

January 18, 2013

Alison Galloway, CP/EVC  
Chancellor's Office

**RE: CIE Report on International Education**

Dear Alison,

Enclosed please find the Committee on International Education (CIE) report on the state of international education at UCSC. Extremely low international enrollment rates and restricted access to study abroad opportunities for our students pose serious dangers to many areas of campus. Addressing the problems outlined in the report will provide a clear path to two of your "5 for 2015" initiatives: financial stability and increasing non-resident student enrollment.

CIE recommends that you take this report under strong advisement and initiate high-level campus action. We are confident that you will find broad and enthusiastic support addressing these critical issues.

Sincerely,



Ben Crow, Chair  
Committee on International Education

Enclosure

cc: VC Planning and Budget Delaney  
VPDUE Hughey  
Senate Chair Konopelski  
CPB Chair Westerkamp  
CAFA Chair Gordon  
AVC Enrollment Management Whittingham

## Academic Senate Committee on International Education (CIE)

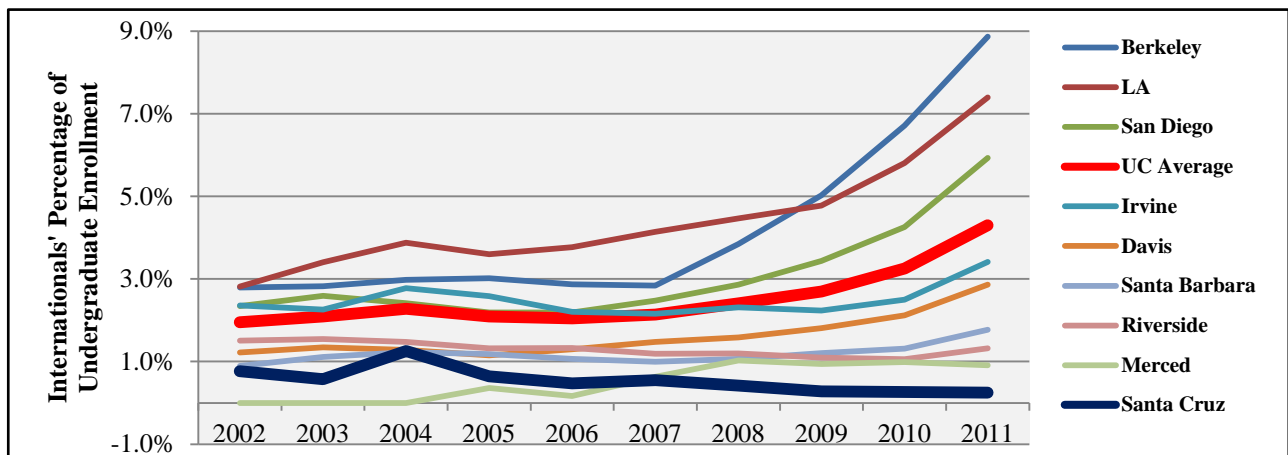
### The Parlous State of International Education at UCSC

#### Executive Summary

The broad sense of international education includes the collaborative links, around research, teaching as well as student exchange, built with overseas universities, and a focus on addressing the challenges of a global world. In this report, CIE focuses particularly on the immediately pressing issues related to ‘import’ of international students to study at UCSC and the ‘export’ of UCSC students to undertake that most career-enhancing and life-changing activity of study abroad.

While the numbers of international students seeking an education in the United States rise to record highs, international enrollment at UCSC has fallen to an embarrassing low. We rank last among the UC campuses, with international students comprising less than 0.03% of our undergraduate population. This low number of international students deprives our campus not only of valuable exposure to diversity, but also of much needed funds from non-resident supplemental tuition. Our campus loses millions of dollars each year by not reaching the non-resident enrollment targets established by UC Office of the President.

Chart 1: UC Percentages of Undergraduate International Enrollments 2002 to 2011<sup>1</sup>



This financial loss compounds the budget crisis already threatening so many areas of campus, particularly our ability to send our own students abroad to study. Our students’ desire to study abroad has increased sharply, and cuts in staffing and support for our International Education Office (IEO) have led to unreasonable workloads for staff and low levels of support for these students. Faculty-led programs abroad and financial aid for students participating in independent study abroad experiences have also been cut.

