

International Programs Office of University of Wisconsin -Superior

Case Study

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Host: University of Wisconsin- Superior
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This case study would not be possible without help, advice, and data provided by many people in University of Wisconsin-Superior. To make my stay productive much has been done by Julius E. Erlenbach, Ph.D., Chancellor, David Prior, Ph.D, Provost, Jan Hanson, Vice-Chancellor.

My special thanks go to Cherie A. Sawinski, M.Ed., Coordinator of International Student Services and Study Abroad Programs, Robert Kosuth, Ph.D., former Director of International Programs Office, Diana Yefanova, International Student Services Specialist, and to everybody in the overworked but ever friendly and helpful International Programs Office.

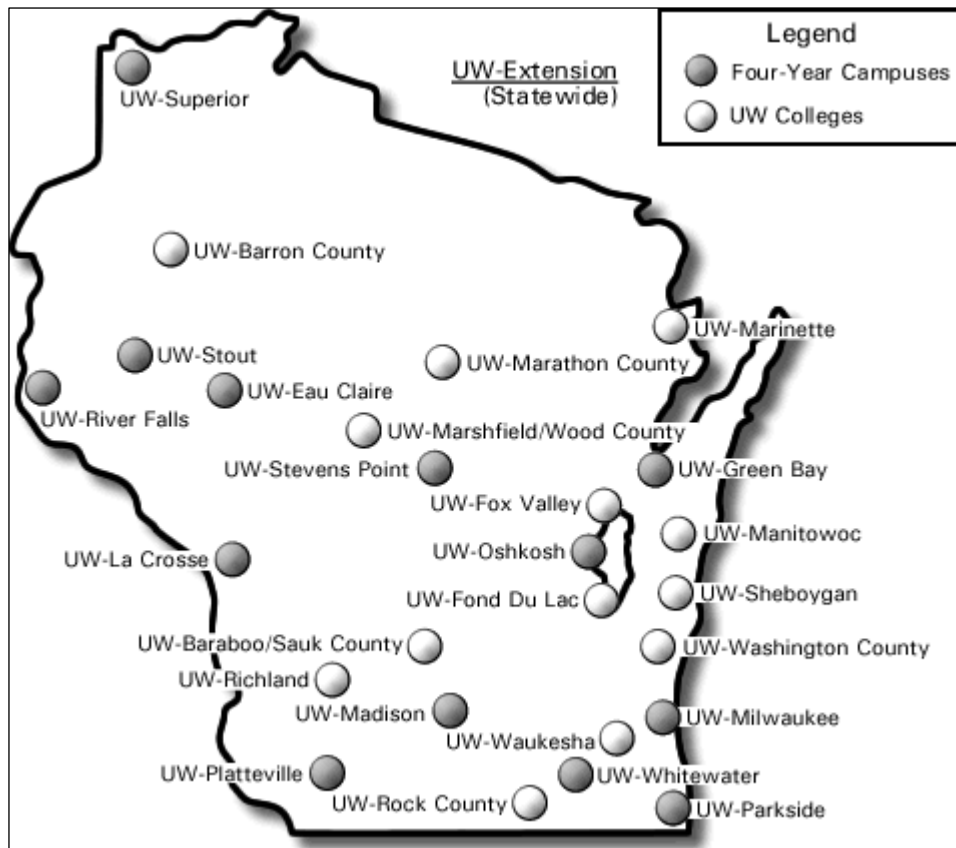
I also feel obliged to many faculty and staff on the campus who shared their valuable time and experience with me, in particular to Ella Cross and Laura Jacobs of the UWS library. And I would like to express my gratitude to Brent Greene, Director of International Programs at University of Wisconsin-River Falls, and to Karin Robbins, International Student Adviser at University of Minnesota – Duluth for their time and information.

The University of Wisconsin System is composed of 13 four-year campuses, 13 two-year campuses and statewide UW Extension.

UW-Superior is one of 11 comprehensive universities in the UW System. It is located in Superior, Wisconsin (pop. 27, 600) and has a total enrollment of 2,861 undergraduate and graduate students.

UW-Superior was founded in 1893. Now, as Wisconsin's Public Liberal Arts College , it offers more than 30 undergraduate majors - academic programs such as accounting, teacher education and biology, and innovative programs such as legal studies, art therapy, and transportation and logistics management. The Graduate Studies program offers

advanced degrees in teacher education and administration, counseling, visual arts and



communicating arts.

