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International Educational Audit in the Transnational Education Area

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Abstract: Transnational education (TNE) programs are increasing in number. Many universities are interested in carrying out TNE programs, especially those from the developing countries. During this process of course the European universities which have to comply with the Bologna Declaration (and this is not the only reason) are quite interested in developing the certain models and schemes of quality assurance for such programs. That is why there naturally start to appear different ways of quality assurance of such programs. In this article we give the overview of the existing QA practice for the TNE programs and propose one more methodology to assess the TNE programs.

Keywords: quality assurance, transnational education programs, TNE, UNIQUe, education quality.

Transnational education

Since the late 1990's there has been a substantial increase in the number of higher education programmes which are being offered across borders. This is a result of initiatives based on both extended cooperation between HEIs in Europe, and the implementation of the Bologna process. For the last years, one of Europe's aims was to facilitate the establishment of such programmes by means of e.g. the Erasmus Mundus programme. TNE programmes are thought to enhance mobility of students and staff, to facilitate mutual learning opportunities and to create programmes of excellence, which can demonstrate the high quality of European higher education.

Global Alliance for Transnational Education¹ defined transnational education as an export product: Transnational Education denotes any teaching or learning activity in which the students are in a different country (the host country) to that in which the institution providing the education is based (the home country). This situation requires that national boundaries be crossed by information about the education, and by staff and/or educational materials.

TNE has greatly grown in the last years, fuelled by the development of information and communications technology (ICT) and the need for internationally recognised qualifications, with most growth being where language barriers are low². There is increasing competition, for example over 100 foreign universities operate in the Caribbean³. Hatakenaka (2004) suggests that some countries (e.g., Malaysia) aim to be higher education hubs and found that HEIs in the European countries are accessing geographical regions and international students via partners (e.g. African students studying UK courses in Eastern Europe).

The motivations of HEIs to export TNE as being to promote the university brand, work with world class academia, recruit a diverse student body and generate income. TNE is indeed important to HEI's. A key motivation relates to income generation. Income from international students is

Global Alliance for Transnational Education (GATE), Certification Manual, 1997.

Stella (2006) "Quality Assurance of Cross-border Higher Education" in *Quality in Higher Education* 12(3); Cheung 2006 "Filleting the Transnational Education Steak" in *Quality in Higher Education* 12(3); Gift S., Leo-Rhynie E., Moniquette J. (2006) "Quality Assurance of transnational education in the English-speaking Caribbean" in *Quality in Higher Education* 12(2).

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important yet traditional international recruitment to the European universities is seen as "fading" and TNE is a way of making up shortfalls in income.

It is interesting to know that the HEIs created in the beginning of 90s seemed more likely to emphasise breaking-even, linking TNE benefits to research. The HEIs created later on were more likely to emphasise TNE income generation. The second key motivation is internationalism. HEIs want an "international brand" and consider TNE as enabling the strategic development of sustainable partner relationship.

TNE links into international research activities and also into HEIs curriculum 10 models of TNE provision, developed via the pre-pilot 4:

- in-country/flying faculty
- distance learning (DL)
- · blended delivery
- · on-campus provision overseas
- validation
- articulation
- franchise
- · TNE award
- dual award
- · partial credit.

The occurrence of models of provision relates to type and size of HEI. For example, DL is till now the preferred model for most specialist institutions/colleges and for small HEIs. Overseas Campuses are most in evidence in large HEIs.

The full time mode has the largest proportion of current TNE programmes. More programmes in specialist institutions/colleges and HEIs created in early 90s are DL. More programmes in large HEIs are full time. The type rather than size of institution has a greater influence.

The greatest proportion of programmes is at undergraduate level.

The proportions of programmes in the different levels are similar across sizes of HEIs, so the type rather the size of an institution seems to be more influential here.

TNE programmes are in a wide range of subjects. Within this overall picture, some subjects have more provision. For instance, Business and Administrative Studies, Mathematical and Computer Sciences, Creative Art and Design, Engineering.

