CHARLES UNIVERSITY IN PRAGUE

MASTER THESIS

INTERNATIONALIZATION OF HIGHER EDUCATION IN ECUADOR

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SUPERVISOR: MGR. JAN KOHOULTEK, PH.D.

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Topic: Internationalization of higher education in Ecuador, case study of

Universidad Laica "Eloy Alfaro" de Manabí

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"Eloy Alfaro" de Manabí

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1. Research problem definition:

Before 2007, there was a precarious higher education system in Ecuador caused by privatization, 'market forces' over State, and a lack of control and regulation in higher education institutions despite State (economically) supported them depending on the type of funding they received. Consequently, during Rafael Correa's presidential period, there was a U-turn in higher education system in order to recover State's role to lead, regulate, and supervise higher education institutions as well as to avoid more irregularities from institutions and sanction those that existed. Once





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legal regulation was done from Constitution to Higher Education Law, State took control over higher education system. In that sense, State guarantees quality of higher education, constituted as a public good, that boosts excellence, universal access, permanence, relevance and gratuity under two public bodies of control and one lead organism for higher education policy respectively: Higher Education Council, Council of Evaluation, Accreditation and Quality Assurance of Higher Education, and Secretary of Higher Education, Science, Technology and Innovation.

Under this context, government has developed an evaluation process (three evaluation process during Rafael Correa's presidential period) for higher education institutions whose result was the implementation of a categorization system to universities from A to E in which universities in A category have the best academic performance and E, the worst. Therefore, fourteen private universities were closed and 125 technical and technological institutes and 44 university campus were shut down because they didn't assure minimum academic excellence elements. Nowadays, evaluation process is a mandatory requirement for universities to be part of higher education system in Ecuador whereby they should tend to improve their academic performance to up-grade their category. The current parameters are: academy, infrastructure, organization, research and academic efficiency. Among them, there is not a specific topic about internationalization. In fact, in legal regulations it is not specifically detailed internationalization process however, there are certain issues mentioned regarding to it such as international agreement programs, diploma recognition process for studies abroad, interinstitutional relations promotion, international academic networks, among others.





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In this regard, it is not clear if internationalization process is a priority for government or not despite the implemented higher education policy which aim is to improve academic excellence to the whole system and implicitly, the internationalization process too.

Possible interviewees:

- Secretary of Higher Education, Science, Technology and Innovation
- Secretary of Higher Education, Science, Technology and Innovation coordinator (Zone 4) or a representative of the institution
- Higher Education Council
- A member of the Higher Education Council or a member of the intervention committee of Universidad Laica "Eloy Alfaro" de Manabí
- Council of Evaluation, Accreditation and Quality Assurance of Higher Education
- A representative of the Council of Evaluation, Accreditation and Quality Assurance of Higher Education
- Universidad Laica "Eloy Alfaro" de Manabí
- Tanya Andino Chancay, International Relations and Cooperation director
- Miguel Camino, Universidad Laica "Eloy Alfaro" de Manabí rector or his representative





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B. Objectives

- To identify goals, tools, main actors, effects and barriers of internationalization process since Rafael Correa's administration.
- To analyze the development and importance of internationalization of higher education in Ecuador.
- To identify current situation of Universidad Laica "Eloy Alfaro" de Manabí, concerning to internationalization.
- This paper will contribute to provide an evidence of internationalization process development in Ecuadorian universities and if State drives it or not.

C. Research questions

- How internationalization process has been carried out over the time?
- Was internationalization a long-neglected issue and it has changed recently?
- How was internationalization agenda carried out from different coalitions?
- What are the future guidelines for internationalization in Ecuador?





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D. Theoretical concept

The theoretical concept that I will use for this diploma thesis is the Advocacy Coalition Framework (ACF), developed by Sabatier in the 1980's, about policymaking environment through actors and levels of government. During policy process, there is a completion between coalitions, with their own beliefs, to control policymaking subsystems. With this theory, I will explain the development of internationalization process in higher education policy in Ecuador and how different aspects have influenced it during policymaking and how coalitions are part of this process.

E. Research plan -

- 1) Summary
- 2) Introduction
- 3) Defining the problem
- 4) Research questions and thesis goals
- 5) Theoretical background
- 6) Methodology
- 7) Analytical procedure
 - a) Development of higher education policy in Ecuador
 - b) Current higher education policy
 - c) Internationalization
 - d) Internationalization process of Universidad Laica Eloy Alfaro de Manabí
- 8) Findings
- 9) Conclusion and recommendations
- 10) Bibliography





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F. Literature:

H. Signatures

Student

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- Quality: Analyses of Innovative Policy Instruments. New York-USA: Springer Science+Business Media B.V., 2010.

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Supervisor

Declaration

I hereby declare that th	is Master thesis is my own work based	d on the sources and literature
listed in the bibliography and	d it has never been used for any other	r academic purpose.
Your name:	Gabriela Galarza	In Prague on:
Your signature:		31st July 2019

Abstract

Internationalization of Higher Education (IoHE) became popular due to the expansion of international activities in higher education institutions as well as to high demand of young people to access to university. Since that time, its concepts, approaches and rationales have been changing according to national context. In Latin-America and specifically in Ecuador, there are limited international initiatives despite, higher education reform that recovered State's role, quality assurance and strengthened human talent during Rafael Correa's administration. This thesis will analyze the development and importance of IoHE in Ecuador through its rationales. Finally, this research will provide an evidence if State has driven or not IoHE in the country.

Keywords: higher education, quality assurance, internationalization, rationales, university

Abstrakt

Internacionalizace vysokoškolského vzdělávání se stala populární díky expanzi mezinárodních aktivit na vysokých školách i díky vyššímu zájmu mladých lidí o studium na univerzitách. Od té doby se její koncepce, přístupy a chápání mění podle národního kontextu. V latinské Americe a konkrétně v Ekvádoru, je studium zahraničních studentů limitováno, navzdory reformě vysokoškolského vzdělávaní během správy Rafaela Correa, která obnovila roli státu, zajištění kvality a posílení lidských talentů. Tato diplomová práce si klade za cíl sledovat vývoj a důležitost internacionalizace vysokoškolského vzdělávání v Ekvádoru pomocí jejího odůvodnění. V závěru tento výzkum ukáže, jak se stát k podpoře internacionalizace vysokého školství v zemi stavěl.

Klíčová slova: vysokoškolské vzdělávání, zajištění kvality, internacionalizace, přístup, univerzita

Dedication

I want to dedicate this work to my parents Franklin and Saddita; you are my cornerstones. Every achieved goal is the result of your love and support during my lifelong.

Acknowledgments

I want to thank all the interviewers for their time and valuable comments during my research. In addition, I want to show my gratitude to my family for their support, especially my cousin, Aylin Macas and dad, Franklin Galarza, who helped me during data collection.

Also, I want to recognize Clement for being by my side and inspire me to achieve my goals.

Finally, thanks to Charles University staff, that guided me during my studies and my advisor Jan Kohoultek, for his collaboration and valuable feedback while I was doing my thesis.

Abbreviations

ASESEC Assembly of Higher Education System (Asamblea de Educación Superior

Ecuatoriana)

CEAACES Council of Evaluation, Assessment and Quality Assurance of Higher

Education (Consejo de Evalución, Acreditación y Aseguramiento de la

Calidad de la Educación Superior)

CES Higher Education Council (Consejo de Educación Superior)

CONEA National Council for Evaluation and Accreditation

(Consejo Nacional de Evaluación y Acreditación)

CONESUP National Council of Higher Education (Consejo Nacional de Educación

Superior)

FOPEDEUPO Permanent Fund for University and Polytechnic Development (FOndo

PErmanente de DEsarrollo Universitario y POlitécnico)

FEUE Federation of University Students of Ecuador (Federación de Estudiantes

Universitarios del Ecuador)

FEPUPE Federation of University and Polytechnic School Professors of Ecuador

(FEderación de Profesores Universitarios y Politécnicos del Ecuador)

GDP Gross Domestic Product

HE Higher Education

HEI Higher Education Institution

IECE Ecuadorian Institute for Educational Credit and Loans (Instituto Ecuatoriano

de Crédito Educativo)

IoHE Internationalization of Higher Education

LOES Higher Education Law (Ley Orgánica de Educación Superior)

REIES Ecuadorian Network for Internationalization of Higher Education (Red

Ecuatoriana para la Internacionalización de la Educación Superior)

SENESCYT National Secretary of Higher Education, Science, Technology and

Innovation (Secretaría de Educación Superior, Ciencia, Tecnología e

Innovación)

SENPLADES National Secretariat of Planning and Development (Secretaria Nacional de

Planificación y Desarrollo)

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1 Research project

1.1 Introduction

Internationalization term has been used several decades ago, however, since late 1980s, it became popular in education field due to the expansion of international activities in universities as well as high demand of young people that wanted to access to higher education system. One of the first approaches, according to Arum & van de Water (1992) consisted "in multiple activities, programs and services that fall within international studies, international educational exchange and technical cooperation" (p. 202). Despite this concept responded to world's reality at that time, some terms are still are valid and are part of recent definitions regarding internationalization. One of those recent definitions by De Wit & Hunter (2015) refers to "the international process of integrating an international, intercultural or global dimension into the purpose, functions and delivery of post-secondary education, in order to enhance the quality of education and research for all students and staff, and to make a meaningful contribution to society" (p. 3). In that sense, internationalization of higher education (IoHE) encompasses a wide variety of functions, activities, programs and processes.

In Latin-American context, some international activities have developed lately or are still not defined. Hans de Wit¹ mentioned that there is a lack of Latin-American regional policies and strategies of IoHE. In the Ecuadorian context, public HEIs focused on social responsibility and equity for HE accesses but, neglect postgraduate studies and research issues. Since Ecuadorian university origins until its reforms, there have been limited internationalization initiatives. In fact, at organizational level, not all HEIs have been international in the same way but, all have experienced globalization processes². At national level, those initiatives focused on scholarships and loans administered by the government and international cooperation. One of the main strategic allies of Ecuador has been United States through Fulbright Commission in Ecuador. Another ally has been Spain, through Carolina foundation and nowadays, University of La Rioja.

 $^{^1}$ De Wit, H. (2017). Políticas públicas para la internacionalización de la educación superior en el Ecuador. Guayaquil,

 $[\]frac{\text{http://www.agenda2035.ec/sites/default/files/ASESEC\%20ESPOL\%20Guayaquil\%20Feb\%2013\%202017\%20\%281\%29_1.pdf}$

² Scott, Peter (1998). Massification, internationalization and globalization. In the Globalization of Higher Education. Scott, Peter. The Society for Research into Higher Education/Open University Press. Buckingham. p. 122

Before 2007, there was irregularities in HE system caused by privatization, 'market forces' over State, and a lack of control and regulation in higher education institutions. Rafael Correa's government reformed HE system based on three main axes: State's role recovery, quality assurance and strengthen of human talent. This policy not only boosted outgoing mobility, R&D and contracts on international cooperation /donor assistance but also, State regulation institutions implemented international parameters within evaluation and categorization processes.

At national level, government launched scholarship programs and Prometeo project. From 2012 until April 2018, 13.966 international scholarships were granted to Ecuadorians for graduate and undergraduate studies. Instead, Prometeo project contributed to 27% of all 8714 indexed publications by the country during 2007-2016. During this period, SENESCYT performed two academic tours in United States and Europe to reinforce international cooperation. At organizational level, Ecuadorian HEIs signed agreements with international HEIs to promote research and mobility.

Although there have been attempts for internationalization -but limited- specially by former government, there are not clear policy lines for IoHE in Ecuador. This situation is reflected in advantages, disadvantages, barriers and rationales for internationalization.

This thesis will analyze internationalization of higher education in Ecuador. Besides, it will identify the advantages, disadvantages, barriers and rationales for internationalization. The hypothesis of this paper will probe if internationalization of higher education in Ecuador has been a neglected issue by the State or not. In that sense, this study will respond the following research questions:

- How internationalization of higher education has been carried out in Ecuador?
- Which rationales to internationalization of higher education have emerged in Ecuador?
- Which are the advantages and disadvantages of internationalization of higher education in Ecuador?
- Which are the barriers of internationalization of higher education in Ecuador?

Finally, the structure of this thesis is divided in three parts. The first part refers to higher education overview while, the second one focuses on internationalization of higher education. Instead, the third part consists in the discussion about internationalization based on its rationales, advantages, disadvantages and barriers.

1.2 Methodology

This study will include qualitative and quantitative elements in order to have a better perspective of internationalization of higher education in Ecuador.

1.2.1 Data collection

Information will be collected from secondary sources of the following documents:

- 1. Legal framework (Constitution of Ecuador, Higher Education Law);
- 2. Policy documents from National Secretariat of Planning and Development (National Development Plan), Higher Education Council (regulations), National Secretary of Higher Education, Science, Technology and Innovation (plans and programs) and, Council of Evaluation, Assessment and Quality Assurance of Higher Education (evaluation reports); and,
- 3. Others (interviews, books, papers, publications).

Not only analysis will be based on information obtained from websites but also through interviews. For this last purpose, I will contact State regulation institutions, civil and academic sector participants linked to HE system via email and then I will conduct semi-structured interviews. The selection of institutions and associations depends on the contribution and development of HE and IoHE in the country. Instead, the participants will be chosen by their institutions. Once selection respondent's is done, I will send a questionnaire via e-mail related to the following topics:

- Higher education overview in Ecuador
- Internationalization of higher education in Ecuador
- Future of internationalization of higher education in Ecuador

Eight participants will be interviewed between June 2018 and March 2019. Respondents will answer thirteen open-ended questions via Skype or e-mail. Interviews will be done in Spanish or English. In case interviews are done in Spanish, it will be translated into English.

All the information collected from interviews will be anonymous so, participants will be named as "respondents" according to their institution's positions: counselor, director, president, coordinator and general secretary.

TABLE 1 Interviewers

No.	Respondent position	Institution
1	CES Academic Counselor	Higher Education Council (CES)
2	CES Academic Counselor	Higher Education Council (CES)
3	SENESCYT Director of	National Secretary of Higher Education, Science,
	International Relations and	Technology and Innovation (SENESCYT)
	Graduate degrees	
4	SENESCYT Coordinator	National Secretary of Higher Education, Science,
		Technology and Innovation (SENESCYT)
5	REIES General Secretary	Ecuadorian Network for the Internationalization of
	-	Higher Education (REIES)
6	CEAACES Academic	Council of Evaluation, Assessment and Quality
	Counselor	Assurance of Higher Education (CEAACES)
7	FEUE President	Federation of University Students of Ecuador (FEUE)
8	FEPUPE President	Federation of University and Polytechnic School
		Professors of Ecuador (FEPUPE)

1.2.2 Data analysis

Once I have collected and analyzed the information, it allows me to answer research questions of this study. It is important to mention that respondent's opinions don't represent the opinion of whole bodies, organizations or institutions related to higher education and internationalization of higher education in Ecuador. In fact, it can happen that respondent's perspective in the same institution may differ.