Up to 1972 the UWS was to a large extent autonomous and had its own Board of Regents. After that it has become a part of the UW System (see above).

THE BEGINNINGS

Although there were some study abroad programs in the 1960s, there were no international students on the campus in 1963. But in 1966 there were 35.

(Source: History of the Wisconsin State Universities. Ed. by Walker D. Wyman. River Falls State UP, 1968, p.228)

As a result of changing composition of the students body students were being exposed to a broader range of experiences on the campus. The change was accompanied by a dramatic raise in financing: the operating budget of University of Superior went from \$ 1,844,873 in 1963 up to \$ 4,542,538 in 1966.

By this time international students were also present at other Wisconsin state universities. In 1965, a profile of student bodies showed an average of 88 Wisconsin residents, 11 from other states and a small but significant 1 foreign student in every 100. A simple calculation shows that at that time there were about 385 international students in Wisconsin State colleges .

These international students represented 62 foreign countries, as attested by the Board of Regents of State Colleges Annual Report for the year ended in June, 1966. Unfortunately, no such statistics for the previous years seems to be available.

International relations continued to get more and more attention in the state colleges of Wisconsin. The Annual Report for the year 1965 shows that the Board of Regents authorized 5 colleges to develop Special Programs of Study and Travel; Superior was not

included in this number, but the River Falls, which at present administrates the Consortium for the Wisconsin in Scotland Program, of which UWS is a part, was. And in the fall of 1966, out of 357 Foreign Students Scholarships available in all state colleges, Superior had 22.

Various international programs and projects were under way by 1970; that year saw the first comprehensive publication on the field (in UW-Madison), a brochure on international programs and projects. The programs were arranged in three groups:

- 1) Instructional programs (31 in all) – such as *Junior year in France*, or *A semester in Europe* programs;
- 2) Research oriented programs (36) – including academic exchange, e.g., with the Soviet Union and Eastern Europe administrated by IREX;
- 3) Service oriented (22) – such as *Program in University Administration* (1968-74) which grew out of *Support for Higher Education Programs*. (Seems to be a forerunner of the present day IREX *University Administration Support Program*)

So it can be seen that international relations have experienced a sharp qualitative and quantitative growth

In University of Superior, the change in student body was reflected in certain changes in administrative and advisory bodies.

As early as 1967, one of the 10 Committees comprising Academic Affairs Council was the International Education Committee; of 12 members 3, in a good American tradition of democracy, were students: President of International Relations Club (ex officio), an American student, and a foreign student appointed by the International Relations Club which seems to have appeared soon after the campus welcomed its first international students. Among the members there also was Vice President for Academic Affairs and Dean of the Faculty (at the time one and the same person), which attests to the importance of international relations as perceived by the university management at the time. About the same time, and certainly by 1970, a Foreign Students Service Committee was operating inside Students Affairs Council. All these testify that the new component of the student body, i.e. international students, became part and parcel of the University of Superior campus life soon after their first appearance on the campus. (The University was called the University of Superior at the time; the new name – University of Wisconsin-Superior, together with the new names of other twelve 4-year colleges was approved in the process of establishing the now existing University of Wisconsin System, at the Board of Regents meeting November 5, 1971.)

In later years the manifold international component in the USW activities has been developing steadily. A major breakthrough was achieved in the late 1990 and the beginning of the 21st century. The international programs at UW-Superior grew considerably in a number of areas, principally, international student enrollment, study abroad, English as a Second Language, international academic exchanges and integration of international programs into the rest of the campus

Perhaps the most important single step forward was the centralization of international programs under a Director of International Programs and the combination of all international programs into one complex of offices under a unified budget. In addition to the creation of the position, several positions were augmented so that the office had four individuals. This reorganization officially took place in November of 2001. This new arrangement made it possible for international programs to be better organized, more clearly focused, and solidly integrated into the University's liberal arts mission. (As the organizational reforms continued, the situation changed and as of this writing - Nov. 2004,- the position of Director of International Programs is vacant)

International Students

Both the number and diversity of international students have grown greatly in the last ten years. Now (Fall, 2004), there are 157 degree-seeking international students. There are two principal reasons for the rapid growth in the number of international students in the last three years before 2004. (See Table #1 below.)