Provision is widespread. Ranging countries into worldwide regions indicates that the largest proportion of programmes is delivered in Asia, with Europe the next most common destination.

There are some differences between sizes of institution. Medium sized HEIs have more provision in the Middle East (this may reflect 'pockets' of provision) and small HEIs have considerable provision in Asia but not in Europe.

Business and Administrative Studies, Social Studies and Education are delivered in all regions of the world, the last two with small numbers of programmes in each region. Other subjects are delivered in most regions or in some regions only. All the subjects specified were delivered in Asia and Europe and the Middle East has many of them, but fewer are delivered in Africa, North America and South America. There are differences in the numbers of programmes delivered by region, for example Mathematical and Computer Science programmes are most numerous in Asia as are Creative Arts and Media programmes. Business and Administrative Studies programmes are most numerous in Europe and Asia.

Some models of provision are used in all world regions i.e. DL, Blended Delivery, Franchises and Overseas Campuses. Dual and TNE Awards occur more in Europe. Academic levels of programmes vary across world regions. There are more postgraduate than undergraduate programmes

⁴ Sue Drew, Colin McCaig, David Marsden, Peggy Haughton, John McBride, Denise McBride, Ben Willis, Claire Wolstenholme (2008) Transnational Education and Higher Education Institutions: Exploring Patterns of HE Institutional Activity. Sheffield Hallam University.

in Europe. This is also the case in North America and Worldwide, whilst the reverse is the case in Africa, Asia and the Middle East. In Asia undergraduate provision is higher than of taught postgraduate programs. This suggests that in some regions TNE's key function is to top up shortfalls in undergraduate provision whilst in others it is to develop high level academic knowledge and skills.

Transnational Education and Quality Assurance

There are for sure problems especially in the domain of quality assurance that should be abolished before TNE programmes can easily be carried out. It is evident that there still are a number of legal issues at national levels that need to be addressed and solved in order for all institutions to be able to offer TNE programmes which lead to "true" TNE degrees, which in turn can be recognised easily by national recognition authorities.

So the different accreditation authorities are carrying out projects in order to find out the most convenient way to assess the quality and QA of education in the framework of TNE programs. One of such project, TEEP⁵ II, was carried out by the European Association for Quality Assurance in Higher Education (ENQA).

One of the conclusions in the ENQA project TEEP II concerned possible accreditation procedures of programmes. It was stated that it is important to develop methods for evaluation/ accreditation of TNE programmes that do not involve unnecessary duplication, but rather focus on building mutual understanding and trust. Also, it was suggested that two QA agencies could cooperate on a single accreditation procedure for a TNE programme, and for the accreditation decision to be recognised as valid after a mutual recognition agreement. In turn this might facilitate the recognition of the qualifications awarded by TNE programmes as it is likely that these agreements would encourage the building of trust needed for the national recognition authorities to recognise the awarded degrees.

It is also important to mention that QA and accreditation of the TNE programmes are needed when recognising the awarded degrees. Encouraging accreditation procedures of TNE programmes which focus on the whole programme can aid the recognition of degrees awarded by the programmes, and in turn this will contribute to facilitation of some of the overarching aims of the Bologna process related to transparency and enhanced mobility within Europe.

The nature of TNE makes it difficult to regulate and implement quality assurance (QA) arrangements. It is especially challenging when a TNE provider is not part of any official HE system and thus, left outside any framework of QA and accreditation. The way in which the quality of TNE is assured underpins the credibility – towards employers and the society at large – and acceptability of schemes to promote the mobility of learning across national borders, and the international recognition of qualifications. The OECD/UNESCO Guidelines for Quality Provision in Cross-border Higher Education, which are compatible with the Standards and Guidelines for Quality Assurance in the European Higher Education Area (ESG), provide an authoritative approach to the quality assurance of transnational education across the world. They have been widely circulated and discussed – especially in the quality assurance community – and are likely to become a key reference document as TNE spreads in response to international demand.

As part of its Global Strategy, the Bologna Process will need to integrate the sharing of information and promotion of good practice in TNE among its own members and its wider international partners⁶.

