






Internationalization Policies of Higher Education in Argentina: Promotion of the University Abroad

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RESUMÉN

The internationalization of higher education is a phenomenon close in time, which has gained more momentum towards the end of the 1980s and the beginning of the 90s as a result of the changes that have taken place in economies and societies. In Argentina, as in the Region, the internationalization of higher education has been accentuated in the last two decades. This tendency is observed in the important growth of the activities that the academics develop in foreign universities; a high number of students who study at universities in other countries; the multiplication of distance education programs; the appearance of undergraduate and postgraduate degrees with double degrees; the emergence and consolidation of national and international university networks, among other aspects. In this sense, this article aims to account for the guidelines, objectives and strategies implemented by the internationalization policies of the Argentine Republic in the last decades, with an emphasis on analyzing the application of the last Promotion Program of the Argentine University. To this objective, public information is collected on the development of programs linked to the internationalization of Higher Education by the Ministry of Education of Argentina. In the first place, it includes a theoretical synthesis of the contemporary debates about the internationalization of higher education, to then give an account of the main actions of public policy regarding the scope and challenges still pending.

PALABRAS CLAVE

Educational policy. Internationalization Higher education. Public politics. University.

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Políticas de Internacionalización de la Educación Superior en la Argentina: la Promoción de la Universidad en el Exterior

RESUMÉN

La internacionalización de la educación superior es un fenómeno cercano en el tiempo, que ha cobrado mayor impulso hacia finales de la década de los '80 e inicios de la década de los '90 como producto de los cambios venidos en las economías y sociedades. En la Argentina, como en la Región, la internacionalización de la educación superior se ha acentuado en las últimas dos décadas. Esta tendencia se observa en el importante crecimiento de las actividades que los académicos desarrollan en universidades extranjeras; un alto número de estudiantes que cursan sus estudios en universidades de otros países; la multiplicación de programas de educación a distancia; la aparición de carreras de grado y posgrado con doble titulación; el surgimiento y consolidación de redes universitarias nacionales e internacionales, entre otros aspectos. En este sentido, este artículo se propone dar cuenta de los lineamientos, objetivos y estrategias puestas en marcha por las políticas de internacionalización de la República Argentina en las últimas décadas, con énfasis en analizar la aplicación del último Programa de Promoción de la Universidad Argentina. Para ello, se recopila información pública sobre el desarrollo de los programas vinculados a la internacionalización de la Educación Superior a cargo del Ministerio de Educación de Argentina. En primer lugar, incluye una síntesis teórica de los debates contemporáneos en torno a la internacionalización de la educación superior, para luego dar cuenta de las principales acciones de la política pública en lo que respecta a los alcances y desafíos aún pendientes.

PALABRAS CLAVE

Política Educativa. Internacionalización. Educación Superior. Política pública. Universidad.

Políticas de internacionalização do ensino superior na Argentina: promoção da universidade no exterior

RESUMO

A internacionalização do ensino superior é um fenômeno próximo no tempo, que ganhou mais força no final da década de 1980 e início dos anos 90, como resultado das mudanças ocorridas nas economias e nas sociedades. Na Argentina, como na Região, a internacionalização do ensino superior foi acentuada nas últimas duas décadas. Essa tendência é observada no importante crescimento das atividades que os acadêmicos desenvolvem em universidades estrangeiras; um elevado número de estudantes que estudam em universidades de outros países; a multiplicação de programas de educação a distância; o surgimento de cursos de graduação e pós-graduação com dupla titulação; o surgimento e consolidação de redes universitárias nacionais e internacionais, entre outros aspectos. Neste sentido, este artigo pretende dar conta das diretrizes, objetivos e estratégias implementadas pelas políticas de internacionalização da República Argentina nas últimas décadas, com ênfase na análise da aplicação do último Programa de Promoção da Universidade Argentina. Para tanto, são coletadas informações públicas sobre o desenvolvimento de programas vinculados à internacionalização do Ensino Superior pelo Ministério da Educação da Argentina. Em primeiro lugar, inclui uma síntese teórica dos debates contemporâneos sobre a internacionalização do ensino superior, para então dar conta das principais ações de política pública no que se refere ao escopo e aos desafios ainda pendentes.

