Internationalization and English as a Medium of Instruction in Mongolian Higher Education

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Abstract

In the growing global trend of internationalization, Mongolian universities plan to increase courses and programs in English in order to improve their competitiveness and ultimately to become internationally visible, at least in Asia. This study discusses the current process of internationalization at Mongolian universities and explores the rationales of implementing English as a Medium of Instruction (EMI) at Mongolian universities. The analysis focuses on how the top-down national-level policies to internationalize the higher education sector influence both national and private universities, and what drives universities to adopt EMI policies. This paper intends to answer these questions through document analysis and an online survey at two private universities in Mongolia. Forty faculty members participated in the survey. All data went through the qualitative document analysis, "describing, classifying and connecting" (Coffey & Atkinson, 1996) to portray a comprehensive picture of the internationalization of higher education and the concept of EMI in Mongolia. The findings revealed that the Mongolian government is the key player in internationalization at the national level by making policies, taking initiatives, and encouraging national universities. However, the process of internationalization is much slower at private universities. The two private universities in Mongolia implement EMI for the following four reasons, 1) increasing the employability of domestic graduates, 2) promotion of international collaboration, 3) generating more income, and 4) increasing domestic and international profile. The faculty members of the two leading private universities understood that the introduction of EMI at their universities aimed to equip their graduates with English language skills to operate globally and to improve their universities' international profile.

Keywords: English as a medium of instruction, faculty development, international collaboration, internationalization of higher education

Introduction

Internationalization of higher education (IoHE) is not a homogeneous concept but more of a global concept of interrelated dimensions (Hudzik, 2015). Moreover, there is no agreed-upon definition for IoHE. IoHE has many aspects including organized cross-border mobility of students and faculty, foreign language learning, internationalization of curricula, cross-border institutional partnerships in joint research, joint degrees, and branch campuses. Early on, Soderqvist (2002) defined IoHE as

> a change process from a national higher education institution to an international higher education institution leading to the inclusion of an international dimension in all aspects of its holistic management in order to enhance the quality of teaching and learning and to achieve the desired competencies (p.29).

However, the most widely used definition is the one put forth by Knight (2003), "Internationalization is the process of integrating an international, intercultural or global dimension into the purpose, functions or delivery of post-secondary education" (p.2). According to Knight (2004), IoHE has two main spheres of action, "internationalization at home" and "internationalization abroad". "Internationalization at home" applies strategies and approaches designed to utilize an international dimension into the home campus by including global and comparative perspectives in the curriculum or recruiting international students, scholars, and faculty and leveraging their presence on campus. "Internationalization abroad" encourages an institution to send students to study abroad, set up a branch campus overseas, or engage in an inter-institutional partnership (Altbach, Reisberg, & Rumbley, 2009).

Rationales for Internationalization
Rationales for internationalization (Knight & de Wit, 1997; Knight, 2003, and de Wit, 2000) are categorized into four groups; academic, social/cultural, political, and economic. According to Knight & de Wit (1997), rationales can be described as motivations for internationalization and different rationales imply different means and end to internationalization (de Wit, 2000). In addition to the four categories, Knight (2004) added a new category, "branding" and developing an international reputation, particularly through rankings.

Political rationales for internationalization are rooted in the development process of nation-states, and the dominance of European models of higher education in colonies in the Americas, Africa, and Asia (de Wit, 2000). This political rationale was changed when the United States of America gained international power after the Second World War. Universities in the United States started to develop area studies, foreign language training, and study abroad when federal funding supported them. To maintain and expand its influence, America expanded educational and international exchanges (for example, Fulbright). As de Wit (2000) emphasized, the political rationale after the Cold War changed from the political to the economic.

Economic rationales for internationalization have been the driving force for cooperation and exchange in research, technology, and education development programs (de Wit 2000). Economic rationales are pursued due to the increasing global labour force, joint international research and development projects for international competency, and marketing of higher

education on the international market. As Wächter (1999) noted, universities around the world compete to strengthen their income base through the provision of education services to foreign customers. Anglophone countries like the United Kingdom, Canada, Australia, New Zealand, and the United States of America gain more advantage in it. In addition, these countries gain more experience in international marketing strategies to recruit international students through national organizations such as Australia's International Development Program, the Institute of International Education in the USA, and the New Zealand Education Trust. However, other countries focus on international activities such as the opening of distance education programs (van der Wende, 1997) and creation of offshore campuses to attract international students in order to find alternative sources of income (Wächter, 1999).

As for cultural and social rationales, national cultural identity, intercultural understanding, citizenship development, and social and community development are considered (Knight, 2004). These rationales place more emphasis on understanding foreign languages and cultures, on preserving the national culture, and on respecting diversity through internationalization.

