

Legislation and Policies on Internationalized Talents Cultivation in the United States

Rui Zhao

School of Humanities and Law & Foreign Studies College
Northeastern University
Shenyang, China

Wanbing Shi

Special Education Research Center
Nanjing Normal University of Special Education
Nanjing, China

Abstract—This paper analyzes the legislation and policies on internationalized talents cultivation in the United States in the historical perspective with three tipping points of the Second World War, the Cold War and the September 11 Attacks. Special attention to cultivate internationalized talents began around the Second World War. Some acts and policies were implemented afterwards to strengthen the cultivation of internationalized talents. In order to protect national security after the September 11 Attacks, the internationalization policies of the United States were tightened, seriously affecting the internationalization process of higher education. In the University Presidents Summit on International Education in 2006, Rice, former United States Secretary, emphasized that US should be open to students worldwide and would send more students to other countries. Since then, national policies in the United States have turned to be more in favor of higher education internationalization.

Keywords—the United States; internationalized talents; legislation; policy

I. INTRODUCTION

The special attention to cultivating the internationalized talents in the United States began around the Second World War. Before that, the American education system had been built on the basis of English language and western culture, short of non-western language courses and culture studies. This led to American army lack of relative number of talents familiar with the language, custom and local culture. In order to solve this problem immediately at that time, American government set up courses of foreign languages and cultures. The implementation of programs related symbolized the beginning stage of internationalized talents cultivation in the United States.

II. EMPHASIZING INTERNATIONALIZED TALENTS CULTIVATION IN THE COLD WAR TIME

After WW II, the global expansion strategy of the United States encountered blocks from socialist countries led by the Soviet Union. The world entered the Cold War stage. The United States, in order to contain the development of socialist countries, actively participated in international issues, negotiated with countries worldwide, attacked the socialist ideology and struggled support from the Third-World countries by offering technology help. All above

made the United States demand a large number of talents knowing other countries' languages and cultures.

The Fulbright Act issued in 1946 exerted a strong effect on the introduction and development of internationalized talents. The United States then wanted to exert bigger influence on the international society and to spread American sense of value. Under this situation, Senator Fulbright proposed to spare the war indemnity and goods and materials gained in two world wars to international culture and education exchange, making the United States more an indispensable part of the world and laying the foundation for the United States to participating international issues.

The Fulbright Act authorized the United States Department of State to set up the Bureau of Educational and Cultural Affairs (ECA) in charge of offering assistance to students, professors and experts worldwide and carrying out education exchange. The Fulbright programs include sending American students overseas for study, supporting students from other countries to study in the United States, sending American scholars overseas to carry out research, sending American professors and teachers to teach overseas, sponsoring foreign scholars to translate American literature works, sponsoring professors from foreign universities or branch campuses of American universities to carry out researches, sponsoring foreign scholars to study American anthropology, literature, culture and various kinds of publications issued in the United States, sponsoring the translation of works in other languages. Obviously, the original purpose of the Fulbright program was to facilitate international communication between scholars. However, the program limited the scope of exchange to humanities and social sciences, far away from the needs of other countries to learn the advanced science and technology from the United States. Undergoing 70 years development, the Fulbright program has reached to 155 countries and areas, sponsoring over 300 thousand persons. [1]

In October 1957, the Soviet Union launched Sputnik, the first satellite in human history. The news shocked the whole country and led to reflection on American education. Soon in August 1958, National Defense Education Act was passed by the Congress when education was considered to be important for national security and the cultivation of internationalized talents attracted the unprecedented level of attention. Title II offers loans to students making good achievements in

science, mathematics, engineering or foreign languages; Title III requires to strengthen the teaching of natural science, mathematics, foreign languages and other important disciplines; Title IV requires to cultivate talents specialized in some foreign language to meet the needs of federal government, industries and education, and to develop new foreign language courses. The federal government allocated 280 million US dollars to support state universities to improve teaching facilities and enhance the quality of foreign language teaching, 28 million US dollars to support foreign language teaching in senior middle schools and elementary schools, 8 million US dollars each year to support language teaching, area study scholarship and researches, 7.25 million US dollars each year for teacher training in foreign language teaching, and offering support to disciplines related to foreign language teaching such as history, politics, economy, literature and anthropology.

International Education Act issued in 1966 enabled the concept of international education to be accepted by the public, and also set the direction for future development of education policy. The Act aimed to make the federal government have a long-term investment in international education consciously and systematically beyond direct short-term needs. Therefore, the Act changed the scope of sponsorship from traditional area study to special studies on international issues related to one or more countries with topics of population, economic development, foods, energy included, from foreign language centers teaching non-world lingua franca to those teach world lingua franca such as Spanish, French and German, from international activities in disciplines of humanity and social sciences to those of education, law, medicine, public health, business management, agriculture, engineer, architecture, et al., from training specialists to undergraduates teaching. The Act transferred the function of international education to generalist education and citizen education in colleges and universities. The Act did not get financial support from the Congress, but the concept it proposed set the future direction of the development of international education policy.

