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Assembly of the Academic Senate
Academic Council
1111 Franklin Street, 12th Floor
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November 8, 2007

**SYSTEMWIDE SENATE COMMITTEE CHAIRS
DIVISION CHAIRS**

RE: Systemwide Senate Review of the Report of the University of California Joint Ad Hoc Committee on International Education

Dear Systemwide Senate Committee and Division Chairs:

On behalf of Chair Michael T. Brown, the above report along with a minority report from one of its members Professor Gayle Binion, are being forwarded for your review and comments. As background information, in 2004-05 Academic Council Chair George Blumenthal requested on behalf of the Academic Council that [the Education Abroad Program be fully reviewed](#). In 2005 Provost Hume and Council Chair Brunk appointed a joint Administration and Academic Senate Ad Hoc Committee on International Education. Towards the end of 2005-06, the Academic Council sent two additional letters to Provost Hume regarding the Ad Hoc Committee on International Education. The first was to request that the Ad Hoc Committee be expanded to include [three additional Senate members](#); and the second request was that the [charge of the Ad Hoc Committee be expanded as well](#). The Joint Ad Hoc Committee has now completed its report. This report includes what has been referred to as the "Kessler Report" (a financial analysis of the Education Abroad Program) and we have attached Professor Binion's minority report.

We are requesting that Systemwide Committees and Divisions review both reports and we would appreciate it that **Systemwide Senate Committees** submit responses by **February 13, 2008** and that **Divisions** submit responses by: **March 13, 2008**.

As a reminder to Systemwide Senate Committee Chairs, please note two points regarding the practice the Academic Council has established for general reviews:

1. **Request for comments are sent out to all System-wide Committees. Each committee may decide whether or not to opine.** Please notify the Senate Office either directly by emailing me or through your Committee Analyst, if your committee chooses not to participate in this review.
2. **The Committee response due date is typically set a month before that of Divisions.** This two-stage review allows the Academic Council to conduct both a preliminary and a final discussion of the matter at hand. It also gives the Divisions the benefit of the committees' considerations for their own deliberations.

Cordially,



María Bertero-Barceló, Executive Director
Academic Senate

Encl: 1

Copy: Academic Council Chair Michael T. Brown
Divisional Senate Directors
Academic Senate Committee Analysts



OFFICE OF THE VICE PROVOST AND DEPUTY TO VICE PROVOST –
ACADEMIC AFFAIRS

OFFICE OF THE PRESIDENT
1111 Franklin Street, 12th Floor
Oakland, California 94607-5200

November 5, 2007

Provost and Executive Vice President Hume
Academic Senate Chair Brown

Dear Rory and Michael:

We are writing to convey the attached report of the Expanded Joint Ad Hoc Committee on University of California International Education. This document completes the work begun by this Committee's predecessor. In the report submitted by the Joint Ad Hoc Committee this past spring, we proposed a Mission Statement and Goals for international education at the University. And in the report delivered today, we address the issues of how to raise the number of UC students participating in study abroad, how to integrate the various international study programs the University now offers, and how to support both EAP and the expanded portfolio of study abroad programs the University will offer.

The discussions our Committee have held have highlighted the significance of international education to the University, its students, and the State. In a world in which borders are increasingly blurred, in which economic, social, and cultural frameworks increasingly overlap, it is imperative that the University rethink how to prepare its students for 21st century leadership and productive lives.

We believe we have proposed a set of principles and an integrated architecture for UC's international education programs that will markedly advance its capacity. We stand ready to assist in any way possible to contribute to this very important effort.

Sincerely,

A handwritten signature in black ink, appearing to read "Jennie Lang".

Jennie Lang
Pro Vice-Chancellor

University of New South Wales, International

A handwritten signature in black ink, appearing to read "Frederick Burwick".

Frederick Burwick

Professor Emeritus

University of California, Los Angeles

cc:

Members, Expanded Joint Ad Hoc Committee on UC International Education

REPORT OF THE UNIVERSITY OF CALIFORNIA
JOINT AD HOC COMMITTEE
ON INTERNATIONAL EDUCATION



November 2007

Table of Contents

Report of the University of California Expanded Joint Ad Hoc Committee on International Education	3
Funding Structure for EAP and the new Study Abroad Consortium	13
Executive summary of recommendations made by the Expanded Joint Ad Hoc Committee	16
Appendices	18

Report of the University of California Expanded Joint Ad Hoc Committee on International Education

I. Introduction

The Expanded Joint Ad Hoc Committee for International Education was appointed by Provost Wyatt R. Hume and UC Academic Senate Chair John Oakley November 8, 2006 to take up the following issues:

- a. How can the University ensure that all UC students who wish to study abroad can do so?
- b. What is the proper mix of administrative responsibilities between the campuses and the UOEAP?
- c. What is the appropriate funding structure for placing EAP in a fiscally sound and sufficiently flexible position to meet both its short and long-term needs?

This report addresses these questions directly after briefly reviewing the background to the Committee's work. It also includes a set of recommendations and a route map to implement these. The charge to the expanded Joint Committee builds directly upon earlier work by a Joint Ad Hoc Committee for International Education, which issued its report in early Spring, 2007. That study addressed broad questions associated with international education at UC, and produced recommendations on the future of international education, including modification and expansion of existing programs. The report was based upon:

- Surveys of existing UC study abroad programs, including the UOEAP and campus-based study abroad programs;
- Review of the relationship among the different University programs; and,
- Consideration of opportunities that UC should contemplate in its future planning for international education. (The Mission Statement, Strategic Goals, and Principles for UC Study Abroad developed by the Joint Ad Hoc Committee are attached as Appendix 1 and the Committee Recommendations as Appendix 2.)

The Mission and Goals statements defined by the Joint Ad Hoc Committee, in its earlier report, are endorsed by the Expanded Ad Hoc Committee. These statements set the stage for an ambitious 21st century University agenda that would build upon UC's robust international programs, providing leadership for international discovery, learning, and engagement. This agenda proposes enlisting faculty and student research, instruction, and public service in a collaborative mode across national borders in a global learning network. In addition, the report envisions a recasting of campus environment to infuse global content and perspective into curriculum, research, and campus life generally throughout the University.

The second major contribution from the Joint Ad Hoc Committee focused in particular on study abroad, canvassing campuses to ascertain the types and dimensions of existing campus programs, reviewing the University's Education Abroad Program, and recommending an organizational structure to integrate the numerous study-abroad programs the University operates. As possible institutional models for this integration, the Committee highlighted UC Davis and the University of Minnesota.

Regarding leadership of the effort, the Committee recommended creation of a position of Vice Provost-International Affairs within the Office of the President to develop an integrated framework to promote centrally-driven and campus-based international education programs, along with a Dean and Director of Education Abroad and a chief officer at each campus responsible for international programs and planning.

II. How can the University ensure that all UC students who wish to study abroad can do so?

Currently, based upon estimates provided by UC campuses, about 21% of UC undergraduates (9,000 out of a graduating cohort of roughly 42,000) complete their degrees with study abroad experience; about 45% of these on the Education Abroad Program, 29% on campus-based programs, and 25% on third-party provider programs. For a university of UC's status, the rate of student participation is low as demonstrated in Table 1 below.

Table 1. Study Abroad Undergraduate Participation Rates, 2005-6
As reported in Open Doors, 2006

Georgetown University	59%
Duke University	53%
University of Delaware	42%
University of Virginia	37%
University of North Carolina	35%
University of California (estimate)	21%

Recommendation 1. Taking into account recent growth in UC study abroad, the importance of providing this experience to students, and the relative proportions of students studying abroad at comparable universities, UC should set a five-year goal of doubling the participation rate at each UC campus. (Campuses currently have significantly different levels of participation.)

While this goal may appear ambitious, it is achievable if the University and the campuses commit appropriate resources to a reconfigured program for international education. To send approximately 40-50% of all undergraduates abroad for study is well within the norms of higher education nationally and constitutes a clear statement regarding the educational priority of global knowledge and experience.

Reaching the goal, however, will require that faculty and administrators of the University reassess policies and practices that facilitate and promote study abroad and articulate and adopt this aim as their own. In addition, it will be important to reach out to students, making use of the knowledge and techniques developed around enrollment management, including better communication, analysis of student interests and concerns, and greater awareness of factors motivating students to study abroad. The remainder of this section deals specifically with the question of how best to increase UC student participation in study abroad programs.

II.A. Raising the profile of study abroad

Global awareness has become an essential element of higher education and education abroad is one of the most powerful tools for helping students gain these skills. At universities across the country, experience demonstrates that raising student participation substantially requires strong leadership.

Recommendation 2. The President of the University should issue a statement on international education, expressing commitment both in educational and financial terms, and request release annually of a major paper on international education at UC. These statements will explore the increasing global context of knowledge advancement and the value of study abroad for preparing the next generation of leaders for private and civic life. Such a central commitment to international education will strengthen the position of all study-abroad programs at UC as a core component of the overall education experience.

It is critical that campuses – and the University – establish links among UC's various international education programs and activities, in order to define a role for each component of the portfolio, to leverage effort across programs, and to identify areas where opportunity for growth exists.

II.B. Offering an appropriately broad range of high-quality study abroad options

UC set the standard for study abroad with the establishment of EAP forty years ago and the philosophy of immersion. However, over the past decades, student interest in long-term programs has declined, a function of the growing size and scope of requirements for many majors on the campuses; the increasing costs of a UC education; and the consequent drive to balance a growing number of individual student needs in terms of time to degree accompanied by the growth in different types of programs. In part, as a consequence, individual UC campuses now sponsor several different programs for study abroad apart from EAP; some of these include faculty-led summer and quarter abroad programs, internships, and volunteer programs. In addition, some UC campuses establish affiliation agreements with third-party providers. Beyond that, many UC students enroll in third-party programs independent of campus affiliations. This multiplicity of programs operates in many instances without meaningful organizational ties among them. Thus, the University's portfolio of programs lacks coherence or focused direction, and students seek and choose education-abroad programs without proper expert advice. For many years, most all UC undergraduates who studied abroad did so via EAP; in recent years, however, EAP enrolls a diminishing share of those going abroad.

Change in student demand for international education has raised questions about the nature of international learning and about how best to shape and provide these opportunities. In short, many students want to study abroad but also lack time and resources to do so in year-long immersion programs. Framing the essential elements of study-abroad programs under these new circumstances, taking into account academic integrity and quality, principles of experiential learning, and student interests, is a formidable task.

There is a large and growing array of possibilities: *immersion* (which usually involves enrollment in the foreign university classroom, instruction in a foreign language, adaptation to foreign educational conventions and immersion in the culture); *faculty-led* (U.S. faculty travel to a foreign site to teach a course there for students from their home institution); *internships, service learning, and others*. Educationally, immersion has generally been regarded as the most powerful. It has been the hallmark of UC's Education Abroad Program and set the standard for serious engagement with a foreign culture. All of these study formats are available via different sponsors, including some self-constructed UC campus programs, and third-party programs. (For purposes of this report, third-party programs are understood to refer to programs offered by any organization outside the University of California, including other universities, non-profit organizations, and for-profit entities.) Each program format offers valuable learning possibilities, but finding appropriate options among these choices and ways to inform students of the possibilities before them is an increasingly complex endeavor.

Duration of study-abroad programs throughout UC also varies, ranging from full-year programs to as little as 2-3 weeks. The greatest amount of growth in study abroad—both at UC and nationally—has taken place in programs of shorter duration, including semester-long programs, quarter-long programs and summer travel study. Year-long study abroad is a declining share of international education. UC's portfolio must be responsive to student interest and demand, given the constraints that students face in terms of time and resources that they might devote to study abroad.