According to Knight (2004), academic rationales focus on the integration of an international dimension into research, teaching and academic standards, institution building, and enhancement of the institution's profile, status, and quality. According to Qiang (2003), there is an assumption that integrating the international dimension into teaching, research, and service enhances the quality of a higher education system. The notion of enhancing the quality of education is linked to the idea that internationalization serves as a positive change for institutional building.

Higher education institutions (HEIs) are giving high importance to branding for a strong international reputation (Knight, 2004). Institutions and companies are competing for the market of recruitment of international fee-paying students, offering for-profit education and programs, selling education services like language testing and accreditation. For branding, institutions strive for accreditation from national and international accreditation bodies. Education providers strive for creating an international reputation and name brand for their own institution to place the institution in a higher position for competitive advantage (Knight, 2004).

To clarify the categories of the five rationales above, Knight (2004) distinguished the rationales between the national and institutional level. At the national level, rationales that drive internationalization in higher education include human resource development, strategic alliances, commercial trade, nation building, and social/structural development, while institutional-level rationales cover international profile and reputation, student and staff development, income generation, strategic alliances, and research and knowledge production (see Knight, 2004).

In her study, Knight (2003) distinguished institutional rationales for internationalization at the institutional level (See Table 1). Here, Knight (2003) listed the rationales by the level of importance and emphasized that the top four rationales relate to the academic rationales while the rest relate more to the economic, political, and social/cultural aspects of internationalization.

Table 1: Rationales for internationalization at the international level

Institutional Level Rationales for Internationalization			
1	Mobility and Exchanges for Students and Teachers	7	International and Intercultural Understanding
2	Teaching and Research Collaboration	8	Promotion and Profile of Institution
3	Academic Standards and Quality	9	Diversify Source of Faculty and Students
4	Research Projects	10	Regional Issues and Integration
5	Co-operation and Development Assistance	11	International Student Recruitment
6	Curriculum Development	12	Diversify Income Generation

Source: Knight (2003)

For this study, it is important to understand the rationales for internationalization as one of the reasons or motivations for internationalization includes the implementation of EMI. Thus, this study will examine the rationales for implementing EMI from the perspectives of staff and faculty members of private universities through an online survey to determine the rationales and policies for adoption of EMI at the institutional level.

English as a Medium of Instruction
IoHE has become a priority for many education systems in many countries where English is not the national language. This is closely connected to the use of English (Yonezawa & Shimmi, 2015). One of the reasons for this is that, as a lingua franca, the use of English represents how non-Anglophone countries try to enter the competitive arena of global higher education and the economic marketplace (Stigger, 2018, p.4). As Coleman (2006) claimed, the reasons for the HEIs to introduce programs and courses taught through EMI are split into seven categories: content and language integrated learning, internationalization, student exchanges, teaching and research materials, staff mobility, graduate employability, and the market for international students. In other words, foreign language learning in itself is not the reason why institutions adopt EMI.

EMI is one trend in IoHE across many non-Anglophone countries as countries shift from their focus from teaching English to teaching academic subjects in English (Graddol, 1997; Deaden, 2014). EMI is defined as "The use of the English language to teach academic subjects in countries or jurisdictions where the first language of the majority of the population is not English" (Dearden, 2015; p.2). EMI is a growing global phenomenon in all phases of higher education, and more and more universities are in a rush to offer both graduate and undergraduate programs through EMI (Macaro et al., 2018). By offering courses in English, an institution is able to attract international students and faculty members, and this brings opportunities for its own students and teachers to participate in international scientific research (Graddol, 1997).

Higher Education System in Mongolia
Before reviewing the process of IoHE and the concept of EMI, it is important to understand the higher education system of the country. Thus, a brief introduction to the higher education system in Mongolia is provided.

Mongolia is a landlocked country with 1.5 million square kilometers of land area, a total population of 3.1 million and a gross domestic product per capita of $7,800 as of 2016 (Mongolian Statistical Information Service, 2016). The total number of students studying at tertiary school amounted to 157,138 (58% female) in the academic year of 2016-2017. As of 2017, 95 HEIs, including a high percentage of private institutions (78%), national (18%), and a small percentage of branch schools of foreign universities (4%), are operating in Mongolia (Ministry of Education, Culture, Sciences, and Sports, 2017a). The branch schools of foreign universities include three from the Russian Federation and one from Singapore.

The history of Mongolian higher education is rooted in the National University of Mongolia, which was established in 1942 with three faculties: medical, pedagogical, and veterinary (Gantsog & Altantsetseg, 2003). Since then, several faculties were developed: physics, mathematics, natural sciences, social sciences, economics, law, and languages and literature. After Mongolia transferred to a free market economy system in the 1990s, the government ceased most of its funding for national universities, only covering utility costs. This resulted in the introduction of a student fee structure in 1993 (Gantsog & Altantsetseg, 2003). Moreover, the government of Mongolia made a policy of "cost sharing" to shift a greater portion of the burden of payment to individuals and transfer public expenditure on education to student loans. The government also legalized the establishment of private universities and branch schools of foreign HEIs.