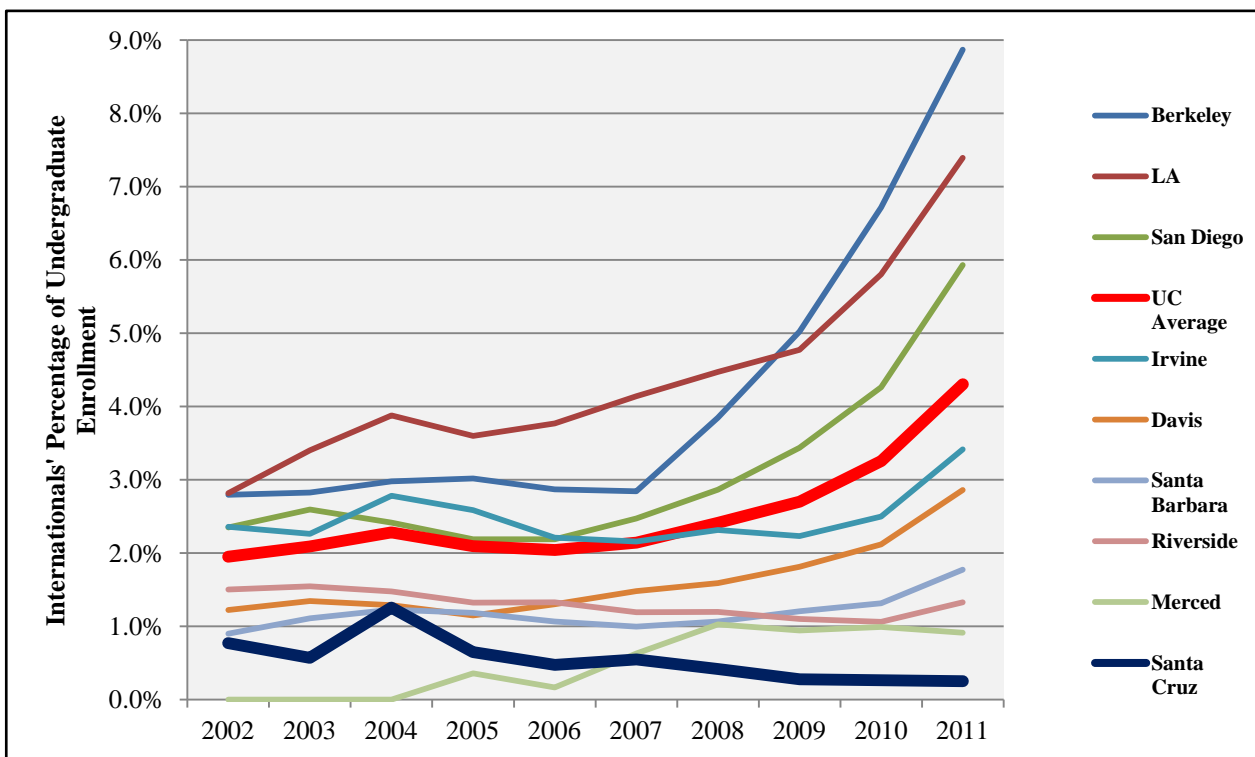
The benefits to the undergraduate student experience are clear. UCSC must create a strong central office on campus to address all areas of international education. Staff must be hired to focus on international recruitment and enrollment. Two of Campus Provost and Executive Vice Chancellor (EVC) Alison Galloway’s “5 for 2015” initiatives—financial stability and increase non-resident student enrollment—can be achieved by hiring staff and bolstering the IEO. Ultimately, success in international recruitment will create a series of positive feedback loops not only bringing in much needed funding to campus, but also enhancing UCSC’s global reputation.

## International Enrollment at UCSC

The number of international students in the U.S. has increased by 40% since 2001 to reach a total of 764,495.<sup>2</sup> California hosts more international students than any other state, with 102,789 in 2011-12, boasting a 6.5% increase from the previous year.<sup>3</sup> But enrolling international students has been a struggle at UCSC for many years.

Despite these trends, UCSC's undergraduate international enrollment percentage has been decreasing since 2004-05. At our height in the last decade, 2004-05, we had 172 international undergraduate students enrolled, representing 1.3% of total undergraduate enrollment. In 2011-12, we had 40 international undergraduate students enrolled, representing only 0.3% of total undergraduate enrollment. UCSC is the only UC campus with a shrinking international enrollment.<sup>4</sup>

Chart 1: UC Percentages of Undergraduate International Enrollments 2002 to 2011<sup>5</sup>



The downward trend in international enrollment at UCSC is troublesome not only in comparison to other UC campuses but also in comparison to universities around the country. Based on data from the 2011-12 academic year, US News and World Report listed over 230 institutions with international enrollment percentages of 1.0% or higher.<sup>6</sup> Among the top U.S. institutions hosting international students are the University of Illinois Urbana-Champaign (#2), Purdue University (#4), Northeastern University (#7), Indiana University Bloomington (#11), University of Minnesota (#14), and SUNY Buffalo (#19).<sup>7</sup> We feel strongly that UCSC, with its research credentials, beautiful campus, and advantageous geography has as much if not more to offer than these universities currently attracting high numbers of international students.