The first is the creation of a full-time position for international student admissions/services in January of 1999. Since that time the office has had the capability to respond quickly and fully to inquiries and applications, particularly via the internet. Nowadays, because of the convenience of the Internet, students are shopping around much more than was the case even three or four years ago. The ratio of the number of students who inquire to the number who actually enroll is much higher than it was in the past. Thus, recruitment success comes to those schools that can respond quickly and accurately to electronic inquiries. The fact that UWS now has a full-time person with these capabilities has certainly paid off greatly in terms of increased enrollments as shown by the accompanying data.

The second reason for enrollment growth is the availability of the Tuition Award Program (TAP) to international students. This program allows all non-residents of Wisconsin, including international students, to pay in-state tuition, thereby making UW-Superior an option to students who may not otherwise be able to afford the typical out-of-state or private college tuition. Virtually all international students at UW-Superior are TAP recipients, which means that they actually pay (the figures are for the calendar year 2004-05) \$13,646 a year instead of \$21,146 for tuition and fees, resident halls and meals, medical insurance (full year), and books and supplies. Students from Canada and Latin America actually pay even less (\$11,146) as they get the full TAP grants of \$10,000 a year.

Lastly, in terms of diversity issues, which seem to be of great importance here in the USA, it should be noted that international students are the single biggest source of diversity on campus. (Speaking of the diversity, strange as it might seem to an outsider, this diversity has curious subdivisions – e.g., there is a special Office for Multicultural Affairs, but, belying its name, it has nothing to do with the plethora of cultures represented on the campus by international students from more than 30 countries as it deals only with American minority students – African Americans, Native Americans, Southeast Asians and Hispanic Americans. A quick research has shown the traditional character of such separation. And it is not universal, either – in University of Minnesota-Duluth these two offices are interconnected more closely).

The diversity in its international angle is very important specifically for the UWS campus as it provides a venue for global awareness, or global literacy. The staff of the International Programs Office (OIP) believe that having international students on their home campus as well as offering a wide array of opportunities to study abroad are life-changing experiences that should be available to all students as an expected part of a liberal arts education. A study done a year ago by Robert Kosuth, the then Director of International Programs, Cherie Sawinski, Coordinator of International Student Services & Study Abroad Programs, et al., states that in spite of the fact that the Twin Ports of Superior and Duluth are home to a significant amount of international commerce, the majority of citizens, including UWS students, are largely undereducated on international affairs. Fifty-two percent of UW-Superior students are the first generation to attend college and come from families with socio-economic backgrounds that are less likely to foster foreign travel, foreign language study, and much more likely to encourage early graduation in practical, job-related programs and majors. Some parents of such students may regard study abroad as an expensive unnecessary "frill." The campus also serves a

larger number of nontraditional students. Thus, for most students, their families, and the community at large, international education, however defined, is far less important than many other pressing educational and economic issues.

In spite of these challenges, the campus possesses an important resource for internationalization--an unusually high ratio of international students representing 39 nations : at the time – fall 2003 -162 degree-seeking students plus 25 English as a Second Language students—over 6% of our total student body (the figures are slightly less at present due to reasons discussed below). This compares very favorably with the overall American statistics that gives the percentage of nonresident alien, i.e. international students, in American degree-granting institutions as 3.5 in the year 2000, the latest data available (Source: Mini-Digest of Education Statistics 2002. NCES, U.S. Department of Education, June 2003). The number of degree-seeking students in UWS has increased by almost 400% since 1995. Proportionate to the overall campus enrollment, this is the largest international enrollment in the region. For many years, international students have been the main focus of internationalization at the University of Wisconsin-Superior.

Study Abroad

The situation with study abroad closely parallels that of international student enrollment. (See Table #2 below.) While still smaller than that of other campuses, the proportion of Bachelor's degree recipients going abroad for study has increased by 300% from 1999-00 to 2000-02 (Source: North Central Re-Accreditation Self-Study done by Robert Kosuth, 2002)

Although growing, the study abroad program has suffered serious setbacks in the past three years (9/11, the international economy in general, SARS, and the war in Iraq) after which many students withdrew from programs. This is by no means a situation unique to UWS and it has also influenced the international students enrollment, which for the first time since 1995 has shown a decrease in 2004 (See Table #1 below). In other institutions, which do not have TAP opportunities for international students, the decrease was much more dramatic. For example, the number of international students in University of Minnesota – Duluth is currently 213, a significant drop from 236 last year.(Source: Karin Robbins, International Student Adviser at University of Minnesota – Duluth, personal communication).

Although many international educators in this country agree that tightening the process of issuing student visas is prudent, word of the difficulties and strict rules in the USA is spreading abroad among the prospective students, and they are starting to look elsewhere to study.

