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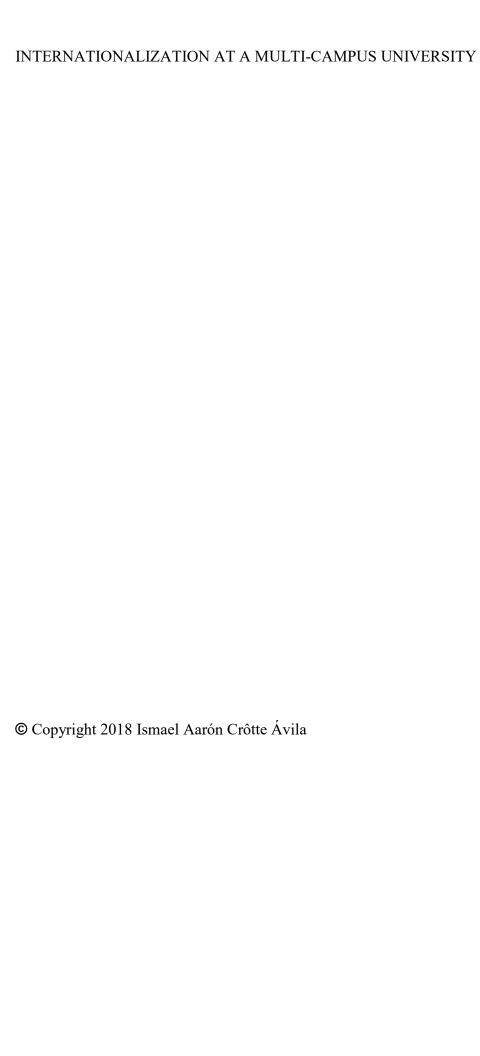Center for International Higher Education

THE INTERNATIONALIZATION PROCESS OF A PUBLIC MULTI-CAMPUS UNIVERSITY: THE CASE OF UNIVERSIDAD DE GUADALAJARA

Master's Thesis
by:

Ismael Aarón Crôtte Ávila

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INTERNATIONALIZATION AT A MULTI-CAMPUS UNIVERSITY

Ismael Aarón Crôtte Ávila

ABSTRACT

This study will identify to what extent the different campuses that compose the Universidad of Guadalajara (UdeG) have taken steps to internationalize uniquely and "independently," beyond the frameworks for internationalization offered exclusively via central administration, and to identify some of the specific challenges and opportunities inherent in the internationalization processes for a multi-campus system.

Keywords: multi-campus university; internationalization of higher education; Mexico.

TABLE OF CONTENTS

INTRODUCTION

Globalization, an unavoidable fact in the 21st century, has also impacted higher education. Altbach (2016) defines globalization as "the reality shaped by an increasingly integrated world economy, new information and communication technology, the emergence of an international knowledge network, the role of the English language, and other forces beyond the control of academic institutions" (p. 18). To respond to these forces, higher education has drafted "a variety of policies and programs that universities and governments implement…" and Altbach calls it "internationalization" (p. 18). These policies and programs may be found explicitly in universities' missions and goals, or could be implied by their actions on academic cooperation programs. Explicit or implied actions could include international student and faculty mobility programs, internationalization of the curriculum and international join research and publications, to name just a few. Internationalization is a priority to an increasing number of higher education institutions worldwide, according to the IAU 4th Global Survey on Internationalization of Higher Education (Egron-Polak & Hudson, 2014), as it is a "valuable and transformative process of change in reshaping and enhancing the future of higher education" (p. 12). Latin America and the Caribbean, could not be the exception, as marked by the most recent survey conducted by Gacel-Ávila and Rodríguez-Rodríguez (2018) where internationalization remains one of the main challenges in the 21st century for the region as "they want to safeguard the institutional mission so that it does not simply serve the hegemonic and de-nationalizing interests of globalization" (p. 9).

The purpose of this research is to identify to what extent the different campuses that compose the Universidad of Guadalajara, UdeG, have taken steps to internationalize uniquely and "independently", beyond the frameworks for internationalization offered

exclusively via central administration, and to identify some of the specific challenges and opportunities inherent in the internationalization processes for a multi-campus system.

In doing so, definitions of multi-campus institutions and systems will be analyzed in order to identify the one that best suits UdeG in describing its higher education network as a state institution. Then, definitions of internationalization will be presented as well as the common actions taken in praxis by universities or systems comparable to the UdeG network, plus strategies and organization models to implement such actions. After the literature review, the contextual background of UdeG and UdeG's internationalization's mission, vision, and institutional development plan for 2030 are provided. Then a section on methodology will follow.   And the thesis will conclude with findings and conclusions based on the information from the interviews contrasted with the literature.

LITERATURE REVIEW

Multi-campus systems and universities

Scholarly literature regarding multi-campus universities is vast when referring to institutions whose origins are in the United States. There was nothing found when it comes to Mexican counterparts. Yet, the definitions and classifications offered by the U.S. systems will support the main purpose of this section. According to the U.S. National Association of System Heads, NASH, a multi-campus system or university could be defined as "a group of two or more colleges or universities, each with substantial autonomy and led by a chief executive or operating officer, all under a single governing board which is served by a system chief executive officer who is not also the chief executive officer of any of the system institutions." (mentioned in Groenwald, 2017, p. 135). Different sources use terms such as site, location,

satellites, branches, or campuses, even campi (proper plural for campus in Latin) to refer to the units that make up a specific system. In fact, they do have special meaning for accrediting and regulatory agencies, but for the purpose of this paper the term "campus" is to be used to refer to those locations that could either be in charge of teaching, researching or community outreach within a specific system with a central administration. These U.S. multi-campus universities have their origins throughout the 20th century and according to Lane (2013) their main purpose then was for the state to oversee the vastly decentralized public higher education sector. The 1960's and 1970′s marked a period of time in the United States where increased accountability, productivity and fiscal sobriety were demanded from the state by the constituents. These multi-campus universities seemed to ensure the frugality of state funding while attending to the different geographical needs within the state (Lane, 2013; Pinheiro, Charles, & Jones, 2016). Case in point is the California Master Plan for Higher Education presented by Clark Kerr in 1960 that re-engineered California's public higher education system into what we know today to be the University of California, California State University and California Community Colleges systems. The Master Plan divided responsibilities among the three differentiated systems of higher education (Cohen & Kisker, 2010). These systems, and many more across the United States, had to ensure effective use of public resources by avoiding duplication of programs, for example (Lane, 2013).

