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The Influence of Erasmus Mundus Action 2 Program on the Internationalization in Serbia

A Case Study of Two Serbian Universities

MASTER THESIS

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Abstract

Globalization and internationalization have become important topics in higher education context due to the influence of various government and intra-government policies directed towards internationalizing higher education institutions (HEIs). Mobility is considered to be an important and often used tool in internationalization process. In recent years research on the influence of mobility programs such as Erasmus has moved the understanding of influence these policies and measures have on the practice of internationalization at HEIs. This thesis approaches this topic from the institutional perspective as the case study of two Serbian universities and their participation in Erasmus Mundus Action 2 (EM) program. Davies' matrix of internationalization and Lewin's three-step change theory will be used to measure the progress and changes taking place in internationalization practice or explain their absence. The result of the research is that both institutions remain fairly limited in their internationalization practice. University of Novi Sad has been able to achieve greater progress compared to University of Nis due to its better organizational climate and larger number of internationalization proponents.

Keywords: Internationalization, Erasmus Mundus, institutional change, mobility, internationalization practice, enablers and blockers of internationalization, Serbia, case study

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List of Abbreviations

HE: Higher Education

HEIs: Higher Education Institutions

CAQA: Commission for Accreditation and Quality Assurance of Serbia

Strategy 2020: Strategy of Development of Education in Serbia until 2020

UNS: University of Novi Sad

UNI: University of Nis

"Cheshire Puss", asked Alice timidly, "would you tell me, please, which way I ought to go from here?"

"That depends a good deal on where you want to get to", said the Cat.

"I don't much care where—" , said Alice.

"Then it doesn't matter which way you go", said the Cat.

"--so long as I get somewhere", Alice added as an explanation.

"Oh, you're sure to do that", said the Cat, "if you only walk long enough."

Lewis Carroll, *Alice in Wonderland*

1. Introduction

1.1. Setting the stage

Serbian universities find themselves on the crossroads of change. The real question they are asking themselves is not whether, but how: how to change? How to reconcile the conflicting forces that on one side strive for sameness and on the other ask for uniqueness? How to internationalize, but retain your specificity and not be just one of the thousand other higher education institutions (HEIs) in the world or Europe? It is not an easy question to answer and this thesis proposes no definite answer. What it aims to do is to explain in more detail how two HEIs in Serbia have reacted to mostly external pressures of internationalization and how it impacted their reality; what choices they made along the way, and where did they finally arrive – if they have arrived anywhere.

There is no denying that the forces that shape our world also influence the HE landscape imposing restraints on HEIs and forcing HEIs to adapt to this fast changing environment. In that respect universities around the globe are being ranked and measured, coerced into harmonization, and submitted to global HE market. On one hand they are expected to collaborate in order to produce more knowledge, but simultaneously they are facing increased global competition (Foskett, 2012). They are also expected to serve national pride and preserve national identity. Modern HEIs are becoming more and more influenced by the market forces of global economy and submitted to tools they themselves devised for the business sector. However, to use the analogy from Altbach and Peterson (1998, p. 36), internationalization, globalization, mobility, New Public Management, Massive Online Open Courseware (MOOC) are more like some of the buzzwords we have been hearing lately, than a reality of university campuses. The more academics, politicians, HE experts and policy makers make use of them, the more diluted their meaning becomes with the tendency to mean anything and everything all the while the extent, as well as the quality of their practices are in many cases not fully understood.

Bologna process and reforms that followed it, including the increase in mobility between European HEIs, have profoundly influenced HE systems and put the internationalization in the spotlight (Brandenburg et al., 2014). The HE systems on the periphery, such as Serbian,

could choose to follow or be left behind. Internationalization has become a constant topic of discussion in Serbia, but at the same time it is questionable how much has it contributed to the change of the internationalization reality at HEIs. In the last 10 years Serbian HEIs have undergone major changes since Serbia joined the Bologna process, part of which is also participation in academic mobility programs in Europe. However, Serbia was not able to participate in the Erasmus program and lacked funding for own programs, which kept the mobility rate low. First opportunity for participation in organized and well-funded mobility program presented itself when Union decided to expand Erasmus Mundus (EM) program to include credit mobility.

1.2. Serbian participation in Erasmus Mundus

Erasmus Mundus was one of the European Union's flagship programs in the area of higher education policy with third countries and as such was part of the much wider Lifelong Learning Program. Originally established only to offer full degree master studies and thus boost attractiveness of Europe as study destination, it was expanded in 2006 with the so called 'External cooperation window' program (EMECW). EMECW established two-way exchange networks between EU and third country HEIs. Later the EMECW program was rebranded EM Action 2 in an effort to create a more cohesive platform (EACEA, 2013a, 2013b). For the reason of simplicity, all references to Erasmus Mundus in this thesis –unless otherwise stated – denote only Action 2 and no other part of EM program.

The region of Western Balkans (WB) and thus Serbia was included in the EMECW in 2007 and the first network was selected in 2008. Since then in total of 19 projects were selected with an estimated budget of over 40 million Euros between 2008 and 2014. The propositions of the program allowed bidirectional short-term exchanges of all levels of students, as well as academic and non-academic staff. Most networks were not focused on a particular field, but later projects were encouraged to do so and thus several projects focused on engineering, medicine or life sciences. At least 70 percent of all mobilities were reserved for participants from WB countries to go to one of the EU project member institution, while not more than 30 percent was foreseen for the mobility from EU towards WB countries.

The ability to host EU students and staff should have served as preparation for participation in Erasmus (now Erasmus+) program by enabling them to improve their capacity and raise awareness of the importance of mobility, as well as by confronting challenges that come with mobility and internationalization. Additionally, EU was hoping that the EM program will foster existing and build new this between EU and WB HEIs thereby creating new opportunities for collaboration in joint study programs, joint research projects, and best practice exchange (EACEA, 2013a, 2013b).

1.3. Research gap and significance

HE in countries of the Western Balkans (WB), are under-researched compared to some other countries that are part of Bologna process and European Higher Education Area (EHEA) due

to their being “quite unique cases” (Branković, Kovačević, Maassen, Stensaker, & Vukasović, 2014, p. 10) making them less interesting for mainstream researchers. Being considered a peripheral system they are often overlooked in comparative studies (Branković et al., 2014).

In general research on the topic of Higher education in Serbia is limited due to lack of financing of such research on the side of the government as policy driver. Researchers also complain of the general lack of data, which is rarely collected systematically (Branković et al., 2014; Turajlić, 2009). As of yet no university in Serbia has either a study program on any level that focuses on HE or research center apart from the independent Center for Education Policy (CEP). CEP has conducted several research projects mostly dealing with the most pressing issues: governance, financing, Bologna reforms and research in general (Babin & Lažetić, 2009; Branković et al., 2014; Vukasović, 2014). Several master theses also explore these topics (see Branković, 2010).

One recent, study on the social and economic conditions of students in Europe also included Serbia. The study was part of the Europe-wide EUROSTUDENT project survey (Hauschildt, Gwosc, Netz, & Mishra, 2015) and it also contained information about students’ view on internationalization and mobility. Recently *Erasmus Impact Study* was published that covered both impact on individual, as well as institutional level (Brandenburg et al., 2014). In Slovenia one recent study was conducted on the impacts of Erasmus program on Slovenian universities (Klemenčič & Flander, 2013) that could prove to be useful for comparison purposes. Author did was not able to find any studies that were directed towards examining internationalization of Serbian universities, nor studies that would explore the factors influencing internationalization process.

Considering the growing importance of internationalization for Serbian HEIs as Serbia strives for full EU membership and becomes part of the increasingly competitive European Higher Education Area (EHEA) and European Research Area (ERA) this thesis could offer some insight into the practice of internationalization and the influence EU programs have had on its development on the example of two Serbian universities. Perhaps their experiences can offer guidance for further policy development on both system and institutional level, as well as advance the debate on the future development of HE in Serbia.

1.4. Overview of the thesis

Considering the general broadness of the topic such as internationalization, the first part of the thesis will provide review of current research regarding globalization and internationalization, as well as their influence on the HEIs. Since the focus of this study is EM program and its influence on the internationalization practice the European perspective will also be discussed. Furthermore, the internationalization process at HEIs, as well as rationales behind it will be presented. In the focal point of this study are two Serbian universities. In order to better understand the current situation a general overview of Serbian HE system and its recent developments such as Bologna reform and recent changes in the Law on HE will be presented. After providing the context, the current state of internationalization of

Serbian HEIs and main issues they are facing will be offered. The last part of the literature review will be devoted to theory of change and strategy of internationalization. Considering the formal structure of Serbian state HEIs the loosely coupled theory will be discussed. In order to better understand the changes taking place Lewin's change theory (Lewin, 1947) and Davies' two-dimensional perspective on the institutionalization of internationalization strategy (Davies, 1995) will be presented as well as views on the enablers and blockers of internationalization (Green, 2007; Knight & de Wit, 1995).

In the second part the methodology, choice of case institutions and data collection and interpretation process will be explained in more detail. Continuing, the main research results will be presented for each case institution separately using the Lewin's change theory (Lewin, 1947) as the structure and Davies' (1995) internationalization matrix to explain changes in the internationalization practice. Finally, the thesis will present conclusions, as well as make recommendations that could facilitate successful and accelerated internationalization of Serbian HEIs.

2. Literature Review

2.1. Globalization and internationalization as phenomena in higher education

Globalization might not always be understood but more often than not it is perceived as a negative force that disrupts our idealistic existence or as one Thai peasant said “We don’t know what globalization is, but we have to act!” (as quoted in Scholte, 2005, p. 1). In that respect, both the term globalization and the internationalization have been prominent topics in every-day, as well as HE-related discourse in the last few decades. Numerous academics have thoroughly examined and discussed their meanings, aspects, and consequences. In layman, and academic circles alike, it has been noticed the occasional interchangeable use of the terms ‘globalization’ and ‘internationalization’ or presenting them as one being the consequence or intensification of the other (Hirst, Thompson, & Bromley, 2015, pp. 13–14; Scholte, 2002), but most agree that they are actually two separate, albeit closely related and intertwined, processes.

Obviously, globalization would then have to entail more than mere intensification of cross-border activities by the individual states or indeed universities (Chumakov, Mazur, & Gay, 2014) as it is usually defined. Scholte (2005, pp. 54–60) critiqued views of globalization as either internationalization, univertization, liberalization or westernization as they are all based on the notion of nation states and their interactions and proposed a shift in the scale to a truly global: “suprateritorial”. Globalization is “the spread of transplanetary [...]connections between people” (Scholte, 2005, p. 59). Altbach (2004) believes that we have now entered a new age where profits and market-driven policies dominate the politics and worldview.

Despite its proliferation in everyday use the exact meaning of the word globalization, as well as its consequences remain elusive as quicksilver. Simply put: globalization means different thing to different people, but it revolves around the notion of quickening, broadening, as well as intensifying of the pace in which the world is being interconnected (Marginson, 2006, p. 2). In one of his pivotal works *The Consequences of Modernity* Giddens described globalization “as the intensification of worldwide social relations which link distant localities in such a way that local happenings are shaped by events occurring many miles away and vice versa” (Giddens, 1990, p. 65). Again, there is this notion of “intensification” and as Waltz (1999) argued the straightforward intensification of interdependency does not, however denote that the world is truly globalized; it requires a degree of integration and it is guided by the invisible hand of the ‘global’ “herd” (Waltz, 1999, p. 694).

This premise, however, stands in sharp contrast with the increased disparity and wealth gap all over the world between those that have and those that have not (see Altbach, 2004). However, at the same time Altbach (2004) claims the teaching universities of the developing world are mainly dependent for those at the top for new knowledge. The competition of

individual countries in this global league table of elite, well-off, aspiring, and countries lagging behind brings in mind the comparison with European football Champions League where the elite top never changes – indeed the rules are such that that is practically impossible – and only volatility is in the lower middle and bottom half of the pack. “The price of entry has risen” (Altbach, 2004, p. 8). Likewise, we could draw a parallel to the increased importance of university rankings for HEIs world-wide and perhaps pose a question: how many universities can there be in the top 500 exactly? Moreover, looking at these rankings and their change over time researchers concluded that the top 20 hardly ever change and notice increased instability of those ranked 300 and below (Slaughter & Taylor, forthcoming).

As Altbach (2004, p. 5) concludes, we can observe similar trends with regards to globalization and internationalization of HEIs throughout the history, but the difference is in the pace of the changes and their reach. In that respect the universities from the periphery, such as Serbian, are more reacting than acting in an effort to remain on the world map of HE.

From the university perspective, globalization can be defined as a world-wide competition between universities for students and research grants that pushes the higher education institutions towards commodification (van Vught, van der Wende, & Westerheijden, 2002; Williams & Evans, 2005, p. 76). As opposed to internationalization, which is viewed as steerable process, globalization trends are spilling across the borders and questioning the national sovereignty in education (van der Wende, 2002). Internationalization, on the other hand, promotes cooperation and harmonization through joint projects and research; it emphasizes academic mobility; it serves to enhance quality, and internationalize curricula – including the introduction of digital learning (European Commission, 2007, 2013). From the globalization standpoint, students are increasingly viewed as customers and higher education as product they consume. The rise of for-profit HE service providers such as University of Phoenix, which is traded on the New York Stock Exchange, only provides more argument to those that are concerned with the excessive monetization of HE.

As Altbach (2006, p. 16) notices, HEIs from the epistemological North are increasingly becoming more business-like in their engagement on the HE market, whereas institutions from the middle-income and developing countries – mainly placed in the epistemological South or East – are on the receiving end of their services. Such arrangements are there to exploit the rise in demand for post-secondary education in these countries and the inability of those countries to provide it. Moreover, many argue that the use of technology will influence the spread of multinational cross-border institutions (see Altbach, 2006). MOOCs may not have revolutionized the HE in the way some have predicted, but that does not mean that HE has not been profoundly affected or as Bill Gates (Gates, Myhrvold, & Rinearson, 1996) asserted: “We always overestimate the change that will occur in the next two years and underestimate the change that will occur in the next ten.”

In Altbach's (2004, p. 5) opinion globalization cannot be and should not be avoided and defined globalization as a broad force outside of HEIs' influence that is manifested on economic, technological or research scope. This definition focuses mainly on effects the globalization of the world economy has on the HEIs. Universities are more and more trying to monetize their scientific output, hindering scientific progress. Altbach and Knight (2007) view globalization as "the economic, political, and societal forces pushing 21st century higher education toward greater international involvement." They indicate that one of the key drivers for globalization was higher investment of global capital in tertiary sector and emergence of so called "knowledge society". Some aspects of globalization in HE, as they see it, include: adoption of English as *lingua franca* for scientific communication, growing international competitive labor market for academics and researchers, and growing use of IT. Globalization is increasing both demand and supply of new ideas.

Globalization affects each country differently due to its history and culture (Knight, 1999). This means that what is for some countries considered positive, other may perceive as negative effect of globalization. In context of HE negative effects usually manifest itself by brain drain, marketization of knowledge, liberalization, and export-import orientation of education services or increased revenues from tuition fees, higher research output, and franchising on the other side of the globalization spectrum (European Commission, 2007, 2013; Knight & de Wit, 1995). Alongside the technological progress in recent decades, we have also witnessed further enlargement of the gap between developed and developing countries.

Since the notion of collaboration is deeply embedded in the core of HEIs from their inception, the proposition to collaborate internationally has received generally more positive reception compared to globalization. It is believed that internationalization respects the national competency in education and promotes cooperation (van der Wende, 2002). However Hans de Wit and Uwe Brandenburg ask for caution as

"Internationalization is claimed to be the last stand for humanistic ideas against the world of pure economic benefits allegedly represented by the term globalization. Alas, this constructed antagonism between internationalization and globalization ignores the fact that activities that are more related to the concept of globalization (higher education as a tradable commodity) are increasingly executed under the flag of internationalization"(Brandenburg & de Wit, 2011, p. 16).

Government policies are increasingly pushing HE towards commercialization and are promoting both cooperation, as well as competition (Framework Program, Horizon, SOCRATES, Erasmus+ i.e.). Under the veil of internationalization HEIs are in fact actively strengthening their competitiveness on the global market. "Internationalisation over the years has moved from a reactive to a pro-active strategic issue, from added value to mainstream" (de Wit, 2013, p. 14). Internationalization includes – but it is not limited to – such actions as internationalization of curricula and teaching and learning process, participation in student or staff exchanges, networking, and cooperation in research (Knight,

2008; Williams & Evans, 2005), but it also “means different thing to different people” (Knight, 1999: p. 13).

The word is also sometimes used for partial explanation of what internationalization can encompass (de Wit, 2013). That being said, one can view the globalization and its effects as a change of environment, something you can hardly have any influence over, as opposed to internationalization which is an answer or an adjustment to that changing environment. Knight (1999) and Altbach (2004) both asserted that globalization offers the incentive for the purposeful and planned internationalization that HEIs can exploit. In *Internationalisation: Elements and Checkpoints*, Knight (1994, p. 3) proposes a comprehensive and neutral definition of internationalization of HE as “the process of integrating an international/intercultural dimension into the teaching, research, and service functions of the institution.” The Key word in this definition is *process*, which denotes set of coherent and interrelated measures with a specific aim and not just a random collection of various activities.

A more recent attempt expands the former and defines internationalization as “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” (Hunter & de Wit, forthcoming). The novelty here is mentioning of quality, inclusion of students and staff, and the purpose of the internationalization process: the contribution to the overall society. In summary, internationalization is more often perceived as a deliberate process initiated and executed by HEIs, as opposed to globalization which affects HEIs indirectly through rapid changes of environment.

Similarly, these processes can also be observed in EU, which has been increasingly directing its attention to internationalization as method of promoting excellence and innovation worried about its competitiveness on the global market.

2.2. Internationalization of higher education in Europe

For centuries Europe has been considered the center of excellence in HE. Europe, or more precisely the EU, has been facing hard competition for talent from the US and more recently from growing HE powers like Japan, China, India or Brazil. EU’s increased competences in the education department have been the consequence of those struggles.

While universities around the world have been dealing with the effects of globalization and formulating their own approaches to internationalization, HEIs in Europe have “confronted an additional challenge in the form of various European integration efforts aimed ultimately at creating European Higher Education Area (EHEA) and European Research Area (ERA)” (Maassen & Musselin, 2009, p. 3). Although officially not an EU-led initiative, central to these efforts is the Bologna Declaration or the Bologna Process as it is also referred to – signifying

its open-endedness. The initial *spiritus movens* of the initiative was the growing competition in the world and fear that Europe might be losing its importance when it comes to HE, research, and innovation. It is truly remarkable how EU member states, as well as HEIs, which were previously reluctant in increasing Community competences or harmonization of national education systems, have accepted Bologna process openhandedly (Garben, 2012).

Bologna process has its roots in the broader 'soft law' policies of EU and has been largely affected by SOCRATES and Erasmus programs, which are among the oldest and most effective examples of such EU policy. The experiences and solutions from the Erasmus program, which started in 1987, widely influenced the initiatives that would become integral parts of the Bologna process (such as European Credit Transfer System - ECTS). Erasmus has, however, expanded to include not only student and staff exchange, but curriculum development, thematic networks, and many other initiatives. "The Erasmus program is important because it has shaped some of the thinking that underlies the Bologna Process and because it remains a vehicle for improved mobility within Europe" (Terry, 2008, p. 123), it can be considered as antecedent of programs such as EM Action 2, which are now all joined under the brand-name Erasmus+.

