

Internationalization of Higher Education in Zimbabwe

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INTRODUCTION

Internationalization has emerged as a key driver of change in higher education systems in the world as evidenced by the numerous literary, verbal, and e-conversations in recent years (Knight, 2008; Egron-Polak and Hudson, 2014). Indeed, Olson, Green, and Barbara, (2006) averred that internationalization of higher education (IHE) has gained a central position to the extent that, for some HEIs, it has become a value in itself. IHE reflects, utilizes, and fosters global flows of knowledge, capital, and labor (De Wit and Hunter, 2015). It is also important for national governments to embrace IHE, considering its implications for various policies and initiatives that form part of regional and international integration agendas (Rensburg, David, and Motala, 2015).

Whilst there exists a close linkage between globalization and the practices and discourses of IHE (Stromquist, 2007), it is widely acknowledged that internationalization is grounded in national contexts, regulatory frameworks, and traditions of higher education (Marginson and Rhoades, 2002; Kaur, Sirat, and Azman, 2008; Rezaei, Yousefi, Larijani, Dehnavieh, Rezaei, and Adibi, 2018). Thus, IHE impacts higher education institutions (HEIs) and systems differently, depending on their understandings and the extent to which they respond to the attendant opportunities, challenges, risks, and consequences (Jowi, 2012; Caruana, 2010; Crăciun, 2015; Mertkan, Gilanlioglu, and McGrath, 2016). Notwithstanding these variations, IHE strategically positions HEIs to contribute positively to the attainment of national development goals through partaking in intellectual interactions that strengthen: teaching and learning; research; and community service (Stromquist, 2007). The competent graduates and staff, so produced, possess characteristics of “global citizens,” with an expansive worldview that positions them favorably locally and internationally (Mansilla and Jackson, 2013). IHE is, however, not an end in itself, but a means of enhancing quality and responding to challenges through creating synergies, collaboration, and cooperation at a global level (Qiang, 2003).

A harmonization and strategic planning approach to IHE through the creation of policies, optimizes its impact on higher education and enhances the quality of the teaching and learning. A study by Crăciun (2018) revealed that only nine countries with IHE

policies accounted for a whopping 41 percent global share of international students, thereby deriving substantial benefits concomitant to IHE. Accordingly, institutions, nations, and regions that are in the vanguard of contemporary practice have adopted a focused and systematic approach to their vision, goals, and activities for internationalization by developing IHE policies (Teichler, 2009; Brandenburg and de Wit, 2011). Such policies are critical in that they guide HEIs and higher education systems to leverage the global knowledge economy for national development (Bolsmann and Miller, 2008). The policies, for example, provide guidance regarding inbound and outbound students and staff, international partnerships, internationalized curricula, and the establishment of branch campuses abroad (Altbach, 2015). In addition, evaluation of IHE policy progress identifies the gaps between activities and goals, thereby giving impetus to institutional planning and eventual goal achievement.

Given the importance of developing, implementing, and reviewing IHE policies, Crăciun (2018) bemoans the scarcity of comparative literature on these policies at institutional, national, and regional levels, arguing that only 11 percent of the countries under study (mainly concentrated in the global North, particularly Europe) had IHE policies. In the context of sub-Saharan Africa, this has been attributed to the fact that these policies are non-existent, therefore most HEIs engage with IHE in an ad hoc, unstructured, and unsystematic manner (Jowi and Huisman, 2009). Without national IHE policies to guide them, some African countries have partnered stewardship external organizations in designing IHE strategies and initiatives, thus running the risk of having agendas that are at cross purposes with national imperatives.

In countries where IHE policies exist, for example South Africa, there are no public documents detailing how these were developed by way of guiding others who wish to develop their own policies. The main contribution of such policy development process details would be to increase transparency, reveal areas of best practice, and open avenues for cooperation and building intra-country synergies.

Notwithstanding the importance of using international best practices in developing comprehensive IHE policies, countries with a colonial history, especially in Africa, should take cognizance of the potential tensions between IHE and decolonization. Thus they ought to strategize around their own contextual realities and be able to navigate and manage the consequent coloniality; what Ndlovu-Gatsheni (2015) calls the enduring patterns of power resulting from colonialism. Thondhlana, Abdulrahman, Garwe, and McGrath (2020) highlight the critical need to challenge “Euro-American internationalization templates” when strategizing around IHE in the context of post-colonies. As Razak (2012) underscores, the options that are available for African HEIs are to either decolonize or remain an exclusive source/market of “brain power” Western destinations. This position is supported by Zeleza (2012), who advocates for strengthening intra-African regionalization as well as South–South cooperation.

Cognizant of the need for a harmonized, all-encompassing approach to IHE, as well as informing practice this chapter describes how Zimbabwe embarked on an extensive exercise to create a harmonized framework for IHE as part of a broader exercise to transform and reconfigure higher education to drive innovation and spur sustainable development of the country. The chapter focuses mostly on the IHE policy development process/trajectory. Whilst studies of this nature tend to be largely descriptive (Crăciun, 2018), this chapter will also include empirical evidence from a country case study of Zimbabwe. This makes it possible to highlight and interrogate country-specific peculiarities and to lay the ground for the establishment of common patterns and trends necessary for

the comparative approach that forms the essence of this handbook of internationalization in the global South. Given the colonial history of Zimbabwe, the chapter will also dwell on how HEIs perceive and engage with issues of coloniality and how these issues were embedded into the IHE policy. This is critical in that, as indicated above, whilst IHE policies may be based on good intentions, omitting issues such as colonialism and coloniality can reproduce inequalities. As Matić (2019) advises, consideration and incorporation of such issues into policy moderates the potential negative impact.