Another project: Transparent European Accreditation decisions & Mutual recognition agreements² (TEAM²) was carried out by the European Consortium for Accreditation in higher education (ECA). The partners in the project were:

⁵ ENQA, Methodological Report of the Transnational European Evaluation Project II (2006).

⁶ Paul Bennett, Sjur Bergan, Daniela Cassar, Marlene Hamilton, Michele Soinila, Andrée Sursock, Stamenka Uvalic-Trumbic, Peter Williams - Quality Assurance in Transnational Higher Education. European Association for Quality Assurance in Higher Education 2010, Helsinki.

Coordinating organisation

• Nederlands-Vlaamse Accreditatieorganisatie (NVAO), the Netherlands and Flanders

Participating applicant organisations

- Magyar Felsőoktatási Akkreditációs Bizottság (HAC), Hungary
- Österreichischer Akkreditierungsrat (ÖAR), Austria
- Commission des Titres d' Ingenieur (CTI), France
- Agencia Nacional de Evaluación de la Calidad y Acreditación (ANECA), Spain
- Akkreditierungsagentur f
 ür Studiengänge im Bereich Gesundheit und Soziales (AHPGS), Germany
- Danmarks Evalueringsinstitut (EVA), Denmark
- Fachhochschulrat (FHR), Austria
- Pañstwowa Komisja Akredytacyjna (PKA), Poland
- Zentrale Evaluations- und Akkreditierungsagentur Hannover (ZEVA), Germany
- Polish ENIC/NARIC, Poland

Associated applicant organisation

 Organ für Akkreditierung und Qualitätssicherung der Schweizerischen Hochschulen (OAQ), Switzerland

Participating organisations

- · German Accreditation Council (GAC), Germany
- Foundation for International Business Administration Accreditation (FIBAA), Germany
- Agentur für Qualitätssicherung durch Akkreditierung von Studiengängen (AQAS), Germany
- Nasjonalt organ for kvalitet i utdanningen (NOKUT), Norway
- · Council for Higher Education of the Republic Of Slovenia, Slovenia

Stakeholders Group

Representatives from the following organisations/networks

- European University Association (EUA)
- European Students' Union (ESU)
- Association of Higher Education Institutions (EURASHE)
- ENIC-NARIC Network (Recognition authorities)

Focus Group

Representatives from national recognition authorities/bodies (ENIC-NARICs).

The first objective of the TEAM² project was to develop a European methodology for quality assurance and accreditation procedures regarding TNE programmes. The assessment should specifically include the learning outcomes aimed for by the TNE programme irrespective of the individual study pathways. By running pilot procedures and by publishing this methodological report, the project aimed to provide the aforementioned European methodology.

The second objective of the project was to explore the cross-border recognition of qualifications awarded by TNE programmes. Recognition procedures regarding qualifications awarded by TNE programmes are facilitated with the provision of transparent information on the quality and learning outcomes of these programmes. QA agencies should provide this information (e.g. through Qrossroads) and institutions should include transparent information regarding TNE programmes on their diplomas and diploma supplements.

The third objective was the extension of Qrossroads, a shared publication tool of ECA members and some other QA agencies. Qrossroads presents information regarding quality assured and accredited

higher education in Europe. The information on Qrossroads is provided by quality assurance agencies and specifically concerns qualifications from quality assured and accredited programmes and institutions. These qualifications are presented in the perspective of the higher education system of which it is part together with information on the relevant accreditation organisation and recognition authorities. Qrossroads has been developed to include all relevant institutional and programme details from at least 13 countries.