PALAVRAS-CHAVE

Política educativa. Internacionalização. Educação superior. Política pública Universidade.

Introduction

The internationalization of higher education is a phenomenon close in time, which has gained more momentum towards the end of the 80s and the beginning of the 90s as a result of the changes that have taken place in the economies and societies. to the process of globalization. In this context, it was within the framework of the reforms that occurred during the 1990s that countries tended to replace welfare policies promoted by the states, with other new policies dominated by market conceptions and the privatization of public services, including education (FERNÁNDEZ LAMARRA, 2010).

It is possible to recognize two major trends in the literature on the internationalization of higher education. In the first place, we find the most Anglo-Saxon look in a paradigm that can be recognized as hegemonic, with the positions of supranational organizations such as the World Bank and the World Trade Organization (WTO). In this trend, internationalization is part of the challenges of higher education in the context of economic globalization and the liberation of markets (phenomena that respond to the logic of transnationalization) that led to the last two decades will go from the conception of "cultural exchange" to a great business of recruitment and mass phenomenon (BRANDENBURG; DE WIT, 2011). A second perspective is guided by the idea of education as a "right", as a "public good" (DIDOU AUPETIT, 2007; KNIGHT, 2008; SIUFI, 2009; DE WIT, 2016) and a "social responsibility" (CRES, 2008; World Conference on Higher Education of UNESCO, 2009). This sense shows an opportunity for institutional strengthening and the improvement of the quality of higher education of nations in a more horizontal and wider way. Both interpretations (one more linked to market interchanges, the other to the quality of education as a right) are also at the base of the definitions of several associated concepts, such as globalization, transnationalization (KNIGHT, 2004; DE WIT, 2005; MARGINSON, 2006; MARQUINA, 2014).

With regard to the internationalization of higher education, the first manifestations can be recognized in greater teaching and student mobility among universities in different parts of the world. Also in policies for the articulation of programs and careers among foreign universities; homologation of undergraduate and postgraduate degrees; or strategic alliances for research and technological development, among other actions. Thus, in recent decades there has been an increase in joint programs between local universities and foreign institutions with double degrees, the convergence of study plans, articulated programs, twin programs, local headquarters of foreign institutions, franchise agreements, among others. cross-border education modalities (DIDOU AUPETIT, 2005).

In another sense, there are numerous organizations that have initiated programs and projects to promote the convergence and articulation between Higher Education Systems. Among them, we can mention the IESALC-UNESCO, the OEI (Organization of Ibero-American States), the Inter-American University Organization (OIU), the European Union, which started with the exchange of students of Socrates and Erasmus Mundus; the

cooperation agencies of countries such as Canada, Spain, the United States, France; the Columbus Program, the Bologna Accords, among others (FERNÁNDEZ LAMARRA, 2005).

However, despite the initiative of all these actions, it was only towards the end of the 90s, that the internationalization of the university began to be installed as a priority issue of educational policy for governments, institutions and actors university students. As a first fundamental precedent, the MERCOSUR Educational Sector Development Program was created in Latin America, which broadened the bases for the development of the process of internationalization of higher education through the configuration of regional policies on education. These policies came, for some authors, based on the search for mutual understanding between institutions and the formation of university networks (Naidorf, 2005, Fernández Lamarra, 2010) and, for others, as a response to the formation of regional blocks and how a possibility to negotiate better inclusion conditions in the globalized world (VALLONE *et al.*, 2009, FUNES, 2015).

It was in this new context that began to shape the processes of regional integration in South America which were characterized by a regional mobility market, the articulation in terms of recognition of degrees and professional practice, the convergence of evaluation mechanisms and accreditation, the rise of cooperation networks, among other processes that promote internationalization actions in higher education (SEBASTIÁN, 2004; ALTBACH, 2006; KNIGHT, 2006; FERNÁNDEZ LAMARRA, 2010). Also for South-South cooperation, through lines of work and experiences shared among countries. All these actions have increased mutual recognition and collaboration between institutions, which became, in short, the construction of a block vision with its own focus, based on the strategic objectives of the Region (ASTUR; LARREA, 2012; DE WIT, 2016).

Based on these brief considerations on the internationalization of higher education, we summarize below the general aspects, guidelines, objectives and strategies set in motion by the internationalization policies of the Argentine Republic in recent decades. We are interested in mentioning the main actions of public policy to present, then the scope and challenges still pending in the internationalization of higher education in the country.