The chapter first provides an overview of higher education in Zimbabwe and then moves on to give the historical perspective of IHE in Zimbabwe. This is followed by an account of the trajectory towards the development of a national policy framework. Finally, a conclusion giving highlights of the key learning points as well as future aspirations and directions regarding IHE in Zimbabwe closes the chapter.

BRIEF OVERVIEW OF HIGHER EDUCATION SYSTEM

The Act that established the Zimbabwe Council for Higher Education (ZIMCHE, 2006) as the national external quality assurance agency defines higher education as that which is provided by registered public or private degree-awarding institutions and their associate or affiliate institutions. ZIMCHE currently has twenty-four universities in its register of accredited HEIs; fourteen public and ten private. Furthermore, the list of degree-awarding institutions affiliated to these HEIs includes five of the twelve polytechnics, three of the fifteen teachers' colleges, and approximately 100 public and private colleges (Garwe and Thondhlana, 2019a). Despite Zimbabwe's record literacy levels, currently at 94 percent, the highest in Africa, the gross higher education enrollment rate stood at 8 percent, compared with, for example, 18 percent for South Africa (*ibid.*).

A study by Butcher, Wilson-Strydom, Hoosen, MacDonald, Moore, and Barnes (2008) found that, in executing the three missions of a university, Zimbabwean HEIs focused mostly on teaching and learning (57 percent), when compared with research (28 percent) and community service (15 percent). The situation is poised to change following the introduction of the University 5.0 concept by the Minister of Higher and Tertiary Education, Science and Technology Development, Honourable Professor Amon Murwira (Tirivangana, 2019). Two pillars (innovation and industrialization/commercialization) were added to the traditional three-pillar university mandate (teaching, research, and university service). This was aimed at positioning higher education to more effectively contribute to the national vision of achieving an upper-middle income status by 2030.

Zimbabwe has a strong, well-established education system (UNICEF Zimbabwe, 2011) and an extensive history of IHE that cannot be explained simply by colonialism and its attendant discourses (McGrath, Thondhlana, and Garwe, 2019). For example, graduates from Zimbabwe possess unique skills and work ethics that make them attractive to employers beyond their borders (Tevera and Crush, 2003; Eastwood, Conroy, Naicker, West, Tutt, and Plange-Rhule, 2005; Rogerson and Crush, 2008). From a regional perspective, Zimbabwe's IHE responded to the country's changing geopolitical position—from a relatively wealthy and stable attractor of African academics in the 1980s and early 1990s, to an increasing exporter of academics to neighboring countries from the late 1990s to date. There is anecdotal evidence that Zimbabwean highly skilled migrants are doing well within the region, managing for example to occupy management positions in countries such as South Africa, Namibia, and Botswana. Zimbabwean academics are believed to take up to 60 percent of academic staff populations at some regional

universities. A case in point is that of unconfirmed reports by academic staff at Botho University, a private university with headquarters in Botswana where, in 2013, about 60 percent of its academic staff members in post were reported to be from Zimbabwe.

Up until 2007, the national budget allocated to higher education annually stood at 31 percent, the then highest figure in the Southern African Development Community (SADC) region (Kotecha and Perold, 2010). The subsidy to higher education from the government coffers stood at 82.4 percent (Butcher et al., 2008), the then highest figure in the region, which averaged 65.3 percent (SARUA, 2010). The fiscal contribution to HEI funding is currently limited mostly to public HEI remuneration and a few capital projects (Garwe and Thondhlana, 2019a).

HISTORICAL BACKGROUND PERSPECTIVE OF IHE IN ZIMBABWE

IHE in Zimbabwe has its origins in the colonial era dating back from 1955 following the establishment of the first HEI, the University College of Rhodesia and Nyasaland (UCRN), which was renamed the University of Zimbabwe (UZ) following the country's independence in 1980 (Shizha and Kariwo, 2011). Although the student body was internationalized, it was skewed towards the white race (Nherera, 2000). Black Zimbabwean students also studied at HEIs abroad in African, Western, and Eastern Bloc countries.

UCRN exhibited the British internationalization model wherein curricula and quality of delivery were regulated by the "parent" universities, i.e., the University of London and the University of Birmingham (only for medical programs). Competitive remuneration, conditions of service, and quality education attracted inbound students and staff to the college. Expatriate academic and administrative staff, predominantly from the University of London, replicated the curricula and infused the culture of high quality consistent with the parent institution.

Following independence in 1980, graduates from UCRN (many of whom were returning residents) assumed leadership, academic, and professional positions, thus providing critical high-end skills (Gaidzanwa, 2007). The UZ continued to bask in the links and collaborations with European universities, receiving a critical mass of academic and administrative staff. UZ's reputation for quality education, coupled with the strong and stable economy, attracted staff and students from Africa and beyond. The economic embargo that had been imposed on the colonial government in the 1960s was lifted, thereby opening up numerous opportunities for international support for teaching and learning (e.g., staff development; student and staff exchange programs and scholarships) as well as research. In addition, programs such as the presidential scholarship scheme and the Cuban science teacher education granted students (40,000 to South Africa and 2,000 to Cuba) an opportunity to receive an international education. During the same period a good number of black Zimbabweans with foreign qualifications and exposure joined UZ ushering in international academic practices, thereby raising the institution's international status.