## **Why International Enrollment Matters**

---

There can be no question about the benefits of bringing qualified international students to campus. The National Association for College Admission Counseling (NACAC) provides a concise summary of the benefits of boosting international enrollment:

*Increasing the number of international students on campus can add cultural diversity to college communities, boost tuition receipts, and stimulate regional economies. During the 2008-09 academic year, foreign students and their dependents contributed approximately \$17.6 billion to the US economy. International student enrollment also affects foreign policy, as many world leaders boast US institutions on their list of credentials. In addition, personal interactions between Americans and international students help build international understanding.<sup>8</sup>*

Increasing the number of international students on campus is an important way to embrace the first two of UCSC's Principles of Community: diversity and openness. In 2011-12, 96.2% of all students on campus, undergraduate and graduate, were from California; 98.6% were United States citizens.<sup>9</sup> In a globalized world, our campus cannot be considered diverse and open with this makeup.

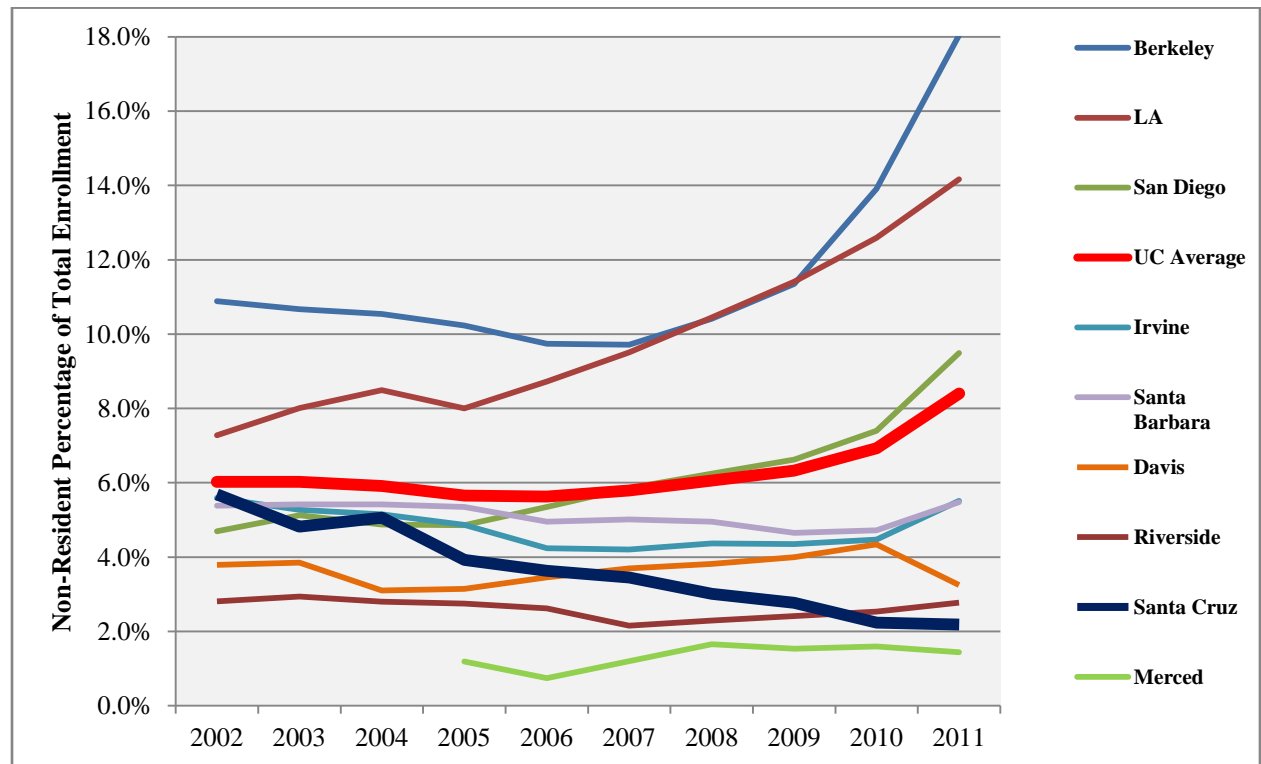
International enrollment provides a unique financial opportunity to increase tuition receipts and generate revenue for various campus ventures. 2012-13 undergraduate nonresident supplemental tuition is \$22,878.<sup>10</sup> Since 2007, when the UC Office of the President established non-resident enrollment targets for each campus, UCSC has fallen short of our target each year. Failing to reach these targets, which are assumed as a part of our base budget, results in millions of dollars in shortfall annually.<sup>11</sup> Here we see how increasing international enrollment will directly contribute to achieving two of EVC Galloway's "5 for 2015" initiatives: increase non-resident student enrollment and financial stability.