Recommendation 3. The Education Abroad program should continue to occupy a central position in a broad portfolio of student study opportunities that include campus and third-party programs. Together, this portfolio of options will accommodate a diverse range of student needs and interests as appropriate for a university with large numbers of students with different majors, aims, and personal circumstances

EAP has integral ties to all of the campuses, is the predominant program at some campuses, and reflects the core educational values of UC faculty. EAP has developed outstanding year-long, semester-long, and quarter-long immersion programs which represent a core curricular strength; however, the University should build complementary capacity via other quality programs, especially in light of student interest in programs of different formats from those where EAP has traditionally excelled. These will be offered by UC campuses and other universities and providers to fill disciplinary niches,

other levels of engagement, and shorter-term niches. EAP alone cannot either financially or logistically offer the full range of options students are seeking, nor should it aim to do so.

The size and the diversity of the UC student body requires that the University provide students the opportunity to choose from a variety of program types, accommodating needs and interests suitable to large numbers of students with different majors, aims, and personal circumstances. Offerings should also take into consideration unique experiences/ curricular objectives, duration, language proficiency, financing, scheduling/time to degree, personal safety and security, and career enhancement.

An all-UC consortium should be developed. Individual UC campuses have cultivated a range of innovative study-abroad programs to augment EAP and to provide students with other options. But these programs tend to serve students from the campus rather than the system. In an “all-UC” consortium arrangement, these programs should be made available to all students across the University. And each campus should have the means of making the full range of international study options available to its students. A central University web site that advertises all opportunities, along with information on credit policies and procedures, financial aid and scholarship resources, etc. would go a long way to expanding student participation.

In particular, UC should explore using third-party providers where appropriate. They offer a wide range of established programs and would greatly expand the number of academic disciplines where in-depth study is possible, without the University needing to duplicate these efforts. Programs offered by other universities, by non-profits and others can provide specialty offerings in the sciences, engineering, design, studio art, and many other areas important to students’ individual majors. These programs also offer students the chance to study in “non-traditional” locations throughout the world, expand the annual schedule of offerings to suit many different student timeframes, and provide additional internship programs and service learning opportunities, beyond those available at UC campuses. Several UC campuses have taken steps to address this issue.

UCSD provides an example of how one UC campus already integrates local and extramural programs to place students in focused disciplinary niches and in countries worldwide using EAP plus a wide range of third-party providers. It offers students a wide variety of choices, within a centralized organization, one that also integrates services to its international students. The Education Abroad Program occupies the core and third-party provider programs complement EAP with additional sites and programs, including internship, volunteer, and other endeavors making up the balance.

UC Irvine also supports this model. Students can select among programs emphasizing particular disciplines, different durations and internships, field studies, volunteer, teaching, educational travel and other non-credit programs by visiting one on-campus advising office for all international education. Finally, UC Davis is an outstanding example of how EAP can be supplemented with a wide range of campus-based and third party study opportunities, with advising centralized and a wide range of choices supported. At campuses such as UCLA and UCB, many students also participate in EAP, in campus-based programs, and in third-party programs, but advising is less centralized.

Most all major universities throughout the U.S., both public and private, follow the same pattern in offering study abroad. They make available to their students a wide selection of study/work/ internship/volunteer and other programs through a combination of locally sponsored initiatives and recommendations for reputable third party providers who offer distinctive opportunities far beyond what any one institution can support. Universities also display these programs in an integrated format that allows students to select programs, based upon elements such as academic disciplinary focus, country, cost, duration, language requirements, etc. Providing such a registry greatly facilitates student access to study abroad.

II.C. Publicizing choices and providing expert advice

Recommendation 4. The entire menu of choices—EAP, campus-based programs, and approved third party provider programs—must be centrally and prominently publicized so that students at all campuses can weigh all their options, study their individual features, and then seek advice from professional staff with experience and expertise in the area.

Organizationally, the University's communication and publicity programs should integrate and encompass all of its programs; EAP, campus-based programs and approved third-party provided programs.

The University must also improve its student advising for study abroad and be willing to insist that the campuses invest international education funds appropriately. Campus interviews and data collection reveal a need for much expanded advising programs to assist students in understanding their options. Current advising structures are operating at full capacity, attempting to assist students in evaluating a limited menu of study abroad choices. UC students already participate in large numbers on third-party study abroad programs. But they are forced to do so in many instances without experienced advice or assistance.

Recommendation 5. Campus-based student advising must also be understood as an essential element of the study abroad experience and services in these areas must be better supported. Every UC campus must make take a careful inventory of available advising and invest sufficient funds to make this aspect of international education available to all students who need it.

II.D. Additional motivation for students to consider study abroad

International experience is becoming an increasingly important element of postsecondary education, yet other than the UC Davis campus, the University generally has not provided strong support and encouragement for students to gain international experience. Among other initiatives, the University should consider developing a series of incentives for students to participate in international education programs. Graduates with this experience have a major advantage when seeking jobs, and UC must make information on this topic available to students. To capitalize on this point, the University should place a clear record of international experience on students' transcripts. Such notation would both motivate participation and validate the experience.

II.E. Faculty participation and support for International education

The most critical element for the future of UC study abroad lies with the faculty and the leadership that campuses develop to set direction locally for these efforts.

Recommendation 6. Faculty and administrative leadership of the University must articulate the goals of international education and take steps to integrate a global perspective into commonly held belief systems about higher education.

Leadership may want to engage faculty in discussions about the role study abroad can play in undergraduate and graduate programs, how credits earned abroad might be considered in satisfying major, minor, and general education requirements, and consideration of study abroad as an essential element of certain key majors and academic programs.

An additional consideration prompted by this review is expansion of the number of international students enrolled on UC campuses. In the past, reciprocity students have constituted the largest number of international undergraduates on campus. They provide valuable international perspective in the classroom and living environments and contribute in many ways to campus life and learning.

Recommendation 7. As the number of UC students participating in study abroad grows and as Tidal Wave II subsidies, the University should consider enrolling a much larger number of degree-seeking international students, building at the undergraduate level where numbers are very small.

These students will enhance the educational experience for the majority of UC undergraduates who will not go abroad, providing a strong new international dimension to learning and campus environment.

II.F. Financing study abroad for students at different income levels

Most large public universities contacted for this study (for example the University of Minnesota, a leader in the field) indicated that they aim for their sponsored study-abroad programs to cost students roughly the same amount as study on campus (excepting travel). UC should adopt this principle in setting the price of its study abroad programs.

Recommendation 8. The University must adopt an overall financial plan for study abroad that includes significant continued core University support, including adequate financial aid. In particular, financial aid must account for expenses in high-cost areas and the impact of loss of student earnings while studying abroad.

Students participating in EAP now benefit from access to their regular UC financial aid packages, with special provision made for travel and certain specialized costs abroad, such as intensive language programs. Because of the particularly high costs associated with some study abroad sites, for example in Western Europe, it is important that these higher costs be considered in financial aid packages. In general, students also can receive their full financial aid packages when studying abroad on campus-based programs.

Students on third-party provider programs have access only to federal and state financial aid, not to UC financial aid. In order to place the full scope of study-abroad options on an equal footing, the University should reconsider the question of financial aid for all study-abroad options.

The EAP program now provides \$1.2 million in scholarships to campuses for distribution to participating students via their financial aid offices. These funds are insufficient to assist all worthy students who face financial problems in paying requisite costs. This is particularly problematic in light of the growing number of minority and low-income students who make up the UC student population and who will make up larger proportions of the UC population in future. Consistent with Regental policy for professional school fees, EAP and other participating program prices should include a return-to-aid component for additional financial aid. In addition, given the interest of the private sector in hiring graduates with international experience, scholarships may be funded through private giving.

II.G. Academic credit processes related to study abroad

Recommendation 9. Implementation of new policies on the granting of academic credit for specific programs of international study should be reviewed by the Academic Senate on each UC campus with an eye toward streamlining and simplification. Consistency of reviews of courses taken by students while abroad, as well as timeliness and efficiency in decisions to grant specific types of academic credit (particularly within majors), are serious problems at present.

Campus-based international programs taught by UC faculty are easily accepted at the home campus, although we need an effective process for articulating credit toward degrees for students from other UC campuses who enroll for these programs. In addition, in order to provide access to credits earned on preferred third-party programs, the Academic Senate should consider establishing a process for vetting the quality of these programs, for assessing credit for graduation, and for major and breadth requirements.

EAP has established a process for certifying courses for UC credit along with an on-line library showing a history of courses students have completed for credit in the past at host universities.

Unfortunately, the system does not allow students to certify, in advance of enrollment, that they can receive major or breadth credit for individual courses. We need better information and advising for students prior to study.

III. What is the proper mix of administrative responsibilities between the campuses and the UOEAP?

III.A. Systemwide responsibilities

The University's capacity as a 10-campus system can leverage opportunities for its students that a single campus cannot. UC must capitalize on this advantage in the development of its programs.

Recommendation 10. Wherever centralized services can be provided in a more efficient and cost-effective manner, they should be performed as a system.

In Section II of this report (recommendation 1-9) the ad hoc committee has recommended not only a significant increase in participation in study abroad for UC students at both the undergraduate and graduate levels, but also a wider variety of options as to length and nature of the opportunities that will be available to UC students. The envisioned changes in the centrality of international programs within UC curricula necessarily will entail a reconsideration of the roles that will be best performed centrally (either as a UCOP-based function, or via an MOU with a UC campus) and those for which campuses will bear the responsibility, and have the material resources necessary for their performance. The following represents guidelines on this point, which the Committee endorses, recognizing need for flexibility as the changes are implemented.

On-campus interviews and material submitted by campuses, along with other sources of input available to the ad hoc committee, reveal numerous areas in which campuses value the importance of centralized study abroad services. Certain key systemwide functions should remain with UOEAP as follows:

- Negotiation of both "exchange" and other agreements with foreign universities for optimal savings and highest quality and range of opportunities available to all UC students. Within this function, UOEAP would maintain a broad range of year-long immersion programs to the degree that student demand is sufficient to warrant the investment. For less popular geographical areas, and for the wide range of academic disciplinary specialty programs, the University might partner with other universities and third-party entities in a "consortium" mode, common among some other universities and colleges. Basic "year abroad" immersion programs are an excellent intellectual and personal experience for students and there is economy of scale to continue these opportunities via contracts as a system. But the programs need to be based on the quality, nature, and variety of the academic offerings. The mechanisms for creating/maintaining these agreements must be examined anew by the Academic Senate.
- Maintenance of a strong health, security and safety system for UC students including crisis management and emergency response.
- Establishment and maintenance of a nimble, well-organized system for travel logistics, travel support and pre-departure arrangements.
- Maintenance of a "user-friendly" web site including, among other resources, data bases on host institutions, as well as consortia programs and approved third-party providers of study abroad.
- With the assistance of UC personnel at host sites, estimation of the costs for students while living abroad
- Provision of advice on visa and related state department regulations as well as laws and regulations in host countries that are of importance to students.
- Engagement in fundraising for the development of programs and the provision of additional scholarship opportunities for students.
- Assistance to students on housing abroad.
- Conducting or contracting of research on student program evaluations and emerging interests, additional study-abroad options, new trends in international education, etc.
- Facilitation of arrangements for multi-campus programs abroad.

III.B. Campus responsibilities

Recommendation 11. With the envisioned expansion of participation rates by UC students, as well as a need to streamline the processes currently employed by UOEAP, campus responsibilities for study abroad will necessarily be expanded, while those conducted systemwide more sharply focused.

Campuses have responsibility for curricula and degree requirements, and the greatest opportunity to effect academic integration therefore, all of the crediting functions, beyond the existing policy of, at minimum, a guarantee to students of “elective units” toward graduation for EAP participation, should be campus-based.