Broadly speaking there are two set of policies: one that increase the competitive advantage of the national HE systems; and those that promote strong national HEIs that would contribute to the national economy (European Commission, 2007). All these policies at the national level are increasingly being linked and connected to the Bologna Process pushing for harmonization and convergence. Yet, as studies show, the actual experiences of HEIs in this process, are equally fragmented and diverse as any other European process (Elken, Gornitzka, Maasseen, & Vukasovic, 2011). When it comes to internationalization, the strategy of most EU countries is to increase mobility flows and not enough attention is given to internationalizing curricula, creating lasting partnerships, and linking initiatives to complement institutional or national strategies (European Commission, 2013).

As previously demonstrated, internationalization encompasses much more than just mobility of students, but it remains an important factor and, from EU point of view, an important driver of internationalization (de Wit, 2013). There are two types of mobility: short-term exchange or credit mobility, when students spend a portion of their studies at other institution and come back to finish at home institution and degree mobility, when students go abroad for full duration of the studies. The former has been the cornerstone of EU policy for decades and will receive 13,7 billion Euro between 2013 and 2020 (Klemenčič & Flander, 2013). By 2013 three million students have benefited from Erasmus mobility and it is expected that by 2020 five million will take part in this European mobility scheme. EU also proposes to enhance intra-European degree mobility with proposed Erasmus Masters Degree Mobility Scheme that would provide loans for students and lift barriers for short-term mobility. EU acknowledges that investment in education is needs to be increased and that the reform in HE funding is needed that would enable diversification of funding, allow

HEIs to set their own strategies, and modernize their human resource management practices, thus increasing attractiveness of EU HEIs (European Commission, 2011). These data provide evidence for the importance the EU has been giving to mobility as part of its HE internationalization strategy.

Although studies show that both types of mobility have been increasing lately in absolute numbers, they are still relatively low in terms of percent of the total student population, which is about stable 2 percent for degree and 5 percent for credit mobility (de Wit, 2013; UNESCO Institute for Statistics, 2014). The Leuven Communique set the target that by 2020 at least 20 percent of students in Europe will have spent some period of their studies abroad. However, even the Commission doubts the attainability of this target saying that “mobility will always be limited to a relatively small percentage of the student and staff population” and urges HEIs to engage in internationalization of curricula, which should enable larger student population to become internationally aware (European Commission, 2013, p. 6). This policy is also known as ‘internationalization at home’.

The effects of participation in Erasmus program have become an interesting topic for researchers and funding bodies alike. Two such studies will be mentioned here one pan-European and other focusing on Slovenia’s experience. The *Erasmus Impact Study* concluded that vast majority of HEIs considered Erasmus as very important factor for internationalization and internationalization at home. Participation in mobility raised awareness and improved knowledge of academic staff that used the opportunity and the least important factor was financial gain. Still, the main complaint regarded lack of recognition at their home institution for the work they have done. Study concluded that cooperation and number of mobilities are positively correlated. Cooperation would often start with exchange and develop into joint degree program or joint research project. Being able to rely on Erasmus for funding also enabled some HEIs to focus their internationalization strategy on cooperation with EU partners (Brandenburg et al., 2014).

The effects of increased mobility flow through participation in Erasmus had strong symbolic meaning for Slovenia, but the direct effects to the internationalization HEIs were less visible according to the recent study (Klemenčič & Flander, 2013). Most effects of Erasmus on Slovenian HEIs could be described as indirect: strengthening of international offices, capacity building to cope with international students, and building cooperation networks. There are few direct effects on the course offer, quality of teaching and research or increase in foreign staff. The study has also found that even within one institution there were substantial differences in the internationalization process (Klemenčič & Flander, 2013). In that respect, the participation in Erasmus program *per se* did not internationalize Slovenian HEIs, but it did provide opportunity for those institutions that were ready to make use of it. The study concluded that “it is not Erasmus that drives the internationalisation of Slovenian higher education, but it is a strong internationalisation strategy (both national and especially

institutional) that creates enabling conditions for the full utilisation of Erasmus and its contribution to and impact on internationalization” (Klemenčič & Flander, 2013, p. 10).

Considering the shared past and similarities of HE systems between Serbia and Slovenia this study will be important indicator when considering the impact of Erasmus Mundus on the internationalization practice of Serbian HEIs.

2.3. Internationalization of higher education institutions in Serbia

Serbia as a country is currently still in a state that could be described as transition from the planned to the free-market economy. This system-wide instability, coupled with frequent change of government, devastated industry and chronic lack of funding, deeply impacted the HE system. As a result Serbia is one of the countries with the highest brain drain in the world (World Economic Forum, 2013), its graduates’ prospects of finding employment are slim at best (SSSS, 2013), and its innovation stagnating as funding for research is scarce. In such a country the HE is expected to drive the development of the rest of society forward (Branković et al., 2014) and manage the tensions that inevitably come with the process of change. Serbia is, therefore facing both internal and external pressures. However, quite significant push factor is definitely coming from the process of EU accession and Bologna reforms, which are forcing HEI in Serbia into competition on the international HE market. Serbia is, depending on the EU policy, sometimes considered third country (provider of talents) and sometimes EU country, but in any case policies considering HE and mobility have had considerable impact on Serbian HEIs.

Frolich and Vega (2005, 169-170) remark that the internationalization as a multifaceted process is on the institutional level often influenced by a diverse range of factors that are depending on the history and culture, tradition of teaching, institutional profile, national policies and regulations, financial situation, international circumstances. Vukasović (2014, p. 27) states that “variation in domestic characteristics may lead to a diversity of Europeanization outcomes.” Therefore, I will also include those aspects into the consideration when presenting the findings.

2.3.1. Overview of higher education in Serbia

In order to understand the current situation in Serbian HE one important factor is the recent history. Serbia has a relative young tradition of HE; its humble beginnings dating back to its liberation movement in the early 1800s. The first ‘Liceum’ (something resembling higher education institution) was established in 1838 and grew steadily in the course of the next decades. In 1905 the University Act was passed in the parliament and the University of Belgrade – consisting of 4 faculties, 36 academic staff and 778 students – was officially established. The founding of other universities in Serbia only began during the HE expansion period of the 1960s and 1970s in the former Yugoslavia. Thus, in 1957 what is today University of Arts in Belgrade is established, in 1960 the University of Novi Sad was founded,

followed by the University of Niš in 1965, University of Priština (1970), and University of Kragujevac in 1976. After 2000 two new state universities were established: University of Novi Pazar in 2006 and Defense University in 2011. Apart from universities there are 47 state vocational HEIs. Since 1990s numerous private HEIs were founded: now there are 10 accredited private universities and 22 vocational HEIs (CAQA, 2013). However, over 85 percent of students study at state institutions (Statistical Office of Republic of Serbia, 2014); private institutions are usually small and focused on teaching intensive and profit-making study programs even though they are officially non-profit organizations. Gross enrollment ratio for 2013 was 46 percent (Statistical Office of Republic of Serbia, 2014). This review the focus will be on the state universities as they enroll the vast majority of students and are the only HEIs that participated in Erasmus Mundus.

The legacy of the communist Yugoslavia is important to mention, since this was the time of rapid growth of HEIs. An important factor to consider is the concept of 'workers' self-management' that was introduced during the communist regime of Tito's Yugoslavia (1945-1990). It allowed workers to exert control over the management in a form that could be described as quasi democratic process with a core system being highly political, as well as fragmented (Hillman & Milanović, 1992, p. 55; Liotta, 2001). Burton Clark (1983) noted the effect this decentralization of power had on the HEIs, which enjoyed more autonomy than their counterparts in the Eastern Block. The power to decide is shifted to the lowest levels of organization – which in this case were faculties as they had a high degree of discipline focus. In exchange for their limited financial autonomy (direct funding from the state), faculties would only focus on their narrow field of study and not meddle in the greater social affairs (Turajlić, 2009). This financial independence became even more important with the introduction of tuition fees during the 1990s: about half of all freshmen students in public HEIs pay tuition fees, but the actual ratio varies from faculty to faculty. Some faculties were able to use this greater autonomy to not only attain more funding from fees by offering sought-after study programs, but also develop ties and provide services to the industry. This resulted in a uneven development of faculties and reduced the university as a whole to something between "a voluntary association and confederation" (Clark, 1983, p. 46). In a situation in which the HEI is left to its own devices, only a sense of solidarity and care of institution's well-being can bring about positive effects (Turajlić, 2009, p. 19). However, no subsequent change of law has been able to promote integration due to lobbying power of fee-heavy faculties (Branković, 2010). Indeed as EUA reports states that "such a move [integration] must come from a top-down legislative decision, since there are too many vested interests in the current fragmented structures for this radical change to be possible as an initiative from within the university only (EUA, 2002, p. 6). The main argument was that the integrated university would not improve the management and that Serbian universities, University of Belgrade chiefly among them, are too large and complex to be successfully managed from one central point (Branković, 2010).

Since the 1990 there were 4 major changes of the law that governs HEIs. First major change was the 1992 University Act, which introduced fees and allowed the establishment of private HEIs. Second major change was the 1998 Law which was widely seen as attack on the autonomy of the university by the regime of Slobodan Milošević (Ministry of Education and Sport, 2003). In 2002, after the change of government, a new bridge legislation was adopted that reverted to 1992 Law. The Law on HE passed in 2005 introduced some major changes in the HE sector as a whole due to the fact that Serbia has become part of the Bologna Process. Firstly, it integrated both universities and vocational HEIs in one legislation. Secondly, it reformed degree structure according to Bologna principles and lastly, it required, for the first time in history, that all institutions and study programs (public and private alike) be accredited. For this purpose it introduced independent buffer bodies such as Commission for Accreditation and Quality Assurance (CAQA), Council for Higher Education, and Serbian Rectors' Conference to steer these processes and oversee them. Still, without changing the *Decree on financing of university activities* and providing no extra funding for these purposes, HEIs were essentially left to their own devices in order to cover the additional costs of both study reform and accreditation (Vukasovic, 2009). The initial accreditation process was conducted in several waves between 2007 and 2010 utilizing accreditation procedure that established minimum quality standard for HEIs to reach (CAQA, 2013).

Indeed, the financing – or lack thereof – is perhaps the leitmotif of most of the issues Serbian HE system has been facing (Turajlić, 2009); and not only Serbian as researchers from former Yugoslav republics complain about the almost identical issues (Kurelić & Rodin, 2012; Zgaga, 1998). Since the 1990s Serbian state was facing three major problems when it came to financing: rise in unemployment due to sanctions, greater need for HE, and lack of funding to finance it (Babin & Lažetić, 2009). The legislation was therefore passed to introduce study fees and relieve state budget while allowing for increase in enrollment (see Figure 1 and Figure 2). Serbian model of financing HE is heavily input-based line-item budget where individual faculties receive their funding directly from the state budget. Additionally, they can earn funds through charging study fees, whose amounts and number of fee-paying students are approved by the state, thus creating a quasi-market in which faculties not only compete with private HEIs but against faculties of the same university that offer similar program (Turajlić, 2009). HEIs are completely autonomous to spend that self-earned money and decide how much will the contribute to the overall university budget (Vukasovic, 2009). This policy, creates noticeable disparities between faculties based on their ability to attract students, with some faculties earning as much as 35 percent of their total funding from fees (Vukasovic, 2009). However, the additionally earned funds are rarely used to improve study condition and are mostly used to hire additional staff and raise salaries (Turajlić, 2009).

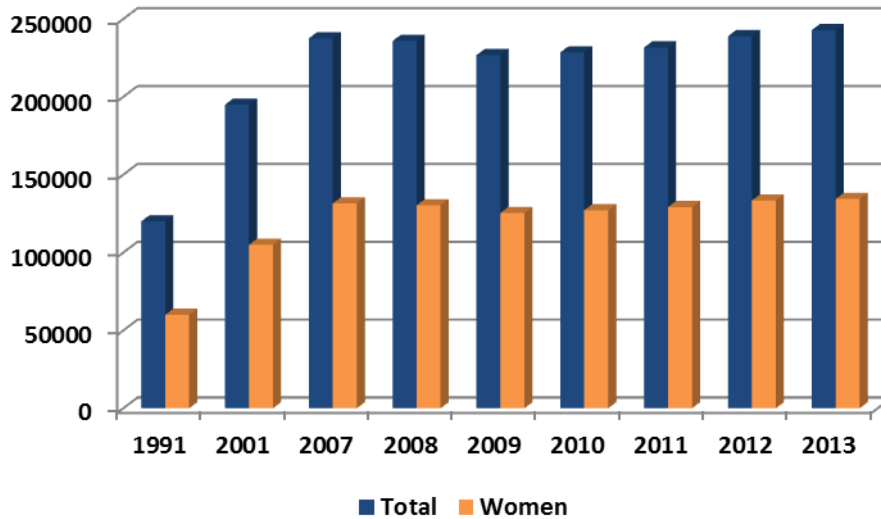


Figure 1: Student population in Serbia (Source: Vukasovic, 2010 and Statistical Office of Republic of Serbia)

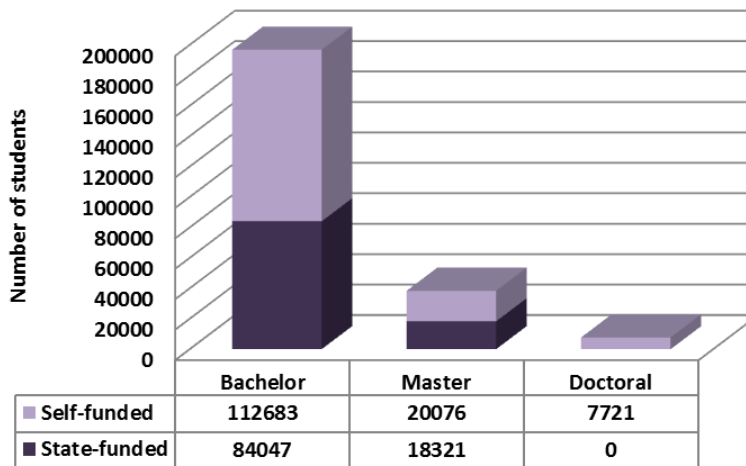


Figure 2: Student population for 2013/2014 depending on funding and level of study (Source: Statistical Office of Republic of Serbia, 2013)

The introduction of 3-tier study system (bachelor, master and doctoral level) can certainly be considered as one of the biggest reforms of Serbian HE. The reform-minded 2005 Law on HE also needed to address the pressing issues of Serbian HE: harmonizing HE system with Europe, promoting efficiency of studies, initiating more market-oriented study programs, and incorporating students as partners in the educational process (Ministry of Education and Sport, 2003, p.1). The 2005 Law on HE conferred HEIs substantial autonomy, as well as obligation to implement these reforms, without foreseeing any additional funding from the state. HEIs in Serbia had, thus, to rely on their internal sources of funding or EU funding mostly done through TEMPUS program. The Bologna reform was, therefore, implemented with healthy dose of skepticism and critique on the side of academics; many of whom argued the superiority of the existing system, danger of half-hearted reforms and unquestioning acceptance of Bologna reforms as such (Ružić-Dimitrijević & Nikolić, 2010;

Stević, 2009). Vukasović (2014) suggests that the overall similarities between the HE systems of the former Yugoslavia allow for policy transfer between countries in Western Balkans, thus allowing draw direct comparison between Croatia and Serbia when it comes to perceived outcomes of Bologna reforms. “The system created by the reform is a bastard combining some elements of the old system with some concepts of the Bologna Process in a model that is in sync with neither the European surroundings nor Croatian society” (Kurelić & Rodin, 2012, p. 31).

2.3.2. Higher education reform and rationales for internationalization

The following section will discuss the recent development of HE system in Serbia focusing on strategy for development of HE and current state of internationalization of HEIs in Serbia in order to demonstrate current practice and issues that HEIs face.

Following European Council meeting in Thessaloniki in June 2003 conclusions that “the Western Balkan countries will become an integral part of the EU, once they meet the established criteria” (European Council, 2003), WB countries, including Serbia, began a series of sweeping reforms and harmonization with EU. In the field of higher education this meant accepting the Bologna reforms and Lisbon Strategy (Vukasović, 2014), which are regarded as two integral parts in the process of European integration (Maassen & Musselin, 2009). In order to qualify for EU funding (state) HEIs have, despite some reservations, largely accepted the reforms to become eligible for EU funding made available through programs such as TEMPUS, IPA and later on Erasmus Mundus (Vukasović, 2014). Together they have been the mobilizing force for change of Serbian HE system mostly through policy of Open Method of Coordination implemented by the EU. These programs were instrumental drivers of reform and internationalization process, as well as harmonization with EU regulations. The HEIs participate in these programs seemingly on a completely voluntary basis, but the purse string of EU funding is creating a critical mass for the support for reforms at the institutional and departmental levels by funding of specific desirable actions (see Tempus Office Serbia, 2010).

The Law on HE clearly states that it aims at expanding the number of citizens with HE degree, which is currently at 21 percent (Statistical Office of Republic of Serbia, 2014). It also proclaims for one of its principles to be harmonization with the EHEA and promotion of mobility of both students and teaching staff (*Law on Higher Education*, 2005, Art. 4). However, apart from this general statement there is no provision in the Law or any other bylaw on how this might be achieved. Additionally, as one of the integrative functions of the university (rectorate) the Law states international cooperation and as Branković (2010) claimed this provision made little or no impact on the functioning reality of Serbian state universities as the input-based financing was not changed with any kind of stimulating output-based funding. Therefore, I might conclude that the new Law expanded the role and mission of HEIs without providing funding for it, as well as indicators to measure the success in fulfilling this mission.

Following up on the previously said, apart for the chronic lack of funding, HE in Serbia has been also facing some system and policy issues and instability that were and to a certain degree are still affecting its ability to perform to a higher standard. Since 2005 the Law on HE was amended 6 times and the position of the minister was changed 8 times in total with the addition of 2010 merger of Ministry of Education and Ministry of Science, which despite its rationality did cause certain disruption in the functioning of the whole system due to delays and personnel changes. In the document written just after Serbia's joining of Bologna declaration the Ministry states that when it came to governance and policy implementation it "lacked the necessary expertise to accomplish these tasks efficiently"(Ministry of Education and Sport, 2003). Indeed, the task of the Ministry was more to politically control and subordinate universities to the will of the ruling party than to assure quality teaching or deal with issues of financing of HE (Turajlić, 2004). Hence, researchers frequently complain about the lack of data (Babin & Lažetić, 2009; Vukasovic, 2009) for research on HE in Serbia. Ministry, on the other hand, lacks information on which data would be necessary for HEIs to provide for evidence-based decision making (Turajlić, 2004, 2009).

The Strategy of Development of Education in Serbia until 2020 (Strategy 2020) was only adopted in 2012 and states the enormous challenges the globalization and increased mobility of capital, goods, and people is placing upon Serbia and its HE (Ministry of Education, Science and Technological Development (MESTD), 2012). It states that the education system in today's circumstances in the Republic of Serbia is closed on itself; separated from its surroundings; shaped by commercial interests; exposed to political influences; altered on the short-term with the aim to satisfy all interests no matter what the long-term consequences of that kind of problem-solving might be (MESTD, 2012, p. 2). Yet, universities are more open to international influences because they also can acquire additional funding for the reform of HE from international sources.

