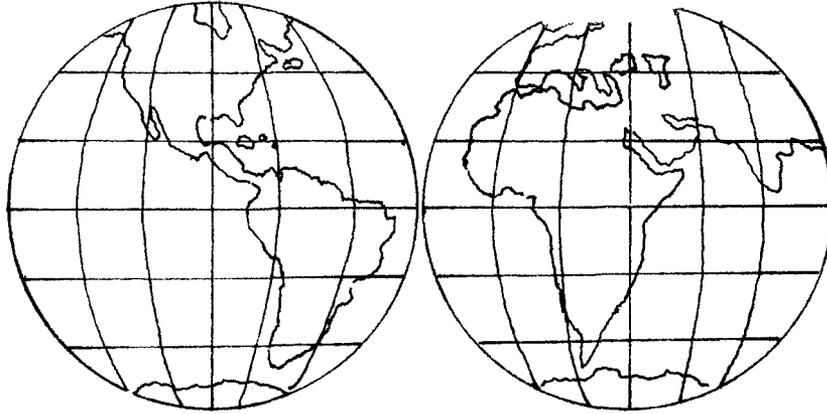


INTERNATIONAL STUDENTS



**at the
UNIVERSITY OF MINNESOTA**

International Students at the
University of Minnesota

November 1982

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Preface

This report on international student support services at the University of Minnesota was prepared during Spring Quarter, 1982, by a presidentially appointed administrative committee. In his letter of appointment, President Magrath asked the committee to review University policies and procedures regarding international students.

The committee of eight members defined the areas it proposed to study and worked in subgroups to prepare the separate sections. The entire committee reviewed and commented upon the several drafts of the subcommittees, but considered each report as a semi-independent unit. Thus, the reader may find considerable repetition of general themes throughout the report as well as differences in perspectives.

The overview, at the beginning of the report, identifies the major findings of the review and presents the recommendations -- in abbreviated form -- which arose from the committee's study.

Early in the review process, the committee identified a gap that inhibits thinking about the structure as well as the provision of international student support services and that places recommendations related to them in a somewhat anomalous position. There is lack of -- and a strong need for -- definition of a University-wide position on international education and a structure for addressing them. This matter is beyond the committee's purview. However, since the issues related to international students constitute one very important component, the committee does make recommendations that it believes will lead to a more constructive

environment for University interests and a more effective support service for international students.

In preparing this report, the committee solicited suggestions and reactions from the various University units which provide the services, as well as from the Senate Committee on International Education, the Twin Cities Assembly Committee on International Students, and the Minnesota International Student Association. Selected campus and collegiate administration reviewed sections of the report and a number of them offered comments.

Supporting documentation, including the comments of offices and individuals, is available in the Office of the President. A list of this material is included in the Appendix to this report.

International Students at the University of Minnesota

OVERVIEW

This report reviews current University practices and policies concerning international students. There are nine sections to the report, each relatively autonomous but addressing interrelated issues. The separate sections discuss the present situation and any related problems and make recommendations for change. The recommendations constitute relatively modest adjustments of the status quo, but they suggest changes that the Committee believes will enhance institutional effectiveness in dealing with international students. Some changes can be effected with no or, at most, very small cost and implemented almost immediately. Others will require time and money. Some require development or modification of existing policies.

The first section of the report, an introductory background, describes the circumstances that led to the report and notes the limitations in its scope. That is followed by a second section looking at philosophical assumptions that underlie University international education efforts. This section also contains a set of guidelines that might serve as the basis for discussion and development of a University-wide statement of international education objectives. The last seven sections cover the following areas relating to international student services, support, and education:

- . student access
- . student support services
- . English language competence
- . cooperative arrangements with other institutions and agencies
- . external agents that affect University services
- . special considerations for the University coordinate campuses
- . unfinished agenda and recommendations

Each section is summarized below and any recommendations that are made are presented in abbreviated form. The Committee has marked with asterisks those recommendations that involve policy issues. The asterisks denote issues that might be referred to the University Senate and may, in some instances, also involve Regental decision. The overview makes reference to specific sections of the report. In addition, a file of relevant source documents is available in the University President's Office.

SUMMARY OF SECTION I.: BACKGROUND

The Committee on Foreign Students and Institutional Policy of the American Council on Education prepared a report concerning international students in American universities. This report, Foreign Students and Institutional Policy: Toward an Agenda for Action (1981), noted the projected increase in international students on U.S. campuses. It urged institutions of higher education to develop sound policies for a "constructive and productive relationship with and for foreign students." The report specifically urged that institutions encourage faculty involvement in

international education as a sine qua non for providing a receptive institutional environment for foreign students.