As hinted by the listing of terms referring to the academic units that make up a system of higher education, there are several ways to structure and organize a multi-campus university. NASH has made a classification of four major categories (Groenwald, 2017):

1) State multi-institutional system: comprised of two or more public colleges or universities, single governing board, within one state only, each campus has a unique mission.

2) Institutions with multiple autonomous campuses: public or private institutions, multiple or single state, each campus has a unique mission, and each has separate-but-equal institutional heads.

3) Institutions with satellite campuses: public or private institutions, multiple or single state, single governing board and a main or flagship campus, satellite campuses do not offer the full array of services main campus does.

4) Multi-state, multi-campus institutions with central office: a private institution where all campuses reflect the same mission and there is a central office providing support to all.

In addition to these four major classifications, Lane has made an overall distinction between two types of systems: segmented and comprehensive (2013). Segmented could be exemplified by the California Higher education system where University of California were to accept the upper third tier of high school graduates, include research and offer doctoral degrees; California State University were to offer from bachelor's up to master's degrees; and anyone of at least 18 years may register for courses at the California Community Colleges system (Cohen & Kisker, 2010). A comprehensive system could be best represented by the State University of New York (SUNY) which includes community colleges, comprehensive colleges, and research universities (Lane J. E., 2013).

In setting the tone for a better understanding of the type of institution the Universidad de Guadalajara (UdeG) is, and to narrow down the definition that best suits it, Pinheiro and

Berg offer a clear separation between a multi-campus system and a multi-campus university. The former is composed of several universities that often have several campuses themselves, all under an overall authority. The latter, could be the result of merging legally independent pre-existing, but geographically separated institutions into one consolidated new institution. Other times, multi-campus universities result from new (peripheral) campuses that are geographically distant from each other, initiated by a single-campus institution located in a major urban area (2016). UdeG falls into this last category.

The literature provides extensive analysis of the pros and cons in the management of a multi-campus university. In keeping with the central purpose of this research paper, identifying the internationalization process of UdeG as part of the comprehensive administration of a public multi-campus institution, these are a few of the benefits found: First and foremost, the notion of a public good by providing broad-based access to higher education, a role not being served by the private institutions (Lane J. E., 2013). Then, the notion of equity in serving all regions in the state, including underserved local populations and diminishing youth migration from the periphery into the metropolis, plus the reduction of regional economic asymmetries (Pinheiro, Charles, & Jones, 2016). Lastly, the role as coordinators, regulators and allocators of public funding. This is where a centralized administration stablishes policies and processes to ensure consistency throughout the university's many campuses; provides resources to the remote locations; develops and conducts training and support of personnel that may not have to replicate in other locations; sets goals and makes decisions, stores and disseminates information (Groenwald, 2017). On the other hand, it is easy to foresee many of the drawbacks a centralized administration of a multi-campus university may inherently have. To list a few, we find that the complexity lays

on the geographical distances creating challenges with respect to the coordination and management of activities; more often than not, there are unsolved issues between main campuses were the majority of research and teaching activities are found when it comes to staffing and funding (Pinheiro, Charles, & Jones, 2016); challenges and tensions regarding power and autonomy also arise when the central office, which allocates resources, blocks or ignores the needs or wishes of the campuses (Groenwald, 2017); and last, but most important, a bureaucratic supra-structure that does not have students (teaching), faculty (research), or alumni(outreach) (Lane J. E., 2013)

Internationalization

Internationalization is defined by Jane Knight as "the process of integrating an international, intercultural, or global dimension into the purpose, functions or delivery of post-secondary education" (as cited in de Wit, Jaramillo, Gacel-Avila, & Knight, 2005, p. 13) Knight goes on to comment that the terms were cautiously chosen and explains that by process is meant to be an ongoing effort; integrating refers to infusing the international dimension into central policies and programs, not marginalized; international, intercultural and global must be considered as a triad where international denotes the relationship between nations and cultures, intercultural addresses the diversity found in the home environment and global as world-wide scope; purpose tells us about the mandate the higher education institutions (HEI) must observe; functions refers to everyday operations; and finally, delivery refers to the course offering from the HEI.

Now, in this ever evolving world of international HE, there have been several updates since this definition was originally presented. The most recent one was crafted in a study

funded by the European Parliament. The addition to the former definition by Knight has been marked with italics: "The *intentional* process of integrating an international, intercultural or global dimension into the purpose, functions and delivery of postsecondary education, *in order to enhance the quality of education and research for all students and staff, and to make a meaningful contribution to society*" (de Wit, Hunter, Howard, & Egron-Polak, 2015). The authors of this updated version comment that it now reflects an increased awareness that internationalization ought to become more inclusive and less elitist by no longer just focusing on mobility, but more on the curriculum and the learning outcomes, thus ensuring internationalization for all, not the very mobile few. This definition, according to the authors, stresses that internationalization is not a goal in itself, but a means to foster quality, and that it should not focus mainly on economic rationales.
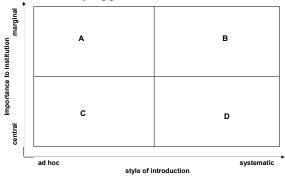
It may be considered natural that if multi-campus and internationalization notions were to meet at some point in this paper, it would be under the form of multinational colleges and universities. Lane describes them as "institutions that have extended their academic operations outside of their home country with a combination of research sites, outreach offices, joint degree programs, and branch campuses" (2011, p. 5). These multinational institutions may be offering joint or dual programs, online and distance learning, or stablishing their own international branch campuses (IBC) (Kosmützky & Putty, 2016). Yet, internationalization of higher education as perceived by them is bound to the traditional activities HEI perform at home: student mobility, interinstitutional agreements of academic cooperation, internationalization of curriculum, foreign language certification, among others.

