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### A comparative study of international education policies in China and the United States

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**Master of Social Sciences in  
Comparative Social Policy (International)**

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**SOC 605 Comparative Social Policy Research Project**

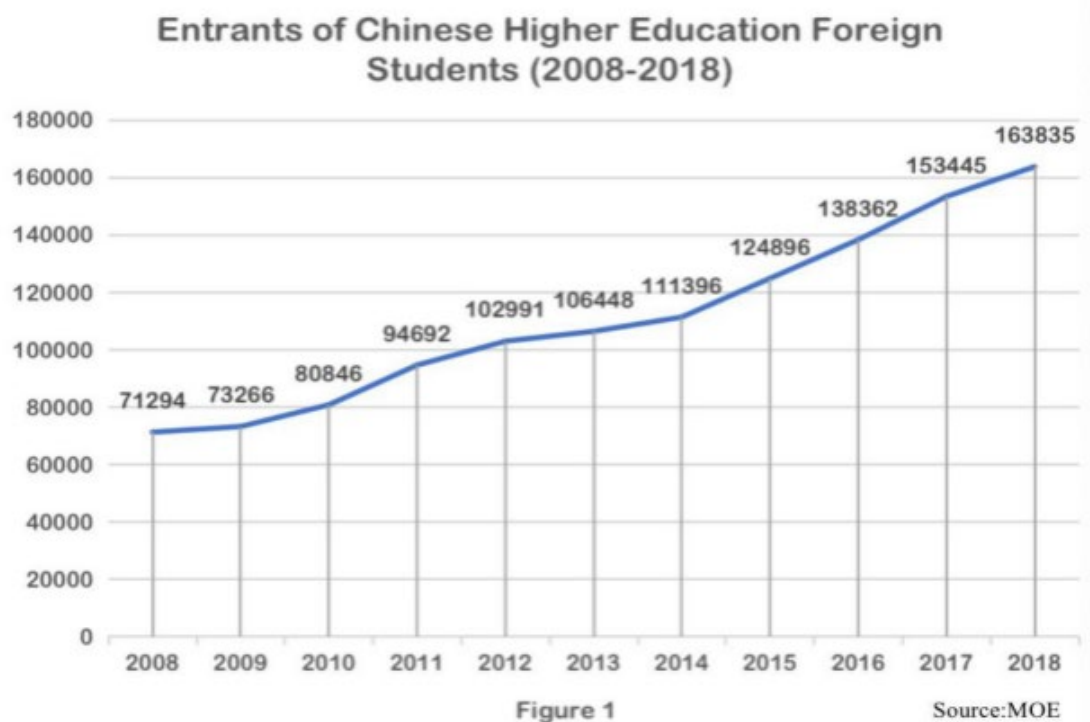
**A Comparative Study of International Education  
Policies in China and the United States**

**ZHANG Junyi**

**Supervisor: Prof. LAI Yuen Shan Ruby**

## Introduction

Under the background of globalization, in developed countries and emerging developing countries in Europe, America, Asia-Pacific and other regions, international education has surpassed education itself and has become an important factor in multilateral diplomacy, expanding cultural influence, improving economic competitiveness, and promoting employment in the international labor market National strategy(Ma, 2014). According to the annual education statistics released by the Ministry of Education of the People's Republic of China, a line chart of the number of enrollments of Chinese higher education students from 2008 to 2018 is compiled.



It can be seen that the number of international students recruited by Chinese higher education institutions in the past decade has shown a steady upward trend, which means that China's international education policy is becoming more and more open, attracting more foreign students to study and live in China. In the field of education, China and the United States have always been important partners. As far as foreign

student education is concerned, the United States has always been the largest recipient of Chinese students, and China has gradually become the largest importer of foreign students of the United States. Based on the statistical data released by the Ministry of Education, figure 2 is organized (Guo, 2017).

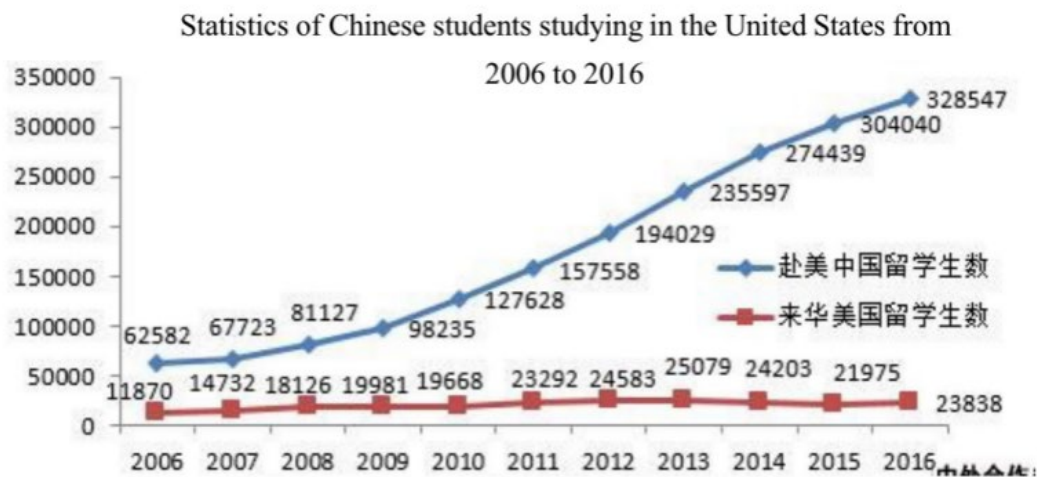


Figure 2.