Internationalization Policies in the Argentine Republic

In Argentina, as in the rest of the Region, it was not until the 1990s that the problem of internationalization was placed on the university agenda. Neither before have policies defined for it. Until then, there were only a few cases of university graduates who had the opportunity to pursue postgraduate studies at foreign universities, mainly from North America or Europe.

It was not until the mid-1990s that the first international cooperation programs were created that financed the mobility of students and teachers. As a result, some universities

began to plan new internationalization actions, allocating part of their budgets to the strengthening of academic exchange activities of a bilateral nature, which gradually began to be incorporated through the signing of specific agreements and programs, financing for attendance at conferences. international, the incentive for the mobility of students, academics and managers, and the participation in strategic alliances and academic networks of knowledge production promoted by the national government (ASTUR; LARREA, 2012). However, until the early 2000s, most Argentine universities still did not have specific management structures responsible for the processes of internationalization of higher education and international cooperation.

In this sense, Porto (2001 apud FERNÁNDEZ LAMARRA, 2003), mentions that the first experiences of internationalization took place in different modalities such as:

- a) installation of European and United States university headquarters, either with programs for Argentines (Bologna) or with programs for their own students (Harvard University);
- b) expansion of the academic offer (in person or remotely) by foreign universities without recognition in Argentina (UNED, Seville, among others);
- c) installation of a virtual university (National University of Quilmes) in consortium with a foreign one (Open University of Catalonia);
- d) consolidation of interuniversity networks (ALFA projects of the European Union);
- e) increase of exchange programs for teachers and students (Fullbright, Canada, etc.)

However, in recent years, many universities have begun to shape actions through the definition of institutional internationalization policies, including in their structures specific areas for this and oriented towards the implementation of strategic institutional plans aimed at internationalizing the different functions of the university (teaching, research and extension). That is, we can observe a change in the institutional culture that makes it necessary to rethink in a new international context the mission of the university, its functions and the relationship between its components (SEBASTIÁN, 2011; OREGIONI; PIÑEIRO, 2015).

In terms of public policies, starting in 2003, a political decision to promote the internationalization of higher education began with greater force, which was reflected in the creation of the Internationalization of Higher Education and International Cooperation area in the field of the Secretariat of University Policies (LARREA; ASTUR, 2013).

It was then that a strategic plan was developed with the general objective of contributing to the international projection and the improvement of the quality and relevance of the Argentine university system through the creation of the Internationalization Program of Higher Education and International Cooperation (PIESCI) of the Secretariat of University Policies (SPU). This program had the objective of coordinating all actions related to the internationalization of higher education and international cooperation for the Argentine university system, promoting the insertion of Argentine higher education institutions in the

processes of international linkage, integration, local development and regional. It also functions as an area of articulation within the Ministry of Education and Sports of the Nation for the support and development of university policies. In the first years of operation of the program, for the period 2003-2011, the Secretariat of University Policies had as main partners of international university cooperation in the bilateral sphere the Federative Republic of Brazil and other Latin American countries, while in the field the MERCOSUR and the UNASUR were multilateral. Subsequently, the Community of Latin American and Caribbean States (CELAC) was added. The objectives and strategic lines of the PIESCI were aligned with those established by the Mercosur Education Sector (SEM). The MERCOSUR Education Sector is a space for coordinating education policies that brings together the member and associate countries of MERCOSUR, since December 1991, when the Common Market Council (CMC) created the Meeting of Ministers of Education of MERCOSUR (RME).

In summary, the PIESCI proposed:

- Integration in the South America Region
- Regional accreditation, for which it designed and implemented a regional accreditation system for degree courses (Sistema ARCU-SUL)
- The recognition of titles linked to accreditation.
- Increase international mobility of students and teachers.
- Among its main achievements, the program carried out cooperation actions, both bilateral and multilateral.

Among the bilateral cooperation actions are distinguished:

- Associated postgraduate centers Brazil - Argentina (CAPG-BA)
- Associated centers for the strengthening of graduate programs Brazil - Argentina (CAFP-BA)
- Young researchers Argentina - Chile
- Argentina-France, Technology Engineers, ARFITEC
- German Argentine University Center - CUA
- Teacher mobility programs in Paris and Madrid

In addition, bilateral cooperation actions are also highlighted with Cuba, Bolivia, Italy, Mexico, Colombia, Ecuador, among others.