Implementing the international dimension into teaching, research and services functions of any HEI is always multifaceted and not necessarily identical from one to other.

As presented by de Wit (2002), the many different actions associated with implementing internationalization are divided into two major categories: program strategies and organizational strategies. The former are "those academic activities and services of an institution of higher education that integrate an international dimension into its main functions" (p. 121). The latter refers to initiatives or actions that support such internationalization by developing and implementing policies and administrative systems. And just as mentioned above, de Wit also warns that there is not a single organizational model that could be universally used to implement those program and organizational strategies. de Wit stresses that implementing internationalization is different by time, type, discipline, country, region, and system (2002). There are two models, out of the six identified by de Wit (2002), that would best aid to exemplify the implementation of internationalization in a multi-campus university, UdeG in particular. The first one is presented by Davies (1995) where he bases his model on the institutional needs to develop a framework for internationalization as a response to external changes, such as globalization, information technologies usage, the end of Cold War, Brexit, among others. Davies identifies two sets of factors in reference to any higher education institution, internal and external, and six elements, three for each of the factors. The three elements of internal factors are: 1) University mission, traditions, self-image; 2) Assessment of strengths and weaknesses in programs, personnel, finance; 3) Organizational leadership structure. For the external factors the three elements are: 1) External perceptions of image and identity; 2) Evaluation of trends and opportunities in international marketplace; 3) Assessment of competitive situation (1995, p. 5). Davies has created a matrix to place his model as a tool for institutions "to give structure to organizational aspects of strategies for the internationalization of higher education" (de Wit, 2002, p. 131) (See Figure 1).This matrix could be used to assess the internationalization

process of such a multi-campus university as UdeG. Depending on where the internal or external elements are placed, either marginal or central, ad hoc or systematic, internationalization strategies from the thematic metropolitan campuses or the comprehensive regional counterparts are achieving or not their internationalization strategies either aided by, or despite the central administration systems and processes.

Figure 1.
Institutionalization of Approaches to Internationalization of Universities
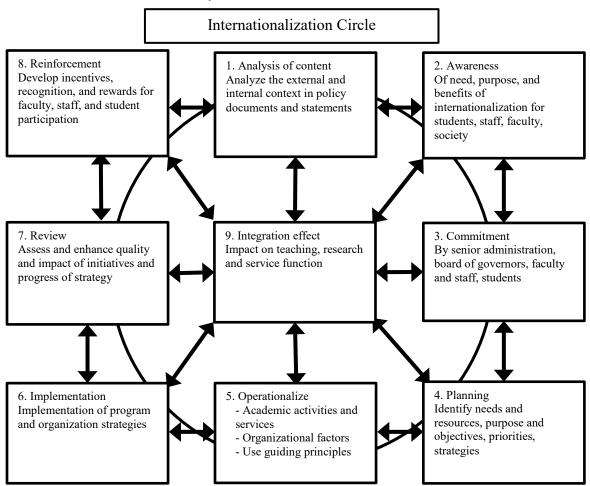

Source: John L. Davies, University Strategies for Internationalisation in Diffierent Institutional and Cultural Settings: A Conceptual Framework, in Policy and Policy Implementation in Internationalisation of Higher Education, ed. P. Block (Amsterdam: European Association for International Education, 1995, p. 16. Mentioned in de Wit, 2002, p. 131.

The second model is a merging of two former models presented by van der Wende and Knight. The modified version of the internationalization circle (See Figure 2) is to be kept in mind as the balance between centralization and decentralization of UdeG is to be commented in the recommendations section of this document and how this relates to the internationalization efforts made by the metropolitan and regional campuses, and the systems and processes put in place by the central administration. de Wit (2002) comments on this modified internationalization circle (Knight, 1994) that there is a strong emphasis on awareness and commitment and on planning, operationalization –boxes 1 through 6, and

review –box 7, yet it now includes the strength offered by van der Wende's model of analysis of context, implementation and integration effect –box 9 since internationalization is not an end in itself, but a means for other actions. In this case: teahing, research and service or extension (2002, p. 137).

Figure 2.
Internationalization Circle, Modified Version.

Internationalization Circle		
8. Reinforcement Develop incentives, recognition, and rewards for faculty, staff, and student participation	1. Analysis of content Analyze the external and internal context in policy documents and statements	2. Awareness Of need, purpose, and benefits of internationalization for students, staff, faculty, society
7. Review Assess and enhance quality and impact of initiatives and progress of strategy	9. Integration effect Impact on teaching, research and service function	3. Commitment By senior administration, board of governors, faculty and staff, students
6. Implementation Implementation of program and organization strategies	5. Operationalize - Academic activities and services - Organizational factors - Use guiding principles	4. Planning Identify needs and resources, purpose and objectives, priorities, strategies

Source: Jane Knight, Internationalization: Elements and Checkpoints; CBIE Research paper No. 7. (Ottawa: Canadian Bureau for International Education, 1994) p. 12 Mentioned in de Wit, , 2002, p. 136.

INSTITUTIONAL CONTEXT

Universidad de Guadalajara

Jalisco is home to more than 40 public and private institutions of higher education (HEI). (Secretaría de Educación Jalisco, 2017) UdeG is the autonomous and public University Network of the State of Jalisco. Founded in 1792, it is Mexico's second oldest and biggest university, after the National Autonomous University of Mexico, UNAM, founded in 1551, in Mexico City. It has grown to accommodate 127,869 undergraduate and graduate students in its six thematic university centers in the metropolitan area, nine regional university centers, plus one virtual university system (Moreno-Arellano, 2018). That is 45.63% of the college-age cohort in the state (ANUIES, 2017). It currently offers 272 bachelors', 71 medical specialties, 129 masters' and 46 doctoral programs. (Universidad de Guadalajara, 2017). UdeG also caters to 152,428 high school students in its more than 67 schools, annexes, and centers throughout the state of Jalisco. In total, UdeG has 280, 297 students. Nonetheless, this document will not focus on the high school system and its population, nor its internationalization process.