Source: CFCE

It can be seen that from 2006 to 2016, the annual number of Chinese students studying in the United States increased from 62,582 to 328,547, with an average annual growth rate of 18.0%; The growth rate is only 7.2%, especially in the past five years after 2011, the annual number of American students going to China has basically stabilized, and it has fallen after reaching the peak in 2013. In comparison, during these 11 years, Chinese students studying in the United States have maintained a strong growth trend and the popularity has not decreased, while the number of American students studying in China has remained basically stable.

At present, many schools in China, especially in the eastern region, are carrying out the introduction of international courses. Sino-foreign cooperation in running schools is also booming, which provides an opportunity for more in-depth cooperation in international education between China and the United States. Compared with the past, China has begun to change its international education policy in recent years, actively

introducing Chinese culture to foreign countries for international understanding. For example, it has established Confucius Institutes around the world to promote Chinese learning and increase exchange programs for studying abroad. Figure 3 is based on the “List of Approval Results of Sino-foreign Cooperative Education Projects” published annually by the Ministry of Education (Guo, 2017).

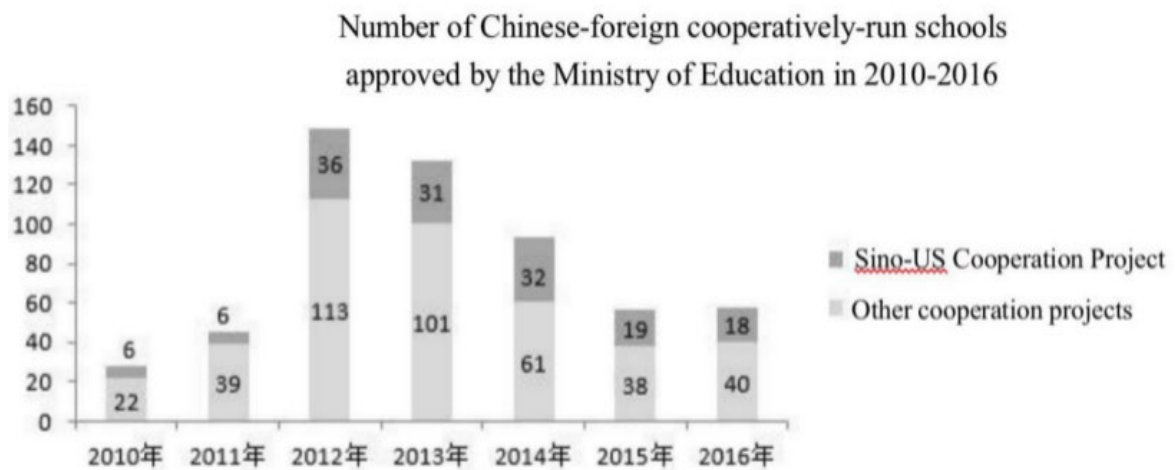


Figure 3.

Source: CFCE

During the seven-year period from 2010 to 2016, the number and proportion of Sino-US cooperative school projects approved by the Ministry of Education generally showed an increasing trend. In particular, the number of approved projects in 2012 reached a peak of 36, and the highest rate of approval. In 2014, among the new projects in this year, the Sino-US cooperative education projects accounted for 34.4%. Since 2014, the national education authorities have gradually strengthened the transformation from large-scale development to improving quality and increasing efficiency in macro policies. Therefore, the number of Sino-foreign cooperative education approval projects has been gradually reduced and controlled in recent years. The US-run cooperative education programs maintained a high proportion.

Looking back on the development of Sino-US international education policy from a historical perspective, the history of US international education is almost as long as

the history of American society. There is an essential difference in the origins of international education between China and the United States. The United States in the century has expanded because of its education. In the process of China's Qing government being forced to open its doors and undergoing difficult and passive changes, there have been many confrontations and conflicts in Sino-US international education policies (Ma, 2014). However, with the progress of globalization, Sino-US international education has more common interests. Tracing back the development of Sino-US international education policies from a historical perspective is conducive to clarifying the evolution of the international education policies of the two countries and better grasping the essence of Sino-US international education policies.

Analyzing the influencing factors of Sino-US international education policy evolution from a political, economic, and cultural perspective can put Sino-US international education policy research in a broader context. Although China and the United States have overall policy regulations on the development of international education, their international education policies will show certain differences for different countries and regions. Therefore, this article chooses to mainly discuss the international educational exchanges between the two big countries in order to focus on research issues and enhance the depth and pertinence of comparative analysis. In addition, because the specific content of international education policy is quite extensive, the various types of international education policy texts issued by China and the United States are also complicated. Therefore, the focus of this study is more on the overall development of the international education policies of the two countries. It is more inclined to select typical texts that have a significant impact on the development of international education in the two countries for in-depth discussion. The first part of the paper mainly includes the research background, research significance and definition of related concepts. The second part is a review of domestic and foreign research. The third part includes a systematic review of the history of international education policies in China and the United States. On this basis, a comparative analysis of the development process of the international education policies of the two countries will be conducted. The fourth part analyzes the influencing factors of the

international education policies of the two countries. In the fifth part of the thesis, two cases of collaborative school administration are selected for analysis, aiming to discover the new characteristics and new laws of the development of education policies in the two countries from several examples of Sino-US international education exchange and cooperation. The final part of the thesis is the conclusion and recommendations. In addition to the summary of the analysis of this paper, it also puts forward some suggestions for improving the development of China's international education policy.

## **Research Overview**

The term international education was first used by the International Bureau of Education in 1919 (Li, 2009). American scholar Bered believed that international education was a subject research field and was born as a branch of comparative education (Li, 2005). At the same time, international education is also an interdisciplinary study of cross-cultural issues, which intersects with "comparative education" to some extent, but it also exceeds the scope of "comparative education" in international positioning. The international education in the United States mainly includes two meanings. One is to promote the internationalization of American education, and the other is to promote the progress and development of education in other countries through educational exchanges (Bai & Qu, 2017). These two aspects can be understood as the input and output of talents. International education policy can be regarded as a policy related to international education. When the concept of international education policy is defined, it can be included in the system of "education policy". Therefore, international education policy can be defined as the general term for all values and codes of conduct formulated and promulgated by the ruling party and government to guide and regulate the development of international education (Ma, 2014). The dual nature of international education policy determines that this study should be analyzed not only from the perspective of education policy

science, but also from the perspective of international relations.

