

Future International Higher Education Cooperation: Research and Academic Relations Policy Using the Example of Transnational Education (TNE)

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A photograph of a graduation ceremony at a university building. Several graduates in blue gowns with red cuffs are seen from the bottom, with their hands raised in celebration. In the background, a white building with large windows and a sign in Cyrillic is visible. Several black graduation caps with red tassels are flying through the air. The sky is blue with some light clouds.

ifa Edition Culture and Foreign Policy

Future International Higher Education Cooperation

Research and Academic Relations Policy Using the Example of Transnational Education (TNE)

Annika Hampel

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Foreword

In its “International Strategy”, the German University Rectors’ Conference proclaimed that the higher education institution of the future is a transnational one. The opportunities provided by “Transnational Education” (TNE) have increased significantly worldwide over the past few years. These include not only the mobility of students and researchers, but also the development and establishment of educational programmes abroad, strengthening the excellence of existing transnational educational programmes, supporting binational higher education institutions as well as establishing educational structures and institutions in the partner countries. The internationalisation of German higher education institutions by means of TNE is significantly supported by the German Academic Exchange Service (DAAD) through its various funding programmes.

TNE as part of Germany’s Foreign Cultural and Educational Policy (FCEP) provides the possibility for dialogue, exchange and joint cooperation projects. In this study, the author analyses different TNE models, identifies challenges and potential for the FCEP based on interviews with experts, and formulates recommendations for future cooperative efforts for higher education institutions.

I would like to sincerely thank the author, Annika Hampel, for this excellent collaboration and her commitment to this research project. My thanks also go to my colleagues in the Research Programme “Culture and Foreign Policy”, Sarah Widmaier and Anja Schön, who supported the project by providing conceptual and editorial guidance.

ifa promotes artistic and cultural exchange in exhibitions, dialogues and conferences, and acts as a competence centre for foreign cultural and educational policy. The Dialogue and Research Unit sets topics and drafts recommendations to strengthen and further develop international cultural relations. We initiate, design and moderate numerous formats to reflect on global cultural relations in events and academic publications. Our activities provide spaces for exchange and joint learning at the interface of culture and foreign policy.

Dr Odila Triebel

Head of Dialogue and Research “Culture and Foreign Policy”
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Abstract

Higher education institutions are confronted with a complexity of tasks and contexts or framework conditions which they must manage and classify. The internationalisation of higher education institutions (HEI) provides the opportunity to work with new partners in teaching, research and transfer. At the same time, competition for German HEIs in the global science market is increasing.¹ As internationalisation continues to increase, discourses on academic freedom and migration processes are also coming to the fore. Furthermore, the current digital transformation of society as a whole is also affecting scientific organisations in all areas of performance. Against the background of these profound global upheavals, the study explores the question of how future international higher education co-operation should be developed and what contribution transnational education (TNE) in particular can make to this. The study is based on a review of the literature and numerous interviews with experts. In addition, the author attended international conferences that dealt with individual aspects of the study, e.g. digitalisation in the internationalisation of German HEIs. The central finding of the study is that TNE in Germany has the potential to establish long-term, stable international HEI partnerships and is therefore a key component of Germany's sustainable research and academic relations.

¹ Cf. German University Rectors' Conference (2020: 5). "International collaboration [in the field of science] is caught [...] between co-operation and competition."

Executive Summary

The prime recommendations for action in the study on “Future International Higher Education Cooperation” – subdivided into general recommendations for TNE, digitalisation, recruiting skilled personnel, and academic freedom in connection with TNE – can be summarised as follows:

- German TNE programmes must focus more strongly on networking in order to develop synergies and added values. This **network** must focus on and be intensified at all levels: both within and outside the lines of individual programmes, together with the business community and civil society, between the ministries and their individual intermediary organisations, on both an interdisciplinary and an interregional basis. Such urgently necessary, yet enormously time-consuming activity requires (additional) financial and human resources; otherwise, it will drop back in the projects and institutions.
- **Financing** for existing TNE programmes must be sustainably secured. The experts who were interviewed for this study agreed: the long-term nature claimed for TNE, also with regard to continuous and stringent cooperation with foreign partners, is not reflected in the (short-term) financing for TNE projects. A fundamental discourse on and a realistic concept for the quantitative as well as qualitative sustainability of TNE is necessary. Instead of establishing new TNE projects, it would appear to be more sensible to improve the financial support for already existing projects for a longer period of time (experts spoke of a time frame of approx. 20 years) because establishing major projects such as binational HEIs is definitely a highly resource-intensive process.
- In future, Master’s and doctoral programmes should increasingly be developed and offered by TNE programmes with German participation, and scholarships should be provided for them. The objective for this measure is to engage **local teachers and researchers** in the medium to long term at HEIs with German participation, thus ensuring the sustainable development of binational and international programmes and institutions.
- The complexity of today’s social challenges which we face, such as climate change and migration, can only be mastered by worldwide **joint research efforts** using differentiated local perspectives and the best brains in each region. For this reason, TNE programmes with German participation should also be committed in future to carrying out joint research projects. To this end, Germany and its partner countries must allocate much more funding for the development of re-

search infrastructure in the TNE host countries. This is the first step to investments in global research networks which, in turn, can (further) decolonise common Eurocentric research practice. The development of laboratories, publishing houses, libraries, and online-based facilities in emerging and developing countries must be advanced so that the “Global South” becomes as good as the Global North in the production and distribution of knowledge.

- **Mutual student mobility** within TNE, i.e. not just from the “South” or “East” to Germany, but also from the “West” / “North” to the “South” / “East”, should be intensified with the aid of scholarship funds. This would enable a two-way exchange to develop.
- Apart from the TNE prestige projects such as the binational universities, it would be advisable not to neglect the smaller TNE projects, also with regard to their financial support. **Double degree programmes** are extremely popular: demand is much greater than supply. The experts therefore recommend that double degree programmes should be developed with German participation, either at binational HEIs or in multilateral partnerships, independent of flagship projects.
- The numerous and diverse activities of **professional management** for the success of TNE programmes is frequently underestimated. Investments in highly qualified TNE research managers are important.
- The **future of TNE programmes with German participation** with regard to **location, issues and models** is specified as follows: those countries which share a joint colonial past with Germany should be taken into greater account when determining the location for a TNE, such as Latin America (e.g. Argentina, Chile, Paraguay, and Mexico) which has previously been underrepresented. First and foremost, however, partners should be selected according to the issues to be dealt with in the TNE programmes. This could result in the possibility of future cooperations with industrial nations such as Japan or Australia in German TNE programmes. Furthermore, together with their international partners, all German TNE programmes should always contribute towards the achievement of the Sustainable Development Goals. In future, the effect of art and culture should also play a role in international academic cooperations. Until today, the link between science and art/culture, such as the interaction between scientists and artists in residency programmes when dealing with and answering a globally relevant question, resulting in different forms of expression and conveyance, is as yet an untapped potential. Future TNE programmes with German participation must rely on needs-oriented, innovative and practice-related educational programmes (keyword: University of Applied Sciences model).

- In general, further (internationally comparable) **research on TNE programmes** is required, whereby special attention should be paid to the key players in the TNE market, powerful TNE providers and often frequented TNE locations. Germany's direct neighbours and European TNE competitors such as the Netherlands, Bulgaria, Ireland, and Poland must also be included. Apart from best practice examples, a serious look should also be taken at TNE programmes which have failed, as these provide significant insight. The **country-to-country studies** on TNE programmes should focus especially on qualitative aspects in their research and include the perspectives of the partners in the host / target countries because these have previously been neglected in TNE studies. Additionally, TNE projects should be provided with financing for the time and resource intensive implementation of evaluations and so-called destination surveys of their graduates as part of the institute's or project's own quality analysis. Even today, it is still unclear where TNE graduates go, including whether or not they are connected there to their home countries or what impact they have in their home country if they do not remigrate.
- The **principle of partnership**, claimed by TNE programmes with German participation, must be examined critically in the reality of concrete projects. A continuous dialogue on the limitations of gender equality and the equal rights of the partners is the first step towards fair cooperation. The term *Justainability*² has existed of late in this debate. It states that only fair structures and processes in a global cooperation will allow a sustainable partnership to develop. Unperceived or repressed colonial structures and patterns of thought must also be deciphered and reprocessed in this dialogue. Basically, an awareness for the asymmetry must be raised. The second step is to administer and control the finances, irrespective of their source, and distribute them evenly among all of the players involved in an international higher education cooperation such as TNE. This step will probably be the most effective one. Joint financial responsibility will make the cooperation fairer and more democratic (cf. Hampel, 2015: 320 et sqq.). This will enable the so-called Global South to shape its own internationalisation based on its specific interests, needs and values, and depending on the individual context in which the partnership operates. A general recommendation can be derived from these recommendations which is part of the findings of *Fair Cooperation*, a study on partnerships between the so-called Global North and the so-called Global South in foreign cultural and educational policies (cf. Hampel, 2015): "**Cooperation varies between process and goal orientation.**" [Kooperationsarbeit bewegt sich zwischen Prozess- und Ergebnisorientierung] Due to

² Quoted from <https://www.fes.de/en/together-towards-justainability> [accessed on 2020-03-18].

limited time and financial resources, the focus is generally placed on the result, so that little attention is paid to the process of cooperation. But good processes, which establish the dialogue between the partners, form the basis for a successful cooperation and thus also for the successful outcome of such a cooperation. Accordingly, the cooperation during the development process is at least as important as, if not even more important than, the cooperation with regard to the outcome.

- The challenging endeavour of **digitalisation** in teaching and research as well as in the internationalisation of German HEIs must be given the highest priority and be controlled from a central position by the federal government. If German HEIs (including their TNE programmes) are to be made digitally sustainable for the future, investments must be made: in time, money, strength, and courage. To legitimise these investments, agreements must be reached on uniform and binding objectives in the digitalisation of HEIs, university education and research. Experience in the digital transformation of teaching, degree courses, research, and the administration of partner universities from this international cooperation can support this, as can the experience gained from large networks and platforms. Additionally, a continuous discourse which critically reflects the digitalisation of German HEIs must be ongoing, as has already been initiated by the German Academic Exchange Service (DAAD) and others, because this new digital learning and conducting of research together requires a changed space, both real and virtual, as well as changed legal parameters. Thus, political decision-makers must also participate in the discussions on the future of Germany's digital HEIs.
- Degree programmes at a Master's and doctoral level are especially rare in development cooperation countries. As a result, young Bachelor graduates from TNE programmes with German participation migrate to countries of the so-called Global North in order to complete their post-graduate degree (keyword: **brain drain**). In future, therefore, TNE programmes must offer Master's and doctoral degree programmes for which scholarships are offered, because a post-graduate programme often exceeds the financial means of Bachelor's graduates from emerging and developing countries. Furthermore, those TNE programmes which aim at training and recruiting **skilled personnel for the local labour market** should also receive increased support to prevent brain drain.
- **Academic freedom** is an endangered resource worldwide. There are a number of partner countries for TNE programmes with German participation in which academic freedom is restricted and scientists are persecuted. Until now, there

has been no consistent approach to dealing with these “difficult” partners. German TNE should reach an agreement on a joint procedure. Scientific literature also suggests that a globally binding definition of academic freedom should be found (cf. Altbach, 2016: 251), that a digital map of the current situation of global academic freedom should be provided, which includes trends regarding threats and crises as an early warning system, and that violations of universally defined academic freedom should be punished, for example by terminating a cooperation.

In future, according to the German University Rectors’ Conference, it will be decisive that Germany offers worldwide access to its education system (cf. German University Rectors’ Conference, 2012: 16). Using the recommendations for action presented here, it can be decided which political measures in the TNE sector would be best for the future research and academic relations policy of the Federal Republic of Germany.

1. Introduction: Existing Situation and Central Issue of this Study

When embargoes are in force and foreign policy relations of the economic sector divide countries, when nuclear weapons are being upgraded and the foreign policy sector of security is at risk, science – and culture – can act as a connecting element for understanding, dialogue and cooperation (cf. German Academic Exchange Service, 2017: 4, German Federal Ministry of Education and Research, 2019a: 44). The prepolitical sphere of science thus acts as a door opener and a bridge builder. “Science for Diplomacy” is an integral element of Germany’s foreign policy.³ Willy Brandt, German Chancellor from 1969 until 1974, defined Germany’s Foreign Cultural and Educational Policy (FCEP) as the “third pillar of foreign policy”. Part of this foreign cultural and educational policy is the research and academic relations policy (cf. Fromm: 2017: 129), which is dealt with in this study.

In times of great geopolitical challenges such as crises, conflicts and wars due to a rising wave of nationalism, the increase in autocratic regimes and competition among the world’s most powerful countries⁴ as well as the resulting fragility of multilateral systems and alliances which are taken for granted, international higher education cooperation has become more important than ever. Oriented towards partnership (as the transnational education programmes (TNE) with German participation claim to be) they build trust in the host country.

TNE programmes are an essential and rapidly growing element of the internationalisation process that HEIs are undergoing worldwide (cf. Fromm, 2017: 109 et sqq.),⁵ on the one hand, due to the increasing demand for university education, and on the other because they have become extremely popular due to the exceptional international visibility they generate for their initiators, such as Germany and German HEIs, and their host countries, primarily in Asia, according to diverse experts who were interviewed for this study (→ 4).

³ For more detailed information on Science for Diplomacy, please refer to the ifa’s study on “Insights from International Benchmarking of German Science Diplomacy” by Andreas Obser (unpublished document), especially Obser (2015: 19) as well as the speech by Georg Schütte, held at the DAAD Leaders’ Conference in Bonn on 13 November 2019 at [https://www2.daad.de/der-daad/daad-aktuell/de/75656-science-diplomacy-zwischen-anspruch-und-wirklichkeit-/](https://www2.daad.de/der-daad/daad-aktuell/de/75656-science-diplomacy-zwischen-anspruch-und-wirklichkeit/) [accessed on 06/02/2020].

⁴ Michelle Müntefering, Minister of State for International Cultural Policy at the German Federal Foreign Office, also talks of “competing narratives”; see <https://www.sueddeutsche.de/kultur/michelle-muntefering-ueber-kulturpolitik-wettbewerb-der-narrative-1.4015687?reduced=true> [accessed on 19/01/2020].

⁵ In scientific literature, the internationalisation of HEIs is understood to be a carefully planned and thus intentional process for the improvement of teaching and research, based on a variety of preconditions, and as a contribution for society or the international community, according to Hans de Wit, Director of the Center for International Higher Education at Boston College; see <https://www.universityworld-news.com/post.php?story=20190722112900397> [accessed on 2020-01-19].

1. Introduction: Existing Situation and Central Issue of this Study

No internationally uniform or recognised definition of TNE exists as yet, because no definition has been able to reflect the diversity of forms of TNE programmes, which differ greatly from country to country, depending on the national academic system (cf. for example Tsiligiris/Lawton, 2018: 223). This study, therefore, shall be based on the following definition of TNE, often quoted in scientific literature:

“All types of higher education study programmes, sets of study courses, or educational services (including those of distance education) in which the learners are located in a country different from the one where the awarding [Author’s note: or supporting] institution is based.” (Council of Europe and UNESCO Convention 2002, Sect. 1)⁶

This definition makes it clear that not only students and scientists are increasingly mobile, but also the programmes themselves or those who provide these programmes (cf. Küppers/Pusch/Uyan-Semerçi, 2016: 270). The German Academic Exchange Service (DAAD) and the German Centre for Higher Education Research and Science Studies (DZHW) (2019: 42) talk about the “mobility of contents, structures and institutions”. Thus, in Great Britain, apart from TNE, the term “international programme and provider mobility” (IPPM) is also used increasingly frequently (British Council, 2019: 6).

Giorgio Marinoni, Manager of Higher Education and Internationalization at the International Association of Universities (IAU), opposes the trend towards developing and establishing educational programmes abroad, strengthening the excellence of existing transnational educational programmes, promoting binational HEIs as well as establishing educational structures and institutions in the partner countries by stating that student mobility continues to be the focus in the internationalisation of higher education institutions (cf. Marinoni, 2019: 127).

This study would like to contribute to the question of which forms of German HEI partnerships will, in future, develop the greatest potential abroad and how they should be designed in order to do so. The focus lies in particular on transnational education (TNE). Furthermore, new forms of TNE are discussed. Some of the questions which guided this study were: In which regions or countries will future higher education cooperation be particularly promising and sustainable? For which of the challenges faced by HEIs could the FCEP achieve a special added value? Can those ministries which have previously provided complementary support develop even stronger synergies? How do German TNE programmes measure up in comparison with those of other countries? How can TNE programmes further facilitate access to local education as well as playing a special role in policy issues, such as ensuring academic freedom?

⁶ See Küppers/Pusch/Uyan-Semerçi (2016: 270).

2. An Overview of TNE in Germany

All TNE programmes in Germany pursue one objective: the development of degree and educational programmes abroad, for which the German HEIs bear the essential academic responsibility. There are three different formats into which the German TNE programmes can be subdivided:

1. German degree programmes (or: study modules) abroad,
2. Foreign universities (or: faculties) with German support, as well as
3. Branches of German HEIs abroad.⁷

Apart from these three German TNE models, there are also several other models:

4. The so-called *International Branch Campus (IBC)* as a branch of a university abroad,
5. Franchise degree programmes, as well as
6. Validation (cf. German Academic Exchange Service, 2012: 8 et seq.).⁸

Models 4 to 6 are independent rather than cooperative forms of TNE. Germany, on the other hand, relies on the principle of partnership (→ 5.11) in its TNE. Thus, the TNE models IBC, franchising and validation have rarely been offered by Germany as yet (see German Council of Science and Humanities, 2018: 112, German Academic Exchange Service, 2017: 5). The partnership approach means, in turn, that German HEIs include the partner's perspective, its context and requirements in their TNE work. German TNE programmes are a component of the partner country and its field of education. Ideally, they are integrated and accepted in the local academic system.

⁷ See German Academic Exchange Service (2012: 7).

⁸ In the validation and franchise models, the infrastructure and human resources of an existing domestic HEI are used, but the foreign university is responsible for the degree programme and the completion of a course of study. This reduces costs and intensifies the competitive situation. On the other hand, this can also be a strategy for providing programmes in English at German HEIs, which are offered in other countries. In 2017, the German Council of Science and Humanities (Wissenschaftsrat/WR) drew up a review and a statement on this form of cooperation. Under the generic term of "programme-related cooperation", it differentiates between (A) franchising HEIs' own degree programmes, (B) validating the curricula of other institutions, (C) the systematic recognition of qualifications acquired outside HEIs, and (D) external examinations. The WR assessed programme-related cooperation with external institutions positively when the HEI providing it retained control and sovereignty of the content offered [accessed on 2020-06-06]. See also Knight/McNamara (2017: 16 et sqq.), Fromm (2017: 86 et sqq.), Alam/Alam/Chowdhury/Steiner (2013: 2 et seq.), Purinton/Skaggs (2017: 314) and Rüländ (2014: 184).

2. An Overview of TNE in Germany

At the same time, the connection to Germany in TNE programmes originating from Germany is extremely important. Among other things, it is established through the development of the curriculum, language training, study visits and internships in Germany as well as through teachers from Germany (cf. Fromm: 2017: 93).⁹

In half of the TNE degree programmes covered in this study, lessons are taught completely or partly in German, irrespective of the subject matter (cf. German Academic Exchange Service and German Centre for Higher Education Research and Science Studies, 2019: 46). Three-quarters of the TNE students take German lessons as part of their compulsory curriculum. Promotion of the German language is the declared objective of Germany's foreign cultural and educational policy in general, but also with regard to TNE (see German Federal Foreign Office, 2018: 144 et sqq., German University Rectors' Conference, 2012: 33).

98 per cent of all TNE students have the option of completing part of their degree programmes in Germany without losing any time and with full credits for their academic achievements. For one-third of them, a stay in Germany is even compulsory (see German Academic Exchange Service and German Centre for Higher Education Research and Science Studies, 2019: 16, 46, German Academic Exchange Service, 2017: 6, German Federal Ministry of Education and Research, 2019a: 10). In some TNE programmes, it is even possible to write the thesis in Germany.

In 52 per cent of the TNE degree programmes covered in this study, the degree from a German HEI is awarded as the sole degree or in combination with a foreign degree as a Double or Joint Degree. Furthermore, TNE programmes exist in which the degree is acquired from an HEI in the student's home state but the degree programme in question is, however, accredited in Germany. This applies for 13 per cent of the degree programmes covered here.¹⁰ The German-Jordanian University (*Deutsch-Jordanische Universität/DJU*), the German University in Cairo (GUC) and *the German University of Technology* in Oman are the three largest and most popular binational universities with German participation (see German Academic Exchange Service and German Centre for Higher Education Research and Science Studies, 2019: 44). They award local degrees, contrary to the Vietnamese-German University (VGU), which awards a German degree. Generally, students attempt to gain German or international accreditation for foreign degrees. German degrees

⁹ An expert asked, "What is 'German' about our binational uni?" And he answered his own question, "Lessons held in German, European values, European traditions of academic learning and vocational training." (→ 4.3)

¹⁰ See German Academic Exchange Service and German Centre for Higher Education Research and Science Studies (2019: 46), Knight/McNamara (2017: 21), Marinoni (2019: 114).

2. An Overview of TNE in Germany

have a high reputation worldwide, as do degrees from Great Britain, Switzerland and the USA. They enable students to enter the Western labour market, which also entitles them to a longer-term residence visa. “Dual Degree Programmes” or partnerships are described as the most egalitarian TNE model (cf. Tsiligiris/Lawton, 2018: 45-66, 220-225).¹¹ Furthermore, it is often Master’s or doctoral programmes which counteract brain drain, because they do not tempt students to complete their postgraduate education (a Master’s or doctoral degree) abroad. Instead, they encourage them to complete it in their home country or home region (→ 4.2). Apart from binational universities, German degree programmes abroad are the most common TNE model (cf. Marinoni, 2019: 139, 145). They are dealt with in more detail in the section on recommendations for action (→ 5.6).