UdeG exists before there was the notion of the state of Jalisco, or an independent nation known today as United Mexican States. Like many of the colonial HEI of the 16th-18th century period, it was charted by royal decree, hence the name Royal and Literary University of Guadalajara. 19th and early 20th centuries were a turmoil for the independentist colonies and their colonial-era universities. Mexico, Jalisco, and UdeG were not the exception. UdeG was closed and managed to resurface several times during this period of conflicting ideologies and polarized bastions of power. In 1925, UdeG was finally re-opened as the

public, secular, tuition-free, comprehensive state university that is known today. From this year and up to the late 1980's UdeG registered an exponential growth in its enrollment.

In 1989, the then Rector of UdeG, Mr. Padilla-López, presented the "Institutional Development Plan: A vision into the future," in response to this growth. This Plan included decentralization and regionalization as one of the four main axes. At the time, 58.5% of the total population of Jalisco lived in Guadalajara, yet UdeG had 91.6% of total annual enrollment in the same metropolitan area (Universidad de Guadalajara, 1990). Later that same year, the *Consejo General Universitario*, UdeG's General University Council, (highest governing body), approved the University Reform, which among many administrative and academic changes included transforming colleges and schools into academic departments; adopting the academic credit system; and the creation of thematic and regional university centers (campuses). This Reform entered into effect in 1994 when Jalisco's State Congress approved the new *Ley Orgánica de la Universidad de Guadalajara*, UdeG's Organic Law of Education, which first and foremost, granted autonomy from the Governor's Office in matters of academic planning and administration of resources (Bravo-Padilla, 2015).

Migrating from the colleges and schools model into the academic department model, meant a full institutional reengineering. Departments responded to a very specific discipline. Several departments grouped together, made up a division. Divisions grouped together created a specific thematic campus in the greater Guadalajara metropolitan area, ZMG (*Zona Metropolitana de Guadalajara*) (Acosta, 2005). To clarify this new model of organizational reengineering, the Social Sciences and Humanities Campus, (Centro Universitario de Ciencias Sociales y Humanidades, CUCSH, by its Spanish acronym) shall be used to explain that the former schools of sociology, international relations, political studies, and social work became the departments of the same name that compose the Division of Political and Social

Studies; which in turn, along with the divisions of Human and Historic Studies, Cultural Studies, Societal and State Studies, and Legal Studies craft the Social Sciences and Humanities thematic campus in the ZMG.

Following the former explanation, the maps below depict the different areas that encompass each thematic campus in ZMG, plus the regional campuses, and the Virtual University System, with UdeG remaining the only comprehensive, research public university system in the State of Jalisco (see Figure 3). The regional campuses were created to provide higher education to Jalisco's different regions (ZMG is the 12th region). Five of the nine regional campuses, just like all thematic ones, pre-date 1994 as independent schools and colleges along with several high schools, all within UdeG's central administration. This was the year when the decentralization and creation of campuses went into effect. Four of the regional campuses are of recent creation. All nine are interdisciplinary and their academic offering is closely linked to the local economy's needs. The creation of the Virtual University System, SUV, was for the purpose of expanding educational coverage through non-conventional modalities (Moreno-Arellano, 2018; Bravo-Padilla, 2015; Comisión Especial paa la Descentralización , 1993). Table in figure 4 displays faculty and student population, programs offered, year of creation and definition of each of the 15 campuses, plus virtual university system that conform the UdeG Network. (See Figure 4).

Figure 3.
Map of ZMG to the left with the six metropolitan thematic campuses. To the right, map of the state of Jalisco and the location of the nine regional comprehensive campuses.

Source: Universidad de Guadalajara: http://www.udg.mx/es/red-universitaria

When it comes to governance, UdeG, after 1994, in an attempt to simplify its structural complexity and, consequently, improve its performance, gave relevance to the geographic and administrative decentralization and regionalization of its services as a strategy to increase its presence in each of the regions that make up the state of Jalisco. The newly created regional campuses began to assume a structure that allows them to develop and manage their own programs rather than replicating programs offered by metropolitan campuses. For its operation, each campus, either metropolitan or regional, has its Organic Statute and an academic and operational structure that, in theoretical terms, favors the principle of autonomy and independence that characterizes a network organization. Under this perspective, the management and administration of the resources assigned to these units falls on their "rector" as the chief administrator in each campus. This title was quite revolutionary as no other Mexican institution has granted that title traditionally reserved for the highest position in a central administration. In practice, these "rectors" function similarly to what in the United States is a Dean to a college or school. To integrate in a comprehensive

project the different scopes of academic work, the person in charge of each campus has as substantial support an academic secretary. For the administration and management of the physical, human and financial resources of the institution, it relies on the administrative secretary. They fulfill their tasks with the support of coordinators in various areas. The substantive activities of teaching, research and extension are the direct responsibility of the departments that, as previously presented, offer a set of disciplines, taught by expert professors coordinated by a "Department Head" (Castillo-Girón, de León-Arias, & Ayala-Ramírez, 2011).

As commented by Lane (2013), UdeG has a supra-structure that oversees all academic and administrative aspects, yet does not have any direct involvement with students, nor any human resources, neither academic, nor administrative, except for its own staff. Nonetheless, it sanctions all of the above. Central management follows the same campus structure: the chief executive officer is embodied by the Rector General, aided by the Vice-rector, overseeing all academic aspects –similarly to what a Provost is in the U.S. university systems, and the General Secretary, in charge of administrating monetary and human resources and legal aspects. Several General Coordinations report to the latter two. Above all, there is the General University Council as the maximum governing body and it is made up of officials from central administration; faculty, administrative staff and students from metropolitan and regional campuses; the virtual university and high school systems. Dynamics between campuses and central administration follow more the wheel network model than the community network model. The former has centralized decision-making, coordinates and regulates tasks for the rest of the members by stablishing information and procedure systems. In the latter, all entities share the same decision power (Comisión Especial para la Descentralización, 1993; Castillón-Girón et al, 2011).