In the absence of clear-cut strategy (i.e. Internationalization strategy, mobility strategy) the measures and initiatives from the Ministry are largely externally influenced, top-down implemented, and politically motivated. An example of this is the campaign to get the University of Belgrade listed on the Academic Ranking of World Universities (ARWU) list or so called 'Shanghai List'. As for improving mobility and internationalization, projects like 'The World in Serbia' are openly described by the Ministry of Foreign Affairs (MFA) as scholarship project for students of all levels to study at the University of Belgrade (MFA, 2012), which should lead us to conclude that Belgrade equals Serbia. Ministry of Youth and Sports sponsors up to 500 students yearly to study on master and doctoral studies abroad (Ministry of Youth and Sports, 2014).

Despite these and other efforts the overall mobility of students and teachers in Serbia is still very low (Besic, 2009). A report made with support of King Baudain Foundation (Besic, 2009) examined academic mobility in Western Balkans and concluded that more opportunities from EU side is needed. Furthermore, the study revealed that less than 1 percent of Serbian

students have studied abroad, but also that only about 28 percent have considered or are considering studying abroad. Overall mobility is still very low in terms of percentage of the student population and the majority of existing mobility is in fact degree mobility completed within the boundaries of ex-Yugoslav republics and could, therefore, more be described as regionalization, than internationalization. Serbia is still popular destination for students from Montenegro and Bosnia and Herzegovina (UNESCO Institute for Statistics, 2014). Key obstacle to the mobility is still is financial (Orr, Gwość, & Netz, 2011). Short-term academic mobility in Serbia in general is highly dependent on outside funding, primarily from the EU, due to lack of any governmental support.

What is striking is the absence of formulated strategy of development of HE during the period after the passing of the 2005 Law on HE and adoption of the Strategy 2020 in late 2012. The current percentage of population between 30 and 34 with tertiary education of 21 percent (RZS, 2014) is lagging behind the EU average of 33,7 percent in the EU for the same year (2010) (Eurostat, 2014). Strategy 2020 foresees an increase to 30 percent by the year 2020. The state expenditures on HE in 2011 were only 0,68 of the GDP compared to EU average of 1,12 percent in 2007 (Bojković, 2011).

The Strategy 2020 recognizes this reality and identifies several key problem areas that are hampering academic mobility and internationalization: lack of English-taught or joint-degree programs, administrative barriers (visa, health insurance i.e.), and difficulties in recognition of prior studies abroad (MESTD, 2012). However, the resolution of these issues is left to the HEIs themselves as Serbian government neither rewards good practice nor discourages such behavior with funding. The Strategy 2020 advocates an increase of mobility in Serbia and development of Mobility strategy on the national level (MESTD, 2012), which has so far not yet been adopted. According to the Strategy 2020 HEIs should be stimulated to cooperate in joint doctoral studies which would result in higher quality of studies and be able also to attract students from abroad. By 2020 20 percent of all students will have participated in mobility abroad, at least 10 percent of study programs should be in English and at least students are foreigners (MESTD, 2012). Doctoral students should have supervisors from abroad and should be included in international research projects. Mobility is, hence, viewed as tool for the increase of quality of HE, however without change in funding it is questionable how HEIs will be able to achieve these goals.

In the absence of clear-cut objectives (in the form of Strategy and implementation) from the government and funding to follow it up, public universities have embraced international funding as *de facto* only mechanism for funding of both internationalization and mobility among other things. Since 2010 there is an increase in interest and funding for joint studies through the TEMPUS program (Tempus Office Serbia, 2010). Between 2008 and 2014, in total 19 networks (projects) in Western Balkans have received funding from the EU within Erasmus Mundus Action 2 (EMA2) program (EACEA, 2013b). Taking into the account the

planned number of mobilities and per country budgets, this would amount to almost 2000 outgoing and 200 incoming students and staff.

By participating in the aforementioned programs HEIs in Serbia were being prepared for future full participation in the current Lifelong Learning Program (Erasmus+) and were also exposed to internationalization issues creating an debate over the form, pace, and rationale for internationalization at the institutional level.

2.4. Internationalization of higher education in practice

2.4.1. Rationales

Most approaches to internationalization, however, still focus on either establishing international degree programs or integrating some forms of international element (student exchange, teaching in English, revised curricula) in those programs and attracting foreign students. That means that the key aim of an internationalized curriculum would – in theory if not in practice – be to prepare students to think in a global context, to see change as positive, and to manage it effectively. Pervasive motives for internationalization can vary according to the institution, but can generally be divided into four categories: economic, academic, political, and social (Knight, 1999; Williams & Evans, 2005). As de Wit (2013) pointed out these rationales are by no means mutually exclusive and their individual importance and weight may differ from country to country and depend of the current context.

Economic motives are probably the most pervasive, as well as rational and unambiguous. HEIs in developed countries, but not only there, have been facing ever growing financial pressure from the governments that have been reducing their funding for HE (OECD, 2013; Oliff, Palacios, Johnson, & Leachman, 2013) and have been demanding more accountability from universities. The sharp decrease in US public spending on HE has led to a substantial increase in tuition fees (Oliff et al., 2013; Williams & Evans, 2005). Some researchers hypothesize that following the trend of budget cut in the US, state funding for HE is heading towards zero (Mortenson, 2012) or to quote James Duderstadt, former president of the University of Michigan: “[Public universities] used to be state-supported, then state-assisted and now we are state-located” (Daily Texan Editorial Board, 2011). While this scenario has been largely avoided in Serbia, it should not be excluded.

Between 2000 and 2011 the overall number of international students soared from 2,1 to 4,3 million (OECD, 2013) and is expected to grow to 7 million by 2020 (European Commission, 2013). The increase of marketability of mobile students in the late 20th century, coupled with decrease in state spending on HE meant that more and more were encouraged to take advantage of this growing revenue source by raising tuition fees for foreign students and thus achieving short-term profit. On the other hand, some countries (i.e. Germany, Austria,

and France) have kept tuition fees low or do not charge them for the hope of long-term gain from attracting and later employing HE graduates. Regardless of the tuition fee policy, studies have proven that having international students supports economic growth and revives labor market in the host country (Altbach & Knight, 2007; European Commission, 2013).

Apart from attracting foreign students universities are increasingly looking at exporting their know-how either through franchising or partnership agreements. Internationalization is increasingly being used as a foreign policy measure (Altbach & Knight, 2007). British Council report (2014) urges UK universities to take advantage of anticipated expansion of India's post-secondary education sector. Universities from developed countries are, therefore, looking at these markets to expand and attract additional revenue. These kind of arrangements are seen as potentially benefitting the future commercial relations between countries.

Political motives for internationalization are mostly visible on the state level. Free trade agreements, EU enlargement and expansion of its influence and competences over the national governments are just some of the influences which were shaping the national policies of large and small countries alike. As previously stated the effects of globalization are twofold: it reinforces homogenization of societies – also referred to as “McDonaldization” (Ritzer, 1993), but it creates trends of division and increased inequity (Dreher & Gaston, 2006) that distances those who have, from those who have not. “With massification of higher education increasing at an exponential rate, there is strong interest on the part of large and small countries to make the export of education products and services a major part of their foreign policy” (Knight, 1999, p. 18). This then translates to the economic pull factor as Williams and Evans (2005, p. 81) demonstrate claiming that the main focus of most partnerships is to provide access to students that would translate in increased revenues.

Socio-cultural dimension of internationalization should not be forgotten, but here too the economic interests are becoming increasingly dominant. Williams and Evans (2005, p. 78) report that for UK universities EU students more now than before present a way “to fill gaps left by weaknesses in UK student recruitment” as opposed to more traditional cultural enrichment experience. As universities adopt policy of participation from diverse social groups, the pressure to maintain high course completion rates is mounting and in this respect EU students are used as leverage – considering their average higher completion rate as opposed to local students from under-privileged social background – enabling universities to maintain cultural diversity and score high completion rates (Williams & Evans, 2005).

Acquiring skills in intercultural competences is still identified by many academics as the single most important motive for pursuing internationalization of students, faculty and non-academic staff due to the nature of the interconnected global world, in which we are all living. Internationalization not only enables individuals to grow, but institution as well since

they are keen to attract foreign talents to internationalize their teaching and research. This does leave us with the issues like global competition for talents and brain drain (Altbach & Knight, 2007; Knight, 1999).

2.4.2. Misconceptions

How does one measure internationalization? Does having 30 percent of international students instead of 20 percent, make HEI more international? Those are the questions that are rarely asked as many take internationalization for granted striving for numbers and statistics – in which internationalization pursued for the sake of internationalization itself – instead of insisting on content and outcomes and how it contributes to improvement in teaching, research or third mission (de Wit, 2013; Redden, 2011). In that sense de Wit (2013) references nine misconceptions of internationalization like that HE is by nature international, that more partnerships or more international students equal internationalization, that internationalization is studying abroad or that internationalization equals teaching in English to name most important. Thus, he argues “the means appear to have become the goal” (p. 29). Merely increasing the number of mobilities without deliberating the impact on the students’ learning, introducing English teaching without paying attention to the actual language skills of both students and teachers or attracting foreign students but then not integrating them does not make a HEI international and recent studies agree (de Wit, 2013).

2.5. Theory of organizations and change

Theories lay the ground for researchers and practitioners in finding best solutions to overcome their challenges by making better sense of what is happening in their organization, as well as outside of it, in the surrounding environment that influences it. In the use of theories and conceptual abstractions, is very much highlighted the understanding of the problems and the new situations that appear, and appropriate ways or courses of action that can be identified and applied to bring success in any organizational setting. This section will examine the literature on organization theory and change theory which will help us understand and correlate the changes that happened at two case HE institutions in Serbia in respect to the external inputs (in the form of Erasmus Mundus).

2.5.1. Universities as open and loosely coupled systems

North defines organizations as “groups of individuals bound by some common purpose to achieve an objective” (North, 1990, p. 5). However, Scott and Davis (2007) expand this definition to certain extent claiming that organizations are also “actors in their own right” (p. 6). There are, indeed, numerous definitions of organizations depending on the perspective from which we decide to observe them; and the most popular are those that view organizations as either rational, natural or open systems.

Universities as organizations have so far shown great resilience and longevity. First universities in the form resembling today's model started appearing in the Middle Ages. Despite several crises they survived and are regarded as the dominant form of higher learning in the world. In the open systems theory this ability to rejuvenate and improve the system by utilizing the environment is commonly referred to as the "negative entropy" (Bess & Dee, 2008, p. 107; Katz & Kahn, 1978). The open system perspective emphasizes the open-nature of the organization, which interacts with its environment (Scott & Davis, 2007). As connections with the external environment become more important, the organizations and its parts interact with the environment and adapt to the changes.

"That a system is open means, not simply that it engages in interchanges with the environment, but that this interchange is an essential factor underlying the system's viability, its reproductive ability or continuity, and its ability to change." (Buckley, 1998, p. 44)

For Scott and Davis (2007, p. 32), the organizations from open systems perspective are "congeries of interdependent flows and activities linking shifting coalitions of participants embedded in wider material resource and institutional environments." Simply put: the organizations are highly influenced by the environment they are in. That environment can be political, economic or social in nature or can be represented by other organizations. Wiener (1956, p. 322) noted a varying degree of interdependence of the parts in the organization. Complex and highly social organizations, such as HEIs, are only loosely coupled systems (Buckley, 1967).

Bess and Dee (2008) note that dominant mode of organization of universities is the one where the connection between schools (faculties) is fairly loose and in which academic of similar disciplines belonging to different schools rarely interact with each other. Indeed, this structure, as we have deliberated already, is pushed to its extreme at the universities in Serbia. Here the faculties not only lack joint interaction, but they act as competition to each other offering similar programs (i.e. information technologies (IT) can be studied as business-informatics, as mathematics and IT, as IT and organizational sciences, and as engineering). It is what Pfeffer and Salancik (1978, p. 39) define as "competitive relationship". Yet, Bess and Dee (2008) argue that organizations with less strict structure and tradition of collegiality have been found to be more prosperous in an environment that is less certain; as it would be the case in Serbia. In such a system a university can be viewed as "coalition of groups and interests, each attempting to obtain something by interacting with others, and each with its own preferences and objectives" (Pfeffer & Salancik, 1978, p. 36). Still, reforming such loosely coupled systems may prove harder to accomplish across the organization. Its parts, however, may be able to adapt to the changes in the environment, thus allowing the organization as such to maintain itself and survive by functioning more independently from each other than in a tightly managed organizations (Weick, 1976).

By studying how organizations react to the outside stimuli and environment uncertainty we may distinguish three types of organizations: tightly coupled, where system responds as a

one entity without showing individuality of its constituents; de-coupled, in cases when only its constituent parts display responsiveness and the collective entity is not; and finally, loosely coupled, when it responds as a whole, displaying the uniqueness of its parts (Orton & Weick, 1990; Spender & Grinyer, 1996). The decoupling allows the organization to better understand its environment and its demands or more precisely

“The decoupling allows the organization to create an external mask covering its real purposes, processes, and values. The mask buffers demands of the external institution, and there is no deep impact on its core activities. [...] Thus, while the organization’s inner structure may seem appropriate to those outside, who take no part in its activities, it may seem hopelessly inappropriate to those initiating and experience its activities” (Spender & Grinyer, 1996, pp. 23–24).

The initial response and reaction of some parts of academic community in Serbia to proposed Bologna reforms that Turajlić (2004) describes reflects this notion.

2.5.2. Managing change

The environment in which HEIs operate is modulating and demanding from HEIs to adapt in order to succeed or even in some more extreme cases survive. Clark (1998) notices a disparity between those demands and ability of HEIs to successfully confront them. Later he asserted that “[t]he capacity to respond is limited by underfunding and by rigidified internal structures that were constructed in the simpler days of elite higher education” (Clark, 2001, pp. 10–11). The approach that is both well-planned and adaptable to sudden changes in environment is the characteristic of the entrepreneurial universities (Clark, 1998). Factors influencing these changes can be either internal or external (Davies, 1995), as well as institutional culture (Clark, 1998; Davies, 2001). Internationalization of HE comes as a consequence of the changing environment in which HEIs operate, which I have already deliberated. Clearly formulated strategy by the HEI is essential for the successful implementation of the internationalization process (Arabkheradmand et al., 2015). “Universities are obliged to develop their strategies for the future, therefore, to include an international dimension to their profile, balanced with their commitments and engagement to the local and national context” (Foskett, 2012, p. 36). Increasingly universities are devising various strategies and approaches that depend on the setting, history, and aim of the institution.

I have already established that international aspect has always been a part of university culture. However, Davis (1995) argues that in most cases in the past the international activities have been confined to individuals or at most department, but not the institution as a whole. He proposes a two-dimensional perspective on the institutionalization of internationalization strategy where on one dimension we have the approach (on the scale from *ad hoc* to highly organized) and on the other dimension the importance of internationalization to the institution (ranging from marginal to crucial). By combining these two dimensions we create a matrix-like structure of four quadrants (See Figure 3). Typically institutions that are in the Quadrant A would have a low level of international affairs, with

little or no structural support for activities that are mainly dependent on individual enthusiasm than part of a drown-out strategy. Institutions placed within Quadrant B still have relatively low scope of internationalization activities, but what they lack in quantity they compensate with highly systematic, well-organized, and focused approach. In Quadrant C, there is a larger scope of international activities, which are, however, lack adequate administrative support. The quality control mechanisms are uncoordinated and there are considerable tensions arising from the lack of focus and direction. Finally, the institutions in Quadrant D view internationalization as central to the development strategy and have developed cooperation and international presence that is based on the clear and established procedures and support structures that are capable of coping with the challenges of internationalization.

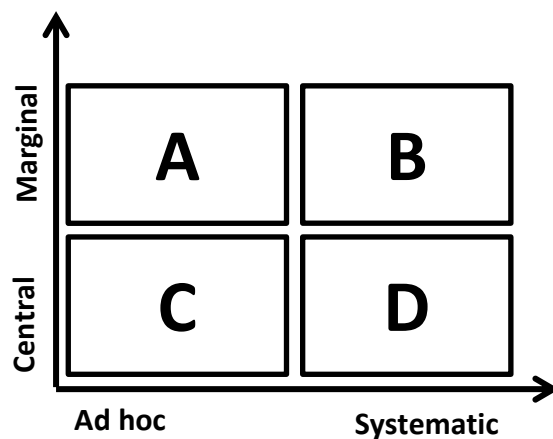


Figure 3: Adapted from Davis, 1995

One would not necessarily have to accept these coordinates as absolutes and in most likely scenario one particular institution might find itself partially in more than one quadrant, depending on the standpoint. Congruently, if one would use this matrix to describe a institution in a system such as Serbian, one should not use it as an absolute measure but rather relative to the internationalization within the system in which the HEIs operate. This approach would allow better perception of nuances that exist between institutions.

2.4.3. Enablers and blockers of internationalization

In order to ensure sustainability of internationalization process and detach it from the individuals HEIs have been employing diverse range of strategies that would enable them to institutionalize this process. In many cases the international activities are spread across the university and it is the task of the organization to connect these activities in one coherent scheme aimed at improving the internationalization of the institution as a whole and not just some of its parts. Knight and de Wit (1995) mention eight strategies for successful internationalization, six of which I will mention here. Two are less relevant due to the non-integrated nature of Serbian HEIs.

Support from the management is considered to be crucial as it legitimizes the process. It can be either direct (by passing new legislation) or indirect by assuring that internationalization remains in focus of activities. Involvement of critical mass of staff is perhaps self-explanatory as those who participate or have participated in international activities are more likely to have positive opinion on internationalization. Recent studies on impact of Erasmus have also confirmed this theory (Brandenburg et al., 2014; Klemenčič & Flander, 2013). International office as place from which internationalization activities are coordinated is vitally important. Knight and de Wit (1995) also stress the importance that staff in those offices has credibility with academics, as well as professional and cross-cultural skills to be able to support the process adequately.

Funding plays an important role and due to the fact that additional funding may not always be available HEIs, need to consider incorporating international perspective into existing programs as strategy for dealing with lack of finances. Policy statements in the form of regulations or strategies stimulate internationalization. Regardless if they arise from practice or are intended to guide practice, it is vitally important that they are supported and enacted and not just words on paper. Incentives in the form of monetary compensation and/or acknowledgment of effort put in the process of internationalization are important to sustain the momentum. Regulations for promotion rarely take into account these factors and more often rely on the number of publications and research. Providing opportunities for academic staff to acquire international experience pays dividends in their later support, enthusiasm in the classroom and teaching methods (Brandenburg et al., 2014; Green, 2007).

On the other hand Green (2007) identified some of the most prevailing barriers that are preventing internationalization of HEIs, some of which may be in direct contrast to the previously mentioned enables of successful internationalization. On the institutional level the barriers are:

- Lack of support from the Institutional leaders
- Lack of institutional strategy
- International programs and activities are fragmented and not connected
- Funding for the process is not available
- Curriculum is not internationalized

Green (2007) also specified some obstacles to internationalization that can be observed on the individual level: lack of global mind-set, not viewing internationalization activities as being connected to their job requirements, lack of personal experience in working with other cultures, and lack of English language skills.