- Campuses would handle all enrollment and course requirement matters. The elaborate EAP course-creation processes for each course in each department at each host institution appears to serve limited purposes. Most students studying abroad want to obtain “major” credit for most, if not all, of their EAP-sponsored course work. Indeed, under the European education models, which much of the academic world uses, students study almost exclusively within a single “course” (in the U.S. it is called a “major.”) Many UC students, especially those on short-term programs, such as language/cultural immersion, or lower division programs during the summer, seek “general education” credit for the coursework. In both circumstances, the students must “petition” not for units but for appropriate credit on their home campuses. The streamlining that the ad hoc committee recommends is that campuses enroll their EAP-engaged students in place-holder “dummy” units while they are abroad and when they return evaluate the credit toward major and G.E. requirements.¹ This will eliminate a very time-consuming and cumbersome additional process by UOEAP and there is no indication that the current practice of creating EAP versions/numbers for host institution courses is necessary for the students to earn UC grade points. The Academic Senate approves the assignment of grades for courses taken within EAP programs and there is no reason for this to change. Indeed, it may be in the students’ interests to create a system for immersion programs in which the host institution transcript is “embedded” into the student’s UC transcript which will highlight that they studied in an “immersion” manner at a foreign institution, rather than in an “island” program at that location.²

Related advantages of this change: If this work of EAP course-creation is revamped, fewer UC EAP personnel would be needed abroad. The critical need for economy would be served.

- Campuses would handle all counseling, screening and country assignment for their students. If a consortium approach to overseeing UOEAP is adopted, UOEAP would be able to facilitate the division of available slots to each UC campus on the basis of student demand and available spaces. Allowing the campuses to handle the entire application and assignment processes for their students will streamline the operations and very likely allow for later deadlines as well as more timely and effective communication with their students.

Related advantages of this change: Students have regularly objected to the immersion programs’ October deadlines, which fall nearly a year prior to participation. There is reason to believe that the very early deadlines may be depressing participation. They also are unsure of whether they need to interact with their campus EAP office or UOEAP on particular matters. Making all information and advice available to students in one location, along with later deadlines for applications, may very well also encourage higher participation rates.³

¹Most of the UC campuses are already enrolling students in such unit “place holders” while they are abroad. The very large EAP database of the courses approved to date at its host institutions can continue to be utilized by campuses and their departments while they seek to create their own systems for streamlining reviews of courses already taken by, and evaluated for, students in the past.

²Using this approach to transcript notation, only the UC unit-equivalent and the translated grade would be changed to reflect UC’s evaluation of each.

³While the ad hoc committee also discussed recommending that the campuses have “one-stop shopping” for all study abroad including not only EAP but also campus-based and third-party provider programs, it was determined that campuses should maintain the flexibility to structure their student-oriented services in the most effective manner under local conditions. The committee endorses that position.

- Campuses should handle student financial aid matters. The ad hoc committee would leave the final recommendations with respect to these processes to the International Education Leadership Team (see more specifics on this below). But based on the information available to the Committee to date, it appears that the current system may be too complex and lacking in clarity for student users. While a centralized international education services unit could determine the expenses abroad for the students, essential for working out details of their financial aid packages, the administration of financial aid may best be left to the campuses.

III.C. Leadership and organization of UC Study Abroad

One of the most serious problems with which the Education Abroad Program has grappled is an excessively complex decision-making process, which has inhibited growth, efficiency, and effectiveness in policy and practices. As stated in the Joint Ad Hoc Committee's earlier report, decision lines must be simplified, and authority vested in a set of faculty and administrative leaders with well defined scope of responsibilities, who are held accountable for management, oversight, and outcomes reflecting campus priorities and directions.

The preliminary report of the Joint Ad Hoc Committee on International Education recommended appointment of a Vice Provost, International Affairs within the Office of the President and designation of a chief officer on each UC campus charged with overall development of international education programs. In addition, EAP requires leadership from a full-time Dean and Director, who would report to the Vice Provost, International Affairs, or another appropriately placed member of the senior management team in Academic Affairs.

Recommendation 12. In order to establish an integrated framework for international education at UC, comprised of a broad portfolio of programs, an International Education Leadership Team, appointed by the Chancellors and the President, will be charged with overseeing integration of the University's various study abroad programs, including EAP.

This group would be composed of representatives from all the campuses. Taken as a whole, the group should comprise members with expertise not only in the operations of programs for both undergraduate education and international education, but also in budgetary matters and enrollment planning. It would work in an oversight capacity, consulting with individuals and groups (both internal and external to the University) with expertise and interests in study abroad. In the short term, the group would develop and implement a strategic plan to guide the new definition, goals and operation of international education. Among other issues, this group may want to consider opening UC study-abroad programs to students at other universities, both by way of consortia agreements with those where UC students may wish to enroll as well as to increase numbers in UC programs where demand is small. In addition, this group would oversee the creation of one consistent framework that sets benchmarks for all international programs offered under UC auspices and liaison with appropriate committees of the Academic Senate, both systemwide and at the campus level, to gain approval for innovations in curriculum development at overseas locations.

Recommendation 13. The International Education Leadership Team will oversee development and implementation of a transition plan for the short term, designed to facilitate a new universitywide coordinated effort to provide expanded options for international education. In the long term, the Leadership Team will act as a governing/advisory group for EAP and other elements of the new portfolio in international education. Authority for oversight and direction of EAP will be vested in this body.

The goal of this new governing structure is to place decisions regarding education abroad directly in the hands of campus faculty and administrators, working together to assure high quality academic programs and efficiency of operations. All across the University, decisions are made regularly regarding undergraduate education and international education. EAP and all the University's portfolio of international programs must be attuned to those decisions and coordinated with them. Individuals

making campus decisions must also have the capacity to shape education abroad to align with campus direction in undergraduate education and international education. The charge to this Team will be to assure that outcome.

The UC Academic Senate bears responsibility for the quality of course work provided to UC students. Full responsibility for the assessment of the quality and content of international education courses rests with that body and processes for setting and measuring these elements must be determined by the Senate.

Recommendation 14. The prerogative of the Academic Senate for ensuring quality control and managing the course articulation process must be preserved

Funding Structure for EAP and the new Study Abroad Consortium

In November, 2005, the EAP program learned that it had incurred a budget deficit of \$3 million. This had occurred, in part, because of internal administrative infrastructure failings, which did not provide for appropriate budget management. After implementing a series of emergency measures, the budget has stabilized, although it continues to suffer a deficit. One of the primary goals of this report is to recommend funding principles that will place the program on a sounder footing.

As a part of the Joint Ad Hoc Committee review of international education and Education Abroad, the University contracted with a consultant, Dr. Jerry Kissler, former Vice Provost at UCLA and Assistant Director of the Budget at the Office of the President. Throughout this past summer, the Consultant and Committee staff investigated the current costing requirements associated with EAP. They also visited each UC campus and conferred with Executive Vice Chancellors, Undergraduate Deans and Provosts, Budget Officers, and faculty and staff with direct association and responsibility for all UC study abroad programs—both EAP and campus-based programs.

In these extensive interviews, campus officials described local programs and discussed plans for development of international education programs. They provided information regarding ways of raising student participation in study abroad, and described needs and priorities for program development and support. In addition, they commented on a variety of different study abroad models for reorganization of programs to integrate existing campus-based efforts with EAP and third-party provided programs.

The detailed data and information the Consultant and staff gathered indicates that the current funding model of EAP is not sustainable and must be overhauled as a matter of priority. The investigations have further identified a strong Universitywide commitment to international education. Leaders of campus-based programs discussed the rationales for their locally-tailored international education programs that respond to student demand, and revealed some cost-effective models of international education available through an integrated student-centered system.

From these investigations and from information provided by the Committee, it is clear that UC must adopt a blended model of international education drawing on the strengths of programs offered by campuses and on the strengths of EAP. The actual model should couple EAP with a campus based program such as the cost-effective and integrated operation that has been developed at UC Davis, UC Irvine, and UC San Diego, promoting EAP alongside other opportunities.

Where the Money Goes (2006-07)

Revenues	
2005-06 Deficit	-\$2.2
General Funds	\$17.7
Registration Fees	\$1.5
Opportunity Funds	\$1.1
Other Funds	\$5.4
Total	\$23.5

FINDINGS

- EAP's revenues increased by an average annual growth rate of 4% over the last 7 years but its expenditures increased by 8%.
- EAP started 2006-07 with a carry-forward deficit of \$2.2 million.
- After instituting a number of cost-containment measures EAP ended 2006-07 by adding only \$200,000 to the cumulative deficit.

Expenditures		
		Per FTE
Study Centers	\$13.2	\$5,366
UOEAP	\$8.1	\$3,298
Reciprocity	\$2.5	\$1,016
Campus Support	\$0.9	\$376
Scholarships	\$1.2	\$504
Total	\$25.9	\$10,560

\$2.4 Million Deficit at the Close of 2006-07

RECOMMENDATION

- A \$2.4 million loan with a multi-year pay-back schedule should be arranged for EAP.

⁴The Kissler report recommends a self-sustaining enterprise model for EAP, which would reduce administrative overhead and subsidy to EAP, while also increasing financial aid to students. The average price for EAP programs would be tied to the cost of education for students on campus; as an average, some programs might exceed this cost while others would cost less, balancing at the cost of education figure.

The Committee agrees that it does not have the expertise to develop a complete financial model to support this new structure but that it does have clear agreement about supporting an integrated and cost-effective model that makes international education more accessible to a larger percentage of students. The Committee is quite clear that careful business planning must underpin any future growth along with full accountability, both centrally and at the campus level. Any future growth must be sustainable and reflect strategic academic imperatives. The new International Education Leadership Team should be responsible and accountable for developing a high quality international education program for UC that operates in a fiscally prudent way and that explores opportunities following a highly consultative process that has the support of the campuses.

The Committee agrees that the University should conduct a full audit of the costs of running each component of a blended model of international education, taking into account that EAP must operate as a core element of UC international education, rather than operating as a separate high-cost entity.

Among the elements the Consultant analyzed, the costs associated with operating the Study Centers emerged as an issue for additional review. Study Center Director positions contribute to these costs. The Committee could not reach consensus regarding the future of Study Center Director positions. One view is that the University should take advantage of the presence of faculty abroad and assign these individuals greater responsibility for diplomatic functions abroad on behalf of the University. Other members of the Committee believe that the positions are not cost effective, that academic quality can be determined via visiting teams rather than “in-residence faculty,” and that student services for EAP students can be managed by local staff and host faculty abroad, as they are in many EAP sites.

The Committee has noted that funding models for international education present various challenges, including shifts in currency and student trends reflecting changing economic circumstances. For these reasons, flexibility and accountability are essential. It is imperative that any new models must be able to achieve economies of scale to enable UC to achieve the best return on its investment. The new model that is developed must be reviewed every three years to reflect the dynamics that impact on trends in international education.

As the University organizes its new blended/integrated model for international education, it should set targets for student participation, staff student ratios, infrastructure and physical overheads to ensure that costs do not move ahead of growth in the program and to ensure that costs are reduced over time without impacting on the quality of the program. Funding for automation must be made available so that when the financial and systems experts complete their work, improved communication system solutions are available to reduce other costs. The new model and supporting financial and technology systems must be ready for introduction in September 2008.

For a sketch of EAP's current expenditures, see below. Based upon the Consultant analysis, it is clear that EAP's administrative overhead is high and Study Center costs have increased very sharply in continental Europe (above and beyond devaluation of the dollar). He also found that the reciprocity agreements made by EAP do provide benefits to the University, but at a high cost. And he advised that campus support for study abroad is currently inadequate.

As the numbers of students participating in EAP has grown in recent years, the workload burden on campuses for advising, course review and approval has increased. And while EAP has provided campuses some funding to meet these expenses, it is a static amount and does not begin to meet the cost of providing the services. This pattern has resulted in an imbalance in services, with high numbers of staff at a central office and located at sites abroad but few available on campuses to advise and support student participation. With a governance structure aligning EAP and other study abroad programs with campus needs and directions, campuses can enhance the recruitment and advising functions to meet student needs more effectively and trim EAP costs to manageable levels.

