting the CHE.
- (2) The Minister must –
 - a. Publish such policy by notice in the *Gazette*; and
 - b. Table such policy in Parliament.

The Policy Framework is set in compliance with, and in terms of, the South African foreign policy and related strategies. It is also set in compliance with, and gives priority to, the Southern African Development Community (SADC) Protocol on Education and Training (1997); all other relevant regional agreements; and relevant continental agreements.

1.2. Definitions

In this Policy Framework, any word or expression to which a meaning has been assigned in the Higher Education Act, 1997 (Act 101 of 1997) has the same meaning, unless the context indicates otherwise –

“co-badged qualification” means an accredited qualification that is awarded by a South African HEI where another HEI (or more than one other HEI) contributes a minor part of the curriculum in terms of a collaboration or partnership agreement, where the responsibility for the qualification rests with the awarding HEI but where the awarding HEI recognises the contribution of the partner(s) by reference to them on the certificates it awards to successful candidates. This reference will usually include the badge(s) of the partner(s) on the certificate.

“consecutive qualification” means a qualification awarded by an HEI where it grants credit, and exemption, for up to 50% of the work required for the qualification on the grounds of equivalent work done for a completed qualification conferred by the HEI, or by another HEI recognised for the purpose, subject to the provisions of the HEQS-F and any applicable law or regulation.

“Cotutelle” (from French, meaning “co-tutor”) means an agreement between a South African HEI and a partner institution, the candidate and the candidate's supervisors, entered into within a collaboration or partnership and providing for the joint supervision of the candidate for a doctoral degree and regulating enrolment, supervision and evaluation of the candidate and the way in which a degree or qualification will be awarded.

“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, 2006).¹

“degree supplement” means a record of study performance issued jointly by the partner institutions in every case of a collaborative degree or qualification of Type 2 as defined in this Policy Framework and which details the extent of collaboration leading to the award of the collaborative or partnership degree or qualification.

“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”.²

“double degree” or **“dual degree”** refers to a programme of study offered collaboratively by two HEIs in terms of a collaboration or partnership agreement that may feature jointly developed and integrated curricula and agreed-upon mutual credit recognition and where the successful student is awarded two distinct degrees, issued separately by each partner institution.

¹ Knight J. 2006. Crossborder education: An analytical framework for program and provider mobility. In J.C. Smart (Ed). *Higher Education: Handbook of Theory and Research*, vol 21. Dordrecht: Springer.

² 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).

“higher education” means all learning programmes leading to a qualification that meets the requirements of the HEQS-F.

“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 the 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 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 or residence (permanent residents are South Africans).

“internationalisation at home” means the intentional integration of international and intercultural dimensions into the formal and informal curriculum for all students, within domestic learning environments.³ Internationalisation at home focuses on all students – not just those who are mobile – reaping the benefits of international higher education.

“internationalisation of higher education” means an intentional or steered process to incorporate intercultural, international and/or global dimensions into higher education in order 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 intercultural, international and/or global dimensions into the content of the curriculum as well as into the learning outcomes, assessment tasks, teaching methods and support services of a programme of study.

“joint degree” refers to a degree awarded in terms of an agreement of partnering institutions on 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

³ Beelen, J. & Jones, E. 2015. Defining “internationalisation at home”, *University World News* Vol. 393, 4 December 2015.

award the joint degree, none of the partners may then proceed to award the degree as a single-institution degree outside of the agreement.

“private higher education institution” means any higher education institution that is established, deemed to be established or registered as a private higher education institution under the Higher Education Act.

“student” means any person registered as a student at a higher education institution.

“student mobility” refers to the movement of students between higher education institutions.

“to provide higher education” (as defined in the Higher Education Act) 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.

“transcript” or **“academic transcript”** means a complete record of a person’s academic performance at a higher education institution issued by that higher education institution, and enumerates all modules and/or learning programmes attempted by the person and the result obtained in each, as well as any qualification(s) awarded, compiled according to the applicable requirements of the Act and the HEQS-F.

“transcript supplement” means a supplement to the academic transcript, and gives syllabus outlines and defined outcomes for each module or learning programme completed by the student and complies with HEQS-F requirements for a transcript supplement.

CHAPTER 2

2. BACKGROUND, AND POLICY AND LEGISLATION CONTEXT

2.1 Background

- 2.1.1. The post-school education and training (PSET) system in South Africa comprises public entities that 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); the National Skills Fund (NSF) and Sector Education and Training Authorities (SETAs); universities; technical and vocational education and training (TVET) colleges; and community colleges. The PSET system also includes registered private higher education institutions. Universities South Africa (USAf) is a non-statutory membership organisation of South Africa's university vice-chancellors and principals. The Policy Framework also recognises the International Education Association of South Africa (IEASA) as a non-statutory membership organisation that advances internationalisation of higher education in South Africa.
- 2.1.2. 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.
- 2.1.3. International student numbers as a percentage of the total enrolled in the public higher education institutions have been steadily on the rise: in 1994, international students constituted about 3%; by 2015, the 73 859 international students at the 26 South African universities constituted 7.5% of the total enrolled.

2.1.4. Currently, international students in South African private higher education institutions (mostly from the SADC countries) constitute 8.8% of the total number of students enrolled in the sector.

2.1.5. There are growing opportunities available for student and staff mobility; for South African citizens to study or work (on a short- to medium-term basis) in other countries. Appropriate policies are therefore, required, to support, to regulate and sometimes even to facilitate the phenomenon of international collaborations and partnerships between institutions of higher learning.

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 in this country began to be approached by those in other countries to engage in different ways with the international higher education community. Until the development of the Policy Framework for Internationalisation of Higher Education in South Africa, international engagements between institutions had been carried out in the absence of an official South African national policy on the internationalisation of higher education. There have always, however, been various official national documents and statements, as well as regional documents and reports released by government, that set out the basis for internationalisation of higher education in South Africa.

2.2.2. Regional and supranational policies, statements and initiatives relevant for internationalisation of higher education in South Africa include:

2.2.2.1. the Arusha Convention on the recognition of studies, certificates, diplomas, degrees and other academic qualifications in Higher Education in the African States (1981), replaced by the Addis Convention (2014);

2.2.2.2. the SADC Protocol on Education and Training (1997);

2.2.2.3. the SA-EU Strategic Partnership (2006);

2.2.2.4. the African Higher Education and Research Space (AHERS) (2013);

2.2.2.5. the African Union's Agenda 2063 (2014);

- 2.2.2.6. Declaration of the II Meeting of BRICS Ministers of Education: Brasilia Declaration (2015);
 - 2.2.2.7. the African Higher Education Summit (2015), where the African Research Universities Alliance (ARUA) was established; and
 - 2.2.2.8. the NEPAD Science, Technology and Innovation Strategy for Africa (STISA) 2024.
- 2.2.3. The SADC Protocol on Education and Training (1997) makes 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:
- 2.2.3.1. that higher education institutions should reserve at least 5% of admissions for students coming from SADC nations other than their own;
 - 2.2.3.2. that Member States should treat students from the SADC countries as home students for purposes of tuition fees and accommodation;
 - 2.2.3.3. 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;
 - 2.2.3.4. in conjunction with the previous stipulation, that institutions are encouraged to devise credit transfer mechanisms to facilitate credit recognition between universities in the region;
 - 2.2.3.5. that it is desirable to have universities harmonise the academic year in order to facilitate staff and student mobility; and
 - 2.2.3.6. that Member States work towards gradual relaxation and eventual elimination of immigration barriers that hinder mobility of staff and students.
- 2.2.4. 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. In line with the Protocol, therefore, students from the SADC Member States are subsidised by the South African government in the same manner as local students are. There is, however, no regulation on levy fees that universities charge on international students.