Among the multilateral cooperation actions, the following stand out:

- Educational Mercosur

- UNASUR
- Ibero-American Knowledge Space
- Tuning Project Latin America

As expressed by Chiroleu and Marquina (2009, 2014) in their analysis of the policies of recent years in Argentina, the comprehensive transformation of the regulations that were sanctioned in the 1990s highlight the government's commitment to generating an educational system more equitable. In this way, starting in 2003 -specifically- a significant change in the implementation of public policies began in our country, which once again positioned politics at the service of education (UNGS - RIEPESAL, 2012). In this new national scenario, the implementation of new public policies by the national government began to take shape, such as the actions carried out by the National Interuniversity Council (CIN), together with the International Cooperation Network of National Universities (RedCIUN).

Specifically, the actions undertaken by the Program for Internationalization of Higher Education and International Cooperation (PIESCI) of the Secretariat of University Policies (SPU) during the period 2003-2011 showed an alignment with the objectives for higher education established in the Conference Regional Higher Education in Latin America and the Caribbean (CRES), such as achieving higher levels of regional integration, deepen the cultural dimension, develop academic strengths that consolidate regional perspectives with the rest of the world, take advantage of human resources to create synergies, among others. In this sense, the main partners of international university cooperation have been, in the bilateral sphere, the Federative Republic of Brazil and other Latin American countries, and MERCOSUR and UNASUR in the multilateral sphere. All the programs and projects put in place have tended fundamentally to increase the exchange and mobility of students and teachers, both at the undergraduate and postgraduate levels; to strengthen cooperation and generate productive capacities from universities for the rest of the world (ASTUR; LARREA, 2012).

The main political lines that guided the actions of PIESCI were:

- Achieve the Integration of the Universidad Argentina in the South America Region
- Promote regional accreditation of careers, through the creation of a regional accreditation system, called ARCUSUR
- Achieve official recognition of titles linked to accreditation
- Mobility of students: MARCA Program: Mobility program for undergraduate students for accredited careers by the MERCOSUR regional accreditation mechanism
- Mobility of teachers: University Association Program for the Mobility of Teachers of the MERCOSUR Degree and MARCA Program for teachers.
- Academic association of international universities in postgraduate programs (Program of Joint Research Projects and Association Program for the Strengthening of

Postgraduate Studies, etc.)

- Conformation of the Nucleus of Studies and Research in Higher Education of MERCOSUR.

In short, the Internationalization Program for Higher Education and International Cooperation (PIESCI) has coordinated actions related to the internationalization of HEIs and international university cooperation, with particular emphasis on the development of joint actions in the MERCOSUR field and the UNASUR

El Programa de Promoción de la Universidad Argentina

For the year 2006, the Ministry of Education and Sports of the Nation launched the Promotion Program of the Universidad Argentina (PPUA), which within its objectives had the creation of networks and consortiums with foreign universities, the organization of missions to other countries, the development of associations and research, exchange of students and teachers and the design of joint technological developments, among others.

Regarding internationalization policies, it should be noted that the Ministry of Education, through the Secretariat of University Policies (SPU), had until 2015, with both fundamental programs: the Internationalization Program of Higher Education and International Cooperation (PIESCI) and the Promotion Program of the Universidad Argentina (PPUA). Both programs constituted the agenda of the Ministry, grouping the main action strategies of the last decade with a double objective: first, to contribute to the international projection, the improvement of the quality and relevance of the Argentine university system, from the design of specific programs and projects that tend, fundamentally, to increase the exchange and mobility of undergraduate and postgraduate students and teachers to deepen interuniversity cooperation. Second, to propose future lines of action in the framework of a favorable national political context (ASTUR; LARREA, 2012), in order to maximize the use of the opportunities offered by the world of educational and academic cooperation at the national level. Mainly through solidarity cooperation and the establishment of inter-institutional networks lasting over time and missions abroad.

It was from 2016 that both programs were unified in the Promotion Program of the Universidad Argentina (PPUA), giving impetus to the policies of strengthening internationalization in the national context and accompanying university cooperation both regionally and as an extra -regional.