## **International Enrollment as a Component of Non-Resident Enrollment**

---

The problem of low international enrollments contributes to the larger problem of low non-resident enrollments at UCSC. In 2002-03, UCSC boasted 5.7% nonresident undergraduate enrollment (733 students), on par with the UC average of 6.0%. Since then, however, the nonresident population has plummeted, comprising only 2.2% of undergraduate enrollment (348 students) in 2011-12, compared to the UC average of 8.4%.<sup>12</sup> On November 17, 2011, the UCSC Office of Admissions produced its "Non-Resident Recruitment Plan 2012", detailing many of the efforts being made to improve non-resident enrollment. Unfortunately, the report admitted that "we do not have an effective way to measure specific efforts throughout the cycle...we are another year or so away from in a position to effectively measure outcomes."<sup>13</sup>

*(Chart 2, in reference to the above paragraph, is on the following page)*

Chart 2: UC Percentages of Undergraduate Non-Resident Enrollments 2002 to 2011<sup>14</sup>

UCSC is missing out on more than the diverse backgrounds and opinions brought to campus by international students. Increasing international enrollment will increase non-resident enrollment, bringing in valuable non-resident supplemental tuition. We currently have the lowest percentage of international students of all UC campuses (see Chart 1). If we made it our goal to just become the second lowest and surpass Merced, the 0.7% increase in international enrollment would result in tuition revenue of over \$2.7 million. Part of this revenue can be held centrally to be used throughout the campus and part can be earmarked to help recruit more international students and support them when they are on campus.

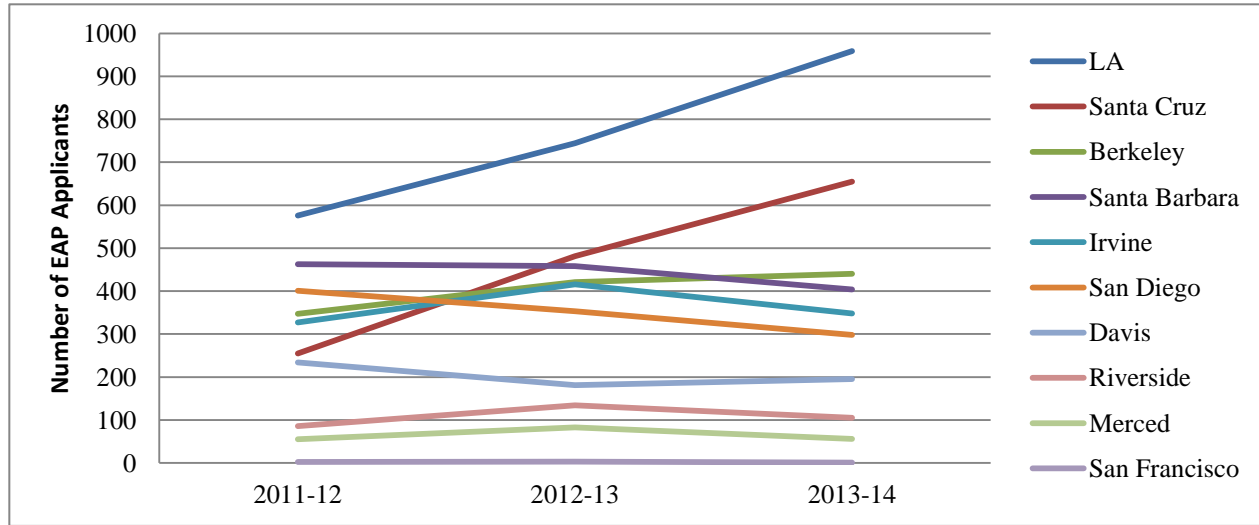
In June of 2011, the State University of New York (SUNY) announced its plan to increase its international enrollment to 32,000 students over five years. This would represent a 75% increase over the 2011 enrollment of nearly 18,000 systemwide.<sup>15</sup> The plan includes explicit goals for the use of the supplemental tuition revenue from increased international enrollments. According to the university announcement, “If objectives are met, within five years SUNY will be able to offer more than 3,000 study abroad scholarships per year, 125 faculty internationalization grants, and fund many other campus internationalization activities.”<sup>16</sup>

Here we see another valuable benefit to international enrollment: revenue generated from non-resident supplemental tuition can be used to make the prospect of an international education—through programs abroad—a reality any UCSC student that is interested. As detailed below, UCSC students have displayed remarkable interest in studying abroad.