In his Report, the Consultant considered various funding models for education abroad, including decentralization of the program, cost cutting alone, or a self-sustaining enterprise model. The Committee does not find itself prepared to recommend any of these three models at this time because it believes there are many questions about international education and its scale and scope that are still left unanswered. However, it has reviewed and approved a set of principles embedded in the Consultant's report that it wishes to highlight at this time. These principles relate to the restructuring of international education within the University and the financial issues that must be considered at each step. The principles that should guide decisions about the financing of UC international education are:

1. Ensure that EAP programs are accessible and affordable to all UC students.
2. Correct the imbalance inherent in the current funding formula, which causes EAP to absorb state budget cuts but does not allow EAP to benefit from offsetting student fee increases.
3. Give EAP an opportunity to compete with other service providers based upon the quality of its programs.
4. Provide the stability for better planning and adequate resources for future growth so that EAP can help the University achieve aggressive goals for increasing the number of UC students who have studied abroad.
5. Develop a model for long-term funding of international education that will provide UC students access to a wide portfolio of study abroad opportunities including those offered directly through EAP, campus-based programs, and preferred third-party providers. Develop and maintain a UC systemwide online repository of information about these opportunities, as well as substantially augmented staff on each campus to advise students adequately.
6. Provide funding for research to ascertain student needs, selection and outcomes relating to study abroad (that is, "market information") for use systemwide in program planning and marketing.
7. Encourage the development of outstanding educational programs that are responsive to student interests and based upon cost-effective management principles.
8. Adopt a self-sustaining budgetary model with the understanding that a subsidy from UCOP to EAP will be necessary for some of the more expensive programs.
9. Provide additional funds to support campus international offices.

IV. Transition plans

Recommendation 16. The University should develop a detailed implementation plan for installing the new structures outlined and recommended in the report. The International Leadership Team should be appointed and charged with drafting this plan. It should also assume responsibility for carrying it out. The plan should be finalized no later than February 2008 in order to synchronize with the 2008/09 budget cycle.

Transition Timeline

Appointment of the International Leadership Team	December 7, 2007
Recruitment of EAP Director	December 15, 2007 – February 15, 2008
Release of the All-UC Study Abroad Transition Plan	February, 15, 2008
Implementation of Plan	February 15-July 1, 2008

Executive summary of recommendations made by the Expanded Joint Ad Hoc Committee

Expanding student participation in study abroad

1. The UC should set a five-year goal of doubling the participation rate at each UC campus. (Campuses currently have significantly different levels of participation.)
2. The President of the University should issue a statement on international education, expressing commitment both in educational and financial terms, and request release annually of a major paper on international education at UC.
3. The Education Abroad program should continue to occupy a central position in a broad portfolio of student study opportunities that include campus and third-party programs.
4. The entire menu of choices – EAP, campus-based programs, and approved third party provider programs – must be centrally and prominently publicized so that students at all campuses can weigh all their options, study their individual features, and then seek advice from professional staff with experience and expertise in the area.
5. Campus-based student advising must also be understood as an essential element of the study abroad experience and services in these areas must be better supported.
6. The University, specifically faculty and administrative leadership, must articulate the goals of international education and take steps to integrate a global perspective into commonly held belief systems about higher education.
7. The University should consider enrolling 300-600 degree-seeking international students per year.
8. The University must adopt an overall financial plan for study abroad that includes adequate financial aid.
9. The academic credit process for study abroad should be reviewed by the Academic Senate with an eye towards streamlining and simplification.

Organization and leadership of education abroad at UC

10. Wherever centralized services can be provided in a more efficient and cost-effective manner, they should be performed as a system.
11. The responsibilities of the campuses for study abroad will necessarily be expanded, while those conducted systemwide more sharply focused.
12. An International Education Leadership Team, appointed by the Chancellors and the President, will be charged with overseeing integration of the University's various study abroad programs, including EAP.
13. The International Education Leadership Team will oversee development and implementation of a transition plan for the short term for the University-coordinated education abroad interests and will act as a governing/advisory group for EAP and other elements of the portfolio over the long term. Authority for oversight and direction of EAP will be vested with this body.
14. The prerogative of the Academic Senate prerogative for ensuring quality control and managing the course articulation process must be preserved

Funding structure for EAP and the new study abroad consortium

15. A new funding model for EAP should to adhere the following principles. It should:
 - a. Ensure that EAP programs are accessible and affordable to all UC students.
 - b. Correct the imbalance inherent in the current funding formula, which causes EAP to absorb state budget cuts but does not allow EAP to benefit from offsetting student fee increases.

- c. Give EAP an opportunity to compete with other service providers based upon the quality of its programs.
- d. Provide the stability for better planning and adequate resources for future growth so that EAP can help the University achieve aggressive goals for increasing the number of UC students who have studied abroad.
- e. Provide UC students access to a portfolio of study abroad opportunities including those offered directly through EAP and EAP-sponsored programs, campus-based programs, and preferred third-party providers, with a budget model that supports the development and maintenance of a UC systemwide online repository of information about these opportunities, as well as staff to advise students on each campus.
- f. Provide funding for research to ascertain student needs, selection and outcomes relating to study abroad (ie. “market information”) for use in systemwide in program planning and marketing.
- g. Encourage the development of outstanding educational programs that are responsive to student interests and based upon cost-effective management principles.
- h. Adopt a self-sustaining budgetary model with the understanding that a subsidy from UCOP will be necessary for some expensive program.
- i. Provide additional funds to support campus international office.

Transition planning

- 16. The University should develop a detailed implementation plan for installing the new structures outlined and recommended in the report. The International Leadership Team should be appointed and charged with drafting this plan. It should also assume responsibility for carrying it out. The plan should be finalized no later than February 2008 in order to synchronize with the 2008/09 budget cycle.

Appendix I

Mission, Strategic Goals, and Draft Principles of UC International Education

From this inventory, the interviews, and its many discussions, the Committee has endorsed a mission statement and goals for international education, and draft principles for study abroad, aiming to guide further thinking in regard to the direction and focus of UC's international education policy and programs. These respond to Provost Hume's request, contained in the Committee's charge letter.

Mission Statement

UNIVERSITY of CALIFORNIA INTERNATIONAL RESEARCH, EDUCATION and OUTREACH MISSION

Mission: As socio-political, economic, science, and educational agendas assume global dimensions, the University of California's mission is to provide leadership for international discovery, learning, and engagement. The University recognizes its critical mission: to engage UC faculty, staff and students in comparative and international research and internationalization of knowledge for the benefit of California, the nation and the international community; to enhance UC faculty and students' knowledge and skills for success in diverse, multi-cultural environments and for responsible, global citizenship; and to extend the University's public service mission worldwide.

Strategic Goals:

The University of California strives for excellence in its pursuit of this mission through the following strategic goals:

- Promote and support research by faculty and graduate students on scientific and international issues in collaboration with counterparts in other countries around the globe through grants and the support of campus and multi-campus organized research units;
- Facilitate collaborative, cross-national, faculty and student exchange and research to address issues and problems of global significance;
- Recruit and retain outstanding international faculty for their contributions to research and to the education of the next generation of California's students to be culturally knowledgeable and globally competent citizens;
- Enhance access to worldwide information through a strong UC library system including extensive resources as well as the exchange of print and electronic media through international networks;
- Support the global academic community on campus through accurate data collection, visa processing and advising the international students and faculty engaged in international exchange, research and education;
- Offer rigorous courses of study at all academic levels, disciplines and professionals including international language programs, to increase students' understanding of global issues and cultural differences and their ability to communicate effectively;
- Provide opportunities, support and financial aid for students in all majors and at all levels to participate in the highest quality and diverse study abroad programs as a means to enrich their academic preparation, international understanding and personal development;
- Admit and support the most highly qualified undergraduate, graduate, and professional students from other countries in sufficient numbers and geographic diversity to strengthen the research and education programs and to stimulate a deeper understanding of the values, perspectives, and cultures of other peoples;
- Provide opportunities for domestic and international students, scholars and faculty to interact effectively and routinely in educational settings;

- Extend the University's international engagement and public service through programs designed in collaboration with faculty, students and public officials from international organizations, institutions and governments;
- Foster innovative public education to explore global issues and showcase world cultures;
- Build strong and effective international alumni networks to promote the international research, education and related university goals.

Developed and endorsed by the University of California International Leaders Council, March 2004

A. Draft principles for UC Study Abroad

The University of California is committed to international and intercultural education as an imperative of the 21st century. UC seeks to make study abroad accessible for all of its students and to support communities of international students and scholars on our campuses by:

1. *Increasing student participation in international education.*

Provide opportunities, support, and financial aid for students in all majors and at all levels to participate in high quality and diverse study-abroad programs in order to enrich their academic preparation, international understanding, and personal development.

2. *Internationalizing the curriculum.*

Offer rigorous courses of study at all academic levels, and in all disciplines and professions, including international language programs, to increase students' understanding of global issues, cultural issues, and cultural differences and to improve students' ability to communicate effectively.

3. *Integrating study-abroad experiences into campus life.*

Integrate the experiences of returning students who have studied abroad, and of international students and scholars, into the fabric of academic life utilizing the talents and skills of these returnees and visitors as part of the effort to internationalize the curriculum.

4. *Developing innovative international education programs.*

Create innovative programs and services that reflect emerging global trends.

5. *Increasing opportunities to integrate research into the study-abroad curriculum.*

Expand and enhance undergraduate research experiences in international settings. Increase involvement of UC faculty in the coordinated planning and implementation of research projects conducted in international locations, capitalizing on the unique learning resources available at these sites.

6. *Integrating international education experiences into the curriculum.*

Develop programs that both incorporate the international experiences of students into the core requirements of the various majors, as well as provide international opportunities for students with particular educational objectives.

7. *Requiring foreign language study and proficiency for all undergraduates.*

Increase the numbers of students who are proficient in a foreign language, which requires the reinstatement of a language proficiency requirement as well as the strong endorsement of the institution about the importance of language study.

8. *Increasing the visibility of UC as a leader in international education.*

Reposition international education as a core component of an undergraduate education.

9. *Increasing opportunities for UC faculty to be involved in international education.*

This challenge is central to the development of a vital, thriving program. Faculty need support for investigation of ways of integrating international experiences into the curriculum, their classes, and their research, a subject that deserves careful study.

Appendix II

Committee Recommendations

International Education Leadership for the University of California

1. Develop a mission statement for the University of California that emphasizes the importance of international education in a rapidly changing and globalizing world and adopt as a priority international education for student learning, for teaching, for research and for outreach.
2. Create a position of Vice Provost-International Affairs within the Office of the President at UC to develop an integrated framework to promote centrally-driven and campus-based international education programs, to help with systemwide coordination of programs, and to oversee their progress. A proposal for a position description for this post is attached (Appendix 6)
3. Advertise promptly the position of a full-time Dean and Director, EAP, who would report to the Vice Provost of International Affairs. (Proposed position description shown as Appendix 7.)
4. Encourage each UC campus to consider adopting the international education leadership model currently in place at UC Davis. Create a position of Vice Provost-International Affairs on each campus to promote international education at the campus level and to establish a close working relationship with the Vice Provost-International Affairs at UCOP.
5. The Office of the President should initiate several in-depth studies in order to set the direction for international education at UC—to understand the direction of student interests for study abroad and to assess what programs meet their needs, to survey current trends and directions of international education at other leading research universities, and to investigate budgetary issues related to international education and the various funding models currently used nationally. Help in initiating this research could come from existing international research centers on several UC campuses.

In the longer term, the University should establish a Center for International Education that monitors state, national, and international trends in international education; promotes curriculum development for greater participation in international education; identifies trends for program innovation to broaden opportunities for international education; and fosters intellectual dialogue to advance international education within UC and beyond. This Center would also report to the new Vice Provost. Appendix 8 contains an analysis of future needs for International Education at UC prepared by the current Associate Provost Marcum.

With a strong mission statement and a sound administrative organization guided by research, UC can recapture its leadership role in the field of international education. We should aim to see a higher proportion of students and faculty engaged in international study and research and to increasingly internationalize our campuses.

EAP: Reorganization

1. The University must redefine the mission of EAP to preserve its strengths and to work in complementary relationship with programs serving other purposes. EAP created a model of international education for undergraduates with its immersion programs enabling UC students to take classes at host universities, side-by-side with native students. Redefinition must identify EAP's niche for the future within a broad landscape of international education at UC.