The main objective of the current program is to publicize and position the Argentine university activity abroad, also responding to the national requirements of specialized assistance, according to the demand of the educational and productive systems of the countries.

In the International Area:

- Promote the communication of the entire academic offer of degree and postgraduate in its different modalities and sponsor integration processes with different international organizations of universities.
- Encourage the creation of new networks and / or consortia of universities in the international arena.
- Organize missions of Argentine universities abroad in order to achieve partnerships for research, exchange students and teachers, design joint technological developments, incorporate foreign students, disseminate the country's cultural productions and other relevant activities.
- Positioning Argentina as a country of excellence for teaching Spanish as a second or foreign language.

In the University Extension Area:

- Develop and strengthen the extension function through the promotion of congresses, conferences, among other spaces for theoretical discussion, exchange of experiences, search for innovative curricular ideas, the incorporation of popular knowledge, professionals, etc. as new forms of knowledge construction.
- Facilitate the organization and development of forums and seminars within the framework of regional (Latin American) extension networks.
- Encourage interinstitutional coordination with universities for the consolidation of associative mechanisms with a view to formalizing programs and projects aimed at solving educational, health and environmental problems, in principle, which particularly affect the most vulnerable populations.

In the area of technological linkage:

- Strengthen the process of linking the university with the social and productive sector, in order to contribute to social and economic development and interaction with the productive sector.
- Encourage the application of the results of the work of the areas of technological linkage according to the needs of the social and productive environment.
- Articulate with lines of action carried out by other public organizations and non-governmental organizations and strengthen each of them with activities that complement each other in parallel.
- Encourage the participation of the different national universities in such a way as to uniformly form work teams in the different topics that concern the problem of technological linkage.

Based on these objectives, the main lines of action implemented by this program are summarized below:

a. Formation of international university networks

The policy of internationalization of the Argentine State promotes, as the main axis of action, the formation of networks and strategic alliances (university consortiums) to work jointly on the academic offer, the quality of higher education, the regulations on exchanges (of people, services, knowledge and information), the image of the Argentine university abroad and cultural and language barriers, among other issues of similar relevance.

One of the main actions of the Program of Promotion of the Argentine University of the Secretariat of University Policies of the Ministry of Education of the Nation in order to consolidate the internationalization of higher education has been, precisely, the call for the construction of Networks Internationals. Up to the year 2017, 68 higher education institutions participated in this project, of which 50 are national universities, 2 provincial universities, and 16 private management universities, with 609 projects of which 190 were selected for the financing of the conformation of the network (FERNÁNDEZ LAMARRA, 2018). Some of the selected experiences are:

- The University Network of Environmental Studies of the South Conurbation: Universidad Nacional Arturo Jauretche, Universidad Nacional de Avellaneda, Universidad Nacional de Quilmes, Instituto de Pesquisa e Planejamento Urbano e Regional - IPPUR (Universidad Federal de Rio De Janeiro) y Centro de Estudios del Desarrollo - CENDES (Universidad Central de Venezuela).
- University network of public administration with emphasis on social protection systems: Universidad Nacional Arturo Jauretche, Universidad Nacional de General Sarmiento and Universidad Autónoma de la Ciudad de México.
- Internationalization Network of Higher Education in Latin America: Concepts, Practices and Action Axes for the Network of National Universities of the Buenos Aires Conurbation (RUNCOB): Universidades Nacionales Arturo Jauretche, and Moreno, San Martín y Lanús, Universidad de la República (Uruguay) and Universidade Federal de Rio de Janeiro (UFRJ).
- Inter University Network on Democratization, Social Policies, Gender and Labor. Universidad Nacional de San Martín and Universidad de Brasilia.

b. Dissemination of the argentine university offer abroad

A second objective set in motion by the PPUA program was the dissemination of the argentine university offer abroad. To this end, an official website has been developed, called "Study in Argentina" (<http://estudiarenargentina.siu.edu.ar/>). The site disseminates the university courses taught in the Argentine Republic that have official recognition by the

Ministry of Education and Sports of the Nation. It includes general information of all university institutions (physical location, websites etc.), an accredited career search engine, and information about scholarships to study in the country, among other relevant data for foreign students.