**Programs Abroad at UCSC**

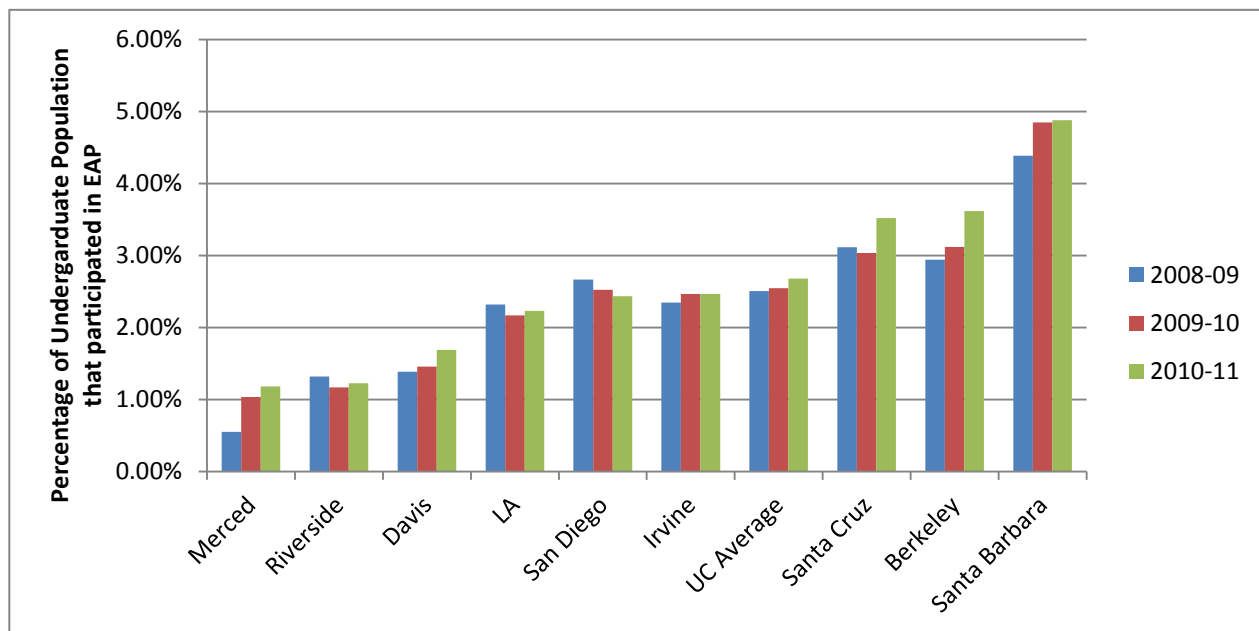
UCSC students’ interest in studying abroad has been steadily increasing over the past three years. The International Education Office (IEO) facilitates student applications to the UC Education Abroad Program (EAP). The number of applicants from UCSC been climbing for the last three years and we currently have the second most applicants systemwide.

Chart 3: Fall Quarter Applicants for EAP by UC Campus<sup>17</sup>



Looking at the numbers of EAP participants (not just applicants) we find that UCSC has emerged as a programs abroad leader. The chart below shows the percentage of undergraduates that participated in EAP over a three year period.

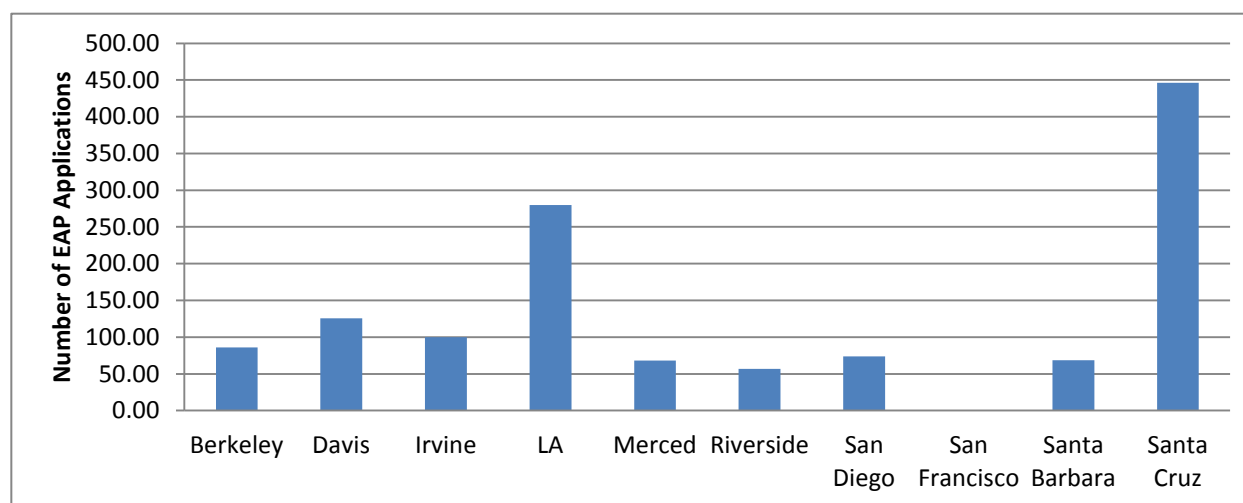
Chart 4: Percentage of Undergraduate Population Participating in EAP by UC Campus<sup>18</sup>