Literature Review

The literature review explores the process of IoHE at both national and institutional levels and the concept of EMI in Mongolia.

Internationalization of Higher Education

Despite a handful of studies that discussed the early internationalization initiatives in Mongolia, little is known of current strategies and activities towards internationalization at national and institutional levels. Previous studies focused on the impact of globalization on higher education (Gantsog & Altantsetseg, 2003; Sodnomtseren, 2006), educational expansion in higher education (Agvaantseren & Hoon, 2013), or a strategy for internationalization in one national institution (Jargalmaa, 2015).

At the national level, the Mongolian Sustainable Development Vision 2030, enacted by the Mongolian Parliament in 2016, set an ambitious goal to have at least four Mongolian national universities recognized internationally for research in STEM fields. It indicated,

> Build a science and technology cluster and park in accordance with priority development areas, and ensure that no less than four Mongolian universities are ranked among Asian top universities (Partnership for Action on Green Economy, 2017, p.28).

Although there is no assessment information of Mongolian HEIs in the popular ranking systems, such as Times Higher Education's World University Rankings, Academic Ranking of World Universities, and QS World University Rankings, Mongolian national universities are focusing more on research and publications. As Hu (2017) reports, the proportion of online scientific papers from Mongolia reached 315 in 2016 but dropped to 252 in 2017. This shows that the number of papers produced per year remains low and there is much to do to produce more papers. Hence, two measures are urgent. The government needs to add more

budget for research and development, and national universities should offer more reward to prominent faculties and researchers.

Mongolian HEIs are also changing their fundamental missions, hoping to become international universities. According to Altbach, Reisberg, and Rumbley (2009), at the institutional level, a large number of universities around the world aim to produce "global citizens" with "global competencies" by adopting extended missions under internationalization. Mission statements of a number of Mongolian HEIs highlighted that they aim to become "global", that is, an internationally recognized university. Table 2 compares excerpts of mission statements from several major national and private HEIs that aim to become research-oriented and leading institutions in Asia and the world.

Table 2: Comparison of HEIs mission statements

	Type	Name	Excerpt from Mission Statements
1	National	National University of Mongolia	"…to become a national model research university which meets *world standards** and provides pillars for Mongolia's development."
2	National	National University of Medical Sciences	"…to become a national leading and *one of top 100 medical universities** in the west coastal area of the Pacific Ocean."
3	National	National University of Life Sciences	"…to become a leading global university*…"
4	National	Mongolian University of Science and Technology	"…to become *one of Asia's top universities**."
5	National	National University of Education	"…to become a *competitive institution** among Asian universities of education."
6	Private	Ikh Zasag International University	"…be a modern *global university** of technology and innovation."
7	Private	University of the Humanities	"…to become a reputable and *leading university in Asia*…* "
8	Private	University of Finance and Economics	"…to become a *leading research university** recognized in the region…"
9	Private	Otgontenger University	"…to become a research university that satisfies international standards…"
10	Private	Mongolia International University	"…to educate and develop leaders in Mongolia and *throughout Central Asia*...*"
11	Private	Mongolian Royal Academy	"…to be a university that provides *world-class education*…*"
12	Private	Mongolian National University	"…to become a university that leads in Mongolia, *Asia, and Europe through research and teaching**."

Source: Websites of each institution (translated by the author) *Emphasis is made by the author

Mission statements show that becoming recognized in the region, improving research, technology, and innovation, and integrating into international standards are the main goals set by these universities.

Within the initiatives and policies of IoHE, the government of Mongolia, in cooperation with its national universities, strives to build a comprehensive university campus outside the capital city, Ulaanbaatar (Government of Mongolia, 2010a). The goal of the policy is to integrate the national educational system into international dimensions and support the transformation of national and private universities to a campus model. The government of

Mongolia believes that building up a comprehensive campus will lay a solid infrastructure base for adapting the national universities' strategic development goals and improving teaching and research quality. The comprehensive campus development plan will also allow the integration of educational resources among the national universities. In addition, national universities will be able to share resources, develop interdisciplinary research, and pursue a coordinated external relations strategy.

With the goal to improve the quality of higher education through internationalization, the government merged national universities from 42 to 16 in 2010 (Government of Mongolia, 2010b). The private HEIs also started to merge voluntarily following the government policy. The number of private institutions, which amounted to 129 in 2004, reduced to 79 in 2014 and subsequently to 74 in 2017. Another example is the policy on curriculum. The government passed an order to follow the United Nations Educational, Scientific and Cultural Organization's International Standard Classification of Education. Accordingly, 817 fields of studies were reduced to 181 in 2014 (MES, 2014).