2.5.3. Lewin's change model

In order to better understand the changes and why attempts to instigate an enduring change fail at universities, the three-step change model developed by Lewin (1947) will be presented. Similarly to Buckley's (1967) notion of "morphostasis" and "morphogenesis" one

should approach and interpret the concepts of change and periods of relative stability together (Lewin, 1947). Lewin's model, despite some criticisms (Dawson, 1994; Dent & Goldberg, 1999), is still one of the more influential models of planned change (Burnes, 2004). Planned change is initiated once the need for this change is identified. Lewin (1947) did not limit the initiator of change to any particular group, although it was mostly expected to be a top-down process. Lewin's model, as the name suggests, consists of three distinct steps: first the unfreezing, at which point the obstructing behavior is identified and actual change is proposed; this is followed by the change or "moving to the new level" (Lewin, 1947, pp. 34–35); and finally the refreezing stage which should imbed the new reality and allow it to be continued in the future and not just be a "shot in the arm". The following section will review each of these steps in more detail.

In order to 'unfreeze' according to Lewin (1947) one should first break the stability of human behavior that needs to be changed. There needs to be a sense for urgency for the change on the side of leadership on one side and on the other the opportunity for subjects of the change to address their concerns and express their opinions, thus becoming integrated in the process (Davies, 2001). Many changes fail due to lack of commitment of those involved. Psychologically change is interpreted as a loss (Schein, 1996). Those that are the subjects of change should not feel threatened by the change in order to accept the new behavior (Burnes, 2004). This is similar to what Kotter (2007) identified as "creating a sense of urgency" and "establishing a powerful coalition" as reasons why changes fail if they are not implemented.

The Second step, 'moving' is crucial as this is the actual reason the unfreezing was initiated in the first place. Thus the "unfreezing is not an end to itself" (Schein, 1996, p. 62) and should be the starting point in further development. In complex and usually large institutions such as universities the planned change is not simple to manage due to multiplicity of forces that are involved (Burnes, 2004). Lewin (1947, p. 36) noted the superiority of group as opposed to individual approach to change saying that "this same force field will tend to facilitate the changing the individual and will tend to stabilize the individual conduct on the new group level." To facilitate this process, the leadership can deploy a number of methods to manage the inevitable resistance any effort to 'move to another level' will face (Davies, 2001). The role of the leadership in this stage is, therefore, crucial to the continuing success and longevity of the change. Having the vision and the strategy, as well as being able to communicate it and enable others to follow it is important part of the success (Kotter, 2007). In situations where barriers are high and/or resistance is stiff management may employ a "low threshold" approach (Davies, 2001) or try to generate short-term wins and communicate them in order to reinforce the new behavior (Kotter, 2007).

Final step in Lewin's three-step model is the 're-freezing' in the attempt to solidify the new "quasi stationary equilibrium" (Burnes, 2004). As it was pointed out, many changes fail due to the inability to anchor the new behavior in the organizational culture (Kotter, 2007).

Lewin understood that the group approach to change management had higher rate of success than individual change (Burnes, 2004). The principle is to maintain the momentum of change, consolidate what was gained, and prevent regression to previous behavior (Kotter, 2007). The final phase may to certain extent overlap with the previous phase (Davies, 2001). When approaching changes it is important to keep in mind the long-term perspective and not just short-term gain. Successful leaders were aware that change process takes time and determination and were able to balance between the speed, determination, and persistence without the appearance of inaction (Eckel, Green, & Hill, 2001). In summary: change process is more like a marathon and less like a sprint.

Even though the emphasis is usually on the financial or organizational issues in implementing change, one should also not underestimate the cultural aspect of altering old habits that prevent or hinder us from responding to changes in the environment (Duderstadt, 2000). Leadership should acknowledge and respect the history, as well as “interweaving of continuity and change” of the organization allowing the old values to sustain (Bass & Avolio, 1993, p. 115). Change is a process and not an event. It is more likely to become permanent if it gathers backing of a diverse group of university stakeholders (Clark, 2004).

When utilizing the Lewin’s model one should not approach it as a step by step guide to change management, but rather a general concept of successful and long-lasting change. Critics of planned change make many valid points (i.e. high failure rates, conflicting group identities, inertia) (Liebhart & Garcia-Lorenzo, 2010). There are many that claim that Lewin’s model is outdated and antiquated (Burnes, 2004), however, “[s]cratch any account of creating and managing change and the idea that change is a three-stage process which necessarily begins with a process of unfreezing will not be far below the surface” (Hendry, 1996, p. 624).

The Lewin’s change model and the Davies’ matrix of internationalization present adequate tools for examining the externally instigated change process such as the Erasmus Mundus. Lewin’s theory is suitable to description of a process, while Davies’ model can be viewed as roadmap for internationalization. By examining the blockers and enablers of internationalization through the phases of change and presenting the evidence of how this external driver has impacted each institution’s response to internationalization, I hope to be able to contribute to better understanding of the process and its future development.

3. Methodology

The following chapter will discuss the methods used in this thesis to determine the impact of European-funded programs on the practices of internationalization of Serbian universities. It will further summarize the data collection method and procedures, explain the process of interviewee selection, and provide information on how the data was analyzed.

3.1. Research questions

The approach of this thesis is on one side descriptive as it aims to portray the current condition of the system, but on the other hand also explain how it has developed and changed over time. The main research question that this thesis will try to answer is:

How has participation in Erasmus Mundus program influenced the view and practice of internationalization in two Serbian HEIs?

In order to understand the topic in more detail, the thesis will also pose two additional sub-research questions:

- a) What are the main enablers and blockers to this practice of internationalization?
- b) How might the experience in Erasmus Mundus Action 2 contribute to further enhancement of internationalization in these two universities?

3.2. Research design

Considering the timeframe and scale of this thesis, I have decided to utilize the qualitative case study research method. This method is also considered most appropriate when dealing with 'what' and 'how' questions and allows to understand experiences and attitudes of people towards certain phenomenon (Creswell, 2003). The method of exploratory case study has been widely used in HE research as a "classic approach to small scale research" (Tight, 2012). Two main reasons for the choice of research method revolve around the contemporary nature of the research phenomenon and the process nature of the object of study where the boundaries between the case study institution and environment are not completely clear (Yin, 2009).

The in-depth semi-structured interviews with representatives of two case universities were the primary source of data for the thesis. When needed to support the arguments official documents, and statistical data on mobility provided by both case universities was utilized.

Semi-structured interviews were selected in order to allow unique experiences and stories of the participants to surface (Stake, 1995). Participant were allowed to express their views and the researcher followed the topics they considered important. Considering the origin of the

data, the epistemological approach will be more interpretive seeking to uncover multiple realities and social concepts of phenomena in question (Dawson & Buchanan, 2006). The information from the interviews was then interpreted for each case separately by examining the internationalization practice and any influence that EM program had on the change of the practice, as well as reasons behind the change or lack there of using the Lewin's 3-step-process (Lewin, 1947): 'unfreezing', implementing change, and 're-freezing'. Finally, using Davis' (1995) two dimensional perspective of approach to internationalization the institutions were associated. At the end several recommendations were offered.

Secondary data in the form of official policy documents (on state or university level), adopted internationalization strategies, statistical information on mobility, and reports were also used when possible in order to confirm or rebuff the information obtained from the interviews (Marshall & Rossman, 2006). The analyzed documents contain data related to the topics that are discussed and are all listed as references.

Occasionally the author has also drawn to his own experience with the cases subjects and the country situation in the interpretation of the data. This was then brought together with the data and analyzed in such a way to be able to answer the research questions.

3.3. Construction of case studies

3.3.1. Choice of case institutions

The literature review and data on Erasmus Mundus reveal that most activity regarding internationalization and mobility takes place at 4 largest public universities (Belgrade, Novi Sad, Niš and Kragujevac). Other public universities were excluded due to their non-participation in EM program. University of Novi Sad (UNS) and the University of Niš (UNI) were selected mainly due to their comparability, as well as accessibility to potential participants. City of Novi Sad and Niš have similar number or inhabitants and size of two universities is comparable (with Novi Sad having some 25 percent more students). University of Belgrade was excluded due to several reasons. Firstly, the University of Belgrade with more than 90 000 students is almost twice as large as University of Novi Sad and almost 3 times the size of University of Niš. It also has 31 faculties compared to 14 at UNS and UNI. Secondly, as capitol university it is the primary destination of any foreign student and to certain extent, it enjoys special status with the Ministry that influences its attitudes and approaches to internationalization. The University of Kragujevac was excluded since it only participated in one EM project between 2008 and 2014.

The selected institutions participated in several EM projects and were also involved in Tempus projects that are specifically targeting internationalization, allowing for comparison. Another reason for the selection of the case institutions was the possibility to obtain access and permission from the potential participants since I have worked at the International

Relations Office of the University of Novi Sad for 9 years and have also worked with the colleagues from the University of Nis.

3.3.2. Interview process and participants

The author has decided to employ the semi-structured focused interviews that would allow stories of the interviewees to develop and intertwine based on their experience and position (Yin, 2009). At both institutions a total of 16 interviews were conducted – 8 at each institution. One additional interview was conducted with an independent HE expert based in Serbia. All the interviews took place between 8 April and 4 May 2014. Two interviews were conducted in written form due to the explicit wish of the interviewee, all other were conducted either face-to-face or over Skype. Each interview was recorded, then translated and transcribed (where applicable). Interviews lasted between 25 and 60 minutes.

At both institutions participants include persons at senior management positions (2 rectors, 3 vice-rectors, 1 dean, and 2 vice-deans), 4 academics that were directly involved in mobility programs and/or internationalization (ECTS coordinators, EM project contacts), and 4 non-academic staff members directly involved with mobility and internationalization at university or faculty level. The author has faced some difficulties with regards to arranging interviews due to the fact that at the time at most faculties the process of election of deans was underway. This has contributed to the unavailability of some of the persons that were contacted. However, the opinions of the most important actors at both institutions were obtained, which should ensure the validity of the data and conclusions deriving from it. The interviews were focused on the institutional perspective of internationalization; however, personal experiences of the participants related to their involvement and duties, as well as system level observations could not be avoided.

Regarding the selection of the participants, the author has mostly opted for the senior management due to their direct involvement in the decision making process at the institution. Both university and faculty management were targeted since the case universities have decentralized structure with faculties as separate legal entities. Additionally, the processes revolving around internationalization and mobility at the university level are more often than not unstructured. Therefore, the university management has only limited power to steer the internationalization process, which meant that participation of faculty management and/or academic staff was essential in order to obtain information on the state-of-the-art. Non-academic staff members, international relation officers, at university or faculty level with or without that official title were selected due to their centrality for the process of internationalization. Participation of other actors and stakeholders (student service staff, academic staff in general, and beneficiaries of EM grants) was considered but it was rationalized that the selected groups were best suited considering the scope and focus of the research, as well as the research question. The internationalization level and intensity at Serbian HEI is currently too low. Also, it was expected that potential data obtained from those other actors would be much more narrow-

scoped, accidental, and fragmented compared to what has been gathered through interviews with actors higher in the institutional hierarchy.

3.3.3. Documentary analysis

Within this research, primary and secondary data are triangulated against each other for the purpose of the higher credibility of observations (Marshall & Rossman, 2006). Documentary data include policy and strategy documents. All used documents can be found in the list of reference. Apart from that data on the official websites of both universities and data made available by the universities has been used to support and illustrate arguments.

3.4. Validation procedures

In order to ascertain that the data has been used properly the collection, as well as storage of the data was carefully deliberated and planned. Also the interview questions have been developed beforehand to help guide the process. List of question can be found in Appendix 1. Considering that the interviews were conducted in Serbian language, special attention was given to the translation of the interviews, as well as any used material that was in Serbian. Whenever possible, documents available in English were used. The author is a proficient user of English and native speaker of Serbian which should enable the accuracy of translation and correct later interpretation of the data. The data on mobility in Erasmus Mundus action 2 program was either provided from the individual project coordinators or obtained from the International Offices at both case universities.

3.5. Limitations

There are two types of limitations regarding this thesis: firstly in the way research was conducted and secondly in the research task as such.

Time constrain was major factor influencing the research process as the study schedule only allowed about five months for thesis completion including theoretical and practical part. Although methodology employed in the scope of the study limits the degree of generalization, there are lessons to be learned by other HEIs seeking to initiate internationalization process thorough participation in mobility programs.

There were some issues with obtaining secondary and statistical data, as the collection procedures vary from institution to institution. The availability of some of the intended interviewees, as well as their interest to participate, partially influenced the final list of participants. Most of the interviews were conducted in person requiring travel and thus time. Due to the nature of the research method only eight persons per institution were interviewed and that may be a limiting factor for the results. Some of the quotes and

interpretations may not necessarily reflect the viewpoint of the academic community as a whole or the entire management of HEI in question (at university or faculty level).

The topic of the thesis explores new territories in the context of Serbia. Considering the possible scope of research and the thesis not all topics could be explored in full detail.

3.6. Insider role and bias

The possibility that researcher could be influenced by his or her preconceptions and opinions about the object of the study is what is considered as bias. This might influence the choice of study participants who would support preconceived expectations or choice of questions and even use of only data which supports wanted conclusions (Padgett, 1998). I recognize my insider role due to the fact that I have been working at one of the case universities for almost ten years and am familiar with the issues Serbian HEIs are facing. On one hand, this has enabled me easier access to potential interviewees and use my knowledge of the circumstances in which Serbian HEI operate, but on the other hand I was aware that it might pose issues with my objectivity. Recognizing those issues was the first step in maintaining objectivity. I was aware that due to familiarity some respondents might be more open in their replies. Likewise, I was prepared that those that do not know me might not be willing to express their true opinions and my aim was to limit this by being honest about the purpose and aim of the research and by assuring anonymity of respondents. However, it is entirely possible that another researcher with less attachment with case institutions could have obtained different data and thus, have reached different conclusions.

3.7. Ethical issues

All interviewees received information on the nature and purpose of the research in advance. Prior to each interview, consent for the use of data was explicitly asked and given. Interviewees were informed that the participation in the research is purely voluntary and that no personal data of the interviewee or information that would reveal their position within the case study institution will be revealed. The rationale for anonymity was to assure more open and critical approach of the interviewees. Prior to the interview, questions were emailed to all participants in order to familiarize them with the content and topics, but they have been advised that the interview would be semi-structured.

After having provided information of the research methods used to provide basis and suitable evidence to answer the research questions, the next chapter will present the findings and discuss the internationalization practices and influence of EM in case institutions..

4. Case study findings: results, analysis, and synthesis

This next chapter will aim to present the findings from the research at two case institutions: University of Novi Sad and University of Nis. The structure will follow each institution separately using the Lewin's (1947) change model and Davies' (1995) internationalization matrix, followed by conclusions and recommendations. Both cases will be presented separately following Lewin's three steps: 'unfreezing', moving to new reality and 're-freezing'. At the first and last step I will analyze the state of internationalization using Davies' internationalization matrix in an effort to determine if there were any changes in the perception and approach to internationalization practice between the start of the participation in EM and the end.

The focus of this research is on the institutional level, but the interaction with system level cannot be avoided due to their complementarity and interaction. Literature (Clark, 1998; Davies, 2001; Williams & Evans, 2005) has also suggested that the system level is an important factor for instigating institutional change and it was also a frequently mentioned in the interviews. The overall consensus and expectation of respondents is that Strategy 2020 and Action plan will remain words on paper. The view of interviewees is consistent with the view expressed in the literature (Ministry of Education and Sport, 2003; Turajlić, 2004, 2009). "Where is the system controlling the system? If they say they will do something in this time and they don't do it, what are the repercussions?", asked one respondent (UNS_4, 2015), while several others agreed that Ministry does not have the capacity to implement what has been written (UNI_5, 2015, 2015; UNS_8, 2015). "The system is, there is no system; there is just chaos" concluded one interviewee (UNS_8, 2015). Interviews frequently mentioned state as blocker of change (UNI_2, 2015; UNI_3, 2015; UNI_7, 2015; UNS_2, 2015; UNS_4, 2015).

"We are merely translating EU policies without paying attention to our own situation" (UNI_7, 2015). Numerous laws and regulations also hamper any possibility of attracting foreign students. Foreign students cannot apply for dormitories, have trouble obtaining visa, there are issues with health insurance, and payments of scholarships were frequently mentioned and HEIs see the state institutions not as partners in solving those issues but as opponents (UNI_2, 2015; UNI_5, 2015; UNI_6, 2015; UNS_4, 2015; UNS_8, 2015). Obviously, the system is promising too much to itself and no one can hold it accountable when it fails. Several interviewees expressed their belief that the Ministry might soon decide to change funding regulations, that is, reduce the funding of HEI. In their opinion that might be the real instigator of change since some HEIs will need to look for alternative sources to compensate for loss in state funding and that might include attracting foreign fee-paying degree students (UNS_1, 2015; UNS_5, 2015; UNS_6, 2015).

The program 'World in Serbia', which was already mentioned in Chapter **Error! Reference source not found.**, one interviewee called "World in Belgrade" (UNS_2, 2015) due to the fact

that all scholarships are awarded to the University of Belgrade. Scholarship program of the Ministry of Youth and Sports is also not viewed positively as it is small scale, not well known, and in both cases procedures and criteria are questionable, and their aims are vague (UNS_4, 2015). Therefore, the interviews reveal that at the system level there was thus far no serious attempt to 'unfreeze' the current state. On the contrary, the system level seems to be one of the main reasons for maintaining the status quo. "The problem is that Serbia does not seem to have an idea of what kind of internationalization it needs and ends up spending the little resources it has on transparent programs that bring questionable benefits" (IND, 2015).

Accreditation process was more frequently mentioned as blocking factor than at the UNS. It was expressed that it is long, costly, and heavily in favor of existing programs (UNI_3, 2015; UNI_5, 2015). One interviewee complained that "accrediting new programs is notoriously difficult" as is accreditation of joint studies and double degrees. "We had to give up on accrediting several joint programs that were part of Tempus projects because we could not accredit them" (UNI_5, 2015). This is the evidence that regulations on the system level are actively hampering and discouraging any attempts in 'unfreezing' of current reality, which is why internationalization has remained mainly sidelined as a topic.

4.1. The understanding of the term 'internationalization'

In order to better understand and explain the processes that are taking place at Serbian HEIs regarding the internationalization, it would be important to ascertain what meaning the term internationalization has for the HE actors that are directly involved in creating and implementing internationalization policies – either as part of management or international office. As the literature has shown the meaning of the word internationalization has proven to be rather ambiguous in its meaning as people attached different meanings to it depending on their involvement and context in which they worked (Knight, 1999). The most commonly used definition in research circles by Jane Knight (1994) only was mentioned once during the interview process. This ambiguity of meaning was actually referred to in one interview: "It depends, I think who you ask. If you ask people in a center of excellence who do research they would say that internationalization is important from that particular point" (UNS_4, 2015).