Reexamination will also guide EAP's relationship to key UC international research platforms in India, Africa, Mexico, China, and Canada, and UC International Education Platforms (OIAA) in Shanghai, London, Utrecht, Mexico, and Cuba. Together these programs can

be used to develop fully integrated models of international education, underpinned by international research collaboration and joint programs.

2. EAP Study Centers and the UC faculty who serve as Directors in numerous countries are distinguishing features of international education at UC. This important international collateral should be used to support a range of strategic international initiatives including: exploring research collaborations and co-sponsoring conferences and workshops; facilitating participation of EAP and graduate students, summer session, quarter abroad, internships, alumni groups; selecting and supporting appropriate partner universities; supporting OIAA and international strategic priorities; attracting fee paying international students to the UC system; and identifying opportunities for UC. (See Appendix 8 for a new position description for UC Assistant Dean/EAP Study Center Director.)
3. The Committee reviewed and supports the work of the Joint UCIE-UOEAP Task Force on EAP Study Center Directors, which presented its report in May 2005. In general, the report supports the continued existence of the SCD model, but recognizes the need for its revision; also, SCDs may not be appropriate at all sites. It is clear that where continued, these positions must be utilized more effectively than they are now, and their function expanded to consider being both a representative of EAP and an Assistant Dean for the University of California.
4. EAP should consider opening up its programs to strategic partner universities, especially considering the unusually high quality of its offerings, the potential for greater numbers of students to benefit and the availability of space. This needs to be weighed in light of the unmet needs of UC students who are not able to enroll in highly impacted programs.
5. Duplication of UC program efforts in international locations must be avoided. Where a UC or other provider program is operating successfully, EAP need not install a similar program. In addition to student interest, potential sites should be identified based upon subject areas.
6. Reporting lines and communication within UOEAP seem muddled and cumbersome. A disciplined plan for reorganization must be developed.

EAP: Central vs. local administration

EAP has several strengths that are best handled centrally: for example, expertise in student-operational details including visas, housing, health requirements, etc. and in monitoring health and safety conditions abroad at EAP sites.

However, the following need rethinking:

7. Currently academic course work that EAP students complete while abroad is subject to extensive review, incurring significant cost. When a solid relationship is built between a foreign educational institution and a UC campus, the University should assume that quality academic programs are being offered. Responsibility in this area should be either situated on campuses or coordinated much more directly with campuses. Criteria should be developed as soon as possible for credit approval for foreign language instruction provided at non-English speaking sites. Also, departments at each campus should develop a schedule of academic programs that are accepted for credit transfer.
8. Campuses must be empowered and funded to conduct more operations with their students on behalf of EAP, integrating these responsibilities into the larger international study picture on each campus. Recruitment, advising, and selection of EAP students should become campus functions. Responsibility for course approval, program development, student orientation, student re-entry, and student support should also be located at campuses, not at the central EAP office. With a skilled marketing staff it is possible to imagine having some centrally created/directed marketing in collaboration with campus-determined marketing.
9. Currently all reciprocity programs for the UC system are managed by the UOEAP. A new model should be developed and programs created to better integrate reciprocity students

onto the campuses. UC should support reciprocity students in the same way that it expects UC students to be supported by partner institutions abroad. In addition, campuses should be encouraged to consider reciprocity students as potential graduate students. Appropriate funds at the campus level will need to be allocated to support this effort.

General recommendations

10. Mechanisms must be established to facilitate cross-campus information sharing for the betterment of all international education programs at UC.
11. Transfer of student credit must be streamlined to ensure timely outcomes.
12. Health and safety issues should be conceived as a unitary system for all UC programs, assuring appropriate standards.
13. Incentives should be offered to students to study abroad, in particular to enroll in full-year EAP and other full immersion programs. Resources should also be allocated to enable UC students to apply for international education grants to support study abroad. Low income and minority students should receive special attention with regard to needs unique to their circumstances, so that their participation can be secured at optimal levels.
14. UC should engage an outside consultant with budget and finance expertise to review the EAP budget and recommend appropriate funding models. This study must take into consideration the development of a cohesive UC International Education program and the cultivation of a clear and transparent campus wide structure to support the strategy, and integrated Study Center operations. In particular, the issue of inefficiencies, redundancies, and archaic structures must be addressed. Funding for campus-based as well as central efforts must be account for in the new proposed model.

Campus officials interviewed for this report identified six major elements necessary to raise UC study abroad numbers:

1. Make available adequate financial aid, so that cost is not a deterrent to families;
2. Provide a broad range of programs to attract students and their families, taking into consideration the great variety of cultural backgrounds, financial circumstances, interests, and aspirations;
3. Expand faculty and campus support for the value of international education;
4. Assure that credits accrued can advance student progress to degree, and that degree progress (major and breadth) can be assured before the student commits to the study-abroad program;
5. Skillfully promote opportunities and make more broadly available expert advice to help students assess and access programs; and,
6. Provide a diverse academic portfolio to include disciplinary and multidisciplinary programs in the humanities, social sciences, physical and biological sciences, engineering, architecture, law and medicine and a range of program location and lengths (year, semester, quarter, month-long, etc.

Appendix III

Paso Seguro Consulting

UC STUDY ABROAD PROGRAMS

Findings and Recommendations to the
Joint Ad Hoc Committee on International Education
October 2007

Paso Seguro Consulting

A Vision of the Future

Category	Percentage
Current	~18%
Goal	~38%

VISION

- Twice as many UC undergraduates taking advantage of a portfolio of immersion and other study abroad opportunities offered through EAP and EAP-sponsored programs, campus-based programs, and preferred third-party providers.
- A restructured EAP that is more competitive with reduced costs, better market information about student interests, and streamlined decision making.
- Two to three times as many foreign students in UC classrooms – some through reciprocity programs and others through admissions.
- 100 UC faculty with international interests receiving financial assistance to do their research abroad.

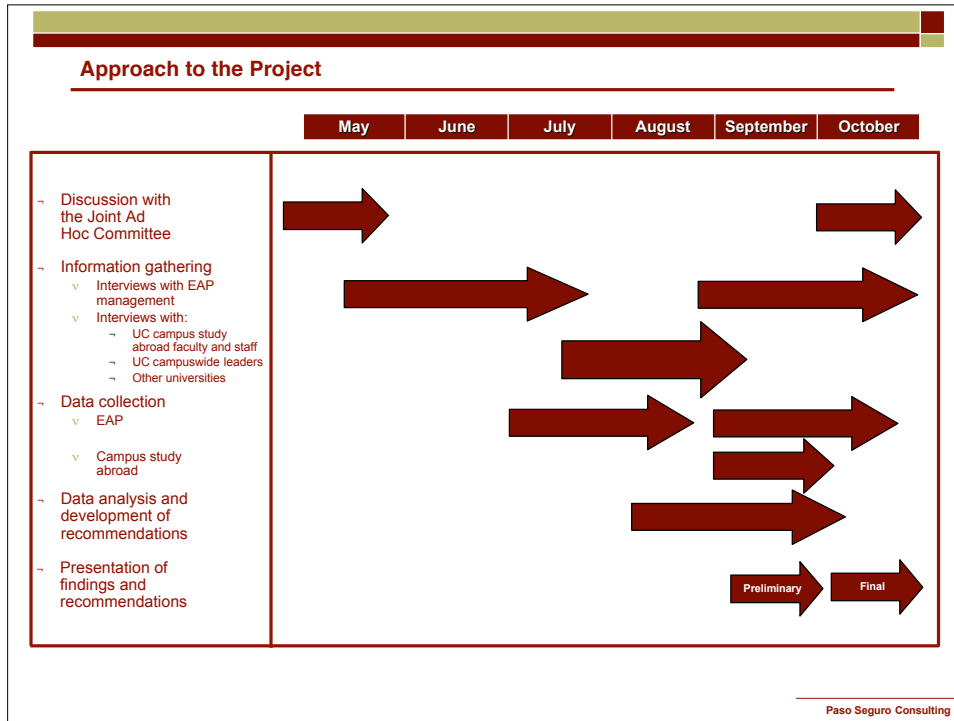
Paso Seguro Consulting

What It Will Be Like	
Old System	Proposed System
<ul style="list-style-type: none"> - Students Interested in Study Abroad: Ready access to information about EAP and campus study abroad opportunities from advisors but more difficulty in finding information about opportunities on other UC campuses and from third-party providers. - EAP: A highly subsidized academic unit that operates educational programs and negotiates agreements with leading universities around the world. - Undergraduates Not Interested in Study Abroad: Little opportunity to interact with foreign undergraduate students. - Faculty: 10 to 12 new faculty per year appointed by EAP as Regional Study Center Directors, who also have opportunities to interact with international scholars and conduct research. 	<ul style="list-style-type: none"> - Students Interested in Study Abroad: Ready access to the full portfolio of study abroad opportunities from advisors and through an online repository of information maintained by EAP. New opportunities to receive UC credit and grades in sponsored programs developed by EAP with preferred third-party providers and affiliated universities. - EAP: A more agile academic unit with better market information on student interests that looks at trends and creates a wider array of opportunities for students, whether operated by EAP, affiliated universities, or partnerships with preferred third-party providers. - Undergraduates Not Interested in Study Abroad: 1,000 to 2,000 additional foreign students in UC classrooms and dormitories. - Faculty: University funded opportunities for 100 new faculty per year to travel abroad for work with international colleagues and conduct research.

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Executive Summary
<ul style="list-style-type: none"> - A Portfolio of Study Abroad Opportunities <ul style="list-style-type: none"> v More UC students should be studying abroad. <ul style="list-style-type: none"> - EAP and the campuses should develop a central repository of all recommended opportunities for UC students. - UC should set a goal of doubling the number of graduates who have studied abroad, to be achieved through a portfolio of EAP and EAP-sponsored programs, campus-based study abroad programs and a preferred list of third-party providers. - Life-Changing Immersion Experiences through a Restructured Education Abroad Program <ul style="list-style-type: none"> v Given the shift in State funding for UC, the University should change EAP's funding model. <ul style="list-style-type: none"> - EAP should become a self-sustaining enterprise with a small subsidy, like Summer Sessions and the UC Press. - Rather than the current practice of linking the price to the Educational Fee, Registration Fee and campus fees, EAP should set the price equal to the cost of each program. - EAP should be given a small allocation to subsidize some educationally valuable programs that may not be able to break even and permitted to charge the equivalent of course fees for some high cost programs. - EAP can be competitive with less UC General Fund support if costs are reduced in the central office (UOEP) and at the Study Centers, better market information is gathered regularly from students, and decision making is streamlined. v Price should not be a barrier to studying abroad for UC's low income, middle income and ethnic minority students. <ul style="list-style-type: none"> - To ensure that the price to students doesn't skyrocket and to remove one barrier to studying abroad, the total of all expenditures for the average EAP program should be held to the current off-campus rate for UC students who stay in California (\$23,000 in 2006-07). - Consistent with the Regent's Professional School Fee policy, EAP and campus study abroad prices should include a return-to-aid component to increase the amount of financial aid available. v Campus study abroad offices should be better funded for the current number of students and the growth anticipated in the number of students studying abroad. <ul style="list-style-type: none"> - Negotiated agreements with third-party providers should provide new resources. EAP should pay the same rate. - Foreign Students in UC Classrooms <ul style="list-style-type: none"> v To enhance the educational experience for the majority of UC undergraduates who will not go abroad and to replace the increasing number of UC students who will be studying abroad, the University should admit 300 to 600 foreign students per year (steady state of 1,000 to 2,000) additional foreign students. - Opportunities for UC Faculty Interested in International Research <ul style="list-style-type: none"> v UC should create a new International Research Award to assist 100 faculty eligible for sabbatical leave who would have some University responsibilities while on leave in a foreign country.