1.3 Theoretical background

Higher education not only boosts productivity and economic growth of a country but also, it promotes greater equity at societal level³. Besides, it contributes to human capital formation as it "develops advanced skills needed by developing technical, professional and discipline-specific knowledge and skills; cognitive and information processing skills; and social and emotional skills in graduates that prepares them for active citizenship and the world of work" (OECD, 2017, p. 9). In that sense, higher education institutions have an important

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³ Ferreyra, María Marta, Ciro Avitabile, Francisco Haimovich Paz et al., At a Crossroads: Higher Education in Latin America and the Caribbean, World Bank Publications, 2017.

role as they cultivate knowledge among people⁴. However, State must to guarantee the right of higher education and government must establish policies that ensure this right. Peters (1993) defined public policy as "the sum of government activities, directly or indirectly affecting citizens" (p. 4). This definition is framed in the scientific perspective that considers public policy importance and its impact in people's lives⁵. On the other hand, public policy as a social practice refers to seek and satisfy public interests that can be the center of negotiations but also, of conflicts⁶. Potůček considers public policy "as a discipline which elaborates and applies the interpretative frameworks of sociology, economics, political sciences, law, management theory, and other disciplines in analyzing and forecasting the processes of formation and assertion of public interests with respect to solving differentiated social problems" (2016, p. 16). Under this preamble, I will analyze internationalization of higher education.

1.3.1 Internationalization of higher education

Throughout the years, higher education has been changing as the world in which it develops, has transformed constantly. During this process, there have been key drivers that has influenced this transformation. According to Hans de Wit, there are international elements of higher education that contributed to its development. First, the export of systems of higher education or what Hans de Wit called 'academic colonialism' For example, Robert Rodrígues Cruz and Herbst mention that there were replicas of European higher education institutions in all American continent, in late eighteenth century. Second, it concerns to research and publications that occurred between eighteenth and nineteenth century, nevertheless, Wit expresses that this international exchange of information and ideas is also associated with seminars, conferences, and publications⁸. Finally, the third international element during eighteenth and nineteenth century was mobility of students and scholars however, due to the information is limited, it is difficult to analyze this element. It is similar to Peter Scott's analysis about forms of IoHE, he establishes just two forms: the first one consisted in the export of higher education systems that lasted until twentieth century. The second form is related to

⁴ Schwartzman, Simon. 2008. The Leading Latin American Universities and their Contribution to Sustainable Development in the Region. In University and Development in Latin America: Successful experiences of research centers, ed. Simon Schwartzman. Rotterdam: Sense Publishers, p. 8 5 Martin Potůček, (2016). Public Policy. Prague, p. 11

⁶ Potůček, Martin; LeLoup, Lance T.; Jenei, György; Va \square radi, La \square szlo \square , (2003). Public policy in Central and Eastern Europe: theories, methods, practices. NISPAcee

⁷ Roberts, John, Agueda M. Rodrigues Cruz and Jurgen Herbst (1996), Exporting Models. In Rüegg, Walter (ed.), A History of the University in Europe, Volume II, Universities in Early Modern Europe (1500-1800). Cambridge, Cambridge University Press

⁸ De Wit, H. (2002). Internationalization of higher education in the United States of America and Europe: a historical, comparative, and conceptual analysis. Westport: Greenwood Press, p.8

research and student flows⁹. Even though these elements and forms have improved IoHE, the influence of globalization in economies and societies and the increased importance of knowledge¹⁰ also has contributed to its development.

Van der Wende (2004) described internationalization as "any systematic effort aimed at making higher education responsive to the requirements and challenges related to the globalization of societies, economy and labour markets" (pp. 9-10). The author mentions the impacts of globalization, that can be positive or negative, on education sector. In order to have a clear perspective of globalization, it is defined as "the flow of technology, economy, knowledge, people, values, ideas... across borders. Each country is affected by globalization in a different way depending on traditions and culture and country's history and priorities¹¹. On the other hand, Knight (2004) pinpointed that internationalization "is defined as the process of integrating an international, intercultural or global dimension into the purpose, functions or delivery of post-secondary education" (p. 11).

Due to concepts responded to the needs at that time, in the coming years, those definitions included new terms as well as new motivations in order to provide a comprehensive meaning to IoHE. In that sense, motivation included: commercial advantage, to earn economic profits; foreign language acquisition that includes study abroad programs and projects; and, to enhance curriculum with international content.

One of the most commonly accepted definitions by Jane Knight (2015) refers to "the intentional process of integrating an international, intercultural or global dimension into the purpose, functions and delivery of post-secondary education, in order to enhance the quality of education and research for all students and staff, and to make a meaningful contribution to society" (pág. 29). This is a more comprehensive definition due to it includes relevant terms to IoHE, for example: process term implies that it is an ongoing effort; dimension term is used to integrate wide dimensions like international, intercultural and global; integrating term reflects that it embeds international dimension into policies in which international dimension keeps central, purpose term consists in the mandate of an institution; function term implies primary

⁹ Ibid, p.8

 $^{^{10}}$ De Wit, H., & Hunter, F. (2015). The Future of Internationalization of Higher Education in Europe. International Higher Education, p. 2

¹¹ Knight, Jane; de Wit, Hans (1997). Internationalization of Higher Education in Asia Pacific Countries. Amsterdam. European Association for International Education. p. 6

elements that define higher education system; and, delivery term is used as the education courses that are offered in-home or abroad.

1.3.1.1 Rationales for Internationalization

De Wit (2002) states that "rationales can be described as motivations for integrating an international dimension into higher education" (p. 84), in other words, 'why' is important that HEIs become international. Knight defined that traditionally there have been four rationales that boost internationalization of higher education: social/cultural, political, academic, and economic¹².

Chart 1 Rationales driving internationalization

Rationales	Existing—National and Institutional Levels Combined
Social/cultural	National cultural identity
	Intercultural understanding
	Citizenship development
	Social and community development
Political	Foreign policy
	National security
	Technical assistance
	Peace and mutual understanding
	National identity
	Regional identity
Economic	Economic growth and competitiveness
	Labour market
	Financial incentives
Academic	International dimension to research and teaching
	Extension of academic horizon
	Institution building
	Profile and status
	Enhancement of quality
	International academic standards
	Of Emerging Importance—
Level	National and Institutional Levels Separated
National	Human resources development
	Strategic alliances
	Commercial trade
	Nation building
	Social/cultural development
Institutional	International branding and profile
	Income generation
	Student and staff development
	Strategic alliances
	Knowledge production

Source: Knight, J. (2004)

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 $^{^{12}}$ Knight, J. (2004). Internationalization Remodeled: Definition, Approaches, and Rationales. Journal of Studies in International Education, p. 21 $\,$

Social/cultural rationale encloses views of: national identity, national language, cultural studies, cultural values, country studies, among others. For Hans de Wit (2002), these views are related to institutions and knowledge 'universalism'. On the other hand, social rationale emphasizes in the student, in other words, it is associated with 'personal development'.

Economic rationale includes: economic growth and competitiveness, labor market, national educational demand, financial incentives for institutions and governments. Growth and competitiveness is one of the most relevant reasons for governments as it is getting more importance in the globalized world. Consequently, de Wit argues that government is investing in economic relations¹³. This affirmation is corroborated by Filho which states that government adopts a national policy for IoHE when they recognize that its benefits are higher than its costs.¹⁴ Regarding academic rationale, it refers to providing an international dimension to research and teaching, the extension and the academic horizon, institution-building, profile and status, enhancement of quality and, international academic standards. Political rationale includes foreign policy, national security, technical assistance, peace and mutual understanding and, national and regional identity.

In national-level rationales, these are the emerging rationales: human resources development, strategic alliances, commercial trade, nation building and social/cultural development. On the other hand, in institutional-level rationales, the visible ones are: international branding and profile, income generation, student and staff development, strategic alliances and knowledge production.

 $^{^{13}}$ de Wit, H., & Hunter, F. (2015). The Future of Internationalization of Higher Education in Europe. International Higher Education, p. 90

 $^{^{14}}$ Filho, J. C. (2017). Internacionalización de la Educacio□n superior: redefiniciones, justificativas y estrategias. ESPAÇO PEDAGO□GICO.

2 Ecuadorian HE system outline

2.1 Overview of Ecuadorian higher education

The history of tertiary education in Ecuador started in 1826 in the republican period with the creation of the first university in which secularization process ended in 1895. By 1960, social and political movements -in different countries of Latin-America- demanded from governments access to university transforming it from an elitist process into a democratic one 15. Ecuador was part of those HE policy changes. According to Ramirez (2013), there has been three higher education reforms in the country. The first one occurred in the context of industrialization and urbanization, as a consequence of urban middle class people that claimed for an expansion of universities and a democratic process to enroll to it. The second reform consisted in the limited public universities' budget and the decrease of quality of education caused by structural problems in the country such as economic crisis and dictatorial regimes. The last reform is associated to globalization; the increase of people's schooling level; and, academic evaluation processes 16. On the other hand, Claudio Rama considers that each reform had different regulation institution. In first reform, universities acted as regulation institutions while in second reform, it was market. On the contrary, in third reform State institutions control HE system 17.

2.1.1 State regulation institutions

Before 2007, legal framework -in Constitution of 1998 and HE Law of 2000¹⁸- stablished that HE system was regulated by two State institutions: National Council of Higher Education and National Council of Assessment and Accreditation of Higher Education and it was integrated by universities and polytechnic schools and technical and technological institutes.

National Council of Higher Education, CONESUP

CONESUP was an autonomous body in charge of planning, regulation and coordination of HE system. It was composed by nine members, for a five-year period where they can be reelected: five of them will be rectors elected by universities, polytechnics and technical and

¹⁵ Pareja, F. (1986). La educacio□n superior en Ecuador. Caracas: CRESALC – UNESCO, p. 5

¹¹¹ Ramírez, R. (2013). TERCERA OLA DE TRANSFORMACIO□N DE LA EDUCACIO□N SUPERIOR EN ECUADOR. Quito: Secretaría Nacional de Educacio□n Superior, Ciencia, Tecnología e Innovación, pp. 9-12
 ¹¹¹ Rama, Claudio (2006) "Introducción". Informe sobre la Educacio□n Superior en América Latina y el

Caribe 2000-2005. Caracas: IESALC-UNESCO, p. 12

¹⁸ Higher Education Law (LOES, Spanish acronym) was approved on May 15th, 2000 by National Congress

technological institutes, (two by universities; one, by polytechnic schools; one, by private universities; one, by technical and technological institutes); two, by the public field, and one, by private field, and a council president elected by the other members, who must be an previous university or polytechnic school rector or a prestigious academic ¹⁹. Thus, CONESUP would create the Academic Regimen Regulation within six months after LOES approval²⁰.

National Council of Assessment and Accreditation of Higher Education, CONEA

CONEA was an autonomous State body responsible to address National System for Assessment and Accreditation of Higher Education. One of the main goals of this system was to ensure quality of higher education institutions and foster ongoing processes to improve quality assurance in HEIs through self-assessment, external assessment and accreditation processes. It was integrated by eight members: two academics delegated by the President of Ecuador; two academics by National Congress, one candidate can be suggested by national federation of public and private financed students; one member by Ministry of Education and Culture; one member by national federation of professional associations; one member of science and technology affiliated-government institution; and, one member by chambers of commerce²¹.

Those institutions were responsible to regulate and evaluate specific parameters of HE policy that responds to Ecuadorian context. CONESUP would determine HE system situation and academic and legal status of HEIs in the country while CONEA would elaborate a technical report about institutional performance of higher education institutions²².

Despite legal framework clearly mentioned deadlines to boost quality assurance in HE system, reality demonstrated that it didn't work and State institutions partially accomplished their duties because of particular and political interests above public interests that is corroborated by the interviewers in this thesis and other HE academics.

2.2 Higher education reform

Since Rafael Correa's government, there was a U-turn to boost the precarious HE system that was caused by an increase in commercialization and privatization of HE offer, mainly

¹⁹ Congreso Nacional del Ecuador. (2000). Ley Orga□nica de Educacio□n Superior. Quito, Art. 12

²⁰ Ibid. Twenty First Transitory Provision

 $^{^{21}}$ Ibid. Art. 92

²² Ibid. First Transitory Provision

through private HEIs; a corporatist functioning by State regulation institutions; and, a State absence for quality assurance²³. In its early phase, changes focused on legal framework and assessment processes.

2.2.1 Transition period 2007-2010

Higher education became a priority during this government not only as a political discourse but also as a reality that was reflected, at national level, in HE policy. This process started with Citizens' Revolution project which included a political and social transformation proposed by PAIS Alliance movement (movimiento Alianza PAIS), during presidential election campaign. When Rafael Correa became president of Ecuador in 2007, National Secretariat of Planning and Development, SENPLADES, was responsible to reflect these campaign pledges in the National Development Plan.

National Development Plan 2007-2010

This Plan outlined five 'revolutions' which established a breakpoint between past governments and Rafael Correa's government: Constitutional and democratic revolution, Ethical revolution, Economic and productive revolution, Social revolution and, Revolution for Latin-American dignity, sovereignty and integration²⁴. In education field, it highlighted in the first of eight strategies that State guarantees universality of public services such as education as well as gratuity²⁵. For that reason, education is a cornerstone to overcome poverty and social inequality in order to increase quality of life expectancy among population.

While SENPLADES was outlining National Development Plan, Rafael Correa signed decree No. 002 that convened a referendum on April 15th, 2007. The Constituent assembly, with a majority of PAIS Alliance members (79 of 130 members), drafted the new Constitution that was approved through constitutional referendum on September 28th, 2008.

Constitution, 2008

Constitution established new guidelines for higher education policy in Ecuador. For example, it asserts in Art. 26 that "education is a right of persons throughout their lives and an

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²³ CEAACES, 2013. "Suspendida por falta de calidad". El cierre de catorce universidades en Ecuador. Quito, Ecuador: Consejo de Evaluación, Acreditación y Aseguramiento de la Calidad de la Educacio□n Superior, n 11

²⁴ Secretaría Nacional de Planificación y Desarrollo. (2007). Plan Nacional de Desarrollo 2007-2010. Quito, p.5

²⁵ Ibid. pp. 57-59

unavoidable and mandatory duty of the State" (Asamblea Constituyente, 2008) due to it is considered as a public service. Moreover, it states that public higher education will be free of charge until undergraduate level in order to guarantee equality of opportunity in HE access²⁶.On the other hand, all HEIs as well as all Bachelor's and Master's programmes in Ecuador must be evaluated and accredited in a period of five years since Constitution approval²⁷. Consequently, Constituent assembly issued on July 22th of 2008 the Constituent Mandate No. 14, as a way "to recover the State role that leads, regulates, and supervises higher education institutions"²⁸. Mandate No. 14 pinpointed in the first transitory disposition that all HEIs and its programmes must be evaluated by CONEA²⁹.

CONEA's report

On November 4th of 2009, CONEA provided a report which determined that Ecuadorian university is a fragmented group of different gaps such as academy, democracy, research, and technology that caused:

- a polarization of concepts and practices in public and private universities referring to quality of education;
- a transition university ensemble between the 'old' and the 'new' for that reason, there are strong technologic disparities;
- a fragmented university in its principles and historical identity from public and private universities³⁰.

The evaluation, performed to 68 universities and polytechnic schools between June-October 2009, has proved that there is an extended lack of a higher education policy that establishes parameters for HEIs performance based on principles and quality criteria³¹. Consequently, CONEA designed a categorization of universities according to four evaluation parameters: academy, management, research and students and learning environment. The categories were: "A" category, "B" category, "C" category, "D" category and "E" category. The difference between "A" category and "E" category consisted in the conditions for academy development as scientific and professionals due to professors' rights guarantee and a

²⁶ Asamblea Constituyente. (2008). Constitución del Ecuador. Quito, Art. 356

²⁷ Ibid. Twenty Transitory Provision

²⁸ Consejo Nacional de Evaluación y Acreditación de la Educacio ☐n Superior del Ecuador. (2009).

Evaluación de desempeño institucional de las universidades y escuelas politécnicas del Ecuador, p. 1

²⁹ Asamblea Constituyente. (2008). Mandato Constituyente No. 14. Montecristi, First transitory disposition

 $^{^{30}}$ Consejo Nacional de Evaluación y Acreditación de la Educacio \square n Superior del Ecuador. (2009).