There was a dramatic turn of events during the 1990s, notably the establishment of new universities, initially in a filial relationship to the University of Zimbabwe akin to UCRN's historical relationship with London. The market-oriented reforms and emerging political polarization resulted in economic decline and a flight of students and staff. Zimbabwe was suspended from the Commonwealth and sanctions were imposed on the

country resulting in isolation of HEIs. By 2009, there remained virtually no foreign staff or students at Zimbabwean public HEIs (Kotecha and Perold, 2010; Machawira, 2010).

In 2003, Zimbabwe adopted the “look east policy” towards East-Asian countries, particularly China, in response to the deteriorating economic stability, to ensure enhanced cooperation and to counter economic sanctions imposed by the West (Chingono, 2010; Kamidza, 2017; Portela, 2014). Through the establishment of its Confucius institute in Zimbabwe, China now accounts for a significant share of outward bound Zimbabwean students.

Overall, when viewed from a positive and developmental perspective, the diasporic explosion heightened prospects of migration resulting in students demanding internationalized curricula at home (McGrath et al., 2019) among other push factors to make them more competitive on the global labor market. Equally, the deteriorating higher education standards, due to economic hardships and brain drain, led parents to also begin to look outside for their children’s university education.

THE GENESIS AND PROCESS OF IHE POLICY DEVELOPMENT

The few studies that focus on IHE in Zimbabwe dwell on challenges in general (Magwa, 2015) and challenges with respect to partnership formation and international research collaborations (Tarusikirwa and Mafa, 2017). In its quest to promote intra- and international cooperation in higher education, the ZIMCHE, with technical assistance from its partner, the University of Nottingham, embarked on an initiative to develop a national framework for IHE to inform and guide the IHE domains of practice. The IHE framework was aimed at articulating policy goals in relation to Zimbabwe’s transformative agenda of an industrialized and modernized nation and the contribution of the higher education sector to that agenda as well as adopting a unified approach to tackle common IHE challenges.

Creating a harmonized national IHE policy framework is by no means a walk in the park; success calls for careful mapping out of the process as well as adequately resourcing the project financially, materially, and through selecting a core group made up of artful change leaders (Olson et al., 2006).

Paying the correct attention to process is an art, not a science, given the contextual, historical, and cultural challenges as well as internal and external pressures (ibid.). It is thus not advisable to immediately commence the IHE policy development by identifying the goals and desired outcomes before exploring the status quo regarding the underlying issues. The correct starting point would be to ask HEIs questions exploring the understandings, rationale, and strategies regarding internationalization. Issues to do with how internationalization fits and feeds into institutional and national stakeholders, as well as the goals and imperatives of the stakeholders are key. It is also critical to involve all stakeholders so as to understand the environment in which the policy framework will be situated in terms of, for example, the available talents and limitations of the various players, attendant challenges, and possible ways to address them (Eckel, Green, and Hill, 2001).

Having established the issues and created a roadmap, change leadership becomes the critical variable for success. Leaders need to drive the process, secure stakeholder buy-in, as well as create a sense of urgency. Regarding the development of an IHE

policy, issues about its importance and the potential benefits to all stakeholders need to be advanced. Olson et al. (2006) attribute the risk of lack of stakeholder buy-in to inadequate communication and engagement. Leadership to drive the IHE process should be carefully chosen on the basis of strategic positioning, representativeness, experience, and expertise.

The development of the IHE policy framework for Zimbabwe was muted by ZIMCHE, the national external quality assurance agency, and supported by the parent Ministry, following Zimbabwe's participation in an Africa-wide research project on Organizational Research Cultures in African (ORCA) universities. The leadership taken by these key drivers of quality higher education with the requisite oversight mandate set the process on a right footing in terms of stakeholder buy-in and implementation.

The findings of the ORCA study revealed that Zimbabwean HEIs reported phenomenal increases in student numbers but no corresponding increase in research output and innovations. This pointed to an urgent need for Zimbabwean HEIs to internationalize in order to mitigate their challenges regarding limited research outputs among other benefits. Cognizant that in drafting a policy lessons can be drawn from pre-existing policies, ZIMCHE undertook a benchmarking exercise to determine HEIs that had successfully walked the path before and had IHE policy development expertise. The results revealed that the University of Nottingham (with which ZIMCHE already had a subsisting memorandum of understanding) had done exceptionally well in the area of IHE. Accordingly, ZIMCHE invoked the partnership dictates (of the memorandum of understanding) in requesting the University of Nottingham's hand in backstopping the IHE policy development endeavor.

The process of developing the IHE framework for Zimbabwe commenced with the selection of Project leaders by ZIMCHE. The University of Nottingham partner team consisted of one researcher and associate professor who is a Zimbabwean with experience of studying in Zimbabwe as well as researching Zimbabwean higher education, another researcher who is an Irish Professor with vast teaching and research experience in the Zimbabwean and broader African context, and the University of Nottingham office for Global Engagement to assist and provide the necessary expertise. The ZIMCHE team was led by the Deputy CEO who is also a senior academic with local and international study experience as well as vast experience in researching higher education in Zimbabwe. It also included Registrars from all Zimbabwean HEIs who were coopted into the IHE policy development taskforce due to their strategic positioning and expert theoretical and practical knowledge regarding policy development, implementation, monitoring, and review in HEIs.