A recent article by Sylvia H. Kless (University of Rochester), gives some insights concerning the relevant problems, to list several:

1. New regulations have prohibited visitors on tourist visas from attending college (especially ESL programs) and required policy changes for international students who apply for Social security numbers and driver's licenses.
2. There are new security clearances, changes in consular processing of visas, new visa forms and fees,
3. It is difficult for students to prove “nonimmigrant intent” – that they will return home after completing their studies
4. International students who try to leave the country for scholarly reasons also have problems with visas

5. Going home for holidays etc is now also much more difficult because renewing visas takes much more time than before etc

(The Chronicle of Higher Education, Oct 8, 2004, pp. B9-B11)

(Some of similar issues i.e. terrorism threat, have led to the similar problems in Russia. For example, the situation with students' visas is virtually the same).

Anyway, the main emphasis for semester-long programs at present continues to be the *Wisconsin in Scotland Program* through the West Central Wisconsin Consortium (WCWC), of which UWS campus is a member. Faculty-led short-term programs abroad including the Coral Reef Ecology in Belize, the War and Peace program in Bosnia during Maymester, and a new internship program in Costa Rica each attract a smaller number of students each year. Limited staff and other resources in the Office of International Programs force OIP to rely upon programs sponsored by the sister campuses within the University of Wisconsin-System. For example, each year a number of students are sent to the University of Oldenburg, Germany through the UW-LaCrosse program and UWS International Programs Office frequently cooperates with the UW-Platteville for programs in England, Japan and Spain. The people at OIP have been working hard to encourage students to consider programs in Asia and hope to tie the Nagasaki, Japan Program to Japanese language instruction on the UW-S campus. Work has been going on with faculty to develop credit-bearing internships abroad to attract students from disciplines such as Communicating Arts, Business, and Social Work. (Source: the study by Robert Kosuth, the then Director of International Programs, Cherie Sawinski, Coordinator of International Student Services & Study Abroad Programs et al, op. cit)

The university's Provost in personal communication has indicated that the new strategies are to be developed in respect to Study Abroad Programs, which should result in compiling a comprehensive portfolio of such programs, properly financed and harmonizing various priorities, some time in 2005.

Tables

1. International Student Enrollment Increases/ Changes, 1990-2004

Semester	Grad	Undergrad	Total
Fall '90	5	29	34
Fall '91	8	40	48
Fall '92	11	58	69
Fall '93	9	58	67
Fall '94	9	56	65
Fall '95	10	44	54
Fall '96	5	62	67
Fall '97	7	62	69
Fall '98	4	68	72
Fall '99	6	78	84
Fall '00	6	104	110
Fall '01	8	112	120
Spring '02	10	125	135
Fall '03			162
Fall '04			157

2. UW-S Study Abroad Increases, 1993-2004

Study Abroad Programs at UWS	93-94	94-95	95-96	96-97	97-98	98-99	99-00	00-01	01-02	02-03	03-04	04-05	TOTAL
Scotland	0	0	0	2	0	14	13	11	15	18	8	22	103
France	0	0	0	0	0	0	0	0	0	1	0	1	2
Costa Rica	0	0	0	0	0	0	1	1	6	1	2	7	18
Germany		0	0	0	0	0	0	4	1	6	0	1	12
England	0	0	0	0	0	0	0	1	2	0	0	0	3
Japan	0	0	0	0	0	0	0	0	0	0	1	1	2
Spain	0	0	0	0	0	0	0	0	0	1	2	0	3
Poland	0	0	0	0	0	0	0	0	0	1	0	0	1
Belize										24	19	u.k.	43
Cozumel (220 total)	----	----	----	----	----	----	----	----	----	220	0	0	220
	-	-	-	-	-	-	-	-	-				
China Course									14	0	0	u.k.	14
War & Peace in Bosnia	0	0	0	0	0	0	0	0	6	0	12	u.k.	18

u.k.=figures unknown at this time

In addition to the above formal study abroad and study travel programs, 16 students & 4 staff participated in a service-learning program in Jamaica, spring break 2004.

