

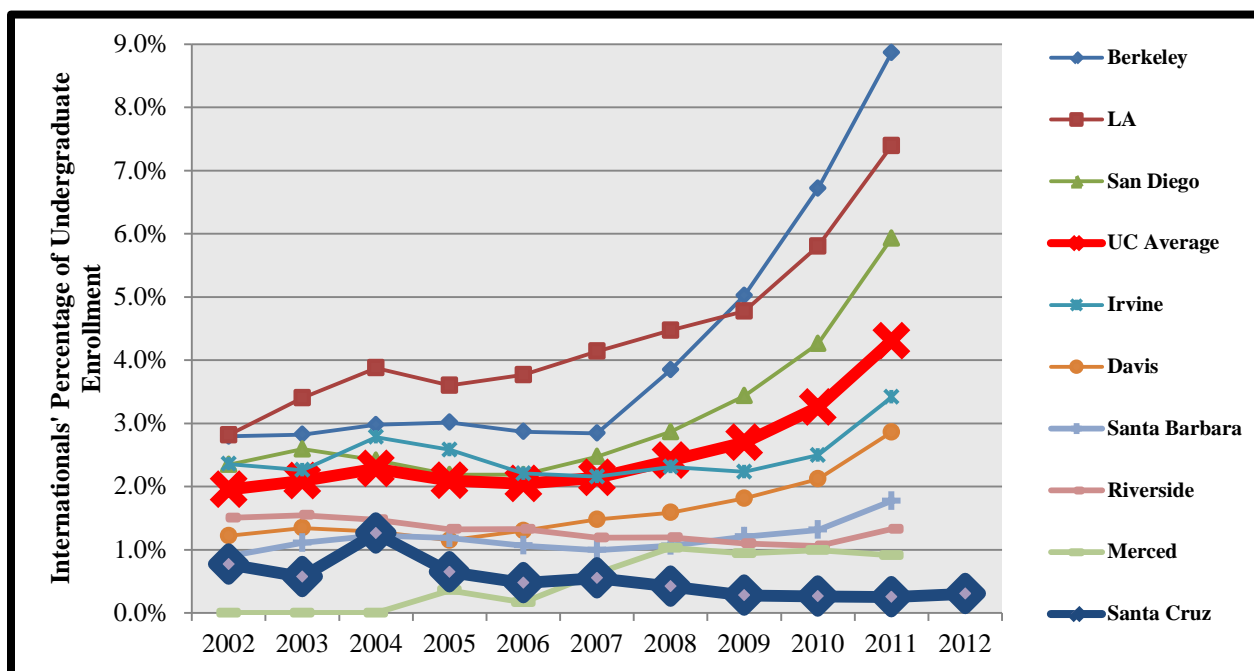
COMMITTEE ON INTERNATIONAL EDUCATION
The Parlous State of International Education at UCSC
February 2013 Update

To the Academic Senate, Santa Cruz Division:

Executive Summary

While the numbers of international students seeking an education in the United States are rising 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 0.3% of our undergraduate population. This tiny proportion of international students deprives our campus not only of valuable exposure to diversity, but also of much needed funds from nonresident supplemental tuition. Our campus loses millions of dollars each year by not reaching the nonresident enrollment targets established by UC Office of the President.¹

Chart 1: UC Percentages of Undergraduate International Enrollments 2002 to 2011²



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.

Serious action, upfront investment, and change in admissions practices are necessary. The Office of Admissions' "Non-Resident Recruitment Plan 2012" touts the hiring of a new International Recruiter³, but in December 2012 that recruiter, frustrated with the approach UCSC

was taking to international recruitment, resigned her position. This international recruiter was a “canary in the coal mine.” When the canary dies, one does not simply hire another canary and keep working. One must investigate the toxic gas that caused the loss of the canary. Simply re-filling this international recruiter position will not address the serious shortfalls in international enrollments at UCSC. A larger structural change is necessary.

UCSC’s current low international enrollment is primarily an admissions problem. In the absence of firm targets for international enrollment and adjustments to the applicant review process, our campus has let the yield rate for international applicants fall to startling lows. Since 2009, UCSC has received the second lowest number of international applications of all the UC campuses. In those five admissions cycles, we received a total of 5,968 applications; UCR received 6,221 and the next lowest, UCSB, received 15,646.⁴ Despite the low number of applications, UCSC also has the third lowest average admission rate for international students since 2009, and the only two campuses with lower rates of admission are UCB and UCLA, who receive so many more applicants that their low admissions rates still garner those campuses over 500 more international students per year than at UCSC.⁵ The UCSC Office of Admissions believes that an increase in the number of international applicants for fall 2013 (2,480 applicants up from 1,485 for fall 2012) is indicative of success in this area, but much more must be done.