Evaluación de desempeño institucional de las universidades y escuelas politécnicas del Ecuador, p. 1 31 Ibid. p. 1

committed university community. Also, if there was a suitable learning environment through mechanisms for admission, leveling, qualifications, rights and duties, incentives and scholarships, as well as academic support for learning (libraries, laboratories, and didactic facilities). Research activities were significantly higher than the rest HEIs. Referring to university management, universities in this list had organizational policies, internal management policies (that in private and private co-financed by State universities there was a deficient performance in budgetary management transparency) and a suitable infrastructure for university community according to university academy³².

On July 22th, 2009 National Assembly approved this report and the repeal of Universidad Cooperativa de Colombia del Ecuador (UCCE) creation due to permanent irregularities. Despite there were divided positions about CONEA's evaluation process and its results, government argued that it was necessary to evaluate universities and polytechnic schools as a way to improve HE system in Ecuador. At the end, those HEIs had to work on CONEA suggestions because they will be evaluated again.

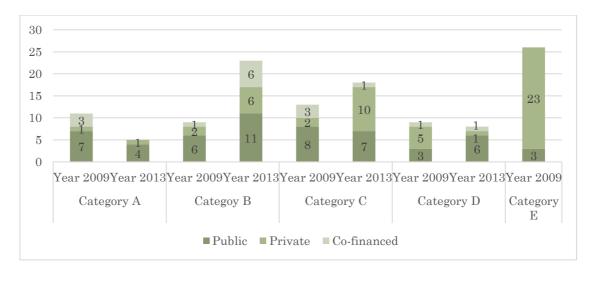


Chart 2 Categorization of universities 2009 - 2013

Source: CEAACES. (2009). Evaluación de desempeño institucional de las universidades y escuelas politécnicas del Ecuador; and, Resultados de la evaluación del CEAACES a universidades del país. (2013) https://www.larepublica.ec/blog/politica/2013/11/27/resultados-evaluacion-ceaaces-universidades-pais/ Prepared by: author

The chart³³ highlights a comparison between CONEA's report in 2009 and CEAACES report in 2013 taking into account the type of financing of universities and polytechnic schools

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³² Ibid. pp. 2-5

³³ For CONEA's report in 2009, 68 universities and polytechnic schools were evaluated. In contrast, for CEAACES report in 2013, there were 54 universities and polytechnic schools. In 2015, there was a voluntary evaluation to 15 universities that wanted to be recategorized.

which are: private, public and co-financed by State. In 2013, there were four categories from A to D due to the fact of HE institutions cleansing in 2009 after CONEA's report. At that time, HE institutions determined that fourteen private universities in "E" category were suspended and 125 technical and technological institutes and 44 university campus were shut down because of academic parameters absence. On the other hand, in 2013, there were less universities and polytechnic schools (5) than in 2009 (11). However, there were more HEIs in "B" and "C" categories comparing 2013 to 2009 as a consequence of rigorous quality assurance parameters and processes. In that sense, there were 23 HE institutions in "B" category and 18 in "C" category. On the other hand, CEAACES report determined that universities and polytechnic schools in "A", "B" and "C" categories will be accredited for five years while HE institutions in "D" category will have two years to improve its quality parameters. The next evaluation process will be in September 2019 where universities will not be categorized, just accredited according to 20 parameters established by CACES.

Higher Education Law, LOES

LOES was approved by Constituent Assembly members on August 4th of 2010³⁴, and two months after it got into effect despite divided positions. Among the most important HE principles stated on it were: education as a public good, equity, relevance, quota policy, assessment process, co-government, responsible autonomy and quality assurance.

On July 31st of 2018 there was a reform to LOES 2010 nevertheless, for purpose of analysis of this thesis it was not taken into account as well as the regulations that were approved after LOES reform 2018.

2.3 Higher education policy 2010-2017

Government was the main actor of this HE policy. At the beginning, changes started from Constitution where it was stated about HE system and its State regulation institutions. Once legal framework was modified, State's role recovered its functions to regulate, coordinate and evaluate HE system. Meanwhile, in order to guarantee quality assurance, reforms started from hierarchy level actors until students. As a consequence, members of State regulation institutions were assigned through a meritocratic process. In professor's case, they must have

³⁴ 123 members of 124 voted in the following way: 63 members voted in favor; 47, against it; 1, blank vote; and, 12 abstentions. The majority of votes came from PAIS Alliance movement (53 members voted in favor of a total of 59 members) plus 10 votes from members of different political parties.

a graduate degree in order to keep their current jobs as full-time professors. In contrast, HEI rectors and vice-rectors must hold a PhD degree to keep their current job position within a period of five years after LOES approval³⁵. Students, on the other hand, took National Exam of Higher Education (ENES)³⁶ in order to study in public HEIs. This process showed an increase of minority and indigenous groups participation in ENES. For example, in 2012, 7774 students accepted a career through ENES instead in 2016, there were 44.212 students³⁷. Finally, in State-financed HEIs, universities, polytechnic schools and technical and technological institutes were reinforced from academic field until infrastructure.

Finally, government boosted national and international scholarship programs, the creation of four emblematic universities and, the promotion of R&D programs. During Correa's government, more than 20.000³⁸ national and international scholarships were granted to Ecuadorians. For that reason, this has been the government flagship program. In addition, four new emblematic universities were created: UNAE, Yachay, IKIAM and University of the Arts. UNAE is focused on education, Yachay in science and technology, IKIAM in biodiversity and the last university, in arts field.

All these approaches, that included programs and strategies, have encouraged international activities in Ecuadorian HE system.

2.4 Higher education system

HE system was composed by private and public universities and polytechnic schools and institutes of technical, technological, pedagogical and arts, and conservatories. It was regulated by CES and CEAACES, and the institution responsible for HE policy, SENESCYT.

2.4.1 State institutions

National Secretary of Higher Education, Science, Technology and Innovation (SENESCYT)

 35 Asamblea Constituyente, (2010). Ley Orgánica de Educación Superior. Quito, Eleven Transitory Disposition

³⁶ ENES was an aptitude exam that consisted in three fields: numerical, verbal and abstract reasoning

³⁷ Secretaría de Educación Superior, Ciencia, Tecnología e Innovación, (2016), 35 X 2 logros educación superior, ciencia, tecnología e innovación 2016, p.19

 $^{^{38}}$ These scholarships were granted from 2007 until 2017 in the following way: 12.856 by SENESCYT, 2.942 by universities and 4.202 consisted in teaching scholarships.

SENESCYT was the institution responsible for higher education policy that stablished coordination mechanisms between HE system and government; developed and implemented scholarship policy; determined technological and scientific research policies according to country's needs, etc. SENESCYT's secretary was assigned by the President of Ecuador.

Higher Education Council (CES)

CES was the institution that planed, regulated and coordinated HE system. It was constituted by a President and their members which were:

- a) Four State representatives (SENESCYT Secretary, SENPLADES Secretary or his representative, Ministry that is responsible of National Education System or his representative, Ministry in charge of Production Policy or his representative)
- b) Six academics chosen by public contest (they had to fulfil the requirements to become rector of a university)
- c) One student representative that participated during sessions without the right to vote on it³⁹.

CES President was chosen by the majority of CES members. Among CES main functions were: to approve development plan for HE system; to elaborate an affirmative report for the creation of universities and polytechnic schools; to approve or suspend universities or polytechnic schools, Bachelor's and Master's programmes or campuses; to approve the creation of institutes of technical, technological, pedagogical and arts, and conservatories; to approve regulations; to approve the intervention of universities and polytechnic schools according to specific causals; and, to approve the formula for State income distribution to higher education institutions⁴⁰.

Council of Evaluation, Assessment and Quality Assurance of Higher Education (CEAACES)

CEAACES was a public institution responsible for processes of evaluation (internal and external), accreditation and the categorization of universities. Its main functions were: to plan and execute internal and external evaluation processes; to approve the guidelines for selfassessment processes in higher education institutions; to approve the criteria and quality indicators that will be applied in external evaluation; to grant accreditation certificates, valid

³⁹ Asamblea Constituyente, (2010). Ley Orga□nica de Educacio□n Superior. Quito, Art. 167

⁴⁰ Ibid. Art. 169

for 5 years, for higher education institutions and Bachelor's and Master's programmes; to stablish a categorization system for higher education institutions and study programmes; to develop and execute the national evaluation for students that are in last year of their Bachelors programmes; and, to sign agreements with institutions for evaluators training as well as with international evaluation and accreditation institutions⁴¹. This council was integrated by six academics for five-years period (only once): three academics chosen by public contest (they have to fulfill the requirements to become rector of a university) and three, chosen by President of Ecuador⁴².

Finally, there were two consultative bodies, ASESEC and regional councils. ASESEC suggested CES about higher education policies and guidelines in Ecuador. Higher Education Assembly was composed by rectors of all public and private universities and polytechnic schools, one titular professor for each public university and two for each private university, six student representatives, eight higher education institutes representatives' and two worker representatives for universities and polytechnic schools⁴³. This institution, in coordination with SENESCYT, would promoted IoHE through "Agenda 2035" in order to locate Ecuadorian universities among the twenty-five best universities of Latin America and at least two of them among five hundred best universities worldwide⁴⁵.

⁴¹ Ibid. Art. 174

⁴² Ibid. Art. 175

⁴³ Ibid. Art. 186

⁴⁴ Agenda 2035 is an initiative of Assembly of HE system and Secretary of Higher Education, Science, Technology and Innovation of Ecuador (SENESCYT) to create a higher education policy for 2035.

 $^{^{45}}$ Asamblea del Sistema de Educación Superior (2016), Preparación de políticas públicas de educación superior, p. $21\,$

2.4.2 Higher education institutions

HE system is composed by non-profit HE institutions that are: universities and polytechnic schools as well as technical, technological, pedagogical and conservatory institutes. Studies are taught in Spanish as main language but HE system boosts, among students, proficiency of a foreign language⁴⁶ that is mainly English language.

TABLE 2 Higher education institutions

Type of financing	Number of universities and polytechnic schools	Number of technical and technological institutes
Public	33	124
Private	19	126
Private co-financed by State	8	10
Total	60	260

Source : CES report, http://www.ces.gob.ec/index.php?option=com_sobipro&sid=233&site=3&Itemid=321

Ecuador has 320 higher education institutions, 60 of them are universities and polytechnic schools and 260 are technical, technological, pedagogical and conservatory institutes that offer academic programmes taught in full-time, part-time, dual, online and distance learning⁴⁷. There are 157 State-financed universities and polytechnic schools and technical, technological, pedagogical and conservatory institutes; 145 are private-financed higher education institutions; and, 18 are private co-financed by State institutions. Regarding graduate studies, there are two universities that operate under international agreements and one public university.

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⁴⁶ Asamblea Constituyente, (2010). Ley Orga□nica de Educacio□n Superior. Quito, Art. 124

⁴⁷ CES, (2016). Reglamento de Régimen Académico (Codificación). Quito, Art. 40

TABLE 3 Workload according to higher education institutions and careers

Technical and technological level		Undergraduate level		Graduate level		
Type of degree	Workload	Type of degree	Workload	Type of degree	Workload/duration of studies	
Technical	3200 hours	Bachelor	7200 hours	Specialization	Between 1000 hours and 1040 hours	
Technological	4500 hours	Engineering, architecture and careers related to basic sciences	8000 hours	Master	Between 2120 and 2200 hours	
		Dentist and veterinary	8000 hours (just full-time studies)	Research master	Between 2640 and 2760 hours	
		Medicine	13.160 hours (just full-time studies)	PhD	Minimum 3 years and maximum 7 years	
		Obstetrics	10.560 hours (just full-time studies)			

Source: CES (2013), Reglamento de Régimen Académico (Codificación) and CES (2016), Reglamento de doctorados (Codificación) Prepared by: autor

According to this table, students have to fulfill a number of hours between courses and academic activities in order to get a diploma depending on the career and the degree level. Technical and technological programmes take between 2 and 2,5 years instead, undergraduate programmes take from 4,5 years until 6 years. Graduate programmes take between 9 months and 7 years depending on the degree⁴⁸.

⁴⁸Nuffic, (2016). The Ecuadorian education system described and compared with the Dutch system. https://www.nuffic.nl/en/publications/education-system-ecuador/

TABLE 4 Enrolled students in HE institutions

Degree level	2012	2013	2014	2015	2016
Technical and technological level49	82.453	64.087	65.024	86.388	68.13450
Undergraduate's level	514.625	532.859	537.121	558.566	567.854
Graduate's level	33.989	28.372	24.937	24.483	22.226
Total	631.067	625.318	627.082	669.437	658.214

Source: SENESCYT database and SENESCYT report 2017 http://www.senescyt.gob.ec/rendicion/wp-content/uploads/2018/03/Presentacion-Rendici%C3%B3n-de-Cuentas.pdf Prepared by: author

Table 3 reflects that there were three-degree levels in Ecuadorian HE system: technical and technological level, that was composed also by pedagogical and conservatory institutes, Undergraduate's level and Graduate's level. During the period 2012-2016, there was a significant increase of students in HE institutions in contrast, there was a decrease in matriculated students in Graduate's level. In the same period, there were 366.086 enrolled students in technical and technological institutes; for Undergraduate's level, there were 2.711.025 students; and, for Graduate's level, 134.007 students. Besides, there was a difference of 27.147 students registered in 2012 and in 2016. During the period of analysis, there were 3.211.118 enrolled students in HEIs, in which 84,4 % belonged to Undergraduate's level. In average, during 2012-2016, the three-main academic programmes were: social sciences, engineering and health⁵¹. According SENESCYT's report, during 2012-2016, there was an increase in full-time studies in universities and polytechnic schools of 77,97% in 2012 to 86,56% in 2016 instead, there was a decrease in part-time studies of 10,55% in 2012 to 3,83% in 2016. On the other hand, the average of students in distance learning was 11,23%⁵², in the same period of time. Pichincha, Guayas and Chimborazo provinces had more technical and technological institute campuses instead, Pichincha, Guayas and Tungurahua provinces had more universities and polytechnic schools⁵³. However, in both cases, more than 50% of

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⁴⁹ Technical and technological data includes technical, technological, pedagogical and conservatory institutes and also technical and technological careers that are offer by universities and polytechnic schools. ⁵⁰ This number consists in a yearly estimation because SENESCYT database divides 2016 into: first semester 2016 (58.137) and second semester 2016 (69.993).

⁵¹ SENESCYT, (2018). Boletín analítico. Quito, p.9

⁵² Ibid. p. 8

⁵³ Ibid. p. 7. This information is considering the academic offer valid on December 2018. For technical and technological institutes, it includes: 156 campuses, 191 headquarters and 3 studies centers. Instead, for

registered students studied in Pichincha and Guayas provinces⁵⁴ that are the two most populated provinces in the country: Pichincha, with 2.576.287 people and, Guayas, with 3.645.483⁵⁵.

TABLE 5 Teaching staff in universities and polytechnic schools

Type of financing	2012	2013	2014	2015	2016
Public	19.991	21.876	24.167	21.070	22.305
Private	5116	4918	4187	4665	4852
Private co-financed by State	8613	10.079	10.998	9894	9115
Total	33.720	36.873	39.352	35.629	36.272

Source: SENESCYT database

Table shows that there was an increase of teaching staff in public and private co-financed by State universities and polytechnic schools in 2014 in comparison with the rest of years considered in this analysis. However, in the same period of time, there was a decrease of teaching staff in private-financed institutions. 2014 was the year with more professors in HE institutions (39.352). There was a difference of 2552 professors between 2012 and 2016 in HE institutions.