2.2.5. The main legislation relevant to the Policy Framework is:

- 2.2.5.1. Constitution of the Republic of South Africa (1996);
- 2.2.5.2. Higher Education Act, 1997 (Act 101 of 1997) (HE Act) as amended;
- 2.2.5.3. National Advisory Council on Innovation Act, 1997 (Act 55 of 1997);
- 2.2.5.4. National Research Foundation Act (Act 23 of 1998);
- 2.2.5.5. Academy of Science of South Africa Act (Act. 67 of 2001);
- 2.2.5.6. Immigration Act (Act 13 of 2002) as amended;
- 2.2.5.7. Intellectual Property Rights from Publicly Financed Research and Development Act, 2008 (Act 51 of 2008);
- 2.2.5.8. National Qualifications Framework Act, 2008 (Act 67 of 2008) (NQF Act);
and
- 2.2.5.9. Technology Innovation Agency Act (Act 26 of 2008).

2.2.6. The main policies relevant to the internationalisation of higher education in South Africa are:

- 2.2.6.1. White Paper on Science and Technology. Preparing for the 21st Century. (1996);
- 2.2.6.2. Education White Paper 3. A Programme for the Transformation of Higher Education (1997);
- 2.2.6.3. White Paper on International Migration (1999);
- 2.2.6.4. White Paper for Post-School Education and Training: Building an Expanded, Effective and Integrated Post-School System (2013);
- 2.2.6.5. Higher Education Qualifications Sub-Framework (2013);
- 2.2.6.6. Immigration Regulations (2014);
- 2.2.6.7. Policy on Credit Accumulation and Transfer within the National Qualifications Framework (CAT) (2014); and
- 2.2.6.8. White Paper on International Migration for South Africa (2017).

2.2.7. Education White Paper 3 (1997) locates the national agenda for South Africa 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, Education White Paper 3 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 explicitly prioritising the African continent.

- 2.2.8. In 2000, the report of the CHE, *Towards a New Higher Education Landscape* (also generally referred to as the "Size and Shape report"), observed that South Africa was "not focusing sufficiently on promoting its higher education system internationally... 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 [the continent's] human resource development and giving expression to our commitment to African development and the African renaissance" (2000, p. 46).
- 2.2.9. In the 2004 CHE publication, *South African Higher Education in the First Decade of Democracy*, the Council 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" (2004, p. 225).
- 2.2.10. The Ministry 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 government's efforts to transform higher education and in particular 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; and
 - 2.2.10.4. 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, cited in CHE, 2004, pp. 222 and 223).
- 2.2.11. The vision of education of the National Development Plan 2030 (NDP) is that “by 2030, South Africans should have access to education and training of the highest quality, leading to significantly improved learning outcomes” (p. 296). Thus, the NDP supports collaborations among institutions internally, among local institutions, and externally, “with internationally accredited institutions”. It regards increasing “levels of innovation” (p. 296) as being among the objectives and benefits of such collaborations. And it assumes that collaboration of institutions internationally “will help South Africa to successfully tackle its education challenges” (p. 305).

The NDP also regards collaboration of local universities with their BRICS counterparts, and other countries, as valuable for helping “... students to become increasingly broadminded in terms of how they look at both South Africa and the wider world” (p. 305). The focus of this Policy Framework is on the external or international collaborations of higher education institutions.

- 2.2.12. The NDP sets a number of goals and targets for higher education that are relevant in the context of the internationalisation of higher education (pp. 319 and 327):

- 2.2.12.1. Pursue and encourage international exchange partnerships.
- 2.2.12.2. 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.
- 2.2.12.3. Expand research capacity and improve research output.

- 2.2.12.4. 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.
 - 2.2.12.5. 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.
- 2.2.13. 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 for PSET, p. 39, par. 4.9). It lists the benefits for South Africa of the internationalisation of higher education as being (2013, p. 40):
- 2.2.13.1. to improve international communication, cross-cultural learning and global citizenship;
 - 2.2.13.2. to improve peace and cooperation, and finding solutions to global challenges such as sustainable development, security, renewable energy and HIV/AIDS;
 - 2.2.13.3. to contribute to an increase in knowledge production, intellectual property and innovation in South Africa;
 - 2.2.13.4. to assist in strengthening South African institutions, especially the historically disadvantaged institutions which still do not have extensive international relations; and
 - 2.2.13.5. to be seen as an opportunity to take local and/or indigenous knowledge to the international community.
- 2.2.14. The White Paper for PSET (2013, p. 40) recommends the following:
- 2.2.14.1. International scholarships and bursaries made available to the DHET will be directed towards meeting national policy goals, such as expanding the numbers of South Africans, especially black and women students, with masters and doctoral degrees, with particular focus on qualifications in scarce skills areas; improving the qualifications of academics; increasing

throughput and graduation rates; building research capacity; and enhancing research quality.

- 2.2.14.2. South African students should be encouraged to take up the existing opportunity to study in the SADC countries, on the same conditions as local students, as provided for in the SADC Protocol.
 - 2.2.14.3. Research partnerships involving African countries and other developing countries, including the BRICS nations, should be increased, but without prejudicing established and new relationships with developed countries.
 - 2.2.14.4. A suitable policy framework for international cooperation in post-school education and training should be developed, given the complex effects of internationalisation on the South African system.
- 2.2.15. The White Paper for PSET articulates the current position on internationalisation of higher education in South Africa and thus provides the relevant policy context for the phenomenon.

CHAPTER 3

3. CONCEPTUALISATION AND FRAMING OF THE POLICY DOCUMENT

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. The benefit of this alignment, therefore, is to enable and facilitate the attainment of the identified purpose, rationale and goals, underpinned by the identified principles.
- 3.1.3. The Policy Framework sets out to provide legitimacy for, and guidance on, activities related to internationalisation of higher education.
- 3.1.4. The Policy Framework sets out to mitigate the risks of some forms of internationalisation of higher education by providing guidance on the quality and reputational considerations when forging partnerships, and on the protection of the interests of locally enrolled students against non-recognised training pursued under the ambit of the state or legally operating higher education providers.
- 3.1.5. The Policy Framework sets out to guide South African higher education institutions that are considering offering higher education services in other countries or wish to enter into partnership or collaboration agreements with their counterparts in foreign countries.