The burden of the problem is distributed throughout our campus. CIE looks forward to the forthcoming recommendations of the International Recruitment and Graduation Committee, formed by VPDUE Richard Hughey in March of 2012. In exploring different components of the international education system at UCSC, CIE recommends a series of possible solutions, in a holistic manner:

Recommendations for improving the state of international education at UCSC:

- Consider reform of the architecture of international engagement at UCSC. Several UC campuses have high-level faculty, such as a Vice Provost, leading their overseas research, collaboration, recruitment and study abroad.
- Hire more staff to support the ‘import’ of students from abroad and ‘export’ of students to excellent and affordable abroad experiences.
- CIE recommends that Senate adopt the CAFA suggestion that 100 international students be enrolled this year. This is still a small proportion of 2,480 applicants, a number that can readily be justified by applicant qualifications, and one the campus could readily support. Further investigation is required to explain the low enrollment yields for international students.
- Restore summer programs to provide language and cultural support for foreign students enrolled at UCSC.
- Build a centralized database of existing international links current UCSC faculty have, and mobilize these networks for student recruiting and exchange.

CIE is aware of the ethical questions about increasing the number of students from generally wealthy families. As increased international enrollments bring revenue to campus, CIE sees a number of justifiable liens on these funds and offers the following:

Recommendations for the use of additional funds brought to campus through increased international enrollment:

- Use a portion of the nonresident supplemental tuition from international enrollment to support low income students from California and overseas, through scholarships and other creative means.
- Support the internationalization of UCSC by bolstering the study abroad options and scholarships for undergraduate students.
- Restore staffing levels at the International Education Office (IEO) to facilitate faculty-led programs abroad.
- Bolster current support systems for international students on campus and explore new ways to adequately care for a more internationalized student body.

The benefits to the campus are clear. Two of Campus Provost and Executive Vice Chancellor (EVC) Alison Galloway's "5 for 2015" initiatives—financial stability and increase nonresident student enrollment—can be achieved by increasing the number of international students attending UCSC. 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 764,495.⁶ California hosts more international students than any other state, with 102,789 in 2011-12, boasting a 6.5% increase from the previous year.⁷ But enrolling international students has been a struggle at UCSC for many years.

Contrary to national 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 less than 0.3% of total undergraduate enrollment. This percentage did not improve with the incoming frosh of 2012-13. UCSC and Merced are the only UC campus with shrinking international enrollment.⁸ (See Chart 1)

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.⁹ 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).¹⁰ 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 higher numbers of international students.

The Admissions Problem

Enrollment is a process of four phases: (1) application; (2) admission; (3) submission of Statements of Intent to Register (SIRs); and, (4) enrollment. Looking at these phases at each of the UC campuses from 2009 to 2012, our main obstacle to the enrollment of more international students appears to be in the second phase: selection of admitted students from the applicant pool. If we consider only those UC Campuses that received on average less than 3,000 international applicants for 2009 to 2012, UCSC is the only one that rejected over 50% of these applicants.¹¹ UCSC rejected over 60% of international applications in fall 2012, admitting only 589 students compared to 2,137 admitted at UCD, 2,488 admitted at UCI, 865 admitted at UCR, and 2,102 admitted at UCSB.¹² CIE suggests that the applicant review process be reexamined and procedures established for international applicants to receive a fair opportunity for admission to UCSC.

There is also a problem with the first phase: we currently attract too few applicants. The UCSC Office of Admissions points to an increasing number of international applicants as a measure of success, but the numbers remain relatively small. UCSC saw an increase in international frosh applications for fall 2013 admission (2,480), but this is still less than half the applications of comparable UC campuses (UCSB, UCD, UCI) and less than a quarter of others (UCSD, UCB, UCLA).¹³ Moreover, applications numbers are not an adequate measure of progress. UCSC received 473 international applications for fall 2011 and enrolled only 8 students. In 2012, we received 1,172 international applications and we enrolled 15 students.¹⁴ If this current yield rate of less than 2.0% persists, the class of 2013 will have only 36 international students. This is unacceptable.

The final phases of the enrollment process, SIRs and enrollment, are yet another struggle for UCSC. From 2009 to 2012, UCSC admitted 1,518 international applicants (from a pool of 3,488). Of those admitted, only 83 provided a SIR. Our average SIR percentage from 2009 to 2012 was only 5.7%. This SIR percentage is lowest of all UC campuses.¹⁵ UCSC is losing not only to the universities listed in the section above but also to our own sister campuses. CIE refuses to believe that UCSC cannot compete with the other UCs for international enrollment. If we would just get into the game of effective recruitment and enrollment measures for international students, then we would see the success that others have seen.