In addition, external assessment and accreditation have become necessary to improve the quality and status of higher education in Mongolia. Currently, 74 universities qualified for national accreditation (Mongolian National Council for Education Accreditation, 2017). The accreditation of HEIs was voluntary-based until 2016 when the government made it mandatory for all types of HEIs to undergo accreditation (Legal Info System, 2017). In recent years, international accreditation started to play an important role in Mongolia. The Accreditation Council for Business Schools and Programs has accredited 13 institutions and is processing 8 more, while the Accreditation Agency for Degree Programs in Engineering, Informatics, Natural Sciences, and Mathematics has accredited several programs at national universities.

English as a Medium of Instruction in Mongolia
The Mongolian education system had the policy to teach only Russian as a foreign language when the country had close ties with the former Soviet Union. During the socialist period, it was mandatory for all students, regardless of their fields, to learn Russian for 3-4 years continuously and take a state examination in Russian. This was changed when the English language department opened at the National University of Mongolia in 1956. In the 1990s, when Mongolia expanded its foreign relations with other countries, it needed more professionals who were able to communicate in English. Therefore, more HEIs started to offer English courses. However, there were not enough English language teachers. In 1990-1995, with the support from United Nations Development Program and Overseas Development Administration-British Overseas Development Agency, a specialized English language institute was founded to retrain hundreds of Russian language teachers as English language teachers (Altan-Od & Khongorzul, 2012).

English is not the second official foreign language in Mongolia. However, the documents on the English language in the past two decades show that English is treated as the second main foreign language of Mongolia. In 1997, the Minister of Enlightenment (Ministry of Enlightenment, 1997) passed an order to teach English as a foreign language from the academic year of 1997-1998 in all levels of education institutions. Later, the order by the MECS (2006) indicated that the main foreign language in bachelor's level programs would be English.

The term, EMI, was first used officially in the Comprehensive National Development Strategy of Mongolia, which was based on the Millennium Development Goals (World Bank, 2008). The strategic objective 2 in Education Development Policy indicates the government will "…provide financial support to high schools, vocational schools, and universities which use English as the medium of instruction" (World Bank, 2008, p. 19). Moreover, this document addressed the importance of English, pointed out the goal of making the English language a major foreign language in Mongolia, and set a goal to have civil servants be competent in English by 2021. Prior to this official document, in its resolution on English language education, the government of Mongolia (2001) announced the need to teach EMI courses such as international relations, economics, journalism, tourism, medicine, and technology. The National Program on English Education (Government of Mongolia, 2008) highlighted the importance of "creat[ing] a system/mechanism pushing the need and use of English as the main tool for education, for communication, information access, and business…" (p.5).

Despite a handful of private universities, opportunities to earn academic degrees in English are limited. Examples include the Mongolia International University that has offered undergraduate degree programs entirely in English since its establishment in 2002. Another institution is the Royal International University, which opened its doors offering business degree programs entirely in English in 2010. At the graduate level, opportunities to gain degrees in English are available in joint and dual degree programs (mostly Master's degree) at major national and private universities.

Based on the literature review, this study explores the driving factors of internationalization. In addition, rationales of EMI in HEIs are discovered through an online survey for faculty members at two private universities. Therefore, the study attempts to answer two research questions before the discussion and conclusion:

1. What are the driving factors of Mongolian higher education institutions to pursue internationalization?
2. What are the rationales of Mongolian universities to adopt policies for English as a Medium of Instruction?

Methodology

The study draws on Knight's (2004) model of IoHE, "internationalization abroad and internationalization at home" and Soderqvist's (2000) concept of internationalization as a pathway to increase quality and competencies of higher education institutions as an overarching framework to explore IoHE in Mongolia. All data related to Mongolian higher education, reforms, internationalization policy, and English language policy went through the qualitative document analysis, "describing, classifying and connecting" (Coffey and Atkinson, 1996; p.8) to portray a comprehensive picture of the IoHE and the concept of EMI in Mongolia.

Document Analysis
Following the qualitative document analysis methods (Coffey and Atkinson, 1996), an array of documents was collected from public and academic sources. The collected documents covered policy documents related to Mongolian higher education since the 1990s, including:

- higher education laws, government orders, amendments, and legislation;

- websites of 10 national universities and 18 private institutions (as of 2017);
- official reports by the World Bank, Asian Development Bank, and Open Society Institute;
- selected online newspaper articles at three main newspapers (Daily News, Unuudur, and Zuunii Medee);
- articles written in both Mongolian and English.