Funding for the project was provided through cost-sharing involving the Ministry of Higher and Tertiary Education, Science and Technology Development, ZIMCHE, Zimbabwean HEIs, and the University of Nottingham (courtesy of the ESRC Impact Accelerator Account). The process kicked off with a scoping study involving a sample of six HEIs, followed by further data collection and refinement through a series of events as follows: a seminar with ZIMCHE Secretariat; a workshop with Heads of all HEIs; an all-stakeholders workshop involving ZIMCHE and its partner the University of Nottingham, HEIs, the Ministry of Higher and Tertiary Education Science and Technology Development, and a range of related Ministries including Foreign Affairs, Home Affairs, and Tourism, workshops of the taskforce of Registrars appointed to further develop the IHE framework, and finally the dissemination workshop to finalize the framework pending submission to the Minister.

METHODOLOGY OF SCOPING STUDY

The scoping study was conducted by three researchers from ZIMCHE and the University of Nottingham to explore the understandings, rationales, policies, procedures, initiatives, strategies, aspirations, and challenges regarding IHE. The sample frame and interview topic guide were developed through the use of cloud-based document management and face-to-face and online meetings. The sample of six universities was created to reflect differences in institutional age, public–private status, and specialism/comprehensiveness, and a staff sample was devised to reflect different ranks and responsibilities for/awareness of internationalization issues (Vice-Chancellor, Registrar, International Officer, Dean, academic).

Ethical approval was obtained as required by the Zimbabwean HEIs and the University of Nottingham. Data collection was done for both primary and secondary data. Primary data was collected through in-depth semi-structured interviews with a total of thirty interviewees in the five categories described above as well as workshop contributions and direct observation. Although sampling was done across universities and levels of staff, the purpose was not to stratify a sample so as to test for differences across institution and level. As with many African HE systems, staff at different levels in Zimbabwe have typically experienced studying and working across a range of institutions and there is a relatively strong sectoral identity that limits the variance of views across institutions. Secondary data included institutional documents (collected during the scoping study of HEIs) and national policy documents; internal (ZIMCHE) documents, for example documentation produced during the process as well as follow-up reports from the seminar and workshops. This comprehensive information from primary and secondary data sources allowed the authors to analyze the self-assessment of the harmonization of IHE projects stating the background, rationale, processes, procedures, outcomes, and learning points.

FINDINGS FROM THE SCOPING STUDY

The findings below are organized under identified themes, including understandings, strategies, rationales, challenges, IHE tools, outcomes, and impact.

IHE Understandings, Strategies, Rationales, and Challenges in Zimbabwean HEIs

The entire gamut of understandings for Zimbabwean HEI staff, as well as the attendant strategies and rationales, are shown in Table 31.1. Generally, it was evident that all HEIs sampled were involved in some level of internationalization inclusive of student and staff mobility; knowledge sharing and collaboration. Regional harmonization was mentioned as being critical if the country was to be competitive and attract students within Africa. Importantly, the IHE agenda was viewed from a transformational perspective, a move crucial for decolonizing curricula and increasing the chances of IHE success when it is treated as a decolonial project. The national–international global tensions of IHE appeared to be masked due to the complex interactions with the diaspora. There was a general perception that the diaspora was a rich resource that was at the disposal of Zimbabwean HEIs in terms of remittances, collaborations, resource-sharing, and experienced human capital. The temporary and permanent return of some academics and professionals from abroad improved the quality of the teaching and learning experience

and helped to create awareness in students of the wider prospects available. One academic was quoted as saying:

I'm a living example of somebody who has managed to operate and excel in different environments, different cultures, and also infuse this idea that, as Zimbabweans or Africans we are also capable of inventing things and generating knowledge for export it to other countries as well, instead of waiting for something to come, maybe from the Western world (AC1).

On closer analysis it was revealed that junior academics considered attracting more international students and increasing international sabbaticals for academic staff to be at

TABLE 31.1 Internationalization of higher education understandings, strategies, and rationales

<i>Understanding</i>	<i>Strategies</i>	<i>Rationale</i>
IHE is about having international students	<ul style="list-style-type: none"> † Growing a south–south focus to international student recruitment † Opening satellite campuses in other countries † Using online provision to attract international students † Developing partnerships with African governments and through churches to recruit international cohorts 	<ul style="list-style-type: none"> † Primarily financial † Some mention of enhancing national students' learning experience
IHE is about having a diverse group of academic staff	<ul style="list-style-type: none"> † Recruiting and retaining international staff † Drawing back home academics from the Zimbabwean diaspora † Creating international sensitivity among staff through overseas exposure during contact and sabbatical leave and participation and engagement in international platforms 	<ul style="list-style-type: none"> † Academic knowledge exchange is part of being a quality university † This supports the overall staff satisfaction and retention † Some references to international rankings and benchmarkings
IHE is about having international institutional agreements	<ul style="list-style-type: none"> † Expanding international research collaborations † Building new collaborative teaching and learning arrangements † Improving information and resource sharing † Promoting exchange of students and staff † Developing joint degree programs † Jointly organizing international conferences and workshops † Growing membership to international associations 	<ul style="list-style-type: none"> † More varied distribution across responses than from above categories † Can help access resources in a constrained environment † International visibility should be a goal of all HEIs † This supports capacity building of staff † Networking can lead to the capture of a range of intangible benefits