In 1980s, to cope with the intense economic competition from west Europe and Japan, international business education become a new part of American international education policy. Title VI in Higher Education Act of 1980 authorized to sponsor business and international education programs to enhance the abilities of American businesses in world economy. A title in the Omnibus Trade and Competition Act passed in 1988 required to set International business education center to support the teaching of international business tactics, strategies and methodology, to strengthen the instruction of key foreign languages, to study the areas helpful to understand American trade partners, to carry out researches and training of international trade. [2]

III. CONSOLIDATING INTERNATIONALIZED TALENTS CULTIVATION STRATEGY AFTER THE COLD WAR

In January 1998, Former President Clinton declared in the State of the Union address that the United States played an unparalleled leading role in the world. On April 19, 2000, Former President Clinton issued Executive Memorandum on

International Education, taking the internationalization of higher education as an important strategy. The Memorandum states that the United States would participate in the global economic competition successfully to keep the leading position in the world; the United States should make sure the citizens have an extensive knowledge of the world, foreign languages and other countries cultures; the future of the United States is closely related to leaders in the fields of politics, culture and economics worldwide; citizens in the United States should be ready to attract and educate future leaders from abroad while being ready for globalization; the federal government, universities and other education institutions would cooperate to help citizens gain international communication experiences and skills to cope with challenges outside; and policies should strengthen the basic motivation of international education to maximize the interests of the country and sustain the leadership position of the United States in the world. Specific tactics include developing Americans' abilities and awareness of international communication, encouraging students from other countries to study in the United States or vice versa, supporting the international communication of teachers, scholars and citizens, strengthening the development of international partnership, encouraging American citizens to be involved in substantial learning and understanding of foreign language and culture, encouraging the instruction related to foreign countries and cultures, developing new technology to facilitate the spread of knowledge worldwide, et al.. The Memorandum showed the high level of attention and expectation that the federal government had to higher education internationalization. [3]

IV. STRATEGIC CHANGES OF POLICIES OF INTERNATIONALIZED TALENTS CULTIVATION AFTER SEPTEMBER 11 ATTACKS

The September 11 Attacks shocked the United States, making the whole country feel in danger. To safeguard citizens' security and prevent terrorism, the United States government tightened the visa application process and enforced stricter restriction and control over the entering and leaving of science and research talents.

The United States rejoined the UNESCO after September 11 Attacks, hoping to participate more into international education affairs, lead international education forum and spread American education concept, facilitating the global strategy and anti-terrorism strategy of the United States.

On October 21, 2003, the Congress passed Higher Education Support Act 2003, HESA2003 that revised Title VI in Higher Education Act, emphasizing that Americans should have more knowledge of the world, international relationship, and foreign languages since keeping the security of the country and participating in world issues are reliable on an increasing number of Americans who are well trained and willing to serve the country. The Act was predicted to cost the federal government 648 million US dollars during 2004-2009 [4].

In the process of revising the Higher Education Act of 2003, an important part was to establish an independent

International Education Council in charge of mainly six functions: first, offering precise knowledge and expert suggestion to the Congress and Secretary of the State concerning national security, international education, international issues and foreign language training every year; second, giving research, analysis and feedback report on international education activities to make sure that the activities are of variety and cover the areas, foreign languages and international issues comprehensively; third, checking and revising the standards and regulations of the support of higher education internationalization every year, and regulating and assessing the activities that those sponsored are engaged in; fourth, offering suggestions to strengthen the cooperation between local education institutions, public universities, private universities and those sponsored to make sure researches and knowledge from researches related to other areas, foreign languages and international issues can be spread to local education institutions; fifth, learning about how the sponsored universities encourage students to serve the country and satisfy the country's needs in terms of international issues, foreign languages and international security; sixth, learning about what kinds of relationship the sponsored universities have with public and private institutions to carry out international education, language training and the creation of international research ability and the enhancement of human resources that American enterprises demand.

The Act has been considered to be the loss America's collective wisdom since it authorized the Council to check teaching materials, course design and faculty qualification of the sponsored universities and colleges, considering the area studies in universities to be the breeding ground of the anti-American sentiment, and threatens the freedom of teaching and scientific researches. With an increasingly large voice of loosing the visa application process and increasing intellectuals' international exchange, the national security with the country turning better, and under the pressure from countries such as the UK, Australia, New Zealand offering preferential policies to grab international talents, the government of the United States loosened the visa application policy and made some remediation on the previous tightening policies.

In the University Presidents Summit on International Education in 2006, Rice, former United States Secretary, emphasized that US should be open to students worldwide and would send more students to other countries. Soon after the Summit, a higher education delegate composed of vice State Secretary, Minister of Education and university presidents visited China, Japan, South Korea, India, Brazil and Chile, expecting to strengthen cooperation in programs like students' exchange. Since then, national policies and national atmosphere in the United States have turned to be more in favor of higher education internationalization.

In 2008, American Competitiveness through International Openness Now Act was passed, emphasizing the consistent devotion to keep and enhance the attraction to international scholars, scientific researchers and visiting scholars and the attraction to business trips to the United States, aiming at further strengthening American national

security. The Act indicates clearly that international education exchange should be placed at an important position to enhance American leadership, competitiveness and national security, to keep American competitiveness to attract international students, scholars, scientific researchers and visiting scholars, to ensure the consistent cooperation between the departments of American government to create a favorable environment to welcome international students, scholars, scientific researchers and visiting scholars under the premise of not sacrificing national security, to make sure the visa policy keeps the national security, prosperity and freedom, and keeps the position that the United States welcomes foreign visitors, and to ensure that the US embassies and consulates in other countries have enough resources to enact their responsibilities. [5]

In June 2009, Former President Obama declared in Carlo that the United States would expand international communication programs, increase the amount of scholarship, and that education exchange plays an important role in uniting world people together. On November 2006, Former President Obama, when visiting China, promised to accept more Chinese students and scholars to study in the United States and to increase the number of American students studying in China to 100,000.

With the visa application process improved, the number of oversea students has been increasing. But the United States has left a negative impression on foreign students. Besides, since the power of laws and policies lasts, the effect of remedies has been restricted to some extent.

V. CONCLUSION

It can be seen from the discussion above that the legislation and policies on internationalized talents cultivation in the United States have been closely related to the development needs of the country, and therefore, is undergoing consistent change in the age when global tension and cooperation intertwine with each other.

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