Most documents were available in Mongolian, which was not an issue as the author of this paper was born in Mongolia. In addition, the researcher used his insider perspectives working in the higher education sector in Mongolia in the last 14 years. However, it should be noted that the collected documents lacked recent studies and articles related to the topic in this study.

First, the collected documents were read closely to apply topic codes. These topic codes described the main segments of the documents. During the qualitative document analysis, the emphasis was given to official evidence relating to the strategies and approaches for internationalization and EMI policy at the national level. After completing the initial coding process, the coded data were reviewed again and coded segments that reflected similar concepts were grouped into larger categories. After all coded data had been categorized, the categories were reexamined to identify major themes in a relationship with the IoHE in the Mongolian context and the questions of the study. As a result, six dimensions were identified, three of which are presented in this report due to their coverage.

Documents from 28 national and private universities were collected to understand their EMI policies and the implication of EMI in their strategic plans, mission statements, and public identity. It should be noted that there is little available data on EMI in Mongolia. The author has estimated that there are about 385 courses taught in English, identified through his private contacts with the 28 universities' academic affairs offices. However, it was not possible to identify the exact number of degree programs and courses in English in the Mongolian HEIs. The reasons include unresponsiveness when reaching out to the universities' academic affairs offices and inaccessibility of information from the university websites.

Online Survey

Based on documentary evidence, an online survey was conducted with faculty members who teach EMI courses at two leading private universities in Mongolia. The survey was developed based on the objectives and the related literature, and the survey was conducted at the two universities in Ulaanbaatar, the capital of Mongolia. Purposive sampling (Patton, 2002) was used to select these universities. As Patton (1990) emphasized, purposeful sampling lies in selecting information-rich cases for study in depth. From the information-rich cases, one can learn a great deal about issues of central importance to the purpose of the research. From the 17 strategies for purposefully selecting information-rich cases by Patton (1990), the third strategy, maximum variation sampling was used to select the two universities for the survey. This strategy aims at capturing and describing the central theme or principal outcomes that cut across a great deal of participants or program variation. Moreover, document analysis revealed that these two universities have more EMI degree programs than other private universities. National universities were excluded due to this reason.

The survey aimed to analyze the rationales for adopting the EMI policy and examine its implementation in two private universities. To provide rich data about the implementation of EMI, the survey targeted the two private universities that EMI earlier and have implemented

it most aggressively among Mongolian HEIs. The survey was originally distributed to 25 faculty members in University A and 30 faculty members in University B. Twenty faculty members from each university who are teaching EMI courses participated in the survey (see Table 3).

Table 3: Demographic characteristics of the respondents

Characteristics	Number
Faculty members qualification	40
Doctoral degree	8
Doctoral candidates	11
Master's Degree	21
Teaching experience	
Below 3 years	12
Above 3 years	6
5 years and more	6
10 years and more	16

The survey had 18 questions: five questions on respondents' personal information such as history/experience of teaching courses in English, the experience of teaching overseas, seven yes-no and multiple-choice questions; four five-level Likert-scale; and two open-ended questions. The online questionnaires that were designed in English in the google forms were sent to the faculty members in January 2018. The questionnaire was closed in February 2018. The gender of the survey respondents was 25 females and 15 males. The majority of the respondents' nationality was Mongolian (24 faculty members) while the rest were American (5), Bangladeshi (2), Korean (7), and Chinese (2). To ensure that respondents in the survey provided honest answers, the survey was conducted anonymously and it did not request names and other private information that may reveal their identities.

Data Results

Main Dimensions of Internationalization
The document analysis identified six main dimensions of the internationalization process at HEIs: (1) Administrative leadership and structure; (2) Faculty development; (3) Internationalized curriculum development; (4) Student mobility; (5) Distance Education' and (6) International partnership and collaboration. This section explores three dimensions (2, 4, and 6) in the internationalization processes of Mongolian HEIs in global and local contexts, their actions and strategies, and underlying motivations.

Faculty Development
The role of faculty members is vital in the institutional internationalization process. Hiring new faculty members or re-training existing faculty members is central to the success of approaches to internationalization and maintenance of quality standards. The Mongolian government action plan of 2008-2012 (Legal Info System, 2018, p. 5) indicated in the section under education, "…faculty development program will be implemented in HEIs", and "…Young researchers and scholars will be supported" in order to improve higher education quality. In addition, the Roadmap for Higher Education Reform sets goals for faculty development for 2010-2021 to increase the number of higher education faculty members with a PhD by at least 50 per cent (MECSS, 2017b). Currently, 2034 of 6917 (29%) full-time faculty members have a PhD (MECSS, 2017a).

Since the 1990s, faculties in HEIs had scarce opportunities and resources to develop their skills and knowledge. Although international philanthropic organizations such as the Open Society Institute offered short-term exchange programs for faculties across all HEIs, faculties still lacked language skills to benefit from international training. However, this is changing and national universities are now focusing more on faculty development in order to increase their quality and visibility.