In the last decade of the 20th century, the increasing globalization of the economy and society after the end of the Cold War, coupled with the emergence of the knowledge economy, led to the adoption of a more strategic approach to the internationalization of higher education. Higher education organizations put internationalization at the top of the reform agenda, and international education has become an industry, a source of income and a means of increasing reputation (de Wit, 2020). The 2018 Open Door Report of the Institute of International Education emphasizes that the United States is the leading international education destination, and it received about 1.1 million international students in 2017 (Johnson, 2020). In addition, some researchers analyzed the imperative trend of internationalization, in particular, they discussed the new viewpoints that emerged during the comprehensive development of internationalization. Scholars believe that comprehensive internationalization is an organizational paradigm that considers internationalization of higher education as a whole, and explains how the internationalization of education in the United States progressed at the beginning of the century. Mainly discuss the following issues: the evolution, goals and motivations of the significance of internationalization of higher education; the theoretical development of comprehensive internationalization, the prerequisites for the successful launch and implementation of comprehensive internationalization; the problems, wall funds and challenges of comprehensive internationalization and the concept and organization of comprehensive internationalization (John, 2011).

Regarding the relevant research on American international education policy, some scholars conducted a comprehensive, in-depth and meticulous study on the history of the generation and development of the International Education Law in the Cold War era and the National Security Education Law in the post-Cold War era from a policy perspective (Vestal, 1994). The second year after the "September 11th Incident", in 2002, the American Board of Education published the international educational



program document "Beyond September 11: A Comprehensive National Policy on International Education" supported by the endorsements of American universities. The report emphasizes that global change makes the United States in urgent need of citizens with a wide range of international skills and cross-cultural understanding, as well as more international experts familiar with various regions and issues of the world. To meet these needs, education and the reform of education are indispensable (Guo, 2014). Regarding the exchange of international education between China and the United States, some studies introduced the background of the restoration of Sino-US educational exchanges in the 1980s, the basic composition of international students from both sides, exchange programs and funds, inter-school exchanges, language training, and exchange subjects (David, 1986). In addition, foreign scholars surveyed the intention of Chinese students to return to China and discussed several factors that affect the willingness of international students to return to China, including income level and housing conditions, career development space and working environment (David, 1996).

Some foreign studies believe that in addition to "campus internationalization", comprehensive internationalization can be an organizational example of an entire institution, academic department, or professional program (John K, 2011). And it conducts a general analysis and research on the history, reality, and development trends of the US international education policy from a macro perspective. Some domestic documents analyze the new signs of the US international education strategy through the Bush administration 's decision to return to UNESCO (Ma, 2014). Other studies have pointed out that the current international education in the United States has multiple identities in its research field, education policy, and education system. In addition, the international education in the United States has new development trends in five aspects such as its international positioning, educational goals, educational objects, implementing agencies, and management and investment funding (Zhang & Chen, 2008). Some scholars believe that in the 21st century, in order to compete for world education leadership, the United States and other developed countries have

shown a new round of strategic transformation trends in international education policies to improve quality and pursue excellence (Gao, 2013).

The history of studying "international education" as an independent academic term in China is not long. The quantity and quality of research results are quite different from those abroad. The research results on China's international education policy mainly include thematic studies on overseas study policies, Sino-foreign cooperative education policies, education service trade policies and China's foreign education policies. In addition, there are also some studies on the interpretation of the texts and regulations of American international education policies. Such research results are mainly for the interpretation of the international education-related policies and regulations issued by the US government in a certain period or period, including analysis of the background, content, implementation and impact of the policy (Ma, 2014). In addition, studies have pointed out that the current international education policy in the United States has new development trends in five aspects: its international positioning, educational goals, educational objects, implementing agencies, and management and investment funding (Zhang & Chen, 2008). An article pointed out that China should continue to adhere to reform and opening up, strengthen and improve the statistical system of education services trade, and reasonably position the foreign trade nature of "education exports" to better promote the rapid development of the country's education industry and education service trade (Yang, 2009). There are also documents in China that explain the importance of cultural diversity in international education and the management of cultural diversity, and discuss how to find a balance between social cohesion and cultural diversity (Ma, 2014).

As far as the existing literature is concerned, foreign research focuses on international policies that deal with internationalization or globalization, as well as research on education service trade and cross-border education. There are few comparative studies on China's international education development and Sino-US international education.

Domestic research focuses on historical documents, and there are few documents that analyze the development history and influencing factors of Sino-US international education policies.

## **Comparative Analysis of the History of International Education Policy**

### *History of American International Education Policy*

#### *The budding of international education and its policy: 1636-1945*

The reason why the colonial period from the beginning of the United States to the Second World War was called the "sprouting period" of American international education is because during this period, the United States on the one hand borrowed from the education system of the European countries during the colonial period, and on the other hand, after the founding of the United States, it sought to create a political, economic, and cultural system with American characteristics. During the period from World War I to World War II, with the growth of US national power and changes in foreign policy, the US began to export its own education system and educational ideas.