With regard to the distribution of subjects, a total of 63 per cent of all TNE students prefer the STEM subjects (cf. German Academic Exchange Service and German Centre for Higher Education Research and Science Studies, 2019: 44). TNE also stands for guaranteed success in a student’s studies: if the Bachelor’s degree is acquired at a TNE institution, the Master’s degree will probably be successfully completed in Germany, because the TNE serves as preparation for studying in Germany, providing both language courses as well as subject-specific and intercultural preparatory courses (→ 4.2).

The DAAD summarised the current development of German TNE in its report for 2018¹²:

“In 2018, over 32,000 young people in 35 countries around the world were already studying in degree programmes offered transnationally, German-language degree programmes and at binational universities. This figure increases by 8 per cent every year. The transnational commitment of German HEIs is funded by the DAAD with funds from the German Federal Ministry of Education and Research (BMBF) as well as from the German Federal Foreign Office (AA) and, in some cases, from the German Federal Ministry for Economic Cooperation and Development (BMZ). In its cooperation with the various actors abroad, Germany relies on a partnership approach and on cooperation on an equal footing.”¹³

¹¹ See also Purinton/Skaggs (2017: 270 et seq.).

¹² The DAAD’s Annual Report for 2019 is expected to be published in April 2020. Thus, the figures for 2019 could not be taken fully into account in this study.

¹³ Quoted from <https://www.daad.de/presse/pressemitteilungen/de/67905-anschlussfaehig-fuer-forschung-politik-und-wirtschaft-tagung-zu-transnationaler-bildung-in-berlin/> [accessed on 2020-01-19], see also German Academic Exchange Service (2019c: 10, 80 et sqq.) and Fromm (2017: 90).

2. An Overview of TNE in Germany

Meanwhile, in 2019, approx. 33,000 young people were registered as students in a total of 276 basic and 283 post-graduate programmes, respectively, in 36 countries and over 60 locations.¹⁴ Thus, since 2015, there has been average growth of 16 per cent in the number of registered students.

2.1 TNE Sponsors in Germany

Since 2001, the DAAD has systematically been sponsoring the foundation of transnational universities and German educational programmes abroad (cf. German Academic Exchange Service, 2012: 6).¹⁵ The activities of the DAAD are financed by the German BMBF, the AA and the BMZ. While the BMBF primarily supports programmes and institutions for the internationalisation of German universities and their global competitiveness for the best talent, the AA is committed to cultural and knowledge diplomacy to present Germany as a modern and innovative country and establish sustainable networks. The focus is on providing knowledge of Germany and its culture and competency in the German language, and this is developed and enhanced: “The German Federal Foreign Office especially supports academic mobility from a foreign policy perspective, thereby contributing to the transfer of intercultural skills and the graduates’ connection to Germany.” (German Federal Ministry of Education and Research, 2019a: 9). The BMZ works in the field of TNE to support emerging and developing countries in the development of competence and structures in their academic sector.¹⁶

2.2 German TNE Models in this Study: Binational Universities, Centres of Excellence and Postgraduate Schools

The opportunities and risks as well as the possibilities and limits of institutional TNE, such as the German binational universities abroad, are discussed in this study.¹⁷ The five largest binational universities with German participation in Cairo, Amman, Muscat, Istanbul, and Ho Chi Minh City combine 67 per cent of the TNE students recorded. This clearly shows Germany’s focus on the foundation of binational universities (see German Academic Exchange Service and German Centre for Higher Education Research and Science

¹⁴ Cf. German Academic Exchange Service and German Centre for Higher Education Research and Science Studies (2019: 16, 42).

¹⁵ See also <https://www2.daad.de/presse/pressemitteilungen/de/52138-absichtserklaerung-zur-gruendung-einer-deutsch-ostafrikanischen-hochschule-unterzeichnet/> [accessed on 2020-01-19].

¹⁶ Regarding the specific roles and motives of the German sponsors BMBF, AA and BMZ, see for example Rüländ (2014: 183), Tsiligiris/Lawton (2018: 23 et seq.) and Fromm (2017: 226 et sqq.).

¹⁷ In addition, the IBCs (for example from the USA) are also examined in more detail.

Studies (2019: 44), also because the binational universities are a collaborative TNE model.¹⁸ In total, there are 11 binational universities with German participation, three of which are included in this study: the Vietnamese-German University (VGU)¹⁹, the German-Mongolian Institute of Resources and Technology (DMHT)²⁰ and the German-Kazakh University (DKU)²¹. Each binational university has its own history of origin, specific objectives and sources of financing, which cannot be dealt with individually in this study.²² It must be emphasised that, legally and financially, the binational universities are fundamentally institutions of the respective host country (see German Academic Exchange Service, 2017: 5). The experts were ambivalent in their assessment of this situation (→ 3). On the one hand, it enables the institutions to fit better into the local HEI landscape, while on the other hand, Germany's power to act in binational HEIs is severely limited because local laws must be reconciled with the laws of Germany.

Apart from binational HEIs, the expertise of representatives from the following TNE facilities is also included in this study so as to gain a comprehensive insight into the complexity and diversity of TNE in Germany: the German Colombian Peace Institute CAPAZ (*Instituto Colombo-Alemán para la Paz*) as one of the five Centres of Excellence as well as the SDG Graduate Schools in Ghana²³ and Ethiopia²⁴.

"The Centres of Excellence are intended to highlight the special strengths of German science and to promote international networking, especially in the training of young researchers," stated the German Council of Science and Humanities (2018: 42).²⁵ Apart from the Centres of Excellence, there are also ten centres of expertise in Africa, whose purpose

¹⁸ See <https://www.daad.de/de/infos-services-fuer-hochschulen/binationale-hochschulen/> [accessed on 2020-02-09], Marinoni (2019: 114, 139), Fromm (2017: 88 et sqq.).

¹⁹ For details on VGU, see for example: <https://www2.daad.de/presse/pressemitteilungen/de/66193-10-jahre-vietnamesisch-deutsche-universitaet/> [accessed on 18.1.2020] and Fromm (2017: 162-187).

²⁰ For information on DMHT, see for example: <http://www.gmit.edu.mn/site/index.php/> [accessed on 2020-01-18].

²¹ For information on DKU, see <http://www.dku-projekt.de/> [accessed on 2020-02-08].

²² Regarding the individual diversity of binational HEIs, see for example German Academic Exchange Service (2019b: 12), Fromm (2017: 94 et sqq., 230 et sqq.).

²³ <https://www2.daad.de/der-daad/daad-aktuell/de/63119-sdg-graduiererkollegs-die-kunst-der-nachhaltigkeit/> [accessed on 2020-02-08].

²⁴ <https://www2.daad.de/der-daad/daad-aktuell/de/59335-klimawandel-und-ernaehrungssicherungsforschung-fuer-neue-antworten/> [accessed on 2020-01-18].

²⁵ For information on the German Centres of Excellence, see e.g. German Academic Exchange Service (2019a). For particular information on CAPAZ, see German Academic Exchange Service (2019c: 83) and https://www.hsfk.de/fileadmin/HSFK/hsfk_SonstigeDoks/FINAL_BroschueGerman_CAPAZ.pdf [accessed on 2020-01-18].

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is to assist in “improving the quality of training for managers at African universities, developing capacities for research and linking African universities and research centres with each other as well as with German partners.” (German Council of Science and Humanities, 2018: 42).²⁶ Due to the brevity of this study, the centres of expertise are not discussed here.

The programme of the SDG Graduate Schools is intended to contribute towards the implementation of the United Nations’ Development Goals with the assistance of international academic exchange. To this end, it promotes bilateral partnerships between HEIs in Germany and in development countries. SDG stands for Sustainable Development Goals.²⁷

By including classical development cooperation such as the SDG Graduate Schools in the projects covered by this study, TNE is understood here in a broader sense.

2.3 The Objectives of TNE in Germany: Development “Here” or “There”?

There are two basic orientations for TNE which depend on its motivation, i.e. its individual (efficiency) goals and the interests of the partners involved. Either they wish to promote their own development, e.g. with regard to their internationalisation, or they are focussed on the development of the host country in which the TNE is located and established. The first orientation tends to export German education and science to foreign countries within the scope of so-called flagship projects so as to attract the best talents to Germany. The second orientation focusses on developing sustainable training structures locally for the development of society as a whole. Degree programmes at a Master’s or PhD level in particular are rare in development cooperation countries, i.e. post-graduate education. To attract students to these programmes, it is necessary to first offer degree programmes at the Bachelor’s level so as to make the programmes of the individual institutions more well-known among the students.

²⁶ For information on the centres of expertise in Africa, see German Federal Ministry of Education and Research (2019a: 45) and <https://www.daad.de/de/infos-services-fuer-hochschulen/weiterfuehrende-infos-zu-daad-foerderprogrammen/african-excellence-fachzentren-afrika/> [accessed on 2020-02-09].

²⁷ Details on the programme can be found on the following websites: <https://www2.daad.de/der-daad/daad-aktuell/de/51752-mit-graduiertenkollegs-fuer-den-globalen-wandel/> [accessed on 2020-01-18].

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In detail, the experts (→ 4) gave the following reasons for their commitment to TNE from the point of view of Germany's research and academic relations policy:

- The internationalisation of German universities
- The visibility of German universities in international competition with regard to local advertising and the presentation of the performance of German universities and science²⁸
- The recruiting of skilled personnel for the German labour market or German commercial enterprises in the local labour market
- The recruitment of young scientists for German universities (keyword: "creative and best minds"; for example, Master's and doctoral students, of which there is a lack in the engineering and natural science fields)²⁹
- Access to commodity and economic markets in the host countries³⁰
- Securing the number of students at German HEIs
- Increasing the amount of third-party funds raised in competition with other German HEIs
- Use of the TNE environment in the host country as an "open lab" / "real-world laboratory" (→ 5.11)
- Enhancing, strengthening and preserving the cultural and diplomatic ties between Germany and the host country through academic exchange (keyword: Science for Diplomacy)³¹

²⁸ For information on global competition for knowledge markets, see for example German Bundestag (2017: 14 et seq.).

²⁹ Some experts object that it is in fact the creative minds who do not study TNE programmes, but rather the classic TNE target group is the financially strong middle class in a host country (see also German Academic Exchange Service, 2017: 13).

³⁰ See for example: https://www.imove-germany.de/cps/rde/xchg/imove_projekt_de/hs.xsl/alle_news.htm?content-url=/cps/rde/xchg/imove_projekt_de/hs.xsl/Deutsch-ostafrikanische-FH-setzt-neue-Akzente-in-der-Berufsbildung-in-Kenia-und-Ostafrika.htm [accessed on 2020-01-18].

³¹ For detailed information on the reasons for and objectives of TNE, see also Fromm (2017: 75, 94), Pedregal Cortés (2016: 25), vbw – Vereinigung der Bayrischen Wirtschaft e. V. [Bavarian Business Association] (2012: 104 et seq.), Neusel/Wolter (2017: 30), German Academic Exchange Service (2012: 10), *ibid.* (2015b), Rüländ (2014: 184-188).

and on the development side:

- The internationalisation of German partner universities
- The education and qualification of local skilled personnel for the local labour market in the host / target country of the TNE so as to increase the number of local skilled personnel and managers employed (keyword: Employability)³²
- Further development of the teaching and research landscape in the TNE host country (keywords: Capacity Building and Sustainable Development)³³
- Provision of or access to high-quality education, especially in emerging and developing countries³⁴, including certificates, also for target groups which would otherwise have only restricted or even no access to this, such as women, low-income students, or refugees³⁵
- Use of the TNE environment in the host country as an open lab/real-world laboratory
- International HEI cooperation as an instrument for social transformation locally
- Enhancing, strengthening and preserving the cultural and diplomatic ties between Germany and the host country through academic exchange (keyword: Science for Diplomacy)

In some cases, the experts also stated the reasons which motivated their partners, e.g. high common gain in scientific knowledge (by focussing consistently on research) or the international visibility of the host country provided by TNE. The ability to name the other side's objectives shows that each side takes a reflective approach towards the partnership. Only in this way can the often cited 'equal footing' (cf. for example German University Rectors' Conference, 2020: 3) be achieved (see Hampel, 2015: 240 et sqq., 296 et sqq.). At the same time, one expert states that interests such as the economic and political advantages of TNE from Germany should not be concealed, particularly with regard to a trusting partnership between equal partners³⁶ (→ 5.11). If these interests are known to both sides, it will be easier to reach a transparent decision should there be a disagreement.

³² However, two experts stated that TNE graduates had no chances in their local labour market, because their education was highly theoretical and positions in the local labour market were awarded not only on the basis of a good education, but also due to personal contacts which, because of the longer stay in Germany included in many TNE programmes, did not yet or still exist.

³³ These include, for example, the promotion of soft skills and management skills, the establishment of research methods, and training in academic writing as well as in the formulation of funding applications.

³⁴ See also German University Rectors' Conference (2012: 16).

³⁵ See, for example, German Academic Exchange Service (2017: 5), *ibid* (2019b: 7, 14). According to experts, the German University of Technology in Oman offers, for example, the daughters of Omani families an education while the sons are sent abroad for this purpose. The Turkish-German University (TGU), the GUC and the German-Jordanian University (GJU) have created openings for refugee students, especially those from Syria (see for example German Bundestag, 2017: 64).

³⁶ References to statements from individually questioned experts, both male and female, are always given in a gender-free form to preserve the anonymity of the experts.

It also makes it easier to decide if the partnership can be continued or not (cf. Hampel, 2015: 240 et sqq., 296 et sqq., German University Rectors' Conference, 2020: 3).

The mix of interests of German development, German science, the German economy, and German culture are a unique selling point of German TNE. It is often not possible to identify the motives for German commitment to TNE unambiguously. Many TNE programmes from Germany have multiple motivations, but the focus is always on one of the two motives – development for Germany or for the host country – and thus considers either the German partner, including their strategy or added value, or the needs and interests of the foreign partner more. On the other hand, some of the experts interviewed (→ 4) criticised that German motivation is not taken into account sufficiently or that the needs of the host country are overlooked. It is important to note the following here, according to an expert, “Both must be borne in mind: the one will not work without the other, i.e. excellence in teaching and research as well as training young scientists.”

2.4 Potential and Challenges for TNE: an Initial Critical Discussion

Apart from the previously explained motivation, the environment in which TNE is to be established must also be considered, both in Germany and in the host country (cf. for example Tsiligiris/Lawton, 2018: 19, German University Rectors' Conference, 2020: 3). One expert determined, “Some German HEIs have been extremely naive as far as context goes.” (See also Altbach (2016: 126) It is especially the context in the host country which has an extensive influence on TNE and can even lead to the stagnation of the project, such as the Eastern African-German University of Applied Sciences in Kenya which, due to the change in government, is currently not being pursued. Kenya is not in a position (any longer) and not willing (any longer) to make a substantial contribution of its own to this project over a ten-year period, according to one expert. Other experts also reported on the challenge faced by the responsible ministries in the host / target country that there is a lack of medium/long-term continuity and, thus, hardly any understanding or support for the respective TNE. Consequently, the required financial resources are not being provided. A further reason for the lack of continuity is that, compared to the supplying countries, the host / target countries for TNE have virtually no national political strategies for TNE (see Knight/McNamara, 2017: 8). The DAAD (2014c: 8) therefore determined several years ago that “[the] clarification of framework conditions at the foreign location [is the] first of ten key criteria for the success of [TNE] projects.” The region-specific context, including the resultant needs in each case, also implies that the copy & paste method of German HEIs cannot function in such environments.³⁷

³⁷ For contextual knowledge and context-specific transfer in the FCEP, cf. also Hampel (2015: 263 et sqq., 298 et sqq.).

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Apart from local contexts, the global geopolitical situation also plays a significant role. In times of great challenges for society as a whole such as economic crises, global pandemics and wars due to a rise in nationalism, the increase in autocratic regimes and competition among the major powers³⁸ as well as the resulting fragility of multilateral systems and alliances which are taken for granted, TNE programmes have become more important than ever before, because TNE builds trust based on partnership in the host country.

Many of the internationalisation strategies of German HEIs reflect the recognition that the complexity of the challenges we face today in society as a whole, such as climate change and migration, can only be mastered by worldwide joint research efforts using differentiated local perspectives and the best brains in each region.³⁹ It must be stated here, however, that as yet not all parts of the world have been included in this discourse (→ 5.8, 5.11; see also Mbah, 2014: 316). And if cost-intensive experiments, e.g. in the natural sciences, must be carried out, the financing required for this is also only feasible today in an international consortium.

At the same time, the experts interviewed complained that, isolated from the internationalisation strategy of their own home HEI, some German initiators are implementing a TNE in the host country. Thus, at an institutional level, it was not clear why and to what end the respective German HEI is involved in a TNE (cf. also Tsiligiris/Lawton, 2018: 3, 19, 104.). This approach endangers the success and sustainability of TNE, in turn raising the question why tax money is used for TNE programmes and German HEIs.⁴⁰

Furthermore, according to some experts, TNE programmes are established without any awareness of the necessary resources for the project, particularly with regard to financial and human resources. They stated that these factors are often drastically underestimated by German HEIs. Accordingly, TNE programmes are sometimes not given sufficient consideration and started more by chance, often on the initiative of a single person from the state government or the university's management team (cf. Stearns, 2009: 142, Tsiligiris/Lawton, 2018: 3). To better assess the scope of the project, those interested in co-

³⁸ Michelle Müntefering, Minister of State for International Cultural Policy at the German Federal Foreign Office, also talks of "competing narratives"; see <https://www.sueddeutsche.de/kultur/michelle-muentefering-ueber-kulturpolitik-wettbewerb-der-narrative-1.4015687?reduced=true> [accessed on 2020-01-19].

³⁹ See also, for example, German Federal Ministry of Education and Research (2019a: 41 et sqq.) and Obser (2015: 18).

⁴⁰ In its paper on 'Guidelines and Standards in International HEI Cooperation' (cf. German University Rectors' Conference, 2020: 3) the German University Rectors' Conference also emphasises that international HEI partnerships must be compatible with the German HEI's institutional strategy.

operating can now contact the recently established DAAD Competence Centre for International Science Cooperation.⁴¹ The Centre was founded because of the rapidly changing international framework, which is becoming increasingly difficult for HEIs to judge. It provides classification and orientation for HEIs (cf. also German University Rectors' Conference, 2020: 2).

2.5 Global Learning as Part of TNE

Before actors and researchers, respectively, can search for and find solutions to global challenges they must be taught global learning during their studies (through global teaching). What this means, is that they must learn to understand that the globalised world is connected, and that viable solutions can only be developed if people maintain an overall view of global society: "Global learning sees itself as the pedagogical response to the requirements of a sustainable development of a global society, as the necessary transformation of pedagogical thinking and acting within the context of a globalised society."⁴² Global learning wants to make the connections in a globalised world visible and assess this information by changing the perspective so that it can then establish a more social justice, for example in the form of active participation. Global learning is practised in TNE, e.g. by promoting intercultural competence and cultural diversity through learning across borders and thus creating access to education in the first place for certain target groups, and teaching critical thinking and independent judgement to TNE students.⁴³ Global learning in the context of TNE and the internationalisation of university education in a world which will be more restricted in future in terms of mobility (e.g. due to pandemics such as Covid-19) is certainly a topic worth studying in more detail. The challenge in this regard is to understand and implement global teaching and learning regardless of mobility: "[...] a shift away from mobility as an elite activity and the primary means of internationalisation of the curriculum to global learning for all based on an inclusive pedagogy of intercultural encounter at home?"⁴⁴

⁴¹ See <https://www.daad.de/de/infos-services-fuer-hochschulen/kompetenzzentrum/> and <https://www2.daad.de/der-daad/daad-aktuell/de/75095-kompetente-beratung-fuer-internationale-kooperationen/> [accessed on 2020-02-26] and German Academic Exchange Service (2019b: 7).

⁴² Quoted from <https://www.globaleslernen.de/de/theorie-und-praxis-globales-lernen> [accessed on 2020-03-10].

⁴³ For more information on global learning, see e.g. UNESCO (2016).

⁴⁴ Quoted from <https://www.universityworldnews.com/post.php?story=20200501141641136> [accessed on 2020-05-19].

3. Methodological Approach: Interviews with Experts, Visits to Conferences and a Review of Literature

The study is based on a review of the literature and numerous interviews with experts. The employees at the library of the *Institut für Auslandsbeziehungen* (ifa) in Stuttgart were of great assistance in compiling existing and current literature on TNE. The literature includes publications up to 2019. Further literature on TNE can be obtained from numerous sources on the Internet, primarily practical work.

From October 2019 until January 2020, a total of 22 interviews were carried out with experts, either by telephone or in person (→ Appendix A). The basis for these discussions were guidelines with structured questions, adjusted to the individual situation during the discussion and the individual dialogue partners (→ Appendix B). Generally, the interviews lasted 60 to 90 minutes. The interview partners are sponsors of TNE, predominantly the BMBF and the BMZ, intermediary organisations such as the DAAD as well as those sponsoring or responsible for the projects of the individual TNE programmes. The TNE programmes whose representatives were interviewed in this study are: CAPAZ, DKU, VGU, DMHT, the German-Jordanian University/GJU⁴⁵, the German University Consortium for International Cooperations/DHIK⁴⁶, SDG Graduate Schools, and the TU Berlin Campus El Gouna as one of three foreign branches of German universities⁴⁷. Furthermore, experts were interviewed on the individual key focal points of this study, namely digitalisation, recruiting skilled personnel and academic freedom. The dialogue partners were selected with an eye on the objective: to be able to present the widest possible spectrum of experts with multifaceted perspectives on diverse TNE programmes from Germany.

During the interviews, the author took hand-written notes and summarised them after the interviews. The key topics of the question guidelines reflect the basic structure of this study. The collation of summaries from all interviews resulted in a 15,000 word document, i.e. a rich collection of reflections and ideas from the experts. The author ensured the experts that they would remain anonymous, as some of them requested this. For this reason, no names have been assigned in this study to the statements and quotations given herein.

⁴⁵ For information on GJU, see e.g. Geiger (2014), Jecht (2015), Fromm (2017: 144-161) and <https://www.german-jordanian.org/de/> [accessed on 2020-02-08].

⁴⁶ See <https://www.dhik.org> [accessed on 2020-01-18].