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Alternatives Considered

Structural Alternatives	Considerations
<ul style="list-style-type: none"> - Close EAP - Decentralize - Cut EAP costs and tinker with the funding model - Self-Sustaining Enterprise Model 	<ul style="list-style-type: none"> - Relying solely upon campus-based programs and third-party providers would result in the loss of immersion experiences. - Closing EAP would eliminate the largest pathway at a time when more UC students should have the opportunity to study abroad. - Decentralization would create a hardship on small campuses that rely heavily upon EAP's centralized services. - Fewer students going abroad would create LRDP problems for several campuses. - Cost cutting alone will not lead to a substantial increase in the number of UC students who study abroad. - EAP would be less costly to the University under the Self-Sustaining Enterprise alternative but this alone would not lead to a substantial increase in studying abroad.
<div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p>RECOMMENDATION — A Combined Approach</p> <ul style="list-style-type: none"> - Reduce EAP costs and streamline decision making. - Negotiate agreements with a preferred list of third-party providers. - Shift EAP to a self-sustaining enterprise with a subsidy and increase financial aid to students. </div>	

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Leading Universities Include Preferred Third-Party Providers in Their Portfolios

FINDINGS

- There are many highly reputable organizations among the one hundred nonprofit and for-profit entities offering study abroad opportunities.
- Leading universities offer a portfolio of study abroad opportunities to their students, which includes offerings from selected third-party providers.
 - v **Cornell**
<http://www.cuabroad.cornell.edu/programchoices/regions.asp?region=8>
 - v **University of Minnesota**
<http://www.umabroad.umn.edu/programs/types/index.html>
 - v **Princeton**
<http://www.princeton.edu/~sap/programs/index.html>
<https://owa.ucop.edu/exchweb/bin/redir.asp?URL=http://www.princeton.edu/~sap/programs/index.html>
- We estimate that more than 2,000 UC students per year are currently studying abroad through third-party providers.
- UC San Diego has relied heavily upon a group of preferred third-party providers. Large numbers of UCLA and Berkeley undergraduates go abroad through programs offered by third-party providers.

RECOMMENDATIONS

- In addition to current study abroad opportunities, UC faculty should develop some "sponsored" program offerings involving EAP and preferred third-party providers and affiliated universities. Consistent with EAP's other programs, students would receive UC credit and grades through EAP's academic integration efforts.
- UC should offer a portfolio of opportunities, including sponsored programs and other reputable offerings from third-party providers to meet today's wider range of student interests.
- EAP and the campuses should develop a central repository of all recommended opportunities for UC students, including EAP and EAP-sponsored programs, campus-based programs and preferred third-party providers.
- The Academic Senate should be asked to develop policies for screening third-party providers, creating a preferred list, and monitoring program quality on a continuing basis.

Too Few and Too Much

UC Students		
Study Abroad Providers	Current Students	%
EAP	4,120	45%
Campus-Based Programs (FWS)	214	2%
Campus-Based Programs (Summer)	2,283	26%
Campus-Based Programs (UNEX)	219	2%
Third-Party Providers (estimated)	2,260	25%
Total	9,096	100%

FINDINGS

- UC students use a variety of pathways to study abroad.
- Over 4,000 UC students went abroad through EAP last year (45% of the total).
- A total of over 9,000 UC students studied abroad — a small number for a ten-campus UC system enrolling more than 100,000 upper division students.
- EAP's total expenditures were almost \$26 million in 2006-07 but the discretionary portion (UC General Funds and Opportunity Funds) was \$18.8 million for 2,457 FTE students (\$7,645 per FTE student).
- Campuses spent \$43,524 in discretionary funds for 70 FTE students during the regular academic year (\$622 per student) and \$120,397 for 452 FTE students during the summer (\$267 per student).
- We estimate that campuses spent about \$350 per student advising those who choose to study abroad through a third-party provider.
- In short, it costs the University 12 to 28 times more in discretionary funding per student for EAP than other study abroad pathways.

Where the Money Goes (2006-07)

Revenues	
2005-06 Deficit	-\$2.2
General Funds	\$17.7
Registration Fees	\$1.5
Opportunity Funds	\$1.1
Other Funds	\$5.4
Total	\$23.5

Expenditures		
		Per FTE
Study Centers	\$13.2	\$5,366
UOEAP	\$8.1	\$3,298
Reciprocity	\$2.5	\$1,016
Campus Support	\$0.9	\$376
Scholarships	\$1.2	\$504
Total	\$25.9	\$10,560

\$2.4 Million Deficit at the Close of 2006-07

FINDINGS

- EAP's revenues increased by an average annual growth rate of 4% over the last 7 years but its expenditures increased by 8%.
- EAP started 2006-07 with a carry-forward deficit of \$2.2 million.
- After instituting a number of cost-containment measures EAP ended 2006-07 by adding only \$200,000 to the cumulative deficit.

RECOMMENDATION

- A \$2.4 million loan with a multi-year pay-back schedule should be arranged for EAP.

EAP's Administrative Overhead Is High

	1998-99	2000-01	2006-07
Student FTE	1,425	1,734	2,435
EAP Staff FTE	59	75	100

Lease Costs in Santa Barbara		
2003-04	2005-06	2008-09
\$160,757	\$576,525	\$815,000

Expenditures		
		Per FTE
Study Centers	\$13.2	\$5,366
UOEAP	\$8.1	\$3,298
Reciprocity	\$2.5	\$1,016
Campus Support	\$0.9	\$376
Scholarships	\$1.2	\$504
Total	\$25.9	\$10,560

FINDINGS

- One-third of EAP's expenditures have been for the office (UOEAP) in Santa Barbara.
- EAP has been slow in automating its processes and record keeping.
- Lease costs rose with the move to Goleta. Those costs were subsidized for three years by the former tenant and will rise to \$815,000 next year.
- EAP has an excellent reputation in safety and student welfare, but marketing and program development activities would benefit from better information about student interests.

RECOMMENDATIONS

- Substantial reductions should be made in UOEAP's operating expenditures.
- The number of staff FTE should be reduced to 50 or 60 over a three-year period by relying upon automation.
- Plans should be made to sublet half of the current space or move to another building.
- EAP should regularly collect information about student interests and use it in program development and marketing.

UC's Agreements with Other Universities Are One-Sided

FINDINGS

- The universities with which UC has agreements do not have study centers in California, send faculty with their students to the U.S., offer remedial classes in English or tutorial assistance for their students, or make payments to UC for instructional costs.
- Foreign undergraduate students coming to UC through EAP reciprocity agreements rely upon UC offices of International Students & Scholars for assistance in finding housing, etc.
- The \$6.4 million in Instructional Costs plus \$0.7 million in "Over and Above" payments to host universities is enough to hire lecturers and rent rooms to teach all EAP students in classes of 20. In essence, UC is paying for the instruction of UC students abroad and for the reciprocity students on UC campuses.

RECOMMENDATIONS

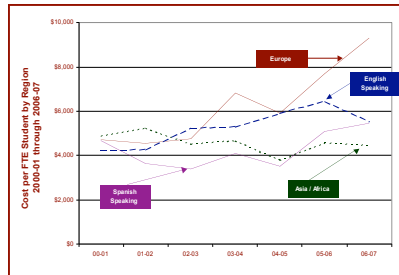
- Study Center costs should be reduced substantially.
- Only 2 of 10 Study Centers are currently headed by a UC faculty member. Even fewer UC faculty should be appointed in the future and only under special circumstances (e.g. initiating a new academic site).
- Study Centers should be renamed with a broader mission to facilitate research and public service, fund raising, student recruitment, etc.
- Whenever feasible, Study Center staff should not be hired as UC employees, to increase EAP's flexibility if student interests change.
- Instructional costs should be carefully reviewed to ensure that they are justified and self-sustaining.

Expenditures		Per FTE
Study Centers	\$13.2	\$5,366
UC Faculty Directors	\$2.5	
Staff & Other Costs	\$4.3	
Instructional Costs	\$6.4	
UOEAP	\$8.1	\$3,298
Reciprocity	\$2.5	\$1,016
Campus Support	\$0.9	\$376
Scholarships	\$1.2	\$504
Total	\$25.9	\$10,560

Program Costs Have Increased Sharply in Region I (Continental Europe)

FINDINGS

- Some of the sharp increase in Europe can be explained by the relative strength of the Euro.
- However,
- EAP's costs are also higher in this region:
 - o More faculty serving as Study Center Directors
 - o Higher non-faculty Study Center costs
 - o Higher Instructional Costs:
 - Intensive Language Programs
 - Self-Construct and Language & Culture programs
 - Supplemental courses for students
 - Payments to host universities
- Region II (Asia/Africa) was able to hold down the average cost per FTE student by capturing economies of scale during a period of enrollment growth



RECOMMENDATIONS

- Special attention should be paid to cost-cutting and economies of scale in Continental Europe.

The Cost of EAP's Programs Varies; Prices Are Subsidized by the University

Cost per FTE Student					
	Europe	Asia / Africa	English Speaking	Spanish Speaking	All Regions
Program Cost	\$12,990	\$8,130	\$9,200	\$9,100	\$10,056

**Plus Room & Board,
Travel, Insurance,
Books & Personal**

	Italy Rome	Japan Tokyo	Australia	Spain Granada	UC Campus
Full Cost	\$32,800	\$25,520	\$25,930	\$20,340	
Price	\$25,830	\$24,140	\$23,750	\$18,690	\$23,000

Expenditures		
		Per FTE
Study Centers	\$13.2	\$5,366
UOEAP	\$8.1	\$3,298
Reciprocity	\$2.5	\$1,016
Campus Support	\$0.9	\$376
Scholarships	\$1.2	\$504
Total	\$25.9	\$10,560

RECOMMENDATION

- The price of an EAP program should cover the full cost.

Reciprocity Provides Benefits but Often at a Cost to UC

FINDINGS

- The price of attending a foreign university can be lower to UC students because EAP has a reciprocity agreement.
- And, almost all of UC's foreign undergraduate students currently come through EAP's reciprocity agreements.
- However, UC waives the Non-Resident Fee and the Educational Fee for reciprocity students.
- And, EAP pays the Registration Fee and Campus Fees for reciprocity students (\$1.5 million of the \$2.5 in the Expenditure table on the right).
- Most of the remaining Reciprocity Expenditures are for "Over and Above" agreements* with host universities.
- Some campuses reported problems associated with reciprocity students wanting to enroll in classes in impacted majors.

Expenditures		
		Per FTE
Study Centers	\$13.2	\$5,366
UOEAP	\$8.1	\$3,298
Reciprocity	\$2.5	\$1,016
Campus Support	\$0.9	\$376
Scholarships	\$1.2	\$504
Total	\$25.9	\$10,560

RECOMMENDATIONS

- EAP should gather information from Universities that operate study abroad program without a reciprocity component and, when contracts are renegotiated, continue reciprocity when it is educationally beneficial and clearly cost effective.
- Now that Tidal Wave II has crested, UC should admit more foreign undergraduate students.

* EAP makes "Over and Above" payments to some universities because the number of UC students exceeds the reciprocity number.

Campus Support Is Inadequate

FINDINGS

- Campus directors appreciate the financial assistance provided by UOEAP but the data we collected indicate that it covers only one-third of the actual costs of the recruitment, advising, orientation, etc. for EAP students.
- Staffing in campus offices must be increased if the University wants to increase the number of UC students studying abroad.

Expenditures		
		Per FTE
Study Centers	\$13.2	\$5,366
UOEAP	\$8.1	\$3,298
Reciprocity	\$2.5	\$1,016
Campus Support	\$0.9	\$376
Scholarships	\$1.2	\$504
Total	\$25.9	\$10,560

RECOMMENDATIONS

- UC should utilize the Power of 10 to negotiate a \$600 price reduction from third-party providers.
- Campuses should add back a \$600 campus overhead charge to pay for advising services.
- EAP should pay the same amount so that there is not an incentive to favor third-party providers.