During the colonial period of the 16th-18th centuries, although immigrants copied the education model of the sovereign state to the United States, including family education, church education, and running schools. However, due to limited formal education opportunities and shortages of teachers and principals, most American upper-class families still choose to send their children to Europe to inherit the British noble tradition (He, 2000). In the late 18th century, the emerging American nation broke away from British colonial rule after arduous struggle. The establishment of the federal government has profoundly affected the future of the United States, and education has shown strong nationalism. After 1840, the Library of Congress began to exchange materials with foreign libraries. In 1888, John Yeton, as the director of the US Department of Education, proposed to set up a standing committee to hold an

international education conference (Li, 2005). As the United States developed social civilization in the late 19th and early 20th centuries, its ideas and products began to have a leading position in the world. The output of educational ideas and educational institutions has become more and more important, but this kind of international educational activity is more at the level of civil organizations and individuals. For example, the American scholar Dewey proposed the concept of international education and discussed the necessity of implementing international education in modern society from the perspective of social transformation (Ma, 2014). During his visit to China in 1914, he gave lectures at National Peking University, Tsinghua School, National Normal University in Beijing and many provincial capitals. With the establishment of the League of Nations in 1920, American international education began to become an orthodox academic interest. On the eve of the Second World War, American comparative educationist Kandel further explored the idea of international education in his writings, and proposed the idea of establishing an international education bureau, which laid a theoretical foundation for the introduction of international education policies (Ma, 2014).

On the whole, from the colonial era to the Second World War, the development of American international education was constrained by the development of the country. Although American education has the color of international education in its origin, the idea of international education in the United States was developed in the search for the path of establishing its own characteristic education. Affected by the isolationist foreign policy of the United States during this period, the main leaders in promoting international education were mostly local governments, social organizations, and individuals. National policies that really interfered with international education were not introduced until after World War II.

*The formation of an international education policy system: 1946-1966*

During World War II, the United States established its dominance of the world economy. After the war, the United States quickly embarked on a confrontation with the Soviet Union's cold war. The Cold War is not only a political and military confrontation, but also an ideological struggle (Bai & Qu, 2017). Strong economic strength and greatly enhanced military strength have laid the foundation for the transformation of the US foreign policy. In order to dominate the world, the United States must not only maintain and expand its political, economic, and military power, but also respond to the urgent need of enhancing extensive cultural exchanges with other countries to export American values to the world. The extensive and profound involvement in international affairs makes the federal government urgently need universities to provide language and regional expertise and talent (Wang, 2012). International education was developed as an important aspect of the American Cultural Cold War strategy.

On January 1, 1946, the United States established the International Press and Cultural Affairs Office. In 1947, the division was renamed the International News and Education Exchange Division. In August 1946, President Truman officially signed the Fulbright Act of 1946, which was the first international education bill in American history and marked the official involvement of the federal government in international education and cultural exchange (Li, 2005). The main content of the bill is to authorize the US government to use foreign exchange funds for the sale of surplus materials after the war, as a fund for educational exchanges, to assist American citizens to go abroad and foreign citizens to study, study and teach in the United States to enhance international educational exchanges and countries Mutual understanding between people(Ma, 2014). In 1949, President Truman proposed the "four-point plan" of the US global strategy, also known as the "Technical Assistance Backward Area Plan", and emphasized the implementation of economic and technical assistance, including education, to developing countries in Asia, Africa, and Latin America. In the 1950s, the Cold War entered a fiery era. It is also an era of continuous adjustment and improvement of the American Cultural Cold War strategy.

In 1950, the federal government passed the National Science Foundation Act and established the National Science Foundation. At the same time, the United States supports the development of international science education programs, encourages exchange of information with foreign scientists, and the state provides funding for the translation of foreign scientific information. In October 1957, the first Soviet satellite was successfully launched. The United States felt a sense of crisis, and thus launched a comprehensive reflection and criticism of the education system. In August 1958, the United States Congress passed the National Defense Education Act, linking national status and security to education, and provided for federal funding to support universities to develop high-quality science, mathematics, foreign languages, and regional research projects. At this point, the federal government formally intervened in international education and provided financial support. Chapter 6 of the National Defense Education Law authorizes the funding of four projects. The first is the establishment of “Language and Regional Research Centers” in colleges and universities to expand the education and research of non-universal languages and areas of use in higher education. The second is to provide "modern foreign language research grants" to support non-universal language learning for high-level students. The third is to support "research and learning" projects for the study of general and non-universal language learning methods and specialized teaching materials. The fourth is the “Language Academy” project that provides advanced language training for elementary and middle school teachers (Ma, 2014). The "Chapter Six" project of the National Defense Education Act is the central mechanism for the role of the federal government in international education, indicating that the US government needs to support the international education of colleges and universities in order to achieve the national foreign strategic goals. In 1961, the US Congress passed the Fulbright-Hayes Act of 1961, also known as the 1961 Education and Culture Mutual Exchange Act. The bill supports U.S. citizens abroad and foreign citizens of schools and research institutions in or outside the United States to come to the United States for cultural and educational exchanges.

The International Education Act promulgated by the United States Federal Government in 1966 was the first bill in the history of the United States to be named after "International Education". The International Education Law contains three parts: the first is to authorize international research at the graduate and undergraduate level. The second is the revision of other bills and research by the Ministry of Health, Education and Welfare. Compared with the "National Defense Education Law" which is limited to foreign language teaching and regional research at the graduate level, the "International Education Law" adds international education to the graduate level and expands the scope of funding to the undergraduate level. Although the attempt of the International Education Law ended in failure, the idea advocated by it became the future development direction of American international education policy.

*The twists and turns of international education policy: 1967-2000*

After the great defeat of the Vietnam War, although the United States is still the world leader, its leadership is being challenged by the trend of "multipolarization." As the main institution promoting the internationalization of higher education, the U.S. News Agency merged with the Department of Education and Cultural Affairs of the United States Department of State in 1977 and reorganized into the United States Agency for International Exchange (Gao, 2015). The International Exchange Agency promotes American universities and educational institutions to provide educational assistance and educational exchanges to third world countries. In addition to sending teachers, establishing schools, and giving teaching materials, American universities are encouraged to accept foreign scholars, teachers, and international students. At the same time, the state also encourages universities to increase courses on the history, politics, ethnicity, race, culture, and other related content of other countries and regions in the world, and it also encourages researchers and students to pay attention to and study international affairs outside the United States. Although the US international education policy at this time began to pay attention to the two-way exchanges between countries, in the actual operation process, it still emphasizes the cultural output attributes of the internationalization of higher education.