IHE is about broader and less formal processes of international engagement	<ul style="list-style-type: none"> † Extending the opportunities for staff to spend time attached to international universities † Increasing staff participation in international conferences and workshops 	<ul style="list-style-type: none"> † Same arguments about visibility, capacity building, and networks as in the previous category
IHE is about internationalizing the curriculum	<ul style="list-style-type: none"> † Transforming the curriculum to reflect the latest thinking internationally † Seeking international program accreditation † Strengthening the role of ZIMCHE to support these processes 	<ul style="list-style-type: none"> † Strong concerns about relevance † These actions may assist graduate mobility and employability
IHE is about relevant frameworks	<ul style="list-style-type: none"> † Establishing internationalization structures † Creating suitable institutional and national policies † Advancing regional harmonization of programs 	<ul style="list-style-type: none"> † View that internationalization cannot take place without the relevant structures and policies † Some reflection of the strong SADC agenda on regional harmonization of programs and qualifications

Source: McGrath, Thondhlana, and Garwe, 2019.

the core of IHE efforts. In addition to these important issues, senior academics and HEI management also dwelt on the potential mutually reinforcing benefits for institutional cultures, HEI finances, staff development, and student satisfaction and employability. The rationales given by HEIs in Zimbabwe fit well into the four principal rationales/motivations of IHE given in literature, namely economic/financial, academic, cultural/social, and political (de Wit, 1995; Knight 1997).

The major impediment to attracting foreign students stemmed from the unresponsive policies relating to: the high and uncompetitive university entry requirements compared with those of other countries in the region and elsewhere in Africa, financial constraints, immigration restrictions, language problems, shortage of academics with PhDs, dollarization of the Zimbabwean currency, political climate, sanctions, as well as marketing strategy.

Among suggested key interventions was the need to capitalize on ZIMCHE's role of facilitating the internationalization of HEIs in terms of, for example, harmonization of IHE through guidelines/frameworks, supporting the design of IHE policy, and the development of IHE structures. There was also a need to create awareness and research on IHE, and to embark on online provision to mitigate some of the challenges.

IHE TOOLS, OUTCOMES, AND IMPACT

Respondents identified a range of desired IHE outcomes inclusive of: increased presence of international students and staff; active memoranda of understanding (research, teaching, and exchanges); increased impact research and publications; increased innovations and

patents; increased harmonized programs and relevant curricula; and favorable international rankings.

The desired outcomes were expected to generate impact, defined as a change, effect, or benefit to the quality of life in terms of socio-economic, cultural, environmental, health, technological, political and legal, and technological pillars, beyond academia. These pillars were seen as anchored by cross-cutting aspects such as new products, policies, and behaviors; improving efficiency and efficacy of existing practices and improving sustainability. Such impact would result in the production of economically engaged graduates who would not only find employment locally and internationally but would also be able to create enterprises for themselves and become employers. This way, HEIs can be seen as transforming themselves into agents of the industrialization and modernization of the Zimbabwean economy for sustainable socio-economic transformation.

The increased presence of international students in Zimbabwe was seen as the low hanging fruit not only because of the financial gains but also in their ability to provide the links all over the world to aid Zimbabwe's international re-engagement drive. As such, the Ministry of Higher and Tertiary Education, Science and Technology prioritized this outcome in their "study in Zimbabwe programme," which prompted them to capacitate HEIs through facilitation infrastructure-development oriented investment.

The realization of these outcomes required HEIs to be capacitated and equipped with the necessary tools, opportunities, and enablers such as a national IHE policy where HEIs would derive their own institutional IHE policies and strategies. It was generally agreed that without a clear IHE policy framework through which to assess the progress of HEIs, the country faced the risk of losing opportunities to achieve its national goals. Further, internationalization structures such as the establishment of international offices would help HEIs achieve the desired outcomes. The need for conferences to share experiences as well as training workshops to support institutions was also highlighted.

ZIMCHE IHE SEMINAR

The preliminary results were presented and deliberated on by the ZIMCHE Secretariat and researchers. ZIMCHE is responsible for the development and execution of policies and standards for quality assurance in higher education in Zimbabwe. Its role is to regulate, promote, advise, and coordinate all issues that impact on the quality of higher education in Zimbabwe. Its meso-level positioning in higher education means that it interacts with key stakeholders such as: the Ministry of Higher and Tertiary Education, Science and Technology Development; HEIs; Employers; Professional Bodies; the President and Cabinet, as well as related stakeholders. Further, ZIMCHE plays a leading role in driving the harmonization of higher education in Southern Africa as its Chief Executive Officer chairs the Southern Africa Quality Assurance Network, the SADC Harmonisation of Higher Education Project, and the Deputy CEO represented Southern Africa in the African Higher Education Quality Assurance Network from 2011–2017. Such positionings enable it to influence IHE policy and create "impact," both at national and international levels. It is therefore not surprising that many of the participants referenced the role of ZIMCHE as providing some intervention measures to facilitate some of their internationalization initiatives and smoothen barriers.