Six interviewees identified internationalization as mobility or intensifying of mobility activities. "For me mobility is internationalization" (UNI_5, 2015). It is seen as the outcome of a process at which there is a higher degree of mobility at the HEIs. That process by which it is achieved is either adjusting the offer or using Bologna to reform the institution (UNI_1, 2015; UNS_6, 2015). The other common association to the term internationalization was that of cross-border cooperation and competition between HEIs. "[Internationalization is] opening up perspectives on opportunities and channels of communication beyond the local"

(UNI_3, 2015). In this sense the internationalization is a tool for HEIs to cooperate and compete at the local, regional or world stage. Internationalization is, hence, a measure of how capable a particular HEI is to participate in various international activities like student and staff mobility, joint research projects or joint study programs (UNI_2, 2015; UNS_5, 2015; UNS_6, 2015) or how capable is to attract foreign student or academics (IND, 2015).

On a somewhat different approach, two interviewees referred to the internationalization as being “the inherent part of the universal character of knowledge” (UNS_4, 2015) and that “university is by definition internationalized” (UNS_1, 2015) and in line with one of the common misconceptions of internationalization Hans de Wit (2013) identified. For several respondents the internationalization encompasses much more than just the work of the international office and mobility or cooperation; it shapes the day-to-day operation and represents a frame of mind in which the university is international in order to keep up with the changing world. Internationalization is not a desired static state but a dynamic process where outcomes are uncertain and open-ended (UNS_1, 2015; UNS_4, 2015; UNS_7, 2015; UNS_8, 2015).

In the period of the 1990s – due to sanctions and wars – universities in Serbia have suffered a sharp decline in international cooperation. They were also the first areas that have opened to the international cooperation after the decline of Milosevic’ regime in 2000 taking part in EU-funded programs. However, it has been an uphill battle in a completely changed environment. In today’s interconnected world it would be hard to isolate yourself even if you wanted to do so (UNS_4, 2015), but the level of exposure to the internationalization issues also has left some trace on the perception of its meaning and purpose. In most parts internationalization is seen as mobility and cooperation/competition for mostly funding and to a lesser extent students since in those aspects of internationalization HEIs have been most active. The approach of Novi Sad was much broader at the beginning “[m]y approach was to open up the university as much as I could” and it was continued by later management (UNS_7, 2015). It would seem that this view determined the early actions which in turn shaped the understanding.

4.2. Case institution: University of Novi Sad

4.2.1. Description of case university and its participation in Erasmus Mundus

The University of Novi Sad (UNS) was founded on 28 June 1960 at the beginning of HE expansion in the former Yugoslavia. The University and majority of its faculties are seated in the city of Novi Sad in the northern Serbian province of Vojvodina. With nearly 300 000 inhabitants, Novi Sad is the second largest city in Serbia. The University currently enrolls more than 50 000 students in total and comprises of 14 faculties, 5 of which are seated in 3 other larger towns in Vojvodina (Subotica, Sombor, and Zrenjanin). UNS offers more than 350 study programs but almost all are primarily offered in Serbian language with the

exception of the Faculty of Medicine, which also offers its programs in English. Of almost 5000 full-time staff members the University employs, 3750 are academic or research and 1249 are non-academic staff. The number of foreign academics is currently 66, but those are primarily guest lecturers that are not full-time employees or foreign-language lecturers (University of Novi Sad, 2015). UNS International Relations Office (IRO) currently employs 5 full-time staff and there is also a separate Project Office with three staff members that only deals with international projects, but mainly focuses on Tempus. In addition to the central IRO currently 9 faculties have at least one staff member that is predominantly tasked with international activities (mobility, projects and/or research).

According to the latest available figures, UNS had in total little over 2422 enrolled foreign students on all levels of study in fall 2013. Divided by level of study there were 2084 bachelor, 295 master and 43 PhD foreign students. However, those numbers do not really reflect the internationalization level since only about 120 of these students do not come from countries of former Yugoslavia (Bosnia, Montenegro, Macedonia, Slovenia, and Croatia), where Serbian is spoken or understood. Most non-Serbian-speaking foreign students are from Libya (30) followed by, Greece (15), Iran (7), USA (7), and about 30 other countries with 6 or less students (see Appendix 2 for the full list).

With regards to Erasmus Mundus (EM) the University of Novi Sad has participated in the program since Serbia became eligible in 2008 and the participation has had a profound effect on the number and scope of mobility on the university as a whole. Between 2008 and 2014 UNS has participated or still participates in following projects financed under the umbrella of first EM external cooperation window and later EM Action 2: BASILEUS (1-5), JoinEU-SEE (1-5), EM2STEM, SIGMA 1 and SIGMA AGILE, ERAWEB, EUROWEB+, and SUNBEAM. In the period leading up to the participation in EM (2004-2008) the UNS had 41 total outgoing and 69 incoming exchange or credit mobilities as recorded by the IRO. IRO statistics may exclude a number of individual arrangements and short-term scholarships awarded by various governments and agencies like DAAD (German Academic Exchange Service) since the information on those was either not available or unobtainable. CEEPUS program, which is coordinated at the level of the Ministry of Education, could also not be included as precise data on incoming and outgoing mobility is not available. Incoming mobility in CEEPUS program is estimated at between 30 and 60 and outgoing between 100 and 180 UNS. The majority of CEEPUS scholarships are for short visits lasting between two weeks and one month, thus have less impact on internationalization as they rarely include teaching.

Figure 4 and Figure 5 show that since the beginning of participation in EM program the number of mobility has soared in both directions by as much as 8 times – though the starting level was very low. UNS participated in all except four project funded within the EM Western Balkans lot between 2008 and 2014. About 70 to 80 percent of its total mobilities in that period were in fact EM-sponsored.

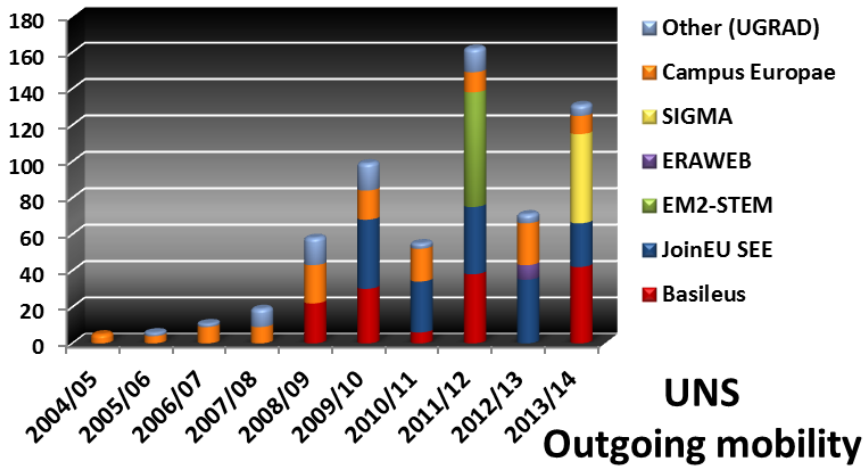


Figure 4: Outgoing credit mobility at UNS between 2004-2014 (Source: UNS IRO)

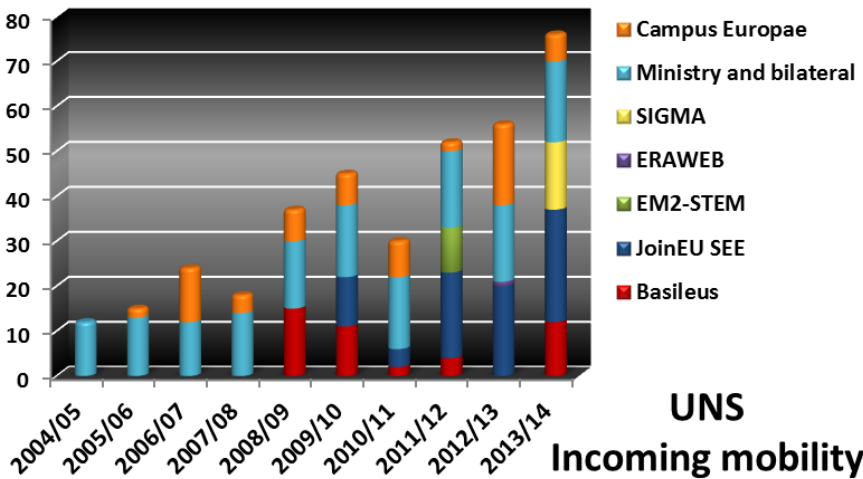


Figure 5: Incoming credit mobility at UNS between 2004-2014 (Source: UNS IRO)

4.2.2. Interpreting change

If we were to use Davies' (1995) matrix model and try to place UNS on it before EM program, we could say that at the beginning UNS could be positioned at the middle of the Davies' A quadrant. There was some systematic approach to internationalization issues on the central level and also several isolated pockets at the faculty level that were systematic in their approach to internationalization, but they were largely marginalized by the fact they were too few and far between and they were lacking a cohesive factor. On the other hand the involvement of faculties was low largely due to the fact that internationalization was not seen as a priority and that most cases of mobility were dealt with on case-to-case basis due to them being rare. Ministry of Education's involvement was marginal and lacked any institutional and clear-cut form.

| | |
|---------------------|-------------------------|
| A (Marginal-Ad hoc) | B (Marginal-Systematic) |
|---------------------|-------------------------|

| | |
|--|---|
| <ul style="list-style-type: none"> - Ministry of Education - Exchange at the level of faculties - Attracting non-Serbian speaking students - Attitude of faculty management - Course offer in English - Lack of IRO staff at faculty level | <ul style="list-style-type: none"> - Participation of UNS in some exchange programs prior to EM - Work of isolated groups at faculty level - Hiring of new IRO staff at university |
| <p>C (Central-Ad hoc)</p> <ul style="list-style-type: none"> - Attracting Serbian-speaking students from the region | <p>D (Central-Systematic)</p> <ul style="list-style-type: none"> - |

Figure 6: Matrix of internationalization (Davies, 1995) at University of Novi Sad at the beginning of EM program

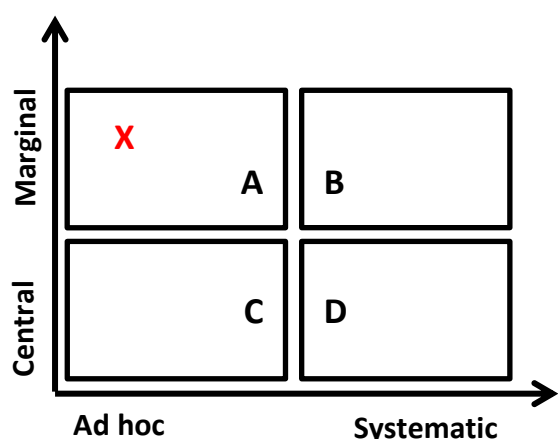


Figure 7: Position of UNS prior to participation in EM (adapted from Davies (1995))

4.2.2.1. 'Unfreezing'

Literature suggests that the main power within HEIs lies at the level of faculties due to their legal status and funding model (Babin & Lažetić, 2009; Turajlić, 2009; Vukasovic, 2009). Directly connected to the already mentioned issue of funding is the recruitment policy. Almost all faculties depend on state per-student-funding for which they receive more per capita than from fee-paying students (UNS_5, 2015).

“[The emphasis is on] standard programs, which are on the list for the budget. Our priority is on teaching and teaching process. Outside of that framework we do not want to go. We have done so for 55 years; we open the competition, we receive enough student applications. We can fill our capacity and we are not interested to attract students from abroad, except Bosnia, Montenegro or Croatia. For example, Bijeljina is very important to us; about 10 percent are from there but they are treated as domestic students” (UNS_5, 2015).

Thus, about 70 percent of foreign students come from Bosnia (see Appendix 2 – List of foreign student at the University of Novi Sad) because Students from former Yugoslav republics can apply for studies under the same conditions as domestic students and be financed by the State and receive subsidized dormitories. For the faculty management it is important to fill the budget-funded places and only in that sense do faculties look to the region as a potential

market in the times of declining population. The in-depth statistics of foreign students corroborates this view because from the overall number of non-Serbian speaking students on bachelor level almost all are enrolled at one faculty – Faculty of Medicine, which offers the courses in English. On master level, where usually most foreign student should be found, there are only a handful of non-regional foreign students and on doctoral level majority of foreign students come from Libya, which have proven to be very lucrative for some faculties as they have high scholarships. However, their knowledge level is hardly enough to allow them to finish under the normal criteria (UNS_5, 2015). For this or some other reasons some faculties have rejected prospects of having students from Libya, but some also rejected proposals to collaborate with HEIs in Austria in creating a PhD studies (UNS_6, 2015).

In those circumstances “[m]anagement does not see the potential of internationalization. They speak that it is important to be part of these initiatives but they do not do anything” (UNS_6, 2015). In several cases even vice deans complained about not being able to enforce any change due to dean’s informal but obvious obstruction. “From our experience there are retrograde elements that do not want to internationalize out of fear that it will show that someone is better than them”, respondent said (UNS_6, 2015). The same respondent said there was an informal agreement to offer some courses in English language for potential incoming students in the EM programs. However, when it came to realization the idea was blocked and deferred without clear explanation. This can be contributed to what Lewin (1947) describes as the fear of change. On the other hand one faculty leader explained:

My idea is to create such programs that will be interesting and attractive to foreign students, but not just to translate our programs. (UNS_3, 2015).

Another faculty in Novi Sad has clear objectives for the next three-year period: accrediting and offering programs and courses in English, hiring new professionals, and improving research competitiveness (UNS_8, 2015). The participation in EM program has provided opportunity for faculties to host foreign exchange students and at the same time has provided them with the feedback on their attractiveness compared to others. Comparatively, UNS in EM program was able to attract more students than some other institutions. Still this attractiveness is a ‘false positive’, meaning that not all faculties were equally interesting for incoming students: some received the bulk of students and most did not host any students or even staff. “Our image is not strong enough to attract students” (UNS_1, 2015), but another respondent asserts “we are attractive because we are exotic” (UNS_3, 2015). Another faculty representative clearly admitted that they were not satisfied with the number of incoming students and that it will be a priority area in the next period (UNS_8, 2015).

Thus, we can speak of the influence of EM as highlighting the need for change. However, the response on that information depends on the person: some react in fear and self-isolation and the others perceive it as a challenge and opportunity to instigate change. Those opposing attitudes can be found in several interviews. “Older academics fear they would be

marginalized and most people accept that out of some sense of collegiality” (UNS_6, 2015). Yet, on the other and you also hear “I speak from a perspective of a young and ambitious person who thinks that every pool is too small. I felt that way here [...] The experiences of people who have gone on mobility are vitally important. They can bring the new ideas that only need to be heard” (UNS_3, 2015). In a HE governance structure that Serbia has (Branković, 2010; Turajlić, 2004) the attitude of faculty management, particularly deans plays an important, if not crucial, role in determining the starting point of the identifying the urgency for change, gathering critical mass, and staying committed to change. If those criteria are not met – and interview evidence shows that more often than not they are not met – then the second phase has almost no chance to succeed.

Green (2007, p. 22) argued that “the institutions that are most successful in internationalization have presidents and chief academic officers who are ardent supporters and public champions of internationalization.” The interviews suggest that UNS had this kind of leadership that inspired others and was aware of the situation. Although university management under the provisions of the Law on HE did and still does not have much influence on faculties, at UNS the university management took a proactive role early on in shaping the changes at the University. “It [the power of the rector] is limited but you can always find allies, who share your opinion and move on from there. I knew that the climate needed to change in order to push the reforms. To do that you need to build up a critical mass of like-minded people to help you accomplish that” (UNS_7, 2015). The process that was started then, was mostly continued by succeeding rectors (UNS_7, 2015), which allowed continuity. During this period at the central administration, there was a deliberate and strategic expansion of not only International Office from two to four and later five staff members, but other administrative positions as well (UNS_7, 2015; UNS_8, 2015), “because rectors come and go but the administration brings continuity”, explained former university leader (UNS_7, 2015).

In that early period, UNS pioneered a master in European studies taught in English in 2005. UNS was also the first and only university from the region to take part in *Campus Europae* exchange program, which is a relatively small-scale exchange program in a network of some 18 European universities (data on Campus Europae mobility is shown in Figure 4 and Figure 5). For a long period UNS was the only non-EU university in this network and only university that could not rely on Erasmus to fund the student scholarships, thus presenting unique challenges needed to be addressed (UNS_4, 2015). Therefore, even before the EM program had started, UNS had attempts in ‘unfreezing’ the current reality with studies in English language and exchange programs. However, no large-scale change happened in this early period presumably due to lack of critical mass, since those cases were isolated and hardly visible to the larger academic community. During the period 2005-2008 most urgent matters for faculties was the transition to Bologna system of study (Turajlić, 2004, 2009) and therefore the sense of urgency and commitment was also absent. Campus Europae program continued, but only due to support from the provincial government, as did the master

program in European studies, although not in English, but in Serbian (UNS_7, 2015). This is the evidence of how fragile the change process is and how dependent it is on the support not only from actors within the HEI, but also from outside.

The participation in EM program provided UNS with an opportunity to scale up the exchange part of its internationalization and thus, provide the critical mass needed to push for wider changes, as well as to raise the awareness to the importance of internationalization. Most interviewees agree that there are some parts (programs, research groups, faculties) that are more attractive and more internationalized, as well as internationally active, but the most academics and faculty management are turned to themselves; they are uninterested to make the effort and relatively content with the current situation. Also most agree that the EM program, together with some other factors, has contributed to slight shift in how internationalization is perceived among academics and faculty management (UNS_3, 2015; UNS_4, 2015; UNS_6, 2015; UNS_8, 2015). This has also been helped by the fact that since 2008 nine faculties have established position of international officer or opened international office, with tasks mostly devoted to international affairs (research, projects, and/or mobility). It should be noted that, although EM did play some role in faculties recognizing the need for dedicated and competent staff for international affairs, the main rationale for their hiring was to support EU-funded projects (Tempus, IPA, and Framework program) (UNS_3, 2015; UNS_8, 2015).

4.2.2.2. *Moving to a new reality*

This next step is the main reason why the change was initiated; it is what will enable the system to achieve more (Lewin, 1947). EM program provided a perfect opportunity that could be utilized to overcome the initial resistance to change. Firstly, it was regular. Each year between 2008 and 2014 new or renewed project(s) would be chosen. They would open the competition, organize promotion, and finally select the candidates who would then participate in exchange mobility and return to their home institutions. UNS also benefited from being participant in two EM projects (Basileus and JoinEU-SEE) that were obviously successful enough to be (re)selected five times in this period and were thus more well-known and benefited from the experiences from the previous year(s). Secondly, most EM projects were broad in their scope and fields of study that could apply were only limited by the offer at participation universities. Later on, some projects put more focus on certain fields (like engineering or medicine). This broadness allowed IRO to advertise the program potentially to all students and have more applicants, which led to more mobility creating the critical mass needed for change. This is expressed in one interview:

“I am huge fan of EM, I think they made a huge difference. I think the landscape, even if it is not perfect would be much different. They were made in such a structured way, they covered so many different levels of mobility and categories that they became a unique opportunity for many different levels of

students and staff. It opened eyes of many people that mobility is not something very limited, but they had opportunity presented to them to participate. It was well organized. The grants were extremely good.” (UNS_4, 2015)

However, not all faculties were equally involved and there were some that did not receive or send any students and some that only sent but did not receive (UNS_4, 2015). Interviews also revealed that although some faculties apparently did not seem to react to EM and were inactive that may had more to do with EM not being the right opportunity for them to participate in exchange. Such example is the Teachers’ Training Faculty in Hungarian Language, which did not have any mobilities prior, because none of the EM projects have had any Hungarian university in the consortium. Given the opportunity in Erasmus+ and the experience of IRO on the central level that was able to guide them through the new application process they became more active (UNS_1, 2015; UNS_4, 2015).