With the end of the Cold War in the early 1990s, the confrontation between the two camps was eased, and the exchange of talent between countries was more convenient. More importantly, as a means of long-term cultural output, higher education has also been highly valued by the US government after the Cold War. The United States strives to guide the transformation of countries in the Eastern Soviet Region through the export and exchange of education, so that these countries form an identification with the American democratic and free system and culture (Bai & Qu, 2017). During the Cold War, the internationalization of American higher education was deeply influenced by politics. However, after the end of the Cold War, with the development of global economic integration, training talents from the perspective of economic competition is the value orientation of American international education. The development of the global market economy imposes higher requirements on the internationalization of higher education, which also makes the development direction of the internationalization of American higher education evolve into the sale of higher education resources as a commodity (Gao, 2015). This is a significant feature of the internationalization of higher education in the new period.

In July 1991, President Bush signed the National Security Education Act. The purpose of the National Security Education Act is to provide the National Security Department of the Federal Government with more well-trained experts who understand the regions and languages of the world. In 1992, the US Congress promulgated the "Higher Education Law Amendment Act", which revised the funding authorization for the International Education Program. In 2000, US President Clinton issued the Memorandum of International Education Policy, proposing that in order to continue to compete successfully in the global economy and maintain the role of the US as a world leader, we must ensure that US citizens have a broad understanding of the world and master foreign language tools. And have knowledge about other cultures (Ma, 2014).

*Transformation of international education policy: 2001 to present*



The occurrence of the tragic event of "9.11" in 2001 triggered the in-depth thinking of practical issues in all sectors of American society. This terrorist incident had a direct impact on American education policy, prompting the promulgation of the American Patriot Act and the Strengthening of Border Security and Visa Entry Reform Act, as well as the revision of the Higher Education Act. Conservatism in the United States is gradually becoming mainstream, and the internationalization of American higher education under conservatism is in a dilemma of development. The United States adopts strict dynamic monitoring measures for international students, and it also strengthens the examination of visas and inbound students and scientific researchers. In 2002, the U.S. Higher Education Council submitted to the federal government a report on "Spanning 9.11: A Comprehensive National Policy for International Education." This report does a very good job of the 21st-century US international education target system, strategy for achieving the target, and the resources required. Explain clearly. It proposes several goals for US international education. One is to train international experts to meet the country's strategic needs. The second is to improve the international quality of citizens and labor. The third is to strengthen the US ability to solve global problems. In 2012, the US Federal Department of Education promulgated the five-year international education policy text "US Department of Education 2012-2016 International Strategy", which was also the first international education strategy in American history. The document is titled "Success in Global Education through International Education and Cooperation" (Ma, 2014), which systematically explains the value orientation, target system, and promotion strategy of international education in the United States. This policy raises international education to a national strategic level, marking the beginning of a new historical stage in American international education.

### *History of China's International Education Policy*

#### *The germination and exploration stage of international education policy: before 1949*

The history of educational exchange activities between China and other countries can be traced back to the Sui and Tang dynasties more than a thousand years ago. The education under the Tang Dynasty was extremely developed, attracting a large number of foreign students and monks from Japan and Shilla. After returning to China, these international students brought Chinese culture into their own countries. Ancient China played a more exporting role in foreign educational exchange activities. The purpose is to promote national prestige, spread national culture, and strengthen friendly exchanges. Since the Ming Dynasty, Western missionaries have come to China. The main purpose of missionaries in China is to let the Chinese people understand, identify and even convert to Christianity, so as to achieve the purpose of their cultural expansion. One important way is to set up church schools. The first ten years of the Republic of China was the period when church schools developed at the fastest rate. However, church schools are essentially the product of colonial expansion in the Western world. In the name of spreading Western science and civilization to China, missionaries are closely integrated with the political, economic, and even military purposes of various countries, and have a strong colonial nature. But on the other hand, church schools have made more and more Chinese realize that in addition to traditional feudal education, there is another completely different education system. Missionary schools have brought cultures and knowledge from all over the world, to a certain extent, with the color of international education, and promoted the transformation of modern Chinese educational concepts. Since 1875, the Qing government has successively sent students and young military officers to Britain, France and Germany to learn about shipbuilding and army management. The study period for these students is 3 years. During the period of the Republic of China, the government made more detailed regulations for studying abroad. In 1916, the Ministry of Education promulgated the "Regulations on Selecting and Studying Foreign Students", which stipulates that international students must be selected from professors with more than two years of teaching experience in colleges and universities and those with undergraduate graduate qualifications. After returning to China, the international students will be assigned work by the Ministry of Education.

In response to the self-financed study abroad style that emerged in the late Qing Dynasty, the Ministry of Education promulgated the "Procedures for Self-financed International Students" in 1924, which stipulated the qualifications for studying abroad for self-financed students (Ma, 2014).

Overall, Chinese education before the founding of New China has begun to show the color of international education. Mission schools and official study abroad are the main forms of international education during this period. However, under the influence of the international and domestic environment at that time, the formulation and implementation of relevant international education policies can only be forced actions under the political situation.