## UCSC's Understaffed IEO

The high number of applicants for programs abroad creates a strain on the depleted staff in the IEO. The office handles two distinct facets of international education: Programs Abroad (PA) and International Scholar and Student Services (ISSS). The ISSS component of IEO is responsible for facilitating and monitoring immigration compliance for international students, visiting students, visiting scholars, UCSC employees, and any dependents of someone in these categories. PA staff members assist with program selection and help incorporate study abroad into student academic plans. Currently, UCSC only has two FTE dedicated to PA. The low staffing for the IEO at UCSC coupled with the fact that most EAP applicants fill out multiple applications means that our programs abroad staff must handle a much larger amount of applications per person than on other campuses.

Chart 5: Average Number of Annual EAP Applications per Staff Member by UC Campus<sup>19</sup>



This unreasonable work load affects all IEO staff members. Because of the compliance nature of ISSS (immigration and visa support), the IEO has had to focus mainly on this side of international education. As visa workloads continue to increase, meaningful programs such as faculty exchange suffer. UCSC lacks both an effective central mechanism for attracting international faculty and funding to support our own faculty applying to go abroad. The major concern, though, is the office's inability to attract talented staff members due to these heavy workloads and comparatively low salaries.

CIE called attention to the staffing crisis at IEO in 2006-07. In its annual report, the committee noted,

*The UCSC Office of International Education (OIE) has suffered repeated financial crises during the past several years. OIE has been burdened with an unusually high workload in comparison to comparable offices on other UC Campuses. High workloads combined with low wage classifications have caused high staff turnover, adversely affecting the ability of the office to service UCSC...The current senior leadership of this office has been effective in dealing with the financial/staffing crises but cannot continue at their current level of effort.*<sup>20</sup>

Since then, the office has been stripped to skeletal form. The recent addition of an International Student Adviser has been the exception. Since 2008-09, IEO has lost: 0.5 FTE Process Manager (in-house tech support); 0.5 FTE Education Abroad Program Academic Integration; and 1.0 FTE Office Administrative Support. Most alarmingly, the leadership structure of IEO has crumbled. Whereas the office used to function with an IEO Director, an ISSS director, and an Associate Director for Programs Abroad (commensurate with IEOs at other UC campuses), UCSC IEO has lost the IEO Director and Associate Director for Programs Abroad positions, leaving the Director for ISSS to serve as the interim director of the office. UCSC conducted a search for a Director of Programs Abroad in 2011, but in January of 2012 Vice President and Dean of Undergraduate Education (VPDUE) Richard Hughey determined that investing in this position was unwise given the status of the university budget.

### **The Limited Study Abroad Options for UCSC Students**

---

This loss of staff and failure to hire a Director of Programs Abroad has had a devastating effect on UCSC's ability to provide meaningful study abroad experiences for students. UCSC has a long history of faculty-led programs abroad, involving education in areas such as Poland, France, Argentina, Costa Rica, and Mexico. In 2011, the only two remaining faculty-led programs were cancelled, including UCSC's only international service learning program. In response, CIE initiated a call for faculty-led programs abroad proposals and ten faculty members submitted high-quality study abroad ideas. CIE recommended seven of these ten proposals to the administration, but the administration did not go forward with the implementation of any, again citing the status of the university budget.

The new director of UCSC Summer Session hopes to work with CIE to sponsor faculty-led programs abroad for 2014. Currently, IEO is far too understaffed to undertake the programmatic structure of faculty-led programs abroad and the university now prefers that such programs be run in partnership with third-party providers. In the absence of any formal structure for such partnerships, CIE is exploring services offered by third-party vendors with plans to offer faculty a simple path to taking their students abroad. Even with Summer Session equipped to handle operational issues such as instructor contracting, stipends, and collection of student fees, IEO would still need at least one additional staff member in Programs Abroad to handle administrative issues including vendor and risk management.