In 2012, CES approved a regulation for HE academic staff career that stablished parameters to become professor and researcher depending on: number of published papers, number of developed projects, working hours (research, teaching), number of hours for updating knowledge, degree level, among others. In addition, it determines a pay scale between tenured positions and contacted positions that can be full-time, half-time and part-time. Higher Education Law highlighted that tenured faculty members should obtained a PhD by 2017⁵⁶ and by 2015, 60% of the whole staff members in a university and polytechnic school should possess a doctoral degree⁵⁷.

Chart 3 Academic staff according to degree

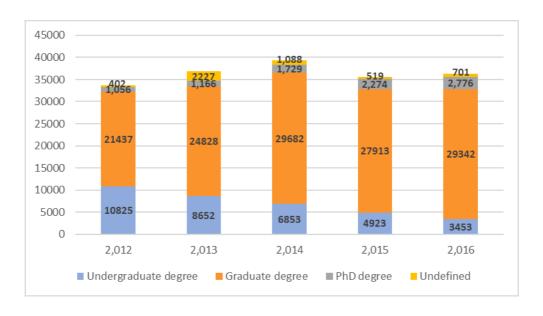
universities and polytechnic schools it includes: 70 campuses, 75 headquarters, 43 extension offices and 11 academic institutions.

⁵⁴ Ibid. p. 8. Enrolled students in 2016. Pichincha: 154.140 (25,94%) Guayas: 149.583 (25,18%)

⁵⁵ INEC, (2010). Censo de Población. http://www.ecuadorencifras.gob.ec/censo-de-poblacion-y-vivienda/

⁵⁶ Asamblea Constituyente, (2010). Ley Orga□nica de Educacio□n Superior. Quito, Thirteen Transitory Disposition

⁵⁷ Ibid. Fifteen Transitory Disposition



Source: SENESCYT database Prepared by: author

Chart explains that there were 9001 faculty members with doctoral degree during 2012-2016; this number represented between 3% and 7% of the whole academic staff yearly. From 2012 to 2016, there was a decrease in undergraduate degree but at the same time, there was an increase of graduate degree, included PhD degree, among staff members. On the other hand, in 2012, 47% (15.848) of 33.720 faculty members held a tenure position instead, in 2013, 48% (17.330) of 36.873 academic members. In 2014, of 39.352 professors 49% (18.495) held a tenure position while in 2015, it was 50% (16.759) of 35.629 academic staff. In 2016, it was also the 50% (17.047) of 36.272 academic staff⁵⁸.

TABLE 6 Graduated students

Country	2012	2013	2014	2015	2016
Ecuador	108.411	106.645	98.343	145.116	33.233
Colombia	288	298	252	554	180
USA	24	25	-	102	60
Spain	23	-	-	188	115
Cuba	21	34	26	740	39
Venezuela	72	68	61	2169	1352
Others	279	286	241	631	308
Total	109.118	107.356	98.923	149.500	35.287

SNIESE report (2012-2016), https://infoeducacionsuperior.gob.ec/#/indicadores_Prepared by: author

 $^{^{58}}$ SENESCYT, (2018). Boleti□n anali□tico. Quito, p.12

Table 6 points out that there were in 2012, 109.118 graduated people in Ecuadorian HE system in comparison with 2016, with 35.287 people. In this period, the majority of graduated people were Ecuadorians. On the other hand, there were graduated people from different countries like: Colombia, Venezuela, Spain, USA and Cuba. Also, it's important to consider that there was a peak of graduated people from Venezuela which represented 2169 in 2015 and, 1352 in 2016. One of the reasons why foreigners study in Ecuador is because of the elimination of student fees at public HEIs in which foreigners have the same rights as Ecuadorians when they are enrolled in HE system.

2.4.3 Financing

2.4.3.1 State financing

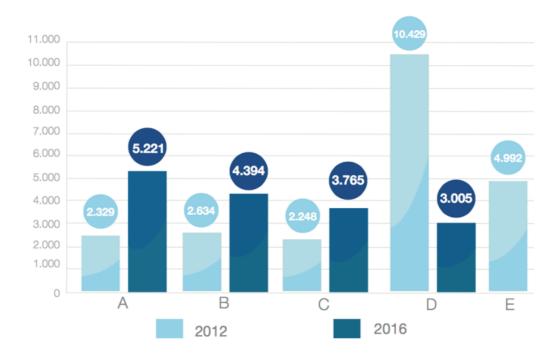
State has guaranteed budget allocation for public and private HEIs that have gotten State funding until LOES 2010 approval through the Permanent Fund for University and Polytechnic Development, FOPEDEUPO. This fund is composed by 11% of Ecuador's income tax and it is distributed to HEIs according to these parameters: quality, academic excellence, management, academic efficiency and number of students. Despite its distribution might vary depending on the type of financing: 90% for public HEIs and 10% for private⁵⁹. For public HEIs it can increase its budget yearly according to certain parameters such as quality assurance, academic performance, number of students, career expenses, number of full-time professors that got graduate studies and the needs of each institution⁶⁰. On the other hand, private co-financed by State universities can apply to FOPEDEUPO funding for scholarships, grants and research. In the same way, public and private HEIs that have gotten State funding also can have tax exemptions in other income sources such as scholarships, grants, research, infrastructure investment, and promoting graduate programmes.

Chart 4 Average FOPEDEUPO distribution per student

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⁵⁹ Consejo de Educación Superior, (2013). Reglamento de aplicación de la fórmula de distribución de recursos destinados anualmente por parte del Estado a favor de las instituciones de educación superior. Quito: Consejo de Educación Superior, Art. 5

⁶⁰ Asamblea Constituyente, (2010). Ley Orga□nica de Educacio□n Superior. Quito, Art. 75



Source: Finance Ministry, SENESCYT accountability report 2016

Chart 4 highlights the new formula that was applied for budget allocation distribution according to categorization of public universities and polytechnic schools based on the already mentioned parameters in FOPEDEUPO law. In 2012, HEIs in "A" category got \$2.329 per student while HEIs in "D" and "E" categories got \$10.429 and \$4.992 per student respectively. In 2016, with the new formula application, HEIs in "A" category got \$5.221 and in "D" category, the amount was \$3.005 per student.

Public expenditure in higher education

During Rafael Correa's government, there was a huge investment in public HE system in the country.

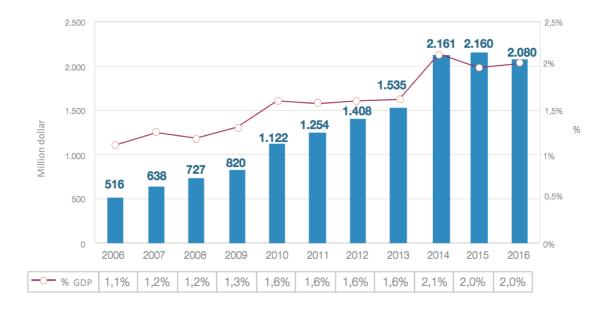


Chart 5 GDP investment in higher education

Source: Finance Ministry, SENESCYT accountability report 2016

According to this chart, there was an increase in HE investment. From 2010, the amount of money exceeded 1.000 million dollars. On the other hand, since 2014 this investment in HE constituted 2% of Gross Domestic Product (GDP) in Ecuador. This figure shows the relevance of HE policy that Rafael Correa's government improved through their programs and projects framed in quality assurance and strengthen of human talent.

2.4.3.2 Private financing

Costs to study in private HE institutions in Ecuador depends on the career, degree level, study mode and duration.

TABLE 7 Tuition fees in private universities in "A" and "B" category

Category	University	Undergraduate degree (yearly)	Master degree (whole program)	Medical and dental specialties (whole program)	PhD degree (whole program)
A	Universidad San Francisco de Quito ⁶¹	Between \$9000 and \$11.900	Between \$11.000 and \$21.230	Between \$12.000 and \$46.000	\$32.000
A	Universidad Espíritu Santo ⁶²	Around \$9000	Around \$16.800	Between \$22.400 and \$27.200	
В	Universidad Casa Grande ⁶³	Between \$4860 and \$7425 per course	Between \$8500 and \$12.000		
В	Universidad de las Américas ⁶⁴	Between \$6000 and \$10.400	Between \$11.900 and \$21.350	Around \$22300	
В	Universidad Internacional SEK ⁶⁵	Between \$ 7600 and \$ 8000	Between \$ 11.000 and \$ 14.400		
В	Universidad Internacional del Ecuador		Around \$ 15.000		
В	Universidad Tecnológica Empresarial de Guayaquil		Around \$ 11.000		

Source: Universities website, http://www.magasa.ec/es/servicios/planes-de-educacion,

 $\underline{https://www.ekosnegocios.com/negocios/verArticuloContenido.aspx?idArt=8683} \ \ \textbf{Prepared by: author}$

Table shows, from data available on websites, that private universities in "A" category tuition fees for full-time undergraduate degrees are around \$9000 and \$11.900 yearly. However, undergraduate studies can vary depending on the career. So, for the whole programme, costs are between \$36.000 and \$59.500 instead, for private universities in "B" category costs vary from \$19.440 to \$52.000. For graduate degrees, tuition fees in self-financed higher education institutions in "A" and "B" category costs are from \$8500 to \$21.350 for the whole program. In the case of medical and dental specialties, for the whole program in universities in "A" and "B" category, the costs are between \$12.000 and \$46.000. Just in Universidad San Francisco de Quito there is a PhD degree which costs \$32.000. All these

⁶¹ Universidad San Francisco de Quito,

http://www.usfq.edu.ec/sobre la usfq/Paginas/aranceles y costos.aspx

⁶² Universidad Espíritu Santo https://www.uees.edu.ec

⁶³ Universidad Casa Grande, http://www.casagrande.edu.ec

⁶⁴ Universidad de las Américas, https://www.udla.edu.ec/

⁶⁵ Universidad Internacional SEK, https://www.uisek.edu.ec/media/2844/aranceles-uisek-18-19.pdf

universities in the table above are located in the two main cities in Ecuador: Quito and Guayaquil.

2.5 Analysis of higher education in Ecuador

In this chapter I will analyze HE development in Ecuador, its actors and challenges through interviewers' points of view.

TABLE 8 Higher education development in Ecuador

	Former governments	Rafael Correa's government
CEAACES Academic Counselor		Constitution states principles and definitions that guided LOES where HE is a public good. LOES is a consequence of the political-ideological framework.
CES Academic Counselor 1		LOES raised new challenges for HE policy from its principles such as gratuity, responsible autonomy, quota policy and education as a public good.
CES Academic Counselor 2	Education as a commodity occurred as lacking of State funding and increase of private-financed universities. State control bodies were permissive and its members had private interests. HE situation deepened and had its expression in Universidad Cooperativa de Colombia case.	There are 3 stages: 1) LOES and debugging of higher education system, 2) Consolidation of national institutions, 3) Less strict control in higher education institutions
FEPUPE President		Government, through LOES, interfered in normal HE development. It eliminated university autonomy and democracy and forced to developed according to government guidelines.
FEUE President	Collapsed HE system without standards for quality assurance. State control bodies without fulfilling its functions. Universities misusing its autonomy.	Constitution marked a milestone in HE principles. Creation of State control bodies.
REIES General Secretary	HE policy has been influenced by policy transfer from Europe and other Latin American countries. Social movements supported free higher education and university autonomy.	
SENESCYT IR Director		LOES marked a milestone and defined HE principles to guarantee quality assurance and strengthen of human talent.
SENESCYT coordinator	University had a market vision, linked to religious and economic sectors. Instead, middle class and students, that longed for a different vision, boosted Argentine university reform that expanded in other countries of the region.	Constitution guarantees free higher education as a democratization process. Also, it opens new challenges in HE policy.

Source: interviews Prepared by: Author

From table 8 above, REIES General Secretary and SENESCYT coordinator consider that Ecuadorian university origins came from European and other Latin American universities linked to economic and religious sectors. However, there were reforms like Argentine university reform, that expanded in other countries of the region, in order to change university vision. Its main demands sought: university autonomy, gratuity, co-government, public contest

when hiring people, among others. Throughout Ecuadorian HE history, there were three reforms encouraged by students and HE actors, and supported by social movements and middle class, to democratize university.

Although these HE achievements, CES Academic Counselor 2 expresses that State-financed education became a commodity as a lack of State funding and an increase of private-financed universities that in some cases, it ended up in "garage universities" due to lack of academic excellence parameters. According to Altbach & Knight, higher education is seen as a commodity because it's seen as a private good, not as a public responsibility⁶⁶. In fact, LOES 2000, didn't consider education as a public good. Another reason for HE decay occurred because members of State control bodies had private interests as they were university rectors, in other words, "the regulated (universities) ended up being regulators" (Ramírez, p. 23). Moreover, some university rectors were in the same position around 20-30 years (CES Academic Counselor 1). Consequently, there was a collapsed HE system (FEUE President).

During Rafael Correa's government, a new HE policy was implemented to reform HE system. All interviewers, with exception of REIES General Secretary, consider Constitution and/or LOES, as a before and after reference point in HE policy. However, there are still divided opinions regarding agreements between HE actors during LOES creation and approval. CES Academic Counselor 2 considers that LOES was not an agreed law because half of HE actors were not interested to debug HE system and implement quality criteria. He defends those vertical decisions as autarky controlled HE institutions and he considers LOES as first stage in HE policy. Instead, SENESCYT coordinator mentions that there was no debate during LOES approval as HE actors did not participate on it. For FEPUPE President, LOES not only eliminated autonomy and democracy but also, it forced HE development. As a result, some HEIs became corruption centers because there was an only voice, former government voice.

According to CES Academic Counselor 2, second stage in HE policy consisted in institutionalism consolidation as a way to have the same criteria during regulation, assessment and accreditation processes while third stage followed-up those processes with more flexible regulation procedures.

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 $^{^{66}}$ Altbach, Philip G.; Knight, Jane (2007) The Internationalization of Higher Education: Motivations and Realities. Journal of Studies in International Education, p.291

Regarding actors that have influenced HE development, there are mainly individual and composite as well as institutions that belong to government and education sectors. According to respondents, in the first case, the actors are: SENESCYT, CES, CEAACES as well as government and former authorities while, in the second case, they are: HEIs, students, teaching staff and non-teaching staff. On the other hand, REIES General Secretary states that international cooperation and domestic social movements and/or spontaneous protests have influenced historic turns in the development of HE policy as well as lobbying groups. Besides, CEAACES Academic Counselor mentions regional advisory committees as HE actors nevertheless, they have not been yet constituted.

Finally, respondents mention HE policy principles and challenges during former government like: no-profit principle in HEIs; education as a public good free of charge until undergraduate level; responsible autonomy; relevance linked to country's needs; inclusive HE principle; quota policy; universal access and quality principles. Specifically, about the last principle, the majority of interviewers with the exception of SENESCYT coordinator, CEAACES Academic Counselor and CES Academic Counselor 1, agree that LOES 2010 and Constitution 2008 have driven quality assurance.