⁴⁷ For information on TU Berlin Campus El Gouna see https://www.campus-elgouna.tu-berlin.de/v_menu/about_us/history/). The second German branch campus is TUM, the *German Institute of Science and Technology Campus* in Singapore; see Krauß (2006: 113 et sqq.) and <https://www.tum.de/global/tum-asia/> [accessed on 2020-01-18]. In Chile, there is the Heidelberg Center Santiago de Chile; see <http://www.heidelberg-center.uni-hd.de/deutsch/index.html> [accessed on 2020-01-18].

This study was of great interest to the experts who work for TNE programmes. They also saw it as an opportunity to network so as to reflect jointly and hold further debates on TNE (→ 5.1). All of them asked to receive the final findings of this study.

Meetings with representatives of the German Federal Foreign Office, which commissioned this study, were held in cooperation with the ifa when the study began at the end of September 2019 (to coordinate the focus of the study), in the middle of the study at the end of January 2020 (when the intermediate findings were presented and the enhancement of individual aspects of the study was discussed) and at the end of the study in the summer of 2020 (when the final research findings were presented).

Apart from interviews with experts and a review of literature, the author also attended those conferences which addressed certain individual aspects of the study: On 7 October 2019, the author attended the HRK nexus Conference in Freiburg, Germany, on the Internationalisation of Higher Education Institutions. Here, she held her own round table discussion on “Future International Higher Education Cooperation”. Two groups of invited experts discussed possible models and formats for global partnerships in science and education with the author. On 15 November 2019, Baden-Wuerttemberg International invited participants to a conference entitled “What does digital change mean for higher education institutions?” in Stuttgart, Germany. Many of the contents presented here as well as from the subsequent discussion have been included in Chapter 4.1. of this study. On 11 January 2020, the conference “Dear White People ... Check Your Privilege!” was held in Freiburg, Germany. The author hosted a discussion panel entitled, “‘Insiders’ and ‘Outsiders’: Racialized Power Hierarchies in Academia and Field Research”. The contributions made by discussion participants from Ghana (with precisely this focus on their research), Syria (whose research focuses on Turkey), Ecuador (whose research focuses on China and South America), and Germany (whose research focuses on Australia and the Philippines) have been included in Chapter 5.11 of this study.

4. Key Issues: Digitalisation, Recruiting Skilled Personnel, Academic Freedom

The three focal points of this study, which were agreed upon in advance with the representatives of the German Federal Foreign Office, are devoted to current developments and trends in the internationalisation of science: Digitalisation, recruiting skilled personnel and academic freedom.

4.1 Digitalisation in the Internationalisation of German HEIs

While this study was being completed in March 2020, Covid-19 emerged in Germany and the country was overrun by the global coronavirus pandemic. The author followed the current debate on the digitalisation of science in the age of the coronavirus. With regard to this topic, she also took part in several virtual exchange formats and panel discussions, e.g. in the DAAD's Coffee Morning on 6 May 2020 entitled "Everything is different: digitalisation as the motor for international science cooperation in times of crisis" and in the virtual talk on "(West) Africa / Ghana: International Cooperation in Science and Research: the Current Situation and Perspectives" on 13 May 2020, which was organised by Baden-Wuerttemberg International (bw-i).

4.1.1 The Acceleration of Digitalisation at German HEIs

The crisis caused by the Covid-19 pandemic bluntly reveals the existing deficits in the digital infrastructure of German HEIs. The virus has forced the implementation of digital processes, resulting in accelerated development of the digital university. From payment orders to lectures: everything must now be carried out digitally. Digitalisation is no longer an add-on or "nice to have" in German HEIs; instead, it has become a bitter necessity for maintaining regular operations. The technology required for this is being upgraded; teachers are receiving training on how to hold digital lessons. The individual HEIs and their employees are searching for and finding individual solutions and best practices by experimenting with and testing different options. In future, the objective must be to implement digital technologies comprehensively throughout the country in a quality-assured manner (→ 4.1.2).

While management and teaching at German HEIs have mastered the digital transformation more or less well, it is more difficult to implement research in a virtual environment. Research trips are currently being postponed for an indeterminate period of time so as to minimise health risks. If researchers know each other well and wish to reflect theoretically on their research, it may well be possible to work virtually. The prerequisite is that everyone involved has good access to the digital tools required to do so (→ 4.1.2). There is no virtual alternative for those researchers who wish to collaborate but have not

yet met and/or must first carry out field research to collect data for their research. This also applies where the required infrastructure or technology is not available, for example in countries in the so-called Global South,⁴⁸ because then the potential for change and growth through digital transformation is limited or even impossible.

Generally, it can be said that digital transformation is understood as an opportunity and its potential has definitely been recognised. There is a growing awareness that it is also possible to shape mobility, relationships and cooperation in digital formats. Joybrato Mukherjee, President of the DAAD, stated in his guest article, “Learn planetary thinking! The world must change after Covid-19. Science can be a pacemaker and role model for this.” in the German newspaper *Die Zeit* at the end of May 2020, “Digital formats should replace or supplement physical encounters wherever this is appropriate.”⁴⁹ In future, more hybrid forms will probably determine our (international) collaborations in science, including both physical as well as virtual forms. This learning experience with regard to a new ability to act will also determine the future development of TNE, under the condition that all of the actors involved are digitally empowered (→ 4.1.2).

4.1.2 Digitalisation: a Trend in HEIs?

The Baden-Wuerttemberg International conference: “What does digital change mean for higher education institutions?” in Stuttgart, which the author attended on 15 November 2019 (→ Appendix C), illustrated the dilemma in which Germany currently finds itself: highly-qualified experts gave lectures on digitalisation and highly-qualified experts gave lectures on the internationalisation of HEIs. However, there was no connection between them. Such a connection has yet to be made in Germany.

The experts interviewed here and the scientific literature all agree: digitalisation at German HEIs is inevitable. Germany must accept this challenge. However, as one expert put it, the digitalisation of TNE programmes with German participation is still in its infancy. “A great deal of work” must still be done at German HEIs to make them digital, said Professor Yvette Hofmann, research advisor at the Bavarian State Institute for Higher Education Research and Planning (IHF) in Munich.⁵⁰ Digitalisation is by no means a new topic in TNE. Since 2018, it has been emphatically pointed out in scientific literature that

⁴⁸ Only 24 per cent of the African continent's population have access to the Internet. Furthermore, the connections are often unstable, e.g. due to power failures, and entail enormous costs.

⁴⁹ See <https://www.zeit.de/2020/23/wissenschaft-klima-krisenmanagement-eu-netzwerke-corona-pandemie> [accessed on 2020-06-06].

⁵⁰ Quoted from <https://www.dhik.org/aktuelles/experten-diskutieren-im-rahmen-des-dhik-forums-2019-ueber-grundlegende-veraenderungen-in-der-hochschulausbildung/> [accessed on 2020-02-25].

Germany has a deficit here which must be overcome. This applies for all of Europe, as Stiasny/Gore determined in 2016 for the British Council:

“Europe is still playing catch-up in the digital revolution, but it is well placed to be in the vanguard of new thinking on how the digital revolution can improve both quality and access to higher education as well as develop innovative models of virtual exchange and collaborative, online, international learning [...]” Stiasny/Gore/British Council (2016: 11).

On the other hand, the USA, Great Britain and China are regarded by both scientific literature and the experts interviewed as pioneers and trailblazers in the digital transformation of teaching, degree programmes and research as well as TNE (cf. Marinoni, 2019: 114, 141, vbw – *Vereinigung der Bayerischen Wirtschaft e. V.* [Bavarian Business Association], 2012: 105, Tsiligiris/Lawton, 2018: 224). The main reasons for this are:

- The necessary structures for digital processes in science already exist in these countries while in many places German HEIs are still busy developing a structure.
- Students in China, for example, can take advantage of a purely virtual mobility option. The processes required for this all operate digitally: recruiting students in the form of location marketing and information exchange on their degree programme, applications and registration for a degree programme, *blended learning*, digital data administration including the digital transfer of academic achievements.

Meanwhile, German actors and others are faced with the following major challenges: to begin studying in Germany, students must register in person at the university (keyword: compulsory for foreign students to take out German health insurance in person). To date, this has made it impossible to pursue purely virtual studies at German HEIs. Furthermore, purely virtual achievements are not accredited per se, let alone transferred digitally to the home university or the student. Additionally, contrary to China and the USA, the extent to which tuition fees can be charged and scholarships granted for purely virtual academic achievements has not yet been clarified in Germany.

The experts warn that Germany may be or has been left by the wayside, for example when looking at competitors such as China and its rapid development in the digitalisation of HEIs (as described above) (cf. German Academic Exchange Service, 2013: 50). But in the end, “distance, online education, e-learning courses / degree programmes” account as yet for only three per cent of all existing study programmes offered worldwide (Marinoni,

2019: 126, cf. also Altbach, 2016: 128, Tsiligiris/Lawton, 2018: 224). Thus, Philip G. Altbach, American author, researcher and former professor at Boston College as well as founding Director of the Boston College Center for International Higher Education, comes to the conclusion that “the revolution in distance education is still in its early stages”. (Altbach, 2016: 36 et sqq.)

There are numerous and diverse key reasons for the development of digitalisation in HEIs and their worldwide collaboration, and this is explained in more detail below. First and foremost, there are the individualisation and democratisation of HEIs as well as cost savings. However, before costs can be reduced through digitalisation, we must first invest in digitalisation!

The question posed to the experts in this study was, therefore, “Which digital means and measures are currently applied in your TNE in the fields of teaching, administration and research?” Their answers largely confirmed scientific literature such as Marinoni, Tsiligiris/Lawton, Altbach or the international HEI experts on the University World News website.

Some TNE experts indicated that they access digital tools for management purposes, e.g. making necessary arrangements between partners, during recruitment, and when selecting and supporting students, including their defence of their thesis. Other experts refuted the advantage of using digital media for operations of a general nature, due to time differences, poor Internet connections on the partner’s side and their lack of knowledge of the language which, according to one expert, “can be understood even more rudimentarily via digital channels than is already the case.”

With regard to teaching, some experts explained how they implement digital teaching formats in TNE. One expert offers an e-learning platform. Another expert spoke of “online digital lectures” consisting of face-to-face lectures recorded at the German partner HEI, including teaching slides, which students in the partner country can download. They also have access to the German HEI’s online libraries and digital databases, whereby this access is personalised on the basis of trust, i.e. students may only access this literature for themselves and their research, but not for other people, such as colleagues in their home country.

The experts agreed that the challenge faced for all these activities is the lack of infrastructure in the partner country in the so-called Global South. Only the cost-intensive development of this infrastructure would enable the digitalisation of teaching (and research) on a full scale, such as blended learning⁵¹ with the partners. Otherwise, global knowledge asymmetries will be exacerbated rather than reduced by digitalisation.

A further expert reported that, within the scope of the TNE programmes under his supervision, he forwards livestreams and videos of conferences, workshops and presentations via Facebook to the students since each student in the so-called Global South has a smartphone and transmission via this device functions better.

The majority of those interviewed responded, however, that digital teaching formats such as online learning or blended learning do not play a role in their TNE programme. The experts stated that, in future, digital media could supplement or support analogue teaching, but never replace it, because the personal exchange between students and teachers is irreplaceable for everyone involved in teaching and learning. Furthermore, the experts agreed that intercultural exchange could only be experienced through physical mobility.⁵² Another expert even went a step further, “Interdisciplinarity, internationalisation, interculturality, and finally integration can only take place through physical encounters.”

One can often read in the literature that digitalisation in science as well as transnational education will bring about new opportunities for collaboration around the globe (cf. for example German Academic Exchange Service, 2019b: 7). Thus, digitalisation is not an end in itself. The most important question in the debate on digitalisation in the internationalisation process of HEIs is, however, why do we need to digitalise at all? In other words, what are the objectives when increasing digitalisation at HEIs? Or: how can digital formats or virtual environments be implemented and used profitably in the international scientific collaboration? What opportunities and advantages result from digitalisation for HEIs and their international network? (Cf. German Academic Exchange Service, 2019b: 22 et seq.) The Baden-Wuerttemberg International conference: “What does digital change mean for higher education institutions?” as well as the discussions with the experts during this study provided the following answers:

⁵¹ Professor Olga Moskovchenko, Kazakh project leader until February 2019, excellently summarised the advantages and disadvantages of blended learning at DKU at https://www2.daad.de/medien/hochschulen/projekte/studienangebote/blended_learning_dku_om.pdf, [accessed on 15.1.2020]; see also German Academic Exchange Service (2017: 19).

⁵² Cf. also <https://www.dhik.org/aktuelles/experten-diskutieren-im-rahmen-des-dhik-forums-2019-ueber-grundlegende-veraenderungen-in-der-hochschulausbildung/> [accessed on 2020-01-16].

- The (transaction) costs of international collaborations can be reduced (keyword: Internationalization at Home, cf. e.g. Tsiligiris/Lawton, 2018: 224).
- *Blended learning* formats can be offered which enable an (intercultural) change in perspective and then, ideally, create interest in physical mobility (for example, online summer schools).
- Negative aspects of physical mobility such as environmental impacts can be reduced (keyword: effective use of resources).⁵³
- Those people who cannot travel for long periods or often can nevertheless be enabled to take part in an international exchange and become networked.
- International students can be prepared for their intercultural experience in Germany.⁵⁴
- Teaching could be individualised or personalised (keyword: Empowerment).
- Access to university education can be increased and democratised (keyword: scaling education, see German Federal Foreign Office, 2018: 137 et sqq., Altbach, 2016: 99).
- International cooperation can be cultivated more intensively and sustainably.
- Blockchain technology can be used to simplify the recognition of academic achievements acquired abroad.
- Forgery-proof diplomas can be issued using blockchain technology, thus counteracting the major problem of forged academic achievement certificates and diplomas.
- Partners in countries which restrict academic freedom can continue to be active in teaching and research (→ 4.3).
- TNE programmes can be made even more flexible and specifically adjusted to students' individual needs (cf. German Academic Exchange Service, 2017: 7).
- Smaller subjects can bundle the teaching they offer so that it becomes unnecessary to discontinue these courses entirely.
- Universities can become ever more international and internationally even more visible (keyword: profiling).
- The democratisation of science can go hand-in-hand with digitalisation: publications in Open Access, free access to research results and databases (key words: open data and open source), easier access to laboratories and places where data is gathered, which could otherwise not be accessed, etc. (keyword: scaling knowledge and → 5.11).

⁵³ See also the controversial discussion at the University of Freiburg: https://www.pr.uni-freiburg.de/pm/online-magazin/vernetzen-und-gestalten/auf-dem-boden-bleiben-oder-in-die-luft-gehen?set_language=de [accessed on 2020-02-25].

⁵⁴ See <https://www2.daad.de/der-daad/daad-aktuell/de/75373-foerdern-beraten-denken--das-ist-der-markenkern-des-daad/> [accessed on 2020-02-25].

- Scientific communication at German HEIs can be improved (keyword: audience development) and implemented at lower cost.
- Internal university collaboration can be improved.
- Digitalisation is a means of reaching good and better decisions in all social sectors because it permits us to access a variety of data. Until now, 85 per cent of all data collected in Europe is not used or assessed, according to Professor Viktor Mayer-Schönberger from the University of Oxford (a member of the Digital Council of the German Federal Government), which is a huge waste of resources and leads to bad decisions for society as a whole. Our gain in scientific knowledge could be positively changed by means of digital transformation.

The opportunities and potential of moving from digitalisation to a more agile and learning society which is no longer restricted by time or place are both significant and numerous. Why is it, then, that the digitalisation process is not increasingly accepted? The greatest challenges and risks of digitalisation currently identified can be summarised as follows:

The condition for digitalisation is a well-functioning infrastructure and (IT) technology, both in the so-called Global North as well as in its many partner countries in Africa, Asia and Latin America. The experts often criticised that such facilities are not (yet) in place. This still does not lead to increased participation and democratisation (see above), but to exclusion and inequality (cf. Altbach, 2016: 98 et seq., 119, 158 and → 5.11). In addition, digitally skilled individuals with key qualifications such as digital literacy are needed. In a digital world, the critical assessment and use of numerous data, including their sources, is mandatory (keyword: fake news). In this connection, digitalisation does not mean saving on resources (which is the long-term objective), but rather increasing resources at this point (in the short to medium term), because the participants and recipients must first become qualified in the use of digitalisation.⁵⁵ Creating a digital study module, for example, is expensive and complex; subsequently, students must be supervised and the contents continuously updated (cf. for example Tsiligiris/Lawton, 2018: 224). To increase the supply of and demand for digital teaching and learning, it would be just as important that a virtual degree programme or a virtual degree be recognised, both by HEIs and employers.

⁵⁵ See, for example, the report by a university lecturer on her experience, entitled 'My virtual seminar: what it is like and how it could be', published in the German newspaper *Tagesspiegel* on 1 June 2020: <https://tinyurl.com/yazvkg5s> [accessed on 2020-06-04]. See also German University Rectors' Conference (2020: 4).

The fear that data will be misused is another major hurdle in the digitalisation process. Some TNE experts also expressed the fear that use of digital media would expose them to eavesdropping, monitoring and censoring.

A specific overall initiative by Germany – a federal strategy – would be necessary to make HEIs “digitally fit”, according to the majority of the experts. As yet, there are individual examples of best practice carried out in HEIs concerning their digitalisation or initiatives by German federal states with regard to their digital transformation in the field of science. Examples here include the virtual University of Bavaria⁵⁶ or the university network “Digitalisation of Teaching in Baden-Wuerttemberg”⁵⁷ and Oncampus, the 100 per cent digital subsidiary of the *Technische Hochschule Lübeck* [Technical University of Luebeck] (cf. German Academic Exchange Service, 2019b: 15)⁵⁸ or the University of Konstanz with its scholarship programme for Syrian refugees in a digital format (see German Federal Foreign Office (2018: 50). Best practice examples also include the six sponsored large projects of the DAAD’s programme “International Mobility and Digital Cooperation” (IMKD).⁵⁹

As the HEIs forge ahead individually, “the great potential of digitalisation – its scalability, the opportunities for cooperation, the flexibility – [are lost],” said Muriel Helbig, President of the *Technische Hochschule Lübeck* (German Academic Exchange Service, 2019b: 23). She also states, “It may sound paradox that it is precisely the free, flexible, unconventional, even funky world of digitalisation that actually requires such conservatively definite, overarching and at least nationwide planning and incentives.”

Recommendations for Action:

If German HEIs (including their TNE programmes) are to be made digitally sustainable for the future, investments must be made: in time, money, strength and courage. To legitimise these investments, agreements must be reached on uniform and binding objectives in the digitalisation of HEIs, higher education and research. The challenging undertaking of

⁵⁶ See <https://www.vhb.org/> [accessed on 2020-03-27].

⁵⁷ See <https://www.hnd-bw.de/> [accessed on 2020-03-27].

⁵⁸ See <https://www.th-luebeck.de/hochschule/aktuelles/neuigkeiten/beitrag/2020-03-16-kostenlose-selbstlernkurse-von-oncampus/> [accessed on 2020-03-27].

⁵⁹ See <https://www.daad.de/de/infos-services-fuer-hochschulen/weiterfuehrende-infos-zu-daad-foerderprogrammen/imkd/> and <https://www2.daad.de/presse/pressemitteilungen/de/76184-daad-foerdert-sechs-grossprojekte-zur-digitalisierung-/?> [accessed on 2020-06-06].

digitalisation in teaching and research as well as in the internationalisation of HEIs must be given the highest priority and controlled centrally by the German federal government.⁶⁰ Experience in the digital transformation of teaching, studying, research and administration of partner HEIs from international collaborations can support this, as can the experience gained from large associations and platforms.⁶¹ To achieve this, an exchange must be initiated.

A continuous critically reflective discourse on the digitalisation of German HEIs must be carried out, as the DAAD is already doing:⁶² on the one hand, because universities are social spaces, spaces in which to learn and further develop thinking, and this goes far beyond the transfer of knowledge, e.g. in the form of *blended learning*. It is also about developing personality and empowerment. On the other hand, the new digital 'learning and researching together' requires changed spaces and architecture, both real and virtual, as well as changed legal frameworks. Thus, political decision-makers must also take part in the discussions on the future of Germany's digital HEIs.

4.2 Recruiting Skilled Personnel: Brain Drain, Brain Gain or Brain Circulation?

The concept of TNE, particularly the connection to Germany, contributes towards paving the way to Germany for TNE students. This inevitably leads to the question: to what extent does TNE contribute to brain drain from the host country's point of view and to brain gain from the point of view of Germany or another TNE supplying country such as the USA or Australia? In the scientific literature, brain drain is regarded as one of the greatest

⁶⁰ Starting points already exist, such as the strategy of the German Federal Ministry of Education and Research entitled '*Bildungsoffensive für die digitale Wissensgesellschaft*' [An educational offensive for the digital knowledge society] from 2016, the 2019 Horizon Report, which covers the developments of (digital) university teaching, at <https://library.educause.edu/resources/2019/4/2019-horizon-report>, the Forum on Higher Education in the Digital Age at <https://hochschulforumdigitalisierung.de/> [accessed on 2020-03-26]. Equally significant are the *Groningen Declaration* at <https://www.groningendeclaration.org/> and the *White Paper Bologna Digital 2020* at <https://hochschulforumdigitalisierung.de/de/news/white-paper-bologna-digital-2020> [accessed on 06/06/2020].

⁶¹ For example: <https://www.edx.org/> [accessed on 2020-03-26]: The learning platform edX was founded by Harvard University and MIT as a non-profit organisation to transfer traditional education to digital forms. This makes it possible worldwide to attend courses and acquire academic achievements without attending personally or having to pay the sometimes extremely high tuition fees of internationally renowned universities. On the German side, the following institutions are involved in this education platform with its approx. 20 million users to date: TU Munich, RWTH Aachen University and the University of Bayreuth.

⁶² One of the last events to take place on this topic was, for example, the international strategy conference held by the Forum on Higher Education in the Digital Age (HFD) and the German Academic Exchange Service (DAAD) on 9 and 10 December 2019 in Berlin; for further information on this event see <https://www.daad.de/de/der-daad/konferenz-strategies-beyond-borders/> [accessed on 2020-01-19].

risk factors for the partner countries of the so-called Global North – the countries of Africa, Asia and Latin America – and their overall societal development in connection with current trends in the internationalisation of HEIs and science worldwide (cf. for example Marinoni, 2019: 92).