The University of Minnesota has a long history of enrolling international students; its mission statement speaks specifically to the importance of their presence. Faculty involvement in international activities also attests to international interests. At the same time, the University has not articulated an overall international perspective on education. Although this is an issue that needs attention, it is a next step rather than a part of this review.

The charge to the Committee that prepared this report was to review University policies, primarily administrative, and practices toward international students and to recommend needed changes. The numbers of international students at the University has been and is expected to continue to increase, and the adequacy of these policies and practices needed review in light of the changing environment.

SUMMARY OF SECTION II.: RATIONALE AND ASSUMPTIONS

Regents' policy sets the University position with regard to international students. The statement is supportive, but very general, and refers to the importance of the international dimension and presence on campus. Problems in translating the policy into action arise from differences in view about components, rationale, costs, and relationship to the general missions of the University. Attitudes about international education and international students vary widely among units, and there is

no overarching guidance. A coherent program is inhibited by the University's decentralized structure.

Some widely held perceptions impede development of a coherent program and full implementation of Regents' policy, e.g., international students come here at University suffrance, to benefit from the American educational system; the international and intercultural goals to which they could contribute are of secondary importance in relationship to traditional subject matter. Ideally, support services for international students would foster their involvement in helping the students and faculty of the University gain greater understanding of the values of other cultures as well as of themselves.

The International Student Adviser's Office has developed principles of operation for its own efforts. These principles provide the assumptions from which might be developed University objectives and priorities for enrolling international students.

General Recommendations for University Guidelines

Definite University policy guidelines that clarify what it means to have "students from other countries...play an essential role" here (Regents' Policy on Foreign Students, op. cit.) are needed to guide international education developments. The suggested guidelines which follow are within the spirit of the Regents' policy; their implementation is contingent upon priorities set and financial resources devoted to meet them:

- ** 1. An overall policy on international education and a plan for coordination of international education efforts on a University-wide basis should be clearly articulated. This should serve as a prelude to seeking additional public and private monies for developmental efforts.

** Policy issue

2. The faculty of the University must be integrally involved in institutional international education efforts. Institutional exchange agreements involving both faculty and students should be fostered. Contact on campus between students -- international and domestic -- and faculty should be encouraged.

** 3. The University should set goals for enrolling international students, at undergraduate and graduate levels, attending to questions of diversity and cultural mix.

4. All programs of the University with relevance for international students should determine the numbers of students they can effectively include and should try to attract them.

5. The University should develop more fully cooperative international arrangements that involve other, peer, U.S. institutions, particularly those in the CIC.

6. International students at the University should be helped to reach their academic objectives; this means careful prescreening for admission and, subsequently, provision of carefully constructed support services.

SUMMARY OF SECTION III.: STUDENT ACCESS

Student access includes both procedural and substantive aspects of recruitment, application, and admission to desired programs. Related are matters of testing, financial requirements, program restrictions or quotas, which affect admission decisions. The admission process is handled through the offices of Admission and Records on each campus for undergraduate and professional school students, and by the Graduate School for all Graduate School admissions. Decisions on admission criteria and available space, and final review of applications rest with the individual units. In addition, the Graduate School exercises control over graduate admission.

The University has no institutional policy concerning access for international students, so in effect the policy is one of laissez-faire. This leads to great diversity in practice among different units.

** Policy issue

Recruitment is not organized at an institutional level, but some faculty and programs engage in recruitment-related activities. The application procedures and required materials vary with program and student level. The admissions process differs depending on college and program and is separate from the applications for financial aid and housing. Coordination of these activities with the services for which the International Student Adviser's Office is responsible is not always adequate.

Guidelines are needed to help the many units of the University meet the needs of the prospective international students with as much consistency and efficiency as possible.

a. Recommendations for Recruitment and Controls

- ** 1. The University should clearly formulate its goals and objectives for international education and the enrollment of international students.
- 2. Colleges and academic programs should determine their positions with regard to enrolling international students to serve as a guide to recruiting and admissions activities.
- 3. Recruiting should be pursued according to defined University objectives.
- ** 4. Exchange and contract relationships involving international students should be considered in accordance with University, college, and departmental objectives.
- 5. Possibilities for using more effectively in recruiting efforts the existing channels, like the Fulbright programs, bi-National Commissions, and alumni, should be explored.

b. Recommendations for Application and Admission Process

- 1. There should be greater coordination of effort among the units involved in admission of international students, including the International Student Adviser's Office, the Office of Admissions and Records, the Graduate School, and the colleges and programs.