c. Certification of the Spanish language in Argentina

The PPUA program encouraged the expansion of the Interuniversity Consortium that administers the test known as CELU (Certification of Spanish, Language and Use). The CELU is a certification of Spanish as a foreign language, of international validity, which can be obtained by all foreigners whose first language is not Spanish. It is the only exam officially recognized by the Ministry of Education and Sports and the Ministry of Foreign Affairs and Worship of the Argentine Republic. The consortium that administered the CELU was originally made up of only three national universities. By 2017, it is composed of 35 national university institutions, with 29 offices throughout the country and 21 foreign offices.

d. Participation of Argentine universities in fairs of universities abroad

Another of the actions to promote the Argentine University abroad is to favor its presence in international fairs of higher education, such as NAFSA, European Association of International Education (EAIE) and FAUBAI, the Conference organized by the Brazilian Association for International Education. These fairs are spaces for exchange and dissemination of university systems, and institutions in particular, and their qualities, in which institutions from various countries of the world participate, both as international education professionals, teachers, researchers etc.

In Argentina and the Region, the internationalization of higher education has been accentuated in the last two decades. This tendency is observed in the important growth of the activities that academics from Latin American universities develop in foreign universities, the high number of students who study at universities in other countries; the multiplication of distance education programs; the appearance of undergraduate and postgraduate degrees with double degrees; the creation and operation of foreign universities in Latin American countries; the development of international cooperation projects financed by the European Commission and other international, regional and binational organizations; the emergence and consolidation of national and international university networks and regional convergence; and the organization of regional accreditation systems for careers, among other actions. Within this framework, the Program for the Promotion of the University abroad is an innovative action in terms of development of the internationalization of Higher Education. In a context of growth of global migration for academic reasons, it is strategic to show the offer and the potential of the wide diversity of Argentine universities in world fairs.

About the Participation of Foreign Students at the Argentine Universities

In recent times, the participation of international students in Argentine universities has expanded. According to the latest available public data, of 2015, the Secretariat of University Policies of the Ministry of Education of the Nation has informed that 57,953 foreign students study in the Argentine university, of which about 53 thousand do it in undergraduate careers and degree and almost 5 thousand extranejeros students study postgraduate courses. Regarding the level, it can be observed that the bulk of the population is concentrated in undergraduate and graduate degrees (91.6%) while only 8.4% does in postgraduate courses. At the same time, this means that foreigners make up 2.8% of undergraduate students and 3% of graduate students (see tables 1 and 2 below).

Table 1. Foreign students according to the level of the offer and type of management. Year 2015

| | Total | Undergrate and Grate | Postgraduate |
|---------|---------------|-----------------------------|---------------------|
| | 57.953 | 53.101 | 4.852 |
| Public | 37.833 | 35.636 | 2.197 |
| Private | 20.120 | 17.465 | 2.655 |

Fuente: DIU - SPU

Table 2. Participation of foreign students in the system. Year 2015

| | Undergrate and Grate | | Postgraduate | |
|---------|-----------------------------|----------------------|---------------------|----------------------|
| | Total Students | Foreing Students (%) | Total Students | Foreing Students (%) |
| | 1.902.935 | 2,8 | 160.874 | 3,0 |
| Public | 1.491.452 | 2,4 | 126.121 | 1,7 |
| Private | 411.483 | 4,2 | 34.753 | 7,6 |

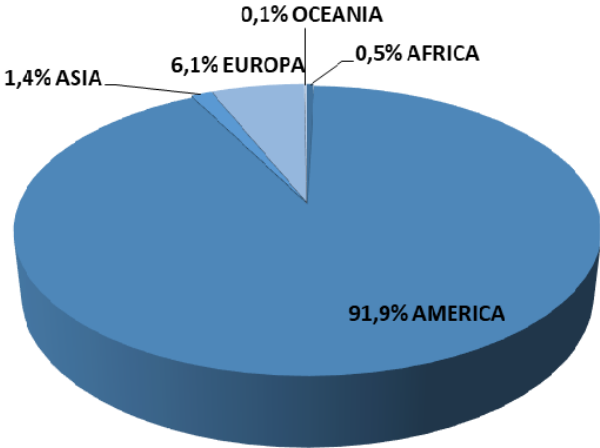
Fuente: DIU - SPU

Students in state institutions total 65.3% (61.5% undergraduate and graduate and 3.8% graduate), while students in private institutions 34.7% (30.1% undergraduate and grade 4, 6% postgraduate). If the proportion of foreign students is compared with the total number of students in the system, it can be observed that, in the case of public (state) institutions, the ratio is around 2% of foreign students over total students (2.4% undergraduate and degree and 1.7% in postgraduate). In the case of private institutions, the percentage is somewhat higher in the case of the degree (4.2%) and higher for the graduate (7.6%).