Despite the significant investment by former government, there are challenges for higher education. For example, according to SENESCYT IR Director, in the first semester of 2018, there were 200.000 students who wanted to enroll in HEIs however, the number of quotas available were 90.000. In that sense, one of the challenges is to reduce this gap without affecting quality of HE, through the increase of online and distance learning careers. Another example refers to the participation of actors from academic sector during policy making process. According to Academic Counselor 2, HE policy strengthened actors like SENESCYT, CACES (ex CEAACES) and CES while weakened others (professors, researchers and students). So, the challenge is to promote participative processes that includes all HE actors. Another example is faculty workload. Universities and polytechnic schools will be evaluated on September 2019 however, categorization of HEIs will be eliminated⁶⁷. In that sense, the challenge is that teaching, research and service to society activities weigh more than administrative tasks during self-assessment and external assessment processes. On the other hand, judicial and government authorities have determined irregularities in some HEIs. For

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⁶⁷ El Comercio (2019), Silvia Vega: 'La 'U' será evaluada desde septiembre, no habrá categorías' https://www.elcomercio.com/actualidad/universidades-evaluada-categorias-calidad-educacion.html

example, during the creation of the emblematic state-financed universities: Yachay, University of the Arts, IKIAM and UNAE.

TABLE 9 Emblematic universities in Ecuador

Yachay	University of the Arts
- 103 papers published during 2015-2016	- 28 agreements with national and international institutions
- 33 agreements with national and international institutions	- 72% full-time professors
- 100% professors have Master degree or PHD degree	- ILIA, Latin American Institute of arts research
- 99% full-time professors	- Center of Culture and Innovation creation
- 16% of the budget invested in research and development	-Bibliographic collection of 28,748 specialized copies
IKIAM	UNAE
- 41 papers published during 2015-2016	- 43 papers published in 2016
- 55 agreements with national and international institutions	- 33 agreements with national and international institutions
- 100% professors have Master degree or PHD degree	- 100% professors have Master degree or PHD degree
- 100% full-time professors	- 94% full-time professors
-28 research projects	

Source: SENESCYT accountability report 2016

From 2013 to 2017, the initial budget for universities' creation project was \$1381 million (UNAE, \$439 million; IKIAM, \$271 million; Yachay, \$439 million; and, University of the Arts with \$232 million) that had 1238 students in all four universities in 2014⁶⁸. Despite those four 'elite' universities' creation became "white elephants" as they got funding without stronger controls and assessment processes (FEPUPE President), government supported this project arguing excellent and relevant educational offer. Currently, there have been several audit processes that determined irregularities as well as there have been budgetary adjustments due to country's economic crisis. Besides, six state-financed universities have been intervened⁶⁹ by CES because of irregularities. Five of them were in D category and one, in B category. After HEI is notified, CES assigned a Commission that will ensure the correct HEI functioning through the implementation of an institutional strengthening plan. HEIs must accomplish the plan and CES will finish the intervention. In those cases, universities have been intervened between ten months until three years however, one of them (Universidad de Guayaquil) is again intervened since 2018 until 2021⁷⁰. The challenge consists in the creation of mechanisms and strategies for preventing corruption and irregularities within HE system.

⁶⁸ Secretaría Nacional de Planificación y Desarrollo (2015). 8 años Revolución Ciudadana, p. 38, https://issuu.com/publisenplades/docs/8 a os de revoluci n ciudadana

⁶⁹ Asamblea Constituyente, (2010). Ley Orgánica de Educación Superior. Quito, Art. 197

⁷⁰ El Telégrafo (2019), Universidad Estatal seguirá intervenida

https://www.eltelegrafo.com.ec/noticias/sociedad/6/ces-cifi-universidaddeguayaquil

To conclude, HE policy during former administration have demonstrated clear attempts to raise the level of higher education in the country. As mentioned before, there are challenges in higher education that must be assumed by current government based on the new legal framework (LOES 2018) and country's needs.

3 Internationalization of higher education in Ecuador

3.1 Secondary data analysis

Over the years, there has been limited government and academic support for internationalization programs and activities in Ecuador. Nevertheless, those initiatives have appeared since the origin and transformation of university, composed by three periods. The first one consisted in a traditional university for a high-class society in which curriculum was not complex and there were not many academic programs and research depends on teacher's concern instead on university's concern⁷¹. During this period, Fulbright Commission was created in Ecuador to support HE field through student grants. In fact, "education, especially higher education, is often considered as a form of diplomatic investment for future political and economic relations" (Knight & de Wit, 1997, p. 9). In Ecuador's case, it has reflected the linkages between Ecuador and United States.

The second period started in the 1970s with a massive student access policy to HEIs that was not affected despite oil production crisis and debt crisis in the country⁷². At the same time, government created the Ecuadorian Institute of Student Loans and Scholarships (IECE) in 1971 to support students with loans and scholarships. Since its creation until 2008, IECE gave 229.725 student loans for local and abroad studies and 11.144 scholarships⁷³.

The third period began in 1992 with an increase in private universities creation supported by neoliberal policies. From 1995 to 2006, just 237 scholarships were given by CONESUP. However, during 2007-2017 period, SENESCYT has given more than 20.000 national and international scholarships to students.

In that sense, internationalization initiatives focused on student mobility through government support and international collaboration. According to an analysis developed by

 $^{^{71}}$ Pacheco, L. (2013). El contexto histórico de la creación de universidades a partir de 1990. In A. y. Consejo de Evaluación, "Suspendida por falta de calidad" El cierre de catorce universidades en Ecuador. Quito. pp-33-35

⁷² Ibid, p. 34

⁷³ IECE administrated scholarships that other governments and institutions gave to Ecuadorians. In this case 7511 scholarships belonged to governments and 3633 belonged to institutions.

Hans De Wit⁷⁴ as part of ASESEC activities to promote Agenda 2035⁷⁵ in Ecuador, he mentioned that there is a lack of Latin-American regional policies and national strategies of IoHE. On the other hand, HE system is focused on quality assurance and mobility as a way to boost an international university. In addition, regarding partnerships, there are more focused on being connected than strategic.

In Ecuador's case, public universities have a strong social responsibility, which is a key element of internationalization. Besides, HEIs address equity and access to HE principles however, mobility for students is challenging so, internationalization at home might be a more relevant opportunity through the implementation of international and intercultural approaches in curriculum. Finally, postgraduate education and research should be discussed through the following areas: strategic partnership, joint/double degrees, student and staff mobility.

Internationalization of higher education during Rafael Correa government

During Rafael Correa's government, a new HE policy was implemented as part of Citizens' Revolution project. This is corroborated by Santos (2007) who mentions that "university is a public good intimately linked to nation project" (p. 95). In that sense, HE policy consisted in three main axes. The first axis would recover State's role and debug HE system including state regulation institutions. Second axis would promote quality assurance focused on HEIs through assessment and categorization processes. Third axis would strengthen human talent through several initiatives such as mobility, international cooperation, donor assistance, R&D. However, government flagship program was scholarships with an investment of USD 586 MM during 2007-2010 which represented more than 62 times the investment between 1995-2006 period⁷⁶. Another emblematic project was Prometeo project whose aim was to strengthen strategic sectors of the country through the incorporation of highly qualified human talent in order to promote research and teaching skills in state institutions.

⁷⁴ de Wit, H. (2017). Políticas públicas para la internacionalización de la educación superior en el Ecuador. Guayaquil,

 $[\]frac{\text{http://www.agenda2035.ec/sites/default/files/ASESEC\%20ESPOL\%20Guayaquil\%20Feb\%2013\%202017\%20}{\%281\%29_1.pdf}$

⁷⁵ Agenda 2035 is an initiative developed by ASESEC (Asamblea del Sistema de Educación Superior de Ecuador) in a long-term period in 2035. This Assembly is a consultative body that suggests CES about higher education policies and guidelines in Ecuador.

 $^{^{76}}$ SENESCYT (2017), 35×2 logros educación superior, ciencia, tecnología e innovación, p. 55

From this starting point, I will analyze the development of internationalization of higher education in Ecuador in the following approaches: mobility, international cooperation, donor assistance and research.

3.1.1 Mobility

Mobility in Ecuador consisted in local and international scholarships, grants and loans for academic purposes. Former government prioritized this initiative to strengthen human talent axis.

TABLE 10 Incoming students to Ecuador

Country of studies	2012	2013	2014	2015	2016
Incon	ning Ecu	ıadoria	n studer	ıts	
United States	807	452	641	450	300
Mexico	255	192	270	186	47
Spain	128	146	88	78	38
Chile	57	63	57		33
Guatemala		46	55	91	
Other	289	239	211	290	216
Total	1536	1138	1322	1 095	634
Inc	oming f	oreign s	tudents		
United States	325	398	348	268	292
Colombia	259	427	381	292	307
Peru	124	219	203	193	246
Panama		98	82		
Mexico			77	70	88
Other	640	762	643	63	726
Total	1348	1904	1734	886	1659

Source: Ministry of Interior, 2012-2016 Prepared by: author

Table below shows countries' preferences of incoming Ecuadorian and foreign students during 2012-2016. In 2014, more Ecuadorian students came from abroad (1322) instead, in 2016, was the least (634). In the case of incoming Ecuadorian students, we can observe that, during 2012-2016, there was a significant number of students in the following countries: United States of America (2650), Mexico (950), Spain (478), Chile (210) and Guatemala (192) in comparison with other countries. It's important to highlight that during economic crisis in 1999, Ecuadorians migrated mainly to United States of America and Spain looking for better opportunities. Nowadays, Ecuadorian communities living in those countries decide to come

back to Ecuador for studies considering that bachelor degree is free of charge in public universities. For example, in Chile, universities are private financed so, citizens have to afford tuition fees. Table below illustrates that Ecuadorian students were also coming from Chile to Ecuador due to its HE policy. In that sense, family ties, language, culture and HE policy are some reasons why Ecuadorian students come back to Ecuador for studies.

In the case of foreign students coming to Ecuador, table below demonstrates that in 2013 more students came (1904) and in 2015 the least one (886). During 2012-2016, foreign students came for studies from the following countries: United States of America (1631), Colombia (1666), Peru (985), Panama (180), Mexico (235), among others. In USA, Panama and Mexico for example, students come to Ecuador due to university agreements where they can apply to exchange programs. Unfortunately, there is no database with all agreements signed between Ecuadorian HEIs with international HEIs. On the other hand, foreign students from Colombia and Peru come to Ecuador for the same reasons as Ecuadorian students, considering that undergraduate studies are free of charge in state HEIs for Ecuadorians and foreigners. However, another reason is the location, as those countries are Ecuador borders.

TABLE 11 Outgoing students from Ecuador

2012	2013	2014	2015	2016			
Outgoing Ecuadorian students							
1164	1949	2301	1789	2103			
822	896	1231	1728	2891			
876	1036	1558	1906	2296			
572	979	1430					
	870	1584	1891	2335			
3246	4021	5358	6673	9212			
6680	9751	13.462	13.987	18.837			
Outgoing	foreign	students	S				
174	173	212	220	338			
72	86	132	85				
166	266	201	211	192			
83	106	116	91	110			
		46	80	91			
295	376	307	309	880			
790	1007	1014	996	1611			
	tgoing E 1164 822 876 572	tgoing Ecuadori 1164 1949 822 896 876 1036 572 979 870 3246 4021 6680 9751 Outgoing foreign 174 173 72 86 166 266 83 106	tgoing Ecuadorian stude 1164 1949 2301 822 896 1231 876 1036 1558 572 979 1430 870 1584 3246 4021 5358 6680 9751 13.462 Outgoing foreign students 174 173 212 72 86 132 166 266 201 83 106 116 46 295 376 307	tgoing Ecuadorian students 1164 1949 2301 1789 822 896 1231 1728 876 1036 1558 1906 572 979 1430 870 1584 1891 3246 4021 5358 6673 6680 9751 13.462 13.987 Outgoing foreign students 174 173 212 220 72 86 132 85 166 266 201 211 83 106 116 91 46 80 295 376 307 309			

Source: Ministry of Interior database, 2012-2016 Prepared by: author

Table below mentions that 2016 was the year with more outgoing Ecuadorian students (18.837) in comparison with 2012, that was the least one (6680). One of the main reasons of this increase during 2012-2016 responds to massive international scholarships granted by former government. Ecuadorians main countries for abroad studies, during the same period, were: United States of America (9306), Spain (7568), Argentina (7672), Colombia (2981) and Peru (6680). USA has been always a destination for studies in Ecuador due to its relationship for long time ago in many sectors such as higher education. In addition, USA universities are well known worldwide. On the other hand, most Ecuadorian high schools are bilingual and few private ones have implemented American system in Ecuadorian high schools so, students can enroll easily to college in USA. Finally, in USA there is big community of Ecuadorians so, for Ecuadorian students can be an advantage to study there. The same situation occurs with Spain because there is a big Ecuadorian community so, culture and family ties are some reasons to study there. Ecuadorians that prefer Spain take into account language, Spanish HE, tuition fees, among others. Instead, Argentina is chosen by Ecuadorians because HEIs are well known in Latin America, as well as language, living costs and tuition fees comparing with Ecuadorian US dollar. Finally, Peru and Colombia are destinations for Ecuadorian students due to the reasons already mentioned before and also the location.

Thus, table below shows that during 2012-2016, these were the main countries for outgoing foreign students: United States of America (1117), Argentina (375), Colombia (1036), Peru (506) and Spain (217). For foreign students, those countries are chosen due to the reasons explained before. 2012 was the year with less outgoing foreign students (790) compared to 2016 (1611). During 2014-2016, there was an increase in outgoing foreign students to Spain as this country is considered an academic destination in Ecuador.

3.1.1.1 Scholarships

SENESCYT has been granting national and international scholarships as part of HE policy to enhance human talent. In fact, this was Rafael Correa's government flagship program. From 2012 until April 2018, 13.966 international scholarships were granted to Ecuadorians for graduate and undergraduate studies. State funded programs are divided into two groups: national and international. In the first case, students get up to USD 375 monthly of scholarship according to certain parameters:

- Bachelor programs in Education and Medicine fields in public HEIs
- High performance athletes
- People with disabilities
- High Performance Group (GAR) students⁷⁷
- Hero, heroine or his/her descendant
- Human Development Bonus beneficiaries
- Those who have been affected by force majeure
- Minority and indigenous groups
- Those who have an acceptance letter for a graduate program in a public or private financed Ecuadorian HEI that is in A or B category

TABLE 12 Local State scholarships

Scholarships	2012	2013	2014	2015	2016
Technical and technological level	0	533	1146	584	81
Bachelor level	68	1565	5604	3079	774
Graduate level	105	38	739	251	511
Total	173	2136	7489	3914	1366

Source: SENESCYT, 2012-2016 Prepared by: author

Table below demonstrates 2014 was the year with more local scholarships given for Technical and technological studies (1146), undergraduate studies (5604) and graduate studies (739); instead, 2012 was the year with the least one (173). In general, during 2012-2016, the majority of scholarships are given for bachelor studies (11.090). In the same period, 15.078 scholarships were granted in the country however, more than 50% of them were given in seven

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⁷⁷ Students that are part of this group have gotten the highest score in the National Exam for Higher Education, ENES, in Ecuador can choose to study either in Ecuador or abroad. In the case, students study in Ecuador, they get a scholarship of USD 375 monthly.

of twenty-four provinces: Azuay (1062), Pichincha (2061), Guayas (2047), Loja (893), Manabí (974), Chimborazo (683) and El Oro (516).

On the other hand, SENESCYT promotes international scholarships through its programs where grantee, after finishes his studies, has to come back to Ecuador for twice the period of time he got the scholarship for undergraduate and graduate studies. In addition, scholarships are given for trainings.

Open call program. – it is focused for graduate studies according to study areas promoted by the State. Open Call is divided in phases: application, validation, EXADEP test⁷⁸ with an English exam, interview and, awarding of SENESCYT's scholarship.

Excellence program. - Every year SENESCYT updates a list of top-ranked higher education institutions where students can apply for undergraduate and graduate studies abroad⁷⁹. Once the student obtains the acceptance letter from the university, he can apply for this program, previously he has fulfilled the remaining requirements. Also, students that are part of High Performance Group (GAR), can apply for undergraduate studies.