Growing number of people involved in those programs has exposed certain issues (i.e. recognition, accommodation, student services) and made clear that some actions need to be taken “because when you have five people [on mobility] it is one thing, when you have 50 people it's another; in future we might have 500 or more and then it is going to impact the system in a different way, it's a quite a matter of quantity that influences how the quality is being perceived” (UNS_4, 2015). This is in line with the literature (Brandenburg et al., 2014). The emphasis at the central IRO level was on the quality of work and organization that could cope with the increased mobility flow (UNS_4, 2015). Interviews with faculty representatives reveal that all of them perceive central IRO as the information hub; they also praise their work and knowledge (UNS_3, 2015; UNS_5, 2015). “I was always sending my students to [central international] office since I knew [they] were the most knowledgeable. [They] had very good image at the faculty even with the people that are not so much for the international cooperation” (UNS_6, 2015) and “IRO was very much involved” (UNS_1, 2015).

The central IRO used results from participation in EM to take advantage of opportunities outside of EM program and upgrade its ability to cope with future expansion. UNS applied for funds with *King Baudain Foundation* and received two-year funding for one additional staff member that would primarily promote mobility, which later became permanent position. It was also able to receive two times 10 000 Euros for promotional activities and is currently involved in the project *Train - Training and Research for Academic Newcomers* that aims to provide skills to young academics such as curriculum development, project management to name some (University of Novi Sad, 2015; UNS_4, 2015). The new staff member is now part of the Office (UNS_4, 2015).

The constant push from the participation in EM program created a platform on top of which central IRO could build and be able to concentrate in creating a new reality.

“I think that the most support comes from the people that are involved in the process and those are the people that handle the international relation at the administrative level. You have the management, which if it is flexible enough and international enough will not be the one putting obstacles, but rarely

do they [management] work on making the system better, they are more saying it's a good thing to do and inevitable thing to do" (UNS_4, 2015).

This proposes that it would seem that the management was not particularly oriented towards the mobility as part of internationalization and that can be partially revealed in statements like "Our IRO sometimes insists too much on the student exchange [...] Vice Rector could have been more active" (UNS_1, 2015). According to Kotter (2007), the ability to generate short-term gains, which in this case were in the form of increased student and staff exchange and monetary benefits from scholarships and participation costs, is a major factor in sustaining change.

As I have already mentioned, during the period of EM program (2008-2014) majority of faculties have recognized the need for some sort of administrative help in realization of international activities. Green (2007) and Knight and de Wit (1995) reference the importance of well-organized IRO and support from the management level as enablers of internationalization. The management's attitude is very important in the development of IRO as one respondent stressed: "It is important that the IRO is very independent and I have the liberty and authority to give people tasks which they should fulfill" (UNS_8, 2015). Therefore it is a good signal if the management's response to the question of value of IRO is that "their value is indispensable" (UNS_3, 2015). This shows that at least at some faculties there was shared vision of what the role of IRO in the process of internationalization should be.

On the other hand, there are also instances where management has actively stopped the development of an office due to some personal issues as one respondent asserts. For a period of time one person was assigned to deal with administrative issues only to be replaced a short time after (UNS_6, 2015). However, even in cases where there is official support some interviews revealed certain issues with the scope of internationalization "we are now at the point where we cannot handle everything and we need to have this strategic orientation to guide the process of internationalization" (UNS_4, 2015). Another supplemented this view by saying that "[w]e need to know what to do when someone comes you cannot have one person doing everything. There needs to be structure. Currently we are 5 persons in one person" (UNS_8, 2015).

The current progress, as evidenced by rise in number of exchanges, was mostly achieved on the dedication and enthusiasm of small but committed group of internationalization proponents. The internationalization process still has not expanded enough to become irreversible and is, thus, very much dependent on support and good will of the management, which may change every three years. In order for internationalization to succeed it needs to become a cross-cutting issue and not remain trapped in the international office (UNS_4, 2015). That step would be important if the internationalization is to become sustainable and its results more lasting.

Policy documents play important role as enablers of internationalization, as they steer and provide long-term guidance (Knight & de Wit, 1995). So far UNS does not have its own internationalization strategy, but it is in development (UNS_4, 2015). “We wanted to organize this process not as just something that will be written and become one of the outcomes of a project, we wanted to ask all the units and centers of excellence to ask them which countries and fields, to ask them concrete questions to have some bottom-up information to help us make the strategy” (UNS_4, 2015). This absence of strategy is clear in the answer one university leader gave to the question what should the UNS strategy be: “We could do something with India” (UNS_3, 2015).

Several interviews indicate vague state regulations and everyday issues as hindrance for incoming mobility. “We realized we cannot change the system for foreigners when they regulate their stay, but we might describe the process in such a way that they know what to expect in advance.” In order to act preventively and provide assistance, UNS has organized a buddy network to help incoming students and published information brochure with most important information on frequently asked questions (UNS_4, 2015). In case of outgoing students, UNS was successful in passing of one important policy document: the regulations on the academic recognition. The regulation was adopted in 2011 and it was mostly accepted by the faculties due to the fact that they were mostly involved during drafting process (UNS_4, 2015). “We have done it in such a way as to try to reach the consensus before it was adopted. It was not something that the University demanded centrally from the faculties, but it was discussed and debated before it was adopted” (UNS_4, 2015). As a result, most interviews did not reveal that academic recognition posed any major problem (UNS_3, 2015; UNS_5, 2015; UNS_6, 2015). In fact, there are even instances where liberal approach to recognition has led to increase in enrollment of new students who wanted to use the opportunity to go abroad during the studies (UNS_6, 2015) and this correlates to European experience (Brandenburg et al., 2014).

The internationalization is often connected with teaching in English and this aspect of sometimes overemphasized (de Wit, 2013). The participation in EM program and incoming foreign students did present an opportunity to introduce teaching in English. However, the evidence shows that the offer of English-taught programs at UNS has remained minimal and that incoming students in EM program at UNS, either had knowledge of Serbian or had consultations in English (UNS_3, 2015; UNS_4, 2015; UNS_5, 2015; UNS_8, 2015). Only the Faculty of Medicine offers full programs in English, as it did before EM program. In recent years the situation has been improving (on paper) as several faculties have accredited or are planning to accredit their course offer in English language, which is the prerequisite for them to legally teach in English (UNS_3, 2015; UNS_5, 2015; UNS_8, 2015). Participation in EM has made some faculties realize the need for course offer in English if they were going to attract foreign exchange or degree students. “We need to work on attracting the foreign students, that is somewhere where we have to be critical” (UNS_8, 2015). This is particularly important in the light of the future participation in Erasmus+ program.

On several occasions, respondents stressed that being *accredited* to teach in English is not equal as being *able* to teach in English. The accreditation process takes for granted that professors by definition can teach in English and no one requires them to provide any certificate or undergo training to be recognized as able to teach in English (UNS_3, 2015; UNS_4, 2015; UNS_5, 2015; UNS_6, 2015; UNS_8, 2015). “I think it's kind of illusion, a mirage [...] For exchange is fine but for more than that it needs work” (UNS_4, 2015). To illustrate the situation regarding knowledge of foreign languages one respondent mentioned “One professor said he could start courses in Russian tomorrow if it was asked of him and then he was not able to say a word in Russian when the Russians came a few days later”. On the other hand younger academics sometimes really speak two or three foreign languages (UNS_6, 2015). Therefore, the ability to teach in English has proven to be a blocking factor to internationalization.

The participation in EM program has exposed certain shortcomings at UNS, some of which have been addressed during the participation in the program. The work of the central IRO has been strengthened and focused. Administrative personnel at faculties that were more engaged in international activities was enhanced and their contribution to the quality of work has mostly been recognized. Regulation was adopted to regulate the issues of recognition. Realizing their shortcomings and in preparation for Erasmus+ some faculties began addressing the issue of teaching in English by re-accrediting their programs but this is fairly recent development. Interviews also revealed the fragility of changes and their dependence of management’s broadmindedness. In next section, I will examine the sustainability of changes that took place and what were the main factors behind it.

4.2.2.3. ‘Re-freezing’

It is at the point when organization tries to solidify the newly established reality that many changes fail because they fail to create a new organizational culture (Kotter, 2007). For the success of the previous phase, important were the short-term gains. This last phase is more about long-term prospects (Eckel et al., 2001).

One key benefit of EM program was the capacity building and gaining valuable experience with mobility. The expansion of the central IRO, as well as addition of international offices at largest and most internationally active faculties created a synergic effect. The result is that “UNS is now capable to handle several EM projects at once, whereas in the beginning even one was a challenge” (UNS_4, 2015). With some exceptions the established IRO positions are permanent and their work and importance is being recognized “IRO is the brain of the faculty where all information come together” (UNS_3, 2015). The main issue facing the internationalization process is to expand it beyond the international office and academics involved in it to all parts of university (UNS_4, 2015).

One respondent complained that after 7 years still the same problem occurs. “I have also tried to have meetings with vice dean for international cooperation, vice dean for teaching and the head of student service, but I was not successful in creating a system that can work

on its own. Another issue is that level and quality of some non-teaching staff is very low and that you have a lot of incompetent people and nepotism, people used to routine work and who usually do not speak English. They view their job as permanent and they do not wish to learn” (UNS_8, 2015). On another faculty the situation is somewhat different “After some 2 years it became more or less usual. Now, with some departments we do not have any problems” (UNS_5, 2015). However, even examples of good practice can change with the change in leadership’s attitude “Until I was deciding we are very liberal with recognition and that also helped to have more students going each year. Since then there are now changes in that respect and we have less people going” (UNS_6, 2015). This illustrates how fragile and how dependent on the faculty management the situation really is and brings back the reference to the de-coupling theory where what seems to be working perfectly for the outside viewer, is actually inappropriate to those trying to change it (Spender & Grinyer, 1996). The university also still does not manage to respond as one entity (Orton & Weick, 1990).

As the preparation for Erasmus+ program UNS has asked the faculties to nominate one or more academic and one administrative coordinator. The result was that in a relative short time the faculties responded – which is not always the case – and that the people who were already involved in the international activities as international officers at their faculties were nominated, as well as that some faculties nominated several academic coordinators depending on their internal structure (UNS_4, 2015; UNS_5, 2015; UNS_8, 2015). However in some cases the intervention by the management was needed to make all departments comply (UNS_5, 2015), which illustrates that the issue is still considered as marginal.

One of the main issues with internationalization efforts pointed out in the interviews is sustainability. Internationalization efforts are not focused enough and are often confined within international relations offices or small groups of enthusiast. As one university leader expressed: “Internationalization is mainly confined to the projects that EU is funding in science, education, and capacity building (Tempus, EM and Framework Program)” (UNS_2, 2015). The problem is that the project objectives are usually achieved on paper and the results are contained around the group of people directly and indirectly involved (UNS_2, 2015; UNS_5, 2015). There are several attractive joint programs that were developed within Tempus projects but they face the sustainability issue as soon as the project financing ends. “While project lasted, it was functioning well, but now we do not have funding to pay for professors from abroad to come” (UNS_5, 2015).

As already mentioned, Green (2007) determined that lack of financing is one of the blockers of internationalization. These newly developed master programs, that could potentially be interesting for foreign students do not receive state budget places, but the HEIs do not seem to push the state to provide it either (UNS_5, 2015). Since these programs are not directly connected to a particular bachelor program they face difficulties attracting Serbian students who are raised in what one respondent called “Fachidioten environment” (UNS_3, 2015).

These programs remain on official offer but enroll few students, if any (IND, 2015). Instead being driven by institutional strategy (Knight & de Wit, 1995) these programs are product of individual enthusiasm and efforts (UNS_5, 2015; UNS_6, 2015) and are therefore unlikely to become self-sustainable.

The aforementioned two-year master program in European studies only lasted one cohort in English language before being transformed in a one-year program taught in Serbian. The reasons for this as explained by one faculty leader are twofold. Firstly, there was the issue of culture. People at Serbian universities are not used to work in a multidisciplinary field and the person in charge of the studies quickly turned it into the studies of economics and law, turning others away. The other issue has to do with the fact that Ministry of Education does not recognize the university as place where the students are enrolled – only faculties and the program that was offered on the university level faced the problem of financing (UNS_3, 2015).

A different approach was suggested in one interview. As a result of participation in EM program, the faculty has already established policy that foreign students can take any courses from any department during their mobility period. This unofficial policy became part of a new reality with the re-accreditation which now allows any student to take courses from any department as part of their elective subjects and this principle was also imbedded in the new doctoral studies. The faculty has even opened its doors to students from other faculties on certain elective courses (UNS_3, 2015). “My plan is to create programs where colleagues from different departments would work together and not to compartmentalize in our departments. [...]This is the remnant of the old times” (UNS_3, 2015). “Old times” refers here to the already mentioned concept of “workers’ self-management” (Clark, 1983). The faculty is also planning to expand international office and open project office, offer joint studies, and “continue to grow” internationally (UNS_3, 2015).

Compared to the internationalization matrix (Davies, 1995) from the beginning of the participation in EM program, there are some noticeable changes in the way internationalization is enacted. The number of outgoing mobility has risen substantially that is could be viewed as ‘central’ relative to the previous situation. Most moves are towards systematic approach and gradually also towards the increase in numbers, thus putting the UNS closer to quadrant B. The exhibited sustainability issues have prevented UNS from actually reaching quadrant B.

| | |
|---|---|
| <p>A (Marginal-Ad hoc)</p> <ul style="list-style-type: none"> - Ministry of Education - Attracting non-Serbian speaking students - Sustainability of joint studies - Actual course offer in English - Lack English-speaking administrative | <p>B (Marginal-Systematic)</p> <ul style="list-style-type: none"> - Incoming mobility in EM program - Exchange at the level of faculties - Work of isolated groups at faculty level - Attitude of some faculty management - Accrediting courses in English - Recognition procedures |
|---|---|

| | |
|---|---|
| staff at faculties | <ul style="list-style-type: none"> - Procedures with incoming mobility - Hiring of new IRO at faculty level |
| C (Central-Ad hoc) <ul style="list-style-type: none"> - Attracting Serbian-speaking students from the region | D (Central-Systematic) <ul style="list-style-type: none"> - Outgoing mobility in EM program |

Figure 8: Matrix of internationalization (Davies, 1995) at University of Novi Sad at the end of EM program

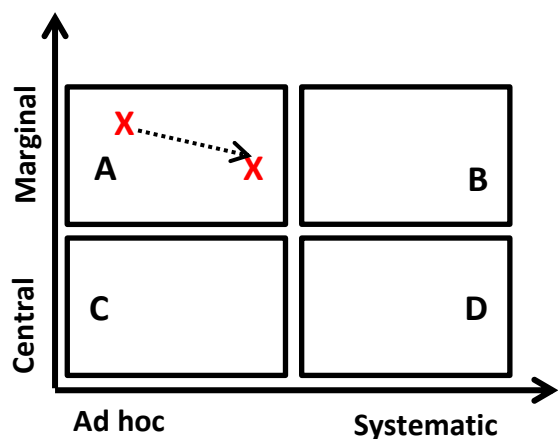


Figure 9: Position of UNS after to participation in EM (adapted from Davies (1995))

4.3. Case institution: University of Nis

4.3.1. Description of University of Nis and its participation in Erasmus Mundus

University of Nis (UNI) was founded on 15 June 1965 as public HE institution, which it remains today. Its establishment coincided with an important period of establishment of HEIs in the former Yugoslavia. At present, the University comprises a total of 13 faculties. The University employs total of 1639 academic and research staff and 740 non-academic staff. In the fall semester of 2014, the University of Nis numbered 28 207 students at all three study levels. Of those approximately 23 000 students were at the bachelor level, around 2 500 on master level, and 1 333 on doctoral level. The IRO at the University currently has two full-time employees. However, UNI also has the Center for International Cooperation which is headed by an academic appointed by the rector. UNI has been actively involved in Tempus program participating in more than 70 projects of which 20 are still active. It has 120 bilateral cooperation agreements and 25 inter-institutional agreements in new Erasmus+.

UNI has participated in EM program since the first project (Basileus) was approved in 2008. In the period between 2008 and 2014 UNI has participated in 9 partnerships: BASILEUS I and II, EM2STEM, SIGMA I and SIGMA AGILE, ERAWEB I and II, EUROWEB+ and GREEN-TECH; it also remained associated partner on the Basileus project (3-5). As it can be seen on Figure 10: Participation of UNI in EM projects (Source: UNI IRO), initially the participation rate was rather

low and it gradually grew steadily within later projects. According to the latest figures in the current application round (spring 2015) there were 150 applications for outgoing mobility and 20 applications for incoming mobility in the four open networks (SIGMA Agile, ERAWEB II, EUROWEB+, and GREEN-TECH), which promises to further raise the level of participation.

UNI's participation in EM projects was partially limited due to the better international visibility of two other larger Serbian universities (Novi Sad and Belgrade), as well as focus and/or limited number of places in the EM project partnerships (IND, 2015). "I do not think these universities were any worse but it simply Belgrade and Novi Sad were more well known to foreign students" (IND, 2015). Thus, project coordinators were more likely to choose Belgrade and Novi Sad based on their relative higher attraction for EU students. In later on projects institutional diversity was reviewed positively and so UNI became involved in more projects and the result was the increase in the number of awarded grants. "This year we had more than double of applicants (45) and we used to have about 15 or so per program. I am speaking about SIGMA Agile. Also, students applied in other new EM project which is not the best organized project" (UNI_4, 2015). This shows that the more university is exposed to international projects the more eventually it will begin to adapt to it and participate.

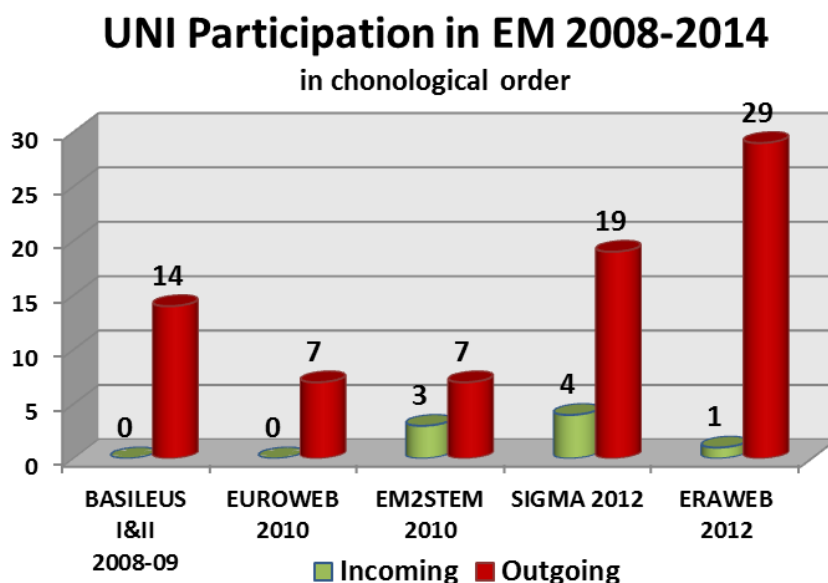


Figure 10: Participation of UNI in EM projects (Source: UNI IRO)

As it is the case with UNS, the central IRO of the UNI also does not have reliable data on students who participated in other kinds of credit mobility where the university is not coordinating the mobility process. Universities in Serbia generally lack integrated information systems and reporting mechanisms to follow the mobility trends (IND, 2015; MESTD, 2012; Turajlić, 2004). Only recently have most of the universities started to follow numbers of foreign and mobile students as data shows.