According to definitions previously stated, and after explaining its current organization, UdeG falls under the definition of a single-state, public, multi-campus comprehensive university network.

Figure 4.
UdeG's Thematic-metropolitan and Regional campuses, plus Virtual University System.

type	campus	definition	year of creation	students	faculty	academic programs	outbound mobility	% students outbound
Metropolitan thematic campuses	CUAAD	arts, architecture and design	1994	7,634	639	27	251	3.29
	CUCBA	biological and agricultural sciences	1994	6,275	511	14	64	1.02
	CUCEA	economic and management sciences	1995	18,366	934	33	427	2.32
	CUCEI	exact sciences and engineering	1994	14,581	989	40	164	1.12
	CUCS	human health sciences	1994	18,491	1,814	40	223	1.21
	CUCSH	Social sciences and humanities	1994	11,627	1,138	34	237	2.04
Regional campuses	CUALTOS	The heights	1994	4,005	373	19	119	2.97
	CUCIÉNEGA	The marshlands	1994	6,211	481	19	36	0.58
	CUCOSTA	The coast	1994	6,093	486	27	135	2.22
	CUCSUR	The south coast	1994	3,935	349	21	31	0.79
	CULAGOS	The lakes	2004	2,683	234	15	59	2.20
	CUNORTE	the north	2000	4,457	400	16	74	1.66
	CUSUR	the south	1994	8,772	537	25	105	1.20
	CUVALLES	the valleys	2000	4,352	292	22	102	2.34
	CUTONALÁ	Tonalá region	2011	6,164	492	20	52	0.84
	SUV	Virtual university system	1999	4,223	514	15	2	0.05
total students				**127,869**	**total student outbound mobility**		**2081**	**1.63**

References: *Universidad de Guadalajara , 1990; Comisión Especial para la Descentralización , 1993; Castillón-Girón et al., 2011; Bravo-Padilla, 2015; Coordinación General de Cooperación e Internacionalización, 2017; Moreno-Arellano, 2018.*

UdeG's internationalization

UdeG's internationalization efforts could be traced to 1983 when the Department of Scientific Research and Academic Improvement, *Departamento de Investigación Científica y Superación Académica*, (DICSA, by its acronym in Spanish) was created. According to Acosta (2005) this was a strategic factor that allowed generating favorable conditions for the growth of scientific research in UdeG. DICSA fomented the design and implementation of an aggressive institutional policy of hiring new highly qualified research personnel, with postgraduate degrees either, obtained in Mexico City, or overseas. DICSA also laid the foundations for the creation of research centers and institutes in several areas, plus financing for some projects and programs. At the time, as commented by Acosta, only 14% of academics were tenured professors and one fourth of these academics were full-time researchers. Academic cooperation agreements were required to foment academic improvement from UdeG faculty obtaining doctoral degrees abroad, plus scientific international cooperation for the newly created centers and institutes. UdeG currently has over 60% of tenured professors as members of the National Registry of Researchers (SNI, by its acronym in Spanish) (Universidad de Guadalajara, 2017). With the 1994 institutional reform, DICSA gave way to the General Academic Office, *Dirección General Académica*, (DGA) which in turn, years later, became the Vice Provost for Academics, *Coordinación General Académica*, (CGA).

It was under the General Academic Office that the Academic Cooperation Office was established, *Coordinación de Cooperación Académica*, (CCA). Student and faculty mobility, plus joint-research programs were established. A legal unit was also included since these programs were institutionalized by the signature of academic cooperation agreements with national and international institutional counterparts, foreign governments and organizations.

In December of 2004, the General University Council passed a resolution authorizing the creation of the Vice Provost for Cooperation and Internationalization, *Coordinación General de Cooperación e Internacionalización*, (CGCI) (Gacel-Ávila J. , 2006). This newly created office stopped reporting to the CGA and reports since then directly to the Executive Vice Rector (Provost). With increased visibility in the organizational chart and with hierarchy from the central administration, CGCI has since then been institutionalizing internationalization for the UdeG Network with goals such as: contributing to the comprehensive education of students by developing an international profile that allows them to navigate in a globalized, competitive and multicultural world; encouraging the improvement of academic quality in teaching and research, through the development of an international vision in the performance of academics and administrative personnel; implementing and operating the institutional internationalization policy in each of the different areas of the University Network (Universidad de Guadalajara, 2018). Since its creation, CGCI was entrusted by the General University Council with a long list of strategies for internationalization (2018).

Since then, CGCI is the top executive central office for the multi-campus network that in alignment with all other matters, follows the wheel model of management presented by Castillo-Girón, et al. (2011) earlier:

- "Promote, coordinate and evaluate the policies and institutional strategies of academic cooperation and internationalization.
- Issuing general recommendations on the integration of the international dimension, as well as disclose trends and advances in the cooperation and internationalization of higher and high school education.

• Coordinate the actions of cooperation and internationalization among the different Network units, without affecting the exercise of the attributions that correspond to each one of them.

• Maintain and foster relations between UdeG and national and international organizations in matters of cooperation and internationalization.

• Promote and coordinate the execution of agreements in matters of national and international cooperation, as well as supervising their compliance.

• Promote institutional educational programs abroad and expand its international presence in coordination with the corresponding offices of the Network.

• Design the strategy of promotion, information and dissemination of UdeG's internationalization activities and opportunities for international cooperation, to its community.

• Promote and administer, together with the respective unit, the institutional programs for the mobility of students, academic and administrative staff.

• Manage and, where appropriate, manage the procurement of external resources, together with the corresponding Network unit.

• Coordinate and, where appropriate, administer the programs for the incorporation of foreign students, in coordination with the Network unit.