Paso Seguro Consulting

EAP Students Are Eligible for Financial Aid But Steps Should Be Taken to Increase Access

FINDINGS

- EAP students are eligible for all forms of financial aid.
- In addition to other aid available UOEAP provided \$1.2 million in scholarships to the campuses for distribution through their financial aid offices.
- Even though costs of going abroad are higher in many countries than staying in California, some directors reported that their campus financial aid offices do not take the additional costs for some EAP students into account in awarding student aid.

Expenditures		
		Per FTE
Study Centers	\$13.2	\$5,366
UOEAP	\$8.1	\$3,298
Reciprocity	\$2.5	\$1,016
Campus Support	\$0.9	\$376
Scholarships	\$1.2	\$504
Total	\$25.9	\$10,560

RECOMMENDATIONS

- Consistent with Regental policy for professional school fees, EAP's program price should include a return-to-aid component for additional financial aid.
- Access will also be aided by holding the average price of EAP programs to \$23,000.

Paso Seguro Consulting

Undergraduate Education Is Enriched by Foreign Students in UC Classrooms

FINDINGS

- 95% of UC undergraduate students are California residents. Few of the remaining 5% are foreign students.
- Foreign undergraduates enrich the educational experience for the majority of UC students who will not study abroad.
- UC has not had the capacity to admit more foreign students due to unprecedented growth in California high school graduates (Tidal Wave II).
- Tidal Wave II has crested and UC has an opportunity to reconsider its policies as part of the current enrollment planning process.
- Our discussions with experts in the field indicate that UC should be able to select from a large pool of foreign applicants due to its international reputation for excellence.
- Highly qualified applications should be received from all parts of the world except Europe, where countries have had a long tradition of excellent, inexpensive public universities.

RECOMMENDATIONS

- UC should admit 300 to 600 foreign undergraduates per year (steady state of 1,000 to 2,000 students) to enhance the educational experience for the majority of UC undergraduates who will not go abroad and to replace the increasing number of UC students who will be taking a leave of absence to study abroad.
- The Study Centers should be utilized to help recruit outstanding foreign students.

Paso Seguro Consulting

Many UC Faculty Want to Do International Research But Travel Can Be Expensive

FINDINGS

- Many UC faculty with international interests currently go abroad in conjunction with their sabbatical leaves.
- However, the costs of going abroad can be very high, especially in the Humanities, Arts and Social Sciences where access to grant funds for international research is very limited.

RECOMMENDATIONS

- UC should set aside funds for new International Research Awards given to faculty who are eligible for sabbatical leave and plan to travel abroad.
- Initially 50 faculty would receive an average award of \$15,000. That would grow to 100 awards averaging \$15,000 over time.
- Most recipients of UC's International Research Awards would not be EAP Study Center Directors but would have some institutional responsibilities to meet with UC undergraduates studying abroad, assist in the recruitment of foreign students through both reciprocity and admissions, and serve as general ambassadors of the University of California.
- Approximately one thousand UC General Campus faculty are eligible for sabbatical leave each year and a subset of that group would be interested in international travel.

Paso Seguro Consulting

The Proposed Plan for UC Study Abroad Would Be Phased

Academic Values	Current	Short-Term	Long-Term
Study Abroad Opportunities	Some Third-Party & Campus-Based Programs	Growth through EAP and EAP-sponsored programs, Campus-Based Programs, and Third-Party Providers	More Growth through EAP and EAP-sponsored programs, Campus-Based Programs, and Third-Party Providers
UC Students	9,000	12,000	18,000
Life-Changing Immersion Experiences	Costly EAP	EAP – Cost Cutting; New High Cost Program Fee	EAP – Self-Sustaining with \$1.1 Million for Subsidies
Foreign Undergrads on UC Campuses	EAP Reciprocity Students from other Universities	Recruit and Admit 300 Foreign Undergraduates (1,000 Additional)	Recruit and Admit 600 Foreign Undergraduates (2,000 Additional)
Foreign Students	1,000	2,000	3,000
International Research Opportunities	25 Faculty Study Center Directors for Two-Year Appointments	New Program Linked to Sabbaticals for Tenured UC Faculty	Expanded Program Linked to Sabbatical for Tenured UC Faculty
UC Faculty Recipients	10 – 12 Annually	50 Annually	100 Annually

* All proposed cost savings cannot be achieved immediately because EAP has negotiated multi-year contracts with its university partners around the world.

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Executive Summary

- A Portfolio of Study Abroad Opportunities
 - v More UC students should be studying abroad.
 - EAP and the campuses should develop a central repository of all recommended opportunities for UC students.
 - UC should set a goal of doubling the number of graduates who have studied abroad, to be achieved through a portfolio of EAP and EAP-sponsored programs, campus-based study abroad programs and a preferred list of third-party providers.
- Life-Changing Immersion Experiences through a Restructured Education Abroad Program
 - v Given the shift in State funding for UC, the University should change EAP's funding model.
 - EAP should become a self-sustaining enterprise with a small subsidy, like Summer Sessions and the UC Press.
 - Rather than the current practice of linking the price to the Educational Fee, Registration Fee and campus fees, EAP should set the price equal to the cost of each program.
 - EAP should be given a small allocation to subsidize some educationally valuable programs that may not be able to break even and permitted to charge the equivalent of course fees for some high cost programs.
 - EAP can be competitive with less UC General Fund support if costs are reduced in the central office (UOEAP) and at the Study Centers, better market information is gathered regularly from students, and decision making is streamlined.
 - v Price should not be a barrier to studying abroad for UC's low income, middle income and ethnic minority students.
 - To ensure that the price to students doesn't skyrocket and to remove one barrier to studying abroad, the total of all expenditures for the average EAP program should be held to the current off-campus rate for UC students who stay in California (\$23,000 in 2006-07).
 - Consistent with the Regent's Professional School Fee policy, EAP and campus study abroad prices should include a return-to-aid component to increase the amount of financial aid available.
 - v Campus study abroad offices should be better funded for the current number of students and the growth anticipated in the number of students studying abroad.
 - Negotiated agreements with third-party providers should provide new resources. EAP should pay the same rate.
- Foreign Students in UC Classrooms
 - v To enhance the educational experience for the majority of UC undergraduates who will not go abroad and to replace the increasing number of UC students who will be studying abroad, the University should admit 300 to 600 foreign students per year (steady state of 1,000 to 2,000) additional foreign students.
- Opportunities for UC Faculty Interested in International Research
 - v UC should create a new International Research Award to assist 100 faculty eligible for sabbatical leave who would have some University responsibilities while on leave in a foreign country.

Paso Seguro Consulting

Suggested Next Steps for the Provost

- Receive the final report from the Joint Ad Hoc Committee on International Education in late October.
- Disseminate the Joint Ad Hoc Committee's report and facilitate the discussion of its recommendations within the University community.
- Ask those with the most knowledge of EAP, campus-based programs, and third-party providers – the EAP leadership in Santa Barbara and CAD/CCD – to assist in the development of an Implementation and Managed Change Plan under policy guidance established by the Academic Senate.
- Benchmarks for progress should be established to ensure that implementation stays on track.
- Ask the Academic Senate to develop policies for screening third-party providers, creating a preferred list, and monitoring program quality on a continuing basis.
- Implement the shift of EAP to a self-sustaining enterprise, allocate all of the State Marginal Cost dollars to the campuses and allow EAP to retain all fees, allocate a small subsidy, and establish a procedure for approving the equivalent of course fees for some of EAP's high cost offerings.
- Review the reporting relationship of the Director of EAP.
- Announce the position of permanent Director of EAP with a new job description and seek candidates with academic standards, administrative skills, and the leadership ability to guide the restructuring.
- Anticipate the fact that more undergraduates will be going on leave to study abroad and incorporate the admission of more foreign students into campus enrollment plans.
- Seek the advice of the Executive Vice Chancellors and the Academic Senate on the creation of International Research Awards for faculty eligible for sabbatical leave.



DEPARTMENT OF POLITICAL SCIENCE

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7 November 2007

**TO: PROVOST RORY HUME
ACADEMIC SENATE CHAIR MICHAEL BROWN**

FROM: GAYLE BINION

**RE: REPORT OF THE EXPANDED *AD HOC* COMMITTEE ON
INTERNATIONAL EDUCATION**

I write to express my views on the report that has been submitted to you both on behalf of the Expanded *ad hoc* Committee on International Education. To its credit, the report includes a wide variety of recommendations aimed at increasing UC students' participation in some form of study abroad. Most of these are practical and unassailable: such as providing more, and more effective, counseling of students about a broadened set of international educational opportunities, increasing financial aid to ensure that cost is not a barrier to participation, and moving toward a more campus-based administration of the academic aspects of study abroad. I write not to disagree with the overall theme of the report in the main, to wit, that UC ought to make a more concerted effort to integrate study abroad within its curricula, but rather to offer my perspectives on several specific aspects of the report's content where I do disagree with assumptions and recommendations. Everything I note herein was brought to the attention of the *ad hoc* committee via email, in some cases more than once, but given the absence of the opportunity for any discussion among the members as to what ought to be in the report, a lack of clarity as to the source of some parts of the draft and only *seriatim* individual editing thereafter, I am actually not sure that within the committee there might not have been substantial support for what follows.¹ Thus, to the extent that I am expressing

¹ A disappointing aspect of the work of the "expanded" *ad hoc* committee is that despite its "expansion" in November 2006, the first, and only, meeting of the group was not held until April 2007. This was a very productive planning meeting in which there was an agreement to work in three subcommittees focused respectively on each of the questions asked of the committee, and an agreement to, *inter alia*, identify necessary functions to support study abroad, determine which structure(s) should perform them and then advise as to a budgeting system to ensure their performance. The subcommittee assignments expected to be clarified shortly thereafter were delayed until June with completion expected in late July. The committee apparently "shut down" until October 2007. As chair of the subcommittee on question 2 (appropriate division of responsibility between systemwide and campuses) I had assumed that my draft (which appears

criticism of the report's content, I see these as a function of the unusual processes employed to create it, and not of the members of the committee, their knowledge and desire to serve our students' and institutions' interests.

Academic Quality Control

First in my concerns is the report's insufficient exploration of, and attention to, questions of *academic quality control* in the programs that it advises ought to "compete with" UC's own offerings, especially the Education Abroad Program. Given the committee's recommended goal, which I share, of aiming to double the current rates of IE participation within five years, it is important that we understand what this entails. The data presented in the report on current rates of participation in study abroad by UC undergraduates appear to be very high... indeed at 21%, about twice the figure that has been quoted by EAP in recent years as including its enrollees and those accessing other study abroad programs. What we do not know is the degree to which the experiences of some or many of the students included in these data were minimally or non-credit bearing. I note the importance of having this information because, while even 1-2 unit "independent study" or non-credit bearing educational experiences abroad are often very worthwhile, they needn't involve much, if any, UC investment and involvement... and arguably shouldn't figure into the base from which to measure the success of the proposed IE "ramp up." In brief, knowing what we would define as a meaningfully substantial study abroad experience ought to be the basis of developing appropriate new programs...and measuring their success.