4.3.2. Interpreting change

The evidence from the interviews suggests that prior to participation in EM program, UNI has positioned itself in the upper part of the A quadrant on the Davies' (1995) internationalization matrix. The internationalization could best be described as sporadic and its implementation completely improvised. Awareness level was very low.

| | |
|---|---|
| <p>A (Marginal-Ad hoc)</p> <ul style="list-style-type: none"> - Ministry of Education - Exchange at the level of faculties - Attracting non-Serbian speaking students - Attracting Serbian-speaking students from the region - Attitude of faculty management - Course offer in English - Lack of IRO staff at faculty level - Lack of IRO staff at central level | <p>B (Marginal-Systematic)</p> <p>-</p> |
| <p>C (Central-Ad hoc)</p> <p>-</p> | <p>D (Central-Systematic)</p> <p>-</p> |

Figure 11: Matrix of internationalization (Davies, 1995) of University of Nis at the start of EM program

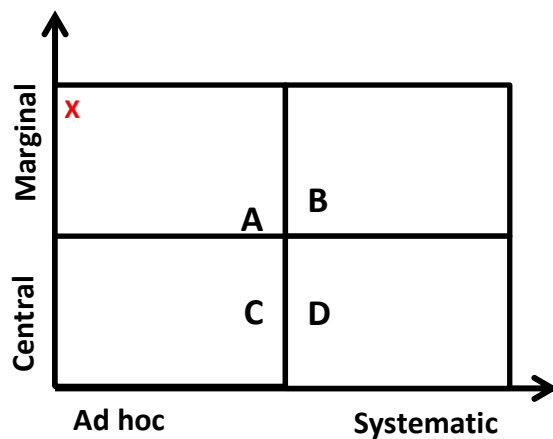


Figure 12: : Position of UNI at the start of EM program (adapted from Davies, 1995)

4.3.2.1. 'Unfreezing'

The interviews suggest that the university has become aware of the need to change, as a first step in realizing change (Lewin, 1947). Several interviews suggest that faculties are content with what they receive from the state and are therefore not interested in attracting international students. Thus, the attainment of current level of budget financing (per capita) is the more important issue than attracting foreign students (UNI_5, 2015), which is in line with the findings at UNS. Lack of awareness of deans how important international experience is, has been mentioned frequently, as well as lack of any kind of reward structure (monetary or academic) for those that do engage themselves and achieve results (UNI_2, 2015; UNI_3, 2015; UNI_7, 2015). Therefore, the faculties remain closed within themselves

not interested in internationalization with few exceptions that are predominantly the effort of an individual rather than a product of elaborate strategy.

The University of Nis is likewise active on the international stage, taking part in research, teaching and exchange projects and the interviews reveal that there is a renewed interest for internationalization matters due to the coordination of FUSE Tempus project, which deals with reforms of the university services for greater mobility (UNI_2, 2015). "We have dealt with the internationalization years before and now we are at a higher level due to the fact that we have already adopted legislative framework that enables us to start activities connected with the internationalization" one member of UNI answered (UNI_1, 2015).

According to the most recent figures on the UNI website there were 63 registered degree-seeking foreign students. Main country of origin was Greece (18), followed by Montenegro (7), Bosnia (7), Iraq (7), Macedonia (5), Jordan (4), Bulgaria (4), Germany (2), Croatia (2), Switzerland (2), and one from each of the following countries: Libya, Palestine, Romania, Austria, and UAE). This number has remained more or less constant in the last 2-3 years. UNI maintains its bilateral and multilateral collaboration with foreign partners on the basis of contracts or direct collaboration (University of Nis, 2015a).

At the beginning of participation in EM program teaching in English was nonexistent (UNI_2, 2015). As one interviewee eloquently put it "We are kind of in a vicious circle: we do not have foreign students, therefore we do not need to work on English teaching. If we had them, then we would work on that. But to get to those 5 students, you would need to work for a long time. It is a process" (UNI_5, 2015).

Lack of funding for international activities is frequently mentioned in the interviews (UNI_1, 2015; UNI_2, 2015; UNI_3, 2015; UNI_5, 2015). For this reason the main activities concerning internationalization have predominantly been funded through EU-funded projects and programs. However, as expressed in the case of UNS, there are issues with the impact of those projects on the wider academic community, but one interview at UNI raised the issue that only a small circle of people who are involved in those projects reap the benefits (UNI_7, 2015).

Several respondents complained about the structure of the university and its ability to direct and coordinate internationalization strategy effectively (UNI_3, 2015; UNI_4, 2015). There seems to be more complaints from the UNI, than from UNS. However one interviewee claimed that the University is not efficient enough and that due to the large corruption at the both faculty level and university level most people are not ready to invest their time and effort in something that would bring the benefits to someone else (UNI_7, 2015). In many instances interviewees complained about the lack of competent administrative and support staff (on faculty level) and inability to hire new staff due to government hiring restrictions (UNI_1, 2015; UNI_2, 2015; UNI_5, 2015). Although this issue was brought up also in the UNS case, it seems that it was more prominent at UNI and that respondents were using it to

explain why there is no change. Both academic and non-academic staff complained about the lack of procedures and system, but it seemed to be more prominent with the later: “Everything is being done very ad hoc and there is not true vision [...] I talk about it all the time since I work at this position, but it did not stick” (UNI_6, 2015).

In 2008 the central IRO at UNI only had one staff member, which was extended to two that year and eventually to three a year later. So in comparison with UNS, UNI did not experience any push for change prior to participation in EM program. The interviews with academics frequently mention lack of staff, but very little of the actual work of the current staff that exists, which is very different from the stories at UNS. Only one interviewee said “I can only praise them for the work they are doing in the conditions they are in. The little information they get, they forward to us” (UNI_6, 2015). The conclusion would be that the IRO is somehow excluded from the information loop. The literature suggest that besides the supportive management one of the most important enablers of internationalization is active and involved IRO (Green, 2007; Knight & de Wit, 1995) both of which apparently were lacking in the case of UNI. Indeed, from the five blockers of internationalization mentioned by Green (2007) all five are/were present: lack of strategy, funding, and support from institutional leaders, fragmented activities, and curriculum that is not internationalized.

4.3.2.2. *Moving to a new reality*

Participation in EM program presented opportunity for UNI to develop its international cooperation and enhance its experience in academic exchange programs. Looking at the number of exchanges it had (see Figure 10) in EM program it participated one can notice slight increase in interest from 2012. The interviews also suggest that the number of applications from UNI in EM exchange programs has risen in 2014 (UNI_3, 2015; UNI_4, 2015). “This year we had more than double of applicants (45) and we used to have about 15 or so per program” illustrated one respondent (UNI_4, 2015). Possible reason for the slow pace with which UNI is the lack of previous experience and good-practice examples, as one interview revealed: “Participation in EM exposed university to new kind of issues after students returned from mobility or came to UNI to study. We did not have learning agreements before; recognition of ECTS was also something completely new. Now, periodically we had problems and we needed to solve them, so the rules on recognition were adopted” (UNI_4, 2015).

On the other hand low interest of domestic students was explained by lack of information and interest, as well as cultural issues. UNI organizes every year promotions at faculties, however students lack role models and are rarely motivated by their professors to take these opportunities (UNI_3, 2015; UNI_4, 2015). Studies (Besic, 2009) show that most important source of information and motivation for students are peers and then information from the Internet. Additionally, several interviews (UNI_1, 2015; UNI_4, 2015; UNI_5, 2015; UNI_6, 2015) revealed that students were lacking self-esteem to apply “For many of our students Nis is already the border”, said one faculty representative and explained further,

“It's not only about the financial a barrier, as much as it is a mental or sociological barrier. To decide to go abroad and study it needs to be nurtured and students need to have a certain background [...] It's not a value in our culture” (UNI_5, 2015).

Participation in EM or in other programs has, obviously, not been able to raise awareness at the faculty level of the need to hire international officers. The official list of Erasmus+ contact persons contains student affairs people, faculty administrators (secretary general, legal department), English language teachers and even one system administrator. Only one of the people listed is described as international officer. Although the comment from the university level was that communication is good and that it helps to have a person to share information with (UNI_4, 2015), another interview revealed that communication between the contact persons is nonexistent “I do not have contact with other colleagues at faculties” (UNI_5, 2015). Part of the problem is that people see their job as life-long employment and do not want to expand their work. Sometimes those who speak English hide it so they would not have to work on international projects (UNI_5, 2015).

The fact that EM projects in general are coordinated at the level of the university should at the very least enable capacity building at the central level. As mentioned, academics complained regarding state regulations preventing them to hire new staff. The interviews did not reveal any problems on the relation between the IRO and management, but lack of mentioning of the work of IRO by their superiors can be indicative of some sort of issue. One interview with faculty representative did provide some clues: “There are many people who are financed through the projects but there are at the Electronic faculty and not at the central office. The problem is that there seems to be a monopoly of the information from the side of the Electronic faculty (the current rector is the former dean of the faculty). So the central IRO is kind of set aside and they are not able to receive all the information” (UNI_7, 2015). Looking at the list of current contact persons for the ongoing EM projects (SIGMA Agile, EUROWEB+, ERAWEB II, and GreenTech) in two of them the contact persons are from the Electronic Faculty and in one from the Faculty of Medicine. Since 2012 has one person employed for promotion of mobility through the project with King Baudain Foundation. Although this position should now be permanent (UNI_4, 2015), this person is not listed as part of international office and its position in the hierarchy of the University is not clear. UNI also has Center for International Cooperation with one academic who is also the head of the Center. I was unable to obtain more information on what its correlation to IRO or vice rector for international cooperation is. The structure and relations at UNI between various stakeholders involved in internationalization seem not to be functioning in a coordinated fashion.

English teaching remains problematic area. Interviews reveal that except for Faculty of Medicine there are almost no programs offered in English. Interviews also reveal that EM had no effect in this regard; hence the number of incoming mobility has remained very low. English-taught program at the Faculty of Medicine is not offered every year (UNI_8, 2015).

There is sense that these initiatives rarely stem from the faculty management and are more product of individual enthusiasm, as one interviewee explained:

“In this new cycle of accreditation for the first time we have sent documentation for accreditation of PhD studies in English. I suppose that the same could be done for the master studies but with more effort and work. However, this accreditation has already been an ad hoc project because it is based on the personal effort of a group of professors at the end of the accreditation process so they only had so much time to translate the PhD program” (UNI_7, 2015)

The University has adopted the Strategy for Academic Mobility and Internationalization Strategy in April 2015. that should set the frame for future activity and enable it to enhance its international presence (UNI_2, 2015; UNI_3, 2015; UNI_4, 2015). This means that the University management is – at least on paper – putting the emphasis on internationalization and mobility in a structured way. One university representative claimed the internationalization has been a priority of the faculty, “but this at the same time does not mean we were successful, to be frank. There are many problems and obstacles, but this is a priority” (UNI_5, 2015). Regarding the priority of internationalization the other representative disagrees. “I do not think it is being obstructed. I think they do not realize the importance of the process and the moment” (UNI_6, 2015).

The recently adopted Strategy for Academic Mobility (University of Nis, 2015c) expresses the importance of mobility for quality and signifies the need for enhancing the participation of UNI in all kinds of academic mobility programs. Apart from calling for establishment of two databases: one for tracking of scholarship opportunities and the other for tracking the participation in mobility of students and staff, the Strategy offers little concrete steps towards realization of any particular goals. Action plan for the implementation of the Strategy should be soon adopted (UNI_1, 2015) and it will presumably delegate responsibility for implementation of measures like: tracking and removing of obstacles to mobility (both incoming and outgoing), establishing support structures for mobility, and making sure the academic community is better informed about opportunities. Internationalization Strategy (University of Nis, 2015b), adopted in spring 2015, attempts to assert the University’s central role in international cooperation as integrative function of the non-integrated university. The Internationalization Strategy (University of Nis, 2015b) sets a short-term goal of achieving at least 3 percent of foreign students in the next three years and long-term goal of 10 percent. However, it is questionable if this goal is attainable considering that it means that in three years the number of foreign students would more than tenfold from current 60 to almost 900.

Both Strategy for Academic Mobility and Internationalization Strategy aim to create foundation for the future and their purpose is to raise awareness of the importance of internationalization on the level of institution as preparation for Erasmus+ and Horizon 2020. However, without support structures, dedicated and growing internationally-minded community, and clearly defined rules they will be hard to implement and sustain.

4.3.2.3. 'Re-freezing'

The 're-refreezing' stage should serve as point at which already established new norms are accepted and adopted as new reality and norm. At UNI there is very few evidence from the interviews that demonstrate successful change. Internationalization has mostly remained a sideline topic. EM program has managed to raise the awareness to a certain degree but it has remained confined at a very small circle. The non-integrated structure of University has additionally made more difficult for the central administration to create change momentum.

Regulations for academic recognition are widely not know and not implemented. Students that did apply and participated in mobility faced many difficulties after their return with the recognition of passed exams. They were (UNI_5, 2015). There are also some positive experience "After the second year we already established some norms" (UNI_8, 2015). University has passed regulations on academic recognition in 2012, but those regulations are not fully accepted by the faculties (UNI_5, 2015). Considering the relative small numbers of outgoing students there was obviously not enough push factor to create a stable and functioning new reality. One interview summarized the issue:

"There are no procedures. People are not aware of the fact of LA. It is still abstract, a word in a foreign language that is strange to them. [...] When we have ECTS coordinators at the level of departments and also one administrative assistant on the faculty level and when we raise the level of awareness in Student services, which are at almost all universities the most ignorant and least educated people, that see themselves as classic bureaucrats and paper pushers and not as partners with whom the students – domestic or foreign – has the first contact, then we can improve the level of internationalization. Until we change the inner structure, we cannot speak of mass mobility and internationalization." (UNI_5, 2015)

There are some indications that participation in EM programs has contributed to more openness for international cooperation in other programs like MEVLANA (Turkey) (UNI_3, 2015; UNI_5, 2015). Also one interview suggested that there is now more flexibility. Domestic students, as well as any incoming, can choose to take optional courses from different departments and that has now become part of the accreditation (UNI_5, 2015). Still, this practice is limited to few faculties. So far UNI has managed to raise the level of outgoing mobility, but it is still struggling with incoming students. EM program has not been able to change the attitude of faculty management towards teaching in English. Despite declaratively supporting accreditation of programs in English (UNI_5, 2015), little has been done. Moreover, since the second round of accreditation is nearly over the situation will not likely change in the next five years unless it is a new program financed through some EU project (UNI_6, 2015).

From the presented evidence the conclusion would be that there is hardly any movement on the Davies' (1995) internationalization matrix. There are some fragmented efforts and adoption of some strategic documents. However, it seems that participation in EM has revealed more pervading problems than it has managed to solve. The critical mass that could

create the sense of urgency for change is notably absent and support for internationalization from management level at both university and faculty is less than desirable.

| | |
|--|--|
| <p>A (Marginal-Ad hoc)</p> <ul style="list-style-type: none"> - Ministry of Education - Exchange at the level of faculties - Attracting non-Serbian speaking students - Attracting Serbian-speaking students from the region - Sending UNI students - Attitude of faculty management - Lack of IRO staff at faculty level - Lack of IRO staff at central level - Involvement of IRO in EM projects - Accreditation of programs in English - Regulation for credit recognition | <p>B (Marginal-Systematic)</p> <ul style="list-style-type: none"> - Adoption of Internationalization Strategy - Adoption of Strategy of Academic Mobility - New accreditation that allows students to choose subjects from other departments (some faculties) |
| <p>C (Central-Ad hoc)</p> <p>-</p> | <p>D (Central-Systematic)</p> <p>-</p> |

Figure 13: Matrix of internationalization (Davies, 1995) of University of Nis at the end of EM program

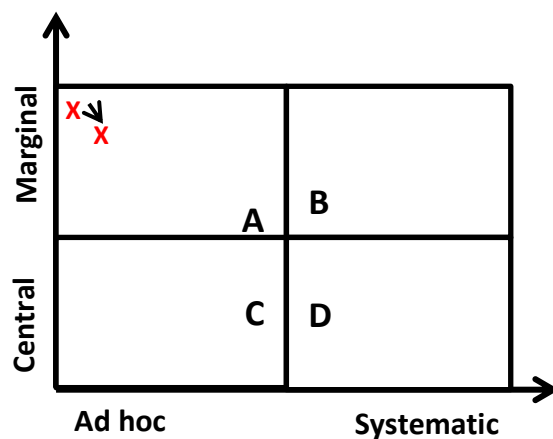


Figure 14: Position of UNI at the end of EM program (adapted from Davies, 1995)

4.4. Discussion and comparison of the two case institutions

For both case institutions analysis suggests that internationalization is not a key priority area – particularly on the faculty level – and that there are many obstacles to establishing a well-running sustainable system. Thus, both institutions have remained in the A quadrant of Davies’ institutionalization matrix even after some seven years of participation in EM program. However, the degree of change and the direction of change at UNS has been much stronger oriented towards quadrant B compared to UNI which has only made baby steps in the desired direction and only in the recent two years.

UNS has started the process with more experience and more established role of the central administration and this can be considered one of the deciding factors that enable it to better utilize the opportunity the EM program has presented. Therefore, UNS, compared to UNI, has succeeded in developing an overall better functioning support system and created certain critical mass of proponents of internationalization that is able to gradually move the process forward. UNI has failed to demonstrate such progress. Only in the recent examples of strategy adoption has UNI demonstrated some sort of development towards more systematic and qualitative approach to internationalization. However, the question remains how the policy will be interpreted and implemented by faculties. UNS has demonstrated inclusive approach to internationalization issues, which resulted in higher level of acceptance of the results, while the approach from UNI seems to be more top-down oriented. It is questionable how successful it can be in a de-coupled environment.

Participation in EM program has contributed to some changes in legislation, but has so far failed to change the nature of institutions and has rarely penetrated beyond the dean's or international office. Internationalization is mainly debated but less so enacted. This has mostly been caused by relative small number of mobilities and low awareness on the part of faculty management. There was clear evidence at several UNS faculties that the larger the number of mobilities the higher the awareness and thus better results in the longer run. However, unlike with Erasmus program (Brandenburg et al., 2014), and despite hopes from the EACEA (EACEA, 2013a), EM has so far only sporadically produced tangible results beyond mobility. Those kind of results were only mentioned at UNS. At UNI the evidence has shown that the low number of mobilities only perpetuated the vicious circle of unawareness. Only in the last year there was considerable improvement in interest, which can also be attributed to the ongoing Tempus project and start of Erasmus+ program. At least at the central level UNI has become aware of the dangers of being left behind and has thus reacted proactively: pressuring faculties to react and adopting strategy documents that should provide basis for future enactment.