Brain drain, according to Mbah (2014: 315)

“designates the loss of knowledge from the host country’s point of view. [...] These are highly qualified migrants who have completed a university degree in the source country and possibly already gained professional experience, but then emigrated and, since then, have had no exchange relationships of any kind whatsoever so that the knowledge and investments in their education have been lost by the source country. The target country, on the other hand, profits from this as the migrants know how to make good use of their knowledge and qualifications there.”

This sentence leads directly to brain gain, which is the acquisition of knowledge for the home country. Mbah (2014: 315) defines this as:

“Specifically, this means that a highly qualified migrant leaves their home country with the goal of acquiring further knowledge by studying – or acquiring professional experience or something similar – so that they can then return to the source country with this additionally acquired knowledge. Thus, a certain length of stay abroad is required to be able to acquire this knowledge and a wealth of experience, but this stay should not last too long so that the knowledge and experience can be applied profitably for the home country while the migrant is still of an employable age and able to pass it on in the sense of a multiplier.”

Some emerging and developing countries cannot educate their young adults themselves: “Many of these high-growth [Author’s note: emerging and developing] countries cannot educate everyone at home and send increasing numbers overseas to study [Author’s note: or to foreign providers of education in their own countries],” according to Altbach (2016: 121, see also 97, 108).

One common practice to combat brain drain in the emerging and developing countries when sending someone to another country for training or to begin studying a foreign TNE programme is to award scholarships, both from the state as well as local business enterprises, which come with a clause obliging the young person to stay with the company for a specified length of time after completing their education. The experts cited this practice, for example, in China or Mongolia. This means that, after successfully completing their

studies, graduates may not leave their own country or region for several years or must return to their home country.

Nevertheless, an imbalance remains: more students leave their country than stay at home (cf. Stiasny/Gore/British Council, 2016: 9). Altbach (2016: 123) cites the following figures: “Estimates of Chinese and Indian students choosing not to return home after their study in the United States, for example, range from 66 to 92 per cent and 77 to 88 per cent, respectively.”⁶³

This fact is not surprising, because one of the intended (if perhaps not primary) objectives of TNE providers is to attract skilled personnel for their own labour market and highly qualified graduates for a postgraduate programme at their own universities or home institutions, respectively (cf. Hoffmeyer-Zlotnik/Grote, 2019: 19, 41 et sqq., → 2). The urgent need for skilled personnel and academics, triggered by demographic change in many countries of the so-called Global North, such as Germany, Japan and the USA (keyword: ageing society), is increasing continuously and can no longer be met by skilled personnel from the EU, where currently all societies are ageing. Skilled personnel are required from non-European countries, especially from the emerging and developing countries (cf. Hoffmeyer-Zlotnik/ Grote, 2019: 70)⁶⁴: “Without immigrants, the labour force potential [Author’s note: in Germany] would decrease by 16 million people by the year 2050. Experts thus estimate the annual demand for immigrants to be approx. 500,000 people so as to maintain prosperity and stability in the country,” according to the *Bertelsmann Stiftung* [Foundation].⁶⁵ Elsewhere it states that the demand for immigrants is approx. 260,000 people from third countries, the EU and non-European countries per year until the year 2060.⁶⁶

In addition, TNE students as well as foreign or international students at German HEIs can be described as the ideal immigrant: “They are not faced with the problem that their educational degrees must be checked to verify their equivalence, and they are already familiar with both the German language as well as important cultural codes of German society,” stated the Expert Council of German Foundations for Integration and Migration

⁶³ Cf. also Altbach (2016: 158).

⁶⁴ Apart from the USA, the main home countries for skilled personnel from non-EU states are to date India, Serbia, Bosnia-Herzegovina and China.

⁶⁵ Quoted from <https://www.bertelsmann-stiftung.de/de/themen/aktuelle-meldungen/2015/juni/change-mehr-fairness-bei-der-migration/> [accessed on 2020-03-16].

⁶⁶ The most recent detailed figures are provided, for example, by *Bertelsmann Stiftung*/Fuchs/Kubis/Schneider (2019).

(2018: 58).⁶⁷ A knowledge of German and intercultural competence with regard to Germany are both a condition and a guarantee for successful migration in economic as well as social terms. Furthermore, it has been proven that offering German language courses abroad particularly strengthens incentives for qualified workers to migrate to Germany.⁶⁸

TNE offers the acquisition of both these necessary skills – language and intercultural competence – to enable successful migration, ideally cooperating with business enterprises, either locally or in the home country, to provide training and research which focuses on application and meets employers' needs (cf. German Academic Exchange Service, 2019b: 7). Accordingly, TNE can assist in enabling migrants from non-European countries to become integrated even more quickly in the host country's labour market.

The new German Immigration Act, which took effect on 1 March 2020, simplified immigration, especially that of qualified specialists, which also includes TNE graduates.⁶⁹ In particular, it aims to attract non-European specialists to Germany and keep them here for several years; Germany, and most especially its economy, would profit greatly from this (cf. *Bertelsmann Stiftung/Mayer*, 2017: 3). At the time this study was completed, it was not yet possible to estimate the impact of this Act.

However, brain drain can have a negative influence on social development in the home country if the number of emigrating specialists in certain occupational groups such as scientists, doctors and nursing staff, and engineers increases alarmingly. While doctors and nursing staff are directly recruited from the so-called Global South, irrespective of TNE, scientists and engineers are the occupational groups which are predominantly educated through German TNE programmes. The continuous emigration of highly qualified TNE graduates from TNE host countries can lead to a vicious circle: the less development which takes place in the TNE host country, the more people will emigrate to the TNE provider countries⁷⁰ – and the weaker a country is, the less its society will develop.⁷¹

⁶⁷ Cf. also Hoffmeyer-Zlotnik/Grote (2019: 71), Mbah (2014: 316).

⁶⁸ See the Brief Report 'Language acquisition before immigration: Promotion of German courses abroad pays off' published by the Institute for Employment Research (IAB) at <http://doku.iab.de/kurzber/2019/kb2119.pdf> [accessed on 2020-03-11].

⁶⁹ For more information on this Act, see for example <https://www.make-it-in-germany.com/de/visum/arten/arbeiten/fachkraefteeinwanderungsgesetz/> [accessed on 2020-01-19].

⁷⁰ This connection is disputed in the literature. There are many experts who believe that more development leads to more migration.

⁷¹ Cf. <https://africaworks.eu/2018/09/26/lets-talk-about-brain-drain-warum-der-brain-drain-auf-die-tagesordnung-gehoert/> [accessed on 2020-03-11]; see also DAAD (2014d: 2).

Thus, the *Bertelsmann Stiftung* acknowledges that the danger of brain drain must be systematically prevented by applying special regulations for certain professions and those countries which are particularly endangered (cf. *Bertelsmann Stiftung/Mayer, 2017: 4*) or suitable home countries should be selected for and by Germany.⁷² In this connection, the term Triple Win is used in the literature to describe the benefit for 1. migrants, 2. immigration and 3. emigration countries. Specifically, this means:

“The host country profits because it acquires the skilled personnel it needs, increases its tax revenue, stabilises and culturally enriches its social systems. Migrants profit because they can contribute their full potential, achieve social advancement, improve their standard of living and that of their families and enhance their personal competency and networks. The home countries, however, also profit from the integration of migrants in the labour market through the secondary effects such as funds sent from abroad and the transfer of knowledge, social resources and sometimes even investments.” (*Bertelsmann Stiftung/Mayer, 2017*)⁷³

The flows of knowledge and capital mentioned in the last part of this quotation lead to the third, often used term in the current debate on Germany as a magnet for immigrants⁷⁴, so-called “brain circulation”. Mbah (2014: 315) states: Brain circulation is used in an attempt to

“grasp flows of knowledge [...]; examples of this include highly qualified migrants who leave their home country, acquire further knowledge, gather professional experience, but then do not return; instead, they remain in an active professional exchange with their home country, ensuring the transfer of knowledge and experience.”

The experts as well as the sponsors and designers of TNE often speak of brain circulation, especially in the context of assuming that transnational activities in a globalised

⁷² In 2015, the *Bertelsmann Stiftung* published a study entitled ‘Together for a triple win – Fair recruitment of skilled workers from developing and emerging countries. Criteria and case studies for identifying appropriate source countries’ (Authors: Janina Brennan and Anna Wittenborg from the Deutsche Gesellschaft für Internationale Zusammenarbeit/GIZ [German Society for International Cooperation]); see <https://tinyurl.com/yxxcyeld> [accessed on 2020-03-11]. One expert stated: “Some countries even want to get rid of their extremely well educated citizens so as to relieve their labour market.”

⁷³ With regard to the needs of host and target countries concerning skilled personnel and the idealisation of the internationalisation of science connected with this, see also Amrhein/Baron (2013: 284, 288).

⁷⁴ For more detailed information on this, see the *Bertelsmann Stiftung* and the Expert Council of German Foundations for Integration and Migration (SVR).

world will presumably occur more frequently in future (cf. Mbah, 2014: 338). The prerequisite for this circulatory migration movement is that the migrants continue to stay in contact with their home country. If there is a high exchange ratio,

“then, apart from monetary goods, moral and cultural values can also be exchanged, especially when this leads to an increase in people’s mobility, not only that of migrants directly involved in what is happening transnationally, but also that of further members of their families, friends, acquaintances, business partners, members of organisations or similar persons,” Mbah stated (2014: 315).

Thus, qualified migrants become ambassadors or build bridges between cultures and “knowingly and unknowingly shape societies in both locations” (Mbah, 2014: 317). One expert reported on Indonesian TNE graduate engineers who, while they are employed medium to long term in Germany, have brought together “their” German engineering companies with partners and markets in Indonesia. Although this results in a brain drain, there were positive “feedback effects” in the home countries of the TNE graduates, according to the expert (cf. also German Academic Exchange Service, 2014d: 2). The DAAD (ibid) also acknowledges, “Quite a few international students and scientists decide to stay for the time being or forever in their host country and work there.” This statement coincides with the estimates of the TNE experts interviewed for this study. They confirmed that a significant percentage of their graduates from China, Vietnam and other countries come to Germany to complete a Master’s degree or to work – up to 90 per cent of the TNE graduates! (→ 5.10) On the one hand, the experts interviewed for this study confirm that many students regard their TNE degree programme as a stepping stone to Germany and other countries of the so-called Global North; on the other hand, it is unclear where the TNE graduates go (cf. also German Academic Exchange Service and German Centre for Higher Education Research and Science Studies, 2019: 44).

The DAAD assumes that skilled personnel which has already gained professional experience will return to their original home countries at a later stage (cf. German Academic Exchange Service, 2014d: 2). Mbah challenges this (2014: 317, 337): based on her investigation of the motives and processes of highly qualified people from Nigeria for migrating to Germany, she states that it is a fallacy that highly qualified specialists return to their home country after spending several years in Germany, even if they had not actually planned to migrate in the sense of emigrate, i.e. permanently. Although highly qualified migrants often state that their intended objective is to return, nevertheless very few of them actually do so. Mbah (2014: 337 et sqq.) has determined the following reasons for permanent migration:

- The length of stay in the target country plays a significant role: “The longer someone has been away from their home country, the more it becomes possible to build strong connections in the target country – and the more the migrant’s own identity and their understanding of ‘home’ also changes.”
- “Migrants can only return when they have shown themselves to be successful in the target country. In most cases, this means that they have acquired property both in their home as well as in the target country and that sufficient financial means are available which can be displayed in one way or another in their home country.”
- If migrants return permanently, then only under very demanding conditions and because of good future prospects in their home country, e.g. in the form of jobs which correspond to their qualifications, including good working conditions, and a stable political situation, including positive economic developments.⁷⁵

These research results may lead to the conclusion that brain circulation is only a very diluted form of brain drain (cf. Neusel/Wolter, 2017: 30) because, “at the end of the day, the professional and academic plans of highly educated people can only be controlled [...] to a very limited extent.” (German Academic Exchange Service, 2014d: 4).

On the other hand, there are deliberations and approaches which aim to use the internationalisation of German HEIs to create a brain gain in the home countries of foreign students. Specific measures to avoid a brain drain or to promote the development of the TNE host countries can be found especially in the development-related funding programmes of the BMZ, which the DAAD implements. One such measure is

“the provision of instruments which ease and support the return of urgently required academics to their home countries and continue to give those returning assistance there [...]. This includes [...] scholarships for reintegration and start-up grants for academics from developing countries [...]. Many of the doctoral students from emerging and developing countries who are supported by us complete their doctorate, often on development-related topics, using a “sandwich technique” in which they are jointly supervised by German and local HEI teachers.” (German Academic Exchange Service, 2014d: 3).

⁷⁵ A further problem for circular migration is that the restrictive visa regulations in Europe result in migrants preferring to stay here because repeated entry into the country, including a short to medium-term stay, can be refused.

In this way, excellent researchers are attracted by keeping them in their own country and thus reducing or even fully preventing brain drain, according to one expert. Even today,

“approx. two-thirds [...] of the majority of all BMZ-financed DAAD scholarships are awarded for a degree programme in the home country or a neighbouring state (so-called “third-country programmes”). This strengthens local structures and creates perspectives [...]” (Hoffmeyer-Zlotnik/Grote, 2019: 70).⁷⁶

Recommendations for Action:

Against the background of the development of brain drain depicted here, even more must be invested in local HEI systems as well as in creating attractive working and living conditions for academics in emerging and developing countries.⁷⁷ In addition, more TNE programmes aimed at educating skilled personnel for the local labour market should be sponsored. The BMZ sponsors TNE programmes with this objective. In future, degree programmes at a Master’s or PhD level which are lacking in particular in countries involved in development cooperation must be established in TNE and counteract the migration of young students to a country in the so-called Global North so as to complete a Master’s or doctoral degree there. Furthermore, these Master’s and doctoral programmes must also come with scholarships since postgraduate studies often exceed the financial means of Bachelor’s graduates from emerging and developing countries (→ 5.3; cf. also Mbah, 2014: 339 et seq.).

Doctorates are only offered at some TNE institutions (cf. German Academic Exchange Service and German Centre for Higher Education Research and Science Studies, 2019: 44). It has been proven that 44 per cent of all doctorates in Mathematics and Natural Sciences at German universities are completed by foreign scientists (cf. *ibid* 62 et seq., 110, 112). This trend continues in their further careers: every fifth scientist in the Natural Sciences at German HEIs comes from abroad, where they are then not available to assist in developing their own country (*ibid*: 62 et seq., 110, 112, → 4.2). Accordingly, in future it must also be possible to complete a doctorate at a TNE institution (→ 5.3).

Contrary to figures for TNE students at German HEIs, figures are available for foreign/international students at German HEIs as well as foreign graduates from German HEIs who have gone on to stay and work as a specialist. The size of this group of people is successively increasing every year, despite the high drop-out rates of international students at German HEIs. These rates are increasingly being counteracted by focussing on

⁷⁶ See also German Federal Foreign Office (2018: 52 et seq.).

⁷⁷ One example of this is the chairs funded by the DAAD.

the support offered to this group of students. Most recently, there were almost 11,000 people in this group (cf. *Bertelsmann Stiftung/Mayer*, 2018).⁷⁸ Shrinking locations for HEIs in Germany⁷⁹ are actively attempting to recruit a massive number of international students, either for a temporary or permanent stay (cf. also German University Rectors' Conference, 2020: 5). They have thus succeeded in increasing the number of students by almost 50 per cent (cf. *Bertelsmann Stiftung/Mayer*, 2018). According to one of the experts interviewed, 70 per cent of all international students wish to stay and work in Germany after successfully completing their degree.

TNE programmes are described as an instrument of brain circulation, but not brain drain or brain gain (cf. German Academic Exchange Service, 2015b: 15, 2014d: 2), i.e. TNE graduates remain in Germany for several years and then move on to a third country or back to their home country. Validated data for this type of mobility circulation and exact figures on where TNE students remain are as yet neither known nor have they been collected (cf. for example British Council, 2019: 42⁸⁰). This means that research must still be done on destination surveys so as to document assumptions and “anecdotal evidence”, as two experts put it (see also Stiasny/Gore/British Council, 2016: 13), with facts (→ 5.10), also to be certain that guest countries are not influenced too strongly in their development by foreign TNE programmes.

Recommendations for Action:

Basically, further research is required concerning migration processes through the internationalisation of science. On the one hand, it should be examined where TNE students and other scientists end up, including whether or not and how they are connected to their home country wherever they are or what effect they have in their home country if they do not remigrate. On the other hand, the reasons for possibly returning should be determined (cf. Mbah, 2014: 340), including the effect that the qualifications acquired abroad have on the home country with its local needs (cf. Altbach, 2016: 158). “The answers to such questions, which will differ from nation to nation, should determine the types and amount of foreign study encouraged by Third World governments and universities,” says Altbach (ibid: 168).

⁷⁸ In this connection, the study entitled “Countering demographic decline – How Germany’s shrinking universities attract and retain international students” by the Expert Council of German Foundations for Integration and Migration (SVR Field of Research) (2019) is very interesting.

⁷⁹ Most of HEIs concerned are small or medium sized.

⁸⁰ Further information on the study can be found in this interview with Michael Peak from the British Council: <https://www2.daad.de/der-daad/daad-aktuell/de/75534-germany-very-good/> [accessed on 2020-02-08].

4.3 Academic Freedom as ‘Shrinking Spaces’

Academic freedom⁸¹ is regarded as a typical characteristic of the German university system (cf. for example German University Rectors' Conference, 2020: 2 et sqq.), as a European value and as the core of the German FCEP. Academic freedom is vital because, “we need it for progress, development and prosperity,” said Minister of State Michelle Müntefering at the DAAD’s anniversary event marking “10 years of centres of excellence – sites of international cooperation in research, teaching and consultancy, as beacons of our cultural relations, education and science policy” in November 2019.⁸²

There is no generally valid definition of academic freedom. It varies from region to region, as this quotation shows:

“Of primary importance is the freedom to undertake research and publication and to teach in one’s research area without any restriction. These rights are parts of the more limited German definition in academic freedom. The right of academics to express their views in any public forum or in writing on any topic, even on subjects far from the individual’s academic expertise – the broader American definition – is increasingly accepted around the world.” (Altbach, 2016: 189; cf. *ibid*: 241)⁸³

What all definitions have in common is that academic freedom refers to individual academics and not academic institutions (cf. Altbach, 2016: 240). Naturally, the digitalisation of education has sparked a new debate on the definition of academic freedom: “Are professors entitled to academic freedom in the cyber classroom?” (*ibid*: 241 and → 4.1).

International framework conditions for strengthened autocracies and dictatorships – which also applies to our direct European neighbours, such as Poland and Hungary – are currently undergoing rapid change, endangering and restricting academic freedom worldwide. Freedom and the rule of law in general are on the decline, which also makes any exchange in teaching and research more difficult. In the report entitled “Free to Think 2018”, the Scholars at Risk network analysed almost 300 attacks on institutions of academic

⁸¹ For detailed information on academic freedom see, for example, Altbach (2016: 238 et sqq.). Of further interest is also the current *Die Zeit* series on academic freedom worldwide at <https://tinyurl.com/umzn4xd> [accessed on 2020-01-19].

⁸² Quoted from <https://www.auswaertiges-amt.de/de/newsroom/muntefering-exzellenzzentren/2264832> [accessed on 2020-03-25].

⁸³ It is important to consider that members of a university can be the driving force behind sociopolitical revolutions; see, for example, the situation in Iran or Nigeria (cf. Altbach, 2016: 244 et sqq.).

learning worldwide in 2018.⁸⁴ Many cases, however, are not documented, i.e. the number of unreported cases is estimated to be much higher. Altbach (2016: 190) states that the challenge for academic freedom in the 21st century comes not only from repressive regimes, but also from the new commercialism in higher education (→ 5.2, 5.9).

All of the experts in this study were interviewed with regard to the academic freedom of the projects and institutes they supervise. Surprisingly, many of those interviewed stated that they had no experience of restricted academic freedom. Since many TNE programmes focus on engineering and the natural sciences⁸⁵, information technology and economics⁸⁶, the experts stated that they were not affected by academic freedom. The literature confirms: those issues which question or even criticise local government policies⁸⁷ are often not addressed in TNE. Thus it may appear as if academic freedom does not play any role in this context. That would be fatal, since the consequence would be that government funds or approvals would be cancelled or not granted and individual HEIs could not continue to do their work, according to the experts (cf. also Altbach, 2016: 247).

In this connection, other experts interviewed admonished that, when it comes to using technologies, the issue of values concerns not only political sciences and the humanities, but also the so-called STEM subjects⁸⁸. How would “their” technical innovations be used or even misused?

One expert defined the current manner of dealing with academic freedom in many TNE programmes with German participation as “cheating”, since no confrontations – either with oneself or with the partner – take place.

Many experts regard science as a pre-political sphere for dialogue and collaboration⁸⁹, which is still open even when foreign, security and economic policy relations have already been discontinued. Thus, science acts as a bridge builder and a door opener. However, two different conclusions have been developed from this:

⁸⁴ “One of the manifestations of hostility towards science is when results are ignored or denied because they do not fit into a certain worldview [*sic*], or when research funding is cut and knowledge is called into question by ideology.” (Quoted from <https://www.auswaertiges-amt.de/en/news-room/news/muentefering-centres-of-excellence/2265698>, accessed on 2021-01-21)

⁸⁵ See for example German Academic Exchange Service and German Centre for Higher Education Research and Science Studies (2019: 44).

⁸⁶ Over 80 per cent of the students in German TNE programmes are registered in the subject groups engineering (52.6 percent) and law, economics or social sciences (30.6 per cent); cf. German Academic Exchange Service (2019b: 5) and German Academic Exchange Service and German Centre for Higher Education Research and Science Studies (2019: 44).

⁸⁷ For example: research on ethnic conflicts, religious topics and local corruption.

⁸⁸ Science, Technology, Engineering and Mathematics

⁸⁹ See, for example, German Federal Ministry of Education and Research (2019a: 44).