This lack of UCSC faculty-led study abroad is inexcusable. All disciplines would benefit from the ability to tailor a study abroad experience to UCSC's academic curricula. Proper academic integration of programs abroad has obvious benefits for both students and faculty. Currently, our students can select a program from the menu of options at UCEAP or they can undertake an independent study abroad experience—something that over 200 of our students did in 2011-12. Unfortunately, the UCSC Financial Aid Office decided to discontinue federal financial aid to students participating in independent study abroad programs.<sup>21</sup> Citing a lack of funding and staff to process the necessary paperwork to offer this aid, the office will no longer offer any financial support to students who cannot find a suitable study abroad program through UCEAP. Only one other UC campus—UCLA—does not package financial aid for independent study abroad programs, and they are currently revisiting this decision due to concerns that withholding financial aid from students in this manner may not be legal. This aid must be restored at UCSC.



## Conclusions

---

Growth in international enrollment will lead to increased cultural diversity on campus and a better student experience for all undergraduates. Moreover, the revenue streams generated by non-resident supplemental tuition can be used to fund continued recruitment of international students and bolster support for them on campus. More investment in international education (import and export) will also allow UCSC to establish structures for faculty-led programs abroad and restore financial aid to students who choose to study abroad independently.

Each of the decisions made in the last few years that has limited our students' ability to study abroad (and properly afford the opportunity to do so) has been explained in terms of a lack of staff and funding. The path forward is clear: more staff must be hired to explicitly focus on international recruitment and retention and more funding must be made available to support not only the international students on campus but also the domestic students who wish to go abroad. International education is an investment, not a cost. Our campus *lost* over \$3.5 million dollars in 2010-11 because of under-enrollment of non-resident students.<sup>22</sup> Surely an investment of \$0.5 - \$1.0 million in staffing to increase our international enrollment will yield that missing \$3.5 million and more.

Serious action must be taken, and up-front investment from UCSC is necessary. The Office of Admissions' "Non-Resident Recruitment Plan 2012" touts the hiring of a new International Recruiter<sup>23</sup>, but in December 2012 that recruiter resigned her position, again leaving a void in international recruitment. CIE looks forward to the forthcoming report of the International Recruitment and Graduation Committee, formed by VPDUE Richard Hughey in March of 2012. For now, our committee has many recommendations for improving the state of international education at UCSC:

- Centralize the functions of international education on campus. Three of Four areas of campus with international education in their periphery will never be as effective as a central location like the IEO.
- Hire more staff to support the import of students from abroad and export of students to excellent and affordable abroad experiences.
- Investigate the remarkably low enrollment yields for international education despite high levels of interested applicants.
- Restore summer programs to provide language and cultural support for foreign students conditionally enrolled at UCSC.
- Bolster the university's knowledge of existing international links, including faculty international networks.

The state of international education at UCSC presents both a serious problem and a powerful opportunity. We have fallen woefully behind in international recruitment and enrollment, depriving students, faculty, and the Santa Cruz community of the many benefits that come from having international students on campus. At the same time, other institutions like SUNY and many of our own UC campuses have shown that now is the time for ambitious goals in the area of international enrollment. By increasing the presence of international students on campus and using part of the revenue from non-resident supplemental tuition to support the International Education Office and programs abroad, we have an opportunity to change the tide and move UCSC towards the top of the list for institutions with a global focus.

Respectfully submitted,

COMMITTEE ON INTERNATIONAL EDUCATION

Peter Limbrick  
Rasmus Winther  
Jin Zhang  
Ben Crow, Chair

Tony Hoffman, NSTF Rep.  
Jeff Sherman, GSA Rep.  
Rachel Wallace, SUA Rep.  
Mark Cioc, *ex officio*

January 18, 2013

<sup>1</sup> “UCOP Statistical Summary and Data on UC Students, Faculty, and Staff,” Accessed December 10, 2012, <http://www.ucop.edu/ucophome/uwnews/stat/>

<sup>2</sup> “Open Doors 2012 *Fast Facts*,” Institute of International Education (IIE), accessed on December 10, 2012, <http://www.iie.org/Research-and-Publications/Open-Doors/Data/Fast-Facts>

<sup>3</sup> “Open Doors 2012 *Fast Facts*,” California has 20,353 more international students than New York, the second-ranked state.