Both, Open call and Excellence, are full scholarship programs where students, after they finish their studies, have come back to Ecuador for twice the time they got the grant.

TABLE 13 International scholarships

Scholarships	2012	2013	2014	2015	2016
Bachelor degree	465	1045	530	251	302
Master degree	1089	1072	927	569	204
PhD degree/ Post-Doc degree	468	329	205	106	32
Technical and technological level	0	0	0	7	8
Medical specialties	323	628	243	83	12
Training	432	599	316	143	0
Total	2777	3673	2221	1159	558

Source: SENESCYT, 2012-2016 Prepared by: author

Table above shows that majority of international scholarships are given for graduate studies. In 2013, 3673 scholarships were granted for bachelor studies (1045), master studies

⁷⁸ EXADEP test evaluates the admission the admission to graduate programmes taught in Spanish.

 $^{^{79}}$ Nowadays, Excellence program is just for graduate studies according to fields of study and careers drove by government.

(1072), PhD degree/ Post-Doc studies (329), medical specialties (628) and trainings (599). Since 2015, government grants scholarships for technical and technological studies that's why for the period 2015-2016, 15 scholarships were given to students. On the other hand, during 2012-2016, 1289 scholarships were given for medical specialties as a way to increase the number of doctors with medical specialties in Ecuador. In the same period, 2593 scholarships were given for undergraduate studies and 784 of them were granted to High Performance Group (GAR) students. The countries that students preferred to study with scholarships during 2012-2016 were: Australia (787), Cuba (1589), Spain (1165), United States of America (2374) and United Kingdom (1040). In 2013, those countries represented more than 74% of the scholarships granted in that year.

In the case of GAR students, 38% studied in America (Universidad de Buenos Aires, University of Toronto, University of California, etc.), 30% in Europe (University of Manchester, University College of London, Politécnico di Milano, Université Paris 1 Panthéon Sorbonne, etc.) and 32% in Oceania (University of Queensland, University of Melbourne, etc.). The main field of studies were: engineering, industries and construction (49,19%), life sciences, mathematics and statistics (21,08%) and social sciences (14,59%)⁸⁰.

3.1.1.2 State Loans

Ecuadorian government, through a public bank (Banco del Pacífico), offers local and international loans for undergraduate and graduate studies. Students can get maximum USD 30.000 for a loan when they study abroad. In both cases, grantees have six months of grace time to pay back the loan in instalments.

TABLE 14 State loans

Type of loan for studies	2013	2014	2015	2016
Local loans	18	3816	5059	115
International loans	1	1249	1963	75
Total	19	5065	7022	190

Source: IECE reports, 2013-2016 Prepared by: author

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 $^{^{80}}$ Secretaría de Educación Superior, Ciencia, Tecnología e Innovación, (2015), Informe de Rendición de Cuentas 2015, pp. 32-33

Table below mentions that the number of loans fluctuates during 2013-2016, in total 9008 for local loans and 3288 for international loans. In 2013, just 19 loans were given for studies which represented USD 150,419.86 while in 2015, were 7022 loans that represented USD 120,327,334.57. In 2016, 190 loans were given, 115 for studies in Ecuador and 75 for studies abroad. During 2016, there was a recession because of world economic crisis so, there were just 190 loans.

3.1.2 International cooperation

International cooperation in Ecuador has been driven by government, programs, centers, branches and Ecuadorian HEIs. Some of these agreements started several decades ago, others, since Rafael Correa's government.

TABLE 15 International agreements during 2010-2014

Year	Academy	Institutions		
2010	-Griffith University (Australia)	-CYTED Program		
	-San Francisco State University (USA)	-Ministry of Education, Science, and Technology (South Korea)		
2011	-Swinburne University of Technology (Australia)	-European Organization for Nuclear Research, CERN (Switzerland)		
2011	-Flinders University (Australia)	-Fulbright (USA)		
	-University of North Carolina at Chapel Hill (USA)			
	-University of North Texas (USA)			
	- Kansas State University (USA)	-French embassy		
2012	-San Francisco State University (USA)	-National Center for Scientific Research (France)		
	-Rochester Institute of Technology (USA)	German Research Foundation, DFG (Germany)		
	- Kansas State University (USA)	-Vice Presidency and Plurinational Legislative Assembly (Bolivia)		
	- Carnegie Mellon University (Australia)	-Ministry of Higher Education, Research and Innovation (France)		
	- Stony Brook University (USA)	-Korean Council for University Education (South Korea)		
2013	King's College London (UK)	-Association of Universities of Latin America and the Caribbean, UDUAL (Mexico)		
2013	-Kyung Hee University (South Korea)	-National Innovation Agency of Malaysia (Malaysia)		
	- Chonbuk National University (South Korea)	-Programma Uitzending Managers, PUM (The Netherlands)		
	- State University of New York (USA)	- NUFFIC, Netherlands Organisation for International Cooperation in Higher Education (The Netherlands)		
	-Yale University (USA)	- UNESCO-IHE Institute for Water Education (The Netherlands)		

	- University College London (UK)	- International Institute of Social Studies (The Netherlands)
	- Arizona State University (USA)	- Leiden Bio Science Park (The Netherlands)
-	- University of Saskatchewan (Canada)	- Research Foundation - Flanders, FWO (Belgium)
	- Leiden University (The Netherlands)	-Haver & Boecker OHG, Heidelberg Ecuador, Continental Tire Andina, and Ecuadorian-German Chamber of Commerce and Industry, AHK
	- Wageningen University & Research (Netherlands)	
	- Washington State University (USA)	
-	- Tilburg University (The Netherlands)	
-	- Technische Universität Berlin (Germany)	
	- Universiteit Antwerpen (Belgium)	
	- University of Florida (USA)	
	- University of St Andrews (UK)	
	- University of Melbourne (Australia)	
	- Universidad de Chile (Chile)	- Spanish National Research Council (Spain)
2014	- Universitat de Barcelona (Spain)	- Ministry of Science, Technology and Telecommunications (Costa Rica)
2014	- Harvard University (USA)	- Instituto Tecnológico y de Estudios Superiores de Monterrey, ITESM (Mexico)
	- New Mexico State University (Mexico)	

Source: https://www.educacionsuperior.gob.ec/convenios-internacionales/_Prepared by: author

Table below shows 56 agreements signed between SENESCYT and international institutions and universities, during Rafael Correa's presidential tours abroad (2010-2014). The purpose of these agreements consisted in strengthening human talent in the fields of research, support to Ecuadorians that were studying in those universities, scholarships, scientific cooperation, science and technology. In other cases, governments, embassies and cooperation agencies have sponsored or co-financed scholarships through their own programs.

On the other hand, there have been programs where Ecuadorians can apply for academic grants such as Fulbright, Carolina Foundation, Erasmus+, among others.

Fulbright Commission⁸¹

Fulbright Commission in Ecuador started in 1956 through executive decree that enabled educational and cultural exchange. Since its creation in Ecuador, around 1900 Ecuadorians

⁸¹ Fullbright Ecuador, https://www.fulbright.org.ec/web/pag.php?c=672

were selected as "Fulbrighters" and got grantees for studies in USA. Fulbright Commission has been promoting English teaching programs as well as scholarships in the following programs:

- Fulbright Student Program for master or doctorate studies.
- Fulbright Scholars Program for Ecuadorian university professors that pursue a master or doctorate study. Also, this program in Ecuador has hosted approximate 290 Fulbright US Scholars for research and lecturing purposes.
- Fulbright Regional Network for Applied Research (NEXUS). the program encourages collaborative research in the fields of: production and food security, climate change, environment and emergency preparedness. Open call: June 2014 until May 2016.
- Study of the US Institutes program for secondary school educators (teachers and administrators) and university faculty to strengthen how USA topics are taught in Ecuadorian academic institutions. Open call: November 2017 until January 2018.
- Foreign Language Teaching Assistants program to improve teaching skills and English level in English teachers with Quichua native language. Open call: June 2019 until May/June 2021.
- Hubert H. Humphrey program to improve people's knowledge through academic courses at prestigious US universities. Open call: May 2019 until June 2021.
- Fulbright-SENESCYT scholarships for master studies in US universities.

Carolina Foundation⁸²

It offers grants in Spain for graduate, doctorate and post-doctorate (short-stays) studies and professors' mobility. It has granted 900 scholarships to Ecuadorians for studies in Spanish HEIs and 66 Ecuadorians visited Spain, as part of a leadership program.

Erasmus+

It is a European Union (EU) program that promotes academic mobility and cooperation projects with "Programme Countries" and "Partner Countries"⁸³.

⁸² Fundación Carolina, https://www.fundacioncarolina.es/la-fc-en-cifras/

 $^{^{83}}$ Erasmus+ for higher education in Ecuador, $\underline{\text{https://ec.europa.eu/assets/eac/erasmus-plus/factsheets/america-caribbean/erasmusplus}$ ecuador 2017.pdf

TABLE 16 Erasmus+ in Ecuador

	Before 2014	2015	2016	2017	Total
International credit mobility (ICM)					
Projects selected involving Ecuador		9	12	9	30
Students and staff moving to Europe		41	44	17	102
Students and staff moving to Ecuador		13	26	10	49
Erasmus Mundus Joint Master Degrees (EMJMDs)			1	•	
Total EMJMDs selected	11	15	27	39	92
EMJMDs selected involving Ecuador	0	2	0	7	9
Full partners from Ecuador in EMJMDs	0	1	0	0	1
Associates from Ecuador in EMJMDs	0	1	0	5	6
EM Masters scholarships Ecuador	85	4	13	16	118
EM Doctoral fellowships for Ecuadorians	3	0	0	0	3
Erasmus+ Capacity Building in Higher Education action (CBHE)					
Projects selected involving Ecuador		1	4	3	8
Instances of participation from Ecuador in selected projects		2	9	5	16

 $Source: European\ Commission\ \underline{https://ec.europa.eu/assets/eac/erasmus-plus/factsheets/america-plus$

caribbean/erasmusplus_ecuador_2017.pdf

Table below shows that, in general, international credit mobility (ICM) from Ecuador to Europe or vice versa, decreased in projects and students and staff mobility during 2015-2017. However, during the same period, mobility to Europe (102) was higher than mobility to Ecuador (49). Erasmus Mundus Joint Master Degrees (EMJMDs) awarded 118 grants to Ecuadorian students for master studies in Europe, during 2004-2017 instead, three grants were awarded for Doctoral fellowships. Besides, there was one full partner institution that officially awarded degree in Ecuador and six associated partners that participated in the program but didn't awarded an EMJMDs. During 2015-2017, there were eight Erasmus+ Capacity Building in Higher Education action (CBHE) projects related to Ecuador and 16 instances of Ecuadorian participation in selected projects. On the other hand, Ecuador was part of Latin America International Network for the Development of Opportunities so called Mundus Lindo project that belonged to Erasmus Mundus⁸⁴.

. . .

 $^{{}^{84}\,}MUNDUS\,LINDO,\,\underline{https://site.unibo.it/almagoals/en/projects/mundus-lindo-latin-america-international-network-for-the-development-of-opportunies-bolivia-peru-ecuador-paraguay-brazil-chile-cuba$

In center's case, one of them is Broward Center for American Education (BCAE)⁸⁵ that was approved by SACSCOC (Southern Association of Colleges and Schools Commission on Colleges) to deliver Associate of Arts degree in Guayaquil – Ecuador, since 2007. Students who earn a degree at BCAE can transfer to twelve state universities in Florida. Another example is Internacional University of La Rioja (UNIR) that has a site in Ecuador. This online Spanish university offers Bachelors and Masters accredited by SENESCYT for diploma recognition. Recently, UNIR and 15 Ecuadorian universities signed an agreement for student mobility that includes 1500 scholarships for undergraduate studies⁸⁶.

On the other hand, all Ecuadorian universities have been signing agreements with international HEIs since long time ago. Unfortunately, there is no database of international agreements signed by all Ecuadorian HEIs and if they are valid or not unless universities provide that information in their websites.

3.1.3 Donor assistance

Former government and donor assistance promoted internationalization process, through academic grants awarded to Ecuadorian students.

TABLE 17 International scholarships offered by donors

Scholarships	2012	2013	2014	2015	2016
Bachelor level	0	0	0	18	28
Graduate level	0	0	0	114	180
Medical specialties	0	0	0	2	0
Total	0	0	0	134	208

Source: SENESCYT, 2012-2016 Prepared by: author

Table above demonstrates that during 2012-2016, scholarships offered by donors were 342, divided in bachelor level (46), graduate level (294) and medical specialties (2). In 2016, donors offered 208 scholarships, which represents the maximum number of scholarships during 2012-2016 period. The countries that offered more scholarships during this period were: Chile (55), China (97), South Korea (76), Colombia (46) and Peru (62). Those scholarships given

 $^{{}^{85}\} Broward\ Center\ for\ American\ Education,\ \underline{http://www.broward.edu/international/Centers-And-Affiliates/Pages/Ecuador.aspx}$

during 2012-2016 represented 98% of the total amount during this period. Those scholarships were awarded through Globo Común program, administered by SENESCYT.

Finally, government, through international cooperation and donor assistance, has implemented mechanisms to recognize foreign diploma depending on the type of studies. The first case is the automatic process where diploma is recognized if foreign HEI is part of SENESCYT list of HEIs. Second case, is PhD diploma recognition through three processes: SENESCYT list of HEIs; agreements with HEIs in Argentina, Cuba, Chile and Peru; and, committee process. The last case refers to foreign diploma in health studies given by HEIs, hospitals, medical centers, among others.

TABLE 18 Foreign diploma recognition in Ecuador

Level degree	2011 and past years	2012	2013	2014	2015	2016
Technical and technological level	143	279	462	628	983	1651
Bachelor level	5978	3157	5383	7921	13394	8325
Graduate level	6135	4037	5080	7666	9752	6239
Total	12.256	7473	10.925	16.215	24.129	16.215

Source: SNIESE report, http://www.senescyt.gob.ec/visorgeografico/ Prepared by: author

The table below shows that foreign diploma was recognized for technical and technological studies (4146), bachelor studies (44.158) and graduate studies (38.909). Before 2011, 12.256 diplomas were recognized instead, in 2015 the number duplicated to 24.129. These are the main countries where foreign diploma was recognized during the period of analysis of this table: Chile (4543), United States of America (7041), Colombia (4136), Cuba (24.510), Spain (11.831) and Venezuela (13.502).

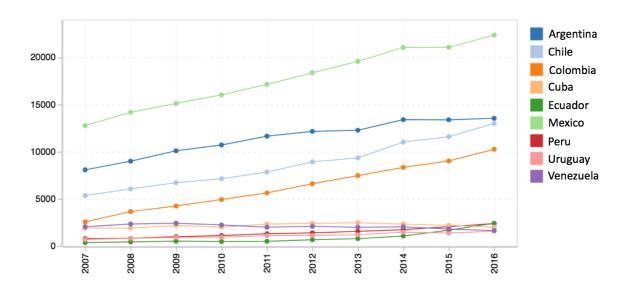
3.1.4 Research

Promoting research has been one of the axis for former government to achieve the change of productive matrix. During 2007-2017, there was an investment in R&D of USD 173 MM for 294 scientific research projects developed by HEIs, public research institutions and other institutions. Regarding human talent, until 2014, Ecuador had 1,58 researchers per 1000 members in the labor force⁸⁷.

http://app.ricyt.org/ui/v3/comparative.html?indicator=CINVPEA&start_year=2007&end_year=2016

⁸⁷ RICYT,

Chart 6 Papers in SCOPUS compared with some countries⁸⁸



Source: RICYT, Papers in SCOPUS 2007-2016,

http://dev.ricyt.org/ui/v3/comparative.html?countries=AR,BO,BR,CL,CO,CU,EC,MX,PE,UY,VE&indicator=CSCOPUS&start_vear=2016&family=CTI

According to this chart, there were two group of countries: the ones that exceed 5000 publications (Mexico, Colombia, Chile and Argentina) and the ones that are below 4000 publications (Uruguay, Venezuela, Cuba, Ecuador and Peru). Although Ecuador has increased the number of publications, it is still in second group. Between 1990 to 2006, there were 2417 indexed publications in the country compared with 2007-2016 period, that had 8714 indexed publications.