• Disseminate and, where appropriate, administer the study abroad scholarship provided by national and international organizations" (Universidad de Guadalajara, 2018b).

Both CGCI's goals and strategies are aligned with the three main objectives UdeG has identified under internationalization in the 2014-2030 Institutional Development Plan, *Plan de Desarrollo Institucional 2014-2030*, (PDI) (Universidad de Guadalajara, 2014). PDI

mentions the importance of internationalization of the curriculum in order to integrate the internationalization dimension in the content of all academic programs, plus the prevalence of English as the *lingua franca* for both students and faculty.

In keeping with the development and implementation of the internationalization dimension in the different campuses and virtual university system (SUV) at UdeG, Castillo-Girón, et al. (2011) had previously mentioned that each campus, and the SUV for that matter, have an administrative structure where the "Coordinators" support the activities and duties for both the Academic and Administrative secretariats. Since the creation of the Network, all internationalization strategies in each Network unit fall under the responsibility of the Academic Services Coordinator, *Coordinador de Servicios Académicos*, CSA, in the Academic secretariat. This CSA may be aided by two supporting offices: Scholarships and Academic Exchange. These last two in turn may be just one person each, or one person for both offices, depending on the student and faculty population in each particular campus. It must be added that the CSA has among others, the duties of coordinating capacity building programs for the betterment of faculty, all services related to campus library services, self-access language laboratories, and foreign language program. It is until very recently that some campuses now consider the position of "internationalization coordinator." This newly created position will be addressed in the findings and recommendations section below.

METHODOLOGY

In this section I explain the methodology used. My research questions were:

(1) What are the specific challenges and opportunities inherent to the internationalization processes for a multi-campus system as UdeG.

(2) To what extent the different campuses that compose the multi-campus Universidad de Guadalajara (UdeG), have taken steps to internationalize uniquely and independently from the frameworks for internationalization offered exclusively by the central administration of the university.

To answer these research questions I have done a literature review on the concept of multi-campus universities and internationalization. I have described the context of UdeG through its history, emergence of its multi-campus framework, and its internationalization policy and administration.

In addition, face-to-face interviews has been conducted with key informants from UdeG's central administration, thematic metropolitan and inter-disciplinary regional campuses in order to identify the current state of internationalization at the institution and if there are sentiments longing for more autonomous processes in the campuses; whether these campuses have within the potential and infrastructure to implement so; and the role the central administration should play.

IRB approval for holding interviews has been received from Boston College on February 14, 2018. The interviews held with the appointed internationalization administrators, either at the different campuses, SUV, or in the central administration offices, are key to identify those aspects mentioned in the introduction. Interviewees were provided with a full protocol explaining the safekeeping of their identity and wellbeing. The interviewees have returned a signed consent agreeing to partake of this research. Questions (See Annex 1) were sent individually along with the consent form in English and the answers, at time of interviewing, were either in Spanish or English.

All recorded answers were protected and codified. Interviewees' identity is not to be disclosed. All answers were grouped in either, central administration, metropolitan or regional centers. SUV is to be considered one more campus. The information provided was analyzed and included in the findings and recommendations of this research. Three specific questions were included since the vast majority of the interviewees attended an intensive immersion course on internationalization of HE offered by the Center for International Higher Education (CIHE) at Boston College in the summer of 2017.

FINDINGS AND CONCLUSIONS

As previously noted in the literature, UdeG's campuses are very dissimilar, especially when thematic metropolitan and regional campuses are compared. The table in figure 4 clearly portraits student and professor population differences. That immediately reflects on the budget allocated from the central administration and the monetary and human resources each campus may have for implementing the international dimension. A closer look at the table may also reveal that there is no isomorphism among regional campuses –nor among thematic ones, for that matter. The far right column on the table, albeit a bit minimalistic, also helps to fathom how disparate their outcomes are on internationalization if the percentages on short-term outbound student mobility are to be taken *pars pro toto* as indicators of programs and strategies implemented.

When asked about their definition of internationalization, all interviewees, regardless of job descriptions, formation, or current tasks, had a basic notion of the concept including academic cooperation and student or academic staff mobility. It must be noted that none contemplated paid faculty-lead study abroad, degree-seeking international students, nor

extraterritorial satellite campuses in their definitions. What is also true is that for those that attended the two-week course at the Center for International Higher Education at Boston College in the summer of 2017 the definition was modified to include internationalization at home and internationalization of the curriculum. The survey also shows that when asked on how this course at Boston College impacted on their previous definition of internationalization, key decision-making members at UdeG's central administration –not just the international office staff-, along with the Academic Services Coordinators (CSA for its Spanish acronym) at the metropolitan and regional campuses seem to concur on making a more comprehensive internationalization definition along with concrete ideas on programs and strategies to be implemented at UdeG.

To continue with the two-week seminar in Boston College, all attendees expressed that it definitely made a difference on their knowledge about internationalization. The seminar also allowed participants see UdeG from a distance. Central administrators, CSAs from metropolitan and regional campuses learned from each other's realities, needs, and financial and talent limitations. The seminar also required for attendees to craft and present a project where any of the many aspects of internationalization presented were to be implemented on a program or strategy, either at the central level or locally at any of the campuses.

A year after the seminar in the summer of 2017, attendees were asked about the status of that particular project presented then. 50% were able to implement it and continue to operate either the program or strategy. These projects range from foreign language acquisition (mainly English), to project submission on international calls, to double degree programs, to incorporating content courses taught in English in specific programs, mainly at the graduate level. The reasons among the other half of the projects that were not

implemented range from an overwhelming daily operation and lack of personnel, to not being among the current top priorities for their immediate authority, to still being under evaluation by either legal, financial, or administrative departments at the central administration. This could also confirm the notion that not all campuses, nor central administration offices are making even advancements or progress when it comes to implementing their internationalization strategies.