3.2. Scope of the Policy Framework

- 3.2.1. The Policy Framework covers all higher education provision and knowledge production that may already have developed or may develop an international dimension.
- 3.2.2. The Policy Framework target audience includes all stakeholders in higher education in South Africa, encompassing government departments; public and private higher education institutions; students; staff; national authorities and councils; professional and voluntary associations; and others.

3.3. Rationale for internationalisation of higher education in South Africa

- 3.3.1. South African higher education institutions are receiving requests from foreign institutions to offer collaborative or partnership degrees or qualifications. The country offers many attractive research opportunities to international researchers too. The phenomenon is, therefore, sufficiently important to warrant a national policy to regulate the associated activities. In addition to supporting and regulating, this Policy Framework is, where appropriate, set to facilitate internationalisation of higher education in South Africa.
- 3.3.2. The overarching rationale for internationalisation of higher education in South Africa is:
 - 3.3.2.1. to position the higher education system to be competitive in a globalised world;
 - 3.3.2.2. to advance the quality of higher education;
 - 3.3.2.3. to enhance intellectual diversity – nationally and regionally – in teaching and learning, research, and community engagement aspects of higher education;
 - 3.3.2.4. to benefit society and enhance opportunities for higher education to contribute to the public good; and
 - 3.3.2.5. to contribute towards the development of scholars and scholarship capable of addressing global challenges.

3.3.3. There are many benefits associated with internationalisation of higher education (see paragraphs 2.2.13 and 6.1.5), but there are also risks (see paragraph 6.9). It is broadly acknowledged across the world that internationalisation bolsters the quality of higher education and boosts the quality and productivity of higher education institutions. The combination of risks and benefits calls for a national policy framework that, as far as possible, ensures that the South African higher education system reaps the benefits with minimum risks.

3.4. Goals of the Policy Framework

3.4.1. A legacy of the unequally differentiated higher education system is that some of the historically disadvantaged institutions still have very low levels of international relations and are not yet, therefore, benefitting from internationalisation to the degree that they could. Recognising this, the Policy Framework may at times prioritise this group of institutions.

3.4.2. The high-level strategic aspiration of internationalisation of higher education will find expression through the following goals:

3.4.2.1. To enhance the reputation, quality and relevance of higher education in South Africa, and to strengthen the country's higher education institutions.

3.4.2.2. 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.

3.4.2.3. To contribute towards building global commons of academia where scholarship is not defined or barred by national boundaries.

3.4.2.4. 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 the country's socio-economic development and well-being.

3.4.2.5. To attract talented and highly qualified people, the best and brightest, to South African higher education institutions in order to enhance the country's human capital.

- 3.4.2.6. To open up South African higher education to novice and experienced researchers alike as well as to academics and support staff, for their personal and professional development and knowledge gain.
 - 3.4.2.7. To provide the country's higher education institutions with opportunities for sustained development in all aspects of academia; internationalisation activities should aim to self-sustain financially but deliver significant non-monetary benefits, where appropriate, to higher education institutions.
 - 3.4.2.8. To develop strategic alliances aimed at enhanced bilateral, multilateral and regional cooperation in higher education.
- 3.4.3. To support the fulfilment of these goals, institutions must consider initiatives to attract South African and African scholars in the diaspora as collaborating partners to strengthen South Africa's research and development programme.

3.5. Principles underlying the internationalisation of higher education in South Africa

- 3.5.1. **Priority focus:** In the design of internationalisation of higher education activities relating to teaching, learning, research, and community engagement by South African higher education institutions, priority must be given to South Africa's interests. Thereafter, where possible and relevant, the following order of priority focus should be observed in terms of interests: the SADC states; the rest of the African continent; BRICS; the global South and emerging economies; and 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 acknowledged and respected. However, higher education institutions are expected to take into account the views, practices and track record on human rights of those countries and institutions, as well as national priorities in foreign relations determined by the government of South Africa.
- 3.5.3. **Legal compliance:** Institutional policies, regulations, strategies and initiatives related to the internationalisation of higher education must be consistent with

the South African Higher Education Act and other relevant legislation and regulations.

- 3.5.4. **Compliance with quality assurance regime:** Institutional policies and internationalisation of higher education initiatives must conform to South Africa's quality assurance regime. South African higher education institutions must ascertain that their international partner institutions comply with quality assurance and relevant policies of their respective countries.
- 3.5.5. **Ethics:** All activities related to the internationalisation of higher education must be principled and ethical in the South African context in line with the Constitution of the Republic of South Africa.
- 3.5.6. The Policy Framework supports the existing Code of Ethical Practice in the Provision of Education to International Students by South African Higher Education Institutions (2000), which is an initiative of the International Education Association of South Africa (IEASA).
- 3.5.7. **Mutuality:** Activities related to the internationalisation of higher education must be of mutual benefit to both a South African higher education institution and its international partner(s) in agreed collaboration or partnership.
- 3.5.8. **Complementarity of current and future collaborations:** Partnership between South African higher education institutions and their international partners must not only focus on strengthening one another's emerging and established niche areas but also cover a wider mandate, which addresses material imperatives; for example, in respect of developing the next generation of scholars.
- 3.5.9. **Value creation:** Activities related to the internationalisation of higher education must be designed with the aim of creating value for the parties involved, including, for example, the development of knowledge and capacity; cultural enrichment; and the development of a global citizenry. Overall, the creation of a better world by addressing its challenges must undergird the international collaborations.

3.5.10. **Quality:** The focus of internationalisation of higher education must be more on the quality of the initiatives, activities and programme content than on the quantity thereof. For example, the number of international agreements and the number of international students and staff should be considered of less importance than the content and value of collaborations or exchanges of students, staff and knowledge. Activities related to the internationalisation of higher education must meet the highest quality standards associated with higher education in South Africa. Education White Paper 3 (par. 1.21) defines the principle of quality as meaning “maintaining and applying academic and educational standards, both in the sense of specific expectations and requirements that should be complied with, and in the sense of ideals of excellence that should be aimed at”, and emphasises that applying “the principle of quality entails evaluating services and products against set standards, with a view to improvement, renewal or progress”.

3.5.11. **Funding:** Commercialisation of higher education is not the primary reason for internationalisation of higher education in South Africa. While the use of public funds to support internationalisation of higher education is not prohibited, such expenditure must serve to advance and support the goals and activities contemplated in the Policy Framework while complying with its policy parameters. Institutions are encouraged to design self-sustainability into their internationalisation activities.

3.6. Brain drain, brain gain, brain circulation

3.6.1. Appropriate measures will be developed and implemented by government and other stakeholders to attract and retain international talent in the South African job market: for example, some foreign nationals graduating with PhDs at South African higher education institutions, and graduates in scarce skills.

3.6.2. A national strategy and institutional policies must address brain drain and seek to offset its negative consequences.

3.6.3. 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. Moreover, institutions must observe national policies that guide on equity and redress imperatives for all spheres of society.