One group of experts in this study are of the opinion that the value of academic freedom – as well as that of respect for intellectual property, the maintenance of ethical standards and respect for human rights and cultural diversity – must be addressed and discussed by the German partners and, in the final instance, defended (cf. also Altbach, 2016: 251, German University Rectors' Conference, 2020: 2 et seq.). These clear fundamental values are non-negotiable and the basis of any scientific cooperation with German participation (cf. *ibid.*).⁹⁰ Joybrato Mukherjee, President of the DAAD, describes the procedure in this way:

“We must get into the ring and fight; we must confidently advocate the successful development of our society, which is only possible if science is free, under free conditions. We will certainly not defend academic freedom in the sleeping car.”⁹¹

Where academic freedom is hard pressed and higher education and research policy framework conditions are difficult, it is of special importance that German TNE programmes represent academic freedom as a value and thus “create a joint fundamental value for academic work which can become fully effective worldwide,” said Georg Schütte, Secretary General of the *Volkswagen* Foundation.⁹² This is the only way to establish a stable reciprocity, which is a prerequisite for any kind of international collaboration. Such a procedure can also lead to the question whether cooperation, e.g. with the USA, Turkey, Iran or China is still possible in the long run. The consequence could be a decline in internationalisation. Some experts believe that they can already see a new trend here.

According to some experts, the possibility of strengthening academic freedom by means of TNE programmes with German participation is limited because such programmes as well as binational universities are established and operated on the basis of local laws. This leads to a dilemma or paradox for the German side: the German partner has practically no influence on the values which prevail and are conveyed there, even if Ger-

⁹⁰ Cf. <https://www.zeit.de/2020/10/china-wissenschaft-austausch-kriterien-kooperation> [accessed on 2020-03-25].

⁹¹ Quoted from <https://www.jmwiarda.de/2019/11/29/wir-m%C3%BCssen-in-die-arena-einsteigen-und-k%C3%A4mpfen/> [accessed on 2020-01-18].

⁹² Quoted from <https://www2.daad.de/der-daad/daad-aktuell/de/75656-science-diplomacy--zwischenanspruch-und-wirklichkeit-/> [accessed on 2020-01-18]. Cf. also Marinoni (2019: 124), German Federal Foreign Office (2018: 170ff), German Academic Exchange Service and German University Rectors' Conference (2014a), German Federal Ministry of Education and Research (2019a: 47 et sqq.), German Academic Exchange Service (2019b: 7).

many is closely connected to the institution. The German side does not have the possibility (any longer) to begin a discourse, for example on the value of academic freedom. One expert even said, "Germany must give up its values."

The other experts in this study stated that the debate on academic freedom leads to restrictions in collaboration and, in addition, would endanger it. "If Germany draws its red line too rigidly," one expert commented, "it can quickly become very lonely in the global academic community." "An export nation like Germany," this expert continued, "cannot afford to draw the boundaries of academic freedom in international cooperation too narrowly." Instead, the issue of academic freedom should be dealt with pragmatically, especially since academic freedom and its restricted existence are not measurable as long as there is no complete censorship. Restricted academic freedom in a cooperation must be solved individually, based on the situation at hand. Breaking connections where academic freedom is endangered, such as in China, is not an alternative. The DAAD also queries: "How can we defend our values, the values of the free Western world, without dogmatically refusing to cooperate with many partners?" and has determined that the debate on academic freedom is "a major challenge" between responsibility, ethics and morality.⁹³ On the other hand, the DAAD can only "have any influence at all on the world of science and society in China through the exchange with Chinese students, post-graduate students and researchers," said Joybrato Mukherjee, President of the DAAD.⁹⁴

If academic freedom is restricted or security endangered, such as is currently the case e.g. in North Korea, Venezuela, Somalia, Afghanistan and northern Nigeria, then, according to one long-term expert, there are only two options: either create new digital services (→ 4.1) or relocate the activities to a third country in the region so as to maintain cooperation, as far as this is possible for everyone involved.

⁹³ Quoted from <https://www2.daad.de/der-daad/daad-aktuell/de/75373-foerdern-beraten-denken--das-ist-der-markenkern-des-daad/> [accessed on 2020-03-25].

⁹⁴ Quoted from <https://www.jmwiarda.de/2019/11/29/wir-m%C3%BCssen-in-die-arena-einsteigen-und-k%C3%A4mpfen/> [accessed on 25/03/2020]. See also Joybrato Mukherjee at <https://www.zeit.de/2020/23/wissenschaft-klima-krisenmanagement-eu-netzwerke-corona-pandemie> [accessed on 2020-06-06].

Recommendations for Action:

Germany should conduct an open discourse on academic freedom (see also Altbach, 2016: 252)⁹⁵ and agree on a joint concept which enables a uniform approach, even with “difficult” partner countries in which academic freedom is reduced, under the guiding question: “How should we react if pressure is put on partner institutions in other countries because academic freedom is to be restricted?”⁹⁶ The literature also suggests introducing a globally binding definition of academic freedom (cf. Altbach, 2016: 251), which would also mean that we would need to have a debate on this.

Ultimately, every cooperation must address how and under what conditions, including “red lines”, its participating actors – from managements to ministries – wish to collaborate. This means that, apart from the intercultural challenges of international exchange, socio-political aspects are also relevant and must be discussed.

Initiatives such as Academics in Solidarity, Academy in Exile and Scholars at Risk as well as the *Philipp Schwartz Initiative*⁹⁷ first rescue displaced and persecuted scientists, but then also – as an overarching goal, so to speak – highlight the conditions of threatened academic freedom worldwide to raise awareness for this increasing danger. A digital map of the current situation of global academic freedom, including the trends and crises, could act as an early warning system on the Internet⁹⁸ and violations of academic freedom must naturally be punished.

⁹⁵ One expert was sceptical whether such a discourse could lead to clear results, such as some kind of checklist for academic freedom.

⁹⁶ The Codex for German University Projects Abroad (cf. German Academic Exchange Service and German University Rectors' Conference, 2014a) can serve here as a starting point but, according to one expert, it should be strengthened. In addition, the following documents from UNESCO form a good basis for the discourse on academic freedom: With its Recommendation on Science and Scientific Researchers₂, the Recommendation concerning the Status of Higher-Education Teaching Personnel and the Declaration on Science and the Use of Scientific Knowledge, UNESCO has created the most important UN documents on academic freedom. Apart from goals and value systems for science, the documents also include standards on how academic freedom should be supported and protected. In 2017, the German UNESCO Commission passed a resolution on “Global Academic Freedom” at its General Meeting, in which it called for the consistent commitment to academic freedom; see https://www.unesco.de/wissen/wissensgesellschaften/presse-und-meinungsfreiheit/freiheithochdrei/tag-der-menschenrechte?pk_campaign=newsletter&pk_kwd=2020-01 [accessed on 2020-01-18].

⁹⁷ See also, for example, German Federal Foreign Office (2018: 46 et seq.).

⁹⁸ See also <https://www.gppi.net/2020/03/26/free-universities> [accessed on 2020-03-26] The ‘Academic Freedom Index’ depicts academic freedom using five expert-coded indicators: freedom to research and teach, freedom of academic exchange and dissemination, institutional autonomy, campus integrity and freedom of academic and cultural expression. The project – which is sponsored by the Universities of Gothenburg and Erlangen, the GPPi think tank in Berlin and the NGO Scholars at Risk – thus closes a gap in research with regard to knowledge of global or country-specific trends.

5. Future International Higher Education Cooperation: Findings and Recommended Measures

The identified findings and the following recommendations for action for future foreign policy measures are based on the expert interviews, in which existing German TNE programmes were critically reflected. The experts, who have devoted their labour to TNE for years or even decades, know best where to find the desiderata (“desired things”) and which measures will be required in future to develop the performance and effectiveness of German TNE programmes in the best possible way, taking into consideration current socio-political developments worldwide.

The experts unanimously pointed out that existing TNE programmes in their current forms should first be commended. On behalf of many others, one expert said, “We should first harvest what is there.” Then it would be possible to “form a complete picture from this diversity”. Careful reflection could promote the further development of TNE programmes, thus exploiting synergies and potential which have currently not been sufficiently developed and used.

5.1 Stronger Networking of TNE Programmes

All of the experts interviewed agreed that a horizontal and vertical network of the existing German TNE projects worldwide has yet to be developed. Instead of establishing further TNE institutions, one expert said, the existing TNE programmes should first be linked to one another. In this connection, Tsiligiris/Lawton (2018: 219) talk of a “network-type model of TNE”, from which they also expect that mobility between TNE programmes can be increased (→ 5.5).

The experts regard such a network as significant because the full potential of the existing TNE infrastructure has not yet been realised. Most TNE projects are binational collaborations. The efficiency and effectiveness they achieve through networking to create a multi- or transregional network would achieve further synergies (cf. also German Bundestag, 2017: 18). One expert stated, “New things are created from a global exchange, and these go far beyond the binational projects we have now.” One added value could, for example, be transregional research or comparative area studies: research on a specific scientific issue, such as the security of food supply or peacekeeping, is conducted in the German TNE programmes on all continents. The findings, which depend on context, provide conclusions on generally valid theories and specific local characteristics.

The DAAD also points out a further specific synergy effect from such a potential network: this would relieve HEIs from tasks “so that these are not immediately reflected in the HEI’s budget. In the internationalisation process, HEIs should be able to concentrate on teaching.” (German Academic Exchange Service, 2019b: 20).

5.1.1 Networking in the Lines of Individual Programmes and Beyond

The targeted network exists on several levels. One expert spoke of “multi-stakeholder co-operations” [sic]. TNE programmes should first network with each other, beyond their own programme lines. If, for example, there is both a centre of excellence and an SDG Graduate School in the same country, as is the case in Columbia, it would be desirable to network the different programmes of these two TNE centres. The experts reported that networking beyond programme lines does not yet exist, even if TNE with two programme formats works on similar or even the same scientific issues, while the exchange (of experience) within the programme across continents as well as different disciplines and issues already functions very well.

The interdisciplinary and worldwide networking of TNE programmes could be carried out in the form of conferences and workshops with a key focus. Especially complex issues such as the realisation of SDGs require scientists from different disciplines and regions. Such a reinforced link would also contribute towards an increase in “South”-“South” collaborations, which are extremely significant for strengthening regional independence and visibility (→ 5.8).

5.1.2 Interdepartmental Networking

Closer ties between TNE programmes assumes that the ministries and intermediary organisations will optimise and intensify their cooperation “across departments and their individual interests and resources [...] so as to shape the interaction of the diverse actors in a solution-oriented manner,” the experts stated (Fromm, 2017: 234, cf. also Rieck, 2013, Obser, 2015: 13). If internationalisation is really understood as a cross-sectional task of science, economic, development and foreign policies, then it is absolutely essential that the departments responsible for doing so be linked, both between ministries as well as organisations (cf. Fromm, 2017: 128, 234 et seq.). The experts interviewed would prefer to see less “friction” and more joint strategies between countries and continents, complementary initiatives with “inter-ministerial funding” as well as joint concepts, for example for future international higher education cooperation.

5.1.3 Networking of TNE Programmes with the Business Community

The most important as well as the most challenging cooperation partner of TNE named by all of the experts interviewed are business enterprises, either local ones or German ones in the TNE host country (cf. also German Academic Exchange Service, 2019b: 14, *ibid*, 2012: 12, *ibid*, 2015b: 16). Except for one expert, located at a University of Applied Sciences, all of those interviewed indicated that they are attempting to establish contacts to the business community, but that it was difficult to establish collaborations with local business enterprises and German business enterprises in the TNE host country. Although enterprises need and are looking for interculturally knowledgeable TNE graduates, they do not wish to invest in TNE, e.g. in the form of scholarship funds. According to the experts, there are two reasons for this: first, they have their own internal training programmes and second, their rationalities and interests differ greatly from those of science. Two experts named time as a key factor which is not compatible between science and the business community.

Two other experts were of the opinion that the solution for the outstanding cooperation between science and the business community must be a politically arranged and thus “to some extent enforced” call for cooperation to link these two worlds. The German Society for International Cooperation (GIZ) could provide support here, one expert said, because it is familiar with the situation on the local labour market and could thus make TNE graduates aware of possible job opportunities, e.g. in local and international NGOs or business enterprises.

5.1.4 Networking of TNE Programmes with Civil Society

The alliance of TNE with actors from local civil society is a further important component of networking. One expert recommended linking the academic community of TNE with other local societal sectors, such as local, regional and international political foundations. Because knowledge of the questions and issues dealt with in TNE also exists here in practice (keyword: “knowledge transfer”). Another expert reported that “his” binational HEI is in contact with other educational and scientific organisations in the host country, e.g. regarding good quality management. A further expert explained the close connection of “his” TNE programme to both local and international cultural institutions there.⁹⁹ The DAAD describes the ideal networking structure for TNE as follows: “In this way, a pres-

⁹⁹ The linking of science and art/culture mentioned here, such as in residency programmes, is as yet an often untapped potential.

ence abroad enables bridges to be built between teaching and research, science and politics as well as between HEIs, society and the business community.” (German Academic Exchange Service, 2019b: 9).

The future TNE network – both digitally and analogue – could serve as a platform to link scientists from the so-called Global North and the so-called Global South to one another, to initiate projects and to form continuous cooperation, one expert stated. Scientists in the early phases of their careers could receive support in making their research internationally visible.

The global TNE network can also be applied as a platform on which those cooperating could share and exchange their experience from intercultural and interdisciplinary cooperative work, including their failures and setbacks, and analyse and discuss their collaboration. Such valuable findings supply relevant aspects for future international higher education cooperation and can thus be useful for the successful planning and implementation of worldwide collaborations in science (cf. Hampel, 2015: 319).¹⁰⁰

Recommendations for Action:

The TNE network must focus on and be intensified at all levels: both within and outside the lines of individual programmes, together with the business community and civil society, between the ministries and their individual intermediary organisations, on both an interdisciplinary and an interregional basis. Such urgently required, yet enormously time-consuming activity requires (additional) financial and human resources; otherwise, it will drop back in the projects and institutions. In addition, one long-standing expert also had the idea of starting up “TNE membership”. Members could then join the exclusive global TNE network and enjoy previously defined advantages. Members’ contributions could be used to fund an annual network event, including a presentation of TNE; the location for this event would rotate around the globe.

Another idea for linking TNE and binational HEIs more closely to the German academic system, the expert said, would be to accept them as members of associations such as the German University Rectors’ Conference (HRK), the DAAD, the German Research Foundation (DFG) and the Standing Conference of Ministers of Education and Cultural Affairs for the Länder in the Federal Republic of Germany (KMK), “whereby they would only be entitled to apply in connection with the German partner.”

¹⁰⁰ (Self-) critical reflexion on cooperative projects presupposes that the actors involved need not fear any sanctions, for example that their applications for funding will be declined.

5.2 Sustainable Financing of TNE

“Funding is [...] the main external obstacle to internationalization [...]” (Marinoni, 2019: 65, also: 104, 107, 179).¹⁰¹ This also applies for TNE with German participation. The German federal government (BMBF, AA, BMZ) and the DAAD as an intermediary organisation generally provide start-up funding for a period of three to five years (cf. Fromm, 2017: 82, 85). Binational HEIs may receive start-up funding for a longer period of time – eight to ten years, the experts stated – after which time the TNE programme or institution should ensure its own financing and thus be able to exist independently. Economic autonomy should be established through tuition fees and the acquisition of further third-party funding from public funding bodies and/or private investors (cf. German Academic Exchange Service, 2014c: 8 et seq., *ibid*, 2012: 6). This is what sustainable project planning should be able to achieve.¹⁰² However, depending on the context, the reality is different. The independent financing of TNE programmes, which would ensure the required long-term nature of the projects and institutes (cf. German Academic Exchange Service, 2017: 10), is basically the “biggest headache” of all experts interviewed. Some experts admitted that they have higher expenses than income and that this situation could not be changed in the short to medium term.

The tuition fees charged by TNE programmes should support the projects, institutions and programmes financially. However, this financial strategy is queried by all the experts, for several reasons:

The tuition fees may only be charged to the extent required and appropriate for maintaining the programmes being offered (cf. Tsiligiris/Lawton, 2018: 24, German Academic Exchange Service and German University Rectors' Conference, 2014a, German Academic Exchange Service, 2012: 6).¹⁰³ This means that higher incomes may not be generated; however, these would be required to maintain TNE in the medium to long term, one expert stated. Since, therefore, tuition fees are kept very moderate, it is only possible to achieve financial independence through tuition fees if a very large number of students are registered. Achieving this figure – generally this means several thousand students – is still a

¹⁰¹ The next reasons listed are “administrative and bureaucratic difficulties” and “a lack of knowledge of foreign languages” as well as “difficulties in the recognition of qualifications”; see Marinoni (2019: 104, 107).

¹⁰² See, for example, <https://www2.daad.de/presse/pressemitteilungen/de/52138-absichtserklaerung-zur-gruendung-einer-deutsch-ostafrikanischen-hochschule-unterzeichnet/> [accessed on 2020-01-18].

¹⁰³ One expert admitted that, as a result of the cost-covering level of their tuition fees, TNE programmes with German participation are generally already more expensive than the standard tuition fees in the partner country. This means that TNE has not achieved its objective in the development sector: to accept students from low-income families and thus provide them with an access to education.

distant reality or even an unobtainable target for many binational HEIs, the experts said (see also Stearns, 2009: 140 et seq.) despite their attempts to expand and enhance the existing degree programmes on offer, create further training programmes for those working, and raise further scholarship funds for potential students. Instead, some experts also see a trend towards stagnating or even sinking figures in the TNE programmes with German participation due to students' lack of or insufficient language skills, as a result of which course contents cannot be adequately taught. Accordingly, language programmes at German TNE facilities should first be enhanced or focussed on (→ 5.11).

Furthermore, it must be considered that most binational HEIs focus on technology. The necessary facilities for this are extremely cost-intensive, in operation as well. Such resource-intensive study programmes could not be solely financed through tuition fees, the experts stated.

Generally, the host country's government contributes towards the financing of TNE, e.g. at the binational HEIs with German participation, by providing and financing the infrastructure as well as, to some extent, personnel. This contribution from the partner is not insignificant. One TNE expert commented, "The foreign partner can contribute more; this type of TNE has not been established in the poorest countries." This "balanced financing" (in which the partners share the costs) "guarantees a partnership on an equal footing which avoids dependencies" (German University Rectors' Conference, 2020: 3). Another expert objected, "Most partners lack the financial means to support TNE adequately."

There are also TNE programmes with finance models in which representatives from the host country are financially involved beyond the infrastructure and personnel, e.g. the founder of the TU Berlin Campus El Gouna. Samih Sawiris, an Egyptian-Montenegrin entrepreneur and billionaire, built the campus in El Gouna, a city created "out of nothing", one expert stated. He was also able and continuously attempted to compensate the campus's financial deficits from his private fortune, the expert continued. Another expert added, "A binational HEI is stable when it has a long-term investor."

Generally, however, the experts interviewed described financing by the host countries as inconsistent. One expert explained that there was a high rate of fluctuation in the partner country's Ministry of Education. This constant staff turnover has a negative effect on the cooperation and financing of TNE. Other regions in the world are affected by economic crises which also lead to less financial support from the partner country. Further-

more, the security situation influences what happens locally to TNE if, for example, students from this region do not receive the visa they require to travel. As a result, the figures for students and, thus, TNE income sink.¹⁰⁴

Some experts argue that the objective of TNE as well as binational HEIs should be to hand them over completely to the local partner or host country, including sole financial responsibility for TNE. One expert said, “TNE should not be continually subsidised by Germany.” However, it is then only fair to ask whether the principle of binational institutes and programmes should apply at all. Other experts were of the opinion that, by establishing a TNE programme, Germany undertook an obligation towards the host country which it could not simply shirk after a few years. The ability of the partner to continue to provide TNE independently after approx. five years and finance it entirely from its own funds, is a best case scenario for sustainability which is hardly possible in real life, especially because the promotion of scientific research as we know it in Europe, e.g. by the German Research Foundation (DFG) or the European Commission, does not exist in most of the partner countries.

Binational HEIs should be creative and innovative so as to develop successful concepts and strategies for increasing their own revenue, one expert stated. However, the acquisition of potential sponsors and investors for existing TNE programmes is very time-consuming and requires extensive human resources. TNE management personnel (→ 5.7) is, however, one item which is always reduced first so that, in turn, the cost of TNE can be reduced in accordance with sponsors’ instructions, the same expert noted. This is a contradiction in terms. The institutions, projects and programmes can only function properly and be and remain sustainable in future if they have sufficient management personnel.

Apart from the income mentioned above, the TNE programmes receive further income by renting out rooms.¹⁰⁵ Some experts also focus on work done by graduates to ensure the sustainability of the project, because alumni are potential sponsors.

The experts recommended the following measures to resolve the financial dilemma of TNE:

¹⁰⁴ Visa restrictions reduce the possibilities for exchange (see, for example, Marinoni, 2019: 107).

¹⁰⁵ Some of the experts interviewed stated that multifunctional rooms and laboratories are rented out to industrial companies and the tourist sector.

One expert from a binational HEI complained that German HEIs are not financed solely by third-party funding, but instead receive a certain budget from the state ministry as a financial basis. Another expert demanded, “The Ministry must pay the full cost of TNE.”

Some experts recommended an increase in mixed financing by the federal and state governments, including their HEIs, as is, for example, the case with the Vietnamese-German University (VGU). Others interviewed responded as follows to this suggestion: such mixed financing has, as yet, had only moderate success (cf. also Fromm, 2017: 218 et sqq., 233) because of the different types of funding guidelines and objectives as well as unclear responsibilities. This could make the collaboration of TNE, which is already complex, even more difficult (→ 5.1).

One expert criticised that the reapplication of the project or the application for project extensions had to be carried out at extremely short intervals (every two years), which led to a kind of “evaluation and application mania” within the management of the project. These project cycles were too short and ineffective; furthermore, they resulted in uncertainty on the part of all of the actors involved. Naturally, project evaluation should not be neglected, but a longer project cycle of three to four years would greatly simplify and ease the burden of implementing and designing TNE.

One further expert commented: In the end, TNE must decide what it wants to be: commercial or supported by the state. But to be commercial, TNE with German participation must also function commercially which, as described above, is currently impossible to realise and also difficult to reconcile with the German partnership approach. If German TNE is to sustain itself on a purely commercial basis, the Anglo-American competitive and independent model would have to be followed (see Chapter 4 of this study).