According to the categories of faculty development developed by Fink (2013, p. 2), Mongolia belongs to the first level of faculty development, "little or no faculty development activity". Main national universities are striving to offer more faculty development opportunities, thus, aiming for the second level, and "a substantial minority of institutions offering faculty development activity where participation is voluntary" Fink (2013, p. 2).

Despite these initiatives, the majority of HEIs still do not have a comprehensive plan for faculty development and faculty members spend little time for self-development due to a heavy workload (Narankhuu & Batkhishig, 2015). As Itgel, Oyungoo, Sumyasuren & Otgon-Erdene, (2018) concluded in their study, most of the faculty members (67%) at national universities viewed developing academic research and foreign language skills as the top priority in faculty development. This means that faculty members feel disadvantaged in participating in and conducting high-quality academic research in a foreign language, mainly in English.

Student Mobility
Mongolia hosted 1,520 inbound international students in 2017 (MECSS, 2017a). Of these, 56% were studying at the bachelor's level, 33% at the master's level and 11% at the PhD level. The geographical origin of incoming students reveals that the largest number of students are from China (969), Russia (182), and South Korea (132), representing 84% of all international students. Compared to the last five years, the number of international students increased by 0.7% (It was 1,098 in 2012) (MECSS, 2017a). In addition, the "EBI" government-funded short-term scholarship (initiated by the former President Elbegdorj in 2017) encourages inbound student mobility. The purpose of the program is to support foreign young researchers and scholars conducting research in Mongolian studies. Currently, nine researchers from eight countries received this scholarship in 2017 (Ministry of Foreign Affairs, 2017).

In regards to outgoing mobility, the government of Mongolia promotes study abroad programs with the aim to prepare domestic students for international careers and develop future high-level human resources. In 2014, the government commenced the Higher Engineering Education Development Project in cooperation with the Japan International Cooperation Agency to prepare 1,000 Mongolian engineering students in Japan by 2023. Currently, 400 students, faculty members, and researchers have received the scholarship (Munkhtulga, 2018). Between 1997 and 2017, 2,076 students received Mongolian government and intergovernmental scholarships.

The number of outbound Mongolian students has been stable during the past decade, with only some minor fluctuations. The most popular destination countries included the United States of America, China, Russia, Japan, Korea, and Taiwan. Numerous foreign government-funded scholarships have a great impact on the outbound mobility of Mongolian students.

The popular scholarships are from the United States of America, Japan, China, the United Kingdom, Australia, Russia, Germany, Hungary, and South Korea.

International Partnership and Collaboration

For HEIs worldwide, building relationships with counterparts abroad is seen as a key aspect of strategies for internationalization. A great number of HEIs around the world are eager to establish joint and dual degree programs and other types of partnerships with foreign institutions (especially in highly developed countries).

With regard to internationalization abroad, Mongolian HEIs experience international partnership and collaboration in two ways: joint/dual degree programs including student exchanges and research and academic collaboration. The foreign partner schools in Asia, especially from Japan, South Korea, China, and Taiwan weigh higher than other regions. Examples show that 146 of 220 foreign partners with National University of Mongolia are from Asia, 83 of 137 at Mongolian University of Science and Technology, 47 of 70 at National University of Education and the list goes on. Student exchange programs are funded by an array of institutions from private companies (e.g. Mitsubishi Scholarship) and national institutions (e.g. Mongolia-Namyangju Education Promotion Scholarship) to the government (e.g. Erasmus Mundus program).

Dual degree programs have become attractive for students interested in getting an international degree but have limited resources to complete full four years abroad. Thus, institutions offer such programs to attract more students, which require increased English language exposure, training, and quality in order to prepare students for partner institutions.

In Mongolia, joint and dual degree programs mostly in business studies have been experiencing considerable growth over the past decade. About 40 joint/dual degree programs were offered at national universities as of 2017. Most of the programs are taught in English; thus, it requires students to have advanced English skills. The tuition fee for these programs is much higher, compared to the domestic average.

Research and academic collaboration is an excellent way to not only accelerate the internationalization progress, but also enhance the institutional quality and improve the performance of partners. HEIs in Mongolia benefit from participating in effective research and academic collaborations with others, both within and outside the country. In 1974-2016, the government of Mongolia funded 4235 research projects (23.5% in natural science, 23.5% in technology, 22.8% in medical science, 17.8% in social science, and 12.4% in agricultural science) (MFST, 2016). However, joint projects make up a small percentage – 18% in social science, 12% in natural science, 2% in medical science, 2% in the agriculture, and 2% in technology. In 2016, $3.1 million was allotted to HEIs for 164 research projects (MFST, 2016). Unfortunately, Mongolian HEIs have not yet released any accurate data regarding their academic collaboration with foreign institutions.