- 3.6.4. Initiatives to attract and retain international talent from other African countries must be balanced against South Africa's obligation towards the development of the African continent.

CHAPTER 4

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

4.1. A comprehensive internationalisation approach

4.1.1. The Policy Framework requires that the academic leadership of the South African higher education community become adept at scientific diplomacy. Scientific diplomacy requires an art and skill of managing good relations with all international organisations and institutions; that is, those with which institutions enter directly into partnerships and collaborations, and other players and stakeholders in the sphere of higher education and knowledge production. The prescripts of the Constitution as enshrined in the Bill of Rights must provide the premise for engagements. Differences of opinion must be handled respectfully. Scientific diplomacy also requires the lobbying of appropriate multilateral organisations on education issues, and of international forums, in order to support internationalisation programmes and research partnerships that are equitably constructed and directed towards building institutional capacities in the developing world and addressing brain drain.

4.1.2. In order to achieve the goals set out in the Policy Framework, the different components of the higher education system in South Africa must work together. The higher education fraternity in South Africa must collectively commit to a coordinated process that seeks to align and integrate policies, programmes and initiatives to position higher education to meet the responsibility set for it in Education White Paper 3 (par. 1.12): the role of higher education in reconstruction and development includes “the training and provision of person-power to strengthen this country’s enterprises, services and infrastructure. This responsibility requires the development of professionals and knowledge workers with globally equivalent skills, but who are socially responsible and conscious of their role in contributing to the national development effort and social transformation.” In order to achieve the above-stated responsibility by the

entire higher education sector, the Policy Framework enjoins institutions to ensure their institutional policies and/or strategies clearly articulate specific commitments aimed at higher education enhancement through internationalisation.

4.2. Responsibilities of government

- 4.2.1. The involvement of government in the internationalisation of higher education is primarily through the principles and guidelines set out in this Policy Framework rather than 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 and/or strategy.
- 4.2.2. The aspirational policy rationale and goals for internationalisation of higher education are agreed upon and set at national level, but specific targets must be determined at institutional level, guided by national strategies and priorities and duly approved institutional Annual Performance Plans.
- 4.2.3. Government commits to the creation of a conducive environment in which the internationalisation of higher education in South Africa can flourish, its goals and objectives being achieved. Where necessary, and mutually agreed by all parties involved, government will get involved to facilitate partnerships.
- 4.2.4. Government commits to ensure inter-departmental policy integration and cooperation between the relevant departments, including the DHA, DST, DIRCO, DHET, DTI and DoL, to enhance the efficiency and success of internationalisation in higher education initiatives.
- 4.2.5. Government inter-departmental cooperation is required to enable the DHET to give effect to its obligations on internationalisation of higher education in South Africa.
- 4.2.6. The DHA and the DHET must coordinate their activities and processes continually and optimally in order to facilitate access into South Africa for

inbound international scholars and students through a transparent and streamlined visa application and approval process.

- 4.2.7. Government and the DHET must clearly articulate national strategy to enhance higher education internationalisation and give guidance to the higher education system for fulfilment of the Policy Framework.
- 4.2.8. Government may enter into strategic alliances with other countries in support of higher education internationalisation.
- 4.2.9. Government, in general, and the DHET, in particular, must provide opportunities for internationalisation of higher education whenever such opportunities arise.
- 4.2.10. With regard to foreign students who apply for admission at the South African higher education institutions, the South African Qualifications Authority (SAQA) must streamline its assessment and verification of qualifications with the needs of the individual institutions, and expedite the approvals required by such students.

4.3. Responsibilities of higher education institutions

- 4.3.1. Higher education institutions must develop institutional policies and/or strategies on internationalisation of higher education. Institutional policies and/or strategies are to be designed in such a manner that:
 - 4.3.1.1. they facilitate internationalisation;
 - 4.3.1.2. they bear reference to the rationale and principles set out in the Policy Framework;
 - 4.3.1.3. they take cognisance of national strategies and priorities;
 - 4.3.1.4. they enhance measurable quality benefits. Therefore, institutional policies will typically determine measurable indicators of internationalisation and its benefits to the South African institution concerned;
 - 4.3.1.5. the institution mitigates against risks. One such risk is brain drain, which must be counterbalanced with constitutional rights of individuals to freedom of movement and association;

- 4.3.1.6. they are focused on all or at least one of the three core mandates of universities – teaching and learning, research, and community engagement – and reflect the particular institution’s priorities.
- 4.3.2. Higher education institutions must develop mechanisms and tools to measure internationalisation.
- 4.3.3. Higher education institutions must set their own targets for internationalisation and must include them in their Annual Performance Plans that they submit annually to the DHET.
- 4.3.4. Higher education institutions must allocate resources to internationalisation initiatives and activities.
 - 4.3.4.1. Earmarked funding for internationalisation activities is not provided by government. The provision of resources for internationalisation of higher education is an institutional responsibility (see paragraphs 3.4.2.6.; 3.5.11. and 7.2.3.3. for guidance and parameters).
 - 4.3.4.2. However, the DHET may, from time to time, earmark funding specifically for institutional internationalisation activities and, based on reasons made transparent, sometimes specific to some institutions.
- 4.3.5. 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 (see **Annexure F** for a Template Letter of Undertaking by a Higher Education Institution on Student Visa Application).
- 4.3.6. Consortia aimed at the enhancement of internationalisation of higher education are supported provided that their goals and activities are aligned with the Policy Framework, especially where they address historical imbalances in the South African higher education system.
- 4.3.7. Higher education institutions must maintain adequate records of their internationalisation activities and be able to provide information on these.

CHAPTER 5

5. STUDENT AND STAFF MOBILITY AND INTERNATIONAL RESEARCH COLLABORATION

The enrolment of international students with South African higher education institutions is supported and encouraged, but not at the expense of access to higher education for South African citizens. The signing of a Code of Good Practice for International Mobility of Students (see **Annexure A**) is a precondition for higher education institutions enrolling international students or sending South African students on international exchange programmes.

5.1. Inbound international students

5.1.1. In terms of facilitating access for international students, the approach of the DHA is noted and welcomed; namely, 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. International students seeking admission to a postgraduate degree at a South African higher education institution must submit their existing qualifications to SAQA for assessment and verification.

5.1.3. 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 (see **Annexure F** for a Template Letter of Undertaking by a Higher Education Institution on Student Visa Application).

5.1.4. Recognition of learning achievements of international students:

5.1.4.1. 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 (see **Annexures A, B and D**).

- 5.1.4.2. Agreements regarding credit accumulation and transfer (CAT) for incoming and outgoing students must be developed at institutional level and must be aligned with the provisions of the NQF, including with the Policy for Credit Accumulation and Transfer within the National Qualifications Framework (2014).
 - 5.1.4.3. 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.
- 5.1.5. Student subsidy and student fees for international students:
- 5.1.5.1. Currently, 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.
 - 5.1.5.2. South Africa implements a differentiated approach with regard to tuition fees for incoming international students. Students from the 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.
 - 5.1.5.3. A levy on top of the standard tuition fees paid by international students is a legitimate fee to cover costs incurred by higher education institutions, provided that such a levy is set at a reasonable level following transparent processes.