90% of interviewees agreed on the fact that the main characteristics for UdeG at large when it comes to internationalization of higher education are random, not-standardized, heavily focused on student mobility, and somehow disconnected. Yet, they also credit the effort on behalf of the central administration to offer the capacity building course in Massachusetts as a measure for leveling the professional profile. The campuses, not the central administration, commented on the size of the university and the geographical distance between themselves and the central offices in the state's capital as the main constraint for not having a more integrated internationalization process.

On the decentralized or centralized approach to implement programs and processes, all campuses, regardless of location, agreed that it is best to have the central administration to negotiate agreements of academic cooperation on behalf of the system, including those for student and faculty exchange, based on reciprocity. Regional campuses went on to recognize that they are quite new and not as well-known, as opposed to their metropolitan counterparts (where the traditional and historic schools and colleges had made a name for themselves before turning into departments). They also recognize that the trademark *Universidad de Guadalajara* has also a stronger pull when securing opportunities for their regional outbound students or attracting incoming students and visiting professors. According to interviewees' responses, these opportunities would not be available if agreements were to be campus-based,

since most would fall for the metropolitan campuses. Yet, the regional campuses also admit that not all calls and availability of places for their professors and students make it on time to do proper internal dissemination. Some news about opportunities just do not manage to arrive to the regional campuses at all.

All campuses agreed that it is quite beneficial for the central administration to lobby and to negotiate for federal budget tagged to support short-term student and faculty outbound mobility. The same applied for the participation on third-party private funds. The rationale behind this preference is similar to the previous one: UdeG as a system is able to secure allocated budget from federal funds for student and academic mobility, and sign participation agreements on behalf of its academic community on annual private calls for the same purposes. None of the campuses commented on having drawbacks from this centralization of funds since they find the allocation of places per campus to be fair and even across all campuses, regardless of student population. Please refer to table in figure 4.
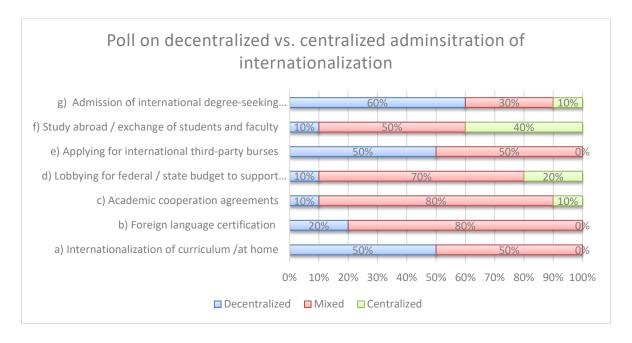
On the submission of projects for international calls, mainly for research, all campuses agreed that is best for the central office to do so on behalf of the specific departments involved. Campuses recognized legal support and expertise being a forte at the central administration. Some campuses even admitted not having the legal personnel with the international profile to draft or understand the administrative support needed for each call. Only one regional campus commented on not being able to meet international calls involving any foreign language.

On being in favor for a complete decentralized internationalization operation, only one campus was completely sold on the idea. The rest of central administration and both types of campuses were not. Their reasons for not favoring a complete decentralized operation on internationalization ranged from fearing an increased isolation, to perceived

disadvantages as some of the regional campuses believe not being as competitive as their thematic metropolitan counterparts, to wishing to maintain cohesion since each campus is not an independent university *de facto*.

If a complete decentralization is not in the minds of those in charge of internationalization at UdeG, the concept was then broken down into very specific actions on the routine operation and strategies. This section of the survey was not about how the multi-campus institution is being perceived. This set of questions was targeted at their personal opinion when it came to specific actions on internationalization: what to keep centralized (as it is the current *modus operandi*), what to decentralize completely, and what should be a mix of the former two. Their answers reveal that, except for admissions of international degree-seeking students, including Mexicans with a foreign elementary and high school education, most activities should be a mix. There is an obvious trend towards not maintaining a fully centralized operation, except when it comes to student and faculty exchange agreements. The rationale behind favoring a centralized agreement negotiation remains that campuses see it as a positive aspect to have UdeG as the main negotiator on their behalf, and not many un-known fronts attempting the same task. Please refer to figure 5 below.

Figure 5.
Chart showing responses to specific actions on internationalization operations at UdeG's central administration and thematic and regional campuses.

Poll on decentralized vs. centralized adminsitration of internationalization

	Decentralized	Mixed	Centralized
g) Admission of international degree-seeking…	60%	30%	10%
f) Study abroad / exchange of students and faculty	10%	50%	40%
e) Applying for international third-party burses	50%	50%	0%
d) Lobbying for federal / state budget to support…	10%	70%	20%
c) Academic cooperation agreements	10%	80%	10%
b) Foreign language certification	20%	80%	0%
a) Internationalization of curriculum /at home	50%	50%	0%

Source: own survey.

After expressing their wish list on decentralization, and noticing that there was a fair amount of shared tasks between central office and each campus CSA's office, all interviewees were asked on the ideal size of the CSA in each campus and how were these positions to be funded. All expressed that the "internationalization coordinator (IC) position had to be created in all six metropolitan and nine regional campuses, plus SUV. This newly created position would not be burdened with the other tasks CSAs currently must attend. The size of the new office ranged from three to five members excluding the IC as head of office. The size would depend on the amount of work student-faculty population would generate: one in charge of the incoming student mobility; one in charge of outgoing student mobility; one in charge of agreements; one in charge of faculty mobility and projects; and someone in charge of the dissemination strategies around the campus. Their proposed source of funding

for this newly created office was two to three regular university staff allocation (keeping the current federal and state budget model) and the rest from self-generated campus income from international admissions and participation on international third-party calls for projects.

I have applied the Davies model in the UdeG context with the information previously presented and the responses from the interviewees, and by taking the *pars pro toto* approach, and come to the following findings.
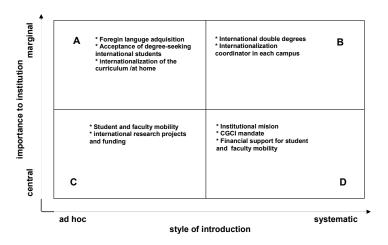
In the first place, based on UdeG's mission, CGCI's mission and goals, plus CGCI's centralized operation of programs reviewed earlier, it is clearly that there is a large volume of international actions in many categories that are systematic and are at the core of UdeG's activities. Student and faculty mobility financial support procedures are a good example. (Figure 6, box D).