<sup>4</sup> “UCOP Statistical Summary and Data”

<sup>5</sup> “UCOP Statistical Summary and Data”

<sup>6</sup> “Most International Students-National Universities,” Accessed on January 4, 2013, <http://colleges.usnews.rankingsandreviews.com/best-colleges/rankings/national-universities/most-international/spp%2B50>

<sup>7</sup> “Open Doors 2012 *Fast Facts*”

<sup>8</sup> “Discussion Brief: International Interest in U.S. Higher Education and Institutional Recruiting Practice,” Accessed December 18, 2012, <http://www.nacacnet.org/studentinfo/InternationalStudentResources/Documents/InternationalRecruiting.pdf>

<sup>9</sup> “UCOP Statistical Summary and Data”

<sup>10</sup> “Undergraduate Student Costs”, UCSC Financial Aid and Scholarships, accessed December 18, 2012, <http://financialaid.ucsc.edu/costs/undergraduate-costs.html>

<sup>11</sup> More information on the Nonresident Supplemental Tuition Shortfall can be found in Appendix A

<sup>12</sup> “UCOP Statistical Summary and Data”

<sup>13</sup> “University of California, Santa Cruz Non-Resident Recruitment Plan 2012” p. 2

<sup>14</sup> “UCOP Statistical Summary and Data”

<sup>15</sup> “SUNY Announces New Strategy to Recruit International Students,” Accessed on January 4, 2013, <http://www.suny.edu/sunynews/News.cfm?filename=2011-06-02-InternationsStudentStrategy.htm>

<sup>16</sup> “SUNY Announces New Strategy to Recruit International Students,”

<sup>17</sup> UCEAP Research, 12/6/2012. This data shows the number of students who initiated an application for UCEAP in the fall quarter (between August 1 and December 3)

<sup>18</sup> “UCEAP Director's Annual Report 2010-11,” accessed on December 12, 2012, [http://eap.ucop.edu/FacultyStaff/Staff/Documents/Annual%20Report\\_and\\_Appendices\\_FINAL-11-2-114-22pm.pdf](http://eap.ucop.edu/FacultyStaff/Staff/Documents/Annual%20Report_and_Appendices_FINAL-11-2-114-22pm.pdf)

<sup>19</sup> UCEAP Research, 12/6/2012 and UC Campus Websites, accessed on December 12, 2012

<sup>20</sup> “CIE Annual Report 2006-07,” <http://senate.ucsc.edu/committees/cie-committee-on-international-education/cie-annual-reports/CIEar0607scp1543.pdf>

<sup>21</sup> In 2011, Provost and Executive Vice President of Academic Affairs Lawrence Pitts lifted the mandate that required campuses to offer financial aid to students who enroll in non-UC study abroad programs. UCSC discontinued this financial aid for the 2012-13 school year.

<sup>22</sup> Non-Resident Supplemental Tuition Shortfall. See Appendix A

<sup>23</sup> “University of California, Santa Cruz Non-Resident Recruitment Plan 2012” p. 5

**Appendix A****UCSC  
Nonresident Supplemental Tuition<sup>1</sup>**

Beginning in 2007-08, UCOP assigned campuses nonresident enrollment targets for undergraduate and graduate students. General funds were withdrawn from each campus with the expectation that this funding would be replaced with nonresident tuition revenue.

In addition to paying all the fees paid by resident students, non-resident students pay Supplemental Nonresident Tuition, as shown on the following table:

<u>2012-13 Undergraduate Fees</u>	<u>Residents</u>	<u>Non-Residents</u>
Student Services Fee	\$ 972	\$ 972
Tuition	11,220	\$ 11,220
Other Campus Fees	1,224	\$ 1,224
Nonresident Supplemental Tuition	\$ 0	\$ 22,878
	\$ 13,416	\$ 36,294

**Nonresident Supplemental Tuition Shortfall**

Campuses retain the nonresident tuition revenue generated by their own nonresident enrollments. They are also responsible for addressing any shortfall in nonresident tuition revenue that results from enrolling fewer students than the assigned non-resident enrollment target.

UCSC currently meets or exceeds its graduate nonresident target and does not meet its undergraduate nonresident enrollment target. The budget shortfall - *shown below* - must be made up from campus funds.

	<u>2007-08</u>	<u>2008-09</u>	<u>2009-10</u>	<u>2010-11</u>
<b>Undergraduate Nonresidents:</b>				
Target Enrollment	440	440	440	440
Actual Enrollment	383	348.5	319	237
<b>Graduate Nonresidents:</b>				
Target Enrollment	255	255	255	255
Actual Enrollment	262	265	303	278
Budget Shortfall*	-\$530,000	-\$1,440,000	-\$1,988,000	-\$3,570,000

\*The shortfall results in reductions in other areas. Income that exceeds the revenue target is available to address campus priorities

<sup>1</sup> UCSC Office of Planning and Budget, updated 1/13