Recommendations for Action:

The experts agreed: The long-term nature of TNE which is being demanded, also with regard to continuous and stringent cooperation with the foreign partner, is missing in the (short-term) project funding for TNE, which does not reflect this objective. How could secure financing for sustainable structures be established, which is especially significant in the emerging and developing countries? This question must be taken up by TNE sponsors, taking project realities into account. Basically, a discourse is required on the sustainability of TNE and a realistic concept for this, both of a quantitative as well as a qualitative

nature.¹⁰⁶ However, this will not resolve the dilemma of necessary long-term financing for TNE.

Instead of establishing new TNE projects, it appears to make more sense to provide existing projects with more financial resources over a longer period of time (experts spoke of approx. 20 years), even though such long-term financing is not ideal for ministries such as the BMZ, BMBF and AA. If, however, the existence of TNE should be endangered after the first few years, the start-up funding provided by the German Federal Government would have been wasted, according to the experts. The establishment of major projects such as binational HEIs is definitely very resource-intensive, both with regard to time as well as money.

5.3 From Bachelor's to Master's and PhD: Educating Local Teachers

To date, 83 per cent of all students in German TNE programmes are working towards a Bachelor's degree, but only 17 per cent towards a Master's degree (cf. German Academic Exchange Service and German Centre for Higher Education Research and Science Studies (2019: 44). The reason for this is not a lack of demand, but a lack of supply. Degree programmes at a Master's and doctoral level are especially rare in development cooperation countries. TNE with German participation can address this demand and, after successfully establishing Bachelor's degree programmes, also offer Master's and doctoral degree programmes. As yet, Master's and doctoral degree programmes are only offered at a few TNE facilities (cf. *Ibid*); such programmes are already in the process of being established at a few other binational HEIs.¹⁰⁷

In addition, postgraduate degree programmes must also come with scholarships because a Master's or doctoral programme often exceeds the financial means of Bachelor's graduates from emerging and developing countries (cf. also Mbah, 2014: 339 et seq.). Only by means of postgraduate programmes is it possible to ensure that talented students do not migrate (→ 4.2) but complete their education locally and stay connected to TNE programmes as qualified local lecturers and researchers, perhaps even pursuing a career as a scientist in their own country or region. To achieve this objective, travel grants are already being awarded to local doctoral candidates and postdoctoral researchers to enable them to

¹⁰⁶According to a long-standing TNE expert, there is both financial as well as qualitative sustainability with regard to the establishment of relationships between scientists from the "North" and the "South" who co-publish and co-present with one another (→ 5.11) as well as with regard to the establishment of postgraduate degree programmes with a practical orientation in emerging and developing countries (→ 5.3), etc.

¹⁰⁷ See <https://www2.daad.de/der-daad/daad-aktuell/de/75607-strahlkraft-der-neue-campus-der-tuerkisch-deutschen-universitaet/> [accessed on 2020-01-10].

become familiar with science in Germany or internationally.¹⁰⁸ Several experts stated that using teachers and researchers “from within the country” could enrich the European or Western-influenced teaching and research in TNE (cf. Altbach, 2016: 159) by adding the perspective of local scientists (→ 5.11).

Educating local personnel is a long-term process, as one expert reminded. However, the establishment of a pool of qualified personnel for teaching and research in the TNE host countries would benefit both local development as well as Germany. Sending European teachers in the form of flying faculties permanently or repeatedly to binational HEIs is a difficult undertaking due to the (limited) resources and capacities available at the European home HEIs. Thus, local teachers will ensure the future of TNE. Furthermore, the advantage of TNE graduates as teachers would be that both worlds – that of the supplying as well as the host country – would be united. In addition, if instead of flying faculties consisting of German professors teaching, for example, Egyptian students, Egyptian professors would teach the students in that region, this would counteract the existing asymmetry between the partners from the so-called Global South and the so-called Global North.

Apart from the establishment of Master’s and doctoral programmes, some experts also recommended fostering student research in TNE, e.g. within the framework of graduate schools (→ 6.8), so as to train young scientists and thus intensify capacity building in emerging and developing countries and minimise brain drain (→ 4.2). So-called “Tandem Research Projects”, each with one young German scientist and a student from the so-called Global South would enable capacity building on both sides. Co-publications as well as joint attendance of diverse international conferences to present their own research findings would ensure that young scientists have access to the international science market, enabling them to familiarise themselves with the “rules of the game” in the international academic world. At the same time, the mutual perspective on a research topic or an issue would lead to “better global science”, according to one expert. In addition, the expert continued, “[...] the German point of view [Author’s note: with its findings] [would] become more visible and receive greater legitimacy.”¹⁰⁹

¹⁰⁸ Ibid; see also German Academic Exchange Service and German University Rectors’ Conference (2014a).

¹⁰⁹ Cf. also Weigel (2019: 92 et seq.), who recommends that (young) foreign scientists be assigned German research projects, either abroad or in this country.

Recommendations for Action:

In future, Master's and doctoral programmes should increasingly be developed and offered by TNE programmes with German participation, and scholarships should be provided for them. The objective associated with this measure is to be able to deploy local teachers and researchers in TNE programmes with German participation in the medium to long term, thus achieving sustainable development in bi- or international programmes and institutions.

5.4 From Teaching to Research

Some TNE programmes with German participation are already very active in the field of research. These include, for example, the DAAD Centre of Excellence in Chile together with Heidelberg University¹¹⁰ or the GUC (cf. German Academic Exchange Service, 2019b: 7). The Turkish-German University (TDU) in Istanbul has also been set up as a research university (ibid: 12).¹¹¹ The VGU also combines research and teaching in its activities as a typical characteristic for the German university system and thus influences the local field of education, one expert said. One reason for the research activities of the VGU is to secure its demand for flying faculty personnel, because the possibility of researching locally attracts German professors who teach at the VGU and, ideally, take up the research topics in their academic programmes.

According to the experts interviewed for this study, there is great interest on the part of the host country for (increased) research in TNE¹¹² as the benefits are unmistakable. "We are more competitive [through joint research] because we are more innovative," one expert said. Another expert stated that good research is the basis for teaching, policy consultation and knowledge transfer, fields in which TNE is or should be active. Since Humboldt, the fact that research is inextricably linked to teaching and that the two areas mutually benefit each other has been a universally accepted value, especially in European universities (cf. Pedregal Cortés, 2016: 53). One expert argued that in foreign countries the interaction of teaching and research is unknown and that this value must first be communicated to the partners. However, neither this study nor the literature (especially Marinoni's study) prove this. Throughout the world, there is a focus on the link between teaching and research in the internationalisation of HEIs (cf. for example Marinoni, 2019: 151 et seq.).

¹¹⁰ See <https://www.geog.uni-heidelberg.de/wiso/chile.html> [accessed on 2020-03-21].

¹¹¹ For detailed information on TDU see, for example, Fromm (2017: 188-216), Küppers/Pusch/Uyan-Semerci (2016: 279 et sqq.), German Academic Exchange Service (2015b: 21 et seq.).

¹¹² For more information on increased research in TNE, see also German Academic Exchange Service (2019b: 14), ibid (2017: 18).

Recommendations for Action:

Germany and the partner countries must provide increased funding for the envisaged intensified joint research activities in TNE (cf. also German Academic Exchange Service, 2019b: 7). This is the first step towards investing in global research networks because the complexity of today's social challenges which we face, such as climate change, pandemics and migration, can only be mastered by worldwide joint research efforts using differentiated local perspectives and the best brains in each region (→ 2).¹¹³

The establishment of research in TNE in the so-called Global South is also important to enable the region to liberate itself from its dependence on the so-called Global North in the medium term (cf. Altbach, 2016: 168). An increase in research activities in TNE can, therefore, assist in breaking down global asymmetries in knowledge (→ 5.11). Collaborative research projects have the potential to be based on a partnership of equals (cf. for example Tsiligiris/Lawton, 2018: 223 et sqq.). This equality, however, presupposes reciprocity. Such interdependence cannot exist if the interests of the German side take precedence, e.g. with regard to the topic of research, or if the host country is used by the TNE partner from the so-called Global North merely as a real-world laboratory or open lab for collecting data for its research agenda. This degrades the host country to a research object (→ 5.11). Joint research and research in partnership is possible if the research interests and expertises on both sides are defined (cf. Tsiligiris/Lawton, 2018: 220), i.e. if both partners are research subjects. Collaborative research also requires joint values and objectives, according to Rieck (2013: 10), who simultaneously acknowledges that, for binational HEIs, they

“[...] come into being as flagship projects, especially in autocracies. One reason for this is that strong emerging countries buy and finance the services of Germany's research and academic relations policy. This does not always best serve the interests of the research agenda.”

Thus, all of the actors involved must enter into an open dialogue on the individual objectives of joint research activities and, based on this, find common ground for their collaborative research project(s).

¹¹³ See also, for example, German Federal Ministry of Education and Research (2019a: 41 et sqq.) and Obser (2015: 18).

Recommendations for Action:

The mutual transfer of knowledge through collaborative research projects has not yet been exhausted. One first step towards maximising the full potential of joint research activities is to invest in the research landscape in the TNE host countries. Furthermore, mutual decisions should be reached with the partners on the subject of research projects. Gradual funding can provide support here. At the beginning of their collaboration, actors could be awarded a small sum of money (*seed money*; this generally means several thousand euros) to evaluate their research project. After this phase, the collaboration partners decide together with their sponsors whether it makes sense or not to continue the partnership (cf. also Hampel, 2015: 310 et sqq.).

5.5 With the Established TNE Programmes towards Reciprocal Mobility

For a variety of reasons, mobility continues to remain a privilege. 98 per cent of all students worldwide cannot spend a semester or do an internship abroad during their studies (see, for example, Neusel/Wolter, 2017: 30). The German TNE network offers numerous possibilities for increasing mobility, both for students as well as lecturers. Naturally, in the case of student mobility, the basic prerequisite is ensuring that the smooth recognition of degrees and academic achievements is guaranteed.¹¹⁴

Both the experts and the literature view the imbalance of mobility critically because this does not contribute towards the development of sustainable relationships (cf. Tsiligiris/Lawton, 2018: 225). Tsiligiris/Lawton (2018: 223) therefore call for, “The direction of travel [should be] towards bidirectional partnerships with mutual benefits for all parties.” Particularly in emerging and developing countries, in which TNE with German participation is often located, there is an imbalance between Outgoings and Incomings, both on the part of students as well as scientists. This leads to a migration of qualified specialists (→ 4.2, cf. Stiasny/Gore/British Council, 2016: 9).

Due to the challenge depicted here, namely that intercultural education has not yet been taken full advantage of on both sides, and to increase the number of German students in TNE abroad, many of the experts interviewed recommended making even better use of the extensive infrastructure of TNE including its resources and capacities, i.e. using it fully, and sending German students to TNE programmes worldwide, especially to bi-national HEIs, for a limited period of time (see also German Academic Exchange Service,

¹¹⁴ For information on the difficulties of recognising academic degrees, see for example Hahn (2004: 217 et sqq.).

2019b: 15, Stearns, 2009: 144). With regard to the students at RWTH, who can go to the German University of Technology in Oman, one expert noted, "After three years of 'fueling under pressure', the children want a break." The mobility of German students can either take place as bridge mobility, i.e. between their Bachelor's and their Master's studies, or they can gain practical experience by taking on a position as a lecturer at the binational HEIs. Ideally, mobility in German TNE abroad also comes with scholarships for students, creating an incentive to go to Turkey, Jordan or Vietnam, destinations that are not at the top of German students' list of favourite places for a stay abroad. In this way, the German university system would profit even more from global TNE and the relationships with each other would be more intensive, the experts stated.

Some binational HEIs have already set up introductory courses for German students, for example in the form of a Summer School. With their low threshold, making them attractive, German students could attend such TNE programmes for several weeks and gain experience. This enhances access to TNE with German participation. According to one expert, the objective is to attract students during this introductory period so that they become interested in spending more time at the binational HEI at some future point.

The mutual exchange of teachers can also be increased using the TNE network, especially if there is increased funding for highly qualified teachers from the so-called Global South, enabling them to spend time in the so-called Global North. The German university system would profit from this new and different perspective in science, which is often still Eurocentrically oriented (→ 5.11). At the same time, an expert stated, there must be incentives for German scientists to go to an emerging or developing country, e.g. for a sabbatical or by awarding additional funding for materials and human resources (cf. also German Academic Exchange Service, 2017: 17). As yet, interdisciplinarity and interculturality continue to be based, first and foremost, on personal commitment, which is honoured neither through additional funding by university management nor through greater scientific respect from the scientific community, one expert stated.

Recommendations for Action:

Primarily, more scholarships should be funded for TNE so that student mobility within TNE is increased, especially in the still unpopular direction from the "West"/"North" to the "South"/"East". The situation is reversed for the few scientists who have as yet or could come from the "South" to the "North" so as to teach and do research in Germany. Increased funding in the form of scholarships, linked to the TNE network, would also be desirable here.

5.6 Appreciation of Study Programmes in TNE

According to the experts, smaller projects in the TNE sector have been sidelined by flagship projects with exceptional visibility, such as binational HEIs. These smaller projects are no longer as appealing as the large ones. Accordingly, the funding for TNE programmes has been reduced. One expert criticised, “The ratio is incorrect: the number of students compared to the euros invested in the programmes.” He was thus referring to the binational HEIs, which incur substantial costs and whose student figures, in contrast, are low. On the other hand, TNE programmes such as double degree programmes or German programmes abroad are established and implemented at lower cost and reach numerous students.¹¹⁵ Often, however, they are “underfinanced”, the experts noted. But such programmes or collaborative programmes offer various advantages.

They testify to a certain stability due to a strong bond between the partners, who have a prime (self-) interest in TNE. Ideally, even several partners on both sides are involved in one or more joint programmes. This makes it possible to distribute the effort and the necessary resources for TNE evenly among all actors. Among the positive examples named by the experts there is, on the one hand, the German-Argentine University Centre (DAHZ), in which various German and Argentine universities participate and offer joint Master’s and/or doctoral programmes, supported by a lean organisational structure¹¹⁶, and on the other hand the German University Consortium for International Cooperations (DHIK), which consists of 30 German-speaking universities implementing joint exchange and double degree programmes in applied engineering together with the renowned Tongji University in Shanghai (China) and the respected Tecnológico de Monterrey in Monterrey (Mexico). The consortium also ensures that a structural internationalisation of German HEIs is achieved.

Partnership with diverse actors can lead to an increase in the number of students. Small TNE programmes can grow and be enhanced if they prove to be successful. Joint study programmes also increase the possibility of involving actors who are not located in

¹¹⁵ For detailed information on TNE programmes, see Krauß (2006).

¹¹⁶ The German-Argentine University Centre (DAHZ) is a public-private partnership initiative of the German and Argentine governments together with the German-Argentine Association for Science and Technology (ACTAA), whose members in Argentina are German companies established there. It is equally funded by Germany and Argentina. The binational university centre DAHZ-CUAA is not actually a university, but instead a funding body whose objective is to intensify and consolidate scientific and academic collaboration between the universities of both countries. Its primary objective is to generate binational programmes which conclude with a double degree. Funding is focussed on the education of interculturally skilled and multilingual specialists who are educated to work in a professional international environment (see <http://www.cuaa-dahz.org/>, accessed on 2020-03-21).

or near the capital cities where, to date, the large TNE programmes and binational HEIs, respectively, are generally located. This can increase access to higher education, making it more democratic (→ 5.11).

In conclusion, the following can be stated: due to their scale, TNE programmes are less complicated and thus more adaptable and effective. Due to the numerous actors involved, TNE programmes are offered on a broader and more diverse basis, thus attracting more students.

Double degree programmes are described as the “ideal type of two-way street,” one long-standing TNE expert stated. A prerequisite for this kind of TNE is, of course, that the smooth recognition of degrees and academic achievements is guaranteed.¹¹⁷

Recommendations for Action:

Apart from TNE prestige projects, it is advisable not to neglect the smaller projects, also with regard to their financial support. Double degree programmes are extremely popular: demand is much greater than supply. The experts therefore recommend that double degree programmes should be developed with German participation, either at binational HEIs or in multilateral partnerships, independent of flagship projects.

5.7 Increasing Management Personnel in TNE

The scientific literature agrees: professional project management is significant for the success of TNE (cf. for example Tsiligiris/Lawton, 2018: 19). The experts interviewed for this study reported that management tasks for TNE generally “rest on just a few shoulders”. Proactive planning for the strategic focus of the project or institution, quality assurance of TNE activities¹¹⁸, the acquisition of further funding and cooperative partners from the business community for science, as well as distinctive public relations work through scientific communication and the transfer of knowledge are important activities for the sustainable development of a project or institute, financially as well. There is hardly any time or personnel for dealing with this, the experts said. There is a lack of (good) personnel for the professional management of TNE programmes, projects and institutes beyond the standard application for and implementation of projects. In addition, project management becomes even more difficult for TNE employees if two or more project sponsors support the TNE programme with their “differentiated logic for application”, one expert explained.

¹¹⁷ For more information on recognition, see for example Hahn (2004: 217 et sqq.).

¹¹⁸ It is not possible to discuss quality assurance for TNE in detail here. For more information, see for example German Academic Exchange Service (2014b).

Recommendations for Action:

The numerous and diverse activities of professional management for the success of TNE programmes are frequently underestimated. Investments in highly qualified TNE academic managers are important. Ideally, they should come from the TNE home countries for a medium to long-term period (→ 4.2, 5.3, 5.11).

5.8 Forecasts for the Future: Location of, Issues regarding and Forms of TNE

Although TNE is open for all fields and countries, it has become clear that there is a concentration of German TNE in terms of expertise as well as regionally. Summarised concisely, teaching is offered for the STEM subjects in Asia, the Middle East and Europe (cf. Fromm, 2017: 73, 81). Asia is regarded as the main location for TNE worldwide (cf. Alam/Alam/Chowdhury/Steiner, 2013). Tsiligiris/Lawton (2018: 225) forecast, “The balance of power is shifting towards the “receiving” countries [Author’s note: of TNE],” referring to the change from strong TNE locations to TNE providers such as China, Brazil and India, which are just as powerful. Thus, the classic TNE producer-consumer model has been broken up and competition is increasing (ibid: 2, 223). Against this background, it appears to make sense to address the future development of TNE with German participation at an early stage. This study asked all of the experts interviewed for their forecast for the future and they gave recommendations regarding the location as well as the orientation of themes and structures for TNE.

Basically, the German TNE network must be enhanced. This recommendation was already made by the German Council of Science and Humanities in July 2018 (cf. German Federal Ministry of Education and Research, 2019a: 10, 47). For some time now, German scientists have been focussing on the African continent (cf. German Academic Exchange Service, 2014a, German *Bundestag*, 2017: 43 et sqq., German Federal Ministry of Education and Research, 2019a: 50 et sqq.). Nevertheless: one need only open the DAAD’s magazine “*Transnationale Bildung – Ankerpunkte im Ausland*” [“Transnational Education – Anchor Points Abroad”] to the pages showing the global locations of TNE with German participation, to see that Sub-Saharan Africa is basically a blank spot (cf. also Marinoni, 2019: 133) as are North America and Australia (cf. German Academic Exchange Service, 2019b: 4 et seq.; see also German Academic Exchange Service and German Centre for Higher Education Research and Science Studies, 2019: 43).¹¹⁹

¹¹⁹ On the geographic prioritisation of the internationalisation of universities in general, see for example Marinoni (2019: 28, 133).

Several experts forecast: should Germany continue to show so little presence in Africa, China will take over the entire continent. Germany's former colonial relationship makes collaborations on the African continent a real challenge. Nevertheless, Germany should finally fully address this extremely urgent issue so as to achieve a joint creative and innovative collaboration in future, not only on the African continent, but also in all of the countries formerly colonised by Germany, for example by highlighting their joint cultural heritage (keyword: restitution debate, see below, cf. also German Federal Ministry of Education and Research, 2019b: 8 et seq.). This would reinforce the credibility of Germany and Europe, and asymmetries in production and dissemination of knowledge could be reduced or eliminated (→ 5.11).

Apart from Africa, the experts often stated that Germany should focus in future on Latin America¹²⁰ because TNE with German participation is also underrepresented there (see also Marinoni, 2019: 114). According to some experts, Latin America has the advantage of being similar to Germany, for example with regard to scientific tradition, the field of education, the increasing autonomy of universities¹²¹, and the general mind set in teaching and research.

Instead of simply promoting those countries and regions in Africa, Asia and Latin America which are strategically and economically important for Germany, an attempt should be made in future to create possibilities outside the capitals, thus expanding the currently prevailing internationalisation and support for the happy few. Summer School formats, for which scholarships are provided which enable short stays at TNE facilities, would be a good start towards making other locations visible, one long-standing expert stated. Against this background, the experts interviewed also pointed out that, instead of supporting bilateral "North"- "South" collaborations, funding should be provided for multilateral "South"- "South" and regional collaborations. This would strengthen the interaction between actors in the region, also with local universities, instead of with just the internationally established universities in a two-party partnership. This is important because it would enable local institutions to advance their own, i.e. independent regionalisation and internationalisation, respectively (→ 5.11).

Many experts advised against specifying politically and thus top down the locations and regions which should be focussed on in future for establishing TNE with German participation. On the contrary: the selection of locations should be based on the issues to be dealt with in future. One long-standing expert said that the correct approach would be to

¹²⁰ For information on international collaborations between Germany and Latin America, see for example, German Federal Ministry of Education and Research (2019a: 152 et sqq.).

¹²¹ Cf. Altbach (2016: 240). Fromm (2017: 240) writes that the increasing autonomy of universities is deceptive, since state attempts at regulation and control are increasing at the same time.

answer the following questions: Which urgent issues does Germany wish to deal with and solve on an international basis? With whom would it make sense to collaborate on these specific issues?