From ZIMCHE's point of view, the issue of outward-bound student mobility took center stage, requiring policy interventions to protect students that study abroad. Whilst that was seen as a worthy cause, considering that Zimbabwe's HEIs cannot absorb all the

students who qualify for entry and that they do not offer some courses preferred by potential students, emerging challenges put these students at risk. To begin with, there were several reports to the effect that many of these foreign-based students faced serious economic challenges thus exposing them to risks of being asked to work for slave-based wages, drug-trafficking, and prostitution. Some parents were short-changed by some foreign institutions or by recruiting agencies that claimed to offer part-scholarships that either never materialized or were eventually made tenable for a limited duration after which stringent and unattainable conditions were set. A case in point involved students in neighboring South Africa as well as those from as far afield as Cyprus and China. Some parents would have estimated that they would be able to secure adequate funds for tuition and living expenses for their children/wards only to lose their jobs or have their earning power eroded due to the relentless economic turmoil in Zimbabwe. There were yet others who obtained their qualifications from unrecognized foreign HEIs who found upon their return that their qualifications were worthless in the Zimbabwean context.

The other critical issue requiring policy measures was that of harnessing the diaspora for short-term and long-term staff recruitment and collaboration. The shortage of senior academics to provide academic leadership in HEIs was discussed against the backdrop of sobering reports that senior academics constituted the majority of the 50 percent of Zimbabwean professionals in the diaspora, placing the country in 10th position out of 157 countries experiencing brain drain (Mugwagwa, 2014). This brain drain can easily be turned into brain gain and circulation (Saxenian, 2005) through targeted programs akin to the SARUA-IOM-ZIMCHE Diaspora Temporary Return Project aptly described by Garwe (2011).

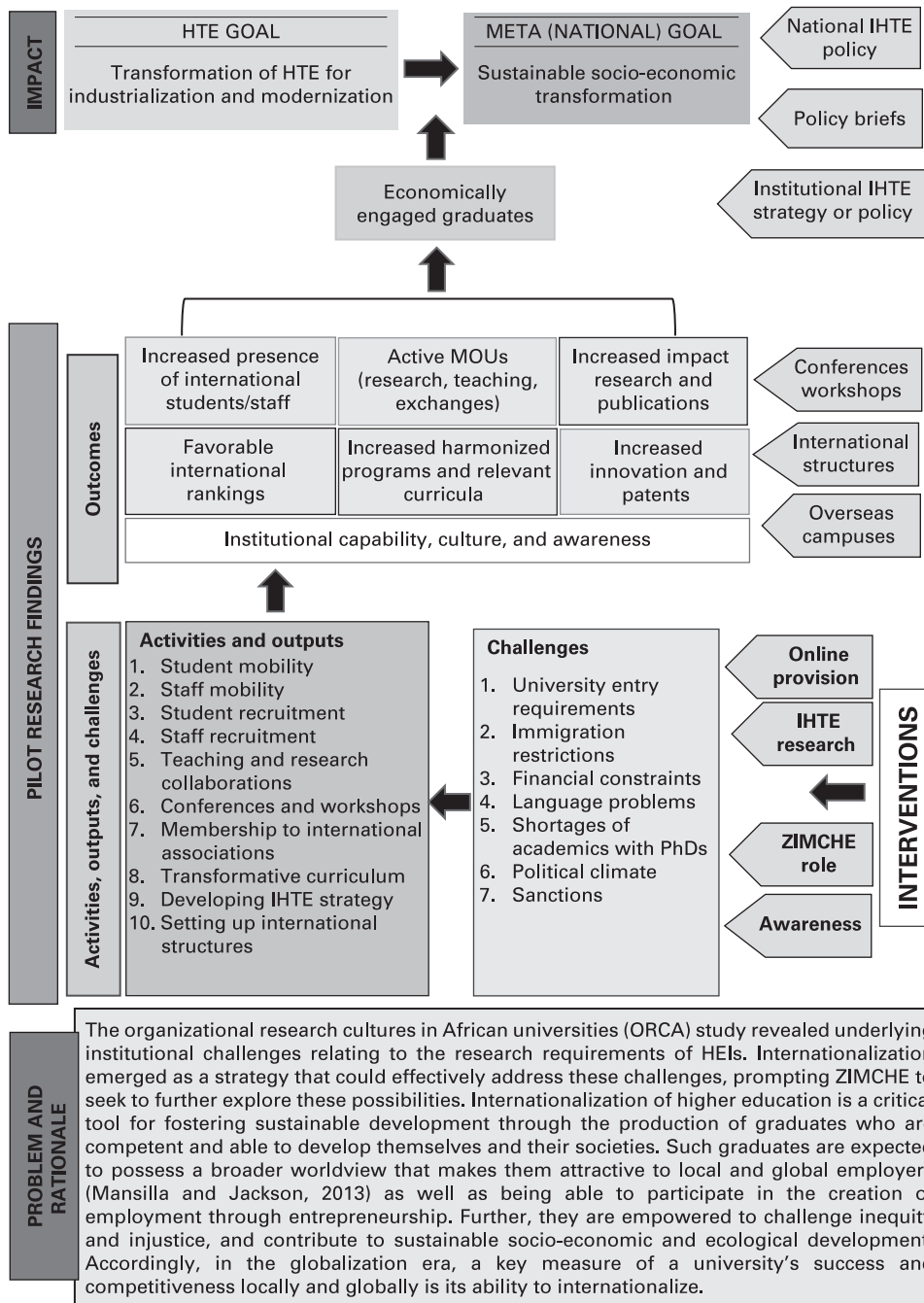
It was resolved that the next stage of the process of developing an IHE policy framework would be to convene a workshop for Heads of HEIs to partner ZIMCHE in designing the IHE theory of change (TOC) for Zimbabwe. TOC is a recent methodology popular with development agencies for its ability to link activities, outputs outcomes and the achievement of goals.