In addition to not having a clear picture of what range of experience the 21% base figure represents, serious questions of *academic quality control* must also be addressed prior to encouraging too many flowers to bloom. The report recommends reliance on "in particular," "high quality" third parties to provide the diversity of programming that it is assumed that UC will be unable to do itself. The problem with this recommendation is that we engaged in no review of whether there is, in fact, a wealth of such "third party providers" that UC would want to "accredit." When one reviews web sites of some "peer" institutions, what is common in their study abroad offerings are their own programs, typically involving faculty accompanying students abroad for a semester or a summer. These have been the foundation of international education at the most prestigious of U.S. universities for decades and these are often superb programs. In addition, they typically will have partnerships with other U.S. colleges and universities to allow for a broader range of choices for students within the consortium. Both of these types of opportunities would be excellent bases for further development at UC: EAP already has some experience in partnership and the campuses have some excellent faculty-guided programs which could be made available to students across UC campuses. This should provide a significant opportunity to meet niche interests in an economically sound fashion while building in UC standards of excellence. What one finds little reliance on in prestigious U.S. universities are third party providers external to the non-profit college and university community. Two or three non-profit educational

in marginally edited form in the report) would be the basis for a discussion and further refinement of the reasoning underlying the recommendations. While I believe the list is a good start on "unpacking" what needs to be done, I do not see it as itself a final "road map" for divisions of labor.

foundations, such as CIEE, are commonly accredited. In sum, what I had suggested be in the report and was endorsed by others, and to my knowledge garnered no objections from anyone, is that in expanding IE programs that UC would look first to EAP, its own internal consortium of campus-based programs, and to partnerships with peer institutions.... before branching out to the *possibility* of centrally accrediting other providers.² As the committee members know, there is a good reason why EAP has been our “gold standard” for so many years: exchange-agreements for immersion programs with host institutions with whom we have ongoing relationships, and are confident of their quality of instruction, provide the most enriching, and in most cases, least costly option for our students. While it does appear that EAP has been declining in its “market share” of UC study abroad, it appears that this is not due to a rejection by students of the *immersion* model, it is other factors, most importantly the desire for a shorter time commitment, that has depressed reliance on EAP.³ In my communications with the committee I urged that EAP further explore one-term immersions and noted the positive student response in UK while I was recently the study center director at California House. With some of our host institutions, UC has unused exchange capacity that the institutions are eager to fill.⁴

As many of my faculty colleagues know, there is a vast array of relatively weak programs available to U.S. students to study abroad. They are often aspersively referred to as “JYA” (junior year abroad) and these programs often involve little if any challenging work, little if any cultural or linguistic immersion, and generally bear a high cost. I would think we would want to explore all the ways in which UC can provide the best possible opportunities before we assume others are more capable of doing so.

Ensuring credit

The report accurately notes that to control “time to degree” students need to know in advance of enrollment, what credit they will receive. Enrollment in EAP does of course have the great advantage of a guarantee of UC credit toward graduation, as does enrollment in *any* course offered by a UC campus.⁵ The problem for many students is

² On this point, given that academic control via acceptance of units toward degree, toward G.E., or toward major requirements is a campus responsibility, the patterns of what is deemed UC quality course work is a very decentralized process.

³ I understand from EAP research as well as my experience with students as a UCSB program chair, and those of many colleagues, there are several explanations for relatively low enrollments in EAP. In addition to the one-year commitment, there are also the early application deadlines, the desire to study in a location not included in the arguably vast EAP portfolio, inability to meet the minimum GPA (which is often a requirement of the host institution and not UC per se), the need to work during the academic year, and also just a lack of awareness of the opportunities.

⁴ As I reported to the *ad hoc* committee, in 2006-07, when the SCDs in UK recommended opening four programs to one-term immersions, UC student response was exceptionally positive. While we need to determine whether this might become a good model, I believe it is worth exploring further and asked that it be noted in the report as another avenue to consider before UC accredits as yet unidentified third party providers.

⁵ On this latter point, I am not sure why the report suggests that students would face any barrier to UC credit if they enroll in a study abroad course offered by another UC campus. As I noted in the “*seriatim*” editing process, such units are readily accepted as are grades. Indeed, the UC in DC model has even solved the problem of *simultaneous* enrollment on two UC campuses... thus, a student could enroll in a UC study

obtaining credit toward meeting either major or general education requirements. While the report suggests that the Academic Senate ought to address facilitating credit toward meeting specific requirements, I believe that the far more helpful approach would be for departments with substantial numbers of students studying abroad to do what is already relatively commonplace: maintain a standing committee, or individual officer, to help guide students to acceptable coursework abroad. Where it isn't already operative, a similar process can be employed at the college or campus level for general education and related requirements. Even if, as I and the committee recommend, EAP drops the process of course-creation, its existing data base and departmental archives ought to continue to be very helpful in facilitating major course assessments. My concern is that this is not an easily handled matter beyond ensuring a good department-based process. There are many considerations that are left to the expertise of departments including whether the curriculum in a given course abroad fits within its view of the discipline. The decision as to whether the breadth and depth of a course are appropriate as a substitution also must necessarily be left to the specialists in the field. Unfortunately, when students study abroad they are often unable to obtain course syllabi prior to departure or change their program after they go abroad. In either situation, departments are understandably unable to ensure credit in advance. And finally, departments have policies governing the minimum number of major units that must be taken on site. All of these factors may create a disincentive to study abroad and mechanisms to alleviate barriers should be pursued, but as I noted to my committee colleagues, it is to the departmental level, and not the Academic Senate as a body, that these matters and their resolution must fall.

Financial Aid

The report's comments on financial aid need a clarification, an enhancement and, for me, a demurral. While it recommends that increased costs of living abroad (such as in western Europe) should be factored into student financial aid packages... they already are. The problem that I have seen among my students (both at UCSB and systemwide in the UK), is that their ability to earn money (the "self-help" part of the UC formula) is reduced by studying abroad, thus, they incur significantly increased loans and debt. While EAP does currently engage in some fundraising for scholarships, among the report's "wish list" should EAP be relieved of academic responsibilities and much paperwork, is that it significantly increase this activity and make study abroad more readily available to low and middle income students. In addition, and as I noted to my colleagues, it would be helpful to UC students to know what opportunities for part-time work may be available abroad. Countries' policies differ but in the UK, for example, students are able to work up to 20 hours per week when classes are in session. I estimate that approximately 20% of my students obtained part-time work...generally only 5 to 10 hours per week. This may not be replicated in all, even most EAP sites, but the effort to investigate the matter may be very worthwhile. In the UK we developed a very broad internship database and many of these opportunities included salary or stipends. Access to part-time work while abroad may not only make the difference re: affordability, it may also enhance the student's experience.

abroad course with Campus A, while being enrolled in, for example, an Independent Study course with a professor at campus B.

While all UC faculty and administrators are very concerned about the economic well-being of our students, the point on which I have a disagreement with the report is the suggestion that UC based financial aid be available to students who go abroad on “third party provider” programs. Unless these are “joint programs” with, for example, other universities, during which students enroll at UC, pay their fees to UC and generate MCOI state support, I would find it unreasonable to divert our very limited university-based sources of support to students who would effectively be “on leave” from the University.

Graduate education

While the report refers to the importance of “graduate students” being able to study abroad, there was no attention paid to the very different needs of that cohort. The standard immersion programs rarely work for these students, especially the more advanced post-MA level students, who need to be placed in a more precise learning environment, often in a specific department abroad with an identified mentor or research program. “Third party providers” may be even less useful than standard EAP programs for these students. It would be advisable to recommend that a group of faculty be empanelled to explore the ways in which UC as an institution can best facilitate study abroad for graduate students. It simply needs to be noted that apart from technicalities such as visa facilitation, there is a far different set of considerations involved with respect to “how to make the opportunities available” to graduate students at UC and the *ad hoc* committee has not explored them.

The Financing Model

The third question asked of the *ad hoc* committee was how best to finance an expanded and more diversified approach to study abroad at UC. This will involve not only ensuring that EAP has sufficient funds to do the work that is asked of it, but also ensuring that campuses have the resources to enhance their roles in recruiting and counseling students, maintaining academic records, offering their own study abroad programs, etc. The committee did not reach a conclusion on this matter as it did not hold the meeting several of us requested to glean more information and advice and discuss guiding principles. We had only Jerry Kissler’s recommendations to UCOP as a source of discussion and while his analyses were exceptionally helpful and thought-provoking, my concern is that his recommendations for funding EAP in particular were not linked to the EAP (systemwide) functions the committee subsequently agreed to propose.⁶ My related concern is that there was a thread in both Jerry’s work and various committee members’ comments that EAP should be more of a “service” based operation (for the campuses) and less of a separate enterprise. But this understanding is not evident in the budgeting proposals. As far as I could measure from emails, there was consensus that, in concert with Jerry Kissler’s analysis EAP should not be seen as parallel to a campus: while it serves important academic goals, it does itself not maintain instructional programs,⁷

⁶ Having the opportunity to meet with Jerry, (and identified campus budget officers), at greater length than a brief teleconference would have been *very* valuable. The committee would have been able to discuss how best to support the *functions* of EAP with appropriate financial resources.

⁷ While one might view EAP’s London or Paris “island” programs as fitting the category of maintaining academic programs in that local academics are hired to provide instruction, they are contracted to Accent, and more importantly, it has been widely suggested that such commercially-operated “island programs” have proven to be far too expensive for both students and UC for them to continue.

research programs, physical plant, community service activities, etc. Jerry's suggestion of providing EAP with student fees rather than 70% of MCOI would be a step toward economy, but whether that formula is actually the right way to understand EAP, and its needs, is not at all clear to me. Assigning student fees to EAP, while reducing its share of enrollment-driven UC income, not only retains the model of an "independent enterprise" but also does not reflect the fact that the workload in the proposed functions of EAP in the report include very little that is enrollment-driven. Why then should its budget be enrollment-based? If it were seen as a service provider, such as Student Academic Services at UCOP, I would expect that the functions it must perform would be "costed out" and the base budget set appropriately. Whether the expense would be borne by "opportunity funds" or a proportional "tax" on the campus budgets (very likely far less than they currently lose in MCOI funds), it would be protected from enrollment fluctuations as well as constrained to perform only the functions that would best meet the needs of campuses and students.

UC Centers Abroad

Another important aspect of the committee's work plan that also did not get attention is the status and staffing of UC centers abroad. I had understood that the "original" committee's endorsement of an overall international strategy for UC, which would include a new VP for International Programs ("P" for both Provost and President...) was a part of a goal to place EAP and other UC study abroad programs within a larger institutional context. The proposed VP would oversee not only EAP via the Director's reporting, but also embark on a plan for enhanced relations with universities abroad to foster cross-national research collaborations, conferences, exchanges of graduate students and faculty, as well as liaisons with government, industry, media, and alumni abroad. These would be strategically placed and assumedly staffed by multi-talented faculty who are capable of overseeing all of these functions. With the reform recommended on course creations and other time-consuming but non-essential paper work now performed at "study centers", it may well be that other EAP support centers would be far fewer in number than is now the case. Their directors would be able to oversee more host institutional arrangements and UC students enrolled in them than is currently the case. The report refers to there not being consensus within the committee on study centers and study center directors abroad. This may well be true but it also quite possibly the result of not having discussed this important matter.

Leadership Team

Nearly three years ago I wrote to then Vice Provost at UCOP suggesting that EAP be run as a consortium among the campuses, each represented by its lead academic for "study abroad." On some campuses this might be what is currently the Director of EAP, on other campuses it might be a Vice Chancellor to whom this person reports. Although in the report it is not mandated that *that* person be the Chancellor's choice to represent his or her campus, I am very pleased that the model for EAP oversight envisioned therein is one in which the EAP Director is akin to a CEO and the campus representatives his or her "board of directors." My concern is with the absence of a continuing planning role for the Academic Senate in a transition to this new model and to the changed expectations on programmatic responsibilities. While the "leadership team" may well, thereafter,

function in a liaison mode with the Academic Senate, I believe that it is essential that the planning process include strong representation by the Academic Senate. Indeed at least three of the 7 members of the Committee (all who commented on this point) supported this imperative. I do not know why it is absent from the report, but the production system put inordinate stress on the UCOP staff member assigned to the committee and I do not know by whom choices among conflicting “edits” were made. Thus, I do not know whether the absence of the Academic Senate from the “transition” was inadvertent or intentional; my concern is that the development of new approaches to study abroad cannot be done effectively without the active involvement of the Senate as decision makers.

As I note above, I believe that most of what I identified as concerns in emails and during two brief conference calls with my committee colleagues, much of it summarized herein, could have been effectively addressed and likely resolved, had the processes employed been more consistently forward-moving since last spring and had there been even one additional in-person meeting to discuss some of these points. As it may generate discussion of the concerns I raise herein, please include this memo in the distribution of the report of the *Ad Hoc* Committee.