Online Survey

The main aim of the survey was to analyze the EMI practice in two private universities and to investigate internal and external factors that influence the adoption of EMI policy at the institutional level from the perspectives of faculty members. This survey involved two institutions that started offering EMI courses earlier, in a more extensive way, and implementing EMI more aggressively than other Mongolian universities (see Table 4).

To interpret the survey results, I explored documents related to EMI courses and programs, including materials from each university's website. The survey asked faculty members about their students, internal and external factors for implementing EMI practice at their university, challenges, and recommendations and suggestions for the improvement and efficacy of EMI courses.

Table 4: Profile of the universities

Basic information	University A	University B
Type of institution	Private	Private
Approx. # of undergraduate students	4000	1000
Approx. total # of international undergraduate students	70	150
# of undergraduate EMI	12 (programs)	13 (programs)

What are the internal and external factors for implementing EMI programs? This section explored the internal and external factors for implementing EMI courses at the two universities (see Table 5). The participants were asked to rank the three most important internal and external factors. In regards to internal factors, the majority of the universities' faculty members perceive that EMI programs are offered in order to improve their students' English proficiency and to prepare global citizens. This idea is connected to the notion of preparing global leaders who can be actively engaged in international activities through English. Faculties at University A ranked "Increase the ranking of the university" as one of the main factors driving EMI policy while University B chose "Create an international environment for the students".

Table 5: Comparison of internal and external factors

	University A	University B
Internal Factors	Improve English skills of domestic students (20)*	Improve English skills of domestic students (20)*
	Prepare global citizens (18)*	Create an international environment for students (20)*
	Increase the ranking of the university (18)*	Prepare global citizens (20)*
External Factors	Student exchange programs (20)*	Student exchange programs (20)*
	International collaborations (20)*	International collaborations (20)*
	Domestic university ranking (18)*	Domestic university ranking (20)*

* Number of faculty members agreed

As for external factors, all respondents from both University A and University B believe that student exchange programs and international collaborations are the primary reasons for their universities to implement EMI courses. This pattern confirms the result of the document analysis that University A is actively engaged in international collaboration with foreign partner universities through various exchange degree programs. For University B, it seems the student exchange programs and international collaborations play a crucial role in the implementation of EMI. In Mongolia, most of the student exchange programs in HEIs are run in English, hence EMI is seen as one of the external factors in the development of student exchange programs at these universities through international collaboration. Interestingly, the

answers of the respondents of the two universities display that their universities place much emphasis on English education to raise their domestic university ranking, which is the third factor for implementing EMI.

Challenges. It is clear that there are many challenges that hinder successful implementation of EMI. To gain a better understanding of these challenges, respondents were asked to choose the four most important challenges from the following key challenges.

- Student dissatisfaction;
- Limited English proficiency of students;
- Outside pressure;
- Structural challenge;
- Cultural challenge;
- Increase in workload;
- Linguistic difficulties;
- Intercultural problems.

Table 6 presents the list of challenges by the level of importance as determined by the number of respondents who ranked the challenges as most important.

Table 6**: Comparison of challenges**

University A	University B
Increase in workload (16)*	Linguistic difficulties (14)*
Outside pressure (16)*	Structural challenge (14)*
Structural challenge (14)*	Cultural challenge (14)*
Linguistic difficulties (14)*	Limited English proficiency of students (14)*

*Number of agreed respondents

The challenges that the faculty members from these universities selected are similar to results that have been found by many researchers (see Airey, Lauridsen, Räsänen, Salö, & Schwack, 2015; Chapple 2015; He & Chiang, 2016; Doiz, Lasagabaster & Sierra, 2011; and Galloway, Kriukow, & Numajiri, 2017).

Recommendations and Suggestions

The survey had two open-ended questions. The purpose was to find out more about faculty experiences in EMI followed by a request to give their recommendations for those who are going to teach EMI courses, and universities that are planning to offer EMI courses. The answers showed that University A's faculty members focused more on the preparation of classes, pedagogical training, and language issues while University B's faculty members gave more emphasis on collaborative ties between departments, and practical advice of what changes and challenges to expect.

In terms of recommendations for universities, University A's faculty members advised that a university planning to offer EMI courses should provide their teachers with pedagogical training, course materials, and a good working environment. University B's faculty members recommended pedagogical training for faculty members, preparation of quality curriculums, and emphasis on English language proficiency of prospective students. It seems that

pedagogical training or a workshop is important to the faculty members in order to work successfully in the EMI context and as well as the curricula along with course materials.