The IHE TOC process required HE stakeholders to define the essential and adequate conditions necessary for achieving the desired goal of producing economically engaged graduates. TOC utilizes backward mapping to identify interventions necessary to achieve the desired goal (Taplin, Clark, Collins, and Colby, 2013). This creates a set of connected outcomes known as a “pathway of change,” a framework around which the other elements of the theory such as indicators, means of verification, and assumptions are developed. TOC leads to more efficient planning, monitoring, and evaluation, because progress towards the achievement of longer-term goals can easily be measured beyond mere identification of outputs (De Silva et al., 2014).

WORKSHOP FOR HEADS OF HEIS

The workshop for Heads HEIs gathered together forty-five participants to develop a TOC that would see HEIs contributing to the national goal of sustainable socio-economic development by leveraging on the benefits of IHE in assisting HEIs to industrialize and modernize Zimbabwe. In developing the IHE TOC (Figure 31.1), the participants deliberated on the pilot findings and resolved to focus on the following seven outcomes:

1. increased presence of international students and staff;
2. active memoranda of understandings (research, teaching, and exchanges);



WORKSHOP FOR ALL STAKEHOLDERS

FIGURE 31.1: IHE theory of change. *Source:* Garwe and Thondhlana, 2019b.

3. increased impact research and publications;
4. increased innovations and patents;
5. increased harmonized programs;
6. relevant curricula and favourable international rankings; and
7. institutional capability, culture, and awareness.

For each of the seven outcomes, the expected outputs, activities, indicators, means of verification, and assumptions were spelt out, thus completing the TOC framework. The TOC framework formed the basis of the development of an IHE policy framework at the all stakeholder workshop.

The participants at the workshop noted that every HEI was engaged in some form of internationalization and emphasized the need to quickly develop the IHE policy framework to guide HEIs in developing their own IHE policies and strategies. Whilst many benefits would derive from this well-structured approach to internationalization, it was agreed that the key benefit would be the momentum given to research through attracting experienced academics (local and foreign) who want to contribute to Zimbabwe on a temporary or full-time basis. There was the need to find ways of accommodating academics and professionals who would not necessarily have to leave their current jobs (unless they so wish to) in order to contribute to the development of Zimbabwe.

The all-stakeholder workshop on IHE leveraged on Zimbabwe's new political dispensation's thrust towards re-engagement and was guided by the vision of the Ministry of Higher and Tertiary Education, Science and Technology Development to come up with frameworks to reconfigure HE and create value through teaching, research, community service, innovation, and enterprise development (Education 5.0). By so doing, the higher education sector would spearhead the nation's quest to industrialize and modernize in order to achieve the middle-income status by 2030.

The workshop program and the profiles of key facilitators were availed to the 350 invitees attracting 285 participants (Figure 31.2 shows a picture of the executive participants) from various government ministries inclusive of: Higher and Tertiary Education, Science and Technology Development, Home Affairs and Cultural Heritage, Finance and Economic Development, Foreign Affairs and International Trade, Information, Publicity and Broadcasting Services, Labour, Primary and Secondary Education, Justice, Legal and Parliamentary Affairs, Environment Tourism and Hospitality Industry and Health and Child Care. In addition participants also came from: universities, polytechnics, industrial training centers, teachers colleges, industry and commerce, Research Council of Zimbabwe, ZIMSEC and ZIMCHE. In deciding which key stakeholder to invite, consideration was given to, for example, the key role that an institution/organization played towards facilitating internationalization, taking into cognizance the IHE challenges indicated by HEIs. For example, Home Affairs and Foreign Affairs were deemed critical for resolving issues to do with the attraction and seamless immigration of foreign students and staff, Finance and Economic Development to give input regarding how to strategize around financial constraints etc.

Highlights of issues raised at the workshop included the realization that in response to the effects of globalization, HEIs should operate on an increasingly international basis through interacting with international partners and participating in the world economy. Zimbabwe was urged to take advantage of the high literacy rate to attract Foreign Direct Investment through high-quality programmatic education that produces goods and



FIGURE 31.2: Participants at the all-stakeholder workshop, inclusive of Minister and Permanent Secretary.

services. This way, HEIs should move from being costly to being revenue centers. The need for the Ministry of Higher and Tertiary Education, Science and Technology Development to assist in the recruitment of foreign students and to support HEIs in establishing internationalization structures and partnerships with recruiting agencies was underscored. HEIs were applauded for inculcating entrepreneurial and innovation skills and values in students, producing tangible research outputs, and encouraging self-reliance through enterprise development in the true spirit of the Education 5.0 concept adopted by the Country's higher education system. This reflects the prudence of situating "international standards" within the context of local needs as expounded by Nyerere (1966).