The central level at both case institutions has exhibited more interest in internationalization process initiating changes. Literature suggests that the role of management and international office plays a crucial role in creating the push for change (Green, 2007; Knight & de Wit, 1995). Both case institutions exhibited their fair share of issues, but the main difference is the position and role of the international office at UNS compared to UNI. IRO at UNS seems to be engaged in the internationalization process directly; it acts as the information hub and switch between various levels. The faculty management and IRO colleagues at faculty level alike have confirmed this position. Interviews have shown a degree of trust that can play an important role to how the information coming from the IRO is received and interpreted. Issues that surface are part of the individual's reaction to internationalization and are not connected to their perception of the work of IRO. On the other hand, at UNI the work of IRO has almost never been mentioned either positively or negatively. Evidence suggest that the role of IRO is unclear and that there are overlapping

authorities in respect to internationalization issues between the university management, Center for International Cooperation, IRO, and certain faculties. These authorities seem to function in a de-coupled manner contributing to overall lack of success.

The non-integrated nature of both institutions has had consequences to internationalization process as faculties could effectively decide which actions of the central administration to implement. However, the awareness at the faculty level at UNS has been higher than at UNI, which is proven by the number of faculties that have IRO. The extent to which EM program has contributed to establishment of IRO at faculty level can hardly be precisely determined but their engagement has to some degree provided proof of their importance for internationalization process as suggested by interviews. Still, management support is still highly contributing factor for sustainability of any change or process. The critical mass at either institution has still not been reached as to generate strong-enough impetus for sustainable and irreversible change.

At both case institutions English teaching has been late develop and only recently the faculties have started accrediting courses to teach in English. This shift can be contributed to EM program but also to upcoming Erasmus+. EM has, however, raised awareness with some institutions at to importance of English reaching. This is, again, more present at the faculties in Novi Sad, than in Nis. While at former the decision to accredit all programs in English was/will be made at the management level of the faculty, at Nis this seems to be more in planning or part of individual effort. The course offer remains small due to low number of incoming students and lack of incentives for professors. Questions of whether the faculties will be able to realize teaching in English or it will remain offer on paper have been raised frequently at both institutions. Interviews suggest that, apart from management support, motivation and funding at both institutions are the main blocking factor in changing this situation. The funding scheme employed by the Ministry, only emphasizes the de-coupled nature of Serbian universities, which are rarely able to react as one entity (Spender & Grinyer, 1996).

UNI has started to put emphasis on international cooperation only after 2012 (IND, 2015) and has recently adopted some strategical documents. In that respect it has performed better than Novi Sad, which is still in the planning stages of internationalization strategy. However, that strategy needs to be put in practice, as one interviewee remarked “we always talk what we *could* do, but rarely what we *did* do”(UNS_6, 2015). Both institutions have high hopes for the participation in Erasmus+ and plan to use it to prioritize the internationalization process. Hopefully, some future research into the topic of influence of Erasmus+ program will be able to provide more evidence of actions than plans.

5. Conclusions

I hope that this thesis has shed some new light on the topic of internationalization of Serbian universities, which has so far received little attention. Participation in mobility program such as EM has faced both case institutions with new issues that needed to be addressed. The aim of this thesis was to deepen the understanding of how participation in such organized mobility programs can bring about change in de-coupled environment that exists at Serbian universities and what the main contributors and blockers of that change are.

There is evidence that at both institutions there are some indications of shifting sentiments towards internationalization at the level of senior management. This refers to more strategic and proactive approach to internationalization, creating an atmosphere for change, empowering IRO to be the instigator of change, and emphasizing internationalization of curricula. The evidence has shown that these changes are fragile, poorly connected, and still not rooted enough to be completely sustainable; they still face great deal of resistance and misunderstanding. Coming back to the quote I started this theses with, the path of internationalization is already chosen and what matters is how fast will Serbian HEIs come there where they are heading. In that respect the EM's role was the constant, albeit relatively weak, impetus for change.

Still, variations in current practice and understanding of internationalization between the case institutions, as well as within each institution are noticeable. The approach of UNI has been belated and reactive, while UNS has managed to be more proactive and inclusive from the central level. Internationalization efforts at UNI seem to stem from different directions, whereas UNS has managed to create functioning and growing internationalization-focused community.

Historical and socio-cultural reasons, as well as poor strategy from the state level has so far discouraged genuine approach to internationalization. HEIs have been mostly dissatisfied with government policy and its approach to previous reforms, including but not limited to Bologna reforms, competition from of private HE sector with dubious quality, and increased demands on HEIs without adequate funding. Therefore, HEIs have remained focused on the domestic students and funding from the state. To truly change this perception the enrollment and funding policy would need to be reformed, but no one so far was ready to cross the 'funding Rubicon' (Cvetkovic, 2015; Vukasovic, 2009). As demonstrated, these issues are not only characteristic of Serbia and can be found in other countries of the region (Klemenčič & Flander, 2013; Kurelić & Rodin, 2012).

In a final conclusion: internationalization should not be understood as something that that happens in the international office, but rather as a cross-cutting issue that should be equally important for all segments of HEI, if the true internationalization is to be reached. Until this notion is able to spread from the top and spills over to the faculties, departments, every professor, assistant, as well as clerk, we can talk about it, we can invest a lot of hard work,

we can create strategies, but we will not be able to fully internationalize. Yet, even if you could reverse the internationalization process, you will never end up where you started; or to paraphrase Alice in Wonderland: one cannot go back to yesterday because one was a different person then.

5.1. Further research possibilities

Considering that Serbia has still a long way ahead in the process of internationalization, this topic could and should be more researched. The participation in Erasmus+ program opens new opportunities, but at the same time will most likely uncover new issues. This thesis has mainly focused on one particular aspect of internationalization and future research may take the research in other directions. Numerous research opportunities present themselves from the state level and governance reform, to student view and experience (both domestic and foreign) in internationalization and mobility. Insight in human resource management and hiring practice at HEIs could also provide more evidence to support some argument made here. A more broad quantitative research could also be conducted based on the results of this thesis.

5.2. Recommendations

As the result of the research and evidence that was presented following recommendations can be made for the system and institutional level:

1. System level

- a) Functional and meaningful integration of state HEIs is needed that would enhance the quality of service of public HEIs
- b) Funding policy should be shifted towards more output-based funding promoting autonomy with responsibility and connected with that
- c) HEIs should be given overall number of funded places that they can distribute with certain leeway
- d) Evidence-based policy and unified data collection should be implemented
- e) State scholarship programs for foreign students need to be purposeful, beneficial to HE system and country, and transparent in their procedures
- f) Scholarship opportunities for domestic students need to reflect the state needs and more imbedded within HEIs
- g) Bureaucratic procedures and rules that hamper incoming mobility (visa, accommodation) need to be re-evaluated
- h) Accreditation procedures should be assessed to allow more joint programs and HEIs should be encouraged to develop and maintain English-taught programs

Perhaps obvious recommendation – increase in funding and in particular of funding related to internationalization – is not included. My opinion, also pervading in the interviews, is that state obviously lack funding in general. However, purposeful redistribution of certain portions of funding could create impetus for change and direct HEIs towards other sources of funding.

2. Institutional level

- a) HEIs should be functionally integrated and central level should be responsible for strategical development
- b) Offer of English courses should be institution-led; it should be planned and coordinated at the university level
- c) Institutions should provide incentives and support their academics in the internationalization of curricula (rules for advancement should be altered)
- d) Course offer in English should be expanded but to include those that can and will be taught in English
- e) Providing that proposal 1.e. is adopted universities should offer scholarships to foreign students for most attractive English taught programs
- f) If internationalization is to become priority it need to be supported and promoted from the top level constantly in order to gain support of the lower levels
- g) Involvement of professional non-academic staff and IRO is the key to sustainable internationalization practice
- h) HEIs should plan their

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Appendixes

Appendix 1: List of questions for semi-structured interviews

1. How would you define internationalization from your standpoint?
2. How would you describe the current level of internationalization of your institution? What is in focus? How satisfied are you with the current situation and what could/is done to improve it?
 - a. English teaching
 - b. Student staff mobility
 - c. Curriculum
 - d. Joint research
3. What are the main obstacles to internationalization (on micro, institution or system level)?
4. How internationally competitive is your institution? How important do you believe is that factor in decision making process?
5. What is the nature of coordination between you and other levels at your institution in terms of internationalization activities?
6. What is your view of the mobility programs and their importance for internationalization?
7. Describe your knowledge of the EM Action 2 program at your institution
 - a. How well known are the EMA2 programs (Basileus, JoinEU-SEE, SIGMA etc.)
 - b. In what ways were you involved in those programs
8. How do you evaluate the participation of your institution in EMA2 programs(general and compared to other institutions)
 - a. What were the main reasons you decided to participate in EMA2 projects?
 - b. Why do you think you fared better/worse?
 - c. How do you think your institution in perceived by foreign partners/students?
9. Describe the most important obstacles, difficulties faced during participation in EMA2 and how they were alleviated (if they were)
 - a. Issues on the relation between university-faculty
 - b. Issues with academic and non-academic staff
 - c. Organizational issues (language, recognition)
 - d. Issues outside of institutional control (government regulation, laws etc.)
10. What do you perceive as positive or negative consequences of participation of your institution in EMA2?
 - a. New programs
 - b. New partnerships

- c. New research cooperation

11. What is the internationalization strategy of your institution? What direction should it take?

12. What mode of internationalization is being considered? Can be achieved?

- a. Internationalization of curricula
- b. Student exchanges
- c. Attracting foreign students
- d. Participation in international research projects
- e. Joint degree programs/International partnerships
- f. Hiring of international staff

13. What needs to change in order to realize goals of internationalization and how could it be achieved?

14. Where do you (objectively) see your institution in 5 or 10 years' time (in respect to internationalization)?

Appendix 2 – List of foreign student at the University of Novi Sad

University of Novi Sad – Number of enrolled degree-seeking foreign students in 2013/2014.

ON BACHELOR OR INTEGRATED STUDIES

| Nationality/Faculty | Faculty of Agriculture | Faculty of Philosophy | Faculty of Technology | Faculty of Law | Faculty of Medicine | Faculty of Technical Sciences | Faculty of Economics | Faculty of Sciences | Academy of Arts | Faculty of Civil Engineering | Technical Faculty "Mihajlo Pupin" | Faculty of Sports | Faculty of Pedagogy | Teacher Training Faculty | ACIMSI at University level | TOTAL |
|------------------------|------------------------|-----------------------|-----------------------|----------------|---------------------|-------------------------------|----------------------|---------------------|-----------------|------------------------------|-----------------------------------|-------------------|---------------------|--------------------------|----------------------------|-------|
| Montenegro | 19 | 23 | 4 | 37 | 13 | 61 | 12 | 0 | 2 | 1 | 0 | 18 | 0 | 0 | 0 | 190 |
| Croatia | 9 | 9 | 3 | 44 | 29 | 34 | 15 | 0 | 4 | 0 | 0 | 11 | 0 | 0 | 0 | 158 |
| Bosnia and Hercegovina | 126 | 12 | 85 | 406 | 5 | 877 | 87 | 0 | 5 | 0 | 0 | 25 | 0 | 0 | 0 | 1628 |
| Macedonia | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 2 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 4 |
| Slovenia | 0 | 0 | 0 | 1 | 7 | 7 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 16 |
| Libya | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 |
| Italy | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Hungary | 2 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 |
| Germany | 0 | 1 | 0 | 0 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 |
| Greece | 0 | 1 | 0 | 0 | 5 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 8 |
| Yemen | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Russia | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| Ukraine | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Belorussia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

| | | | | | | | | | | | | | | | | |
|--------------|------------|-----------|-----------|------------|------------|------------|------------|----------|-----------|----------|----------|-----------|----------|----------|----------|-------------|
| Thailand | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Slovakia | 0 | 0 | 0 | 0 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 |
| Poland | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| Austria | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 |
| Albania | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Iran | 0 | 0 | 0 | 0 | 6 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 6 |
| Iraq | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Nigeria | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Palestine | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| Lebanon | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Syria | 0 | 0 | 0 | 0 | 6 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 6 |
| USA | 0 | 0 | 0 | 0 | 7 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 7 |
| Sweden | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 |
| Canada | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 |
| UK | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 |
| Cyprus | 0 | 0 | 0 | 0 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 |
| Spain | 0 | 0 | 0 | 0 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 |
| Mauritius | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Turkey | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| France | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| Armenia | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| TOTAL | 156 | 47 | 93 | 489 | 126 | 986 | 114 | 5 | 13 | 1 | 0 | 54 | 0 | 0 | 0 | 2084 |

ON MASTER STUDIES

| Nationality/Faculty | Faculty of Agriculture | Faculty of Philosophy | Faculty of Technology | Faculty of Law | Faculty of Medicine | Faculty of Technical Sciences | Faculty of Economics | Faculty of Sciences | Academy of Arts | Faculty of Civil Engineering | Technical Faculty "Mihajlo Pupin" | Faculty of Sports | Faculty of Pedagogy | Teacher Training Faculty | ACIMSI at University level | TOTAL |
|----------------------------|------------------------|-----------------------|-----------------------|----------------|---------------------|-------------------------------|----------------------|---------------------|-----------------|------------------------------|-----------------------------------|-------------------|---------------------|--------------------------|----------------------------|--------------|
| Montenegro | 2 | 0 | 0 | 7 | 0 | 5 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 1 | 16 |
| Croatia | 1 | 0 | 0 | 0 | 0 | 7 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 9 |
| Bosnia and Hercegovina | 7 | 0 | 17 | 46 | 0 | 106 | 76 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 252 |
| Macedonia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Slovenia | 0 | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| Libya | 0 | 0 | 0 | 0 | 0 | 2 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 6 |
| Italy | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Hungary | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Germany | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Greece | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 | 6 |
| Yemen | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Russia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Ukraine | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Belorussia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Thailand | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Slovakia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Poland | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Austria | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Albania | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Iran | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

| | | | | | | | | | | | | | | | | |
|--------------|-----------|----------|-----------|-----------|----------|------------|-----------|----------|----------|----------|----------|----------|----------|----------|----------|------------|
| Iraq | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Nigeria | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Palestine | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Lebanon | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Syria | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| USA | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Sweden | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Canada | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| UK | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Cyprus | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Spain | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Mauritius | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Turkey | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| France | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Armenia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL | 10 | 2 | 18 | 53 | 0 | 122 | 76 | 3 | 3 | 0 | 0 | 0 | 0 | 0 | 8 | 295 |

ON DOCTORAL LEVEL

| Nationality/Faculty | Faculty of Agriculture | Faculty of Agriculture | Faculty of Philosophy | Faculty of Technology | Faculty of Law | Faculty of Medicine | Faculty of Technical Sciences | Faculty of Economics | Faculty of Sciences | Academy of Arts | Faculty of Civil Engineering | Technical Faculty "Mihajlo Pupin" | Faculty of Sports | Faculty of Pedagogy | Teacher Training Faculty | ACIMSI at University level | TOTAL |
|----------------------------|------------------------|------------------------|-----------------------|-----------------------|----------------|---------------------|-------------------------------|----------------------|---------------------|-----------------|------------------------------|-----------------------------------|-------------------|---------------------|--------------------------|----------------------------|--------------|
| Montenegro | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 3 |
| Croatia | 0 | 1 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 |
| Bosnia and Hercegovina | 1 | 0 | 4 | 1 | 0 | 1 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 9 |
| Macedonia | 4 | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 6 |
| Slovenia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Libya | 1 | 0 | 3 | 0 | 0 | 8 | 0 | 7 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 19 |
| Italy | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Hungary | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Germany | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Greece | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Yemen | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Russia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Ukraine | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Belorussia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Thailand | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Slovakia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Poland | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Austria | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

| | | | | | | | | | | | | | | | | | |
|--------------|----------|----------|----------|----------|----------|-----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|-----------|
| Albania | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Iran | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | |
| Iraq | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Nigeria | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | |
| Palestine | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Lebanon | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Syria | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| USA | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Sweden | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Canada | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| UK | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Cyprus | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Spain | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Mauritius | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Turkey | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| France | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| Armenia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| TOTAL | 7 | 2 | 8 | 1 | 0 | 13 | 2 | 9 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 43 |

TOTAL NUMBER OF FOREIGN STUDENTS PER FACULTY ON ALL LEVELS OF STUDY

| Nationality/Faculty | Faculty of Agriculture | Faculty of Philosophy | Faculty of Technology | Faculty of Law | Faculty of Medicine | Faculty of Technical Sciences | Faculty of Economics | Faculty of Sciences | Academy of Arts | Faculty of Civil Engineering | Technical Faculty "Mihajlo Pupin" | Faculty of Sports | Faculty of Pedagogy | Teacher Training Faculty | ACIMSI at University level | TOTAL |
|----------------------------|------------------------|-----------------------|-----------------------|----------------|---------------------|-------------------------------|----------------------|---------------------|-----------------|------------------------------|-----------------------------------|-------------------|---------------------|--------------------------|----------------------------|--------------|
| Montenegro | 22 | 23 | 5 | 44 | 13 | 66 | 12 | 0 | 3 | 1 | 0 | 18 | 0 | 0 | 2 | 209 |
| Croatia | 10 | 10 | 3 | 44 | 29 | 43 | 15 | 0 | 5 | 0 | 0 | 11 | 0 | 0 | 0 | 170 |
| Bosnia and Hercegovina | 134 | 12 | 106 | 453 | 5 | 984 | 165 | 0 | 5 | 0 | 0 | 25 | 0 | 0 | 0 | 1889 |
| Macedonia | 4 | 1 | 0 | 0 | 0 | 1 | 0 | 3 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 11 |
| Slovenia | 0 | 1 | 0 | 1 | 7 | 8 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 18 |
| Libya | 1 | 0 | 3 | 0 | 5 | 10 | 0 | 9 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 30 |
| Italy | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Hungary | 2 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 |
| Germany | 0 | 2 | 0 | 0 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 6 |
| Greece | 0 | 2 | 1 | 0 | 5 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 | 15 |
| Yemen | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Russia | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| Ukraine | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Belorussia | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Thailand | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Slovakia | 0 | 0 | 0 | 0 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 |
| Poland | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 |
| Austria | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 |
| Albania | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Iran | 0 | 0 | 0 | 0 | 6 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 7 |

| | | | | | | | | | | | | | | | | |
|--------------|------------|-----------|------------|------------|------------|-------------|------------|-----------|-----------|----------|----------|-----------|----------|----------|----------|-------------|
| Iraq | 0 | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| Nigeria | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Palestine | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| Lebanon | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Syria | 0 | 0 | 0 | 0 | 6 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 6 |
| USA | 0 | 0 | 0 | 0 | 7 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 7 |
| Sweden | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 |
| Canada | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 |
| UK | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 |
| Cyprus | 0 | 0 | 0 | 0 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 |
| Spain | 0 | 0 | 0 | 0 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 |
| Mauritius | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Turkey | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| France | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| Armenia | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| TOTAL | 173 | 51 | 119 | 543 | 126 | 1121 | 192 | 17 | 16 | 1 | 0 | 54 | 0 | 0 | 9 | 2422 |