UWS Faculty Abroad	93-94	94-95	95-96	96-97	97-98	98-99	99-00	00-01	01-02	02-03	03-04	04-05	TOTAL
Scotland						1				2	2	2	7
France										1	0	0	1
Belize										1	1	1	3
Mexico	1	1	1	1	1	1	1	1	1	0	0	0	9
China									3	0	0	2	5
Bosnia									3	0	3	3	9

Superior English as a Second Language Institute (SESLI)

A very interesting, and logical, feature about OIP of the UWS is that the English as a Second Language Program has been incorporated into its structure functioning in close cooperation with other subdivisions, primarily – international students advising. The fact that the ESL staff is located in the same office seems to greatly contribute to the overall success of the program. It should also be mentioned that the program is self-supporting. It has the potential of producing revenue that could help support some of the other functions of the office. At the same time it cannot reach that potential without some up front investment, which has not been forthcoming to date (Robert Kosuth, op.cit.)

The ESL program as it currently exists is predated by the Kobe-Yamate English Program, which began in 1989 as a summer program for students from Kobe Yamate Women's

College in Japan. In 1992, the summer program was complemented by a 6-month intensive program, which enrolled an average of 35 students per year. Over the life of the Yamate Program to date, over 600 students have come to UW-Superior for ESL. In the fall of 1998, approval was obtained to begin accepting students from other countries for ESL studies. Since the fall of 1999, the average number of enrollments per semester has been just under twenty, not including an additional 15 to 20 from Yamate College in the fall. The ESL program enables the University to attract high-quality students from countries where students do not typically have enough English after high school to be able to enter an English-speaking university environment. SESLI has also branched out to provide intensive summer language programs. Because of their more flexible schedules, ESL students are typically very involved in off campus visits to local K-12 schools, where they share their cultures with those students through outreach programs.

Outreach programs

The UWS Office of International Programs coordinates resources and programs that enhance the international education of the campus and greater community and has done so with greater frequency since the events of 9/11. Examples include a series of forums on a variety of Middle Eastern issues, bio-terrorism, education in the former Soviet Union, and jobs abroad. During the past year, an international forum was offered at noon on the second Thursday of each month.

Local educators have enthusiastically embraced the recently launched outreach program in which international students and study abroad returnees visit local elementary schools to talk about other countries and cultures. This project received small start-up grants from the U.S. Department of State (NAFSA COOP Grant) and the Wisconsin Humanities Commission. Presenters utilize personal experiences with special emphasis on the “deeper layers” of culture, e.g. family relationships, nature of friendship, conception of justice, approaches to problem solving, cooperation versus competition, use of time, sex roles, conception of the self, education and work ethic, to name just a few topics. It should be noted that this is an expansion of a program we have conducted for the past ten years with students from the above mentioned Kobe Yamate English as a Second Language Program and, more recently, the Japan Club.

International Academic Exchanges

Since 1999, the University has signed exchange agreements with three universities in China and one in Japan in addition to the Yamate College ESL agreement and study abroad programs at institutions in Costa Rica and Germany. The city of Superior has a sister city in Japan and one of the University’s sister institutions in Japan is located there. Furthermore, the campus is in the process of establishing a relationship with an institution in Quebec and has initiated discussions with two institutions in Korea. As a direct result of the Japan sister city exchange, a visiting instructor taught Japanese language for the 2001-2002 academic year. Several delegations from various countries have visited campus, either to sign exchange agreements, to explore opportunities for cooperative research, or, in one case, to have a seminar on American university management issues. It seems, though, that just like in the author’s home university in Russia, the significant progress in this direction requires targeted financing, possibly with the help of the possibilities offered by such programs and organizations as Fulbright, and IREX , to name just the two. (The option of attracting the outside money is all the more important in the period when the financing from the State, the main source of money for the universities of the UW System, has been decreasing constantly in the last decades. 2003

Wisconsin Act 33 included a \$250 million GPR reduction for the University of Wisconsin System over the two year biennial budget period beginning July 1, 2003. The cut was taken as a \$110 million GPR reduction in 2003-04; in this year, 2004-05, the GPR cut increases from \$110 million to \$140 million. (Source: http://www.wisconsin.edu/budget/archive/2004-05/2004-05_operatingBudget.pdf). For the University of Wisconsin Superior it means that the percentage of the annual budget provided by the State is at present only 27, dramatically down from 47% in the 1970's. (Source: UWS Chancellor, personal communication.) In sheer money the cut for the UWS amounted to \$746,000 last year. (Source: UWS Vice Chancellor for Administration and Finance, personal communication). It must be noted here that writing grant applications, although nothing new to OIP personnel, is a specific and time-consuming work, as the author knows only too well, and may prove difficult to organize full-scale because of the obvious staff shortage in the present-day situation in OIP. (see Cherie Sawinski's Job Description Graphic , Addendum #1) So, in many cases the faculty, just as in the author's home university, take it upon themselves to find and use the various opportunities of financing their research abroad. Good in itself, this international research model is difficult to coordinate in terms of the all-university priorities and needs.