5.2. Outbound students

- 5.2.1. There are various and increasing opportunities for South African students to study in other countries. Outbound student mobility takes various forms, including South African students who:
 - 5.2.1.1. enrol for a degree at a foreign institution of their own accord;

- 5.2.1.2. enrol via a government-level agreement to pursue a degree in another country;
 - 5.2.1.3. are enrolled at a South African higher education institution but complete part of their programme as an exchange student at a foreign institution;
 - 5.2.1.4. are enrolled at a South African higher education institution and a foreign institution and complete part of their programme at the foreign institution as part of a collaborative or partnership degree or qualification agreement; and
 - 5.2.1.5. participate in a range of academic-related activities in a foreign country.
- 5.2.2. South African students going to foreign countries to study or considering studying online with a foreign institution are responsible for confirming the accreditation status of the programmes they wish to pursue.
- 5.2.3. For the South African government, the academic interests of outbound South African students and of local students are of equal concern and importance. South African higher education institutions, individually, have an obligation to put in place measures to protect the academic and other interests of their outbound students who enrol in degrees or learning programmes at foreign institutions within the context of collaboration or partnership agreements. Such measures must include:
- 5.2.3.1. pre-departure confirmation of the academic status of the qualifications for which South African students enrol as degree-pursuing students in foreign countries;
 - 5.2.3.2. pre-departure confirmation of credit-transfer and recognition arrangements; and
 - 5.2.3.3. ongoing confirmation of the quality of the students' learning experience at foreign partner institutions.

5.3. Inbound and outbound staff mobility

- 5.3.1. Academic exchange opportunities for South African scientists and scholars yield substantial advantages for the South African higher education system.

- 5.3.2. Academic experiences 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 interests 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. This must be balanced with addressing race and gender transformation through creating opportunities for black and women South African citizens.
- 5.3.5. There can be no justification for any South African institution prioritising and preferring foreign nationals to South Africans who qualify equally 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", are 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 continually and optimally coordinate their policies and activities 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 policy or process anomalies or contradictions between the different departments that affect internationalisation activities in higher education (e.g. mobility), the DHET shall take the initiative to resolve such anomalies.

5.4.2. The following policy provision proposed in the White Paper on International Migration for SA (2017), is welcomed, given its potential benefits for 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, in the interests of 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 interests of the advancement of global science, knowledge production, innovation and development to facilitate access for international scientists and scholars 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 and scholars.

- 5.5.4. Co-authorship of publications by South African and foreign scientists and scholars is highly encouraged. There is no evidence that the current research publications subsidy system negatively impacts on research collaboration and co-authorship; in fact, the DHET may in future consider incentives for international and domestic collaborations.
- 5.5.5. Other dimensions of international research collaboration, which are also encouraged and endorsed for South African scientists and scholars by the DST and the 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 and advisory and/or editorial boards;
 - 5.5.5.4. the number of highly valued international scientific prizes won;
 - 5.5.5.5. the proportion of international funding received relative to the investment made by the DST/NRF; and
 - 5.5.5.6. the number of international patents (under the PCT – the Patent Cooperation Treaty) and/or other intellectual property rights registered.

CHAPTER 6

6. CROSS-BORDER AND COLLABORATIVE PROVISION OF HIGHER EDUCATION

6.1. Rationale for collaborative programmes

- 6.1.1. There are established international best practices and lessons to be derived from international experiences. A variety of factors have combined to intensify 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 *lingua franca* of higher education, which has opened up national higher education systems to globally mobile students and academics⁴.
- 6.1.2. The expansion of the higher education “market” has also heightened competition within and across national systems, with an increasing focus on the commercialisation of international education as another source of revenue and prestige. The result has been, among others, the development of different modalities of collaboration between universities, with the majority of such collaborations focusing on postgraduate degrees.
- 6.1.3. South African higher education institutions are engaging in cross-border collaborations and partnerships, some of which may lead to joint/collaborative offering of academic programmes, which may, in turn, lead to collaborative or partnership degrees or qualifications (see **Annexure B**).
- 6.1.4. Collaborations or partnerships, therefore, occur when two or more institutions enter into a collaboration agreement for academic activities (teaching, learning, research, and community engagement) (see **Annexure C**).
- 6.1.5. In the case of collaborative or partnership programmes with one or more international partner universities, the benefits for South Africans and South

⁴ Rumbley, L., Altbach, P., & Reisberg, L. 2012. Internationalization within the higher education context. In D.K. Deardorff, H. de Wit, J.D. Heyl & T. Adams (Eds). *The SAGE Handbook of International Higher Education*.

African higher education institutions lie in the extent that the partner(s) enhance quality and contribute to knowledge production by:

- 6.1.5.1. allowing access to transformative and diversified individuals, teams and groups of students in the partner institution;
- 6.1.5.2. enhancing the student's experience through a well-structured international programme;
- 6.1.5.3. providing exposure to a different intellectual tradition with possibility of access to research facilities that may be limited or not available at the South African institution;
- 6.1.5.4. sharing resources and facilities between higher education institutions; and
- 6.1.5.5. providing access to expertise that is either limited or not available at the South African institution, even with a view to benefitting the less developed institution, particularly, through capacity development.

6.2. Conditions for offering collaborative or partnership qualifications

- 6.2.1. Public and private higher education institutions wishing to offer cross-border, collaborative qualifications must have accreditation and approval of their programmes by the Council on Higher Education (CHE).
- 6.2.2. For any programme and qualification that they wish to offer on a collaborative, cross-border basis with other institutions, public higher education institutions must have programme qualification mix (PQM) approval from the DHET, accreditation by the Council on Higher Education (CHE) and registration on the National Qualifications Framework (NQF). They must also comply with all the requirements relating to quality assurance and accreditation set out in **Chapter 7** of the Policy Framework.
- 6.2.3. Public and private higher education institutions that enter into collaboration or partnership agreements must notify the DHET (see **Annexure C** for a Framework Template for Institutional-level Memorandum of Collaboration or Partnership Agreement).
- 6.2.4. Programmes leading to a collaborative or partnership degree or qualification:

- 6.2.4.1. are offered in terms of a Memorandum of Agreement with another international higher education institution and, where applicable, in consortia involving more than one South African institution together with international partners. A *Cotutelle* Agreement is signed by each student (see **Annexures A and E** respectively);
 - 6.2.4.2. are undertaken as provided for in the Policy Framework;
 - 6.2.4.3. are recorded by relevant public institutions on their Higher Education Management Information System (HEMIS) submissions. The candidate (or student) must be identified on the university's student information system as being registered for a collaborative or partnership degree or qualification; and
 - 6.2.4.4. are awarded a qualification for which the South African public higher education institution has PQM approval from the DHET, CHE accreditation, and NQF registration.
- 6.2.5. Qualification arrangements involving two or more South African higher education institutions must stipulate which one will report the student for HEMIS purposes and what subsidy revenue-sharing arrangements will apply.
- 6.2.6. A student registration at a public higher education institution in South Africa for a collaborative or partnership degree or qualification attracts the same input and output subsidy as if it were only registered at the South African higher education institution.
- 6.2.7. Students must sign a *Cotutelle* Agreement, which is a legally binding agreement.
- 6.2.8. Programmes leading to a collaborative or partnership degree or qualification must:
- 6.2.8.1. stipulate the time to be spent by the student at both (or all) partner institutions;
 - 6.2.8.2. stipulate substantial contributions by each of the partnering institutions;
 - 6.2.8.3. be regulated by an institutional-level Collaboration or Partnership Memorandum of Agreement between two or more higher education institutions involved;

- 6.2.8.4. feature a jointly developed and integrated curriculum;
- 6.2.8.5. feature a single research topic resulting in a single dissertation or thesis;
and
- 6.2.8.6. generally, not involve an extension of the normal duration of the programme.

6.2.9. The Collaboration or Partnership 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 institution(s) 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.

6.2.10. Certificates issued by each collaborating institution must attest to the award of the qualification, in which case each certificate must refer to the collaborative nature of the qualification, and specify that the qualification is being conferred in conjunction with another institution (or other 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, where relevant.

6.2.11. South African higher education institutions offering collaborative degrees with foreign universities must also issue a transcript and a transcript supplement.

6.3. Cross-border provision of higher education programmes

6.3.1. The DHET registration of private higher education institutions and CHE accreditation are only valid and applicable for programmes provided in South Africa.

6.3.2. The CHE has no authority to accredit programmes offered in other countries. Over time, the CHE may decide to develop agreements with Quality Assurance (QA) agencies in foreign countries to set out reciprocal procedures and recognitions.

6.3.3. Registered private higher education institutions in South Africa that wish to set up branch campuses outside the borders of South Africa, in order 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 their operations will be located and comply with all the regulations of that country; and must report to the DHET.

6.3.4. South African public higher education institutions are not permitted to set up branch or satellite campuses or enter into franchise agreements with institutions outside the Republic of South Africa. However, South African public higher education institutions may offer cross-border degree and/or certificate programmes that are accredited by the CHE and registered on the NQF, but must report the details of such offerings to the DHET.

6.3.5. With some exceptions, South African public higher education institutions are permitted to offer institutionally approved short learning programmes in other African countries. The higher education institutions must enter into a formal Memorandum of Agreement with the host African government.

6.4. Cross-border collaborative qualifications

6.4.1. Four principal types of cross-border collaborative degrees or qualifications are identified and discussed, namely:

6.4.1.1. Type 1: Co-badged;

6.4.1.2. Type 2: Joint;

6.4.1.3. Type 3: Consecutive; and

6.4.1.4. Type 4: Double or dual.

6.5. Type 1: Co-badged degrees or qualifications

6.5.1. Type 1 qualifications are to be termed “co-badged” degrees or qualifications and are permitted and encouraged, provided that the conditions set out in the Policy Framework for such degrees or qualifications are met.

6.5.2. Type 1 qualifications are the result of collaborative or partnership programmes in terms of which a part of the curriculum is offered by a partner(s), but where the degree is (a) accredited by the relevant QA authority in the country in which the

enrolling institution is located, and (b) awarded by the enrolling institution only. The degree-awarding higher education 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 partner(s).

6.5.3. The degree-awarding higher education institution takes responsibility for the curriculum. The contribution of the other institution(s) is limited to provision of:

6.5.3.1. one or more modules and/or learning programmes, which the degree-awarding institution recognises towards the degree (but limited to 50% or less of the total credit value of the qualification);

6.5.3.2. advice about the curriculum; and/or

6.5.3.3. co-supervision (in the case of a research student) in terms of a formal, institutional-level collaboration or partnership agreement (see **Annexures A and C** for the relevant templates).

6.5.4. The degree-awarding institution issues an academic transcript and a transcript supplement. There is no degree supplement. Where the partner higher education institution has enrolled the student for one or more modules and/or learning programmes (usually as an occasional student) it, too, will issue an academic transcript and a transcript supplement.

6.5.5. 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 the transcript supplement.

6.6. Type 2: Joint degrees or qualifications

6.6.1. Type 2 qualifications are permitted.

6.6.2. Type 2 collaborative arrangements involving two or more South African institutions, together with international partners, in consortia agreements of institutions offering shared degree programmes are also permitted.

6.6.3. A joint degree is awarded by an agreement of the partner institutions on successful completion of a jointly offered single study programme by two (or

more) higher education institutions. If, for any reason, 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.

6.6.4. Upon completion of the study programme, the student is awarded:

6.6.4.1. a single certificate issued and signed jointly by the authorised officers of the two (or more) higher education institutions involved in the programme; and

6.6.4.2. a degree supplement that explains the nature of the collaborative programme and that the collaborative programme led to a single piece of work (a single deed) and a single, jointly awarded qualification.

6.6.5. The programme partnership agreement must specify that the graduate will be required to ensure that he or she uses the qualification as a single qualification.

6.6.6. A graduate of a joint PhD between the University of XYZ and ANOU (another university) must not style the qualification/degree as “PhD (XYZ), PhD (ANOU)” but must style it as “PhD (XYZ & ANOU)”. The same applies for masters degrees.

6.7. Type 3: Consecutive degrees or qualifications

6.7.1. Type 3 qualifications are permitted and encouraged provided that the conditions set out by the respective partnering institutions for these degrees are met.

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

6.7.3. South African higher education institutions may enter into agreements with international partners 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.

6.8. Type 4: Double or dual degrees or qualifications

- 6.8.1. The offering of double degrees (Type 4) by South African public and private higher education institutions is not permitted.
- 6.8.2. Double or dual degrees are collaborative or partnership programmes that lead to the awarding of a distinct qualification by each of the partners. The certificates will be typical of those issued by each institution. The phenomenon is usually termed “double or dual degrees”.
- 6.8.3. Engagement on the Type 4 collaborative partnerships and qualifications has high potential to undermine the integrity and quality of learning, in general, and collaborative qualification, in particular. Double or dual qualifications may demand less intellectual effort towards attainment of a higher education qualification than a jointly offered qualification or even a stand-alone qualification. Moreover, double or dual qualifications are the antithesis of joint or collaborative qualifications.

6.9. Risks, limitations and policy concerns related to collaborative offerings

- 6.9.1. Intellectual property (IP) and related matters must be dealt with in agreements for collaborative or partnership degrees or qualifications. The agreement between two (or more) partner higher education institutions to a collaborative or partnership degree or qualification must specifically provide for how IP will be dealt with, what the rights of the student are, and what the rights of each participating higher education institution 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 (NIPMO) in cases of uncertainty.
- 6.9.2. The standard immigration and visa requirements of the host country, and receiving institutions, must be met by students who are enrolled for cross-border collaborative or partnership programmes (Types 1, 2 and 3).
- 6.9.3. Students in cross-border collaborative programmes will cause additional expense to the South African higher education institution, and the involvement by a public HEI in international collaborative degree programmes must be in the

interests of the country and its higher education institutions. For this reason, a student at a public HEI in South Africa registered for a cross-border collaborative or partnership degree or qualification should attract the same input and output subsidy as that of a student enrolled for an ordinary qualification.