*The stagnation and recovery phase of international education policy: 1967-2000*

In the early days of the founding of the People's Republic of China, China carried out a large number of international educational exchange activities. Due to the international political environment at that time, China mainly engaged in educational exchanges with the socialist camp countries, but less educational activities with Western countries. In 1956, the Chinese government approved the "Request for Report on Dispatching Postgraduate Students to Capitalist Countries", stating that according to the development of the country's political and economic aspects, China will send a certain number of overseas students to Western countries in the next period. A total of 10 international students were actually sent to capitalist countries during this period (Liu, 2016). Since 1957, China has introduced textbooks from capitalist countries and established specialized institutions to study foreign issues in higher schools. In 1959, the Ministry of Education held the first study abroad study meeting in Beijing, proposed new guidelines for studying abroad, and held the second study abroad study meeting the following year, emphasizing on continuing to send overseas students to the Soviet Union. International students put forward the policy of "reducing quantity and improving quality" and expressed their desire to send international students to Western countries (Ma, 2014). Beginning in 1966, China

entered the period of the Cultural Revolution. The Ministry of Higher Education issued the "Notice on Postponing Selection and Sending International Students to Work." Until 1972, China stopped all activities related to international education policies. For international students and their families who are studying abroad, the country has issued a decision to suspend classes at any time and return to China as soon as possible (Li, 2016). During the period from 1966 to 1977, due to the complex international and domestic political environment, China's international education policy appeared to be completely stagnant.

On December 26, 1978, the first public visiting scholars set off for the United States, marking the official restart of education in the United States. After the establishment of diplomatic relations between China and the United States in 1979, the Fulbright project was resumed. In 1980, the first Fulbright scholars were assigned to each other. In 1985, the project was formally incorporated into the Sino-US Educational Exchange and Cooperation Protocol and became one of the most important official educational exchange projects between the two countries. In 1983, Deng Xiaoping proposed the theory of "three orientations", namely, modernization, the world, and the future. This theory provides a scientific basis for China to formulate macro-decisions for education in the 21st century, and is the basis for China's education to be open to the outside world. In 1993, China issued the "Outline of China's Education Reform and Development." Among them, Article 14 points out that it is necessary to further expand the opening of education to the outside world, strengthen international education exchanges and cooperation, and boldly absorb and learn from the successful experience of development and management education in countries around the world. In 1996, the "National Study Abroad Fund Committee" was formally established to bring the enrollment, selection, and management of foreign students coming to China and overseas to the legal system.

*The transformation phase of international education policy: 2001 to present*

In 2001, China officially became the 143th member country of the World Trade Organization. Joining the WTO has a far-reaching impact on promoting the further opening of Chinese education. First, foreign institutions can use the terms to run schools individually or in cooperation in the country. Secondly, foreign universities absorb more Chinese students to study abroad. Finally, joining the WTO is conducive to promoting improvements in domestic teaching quality, teaching methods, teaching ideas, teacher construction, and professional settings. In addition, more and more multinational companies entering the Chinese market will affect my country's talent training model. In 2003, China issued the "Regulations on Sino-foreign Cooperation in Running Schools", which focused on increasing educational resources and introducing quality educational resources. The following year, the Ministry of Education promulgated and implemented the "Implementation Measures on the Regulations on Sino-foreign Cooperation in Running Schools", which clarified the examination and approval and standardized management of Sino-foreign cooperation in running schools, and further promoted the cooperation between China and foreign schools. In 2010, the State Council reviewed and passed the Outline of the National Medium- and Long-Term Education Reform and Development Plan (2010-2020). This is the first national-level education plan since China entered the 21st century and is a program for educational reform and development in the next decade. In order to train all kinds of specialized talents who adapt to economic globalization, the course internationalization has entered a real implementation stage. The internationalization of courses is mainly reflected in the establishment of some disciplines with international characteristics and international tendencies, such as "international trade" and "international finance". In addition, the country also attaches great importance to the setting of bilingual courses and the training of students' foreign language ability. More and more colleges and universities have stepped up efforts to set up bilingual courses and allocated special funds to fund bilingual course construction projects. At the same time, a large number of distance education courses in foreign universities are provided to students, and foreign expert teachers are introduced to teach students (Yue, 2015).

## **The Common Characteristics of the Evolution of Sino-US International Education Policies**

International education is an evolving and changing process in which the opening up and integration of education in various countries are constantly increasing. From the perspective of the evolution and practice of Sino-US international education policies, the international education policies of the two countries have shown some common development characteristics.

The first characteristic is that the development of international education policies of the two countries has shown phases. Due to the constant changes in the international environment, the development of international education policies in China and the United States has shown common phase characteristics. In the context of colonial expansion, both countries have experienced the stage of exporting education from the sovereign state to the colonial country. After the end of the Second World War, the international education policies of the two countries also experienced a transition from a single national value orientation to a multi-value integration of international relations, thus entering the development stage of global education orientation. In the era of globalization, competitive cooperation has become the basic style of Sino-US international education policies during this period, and education in both countries has continued to move toward greater openness. Absorbing, learning from and learning from the educational experiences of countries around the world has become a common focus of Sino-US international education policies. The second characteristic is that both countries' international education policies have developed interactively with world international relations. In the development process of international education policy, the interaction between China-US international education policy serving the national interest and world international relations has become one of the main driving forces for the development of international education policy.

Globalization, as the dominant theme, affects the transformation of Sino-US politics, economy, culture and technology. The international education policies of the two

countries will be more closely integrated with international relations. The third characteristic is that the international education policies of both countries are closely related to their foreign policies. Especially after the two countries have experienced world wars, international education policies will change in order to deal with or improve international relations with other countries. Among the various foreign policies of the country, cultural foreign policy has a prominent status (Li, 2005). With the democratization of politics and the expansion of public influence on foreign policy, international education will not only be part of foreign policy, but may also become a diplomatic tool in the future.