Prometeo project

Rafael Correa's government launched Prometeo project⁸⁹ in order to boost research, academy and knowledge transference through the incorporation of foreign and Ecuadorian experts (who live abroad) in host Ecuadorian institutions. The length of time varies from six months up to one year in which Prometeos had to develop a joint project with host institution in the following areas: life sciences, natural resources, innovation, production, social sciences, education, art, and culture. Ateneo program, that belonged to Prometeo Project, consisted in fulfill temporarily faculty needs of HEIs. During 2010-2015, there were 834 researchers and professors (Prometeos/Ateneos), Ecuadorians and foreigners of 51 nationalities. 51% of

 $^{^{88}}$ Brazil was not considered in this graph due to the number of publications was above the rest of the countries, between 30.000 and less than 80.000 during 2007-2016.

 $^{^{89}}$ Prometeo Project is not valid anymore since 2017 due to budget cut in HE policy.

foreigners came from Europe, Asia and Africa; 44%, from Latin America and the Caribbean; and, 5% from United States of America, Canada and Oceania. They developed 1014 projects (79% of them focused on research and teaching projects) in 108 host institutions such as: national research institutes (57), state institutions (157), universities (796) and technical and technological institutes (4)⁹⁰.

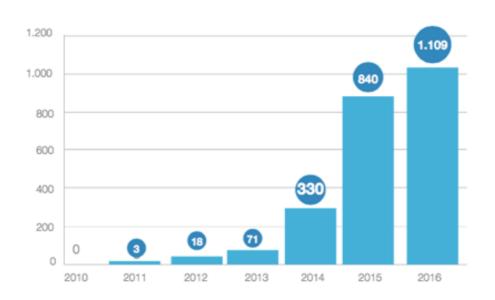


Chart 7 Publications in SCOPUS by Prometeos/Ateneos during 2010-2016

Source: SENESCYT accountability report 2016 Prepared by: SENESCYT

Chart below shows that there were 2371 indexed publications developed by Prometeos/Ateneos, during 2010-2016. According to SENESCYT accountability report, 1 Prometeo/Ateneo develops one scientific publication while 10 Ecuadorian professors develop one publication. This was one of the reasons why some host institutions hired Prometeos/Ateneos after they fulfilled this program.

Although Prometeo project was focused on state institutions, private universities also have promoted research through national and international agreements. Their projects and publications are taken into account not only through Ecuador's university categories but also, in worldwide university rankings. In fact, rankings are top drivers for internationalization⁹¹. In

 $\frac{\text{http://www.agenda}2035.ec/sites/default/files/ASESEC\%20ESPOL\%20Taller\%20Guayaquil\%20Feb13\%2020170.pdf}{7 \ 0.pdf}$

⁹⁰ Secretaría de Educación Superior, Ciencia, Tecnología e Innovación (2016), Informe de Rendición de cuentas año fiscal 2015, pp. 65-69

⁹¹de Wit, H. (2017). Indicadores para la internacionalización de las IES y medición de sus impactos, una mirada a la gestión de las oficinas de relaciones internacionales. Guayaquil.

addition, some HEIs have international accreditations to validate their academic trajectory and offer better job opportunities to their students⁹².

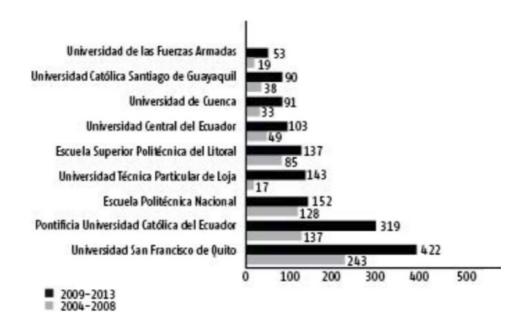


Chart 8 Impact of publications by higher education institutions during 2004-2013

Source: Scientific Research at Ecuadorean Universities: A Priority of the Education in Force, 2017

According to this study⁹³, in the first period 2009-2013, 48 HEIs published 1992 articles in SCOPUS while in the second period 2004-2008, there were 866 publications by 32 HEIs. Nine universities and polytechnic schools had a great impact of publications in both periods but, the one that stands out in scientific production was Universidad San Francisco de Quito. HEIs belong from A and B category however, type of financing varies: five HEIs are State financed (Universidad de las Fuerzas Armadas, Escuela Politécnica Nacional, Escuela Superior Politécnica del Litoral, Universidad Central del Ecuador and Universidad de Cuenca), three are private co-financed by State (Pontificia Universidad Católica del Ecuador, Universidad Técnica Particular de Loja and Universidad Católica Santiago de Guayaquil) and one is a private university (Universidad San Francisco de Quito).

⁹² Vistazo (2016), Entre rankings y acreditaciones, https://www.vistazo.com/seccion/pais/entre-rankings-yacreditaciones-internacionales

⁹³ Christian Geovanny Rivera García, Julia M. Espinosa Manfugás, Yulima D. Valdés Bencomo (2017), Scientific Research at Ecuadorean Universities: A Priority of the Education in Force, Rev. Cubana Edu. Superior, http://scielo.sld.cu/scielo.php?script=sci_arttext&pid=S0257-43142017000200011

3.2 Empirical research

3.2.1 Actors of internationalization of higher education

Despite the actors of IoHE are the institutions and their representatives, I will analyze respondents' point of view about this topic.

TABLE 19 Actors of internationalization of higher education in Ecuador

	Government sector	Academic sector	
CEAACES Academic Counselor	SENESCYT		
CES Academic Counselor 1	CES, SENESCYT, CEAACES	Universities	
CES Academic Counselor 2	CES, CEAACES, SENESCYT	Universities and polytechnic schools	
FEPUPE President	Former government		
FEUE President	Political will of former and actual authorities		
REIES General Secretary	Government	HEIs	
SENESCYT IR Director		HEIs	
SENESCYT coordinator	Government		

Source: Interviews Prepared by: Author

Table below shows that seven of eight respondents consider that State, through government, institutions and authorities, have encouraged IoHE in Ecuador. Half of respondents mention HEIs as actors that promote IoHE. For example, it is reflected in the Ecuadorian Network for the Internationalization of Higher Education (REIES) that has around 44 private and state funded universities (SENESCYT IR Director). For FEUE President, that there has been a political will of former and actual authorities but social participation through guilds (teacher staff, no-teacher staff and student) have driven internationalization demand. REIES General Secretary corroborates it and states that students and teachers are conscious that knowledge is global hence, it's important to internationally collaborate and learn. For him, "it's not an actor or actors, it is an accepted trend and a requirement of Ecuadorian society".

Although interviewers take into account government and academic sectors, there are other actors that have promoted internationalization in the country. As foreign providers, we have Broward Center for American Education (BCAE) and Internacional University of La Rioja (UNIR). The most relevant intermediary actors who offers international grants in Ecuador are Carolina Foundation, Erasmus+, Fulbright. On the hand, there is a relatively new non-government actor, Ecuadorian Network for Internationalization of Higher Education

(REIES), that works as the link between HEIs and government sector. Finally, IoHE has been supported by stakeholder groups that are donors and international cooperants.

3.2.2 Rationales for internationalization

This section analyzes the rationales for IoHE in Ecuador: academic, political, socio-political and economic.

TABLE 20 Rationales for internationalization

	Academic	Political	Socio-cultural	Economic
FEUE President			Intercultural understanding	Economic growth and competitiveness
REIES General Secretary	Enhancement of quality		Intercultural understanding	
CES Academic Counselor 1	Strategic alliances			Economic growth and competitiveness
CES Academic Counselor 2	Profile and status Enhancement of quality	National identity	Strategic alliances	Economic growth and competitiveness
	Strategic alliances			
CEAACES Academic Counselor				Economic growth and competitiveness
SENESCYT IR Director	International academic standards	National identity	Intercultural understanding	
SENESCYT coordinator	Strategic alliances	Human Resources Development	National cultural identity	
FEPUPE President	International academic standards			

Source: interviews Prepared by: Author

3.2.2.1 Academic rationale

Before 2007, there was a precarious HE system however so, former government boosted a U-turn in HE policy based on three axes. The first axis debugged state institutions and prioritized meritocratic and academic criteria during selection process of regulation institutions' members. Second axis consisted in evaluation and categorization process of HEIs while, third axis focused on mobility, international cooperation, donor assistance and research.

FEPUPE President emphasizes that LOES 2010 has encouraged international academic standards in order to include Ecuadorian university in an international context. For example, government implemented Prometeo project that contributed to specific projects through qualified international people (SENESCYT IR Director). This project was a clear example of Ecuador's willingness "to recruit the brightest students and scholars from other countries to increase scientific, technological, and economic competitiveness" (Knight, 2004, p. 3).

At national level, government stressed interinstitutional relations promotion between HEIs⁹⁴ (CES Academic Counselor 1) understanding that strategic alliances can be seen "as a way to develop closer cooperation bilaterally or regionally and to gain a competitive edge" (Knight, 2008, p. 19). For example, SENESCYT signed agreements, through international cooperation and donor assistance, to promote research, mobility, scientific cooperation, science and technology.

At institutional level, in the beginnings few universities implemented, in a complementary way, internationalization into their agenda in the country. Others, did it as a priority because of reputation, based on quality standards, economic resources or contacts that allowed them to become part of networks with well-known European and US universities. Some HEIs prefer North-South cooperation due to high quality universities while others South-South cooperation with Spanish-speaking universities (CES Academic Counselor 2). In that sense, international agreements in Ecuador have persuaded that universities are updated in new technologies and innovation processes (SENESCYT coordinator), creating a more globalized and international dynamic (SENESCYT IR Director). REIES General Secretary mentions that there is a common objective between all institutions to improve academic and research quality, through a better collaboration with the world.

3.2.2.2 Political rationale

Former government HE policy focused to strength and recruit human capital understanding that cognitive matrix was fundamental for production scheme change from finite resources to infinite ones⁹⁵. This vision is supported by some interviewers that consider HE

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⁹⁴ Asamblea Constituyente, (2010). Ley Orgánica de Educacio □n Superior. Quito, Art.- 138

⁹⁵ Di Caudo, María Verónica (2016), Enrollment and university changes in Ecuador: equity, development and meritocracy, Nómadas,

https://www.researchgate.net/publication/320502022 Enrollment and university changes in Ecuador equity development and meritocracy

policy as a political rationale for internationalization in Ecuador (CES Academic Counselor 2, SENESCYT IR Director and SENESCYT coordinator).

One of Ecuador's aim was to foster services and therefore, enhance human capacities. For example, international grants awarded to Ecuadorians would allow them to be inserted into a society that develop services and no longer in a company that exports raw materials (SENESCYT coordinator).

Scholarship programs have triggered national identity among Ecuadorians and students that awarded grants. Some interviewers consider HE policy as a political rationale for internationalization in Ecuador (CES Academic Counselor 2, SENESCYT IR Director and SENESCYT coordinator). If we focus on students, the majority of them are proud of being part of these initiatives and contribute to country's development after they finish their studies abroad. Deutsch notes that "there is an excellent change that among the hundreds and thousands of foreign students at the universities today there may be a considerable number of young men and women who may go back one day to their countries with a deeper emotional attachment to their own nation and often with a deeper nationalism than the one with which they came" (1997). Despite the study worked in Asia-Pacific countries, its findings can apply in Ecuadorian context.

Finally, student mobility has located Ecuador in world scene. As a consequence, certain universities with enrolled Ecuadorian students, have created complementary grants and additional programs for Ecuadorians. For that reason, scholarship programs impact has created new academic opportunities with other countries.

3.2.2.3 Socio-cultural rationale

"Higher education was always more internationally open than most sectors because of its immersion in knowledge" (Marginson & Van der Wande, 2009, p. 18). In Ecuador, IoHE has enabled that acquired knowledge can spread worldwide and foreign people can bring new knowledge to the country (FEUE President).

At institutional level, internationalization considers that social, cultural, global competences can be developed for students and university staff through people exchange (REIES General Secretary). In addition, it generates an international environment on HEI campuses and that is attractive for international students who want to study at those universities

(SENESCYT IR Director). Therein lies the importance of staff and student mobility that motivates intercultural understanding.

"The preservation and promotion of national culture is a strong motivation for those countries which consider internationalization as a way to respect cultural diversity and counter balance the perceived homogenizing effect of globalization" (Knight & de Wit, 1997, p. 11). For SENESCYT coordinator, it is important to understand "university role in Ecuador development which is linked with our culture and identity". Unfortunately, he considers that nowadays universities focus on visibility instead of country needs. On the other hand, CES Academic Counselor 2 emphasizes that Ecuadorian HEIs still prefer international cooperation with Spanish-speaking universities without taking into account academic rationales but, cultural, territorial and linguistic motivations.

3.2.2.4 Economic rationale

Despite "higher education as an export commodity is becoming a dominant rationale" (2002, p. 91) worldwide, Ecuador legal framework states that HE is a public good with no profit purpose. HE policy, fostered by former government, has favored internationalization due to the fact that universities included in their "institutional genetics" the motivation not only to compare with other Ecuadorian HEIs but also with worldwide universities (CES Academic Counselor 2). CEAACES Academic Counselor states that he doesn't know if there are rationales for internationalization in Ecuador because "it depends on what we are thinking about IoHE" considering that country does not have a clear definition about it. However, for him, if it is based on a dominant logic, private financed universities and two-three state universities have more possibilities to embed in this logic of worldwide ranking positions.

According to SENESCYT IR Director one of the advantages for IoHE are the economic benefits. However, CEAACES Academic Counselor argues that Ecuador understands internationalization as "trying to be and doing the same as top-ranked universities".

Nowadays, Ecuador is repowering online and distance education to become competitive versus foreign offer. However, government doesn't have interference on international academic offer so, it creates an unequal competition for Ecuadorian HEIs considering that foreign universities have more experience in this field (CES Academic Counselor 1).

On the other hand, the country cannot be indifferent to knowledge society and the new world order. So, it has to get involved in order to be competitive with other countries (FEUE President). In fact, Johnston and Edelstein (1993) states that "the dominant argument for internationalizing higher education is that it will ensure the nation's economic competitiveness. They have, however, acknowledged that while this argument has considerable force, it also has limitations as the very notion of international competition may be losing its meaning" considering other rationales.

3.2.3 Advantages, disadvantages and barriers for IoHE

In the following chapter, I will analyze the advantages, disadvantages and barriers for internationalization of higher education in Ecuador.