When the project was completed all the participants were asked to present their thoughts and views about it. The main challenges foreseen and experienced by participants included:

- the divergence of national regulations in general. A general view of the greatest contextual challenge was "the political will of the countries involved accreditation is a reflection of national educational policy" and concurrent views that 'political will' was lagging behind the willingness and abilities of QA agencies and institutions to find ways to increase the effectiveness of the QA of (transnational) TNE programmes.
- specific concerns about legal aspects, particularly on curriculum, and the different emphases
 placed on a variety of 'input measures', ECTS and the CVs of HEI staff involved in
 teaching were prominent amongst concerns
- different emphases on *learning outcomes* in general and whether 'intended' or 'achieved' (i.e. demonstrated through assessment of student performance)
- panel members using procedures and interpreting criteria based on their own 'usual context' rather than the context of the programme being evaluated
- differences in the form and style of reports; with comments/content often reflecting the 'cultural context' of the panel members/report author even when the main ethos of the programme and its required accreditation may be anticipated as something different.
- recommendations are common features of most procedures/reports but their bases, and expectations about any follow up, vary considerably; some see 'recommendations' as (required) 'instructions' whilst others see them as (just) 'recommendations'.

Positive results:

• despite the challenges, ALL of the pilots 'worked' in principle and in practice and each could reach an agreed conclusion on the evaluation of its TNE programme. Problems arose when considering the extent to which that conclusion could then be utilised.

All participants were asked to identify up to 3 strengths and also up to 3 weaknesses of the pilot from their perspective. There were, perhaps inevitably, 'cultural' differences in the items identified and even whether they were strengths or weaknesses! The number of site visits, for example, led to different views with many subject experts wishing for more visits but QA 'professionals' generally content with the information gathered at one. In part the 'division' reflected whether the emphasis was on the curriculum content and coherence or on the parameters by which the programme was (or was not) internally quality assured. One strength on which all agreed was having diversity within an (authoritative) panel. Another strength that was mentioned by several was the commitment of the involved parties. The procedures allowed for transparency, spread of information and a closer cooperation among QA agencies. Additionally, both HEIs and experts were committed to the procedure. On the other hand, one weakness commented on by many was the amount of work involved in developing and applying (a new set of) shared criteria. This also makes clarifications of terminology important. Additionally, the information included in the procedures was extensive and in some cases time felt scarce. A focus also needs to be put on how to write TNE Self Evaluation Reports.

E-learning as a means of TNE Programmes organization

E-learning or electronic learning is nowadays one of the most active developing spheres of education. The confirmation for this could be the International Conference Moscow Education Online, which for the third time was held in 2009 in the President Hotel (Moscow, Russia). The participants

of the conference are the representatives of the above stated organizations and the IT companies' staff from Europe and CIS countries. This conference is held in Moscow and this facilitates the participation of the persons from different regions of the Russian Federation. The participation gives them the opportunity to get acquainted with the technological innovations, new projects, practical usage of new and existing technologies and the results of the researches which exist on the e-learning market. In the plenary sessions and parallel discussions the representatives of the education management bodies also took part, a thing which makes possible the constructive discussion on problems existing in the e-learning.

Today å-learning becomes one of the priority activity lines of the organizations in the sphere of education. This determines the fact that the educational institutions and training companies are becoming more and more active users of the IT-consulting services.

On the e-learning market the following types of organizations exist which offer learning using information-communication technologies (e-learning):

- higher education institutions;
- training companies, offering courses on certain themes;
- companies, which develop courses for education of their own staff in the e-learning environment.

Electronic learning represents, from our point of view, not a set of defined technological solutions for educational processes but the new form of the educational process which is formed with the usage of Hi-Tech technologies in education. For instance, when a professor teaches the course on management he should possess not only the technologies he uses in teaching but also he should know the teaching methodology based these technologies⁷.

From our point of view the e-learning is a perfect solution for organization of the TNE programmes. Because by means of e-learning the programmes first of all are cost effective, as e-learning lessens the cost of travel of the professors and students and secondly it helps to enrich the programmes with additional information that could be necessary during study.

The Agency for Higher Education Quality Assurance and Career Development (AKKORK) understands the growing interest in accreditation of the TNE programmes and thus offers the universities on the territory of the Commonwealth of Independent States the joint accreditation with European Foundation for Quality in E-learning (EFQUEL) of the e-learning activity of the university called University Quality in e-learning (UNIQUE).