According to the aforementioned report (SPU, 2017), at the level of the institutions, the relative values allow observing the concentration of students in some institutions, such as the case of the University of Buenos Aires (22.1%) or, in the case of private schools, the University of Palermo (5.6%). Likewise, state-run institutions total 65.3% of foreign students at all levels.

The following chart summarizes the conformation of the enrollment of foreign students according to continent of origin, being America the one that registers greater cases as much in public management as private and in all the levels:

Graphic 1. Foreign students according to continent of origin. Year 2015



Source: Ministry of Education of the Nation

Regarding the country of origin, the report of the SPU (SPU, 2017) highlights that some differences can be observed both by regime and by level. For example, in the case of state institutions, for the undergraduate and graduate level, Peru is the country first in the ranking of students (15.5% of the total), while for private institutions, Brazil (5.8 %). Both Brazil and Colombia are in the first two places in the case of private management for undergraduate and graduate, while Peru and Paraguay for state management. At the graduate level, although with lower absolute values, Brazil and Colombia predominate in both state and private institutions.

Conclusions

The internationalization of higher education as a topic of educational policy agenda began to settle in Argentina towards the 90s, in a national and international context with tendencies that favored the integration and cooperation among countries, mainly in a regional block. However, although internationalization became part of the national policy agenda, it was not the universities themselves that propitiated this process, but in response to opportunities from international organizations and institutions (GACEL ÁVILA, 2005; FUNES, 2015). New actors were raised, new foundations, new regulations, where internationalization has become a formidable force for change (KNIGHT, 2010). However, in order to comply with the strategic objectives of internationalization of higher education, overcoming the option of a passive response to the demands that come from outside the institutions, it is essential to plan public and institutional actions that involve the design and implementation of a system of monitoring and, particularly, of evaluation of the impacts and

unintended consequences of internationalization.

The underlying tension is whether internationalization is interpreted as a response to the denationalizing bias of globalization (KNIGHT, 2010), before which some institutions will apply internationalization as a mechanism to strengthen and promote their national and institutional identity - hence, becomes a political reason of weight- or only constitutes a reactive movement to accompany certain hegemonic tendencies.

At the national level, basically from the decade of the 2000s, when in the country begins to configure a political device from the Ministry of Education through the Secretariat of University Policies, with the implementation of Programs that encourage the internationalization of Argentine universities such as PPUA, PIESCI, etc., made possible - to a greater or lesser degree - the inclusion and participation of all national universities. This generated a dynamic and changing process within the institutions, in which some universities aligned themselves in a more proactive way, others adapted to the new context in a more reactive way and others - in some exceptional cases - were divided by meetings and disagreements of the actors themselves, who assumed antagonistic positions before this process.

Indeed, within the framework of this process, the understanding of the complexity faced by the universities in the challenge of articulating global trends, national policies and the concrete actions of their actors, allowed to notice the tension between the different conceptions about the internationalization that are put into practice in the national university system (KNIGHT, 2004).

Beyond this, the concern at this point is whether the universities think of these processes of internationalization that take place within them, as a true strategy of institutional strengthening and, therefore, positively "believe" in the benefits of internationalization and they work in order to place them at the service of the university community, or they adopt an imported product with the intention of responding to a trend that aspires to the uniformity of internationally accepted standards.

Finally, in terms of policies, although there has been a progressive increase in the levels of financing of international cooperation activities, the political-economic situation of Argentina in terms of budgetary adjustments requires demands and government actions that allow for deepen and strengthen the advances developed so far. It is necessary to expand the presumptuous, technical and administrative structures of cooperation management, and professionalization to management personnel. This requires continuing to work on the hierarchy of the subject and area in the structures of government and universities (ASTUR, LARREA, 2012).

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