Why International Enrollment Matters

International enrollment provides a unique opportunity to increase tuition receipts and generate revenue for various campus ventures. 2012-13 undergraduate nonresident supplemental tuition is \$22,878.¹⁶ Since 2007, when the UC Office of the President established nonresident 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, and nearly \$4 million in 2010-11.*¹⁷ International education is an investment, not a cost. Our campus *lost* over \$3.5 million dollars in 2010-11 because of under-

enrollment of nonresident students.¹⁸ 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.

There can be no question about the educational 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.*¹⁹

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.²⁰ In a globalized world, our campus cannot be considered diverse and open with this makeup.

The problem of low international enrollments contributes to the larger problem of low nonresident 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%.²¹ 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 nonresident enrollment. Unfortunately, the report lacked definitive targets and admitted that "we do not have an effective way to measure specific efforts throughout the cycle...we are another year or so away from a position to effectively measure outcomes."²²

UCSC is missing out on more than the diverse backgrounds and opinions brought to campus by international students. Increasing international enrollment will increase nonresident enrollment, bringing in valuable nonresident supplemental tuition. We currently have the lowest percentage of international students of all UC campuses (see Chart 1). If we aimed low, and 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. ***For comparison, this is a larger amount of funds being brought to the campus by Rebenching.*** 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.

CIE Recommendations for Use of Nonresident Supplemental Tuition Revenue

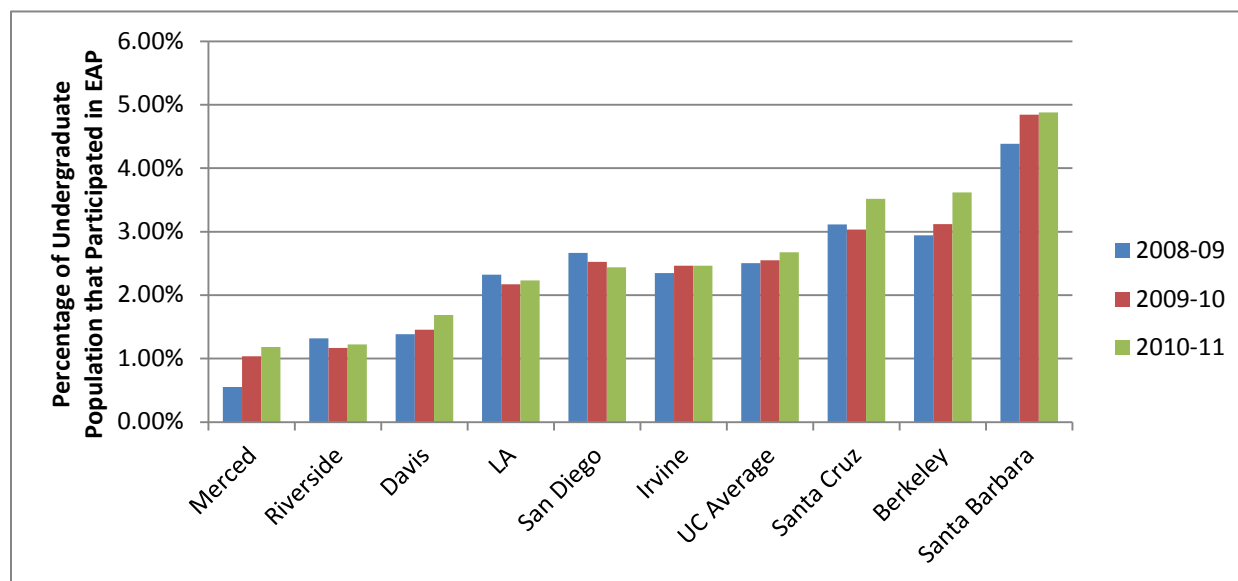
There are ethical questions about increasing the number of students from generally wealthy families. These questions can be addressed by using some proportion of the money, perhaps 10%, in creative ways that support low income students from California and overseas, and to support faculty and student engagement with low income communities overseas.

In 2011, international students comprised around 18% of the freshman class at the University of Washington. This represented a 16% increase from 2005, and was accomplished with minimal recruiting.²³ The additional revenue generated from nonresident supplemental tuition at UW is used to aid low-income Washington residents in affording their higher education.

Also in 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.²⁴ 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.”²⁵

Revenue generated from nonresident supplemental tuition can be used to make the prospect of an international education—through programs abroad—a reality for any UCSC student that is interested. UCSC students’ interest in studying abroad has been steadily increasing over the past three years. The major avenue to study abroad is the UC Education Abroad Program (EAP). Looking at the numbers of EAP participants (not just applicants) we find that UCSC has emerged as a programs abroad leader.