At present, the dominant issues are “Crisis and Conflict Management (Preparation and Follow-up)” and “Managed Migration and Combating the Causes of Fleeing”, both responses to the current situation since 2015, and international academic exchange is focussing on them. The result is, of course, that inevitably the focus is on regions such as Africa and the Middle East. These issues are among the global challenges of our time and thus of great significance. At the same time, there are other issues which must urgently be dealt with, according to one long-standing expert, and they cannot be negotiated and solved with Africa alone; further partners from other regions are also required to deal with them. One expert cited the ageing population and the digitalisation of our society as two examples of issues (cf. also German Federal Ministry of Education and Research, 2019a: 111 et sqq.) which Germany should ideally work on in centres of expertise with other industrial nations also facing these challenges, such as Japan, South Korea, Australia and Canada. As yet, cooperation with other industrial nations in the field of TNE has been largely excluded, the expert stated. But these countries are important partners for collaboration on the socio-political challenges faced by all industrial nations to an equal extent.

The experts interviewed also agreed that TNE with German participation would promote the achievement of Sustainable Development Goals (SDG), especially such issues as reliable food supplies, sustainable management, climate and environmental protection, renewable energies, and health care (see also German Federal Foreign Office, 2018: 176, German Academic Exchange Service, 2018b, German *Bundestag*, 2017: 3 et seq., 13, 49 et sqq.).¹²² International scientific cooperation and TNE which are inclusive and fair in the sense of being equally oriented (→ 5.11) already pay into SDG Goal 4 entitled “Quality Education”:

“By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university. [...] By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing states and African countries, for

¹²² See also Global Learning in Chapter 2 of this study. For a critical opinion on SDG from an African perspective, see Sarr (2019: 123).

enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries.”¹²³

According to one expert, the SDG Graduate Schools which have already been established are also lacking the technical, engineering and scientific programmes mentioned in the quotation, which are of such great significance for achieving the SDGs. Thus, this TNE format must be made (more) attractive in future for the STEM disciplines.

One expert introduced the idea of supporting the current debate on the restitution of colonially acquired works of art and culture as well as mortal remains with scientific research. The joint expertise of science and culture in international collaborations can provide added value, which should be focussed on in particular by the foreign cultural and educational policy which unites both worlds. The linking of science and art/culture, such as in residency programmes, offers as yet often untapped potential.

Finally, within TNE there should also be free and protected spaces for a discussion on further development of the global internationalisation of HEIs (→ 5.1, 5.11).

With regard to the future structural orientation of TNE, all of the experts agreed that the

“link between theory and practical vocational education and training to prepare people for the labour market [...] continues [to be] the best means of qualification to enable people to prepare themselves for the rapidly changing demands in an increasingly digitalised labour market and professional environment.”¹²⁴

For tertiary education, this means even greater integration of focussed professional or practical training and the German University of Applied Sciences model (the ‘UAS model’) into TNE than is currently the case (cf. also German *Bundestag*, 2017: 46 et seq., German Federal Ministry of Education and Research, 2016a: 69 et seq.). The opportunities of transferring the UAS model to interested partner states could be exploited even better, and for the further internationalisation of this type of university in Germany as well. In 2018, the German Council of Science and Humanities explicitly recommended using the

¹²³ Quoted from <https://www.eda.admin.ch/agenda2030/en/home/agenda-2030/die-17-ziele-fuer-eine-nachhaltige-entwicklung/ziel-4-inklusive-gleichberechtigte-und-hochwertige-bildung.html> [accessed on 2021-01-28].

¹²⁴ Quoted from Friedrich Hubert Esser, President of the German Federal Institute of Vocational Education (BIBB) at <https://www.kooperation-international.de/aktuelles/nachrichten/detail/info/imove-trendbarometer-deutsche-bildungsbranche-international-erfolgreich-bei-fachkraeftequalifizierung/> [accessed on 2020-01-11].

potential of TNE, especially for the internationalisation of universities of applied sciences.¹²⁵ In any case, the UAS model is regarded worldwide as Germany's bestseller or export success, especially in emerging and developing countries (cf. German Academic Exchange Service, 2019b: 7, 18 et sqq., *ibid*, 2013: 50). This model for UAS education can provide essential services in industrial nations which, although they have a high ratio of university graduates, have also recorded a substantial number of (young) unemployed. These services would offer qualifications which are required in the labour market. Furthermore, binational HEIs with German technical universities or technical UAS and industrial partners would also be conceivable to provide structural-systematic support for the TNE host country, one expert stated. In any case, demand and supply for "the foundation of application- and practice-oriented universities is [...] immense."¹²⁶

Further structural recommendations for future TNE included the increased establishment of graduate schools for the development of young scientists (→ 5.3) and the expansion of binational TNE to transnational TNE, for example by strengthening collaboration in the field of engineering at the European level (→ 5.1). Such a German-global collaboration could take place both virtually as well as in real networks (→ 4.1).

Recommendations for Action:

Future German TNE should pay greater attention to countries with a joint colonial past when considering appropriate locations. The same applies for Latin America (for example, Argentina, Chile, Paraguay, Mexico), which is as yet underrepresented. Primarily, however, partners should be selected based on the issues to be dealt with in TNE.

Together with their international partners, all German universities should always contribute towards the achievement of the SDGs.

In future, the effect of art and culture should also play a role in international academic cooperations. Until today, the link between science and art/culture, such as interaction between scientists and artists in residency programmes offers as yet untapped potential when dealing with and answering a globally relevant issue, resulting in different forms of expression and conveyance.

Future TNE should aim to provide needs-oriented, innovative and practice-oriented degree programmes, striving for either a regional and/or a transnational network (→ 5.1). Finally, within TNE there should be spaces for continuous discussion on further development of the internationalisation of HEIs (→ 5.11).

¹²⁵ Cf. the DAAD press release dated 2018-11-28, entitled 'Compatible for Research, Politics and Business: Conference on Transnational Education in Berlin'; see also the German Council of Science and Humanities (2018: 41).

¹²⁶ Quoted from <https://www2.daad.de/presse/pressemitteilungen/de/52138-absichtserklaerung-zur-gruendung-einer-deutsch-ostafrikanischen-hochschule-unterzeichnet/> [accessed on 2020-01-19].

5.9 TNE from Other Countries: a Comparison

“Since only few countries collect data on TNE as yet and internationally there is neither data nor a uniform terminology available for TNE activities, it is not possible to make significant comparisons of the TNE programmes offered by different countries at both a national as well as an international level.”¹²⁷

Similarly to Germany, other countries also use TNE to establish themselves worldwide on the education and labour markets and to cooperate with intelligent and creative minds. Special attention must be paid to the USA, Australia and Great Britain in comparison with Germany, because these countries are the leading global exporters of TNE (cf. Ilieva, 2019: 57 et seq.). However, these providers differ significantly from one another in two main aspects: firstly, the providers of TNE differ with regard to a cooperative versus an independent/autonomous approach or format. German TNE has been designed to work as a partnership with the host country (cooperatively):

“The application of the IPPM (International Programme and Provider Mobility) classification framework to German TNE data shows a continuing dominance of cooperative formats in TNE programmes involving German HEIs. Cooperative programmes of study or binational HEIs represent 92 per cent of all the programmes recorded. Their total share of the number of registered students amounts to 96 per cent.”¹²⁸

TNE from Anglo-Saxon countries is generally designed for the economically lucrative export of education to the host country, which means that the foreign HEI bears sole responsibility for TNE (independently). German TNE attempts to include the educational interests and requirements as well as traditions of the partner countries, thus fitting in to the local education system. It has thus established its own profile or USP in the world and does not exist as an isolated and therefore independent institution, as is often the case with Anglo-American TNE. The basis for these different formats includes, among others, the financing models behind them, which depend on the country-specific structures of the education and science systems. In Germany, TNE is supported nationally, i.e. it receives state funding and is backed politically.¹²⁹

¹²⁷ Quoted from German Academic Exchange Service and German Centre for Higher Education Research and Science Studies (2019: 42), see also German Council of Science and Humanities (2018: 112).

¹²⁸ Quoted from German Academic Exchange Service and German Centre for Higher Education Research and Science Studies (2019: 42).

¹²⁹ Cf. for example <https://www2.daad.de/der-daad/daad-aktuell/de/75534-germany-very-good/> [accessed on 2020-01-19].

In Great Britain and the USA, the income generated through (high) tuition fees makes it purely commercially oriented.¹³⁰ The scientific literature agrees: commercialising the tertiary sector means that access to higher education has been de-democratised (cf. for example German University Rectors' Conference, 2012: 9). According to Marinoni (2019: 85, see also 89, 92), the highest potential risk for internationalisation worldwide among the HEIs he interviewed is that "international opportunities [are] accessible only to students with financial resources". Connell (2019: 84) criticises that both the countries providing TNE as well as the TNE host countries – as a potential countervailing power – even play a key role in the de-democratisation of higher education. The German financing model represents an exception among the profit-oriented providers of TNE (cf. British Council, 2019: 42).

Pedregal Cortés (2016: 128) speaks of a cooperative and a competitive rather than an independent approach and summarises the characteristics of both TNE approaches as follows, particularly taking the forms of financing into account:

CATEGORIES OF ANALYSIS	PARADIGM OF COOPERATION	PARADIGM OF COMPETITION
STATE-MARKET	Power of the state	Forces of the market
ROLE OF GEOPOLITICS	Pursues international cooperation in higher education with other countries	Pursues profit relationships in higher education with other countries
PRESTIGE AND QUALITY OF HIGHER EDUCATION	Alternative ways of measuring prestige of higher education	Rankings are fundamentally important
PERCEPTION OF STUDENT MOBILITY	Instrument of human capital; two-way mobility	Source of income; one-way mobility
COST OF FEES AND TUITIONS	Cheap or none	Expensive
ENGLISH LANGUAGE	Alternative language	Lingua franca

As yet, no comparison of the TNE of the relevant provider countries has been carried out. The overall activities of TNE offered by different providers such as the USA, Great Britain, France or the Netherlands in the various host countries – first and foremost in Asia – are barely known among the experts interviewed. Some experts had a vague idea of what

¹³⁰ See German Academic Exchange Service (2013: 19 et seq.), Marinoni (2019: 77, 100, 128), Fromm (2017: 74, 140, 232), Tsiligiris/Lawton (2018: 10) and Altbach (2016: 107 et seq.). Stiasny/Gore/British Council (2016: 8) note that: "[...] internationalization as [a] soft power with long-term economic goals [is] evident [...] in Germany; those with a stronger focus on shorter-term economic goals, such as the United Kingdom [...]."

other countries provide. Among the literature on the subject there is a book (Tsiligris/Lawton, 2018) which, in the furthest sense, draws a comparison between the countries by enabling experts from Great Britain (ibid: 111-128), the Netherlands (ibid: 27-44) and Germany (ibid: 9-26) to provide specific examples to report on what they understand by TNE and how their own country has designed TNE. The book concludes, among other things, that, in future, the focus should be on the specific German partnership approach to TNE (ibid: 12, 221, 225) since it is the most sustainable variation of TNE (cf. also German University Rectors' Conference, 2020: 3).¹³¹

Germany must enter global competition in the education system as well as for knowledge and markets (cf. German Bundestag, 2017: 14 et seq.), especially with regard to (new) Asian competitors. Its USP presented above will prove invaluable in this regard. One of the experts questioned suggested providing the German TNE profile with a label which is comparable to the "Germany: Land of Ideas" label.

Recommendations for Action:

Internationally comparable research with regard to TNE must be financed and carried out (→ 5.10). In this benchmarking, new key actors in the TNE market as well as Germany's direct neighbours or European competitors, such as the Netherlands, Bulgaria, Ireland and Poland, should be given special consideration (cf. British Council, 2019: 35).¹³² Such a comparison should also take the relationship between the provider and the host country into account, particularly if they are former colonies (→ 5.8, 5.11). The TNE host country must thus also be taken into consideration with regard to its context in an international comparison.

¹³¹ See <https://www.daad.de/presse/pressemitteilungen/de/31319-erste-deutsch-russische-universitaet-gegruendet/?c=38&> and <https://www2.daad.de/der-daad/daad-aktuell/de/75534-germany-very-good/> [accessed on 2020-01-19].

¹³² The study also points out that in countries with a central funding organisation, such as the German Academic Exchange Service (DAAD), Nuffic (in the Netherlands) or Campus France, political support for international commitment in the university sector is stronger (see British Council, 2019 and <https://www.kooperation-international.de/laender/amerika/brasilien/nachrichten/detail-laenderein-stiegsseite/info/british-council-deutschlands-hochschulen-punkten-bei-internationalisierung/>, accessed on 2020-02-08) and thus the comparability of these countries is especially well ensured.

5.10 Strengthening Research on TNE

“The academic, social and economic effects of TNE in its target countries has, however, not been greatly researched as yet. One reason for this lies in the lack of extensive and internationally comparable data on student figures and the type and scope of the activity. Studies commissioned by the DAAD in cooperation with the British Council on the impact of TNE programmes and the status of data collection on TNE in ten selected countries have contributed towards closing these gaps in knowledge.”¹³³

To enable a joint transnational data basis, the British Council and the DAAD commissioned a study which was presented by John McNamara at the “Going Global 2015” conference in London under the title “Transnational education data collection systems: awareness, analysis, action”. For this study, McNamara and Jane Knight analysed the situation in ten TNE host countries, including Egypt, Jordan, Malaysia, Turkey, Mexico, and Vietnam, making recommendations for a joint conceptual framework and showing the development of robust data collection systems especially for TNE (cf. Knight/McNamara, 2017). At the time of the study, there were no international joint standards for defining TNE and supporting it with scientific research or for collecting well-founded, comparable data for TNE, respectively.¹³⁴ In the individual countries, the terms are interpreted differently within the framework of TNE, based on specific national concepts and strategic perspectives (cf. Stiasny/Gore/ British Council, 2016: 25 et sqq.), whereby a generally understood terminology is the prerequisite for verified data on TNE, as otherwise the data can be influenced and are vulnerable. The guidelines developed by Knight and McNamara for a joint basis for data on TNE rely on the experience of more than one hundred decision-makers working in the field of university policy and transnational education in 35 countries. The objective is to receive information which will enable strategic, long-term planning and control of TNE and thus contribute to its success. Human and financial resources as well as time are required to ensure that the data collected are reliable, of good quality and comparable.

¹³³ Cf. <https://www.daad.de/der-daad/analysen-und-studien/de/43093-transnationale-bildung-tnb-praxishandbuch-und-weitere-studien/> [accessed on 2020-01-18], German Academic Exchange Service (2017: 20).

¹³⁴ See <https://www2.daad.de/der-daad/daad-aktuell/de/35489-transnationale-bildung-robuste-daten-fuer-nachhaltigen-erfolg/> [accessed on 2020-02-06].

This study from 2015 is merely the beginning of a very lengthy process of collection and evaluation. As yet, the lack of internationally resilient and comparable data on what is happening globally in the field of TNE is criticised in the literature (cf. for example German Academic Exchange Service, 2017: 7).

In particular, most of the research on TNE from the perspective of the host/target countries is still pending (cf. Knight/McNamara, 2017: 10, Stiasny/Gore/British Council, 2016: 13, 14 et sqq., 24 et seq.). Fromm (2017) expresses the desiderata as follows:

“As yet, little is known as to how bilateral HEIs can be implemented practically and how, for example, the (higher education) policy actors [Author’s note: in the ministries in the TNE host country] interact in order to establish the universities.”

Accurate information is also required with regard to local educational needs, because only in this way can foreign HEIs cooperate with local providers to advance the quality-assured development of national university systems in a manner which is meaningful and successful for both sides. A study of TNE host countries which have meanwhile become providers of TNE themselves, such as China, Japan and South Korea, would be particularly informative.

It is striking that when collecting data for TNE, such as in the general evaluation of university internationalisation processes, the predominant method used is the quantitative one. This means that the data is generally measured in facts and figures: number of students and graduates, number of mobility programmes, number of transnational degrees, number of courses offered in English/German, number of international agreements, subsidy amounts, etc. (cf. Küppers/Pusch/Uyan-Semerci, 2016: 259). But this says nothing about the quality of TNE, as the following quotation makes quite clear:

“Today we are focused on the need to care more about individuals, [...] and society rather than just the numbers and quantitative results of internationalisation. [...] The continued focus of many governments on the international ranking of institutions as a measure of their international success and the emphasis within institutions on measuring success in internationalisation by narrow and shallow quantitative measures, [...] do not demonstrate a commitment to human values, to decreasing inequality locally and globally. They are mostly focused on providing small, and on the whole, elite groups with exclusive opportunities.”

In 2019, the British Council also determined that the full potential and full use of TNE could be increased by including the effect of TNE in the target country, taking the qualitative approach into account, when collecting the data.¹³⁵

It used the following example to make this clear: “While tertiary education participation rates have improved over time, the divide between rural and urban access has widened.” (British Council, 2019: 42). The effect of TNE in the target country should primarily be compiled and analysed using the students’ perspective (cf. Tsiligiris/Lawton, 2018: 149 et sqq.). The students in and the graduates from TNE programmes as well as their further professional and personal development are decisive for the relevance and resonance of TNE, both locally and globally. The British Council and the German Council of Science and Humanities (2018: 41) have ascertained, for example, that aspects such as intercultural competence (due to international teachers and student bodies)¹³⁶, multilingualism and analytical as well as critical thinking, which all play a significant role in TNE, provide students with good chances on the labour market.¹³⁷

The future of TNE consumers leads to the final point of my thoughts on further research of TNE: the experts questioned could only give vague information based on “anecdotal evidence” as to where “their” students end up (see also Stiasny/Gore/British Council, 2016: 13). Exact figures are not available regarding how many TNE graduates come to Germany for a Master’s or doctoral degree programme, how many TNE graduates begin working in their home country or in Germany, let alone whether they return to their home country after working for several years in Germany or move on to a third country (→ brain circulation). The experts estimate that somewhere between ten and 90 percent of the TNE graduates stay in Germany to complete a further degree programme or take up a profession. Only one expert questioned was able to produce a destination study within the scope of “his” TNE programme¹³⁸ which, however, is not continuously ongoing, but was carried out at a certain point in time and, therefore, only provides a ‘snapshot’. Research of the literature has also shown that science cannot (as yet) give any precise figures

¹³⁵ Cf. German Academic Exchange Service (2017: 22), Stiasny/Gore/British Council (2016: 10). The Author is aware that an honest analysis of local projects is often a difficult, but not insurmountable undertaking since the recipients will not criticise the providers publicly, especially if the researcher is financed by the same system. Nevertheless, this is the only possible way to identify the relevance and resonance of local projects.

¹³⁶ See, for example, Küppers/Pusch/Uyan-Semerci (2016: 260).

¹³⁷ See also for example excerpts from portraits of the graduates from diverse German binational HEIs (cf. German Academic Exchange Service, 2019b: 16 et seq.).

¹³⁸ Graduates from the CDHAW Association and Members of Tongji University CAMT (2018): Alumni Report of CDHAW of Tongji University. Class of 2004 – Class of 2013. Mannheim.

on this (cf. for example Altbach, 2016: 158). Thus the study presented here proves the urgent need to carry out so-called 'destination studies', based on origin, disciplines, etc., on a certain long-term basis. Such information would also be useful for the debate on brain drain, brain gain or brain circulation within the scope of TNE (→ 3.2) which, as yet, has been based on suppositions rather than validated data.¹³⁹

Recommendations for Action:

In future, TNE sponsors should commission further studies on TNE – ideally, transregional studies, i.e. comparing countries – which focus in particular on qualitative aspects in their research and include the perspective of students as well as that of the partners in the host / target countries so as to fully develop the potential of TNE. Additionally, financing should be provided to TNE projects for the time and resource-intensive implementation of evaluations and so-called destination surveys of their graduates as part of the institute's or project's own quality analysis.

5.11 The Limits of Partnership as a Principle

"Science is per se international."

"Scientific exchange is based on bilateralism."

"Scientific exchange follows the 'Principle of Partnership'".

Such declarations or similar ones are often stated in the literature or at professional conferences. At the same time, the German Council of Science and Humanities (2018: 40) has determined: TNE programmes are characterised by a certain asymmetry. In her widely recognised study entitled "Transnational foreign cultural policy – Beyond national culture. Prerequisites and perspectives for the intersection of domestic and foreign policy", Sigrid Weigel, an internationally renowned German expert in literature and cultural studies as well as the former director of the "Leibniz-Zentrum für Literatur- und Kulturforschung" (ZfL) in Berlin, a humanities institute for literary studies in interdisciplinary contexts, and Emeritus Professor of the Technical University of Berlin, arrived at the diagnosis that: "In the field of academia, internationalisation [...] [is leading] to a tendency for the transfer to be in just one direction." (Weigel, 2019: 8 et seq.) At the end of

¹³⁹ Cf. e.g. German Academic Exchange Service (2015b: 15), German Academic Exchange Service and German Centre for Higher Education Research and Science Studies (2019: 44). One expert also spoke of network analyses to correctly understand international cooperation structures with their 'spill-over' effects.

2018, the University of Konstanz invited experts to a workshop entitled “Selective Internationality?”. At the beginning, a world map was displayed on which the university’s partnerships and relationships had been coloured in. What was noticeable was that Africa as well as almost all of Latin America and some regions in Asia were ‘white spaces’. The representatives from the University of Konstanz came to the self-diagnosis that: “No carefully balanced selection of partners and programmes exists with regard to geographical, linguistic or economic aspects.”

The selection of partners is based primarily on “superficial” quantitative figures such as rankings, to which only a minority of the world’s universities, especially from the northern/western hemisphere, are admitted. Furthermore, western, quantitative standards are applied in calls for tenders, appraisals and when selecting applicants.¹⁴⁰ This means that students and scientists from the above mentioned countries of the so-called Global South fall through the cracks. The selective internationalisation of the University of Konstanz, which offers small, elite groups exclusive possibilities for exchange programmes, is not a unique case. On the other hand, their self-critical reflexion with regard to this is as yet the exception at German HEIs.

The internationalisation of science as well as TNE can create “academic neocolonialism”, thus cementing transregional inequalities (Wilkins, 2018: 7)¹⁴¹:

“History shows that the export of educational institutions and the linking of institutions from different countries generally represented a union of unequals. Earlier “export models” included, for example, colonialism, in which the colonial power simply imposed its institutional model and curriculum, often diluted and designed for intellectual subservience, on the colonized [...]. In almost all cases, the institution from the outside dominated the local institution, or the new institution was based on foreign ideas and nonindigenous values. [...] The same inequality is characteristic of the 21st century, although neither colonialism nor Cold War politics impels policy. Now, market forces, access demand, and monetary gain motivate multinational higher education initiatives. When institutions or programs are exported from one country to another, academic models and curricula from the more powerful academic system prevail.” (Altbach, 2016: 94 et seq.)