### **Differences in the development of international education policies between China and the United States**

Since the development of international education is affected by the differences in internationalization capabilities such as global economic level, trade strength, and development of education quality, the development of international education in different countries will also exhibit unequal and unbalanced characteristics. Different countries have differences in economic development, political interests, and cultural understanding, so the international education policies of China and the United States also have different strategies and strategic choices. In addition, differences in the level of international education development among countries will also lead to different goals of international education policies. The United States has long dominated international education exchanges and cooperation, and its policy objective is also to maintain its global leadership position. China is currently borrowing and introducing high-quality foreign resources to play the role of buyer of international education services. Therefore, China's international education policy also pays more attention to how to achieve self-development through reference. On the other hand, the US government, various foundations, and civil organizations have provided sufficient funding for the implementation of the US international education policy. The budgets of the US State Department, the International Development Agency, the Ministry of

Education, the Information Agency, and the Department of Defense can be used for the development of international education programs. However, due to the late start of China's international education policy, the development is still immature, and the role of civil organizations in the implementation of the policy is relatively small, and the participation is also small. With the deepening of globalization, the United States regards international education as a political tool for solving global problems, regional conflicts and guaranteeing the global leadership of the United States (Li, 2005). But obviously so far, China's international education policy has not shown this tendency. Generally speaking, the theoretical research on international education policy in the United States is more abundant and comprehensive than that in China, and it is also more systematic than the theoretical system of international education currently established by China. It not only involves the relationship between national education, international education and global education. It also includes issues such as education reform, curriculum internationalization, teacher education, and education research.

### **Factors Influencing the Development of China-US International Education Policy**

#### *Political Factors*

Political factors have a great influence on the development of Sino-US international education policies. This influence is mainly reflected in the changes in international education policies between the two countries before and after World War II. Different countries must clarify their policy objectives when formulating international education policies. This policy objective essentially reflects the interests of politically dominant social classes and groups. The obvious political and cultural differences between China and the United States have led to very different viewpoints on human rights and democratic systems, which are directly reflected in the development of international education policies. The American government is a presidential republic, which emphasizes decentralization and checks and balances. Therefore, the development of international education policy reflects the characteristics of multiple



opening. The modern political system established after the establishment of China has also continued to develop in tradition and reference, so the development of international education policies has shown relatively conservative characteristics. Ideology and political system determine the political attributes of international education policy. Although the inherent law of education development promotes cultural exchanges, in an era when ideology surpasses real national interests, the international education policies of China and the United States will also reflect distinct political attributes.

### *Economic Factors*

The formulation and implementation of international education policies are also subject to economic factors. The status of the country in the world economic system, the country's education financial investment, and the scale of economic development and trade policies will all have an impact on international education policies. These constitute the economic environment of international education policy. The resources required in the operation of international education policies and the national economic structure are directly related to the economic operation. For example, the International Education Law attempts to make a conscious, systematic and long-term investment in international education, which not only expands the recipients of funding, but also substantially increases the amount of funding. However, due to the outbreak of the Vietnam War and the domestic civil rights movement, the new isolationist forces have risen, and the International Education Law has not actually received congressional funding (Ma, 2014). In addition, after the end of the Vietnam War, the federal government's attention to international education has decreased. Not only has it not promulgated new and influential international education laws, but it has also reduced funding for international education. One of the reasons is that there are many social conflicts in the United States, and international education has to give way to other projects due to funding. The second reason is that the development of international education in the United States before the 1970s was mostly of the nature of unilateral aid. However, after the 1970s, the economic downturn of the United States led to a

decrease in public resources for education. Since the late 1960s, economic factors have become increasingly important in international competition. After the thawing of Sino-US relations, the trade between the two countries developed rapidly. The development of trade directly promotes the exchange of technology and education. After China implemented the reform and opening up policy, the national economy began to develop steadily. The international education policy of the late 20th century also showed more open characteristics. In addition, for most countries, whether it is the education of international students or the development of international education service trade, it is conducive to the development of the domestic education industry and the growth of the national economy.

### *Culture Factors*

Culture is an important part of international education policy. As one of the categories of education, international education has a close and inclusive relationship between nature and culture. Education in different countries takes its own national culture and fine traditions as its content, and its native language as the basic carrier, forming its own international education history traditions and cultural characteristics. This laid the cultural foundation for the country's international education policy. During the colonial period of the 16th-18th centuries, European immigrants brought European traditions to the New American Continent, and the locals merged the cultural customs of Indian indigenous and African immigrants' slaves and free people, making this land present a strong cultural diversity color. The original education model in the United States was mainly derived from the transplantation and importation of the British education tradition, reflecting strong individualism and colonialism (Li, 2005). Chinese language and culture play a vital role in the development of international education. To promote Chinese culture, the Chinese government established the "National Leading Group for Teaching Chinese as a Foreign Language" in 1987 to promote Chinese language and enhance the understanding of China by countries around the world. In addition, the establishment of "Confucius Institutes" overseas is also an important part of China's national Chinese language strategy. Overall, the

history of the development of American culture is relatively stable. The historical tradition formed by the immigrant culture emphasizes the integration of multiple cultures. This kind of open cultural psychology makes it buffer the violent impact of different cultural thoughts, and shows more stability and continuity in international education policies. The fierce collision of Chinese and Western cultures that China has suffered in modern times has had a profound impact on international education policies. More showing the characteristics of volatility and stage.