UNIQUe

UNIQUe is the first EFQUEL program aimed at Western Europe countries. The goal of this program is to help the reforms in the European Higher Education Area (EHEA) by means of creating the quality assurance systems for the e-learning universities, and the main task is to create the European accreditation system for the universities which use e-learning instruments in their educational activity. Russia needs to enter in this process. For the time being only one Russian university – Moscow University of Industry and Finance – underwent the accreditation according to the UNIQUe program as an experiment and received the European Quality Mark but we are planning to disseminate this experience on all Russian universities.

In terms of e-learning quality standards EFQUEL offers different indices which correspond to all the components of education process. First of all is evaluated the educational context. It includes the e-learning development strategy, the openness of the university to the public and its innovation policy.

Rubin Y.B. Sovremennoe obrazovanie: kachestvo, standarti, instrumenti. (Modern education: quality, standards, instruments). Ed.2nd . — M.: Market DS. 2009.

Apart from this, the educational resources of the university are evaluated, namely the level of students' preparation, qualification characteristics of the teaching staff and the material and technical facilities of the university.

Then the university education process is evaluated. It includes: educational services quality, the level of intellectual property protection and the existence and quality of the education and advanced training programs for teaching and administrative staff.

Benefits of UNIQUe

UNIQUe is the first Europe-wide quality certification supporting classical universities to achieve excellence in using ICT for innovation in learning. The certification provides benchmarks for the higher education arena to:

- enhance the implementation speed of the Bologna reforms in the area of technologyenhanced learning and focuses on innovation;
- Incorporating existing good practices and valid quality strategies, UNIQUe presents a
 broader institutional approach and focuses beyond eLearning to validate universities'
 innovation efforts.

The label builds on the broadest stakeholder involvement with a view to involve the whole higher education governance community, students, professors & lecturers, administration and universities' management.

The UNIQUe process is structured in six distinct stages and offers a European wide validated approach to review and certification. The UNIQUe quality label provides a certification as a result and ensures continuous quality improvement based on peer-learning, review and participation in a European quality community.

For Russian Universities it is the way they can not only check the status of their e-learning activities carried out by one particular university or by a consortium, but also change the activities of their university inside and outside according to the European standards. With the help of this program, the university leadership can also observe the perception of the university staff and students of the university activity.

The university needs to provide certain assurances to the future and existing students, to the employers, to the state, thus to all the stakeholders which exist in the e-learning market. Such assurances can be checked through the international evaluation programs as UNIQUe. Through these programs, the universities can also observe how its activity is actually perceived by the staff and students. We can say that the international evaluation is a prerequisite for the HEI in order to develop successfully and be competitive on the education services market.

Conclusion

Transnational education has been of some concern in developing the EHEA. The Prague Communique of 2001 stated that "ministers recognised the need to cooperate to address the challenges brought about by transnational education." The timing is significant, since the Prague meeting was held at a time when European public authorities started taking the measure of the issue. In Berlin in 2003, the ministers declared that "transnational exchanges in higher education should be governed on the basis of academic quality and academic values, and agree to work in all appropriate fora to that end".

The QA agencies aim to promote mobility within the EHEA as well as between the EHEA and other parts of the world. They aim to make European higher education more attractive. They want to develop European higher education through structural reform by creating codes of good practice, common understanding of key issues and common policies in a number of areas. An example

of this is the Strategy for the European Higher Education Area in a global setting adopted by Ministers in London in 2007. It is, not least, concerned with the continuous development and improvement of the quality of European higher education. The QA agencies therefore cannot ignore developments in transnational higher education.

There is a need for review systems to address the quality of the education available. The operation of fraudulent or substandard providers is a chief "consumer protection" concern. Notwithstanding that a certificate is awarded transnationally by a reputable university, and is recognised or accredited by its home country, it is still necessary to see whether the course content is the same as that provided at the home institution.