¹⁴⁰ Cf. <https://www.universityworldnews.com/post.php?story=20190722112900397> [accessed on 2020-03-18]. Other quantitative measures include the percentage of mobile students, the number of courses taught in English and the percentage of income generated from international sources.

¹⁴¹ See also Altbach (2016: 87 et seq., 94, 97, 126), German Academic Exchange Service (2012: 15), Connell (2019: 85), Marinoni (2019: 89).

Thus, this study would also like to consider the question: How is the existing balance of power in international collaborations for studying, teaching and research maintained and strengthened, what could a partnership between equals and thus the path to a more diverse higher education and academic sector look like, and how could it succeed?¹⁴²

Global inequalities in transregional partnerships continue to be the rule rather than the exception and there are numerous reasons for this. First and foremost, inequality with regard to the resources available must be mentioned. HEIs in the so-called Global North have the facilities and funds to carry out the majority of worldwide research and teaching (cf. Altbach, 2016: 157, 160). This provides them with a predominant position when setting agendas with regard to research issues, methodical procedures, data analysis and scientific theories, which in turn leads to an undisputed position of power in the international production of knowledge, which can certainly be described as Eurocentric (cf. Marinoni, 2019: 89, Altbach, 2016: 121, 126).

Researchers from the so-called Global South are collaborators and contributors to the discussion of questions which have not arisen from their own epistemological priorities (cf. Sarr, 2019: 118 et seq.). In its “(Silent) Voices” manifesto, the Governance in Conflict Network at Ghent University describes researchers from Africa, Asia and Latin America as research assistants, drivers, translators, friends, insiders, hosts and repair people for colleagues from the so-called Global North.¹⁴³ Researchers from the so-called Global South are used or misused for accessing and collecting data, the research collective states in its manifesto. On the other hand, researchers from the so-called Global North analyse the data, presenting and disseminating them under their own name, so that the dissemination of knowledge is also carried out primarily in the so-called Global North. Local knowledge as well as non-Western forms of generating and transmitting knowledge are marginalised. In this connection, Altbach speaks of the “periphery” and the “centre”. Western universities are the ultimate place for the production of knowledge (the centre) while the universities in the so-called Global South are and remain on the “periphery” (Altbach, 2016: 149 et seq., 159; cf. Connell, 2019: 85). The conclusion from Ghent is that there is still a long way to go towards independent, decolonised research.¹⁴⁴ During the BMBF’s presentation

¹⁴² For detailed information on the dialogue on this issue, I recommend (among others) Halvorsen/Nossum (2016).

¹⁴³ Cf. <https://www.gicnetwork.be/silent-voices-manifesto/> [accessed on 2020-03-18].

¹⁴⁴ Cf. <https://www.universityworldnews.com/post.php?story=20190722112900397> [accessed on 2020-03-18].

of its African strategy in Berlin in November 2018, Christoph Kannengießner from the German-African Business Association¹⁴⁵ said: “Europe must finally listen to the questions posed by Africa, and not to the questions which Europe poses about Africa.”

The so-called Global North is the primary supporter of the missing infrastructure for local knowledge in the so-called Global South (cf. Altbach, 2016: 152), which leads to new dependencies and thus to a conflict with regard to international collaborations in science: “[Author’s note: Western] assistance is a double-edged sword, maintaining patterns of dependence while at the same time often providing needed technical help.” (ibid: 159) Here, the ‘infrastructure for producing and distributing knowledge’ means access to high-quality publications (as a reader or author) and conferences (as a participant or speaker)¹⁴⁶ as well as access to (digital) data, information and (digital) networks. Such access is monopolised by the so-called Global North; it is adapted to the needs of the scientists who work there. The so-called Global South cannot afford such access financially and is thus not part of the international scientific discourse (cf. Altbach, 2016: 98 et seq., 105 et seq., 157 et seq., 160, 167). Accordingly, the so-called Global South is merely a knowledge consumer – if anything at all. However, African scientists have a view of global phenomena such as migration and climate change which is essential for drawing a holistic image of global challenges and developing sustainable solutions for them. The existing global asymmetries in knowledge, however, prevent such a universal social development. The one-sided production and dissemination of knowledge also causes the phenomenon of students and scientists migrating in one direction: from “South” and “East” to “West” or “North”, whereby it is primarily the “North” which controls the mobility process. On the one hand, students and scientists from the so-called Global South who have been educated or trained in the so-called Global North orient themselves to northern standards, from the literature, the theories and methodology through the didactics and curricula to university management and the academic system. On the other hand, as a result of current internationalisation strategies and practices, the focus is on a small number of students (the happy few syndrome), an elite group which is mobile.¹⁴⁷ This exclusive one-way street reinforces the inequalities (cf. Altbach, 2016: 105 et seq., 121, 126, 158).

¹⁴⁵ <https://www.afrikaverein.de/> [accessed on 2020-03-24].

¹⁴⁶ European scientists can travel simply anywhere because they do not require visas and have the financial means to do so. Scientists from the ‘Global South’ cannot travel just anywhere because they lack the resources to do so and are subject to visa restrictions.

¹⁴⁷ Cf. <https://www.universityworldnews.com/post.php?story=20190722112900397> [accessed on 2020-03-18].

The internationalisation of science is increasingly leading to monolingualism: English as the lingua franca (ibid: 126, 156) while in other, including indigenous, languages nothing is taught or published. The UNESCO predicts that in the year 2100 half of all indigenous languages will be extinct.¹⁴⁸ As indigenous languages disappear, so does indigenous knowledge, which is why various experts are in favour of multiversities as an alternative to universities. “The multiversity [...] is a project to deconstruct and relativise Western knowledge, while attempting to rescue, revalorise and reapply Indigenous knowledge systems. The multiversity [...] therefore protects and disseminates cultural diversity.” (Laely/Meyer/Schwere, 2018: xvi)

The increasing use of English in scientific contexts is viewed critically with regard to the limited effectiveness and efficiency of the work of non-native speakers, the lack of consideration of non-English publications, the lack of knowledge of language(s) so as to learn and teach excellently in English, and the reduction of a diversity of languages and thus of culture.¹⁴⁹ In addition, English as a lingua franca increasingly permits Anglo-American systems and theories to dominate in a one-sided manner. Accordingly, language is an instrument of power. Only those who are proficient in English will be part of the academic discourse and the discourse on knowledge. One expert defined this situation as “linguistic imperialism”.

The reasons given above for asymmetries in international science also show that the internationalisation of HEIs in the so-called Global South is not an intentional process. HEIs in the so-called Global South have no choice, said Felwine Sarr, Senegalese sociologist and Professor of Economics at Gaston Berger University in Saint-Louis/Senegal (cf. Sarr, 2019: 118 et seq.), since this process is specified and demanded by the HEIs of the so-called Global North (cf. Marinoni, 2019: 100). Damtew Teferra, Professor of Higher Education at the University of KwaZulu-Natal in South Africa, describes it as follows, “African higher education is the most internationalized not by participation but by omission.”¹⁵⁰

The debate on the decolonisation of knowledge and science has been highly relevant in the social sciences and humanities for several years.¹⁵¹ The added value and potential of international scientific exchange and international higher education with regard to solving

¹⁴⁸ Cf. <https://en.iyil2019.org> [accessed on 2020-03-11].

¹⁴⁹ Cf. German University Rectors' Conference (2012: 32), Altbach (2016: 8 et seq., 88 et sqq., 140 et sqq.), Küppers/Pusch/Uyan-Semerci (2016: 206, 264 et seq.).

¹⁵⁰ Quoted from <https://www.universityworldnews.com/post.php?story=20190920065921180> [accessed on 2020-03-18].

¹⁵¹ See, for example, Nyamnjoh (2017), ibid (2019).

global challenges and creating a better world by sharing knowledge and increasing talents, promoting cultural diversity and developing intercultural understanding and respect are not being fully exploited (cf. Connell, 2019: 85, Marinoni, 2019: 39, 124).

Recommendations for Action:

A continuous dialogue on the limitations of gender equality and the equal rights of the partners is the first step towards fair cooperation (cf. Hampel, 2015: 320 et sqq.). Of late, the term *Sustainability*¹⁵² has been coined in this debate. It refers to the argument that fair structures and processes in global cooperations will allow a sustainable partnership to develop. Unperceived or repressed colonial structures and patterns of thought must also be deciphered and processed in this dialogue. Basically, an awareness for the asymmetry which continues to exist must be raised.

In a second step, the administration and control of finances – irrespective of their source – must be distributed evenly among all the actors involved in international HEI cooperation. This step will probably be the most effective one. Joint financial responsibility will make cooperation fairer and more democratic (cf. Hampel, 2015: 320 et sqq.). Cooperative collaboration can be promoted by means of transparent decision-making processes in which everyone concerned is involved, not just with regard to finances, but also to human resources and content. This will enable the so-called Global South to shape its own internationalisation based on its specific interests, needs and values, and depending on the individual context in which the partnership operates. Naturally, such a procedure presupposes a trusting partnership.

The first two recommendations can be taken as the basis for a more general recommendation which is part of the findings from Fair Cooperation, a study on partnerships between the so-called Global North and the so-called Global South in foreign cultural and educational policies (cf. Hampel, 2015): “Cooperation varies between process and goal orientation.” Due to limited time and financial resources, the focus is generally placed on the outcome, so that little attention is paid to the process of cooperation. But good processes, which form the basis for the dialogue between the partners, are the foundations for successful cooperation and thus also for the successful results of such cooperation. Accordingly, cooperation during the development process is at least as important, if not even more so, than cooperation with regard to the outcome.

The experts questioned in this study were also in agreement regarding the urgent need to promote multilingualism¹⁵³ – German, for example, in addition to English – and the inclu-

¹⁵² Quoted from <https://www.fes.de/en/together-towards-sustainability> [accessed on 18/03/2020].

¹⁵³ Cf. for example German University Rectors' Conference (2020: 7).

sion of indigenous knowledge as well as indigenous languages in global research and science. TNE and binational HEIs with German participation could be anchor points for European and local languages as well as for the efforts of foreign cultural and educational policy to achieve greater prestige worldwide for the German language by adapting or expanding the teaching they offer accordingly (cf. German University Rectors' Conference, 2012: 33). Furthermore, increased and specific promotion of translations can have a positive influence on multilingualism (cf. Weigel, 2019: 8 et seq., 92 et seq.). These translations must be backed by financial and human resources.

So-called reciprocal research can be useful for dissolving the subject-object relationship which is common in global research. 'Reciprocal research' means that the scientist from the so-called Global South becomes the subject and carries out research on Europe as the object. The dominating approach to date, namely that the researcher from the "North" analyses the "South", is thus discarded.

The status and, therefore, the expertise of researchers from the "South" can be enhanced if scientists from the "North" co-publish and co-lecture with them in high-quality publications and at high-quality conferences. This will give researchers a voice.

To further decolonise research practice and thus leave asymmetry behind, it will also be important to invest in establishing an infrastructure for research in the so-called Global South. One of the main demands at a United Nations' conference on science and technology was that more should be spent on funding for research and development in the developing countries (cf. Altbach, 2016: 157, 160). A major effort must be made to establish laboratories, publishing companies, libraries and online-based facilities so that the "Global South" will be able to achieve the same production and dissemination of knowledge as the so-called Global North (ibid: 167). The access lines in the "North" which already exist must be democratised, for example by means of open access publications.

The vision is of a more equal, global academic system with equal access and opportunities for all nationalities and cultures (cf. Marinoni, 2019: 39, 124). Content, creativity and innovation should count in science, not their origin. Unfortunately, we are still a long way from that.

6. Conclusion and Outlook

The recommendations for action presented here can achieve added value for existing TNE programmes and, thus, tap the potential of TNE which is as yet unexploited. TNE with German participation and binational HEIs are anchor points at which further offers and formats should be established in future. The experts questioned frequently expressed the following recommendations for future activities in existing TNE programmes:

- Educating local teachers who have completed at least one doctorate and thus have experience in research, so as to achieve a sustainable partnership and sustainable development of the host country
- Increasing joint research activities and mutual mobility within TNE towards a two-way exchange
- Implementing destination surveys to support the debate on brain drain with verified data
- Securing sustainable financing for existing TNE programmes
- Expanding the network of German TNE activities among each other to establish synergies and added value
- Focussed processing of the “digitalisation” desideratum of TNE and the internationalisation of science in general

In the end, we must ask: which goals in the internationalisation of German science is the German Federal Foreign Office pursuing in cooperation with its partners from the BMBF and BMZ Ministries? The answers will enable future measures for Germany’s research and academic relations policy to be developed, such as graduate schools or global research networks.

TNE is a “work in progress” (Tsiligiris/Lawton, 2018: 224 et seq.). This means that TNE is subject to constant change. New models, such as online learning or distance learning, are being developed and existing models such as binational HEIs are being enhanced. The recommendation, therefore, is to closely monitor these developments, comparing them internationally – both practically and theoretically – with the support of experts representing both practice and science.¹⁵⁴ Apart from best practice examples, especially those TNE programmes which have failed can provide significant insight.

¹⁵⁴ Sources include, among others, scientific literature, publications and conferences held by the intermediary organisations of the governments in question, as well as exchange platforms such as the TNE Hub at <https://www.tnehub.org/> [accessed on 2020-02-23]. It describes itself thus, “As a growing community of researchers and practitioners in transnational education (TNE), the TNE Hub will facilitate the exchange of good practice and research evidence so as to support the development of efficient and effective TNE strategies and activities. By transcending institutional boundaries and geographical distances, the TNE Hub will enable joint research projects in the field of TNE and international higher education using technology to bring together the very best combination of researchers and practitioners worldwide.”

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Appendix

Appendix A: List of discussion partners

Representatives from TNE formats:

- Prof. Dr. Stefan Peters/Universität Gießen/The German-Colombian Peace Institute (CAPAZ)/2019-11-18, by telephone
- Prof. Dr. Raimund Vogels/Universities of Hanover and Hildesheim/SDG Graduate School Performing Sustainability in Ghana and Nigeria/2019-12-03, by telephone
- Dr. Jenny Kopsch-Xhema/Management of the Cluster of Excellence “Data-Integrated Simulation Science” (SimTech)/University of Stuttgart, formerly: Management Food Security Center/University of Hohenheim, a. o. SDG Graduate School Climate change effects on food security (CLIFOOD) in Ethiopia/2019-12-16 in Stuttgart
- Prof. Dr. Heinz-Peter Höller/University of Applied Sciences in Schmalkalden/German-Kazakh University/2019-11-25, by telephone
- Dr. Dietmar Ertmann/KIT – Karlsruhe Institute of Technology/German-Vietnamese University/2019-11-26 in Karlsruhe
- Prof. Dr.-Ing. Hans Joachim Linke/TU Darmstadt/German-Vietnamese University/2019-12-09, by telephone
- Dr. Frank Wullkopf/German-Mongolian Institute of Resources and Technology (DMHT)/2019-11-22, by telephone
- Prof. Dr.-Ing. Dieter Leonhard/Chairman of the DHIK - German University Consortium for International Cooperations/University of Applied Sciences in Saarbrücken/2020-01-14, by telephone
- Anja Daniels/Head of the DHIK’s office - German University Consortium for International Cooperations/Mannheim University of Applied Sciences/2019-11-13, by telephone
- Abdelrahman Fatoum/former member of the TU Berlin/Liaison Office in Cairo/TU Berlin Campus El Gouna/2019-11-21, by telephone
- Dr. Ulrich Wacker/responsible for the ‘Leadership for Syria’ project and Managing Director of the Academy of Advanced Studies and Life-long Learning Coordinator/University of Konstanz/2020-01-14, by telephone
- Dr. Manuchehr Kudratov/Coordinator of the School of German Law at Moscow State University/Chair of Public Law, Universität Regensburg as well as a graduate of the Center for Science & Research Management in Speyer, Master’s thesis in co-operation with the German-Jordanian University/2020-01-08 and 2020-01-15, by telephone

TNE sponsors and experts for the key issues of this study:

- Dr. Stefan Geifes and Susanne Kammüller/German Academic Exchange Service (DAAD)/Transnational Education and Cooperation Programmes (project funding)/2019-11-27 in Bonn
- Stefan Bienefeld/DAAD/Development co-operation and multi-regional programmes (project funding)/2019-11-07, by telephone
- Dr. Dorothee Weyler/DAAD/Expert for structural support in higher education in Africa/Centres of African Excellence/2019-10-29, by telephone

- Undersecretary Peter Hassenbach and Julia M. Kundermann/German Federal Ministry for Education and Research (BMBF)/Units 421 and 413/2019-12-04 in Berlin
- Daniel Braun/German Federal Ministry for Economic Cooperation and Development (BMZ)/Unit 402 – Education/2019-11-25 in Bonn
- Marijke Wahlers/German University Rectors' Conference (HRK)/International Affairs/2019-12-02, by telephone
- Simon Morris-Lange/Expert Council of German Foundations for Integration and Migration/field of research/2019-12-18, by telephone
- Prof. Dr. Caroline Y. Robertson-von Trotha/ZAK – Centre for Cultural and General Studies/KIT – Karlsruhe Institute of Technology/2019-11-26 in Karlsruhe

Appendix B: Guidelines for discussions with experts

Guidelines for questions for sponsors and intermediary organisations using the example of the German Federal Ministry for Education and Research (BMBF)

1. Which TNE does the BMBF support/sponsor?
2. What is the target and what are the effects (both “here and there”)?
3. Which TNE are particularly successful? For what reasons?
4. What are the challenges which exist for TNE?
5. Have there been/are there “lessons learned” in the design and development of TNE? If so, what are they?
6. Is TNE still relevant in times of digitalisation? How are digital media used/applied in TNE?
7. TNE and academic freedom: what can you say about this issue?
8. TNE and recruiting skilled personnel: what can you say about this issue?
9. Where do you find “things desired” (desiderata) in TNE? Which measures should also be promoted? You can wish for two measures - which would you choose?
10. How do you see the future of TNE? Which forms/formats are required in future (“beyond” TNE as well)? Where should these be located (specific continent/specific country)? Which issues should be dealt with urgently in TNE?
11. TNE and collaborating with ministries: How does the German Foreign Office collaborate with you in TNE? How do you collaborate with the German Foreign Office in TNE? Where can/could the German Foreign Office in particular support TNE, creating added value for TNE? Where can/could the German Foreign Office support the work you do for TNE? How would you answer these questions if we're talking about the German Federal Ministry for Economic Cooperation and Development (BMZ)?
12. Do you follow TNE from/in other countries? If so, which ones? What conclusion would you draw from a comparison of TNE in these countries with that in Germany?

Guidelines for questions for people responsible for TNE projects

1. Please tell me about “your” TNE (programmes for Transnational Education): Partners, sponsors, locations, objectives and effects (both “here and there”), etc.
2. What has been/is particularly successful about “your” TNE?
3. What have you learned from this project; what experiences have you gained?
4. Which challenges did you face?
5. How was the relationship to your partners (incl. sponsors)? How were/are the roles distributed? How are the interests, traditions and objectives of the partners included? How is a partnership/co-operation achieved on an equal footing?
6. How were/are digital media used/applied in “your” TNE?
7. TNE and academic freedom: what can you say about this issue?
8. TNE and recruiting skilled personnel: what can you say about this issue?
9. Where were or are there “things desired” (desiderata) in “your” TNE? Which measures should also be promoted? You can wish for two measures - which would you choose?
10. Do you follow TNE from/in other countries? If so, which ones? What conclusion would you draw from a comparison of TNE in these countries with that in Germany?
11. How do you see the future of TNE and/or international co-operation for higher education in general? Which forms/formats are required in future (“beyond” TNE as well)? Where should these be located (specific continent/specific country)? Which issues should be dealt with urgently in TNE?

Appendix C: List of visits to conferences during the course of this study

- 2019-10-07: German University Rectors’ Conference: “nexus” Conference in Freiburg, Germany, on the Internationalisation of Higher Education Institutions, including a round table on “Future International Higher Education Cooperation”
- 2019-11-15: Baden-Wuerttemberg International conference: “What does digital change mean for higher education institutions?” in Stuttgart
- 2020-01-11: “Dear White People... Check Your Privilege!” in Freiburg, Germany panel discussion: “Insiders” and “Outsiders”: Racialized Power Hierarchies in Academia and Field Research

About the Author

Dr Annika Hampel is an expert on foreign cultural, educational and scientific policies. She is especially interested in international cultural and academic collaboration and diversity as well as the role of culture and science for sustainable development. For more than ten years, she has been working at various German universities and higher education institutes to develop the internationalisation of research, teaching and studies. From January 2017 until June 2018, Hampel was Director of the International Affairs Business Unit at the Karlsruhe Institute for Technology (KIT). Since July 2018, she has been the scientific coordinator for the Maria Sibylla Merian Institute for Advanced Studies Africa (MIASA) at the University of Ghana (Accra) and, as Executive Director, established the Africa Centre for Transregional Research (ACT) at the University of Freiburg.

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A photograph of a graduation ceremony. In the foreground, several graduates in blue gowns with red cuffs are seen from the chest up, their hands raised in the air. In the background, a large, classical-style building with white columns and windows is visible. Numerous black graduation caps with red tassels are flying through the air, some having just been tossed. The sky is bright and clear.

Future International Higher Education Cooperation

Research and Academic Relations Policy Using the Example of Transnational Education (TNE)

Higher education institutions are confronted with a complexity of tasks and contexts or framework conditions which they must manage and classify. The internationalisation of higher education institutions (HEI) provides the opportunity to work with new partners in teaching, research and transfer. At the same time, competition for German HEIs in the global science market is increasing. As internationalisation continues to increase, discourses on academic freedom and migration processes are also coming to the fore. Furthermore, the current digital transformation of society as a whole is also affecting scientific organisations in all areas of performance.

Against the background of these profound global upheavals, the study explores the question of how future international higher education cooperation should be developed and what contribution transnational education (TNE) in particular can make to this.