** Policy issue

2. Ways should be found to expedite the applications of international students coming under programs endorsed by the University which have involved pre-screening and selection.
3. Admissions materials sent to prospective international students should be regularly reviewed for appropriateness, simplicity, and clarity.
4. Possibilities for a more uniform and universal application form should be explored with appropriate national organizations, e.g., National Association of Foreign Student Advisers (NAFSA), the American Association of Collegiate Registrars and Admissions Officers (AACRAO), and the Council of Graduate Schools (COGS).
5. Procedures for handling application fee-related problems for special situations should be addressed to facilitate the application process.
6. Better information about spouses and families of admitted students should be collected because the University is called upon to assist them in numerous ways.
7. The University should consider instituting a policy for requiring certification of financial resources before issuing admissions documents for students from countries with poor record of payment.

c. Recommendations for Credential Review Considerations

1. The entire admission process should be regularly reviewed with the aim of expediting the admissions of both graduate and undergraduate international students.
2. The academic conditions under which international students are enrolled and terminated from University programs should be determined for all units.
3. Means should be found to reward and retain Admissions and Records staff engaged in evaluation of foreign academic credentials.
4. The national reference standards used to predict the academic success of students should be evaluated in light of the University's own experience data.
5. Continuing efforts should be made to heighten prospective student awareness of the importance of providing complete application materials.
6. Increased support for the admissions process must be provided, especially if the number of international students continues to increase.

d. Recommendations for Adult Special Status

1. The Adult Special status on admission for prospective international students should be used sparingly and according to well-defined conditions.

SUMMARY OF SECTION IV.: STUDENT SUPPORT SERVICES

As defined here, Support Services include programs -- outside of regular departmental courses -- designed to assist and enhance the academic progress of students. Several critical areas are discussed in depth with recommendations made for meeting the needs of international students more effectively and for facilitating cooperation among the units involved. The International Student Adviser's Office is identified as the key arm of the University for overseeing assistance to international students.

IV. a. International Student Adviser's Office

This office has primary responsibility for coordinating programs and services for international students, and for providing leadership in University developments in this area. The scope of activities has broadened over the years, and the office has grown to meet needs; the ISAO has gained national recognition for its accomplishments. Major functions relate to admission and orientation, academic and personal counseling, financial aid, educational programs to inform the University community, staff professional responsibilities, and administrative support and certification functions. Several major problems confront the staff in meeting responsibilities: lack of adequate and timely information about international students; inadequate level of staffing; lack of visibility within the University; absence of

clear institutional structure and objectives for international education; and externally, general disinterest among Americans in international relations.

Recommendations for ISAO

- **
1. The University should review the structure and its objectives of international programs and activities, setting goals and priorities. ISAO and its place in international education at the University should be included in the review.
 2. ISAO should review its mission and its relationships to other University units, and should set priorities.
 3. ISAO should be more clearly identified as the central coordinating and monitoring unit for international students. This means they must be informed and appropriately involved in students' orientation, admission, and departure, and must be kept informed of the academic status of students.
 - The ISAO Entry Office should be reinstated as the central University entry point for all new international students;
 - Regular mandatory contact with ISAO should be considered;
 - ISAO should conduct exit interviews with students and scholars prior to their departure.
 4. Possibilities for additional funding sources to meet ISAO needs should be explored.

IV. b. Orientation

All entering University students participate in some form of orientation program, arranged by a central office. In addition, the International Student Adviser's Office has presented special programs for incoming international students, but the timing of these students' arrival, and the optional nature of the ISAO orientation, leave many new international students underprepared for the problems they will encounter.

** Policy issue

Recommendations for Orientation

1. All incoming international students should be required to establish contact with ISAO for orientation activities.
2. To support the ISAO effort in orientation, a portion of the orientation fees assessed incoming students should be allocated to ISAO to help in covering program costs.
3. International students should be encouraged and assisted to arrive in time for a comprehensive orientation program directed by ISAO.
4. Advance orientation programs, at home and on arrival in this country, conducted by agency sponsors, should be encouraged for sponsored students.