In the same fashion, although clear procedures and policies are being issued from the central administration, reality at some regional campuses for student and faculty mobility becomes *ad hoc* and not systematic. The same applies to participation on international calls for projects and funding (box C).

Language acquisition and certification, although a central program, remains largely marginal and ad hoc mainly because it remains with little activity and is not based on clear decisions on its implementation throughout the campuses. The same is for accepting degree-seeking international students, or for actions taken about internationalization of the curriculum and/or at home (box A).

Finally, international double degrees and the implementation of the internationalization coordinator in each campus is considered to have little activity, but is well organized (box B), making it rather marginal, but systematic.

Figure 6.
Davies' model with UdeG actions plotted accordingly to information reviewed.

Source: own research results plotted on John L. Davies matrix, as presented previously on page 12.

As previously mentioned above, UdeG financed the first two-week capacity building seminar for internationalization officers in the summer of 2017. As a result, three of the 16 campuses now have the position of IC in place. These three IC do not respond directly to the central international office, they cooperate. The line of command follows the historic organigram to the Academic Secretariat and to the campus Rector. It is in the best interest for the implementation of the international dimension of teaching, research and extension to have an IC in each of the 16 campuses of the system and to have them respond directly to the central international office, CGCI. These 16 campus ICs, along with key members of the central administration from and outside of CGCI could conform the internationalization council. The council as one collegial body would then apply the internationalization cycle presented earlier on page 11 based on the modified Knight and van der Wende version presented by de Wit (2002). Where one through eight steps would be implemented following the community network model, and not the current wheel-and-spoke model where CGCI

dictates program and organizational strategies. This council should also include the Academic Secretariat as the senior administrator and commitment on behalf of each campus. Step nine is key in the involvement of campuses' ICs as they would voice the needs from their local academic community and the impact of programs and strategies implemented.

Furthermore, UdeG has launched this fall its inaugural cohort for a double-degree master's program in international higher education in conjunction with Boston College. Four students were selected from its campuses' staff. This is an opportunity to strengthen that IC office each campus admits needing, but also not having the qualified personnel for it. This newly created bi-national program may become a referent for UdeG, Mexico and Latin America and the Caribbean higher education institutions on their quest for qualified administrative personnel and key decision-making administrators.

Lastly, as witnessed on Figure 4, the percentage of students on outbound international academic mobility is quite low. Besides, continuing with the capacity building efforts in seminars and graduate program for international higher education, UdeG should also foment comprehensive internationalization strategies and processes, including internationalization at home, (IatH) and internationalization of the curriculum, (IofC). All campuses currently have a robust menu of workshops and short courses to offer to tenured professors during winter and summer breaks. Many are compulsory. "Foundations on Internationalization" is optional. The cost of these professionalization short programs is absorbed by the central administration. "Foundations on Internationalization" should be compulsory. Plus, there should be short courses on "International Networks and Associations," "International Projects," "Internationalization of Research," "IofC" and "IatH." These courses will add on to the institutional strategy for internationalization in all sectors and levels, but also help

closing the dissimilarities some smaller regional campuses have in reference to thematic metropolitan ones.

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ANNEX

This is the battery of questions used during the interviews.

1 - Please tell what you understand by internationalization of higher education? What is the first thing that comes to mind with these words?

2- What do you think are the main characteristics for UdeG at large when it comes to internationalization of higher education?

3 - What would be your first reaction if you were to be asked about the current state of internationalization of the university campus (central administration office) where you work?

4-Taking as reference the workshop of internationalization of HE that you took in June of 2017 at Boston College, could you share your immediate reactions on the contents of the program?

a. How did you feel?

b. Did you find it easy/complex to understand?

c. What did you most you liked / dislike about it?

5 - At the end of the workshop, did the training impacted your perception of internationalization? (Or whatever internationalization meant for you?) If it did, in which way?

6 - How much does it differ from your original conception of internationalization of HE?

7 – Can you provide a specific project on internationalization to be implemented at the university center where you work? And if so, could you please provide any update on the implementation process?

8- Did you identify any obstacles / challenges with its implementation? Which obstacles / challenges were at the university center level and which at the central system level?

9- So far, UdeG has mainly worked with a centralized administration that includes internationalization efforts. In your particular opinion, what have been the advantages / privileges of such centralized administration?

a) Access to academic cooperation agreements for exchange of students / faculty and to certain available spots?

b) Access to funding for partial economic support for student / faculty mobility?

c) Benefiting from umbrella general academic cooperation agreements in order to secure specific joint research applications, submission of projects for international calls?

d) Other? Please be specific.

10- Under this centralized administration, in your personal opinion, have efforts to internationalize the university center where you work been discouraged, dwarfed, or ignored or not addressed adequately? And if so, how so?

11- If you were given the opportunity, would you favor a complete decentralized university campus internationalization administration?

12- If you were given the opportunity to suggest what to retain as part of the current centralized administration system level and what to be totally decentralized and free at the university campus level and which could be a mix of both when it comes to internationalization of HE, what would your proposal include?

   a) Internationalization of curriculum /at home

   a) Foreign language certification

   b) Academic cooperation agreements

   c) Lobbying for federal / state budget to support student / faculty mobility

   d) Applying for international third-party burses

   e) Study abroad / exchange of students and faculty

   f) Admission of international degree-seeking students, including Mexican national with foreign primary and secondary education.

   g) Other?

13- Based on your proposal on question 12, when it comes to staffing of human resources, what would be the appropriate number of administrators for either the centralized system office, or what is the number for your specific university campus? And Why?

14- When it comes to funding, how would you support economically the actions proposed on question 12? Which actions should require to be funded at the university

campus level, which at the centralized system level and which could be a mix? And

why?