### **Case Analysis of Sino-US Cooperation in School Administration**

#### *Confucius Institute at the University of Oregon*

The Confucius Institute is not a university in the general sense, but an educational and cultural exchange institution that promotes Chinese language and disseminates Chinese culture and Chinese culture. It is a non-profit social welfare institution, and is generally located in educational institutions such as foreign universities and research institutes. Since the establishment of the first Confucius Institute in Korea in 2004, the Confucius Institute has spread to nearly 100 countries and regions around the world. It has become a global platform to promote Chinese language teaching and spread Chinese culture. Regarding the development of teaching materials at the Confucius Institute, Confucius Institute Headquarters and Confucius Institutes around the world have organized a series of textbooks prepared by Chinese and foreign experts, and presented them free of charge to relevant institutions around the world. In terms of teachers, China mainly sends Chinese teachers and volunteers abroad. Organized training of foreign Chinese teachers in China, and set up a series of training programs, such as a master's degree training program for Chinese international teachers, a training program for foreign Chinese teachers in China, a scholarship program for foreign local teachers, and a training program for non-English language Chinese teachers.

In November 2009, the University of Oregon and Hanban of China signed a cooperation treaty, and the Confucius Institute at the University of Oregon officially began operations on October 1, 2010. The partner of the Confucius Institute at the University of Oregon is East China Normal University, which has the largest HSK test center in China and the Hanban Foreign Language Teaching Base. Since its inception, the Confucius Institute at the University of Oregon has laid a solid foundation for teaching Chinese in the area. Relying on the high-quality conditions of the university, it has set up targeted multi-level and multi-class Chinese language and culture courses according to the needs of students (Chen, 2015). In 2014, the Confucius Institute at the University of Oregon launched activities such as "Ancient City" and "Chinese Women" Cultural Lectures. In October and November of the same year, the school also organized Confucius Institute teachers to go to San Antonio to participate in the National Association of Foreign Language Teaching and Texas Chinese Society. In the process of forming the Confucius Institute Board, in addition to the administrators of the University of Oregon, representatives of various parties in the Portland and Eugene regions were also deliberately integrated in order to obtain suggestions for establishing community contacts. Through these connections, the Confucius Institute relies on Chinese research experts to assist those scholars and research fields that are in need but lack Chinese knowledge.

#### *Shanghai New York University*

In 2006, New York University established the Shanghai Center at East China Normal University. Every year, undergraduate students from New York University come to study in Shanghai. Credits earned by students studying in the Shanghai Center can be transferred back to the headquarters of New York University. In 2011, the Ministry of Education formally approved the cooperation between East China Normal University and New York University to build Shanghai New York University. On October 15, 2012, Shanghai New York University was formally established. As the first international university jointly established by China and the United States, New York University in Shanghai is the first university jointly run by a Chinese “985” institution

and a first-class university in the United States. It is also an attempt in the diversified development of Chinese higher education.

Shanghai New York University is different from higher education institutions in the traditional sense of China. Its unit attribute is neither an institution nor an enterprise. The school adopts the principal responsibility system under the leadership of the council. The members of the board of directors include four each from China and the United States. The school administrators and managers are mainly from East China Normal University and New York University, and the professors come from all over the world. The first batch of undergraduate majors offered by Shanghai New York University includes seven directions including natural sciences, mathematics, finance, economics and comprehensive humanities. Shanghai New York University has innovated admissions methods in mainland China and actively explored multiple evaluation systems. On the basis of admission standards, students are evaluated and selected based on their high school level, comprehensive quality performance and college entrance examination results. And the school will assess the ability of the students when they enter the school, and formulate the corresponding curriculum plan for the students. At the same time, students will have the opportunity to go to other campuses or study centers in New York University's global system for one to three semesters of overseas study. After graduation, students will receive the New York University degree certificate and Shanghai New York University degree certificate and graduation certificate.

### *Comparative Analysis of Confucius Institute in Oregon and New York University in Shanghai*

The Sino-US cooperation in school administration has become an important activity of Sino-US higher education exchanges. The idea of internationalization of higher education in the United States has benefited from a relaxed humane environment and a highly developed market economy system. A more important aspect is the systematic and rational understanding of the internationalization of universities by the

American academic community. The concept of China's modernization of higher education internationalization was formed late, and there is a certain gap compared with the United States. Curriculum is an important carrier of internationalization of higher education. In terms of curriculum, the internationalization of the curriculum in both schools has two main characteristics. The first is to reflect the international factors in the teaching content and curriculum system, and guide students to understand the foreign culture. The second is to attach importance to the construction and development of foreign language courses and strengthen students' ability to use foreign languages. However, in terms of specific content, China's overseas Confucius Institutes mainly deal with the teaching of Chinese culture and language, while the courses of Shanghai New York University are more comprehensive, involving humanities, social sciences, finance, science and technology and other aspects. From the perspective of teaching staff, the teachers of China Overseas Confucius Institute are mainly trained and sent by the state, while the professors of Shanghai New York University are mainly selected by the school's own recruitment regulations.

## **Conclusion**

Internationalization of education, like economic globalization, has become an irresistible international trend and an inevitable policy direction. The development of international education can enable students from all countries in the world to use cross-border education and cross-cultural learning to share high-quality educational resources and share successful experience and failure lessons in education development around the world. At the same time, to improve national competitiveness in international cooperation and develop more mature international cooperation in mutual competition, so as to build a more inclusive society and a more harmonious world. The development of international education in the two countries is inseparable from the strong guarantee and vigorous promotion of the policy system. However, the formulation and implementation of international education policies require in-depth systematic planning. In particular, the focus of policy attention and the logical

structure of the international education policy system composed of related policies should be clearly clarified. Through a systematic analysis of the history and current status of Sino-US international education politics, it can be found that US international education policies have maintained good stability and continuity. In particular, it shows a high level in grasping the policy priorities, which is worthy of China's learning and reference.

China's future development of international education can start with comprehensive education reform. For example, to strengthen cooperation with world-class universities, colleges and universities can actively introduce "International Baccalaureate Organization" courses highly recognized by the international education community and other high-quality curriculum resources in other countries. In addition, relevant national policies need to consider international education and domestic education in a comprehensive manner, actively introduce international high-quality educational resources, and enhance the international viability of the educated.

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