In order to develop the policy framework for IHE, workshop participants were allocated to seven groups each led by a university Registrar to further brainstorm and address pertinent questions (as guided by the IHE consultant) that would shape the IHE framework around the seven outcomes identified in the IHE TOC and endorsed by the workshop participants.

TASKFORCE WORKSHOPS TO FURTHER DEVELOP THE POLICY FRAMEWORK

The IHE outcomes need to be packaged and communicated in a framework document, whilst making use of appropriate policy language. Accordingly, a taskforce made up of all



FIGURE 31.3: Registrars at a taskforce meeting at the Chinhoyi University Hotel.

university Registrars, chaired by one of them, and coordinated by ZIMCHE was selected to further develop the IHE policy framework. The choice of Registrars proved invaluable to the success of the project due to their expert knowledge of what constitutes a policy document. A case in point was when the Registrars were able to isolate the language pertaining to IHE strategy (from stakeholder inputs) from that which should constitute a policy. In addition to the four workshops held at various HEIs (See Figure 31.3 showing the taskforce at work), the taskforce worked back and forth incorporating inputs from their constituencies and further deliberating as a group. An expert from the University of Nottingham global engagement office (working together ZIMCHE) was responsible for guiding and overseeing the development of the IHE framework as well as benchmarking with international best practices.

During the development of the framework, all stakeholders were given an opportunity to provide comments. These inputs into the process had a great impact on the final product. Engagement was done telephonically, through e-mails, website, and workshop presentations. The draft IHE framework was presented to all stakeholders at a dissemination workshop. It was then finalized, packaged, and submitted to the Ministry of Higher and Tertiary Education, Science and Technology Development for further scrutiny and finalization. It is important to note that a policy framework is a living document that will be subjected to regular revisions and updates in order to fully respond to the changing higher education environment.

CONCLUSION

The goal of this project was to develop a well-researched IHE policy framework that represents the input and consensus of all the stakeholders. The framework will provide HEIs with a basis upon which to develop their own institutional policies. Although all HEIs engaged in some form of internationalization, this was done in an ad hoc and unstructured manner, calling for the development of a national policy to guide IHE practice.

It was interesting to note that all higher education stakeholders perceived the benefits of IHE from different angles but with mutually inclusive effects to institutional and national development. For staff in HEIs, the most critical focus of the IHE policy rested on attracting foreign students and increasing international sabbaticals for academic staff. HEI management perceived the potential mutually reinforcing benefits for institutional cultures, HEI finances, staff development, student satisfaction, and employability to be key. ZIMCHE's interests rested on protecting the quality of student teaching and learning experience through resolving welfare issues and addressing the shortage of senior academics. For heads of HEIs, giving momentum to research was at the core of IHE activities through attracting experienced academics who want to contribute to the development of Zimbabwe on temporary or full time bases. The parent Ministry found the attraction of international students as the low hanging fruit that would help spur the re-integration of Zimbabwe with the international community.

Powerful lessons for Zimbabwe and beyond can be derived from this project. First, the complexities of IHE noted in the literature (Caruana, 2010; Mertkan et al., 2016) were evident in terms of challenging the process of mobilizing diverse institutions to co-develop a national IHE policy that all institutions could identify with. In this regard the role of a respected, trusted, as well as strategically positioned body such as ZIMCHE, in terms of its overseeing mandate of HEIs and its links with the responsible Ministry as well as other related sectors, has been critical for success. ZIMCHE has been able to access HEIs in the scoping sample, interview high-profile staff, and mobilize HEIs to productively participate in the project. Relatedly, collaboration of HEIs in this project, working together at strategic levels, has had the effect of evidencing the effectiveness of collaboration when developing national policy frameworks. As noted by the Registrars tasked with collating ideas into a draft of the policy framework document, the exercise benefited from the diverse expertise and practices of their institutions to ensure that there was full representation. The result is a document that all institutions can identify with and make use of. Similarly, the evidence-based multi-pronged approach which involved consultations at various levels including the scoping study, ZIMCHE seminar, the various workshops, as well as the collaboration and knowledge exchange with an internationally recognized partner, provided a rigorous scientific approach. The success has been due to buy-in by all key stakeholders who, again, feel a strong sense of ownership of the process and product. In addition, multi-sectoral involvement, as highlighted in the literature (Shriberg, 2002), has been critical for success. For example, key Ministries which facilitate mobility, such as Foreign Affairs and Home Affairs, needed to be engaged to lobby the development of policies that support staff and student mobility.

The availability of funding to conduct research and run a series of workshops also contributed to the success of the project. To this end, funding was a collaborative effort provided by the Ministry of Higher and Tertiary Education, Science and Technology Development, ZIMCHE and its partner, University of Nottingham, and HEIs is a clear show of the benefits of IHE.

The development of a national policy framework has only laid the critical foundation for IHE in Zimbabwe. IHE will be a continuous process involving, for example, the development of institutional policies and strategies/agendas and their operationalization. This will require sustained support of institutional initiatives/activities by the Ministry and ZIMCHE in terms of funding and capacity building. In addition, the benefit of intra- and inter institutional collaboration has been highlighted and that the success of IHE is to be found in the strengths within the institutions themselves is evident.

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