6.9.4. Experience of cross-border collaborative offerings suggests that the financial arrangements between the partner higher education 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* Agreement.

CHAPTER 7

7. INTERNATIONALISATION AT HOME, QUALITY ASSURANCE, ACCREDITATION AND ONLINE TEACHING AND LEARNING

7.1. Internationalisation at home

- 7.1.1. Internationalisation at home is the intentional integration of international and intercultural dimensions into the formal and informal curriculum for all students, within domestic learning environments. Internationalisation at home focuses on all students – not just those who are mobile – reaping the benefits of international higher education.
- 7.1.2. The internationalisation of the curriculum is the incorporation of international, intercultural and/or global dimensions into the content of the curriculum as well as into the learning outcomes, assessment tasks, teaching methods and support services of a programme of study.
- 7.1.3. Higher education institutions must 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 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. However, internationalisation of the curriculum must not negate curriculum transformation imperatives that higher education institutions in South Africa have an obligation to fulfil; the two can be carried out together successfully.
- 7.1.4. Internationalisation at home can partly be achieved through increased and/or intensified academic staff international mobility, and emphasis on the informal curriculum.

7.1.5. 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.

7.1.6. Internationalisation at home provides opportunities for internationalisation that is more cost effective than implementing exchange programmes.

7.2. Quality assurance

7.2.1. The Higher Education Act, Act 101 of 1997 (S 65D (i)) states 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”.

7.2.2. Moreover, South Africa participates in and honours regional initiatives (e.g. by the SADC and the AU) to develop regional qualifications frameworks, quality assurance networks and accreditation processes to build capacity for quality assurance.

7.2.3. The CHE (through its sub-committee, the HEQC) is the only statutory quality assurance agency for public and private higher education programmes and institutions in South African.

7.2.4. SAQA is responsible for the development and implementation of a framework for credential evaluation of foreign qualifications.

7.2.5. A South African public higher education institution offering collaborative or partnership degrees or qualifications must have:

7.2.5.1. internal quality assurance mechanisms;

7.2.5.2. PQM approval from the DHET, accreditation by the CHE, and registration on the NQF for any qualification that it wishes to offer as a collaborative qualification with another higher education institution; and

- 7.2.5.3. the means to ensure that the qualification offered by its local or international partner is accredited in terms of the accreditation regime of the partner state or country.

7.3. Accreditation

- 7.3.1. South African higher education institutions wishing to provide cross-border education must comply with the legislation and policies of the relevant agencies of the host country. Only programmes approved by the DHET and accredited by the CHE/HEQC for delivery in South Africa may be considered by South African higher education institutions for cross-border delivery.
- 7.3.2. 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 as a cross-border collaborative degree or qualification, provided that:
 - 7.3.2.1. the basis on which the higher education institution obtained these clearances for the qualification remains in place for the collaborative offering; and
 - 7.3.2.2. the higher education institution has ensured that the Policy Framework is complied with.
- 7.3.3. When a higher education institution wishes to introduce a new programme to be offered as a cross-border collaborative degree or qualification, the stipulated procedures in the legislation and policies for the development, approval and accreditation of new programmes apply.
- 7.3.4. Where necessary and appropriate, the CHE will liaise with the other quality councils (the QCTO and Umalusi) in South Africa and the relevant professional councils to quality-assure and accredit cross-border education offered by South African providers.
- 7.3.5. Foreign higher education institutions wishing to operate in South Africa must fulfil the requirements for registration and accreditation as stipulated in the Higher

Education Act and supplementary policies such as the Regulations for Registration of Private Higher Education Institutions.

7.4. Online teaching and learning

7.4.1. South African higher education institutions offering online programmes will be guided by the relevant policy on online learning.

7.4.2. All programmes offered by South African higher education institutions, regardless of mode of delivery, must comply with the stipulations in this Policy Framework and with legislation and policies that govern the offering of higher education programmes by higher education institutions in South Africa.

CHAPTER 8

8. ADMINISTRATION AND REPORTING OF INTERNATIONALISATION OF HIGHER EDUCATION IN SOUTH AFRICA

8.1. Institution-level administration and support for internationalisation of higher education

- 8.1.1. Higher education institutions have the responsibility of including administration and support for all matters related to internationalisation of higher education in their institutional structures and activities. To give effect to this responsibility, all public higher education institutions must have an internationalisation policy and/or strategy and allocate relevant functions to specific structures for the purposes of delivering on policy commitments and obligations.
- 8.1.2. Higher education institutions must comply with good practices for outbound and inbound international students (see **Annexure A** for the Code of Good Practice for International Mobility of Students).

8.2. Reporting of internationalisation of higher education

- 8.2.1. 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 DHET in the communication to institutions regarding the requirements for the Annual Performance Plan and the Annual Report.
- 8.2.2. 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 monitoring and reporting structures and processes must be avoided.
- 8.2.3. Indicators of progress on internationalisation may include:

- 8.2.3.1. improved performance on international dimensions relating to all three core mandates of the university: teaching and learning, research, and community engagement (such performance indicators needing first to be determined and put in place);
 - 8.2.3.2. increase in, for example, joint research proposals, co-publications and co-inventions. The indicators, therefore, shall include the number of agreements entered into, at any level of the institution (e.g. department; faculty, school, institute, institution etc.); and
 - 8.2.3.3. generated revenue that sustains the costs of internationalisation activities and engagements and not necessarily as profit.
- 8.2.4. The specific details of information to be reported will be agreed upon with institutions from time to time and will be included in the institutional Annual Reports.
- 8.2.5. At national level, the DHET will gather, aggregate and report information on progress with the internationalisation of higher education in South Africa from the institutional Annual Performance Plans and Annual Reports.

ANNEXURE A

9. THE CODE OF GOOD PRACTICE FOR INTERNATIONAL MOBILITY OF STUDENTS⁵

9.1. 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) pre-departure confirmation of the academic status of qualifications and of credit-transfer and recognition arrangements; and
- b) ongoing confirmation of the quality of students' learning experience at foreign partner institutions.

9.2. Provision of information to inbound international students

Higher education institutions must provide, through the institutional website and/or other means, timely, reliable and easily accessible information in English to international students concerning:

- a) the admission requirements of the study programme, including policies for admission and registration and the associated costs;
- b) the accreditation status of the study programme;
- c) the institutional quality criteria with which the study programme must comply and the institutional quality assurance arrangements assuring such quality;
- d) a description of the study programme, including duration and the qualification that will be awarded on successful completion of the programme;
- e) the examination (or comparable) regulations;
- f) the language of teaching;

⁵ Some of the stipulations have been derived 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 August 2016).