Organization , responsibilities, plans

As noted earlier, the present period for the Office of International Programs represents a challenging time of changes, and requires revision of its Mission. As of this writing the draft one developed for the whole UW System is like this:

UW System International Education Strategic Plan

D R A F T

Mission and Values Statement

The International Education Mission of the University of Wisconsin System is to strengthen the global and international dimensions of teaching, learning, research and service throughout the System. We believe that;

- The promotion of global awareness, knowledge and proficiency should be an intrinsic part of the leadership provided by the UW System Administration.
- Global awareness, knowledge and proficiency is essential for UW System students and all Wisconsin citizens to participate effectively in the 21st century.
- International education is an orientation and approach across the curriculum as well as a separate subject.
- International education in Wisconsin should be an integrated, collaborative effort on the part of all levels of the educational establishment, anchored in and enhanced by the communities in which it takes place.

The primary goal is to ensure that all UW System students attain a level of global and international knowledge, understanding and experience that enables them to meet the global challenges of the 21st Century.

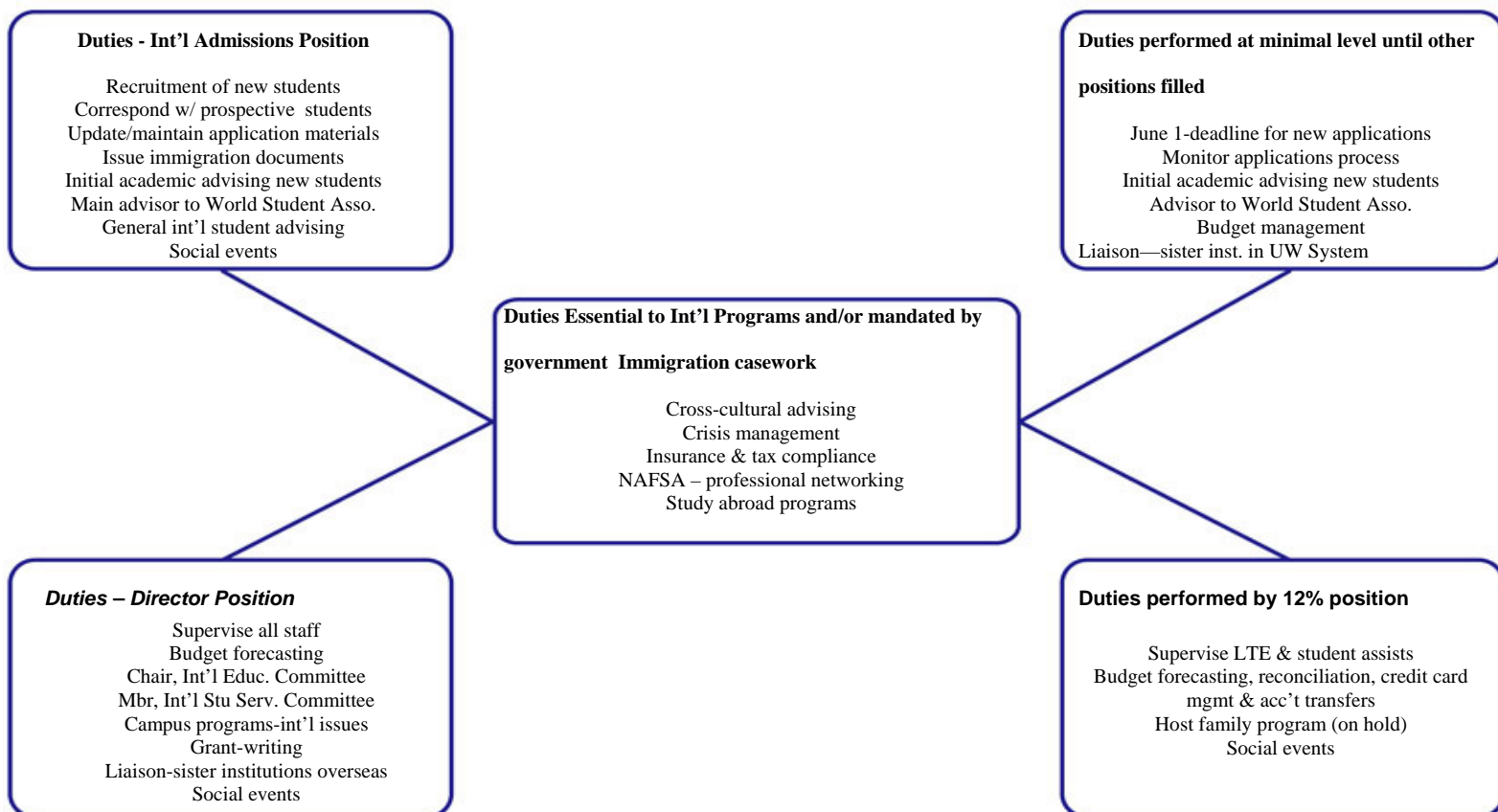
Bearing in mind these guidelines, the UWS OIP has developed its own Statement of Purpose:

It is the purpose and goal of the Office of International Programs to be at the heart of all things international on campus. We seek to be a source, a clearinghouse and an initiator for a wide variety of international activities. The OIP has primary responsibility for the following: 1) international student recruitment and advisement, 2) study abroad, 3) institutional liaison, 4) English as a Second Language, 5) community outreach programs, 6) International Education Committee leadership, 7) grant writing, and 8) coordination and integration of all of the above.

One can also see the overall harmony with the Mission of the International Education Committee:

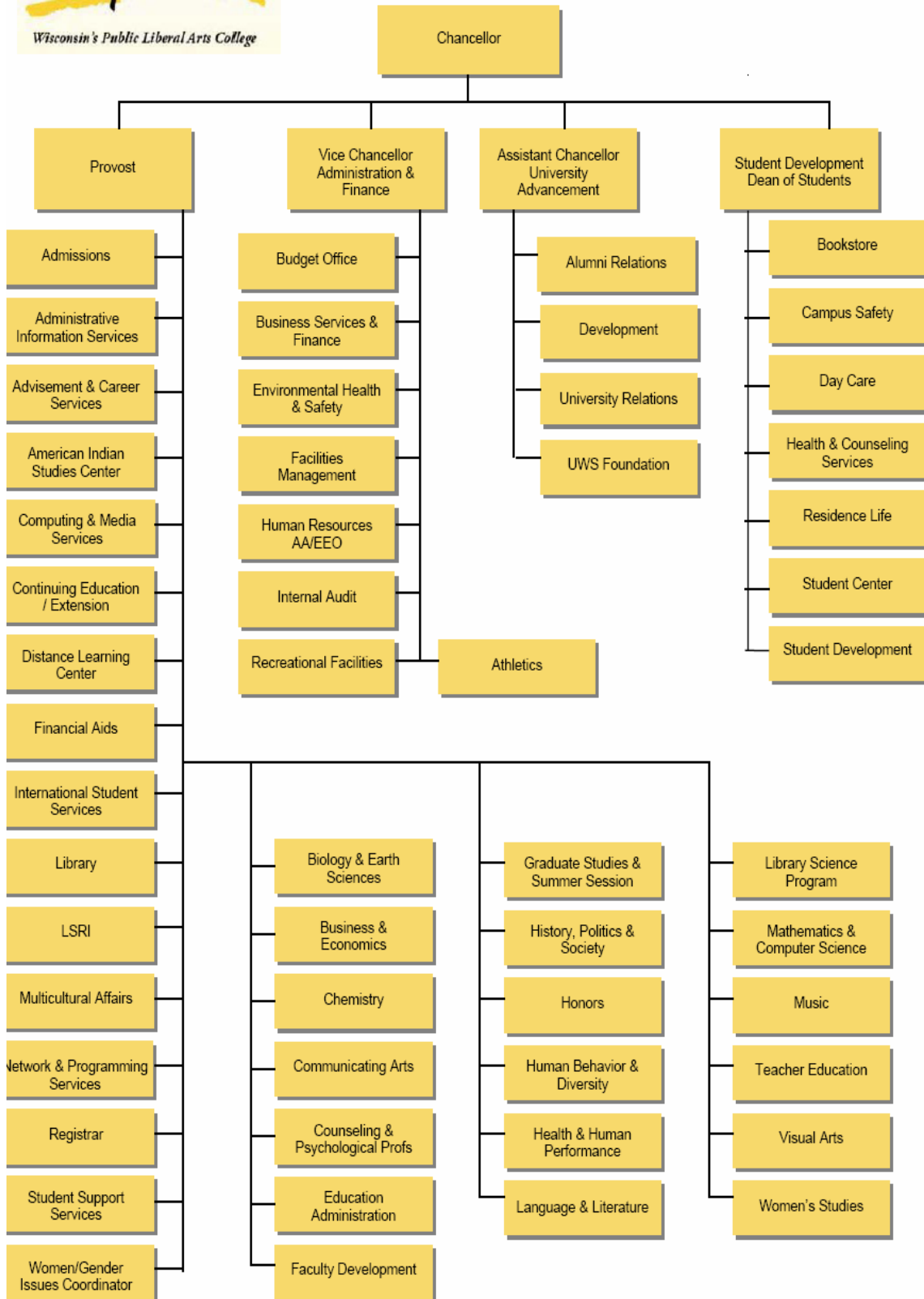
In order to further a public Liberal Arts education the International Education Committee promotes global awareness and opportunities on the campus, in the region and abroad. The committee supports student learning abroad programs and faculty international scholarship, cross cultural experiences, services for international students, and a curriculum that reflects the significance of a world community