There should be no room for discrepancy between quality in higher education provided at home and that provided in a foreign institution, whether in Europe or beyond. The ESG have undertaken the challenging initiative to oversee the successful implementation and consistency of quality assurance procedures in higher education institutions (HEIs). In this regard, ESU encourages the use of common reference points for quality assurance in cross-border higher education in addition to the national guidelines which HEIs are already subjected to. The next challenge for current quality assurance systems should be to develop appropriate methodologies and mechanisms to cover foreign providers and programmes – in addition to national providers and programmes – in order to maximise the benefits and limit the potential disadvantages of the internationalisation of higher education.⁸ It is also fundamental to determine whether there is the appropriate cultural sensitivity applied to the local requirements, whether the methods of teaching are appropriate for achieving the objectives of the course and have taken local cultures into account, and whether the physical, administrative, communicative and other resources are adequate to support successful learning.

Regular assessments of trends in the development of transnational education and the demand patterns should be mandatory. Additionally, an analysis of the profile, expectations, and preferences of transnational education students should be the responsibility of both States involved in the provision of TNE. If properly and successfully implemented, TNE may contribute significantly to fostering access to higher education by allowing a bigger percentage of the population to enrol in tertiary educational programmes. Furthermore, ESU believes that TNE can increase and diversify the educational possibilities available for students.

The strengthening of the collaboration between the universities addressing issues such as quality provision in cross-border higher education should be high on the agenda of UNESCO as well as OECD and ENQA.

Furthermore, considering that TNE is a relatively new concept in HE in the global context, the compilation of systematic information and the creation of a database on TNE institutions in Europe would be vital for all the stakeholders interested in TNE. Essentially, the development of a TNE information tool would better respond to the need for an accurate means to recognize the qualifications awarded by transnational institutions of higher education.

The fundamental objective behind the successful implementation of quality assurance in transnational education remains the desire for more quality in higher education. It is in all our interests to ensure that education continues to develop for the benefit of our youth, and the generations that follow.

It is not enough to state a requirement that TNE should be subject to QA processes; steps must be taken to ensure that that the requirement is fulfilled. At the same time, an institution should not be required to undergo QA when this is not practicably possible. It would be most undesirable to make such a requirement if the agencies were unable to cope with the total demand for QA within a reasonable time frame. QA agencies, whatever their formal status, operate under a public mandate, and it is a public responsibility to make sure that they have sufficient capacity and resources to allow them to meet the responsibilities placed upon them.

⁸ UNESCO/OECD Guidelines, p. 8.

There remained a need for a greater awareness of (and engagement with) the issues surrounding TNE, which the Guidelines highlighted.

The extent of TNE in Europe remains unclear – there is no information on how many European countries are involved in exporting and importing higher education. There are problems with capturing data about such activities, as there is no common register of those offering TNE. Not all HEI's are licensed with the host country government (or are required to be), and many are privately financed, etc. There is clearly a need for more transparent and reliable information, to enable a broader understanding of the TNE phenomenon at the societal level, as well as to support the mobility of students and academic staff. UNESCO and OECD could benefit from including relevant information on TNE providers, existing QA mechanisms and good practice on their respective websites, thereby making this information more widely and easily available.

The development of TNE QA procedures could be linked to the ESG, and developed by ENQA in collaboration with its E4 partners (EUA, ESU, EURASHE). This would provide an opportunity for agencies, students and HEIs to work together to identify TNE questions in the EHEA and to develop solutions in a way that is consistent with European processes. The European Quality Assurance Register for Higher Education (EQAR) fully operational, it could assist in making QA for TNE within the EHEA easier, since the agencies in EQAR might undertake QA outside their own countries and have their QA assessment recognised by other countries of the EHEA. It would be important that public authorities in the EHEA accepted the validity of such statements in their own system.

We think that it could be useful during the development of TNE QA to also use the UNIQUe practice. As the e-learning and TNE becomes more and more popular there could possibly appear much more standards. From our point of view in order to lessen the number of guidelines and unify them one of the international associations (preferably ENQA as it has such experience) should develop some unified TNE standards and guidelines.

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