- g) any supplementary fees charged by the higher education institution to international students;
- h) the Code of Good Practice for International Mobility of Students (or whatever title an institution may decide on for the code); and
- i) the institution's student rules.

9.3. Admission and registration

- a) An international student who applies for admission and registration with the higher education institution must provide proof of the required preparatory education; sufficient language skills; and possession of the qualifications required for admission to the specific study programme.
- b) The admission requirements for a study programme are determined by the higher education institution. Prior to the registration, the higher education institution confirms that the international student meets the requirements.
- c) A higher education institution may charge a fee for the assessment of language skills, preparatory education and qualifications.

9.4. Support provided to international students

- a) Higher education institutions must comply with the relevant national legal requirements.
- b) Higher education institutions may offer to international students only accredited degree or qualification programmes and institutionally approved short-term programmes.
- 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 higher education institution determines the student progress, captures the results on the student's study record and communicates this information to the student.

- e) The re-admission of an international student is processed in terms of the standard institutional processes and rules, including in cases where a student is excluded on the grounds of not meeting minimum requirements.
- 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 will have the same opportunities for transition to alternative qualifications offered to all other students.

ANNEXURE B

10. TEMPLATE FOR THE DECLARATION AND REPORTING OF COLLABORATIVE OR PARTNERSHIP DEGREES OR QUALIFICATIONS

10.1. Annual Declaration accompanying Reporting of Collaborative or Partnership Programmes

- a) All public HEIs are required to make the following declaration when submitting their annual 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 programme of study at another public or private institution as part of a collaboration agreement.

- b) **Type 1** collaborative qualifications (co-badged) present no problem in this regard, but joint degrees (**Type 2**) do; thus, a public HEI that offers a joint degree in terms of a programme partnership agreement must qualify this declaration.

- c) The annual declaration can be replaced by one of the following:

For HEIs 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.

For HEIs that have **Type 2** collaborative or 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 2** qualifications) with [list of universities].*

10.2. Reporting of collaborative or partnership programmes

10.2.1. The reporting on internationalisation must be contextualised by institutions to reflect progress made within the institution against its goals for internationalisation.

10.2.2. The reporting on internationalisation will be part of the Annual Report of each higher education institution. The reporting must provide an update on internationalisation, showing progress made within the institution on its internationalisation goals. In any given academic year, the information to be reported must typically include the following:

10.2.2.1. number of mobility students;

10.2.2.2. number of mobility and local post-doctoral fellows;

10.2.2.3. number of mobility international staff;

10.2.2.4. type(s) of collaborative or partnership degree(s)/qualification(s); and

10.2.2.5. international partnerships, including information on:

(a) partner institution(s) outside South Africa,

(b) country/countries involved,

(c) start date of partnership,

(d) renewal date/end date of partnership,

(e) main thrust of agreement (what it entails), and

(f) any other higher education institutions in South Africa involved in the partnership.

10.2.3. Included in the information to be reported annually must be a qualitative update, including details of curriculum design or re-design and measurement of the impact of internationalisation implementation.

ANNEXURE C

11. TEMPLATE FOR INSTITUTIONAL-LEVEL MEMORANDUM OF COLLABORATION OR PARTNERSHIP AGREEMENT

11.1. Memorandum of Agreement

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

- a) the names of the parties to the agreement;
- b) the nature and scope of the agreement;
- c) that the internationalisation of higher education activities contemplated in the agreement shall adhere to the principles and guidelines of the Policy Framework; and
- d) the commencement and review dates of the agreement (open-ended agreements are discouraged).

11.1.2. The Memorandum of Agreement between the partner institutions must include the following items:

- a) a statement and proof of full compliance with all the national and institutional regulations for the awarding of masters or doctoral degrees of both the South African HEI and the foreign partner(s);
- b) 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);
- c) stipulations regarding a liaison mechanism for coordinating the collaboration between appointed representatives from the partner institutions;
- d) stipulations regarding the requirements and procedures for the recruitment, admission, selection and registration of students;
- e) stipulations regarding the period(s) of residency at the South African HEI and the foreign partner(s);
- f) stipulations regarding the programme structure and supervision;

- g) stipulations regarding examination, including specific stipulations regarding the composition and functioning of the joint examination committee; and an agreement that the decision of the joint examination committee applies to both/all of the partner institutions (none of the institutions may award the degree if the joint examination committee did not recommend it);
- h) stipulations regarding student complaints;
- i) stipulations regarding disciplinary measures;
- j) stipulations regarding intellectual property;
- k) stipulations regarding the degree certificates and degree supplements; and
- l) stipulations regarding the graduation ceremony/ceremonies.

11.1.3. In the case of joint degrees (**Type 2**), the rule that students are normally not allowed to be enrolled simultaneously at more than one university is waived per special Senate decision.

ANNEXURE D

12. TEMPLATE FOR THE DEGREE SUPPLEMENT

12.1. The holder of the qualification

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

12.2. 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

12.3. Level of the qualification

- a) Level on the National Qualifications Framework (NQF)
- b) Length of programme
- c) Information on the minimum qualifications necessary to be considered for entry to the programme leading to this qualification

12.4. Contents and results gained

- a) A list of modules, levels of modules and credit values of each module, with 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.

12.5. Articulation and professional status

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

12.6. Information on the national higher education system(s)

- a) A description of higher education in South Africa with a diagram of HEQS-F levels

12.7. 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 E

13. 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 (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 will not be permitted to style herself/himself as PhD (University A), PhD (University B) but would have to reflect it as PhD (University A & University B).

Article 12

The signatories to 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	

ANNEXURE F

14. TEMPLATE LETTER OF UNDERTAKING BY A HIGHER EDUCATION INSTITUTION ON STUDENT VISA APPLICATION

Undertaking by University XXX

Dear Sir/Madam

NAME of STUDENT:

STUDENT NUMBER:

PROGRAMME (QUALIFICATION):

This letter serves to confirm that XXX [name of student] has been accepted for postgraduate studies at the University of XXX [name of institution]. We support his/her application for a study visa from 1 January [year] until 31 December [year].

This letter also serves to confirm that in terms of **Regulation 12 (1) (b) of the Immigration Act, Act 13 of 2002 as amended (2004)**, the University of XXX [name of institution] herewith undertakes to:

- i. provide proof of registration as contemplated in the relevant legislation within 60 days of registration; or
- ii. in the event of failure to register by the closing date, provide the Director-General with a notification of failure to register within 7 days of the closing date of registration;
- iii. within 30 days of de-registration, notify the Director-General that the applicant is no longer registered with the University; and

- iv. within 30 days of completion of studies, notify the Director-General when the applicant has completed his/her studies or requires to extend such period of study.

The student is not taking up a place of a South African citizen.

Kindly issue the student with a study visa from 1 January [year] until 31 December [year].

Yours sincerely,

The Registrar

or

International Student Advisor [or relevant Portfolio]

For Registrar