TABLE 21 Advantages, disadvantages and barriers of internationalization of higher education in Ecuador

-	Advantages	Disadvantages	Barriers	
FEUE president	New knowledge	Curricula in Ecuador	Gap between social classes	
TEOE president	Cultural exchange	Curricula III Ecuadol		
	Knowledge and experiences exchange		Visa process	
REIES General	Cultural exchange			
Secretary	Improve quality of teaching, research and engagement with society		Low visibility of Ecuadorian universities	
FEPUPE	Mahility		Language	
President	Mobility		Limited state funding	
CES Academic Counselor 1			No comprehension between HEIs and regulation institutions about IoHE	
			Limited state funding	
CES Academic Counselor 2	Mobility		Academic traditions	
CEAACES Academic Counselor		Top-ranked universities worldwide as university model	Limited state funding, poor development of teachers' skills, low level of research, limited capacity to belong to international networks	
	Encourage a dialogue with people around the world			
SENESCYT IR Director	Economic benefits		Human mobility law and	
	Benefits for HEIs through internal capacities creation, fostering meaningful research, teacher-student diversity		Human mobility law and bureaucratic visa processes	
SENESCYT coordinator	Scientific-technic development	Neglect local reality to seek for internationalization	Gap between social classes	

Source: interviews Prepared by: Author

Table below shows that six of eight interviewers mention that there are advantages of IoHE such as: new knowledge, mobility, cultural exchange and economic benefits. REIES General Secretary points out that universities are the meeting place where different cultural diversities gather together to improve quality of research, teaching and engagement with society. In addition, internationalization allows universities to connect with the world and foster scientific-technic development that in Ecuador case, it uses technology from other countries. FEPUPE President and CES Academic Counselor 2 mention that incoming and outgoing mobility promotes IoHE in a positive way.

On the other hand, three of eight respondents state that there are disadvantages of IoHE. According to CEAACES Academic Counselor, Ecuador understands IoHE as "trying to be and doing the same as top-ranked universities" for example, in scientific papers rating. In that sense, universities focus on visibility and unfortunately, they turn its back to solve Ecuadorian issues, according to SENESCYT coordinator. Instead, FEUE President mentions that curricula in Ecuador impacts academic performance of outgoing Ecuadorians when they are studying in top-ranked universities. For SENESCYT IR Director, there are no disadvantages in IoHE however, it can be under debate. For example, external transmission appropriation and acculturation.

All respondents highlight that there are barriers in IoHE. SENESCYT coordinator and FEUE president mention that internationalization is not inclusive because only middle and upper classes have access to international education like scholarship programs, while people in rural area still have unsatisfied basic needs. There is no comprehension between HEIs and regulation institutions, neither between universities. In fact, big universities have had more opportunities and advantages for internationalization comparing with regional universities that have had less funding and power during decision process. In that sense, CES Academic Counselor 2 considers as barriers in IoHE, the academic traditions in regional universities that are a consequence of the historic accumulated in which universities have struggled to stablish agreements with international institutions due to limited state funding, language barrier and its performance. Instead, for REIES General Secretary and SENESCYT IR Director, human mobility law and bureaucratic visa processes demotivate incoming mobility because it is long and expensive compared with neighboring countries like: Colombia, Peru, Chile and Costa Rica.

3.2.4 Importance of internationalization of higher education

The following section focused on respondents' perception about the importance and the future of IoHE in Ecuador.

TABLE 22 Importance of internationalization of higher education

	Affirmative		Negative		Doesn't know
	CES	Academic	SENESCYT	` IR	SENESCYT
Government sector	Counselor 2		Director		coordinator
			CES	Academic	CEAACES academic
			Counselor 1		counselor
	FEUE President				
Private and	REIES	General			
academic sector	Secretary				
	FEPUPE Pre	esident			

Source: Interviews Prepared by: Author

According to this table, at government sector, one respondent (CES Academic Counselor 2) considers that IoHE has been a priority for State while, at private and academic sector, all the respondents (FEUE President, REIES General Secretary and FEPUPE President) affirm it. On the other hand, at government sector, two respondents (CES Academic Counselor 1 and SENESCYT IR Director) mention that it has not been a priority while two others (CEAACES academic counselor and SENESCYT coordinator) don't know if it has been a priority or not.

When respondents were asked if there is a study regarding IoHE developed by their institution, six (CEAACES academic counselor, FEUE President, CES Academic Counselor 1 and 2, SENESCYT IR Director) of them manifested that there is no study or they don't know it. FEPUPE President manifests that they have aside publications and they are trying to develop their own publication as association. Instead, REIES General Secretary points out that they are beginning a study on the socio-economic benefits of receiving international students in Ecuador.

About the future for IoHE in Ecuador, these are interviewers' point of view: it will depend on LOES 2010 changes (CES Academic Counselor 1); according to the implemented HE policy, it will increase to 70-80% of teaching staff with international background in HEIs (FEPUPE President); through REIES and other networks, we will foster collaboration between HEIs so HE system as a whole will be better prepared to define its own position in the global landscape of the creation and dissemination of knowledge (REIES General Secretary); teaching

staff and student mobility continuity and the increase in HEI budget for scholarships (FEUE President); understand IoHE meaning based on cooperation and solidarity instead of competition (CEAACES academic counselor); to promote Ecuador as an academic destination that is part of a foreign policy to improve country's image⁹⁶ (SENESCYT IR Director) and determine the strategy for migratory flows (Venezuela, Colombia) based on human mobility law; it depends on what we define as internationalization according to Ecuador needs (SENESCYT coordinator); and, to encourage internationalization activities and programs in HEIs (CES Academic Counselor 2).

 $^{^{96}}$ de Wit, H. (2002). Internationalization of higher education in the United States of America and Europe: a historical, comparative, and conceptual analysis. Westport: Greenwood Press.

4 Discussion and findings

IoHE in Ecuador dated since university origins and its transformations. Throughout the years, there have been limited initiatives for internationalization, mainly focused on mobility. At national level, there was no strategy or policy to promote IoHE. Consequently, Ecuadorian university was based on national standards without an option to internationalize however, with the implementation of LOES 2010, HEIs were forced to fulfil international standards despite institutions were not ready (FEPUPE President).

During Rafael Correa's government, there was a breaking point in HE policy that has been mentioned by respondents. It was focused on three main axes in order to recover State's role, guarantee quality assurance and strengthen human talent. However, at national level, outgoing mobility of students, through SENESCYT scholarships, has been the main initiative of IoHE (FEUE President, REIES General Secretary, SENESCYT IR Director). Besides, these international grants will bring new knowledge and connect the country with the world (SENESCYT IR Director). Another initiative for internationalization consisted in encouraging agreements between HEIs with foreign universities for exchange programs, mobility, research, etc. FEUE President highlights that gratuity principle in undergraduate studies has influenced incoming students to Ecuador from neighboring countries (Colombia and Peru).

According to CES Academic Counselor 1, internationalization was included in HE policy but it was not considered a priority among main priorities. However, CES Academic Counselor 2 mentions that there is a consciousness of HE system to internationalize but the way to understand is unequal due to historical accumulated. At organizational level, polytechnic schools, created in 19th century, had an important budgetary allocation compared to other HEIs. As a result, internationalization initiatives in polytechnic schools have been more advanced in relation to state and private financed universities. Besides, territorial difference has influenced internationalization between HEIs in Quito, Guayaquil and Cuenca and regional universities.

Regarding rationales for internationalization in Ecuador, there are academic, political socio-cultural and economic. The academic rationales are: enhancement of quality, strategic alliances, profile and status, International academic standards and strategic alliances. Former government boosted HE system through the implementation of international parameters in evaluation and categorization processes. Besides, in order to strengthen human talent, it

promoted outgoing mobility, international cooperation and donor assistance. At national level, government launched Prometeo project and scholarships programs. Thus, SSNESCYT signed agreements to foster research, mobility, scientific cooperation, science and technology. At organizational level, this HE policy have allowed to enhance quality in HEIs that at the end will impact in their profile and status.

The political rationales refer to national identity and human resources development. Flagship program of scholarships supported by former government cultivated national identity among Ecuadorian students. Moreover, SENESCYT conducted two academic tours, one in United States and the other in Europe, in order to give visibility to scholarship programs and reinforce international cooperation. In fact, 56 agreements were signed between Ecuadorian government and international institutions and universities abroad.

The socio-cultural rationales are intercultural understanding and strategic alliances. Prometeo project have influenced intercultural understanding as it linked Ecuadorian and foreign researchers in Ecuadorian host institutions. During 2010-2015, there were 834 researchers and professors from 51 nationalities. The project not only promoted intercultural understanding but also it improved international activities HEIs and other institutions. On the other hand, it benefited international cooperation through strategic alliances between local HEIs and foreign HEIs where Prometeos/Ateneos belonged before they enrolled in this project.

Economic growth and competitiveness rationale is associated with visibility in top-ranked universities. In that sense, Ecuadorian HEIs compare with local HEIs and international HEIs through one of the parameters within worldwide rankings which are publications. According to a study about the impact of publications by Ecuadorian HEIs, nine universities and polytechnic schools stood out compared with the rest Ecuadorian HEIs (between 32 HEIs and 48 HEIs). The results concluded that these HEIs are private, public and co-financed by State institutions that belong to A and B category and were located in Quito, Guayaquil and Cuenca cities. In that sense, it demonstrates that HEIs in A and B category are more competitive in Ecuadorian context and now at international scenario.

On the other hand, there are advantages, disadvantages and barriers of internationalization in Ecuador. The advantages of internationalization are related to new knowledge, cultural exchange, mobility, dialogue with people around the world, economic benefits, organizational benefits in HEIs and, scientific-technic development. In fact, the

majority of interviewers considers that there are more advantages than disadvantages. Curricula in Ecuador, international rankings as university model and to neglect local reality are the disadvantages of internationalization of higher education. Instead, all the respondents manifest that there are barriers in internationalization of higher education. These are the barriers: social barriers (gap between social classes), academic barriers (low visibility of Ecuadorian HEIs, no comprehension of IoHE, poor development of teachers' skills, low level of research, limited capacity to belong to international networks), linguistic barriers (language), economic barriers (limited state funding), legal barriers (bureaucratic visa process, Human mobility law) and cultural barriers (academic traditions). The barriers might be or not linked to each other's depending on each institution

Finally, these are the most relevant findings of this thesis about IoHE. Regarding internationalization abroad, it mainly focused on student mobility. Around 60% of international scholarships were given for graduate studies and medical specialties while 25% for undergraduate studies, and the rest for trainings, during 2012-2016. In the case of local scholarships, almost 90% of scholarships was granted for undergraduate studies in the same period. Besides, 73% of state loans were for studies in the country and the rest for studies abroad. On the other hand, there are more outgoing students than incoming students. In fact, during 2012-2016, there is almost 45% difference between outgoing students and incoming ones. This increase responds to the massive international scholarships granted by former government.

In the case of R&D findings, there was a significant investment in scientific research projects developed by HEIs, public research institutions and other institutions. If we analyze publications as a key driver for internationalization, Ecuador is in the group of countries of the region (Uruguay, Venezuela, Cuba and Peru) that has below 4000 publications per year compared with countries that exceed 5000 publications (Mexico, Colombia, Chile and Argentina). Prometeo project contributed to this increase considering that 27% of all indexed publications by the country were published by Prometeos/Ateneos, during 2007-2016. Instead, regarding publications' impact, HEIs (state-financed, private-financed and co-financed by State) from A and B category excelled compared with the rest HEIs during 2004-2013.

Regarding rationales' findings in Ecuador, there is no one "clear" rationale that presumably it is because of no clear policy lines and autonomy of HEIs. In that sense, there are the most relevant about political, academic, socio-cultural and economic rationales for IoHE.

As academic rationales, there are: enhancement of quality and international academic standards that are associated with former HE policy, LOES 2010 and Prometeo project. Another finding consists in the strategic alliances as part of academic and socio-cultural rationales for internationalization. In that sense, United States is one of Ecuador's great allies that promotes student mobility through Fulbright Commission. Another ally is Spain, through Carolina Foundation and nowadays, University of La Rioja. Besides, at organizational level, HEIs still prefer international cooperation with Spanish-speaking universities due to cultural and linguistic motivations (CES Academic Counselor 2). As a political rationale, not only scholarship programs have prompted national identity among Ecuadorian scholars but also, it has aroused an interest in other countries to foster academic agreements with Ecuador. On the other hand, intercultural understanding is considered as a socio-cultural rationale related to student and staff mobility that promotes an international environment in university campuses (SENESCYT IR Director). Finally, economic growth and competitiveness rationale is related to visibility in worldwide university rankings. In Ecuador's case, former government -through assessment processes- encouraged that HEIs not only compare with local HEIs but also with international universities (CES Academic Counselor 2).

5 Conclusion

This thesis attempts to answer the following research questions. How internationalization of higher education has been carried out in Ecuador? Since Ecuadorian university creation until its reforms, there have been limited internationalization initiatives focused on mobility and international cooperation. Since Rafael Correa's government and its HE policy, there have been attempts -but limited- for internationalization in the country. Not only it boosted through mobility, R&D and contracts on international cooperation /donor assistance but also, through the implementation of international parameters in evaluation and categorization processes. At national level, government launched two of the most emblematic programs: scholarship programs and Prometeo project. Instead, international agreements have been signed between government and international institutions and universities while, at organizational level, agreements were signed between Ecuadorian HEIs and international HEIs.

Which rationales for internationalization of higher education have emerged in Ecuador? There is not "clear" rationale for internationalization in Ecuador due to the fact that there are not clear policy lines. However, according to literature review and respondents' perception, all four rationales have emerged in Ecuador. In academic rationale: enhancement of quality, strategic alliances, profile and status and international academic standards. In political rationale: national identity and human resources development. In socio-cultural rationale: intercultural understanding, national cultural identity and strategic alliances. In economic rationale: economic growth and competitiveness.

Which are the advantages and disadvantages of internationalization of higher education in Ecuador? The advantages of internationalization are related to new knowledge, cultural exchange, mobility, dialogue with people around the world, economic benefits, organizational benefits in HEIs and, scientific-technic development. Instead, the disadvantages of internationalization refer to curricula in Ecuador, international rankings as university model and to neglect local reality.

Which are the barriers of internationalization of higher education in Ecuador? These are the barriers for internationalization of higher education in Ecuador: social barriers (gap between social classes), academic barriers (low visibility of Ecuadorian HEIs, no comprehension of IoHE, poor development of teachers' skills, low level of research, limited capacity to belong to international networks), linguistic barriers (language), economic barriers

(limited state funding), legal barriers (bureaucratic visa process, Human mobility law) and cultural barriers (academic traditions). The barriers might be or not linked to each other's depending on each institution.

Despite there have been limited initiatives, there are still many barriers, few disadvantages and some advantages to internationalize higher education in Ecuador. In the case of rationales for internationalization, there is no one "clear" rationale because of no clear policy lines. This reality is the reflect of an indifferent position by government to address internationalization and boost a national policy.

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7 Annexes

Questions for interviewers

Higher education policy overview in Ecuador

- How do you consider higher education policy has been developed in the country?
- Which actors are part of higher education policy in the country? And, what is their role?

Internationalization of higher education in Ecuador

- Do you consider that internationalization of higher education has been a priority for State?
- How internationalization of higher education has been performed in the country?
- Which actors have boosted internationalization of higher education in the country?
- What are the advantages and disadvantages for internationalization of higher education in the country?
- Are there barriers to internationalization of higher education in the country? Which are?
- Which rationales (political, economic, educational and socio-cultural) have influenced internationalization of higher education in the country?
- Do you believe that these rationales have caused differences in internationalization of higher education development between State-finance universities and self-finance universities?
- From your institution, what has been done about internationalization of higher education in the country?
- Is there an study regarding to internationalization of higher education developed by your institution?
- Which internationalization of higher education strategies boost your institution?

Future of internationalization of higher education in Ecuador

What is the future of internationalization of higher education in the country?