Discussion and Conclusion

This study attempted to explore the IoHE in Mongolia, current strategies and approaches to internationalization at the national and institutional levels, the concept of EMI policy and its implementation in HEIs in Mongolia. This study addressed two research questions:

1. What are the driving factors for Mongolian higher education institutions to pursue internationalization?
2. What are the rationales of Mongolian universities to adopt policies for English as a Medium of Instruction?

In terms of the first question, the key findings of this research show that at the national level, the world university ranking causes the government to push its national universities to pursue internationalization. In the bigger picture, the Mongolian government perceives the IoHE as a way to integrate international dimensions into higher education (Knight, 2003) in order to improve the quality of higher education (Soderqvist, 2002). These two reasons are the key drivers of internationalization.

At the institutional level, national universities put a greater emphasis on rankings, research output to journals with high impact factor, international collaboration and delivery of courses in English. On the other hand, private institutions are increasingly applying for international accreditations to compete for high-tuition paying domestic students. These two phenomena are moving the IoHE in Mongolia forward by integrating international dimensions into higher education.

Although the government of Mongolia makes progress through strategic actions and projects in the higher education sector, Mongolia's internationalization efforts are still dispersed and managed in an ad-hoc fashion. At the national level, higher education policies and laws are not stable and they are constantly changed. Consequently, the internationalization process is becoming slow. As expected in the Roadmap for Higher Education Reform 2010-2021 (MECS, 2010), Mongolia's first ambitious priority is to have four universities to be internationally visible at least in Asia by 2021. However, the plan is way behind the schedule. The Mongolian government should consider actions to intensify faculty development on a substantial scale for the development of scientific research in the country. The government should also grant full autonomy to national universities and increase its investment in the coordination of international initiatives. The document analysis of the discourse of IoHE in Mongolia presented the following key challenges:

- Institutional autonomy and short-term leadership. When the government of Mongolia appoints rectors for limited terms, national universities face difficulties with autonomy and short-term leadership to maintain the continuity of vision for internationalization and sustaining strategic actions over extended periods.
- Insufficient funding. Funding and grants are unstable and insufficient for the internationalization process to go forward. This surely relies on the country's economic capacity and it will likely have long-term consequences for Mongolia's internationalization agenda and outcomes.

● Quality assurance. Before 2016, HEIs were not required to go for accreditation. The only incentive for it was the government's financial support in the form of student loans only to accredited HEIs. The negative results of not being accredited may include a loss of funding, students, and even bankruptcy. Now there is a hope that the mandatory accreditation will benefit all HEIs and their stakeholders.

The Mongolian government is the key player in IoHE by making policies, taking initiatives, and encouraging national universities. However, the process of internationalization is much slower in private HEIs. More in-depth research and particularly qualitative research of a comparative nature are clearly needed in order to gain greater insights into how the IoHE is implemented at national and institutional levels.

In terms of the second research question, it is clear that more private rather than national institutions utilize the forms of international delivery through joint and dual degree programs as Deschamps and Lee (2015) claimed. The forms of joint and dual degree programs in Mongolia support Mongolian domestic students to study abroad rather than calling for international students. The medium of instruction in the courses offered in the joint and dual degree programs is mainly English. The country will remain disadvantaged if the number of programs in English is not leveraged because this is crucial to many aspects of internationalization. While many foreign institutions implement EMI to attract international students, this does not seem to be a practice at Mongolian HEIs.

As Macaro et al. (2018) concluded, the rationales for adopting EMI in a broader global context include:

1. a perceived need to internationalize the university;
2. the need to attract foreign students due to the decreasing number of domestic students;
3. national cuts in HE investment;
4. the need for national HEIs to compete with private ones; and
5. the importance of English in academic research publications.

By comparison, in terms of the second research question, in the Mongolian context, the document analysis identified that HEIs in Mongolia implement EMI for the following four reasons:

1. increasing the employability of domestic graduates;
2. promoting international collaboration;
3. generating more income; and
4. increasing domestic and international profile.

These four reasons are interrelated. When national universities strive to increase their international profile by offering EMI courses and joint/dual degree programs in English, private universities promote international collaboration via joint and dual degree EMI programs to generate more income. Both national and private universities pay much attention to the employment ratio of their graduates due to the increasing demands of international and domestic business organizations to hire graduates who will be able to work internationally. English language knowledge is one of the main requirements for employment. To some extent, the survey findings show similar results as the document analysis identified. The faculty members of the two leading private institutions perceived that the introduction of EMI at their universities intends to improve their graduates' English language skills to operate

globally as well as to sharpen their university's international profile. As noted, this survey was conducted for the first time in the Mongolian context.

Due to time constraints, a more in-depth study including interviews with the faculty members and administrators of EMI programs should be done to have a more complete view of the EMI in Mongolia. In addition, a comparison of data from more private universities would have been valuable.

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