To implement the above goals the following triage of work for the current year have been elaborated by Cherie Sawinski, the de facto leader of the OIP:



At present Office of International Programs at UWS is organizationally under the Provost as the UWS Organization Chart below demonstrates

Organizational Chart



This means that in the field of international relations the Provost of the University of Wisconsin Superior has the final say and in this respect his position is similar to that of

Pro-Rector for International Relations, a position existing in many Russian universities, although many of the Provost responsibilities are akin to those of the First Pro-Rector in Russia. A certain difference, though, lies in the fact that UWS is just one of 11 such colleges incorporated in the UW System, and has to follow the guide-lines proposed by the authorities of the latter. On the other hand, Ministry of Education of Russian Federation has documents of this kind for the public, i.e. state, universities to adhere to.

The difference in attitude towards international relations as an indispensable part of a modern university's life is more apparent. In the UWS, as, it can be presumed, in many other American universities its importance is readily admitted and recognized by everybody in management, faculty, and staff. The fact that developed IR and, especially large number of international students on a campus, is an important, though indirect, quality of education indicator, the prestige, the cultural and intellectual benefits for everybody on the campus and in the community, to say nothing of the revenue, is equally well understood, just like in Russia. But in Russia, where the challenges of globalization of the world education market have led to realization of the necessity to reform in order to adapt to the new realities, public universities are *required* to develop international relations in all their forms, including international students recruitment. All public universities in Russia are ranked on the regular basis. And among the 45 criteria of the ranking, 3 are indicators of the international programs level of development, including the number of international students enrolled in the particular university. Thus an OIP counterpart in a Russian university regularly reports to the top management and twice a year, in the author's home university – to the Rector's Council. This, among other things, provides opportunities for expedient revising organizational and financial matters. It looks that in the American situation the similar importance – and quite understandably – is attached to minorities representation.

All in all, the prospects of international relations development in American universities, given the present-day situation in the world, look fairly optimistic. The people dealing with these matters fully realize the importance of internationalization for the comprehensive evolution of the whole education system in the USA. Of course, to continue getting almost \$12 billion annually from international students will necessitate certain change in the attitude, and maybe various forms of encouragement on the State or Federal level, as competition in the global educational market is gaining in intensity. The unprecedented success of Australia (and in the same security situation) in the field is the most handy example. There, the data for 2003 demonstrates continuing steady growth in the international education market across all sectors. During 2003 there were a total of 303,324 enrolments by full-fee overseas students in Australia. This represents an increase of 10.8% from 2002 (22.2% for N.America!) – and this staggering figure is actually an easing of the growth rates from previous years, which perhaps reflects prospective student responses to changed student visa arrangements and impacts on international travel because of the world security situation. (Source: <http://aei.dest.gov.au/AEI/MIP/Statistics/StudentEnrolmentAndVisaStatistics/Recent.htm>) Another example is the Bologna Process in the united Europe, the first major education reform in several hundred years, which demonstrates, among other things, the European educators awareness of the new and forthcoming challenges and growing competition in the global international education market.

History shows that American education system has always coped with the changing realities and priorities. There is no reason for it not to be able to succeed in the situation the 21 century is bringing.

Addendum #1

NAME: Cherie A. Sawinski, Coordinator, International Student Services & Study Abroad Programs