Chart 2: Percentage of Undergraduate Population Participating in EAP by UC Campus²⁶



The Staffing Crisis in the International Education Office (IEO)

The large number of applicants for programs abroad creates a strain on the depleted staff in the International Education Office (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 number of applications per staff member (~450) than on other campuses. The next highest are UCLA (~275) and Davis (~125).²⁷

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.*²⁸

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 Associate Director for ISSS, and an Associate Director for Programs Abroad (commensurate with IEOs at other UC campuses), UCSC IEO lost the Director and Associate Director for Programs Abroad positions, leaving the Associate Director for ISSS to serve as the interim director of the office. The interim director was appointed Director of International Education in January 2013, leaving the two Associate Director positions empty and collapsing all management functions into one position.

Limited Study Abroad Options for UCSC Students and Faculty

This loss of staff and failure to hire an Associate Director for Programs Abroad has had a devastating effect on UCSC's ability to provide meaningful faculty-led 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 saying it lacked the staff needed to support these programs. Other UC campuses have enormously successful faculty-led programs. UCD, for example, is currently enrolling 41 programs in 26 countries with 44 faculty members who will provide a range of study options for students from the arts, literature and culture to science and engineering.²⁹

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 faculty preparation to lead programs, vendor and risk management, program marketing/outreach, advising, and pre-departure orientations for students.

This lack of UCSC faculty-led study abroad is inexcusable for a university seeking global standing. Currently, our students have only two options for study abroad, neither of which engages UCSC faculty: they can either 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. However, in fall 2012, the UCSC Financial Aid Office decided to discontinue federal financial aid to students participating in independent study abroad programs, a decision that further imperils international education opportunities for our students. This aid must be restored at UCSC.

Conclusion

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 nonresident 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;

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¹ More information on the Nonresident Supplemental Tuition Shortfall can be found in Appendix A

² “UCOP Statistical Summary and Data,” Fall 2012 data for UCSC comes from UCSC Office of Enrollment Management

³ “University of California, Santa Cruz Non-Resident Recruitment Plan 2012” p. 5

⁴ “Applications,” “Admissions,” and “Statement of Intent to Register” reports found at the UC Office of the President “Student/Workforce Data” webpage: <http://www.ucop.edu/news/studstaff/html>. Accessed February 1, 2013

⁵ “Student/Workforce Data” (see #4)

⁶ “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>

⁷ “Open Doors 2012 *Fast Facts*,” California has 20,353 more international students than New York, the second-ranked state

⁸ “UCOP Statistical Summary and Data” (see #2)

⁹ “Most International Students-National Universities,” Accessed on January 4, 2013, <http://colleges.usnews.rankingsandreviews.com/best-colleges/rankings/national-universities/most-international/spp%2B50>

¹⁰ “Open Doors 2012 *Fast Facts*” (see #6)

¹¹ UC Office of the President “Student/Workforce Data” (see #4)

¹² UC Office of the President “Student/Workforce Data” (see #4)

¹³ UC Office of the President “Student/Workforce Data” (see #4)

¹⁴ “Fall 2011 and Fall 2012 Frosh and Transfer Apps, Admits, SIRs, and Enrolls x Residency.” UCSC Office of Admissions

¹⁵ UC Office of the President “Student/Workforce Data” (see #4)

¹⁶ “Undergraduate Student Costs,” UCSC Financial Aid and Scholarships, accessed December 18, 2012, <http://financialaid.ucsc.edu/costs/undergraduate-costs.html>

¹⁷ More information on the Nonresident Supplemental Tuition Shortfall can be found in Appendix A

¹⁸ See Appendix A

¹⁹ “Discussion Brief: International Interest in U.S. Higher Education and Institutional Recruiting Practice,” <http://www.nacacnet.org/studentinfo/InternationalStudentResources/Documents/InternationalRecruiting.pdf>. Accessed, December 18, 2012

²⁰ “UCOP Statistical Summary and Data” (see #2)

²¹ “UCOP Statistical Summary and Data” (see #2)

²² “University of California, Santa Cruz Non-Resident Recruitment Plan 2012” p. 2

²³ “Foreign Enrollment Skyrockets for UW” *The Seattle Times*. November 14, 2011. Accessed January 28, 2013.

²⁴ “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>

²⁵ “SUNY Announces New Strategy to Recruit International Students,” (see #24)

²⁶ “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

²⁷ UCEAP Research, 12/6/2012 and UC Campus Websites, accessed on December 12, 2012

²⁸ “CIE Annual Report 2006-07,” <http://senate.ucsc.edu/committees/cie-committee-on-international-education/cie-annual-reports/CIEar0607scp1543.pdf>

²⁹ UC Davis Summer Abroad Program 2013

Appendix A

UCSC Nonresident Supplemental Tuition¹

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	<u>\$ 0</u>	<u>\$ 22,878</u>
	\$ 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>
Undergraduate Nonresidents:				
Target Enrollment	440	440	440	440
Actual Enrollment	383	348.5	319	237
Graduate Nonresidents:				
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

¹ UCSC Office of Planning and Budget, updated 1/13