IV. c. Financial Considerations

Financing their education at the University is the single most important concern for international students. The University provides some financial support by way of tuition waivers, grants, and loans to about 10 percent of the international students, covering about 50 percent of the need for those assisted. In view of the disparity between assessed need and available assistance, there have been problems in deciding whom to fund and to what extent. Decisions about financial support should be made on the basis of University priorities for enrolling international students. Additional aid is needed to assist the increasing number of students.

Recommendations for Financial Considerations

1. The University should establish a set of policy guidelines for financial aid to international students based on institutional objectives and which include consideration of:
 - a. institutional commitments to exchange agreements,
 - b. cooperative agreements with foreign and U.S. governments and sponsoring agencies,
 - c. priorities for allocation to students by country of origin and/or institution,
 - d. need for merit scholarships for outstanding students and sources of funding,
 - e. support of continuing versus new students,

- f. University interpretation of INS rules related to course load and work permits.
2. Creative alternatives for assisting international students should be sought including additional tuition waivers, external support, and combinations of sources.
3. Continuing effort should be made to inform prospective students of the limited available aid and of their responsibilities.
4. Student employment is and should be considered part of financial aid for international students.
5. The financial situation for international students at the University of Minnesota should be studied to provide better data on problems.

IV. d. Housing

A major problem facing international students is that of locating housing when they arrive at the University. Their typically late admission notice and later arrival combine with discrete services for Admissions and Housing to create multiple problems. The scarcity of housing under University aegis exacerbates the problem for the students and those in ISAO and elsewhere who try to assist them. A special set of problems confronts international scholars who come as University guests to pursue study or research but are not registered students or University staff.

Recommendations for Housing

1. The advance reservation process for residence halls should be studied to find ways to make adjustments for international students.
2. Possibilities should be explored for adding housing options, converting already owned units or making additional purchases, for intercultural living.
3. Housing options for international visiting scholars should be expanded including Pillsbury Court and newly identified residences.
4. A joint ad hoc committee should be constituted to study policies and practices in University cooperative housing units.

5. Residence halls should explore ways to integrate international students and Americans in living-learning experiences.

IV. e. Counseling and Advising

Academic advising, personal counseling, and assistance with educational choice and career plans are provided to students by college offices, faculty advisers, and Student Affairs units throughout the University. International students have, in addition, the special services of the International Student Adviser's Office. The ISAO, in turn, has responsibilities for students related to their student status. The ISAO has particular skills in working with intercultural communication and in helping to resolve the myriad concerns that arise in the daily lives of the international students.

There is limited communication between ISAO and collegiate offices about individual students and their academic progress and about serving the international student more generally. Greater coordination of information and effort is needed.

Recommendations for Counseling and Advising

1. All colleges should review their student advising services to assure their effectiveness for international students. Units should identify staff members to serve as liaison with ISAO, other offices.
2. Ways to provide closer coordination between the support services provided by collegiate units and the work of ISAO should be explored.
3. ISAO should further develop its leadership in helping other offices, faculty, and staff to gain increased understanding of international student needs so as to provide more effective service.

IV. f. Health Services

The special problems that international students face in covering health care costs arise from several factors. One is the difference in provision of health care from their situation at home. Those who are used to national health programs may not understand the situation here, or the cost differences. Those with transferable coverage usually do not have adequate protection to cover medical costs. Some students assert that they have hospitalization, but in fact do not; serious problems arise if such students are hospitalized. They frequently do not have personal resources to cover expenses, and do not qualify for medical assistance or welfare since they are nonresident aliens. There are also a number of unusual medical problems that students from various countries bring, making access to adequate medical assistance very important. According to Boynton Health Service, about one-third of international students have problems in one of the areas listed.

Recommendations for Health Services

1. Entering international students should be required to have contact with ISAO to make sure they understand the nature of the Health Service and the health delivery system here.
2. A plan to assure adequate health care coverage for international students, in light of their special circumstances, should be developed.
3. The information about health services which is sent to prospective international students should be reviewed for clarity and completeness.

IV. g. Intercultural Education

This concept addresses the issue of increasing international understanding and awareness on the part of domestic students and of faculty

members and enhancing the international students' experiences of American culture.

This is the focus of a range of special efforts on the part of the ISAO staff. Problems in developing integrative learning experiences stem from the University's generally peripheral concern for such experiences, and from lack of resources for program implementation. Some efforts addressing this issue exist in a number of units. It is an aim stated in the Regents' policy on international students.

Recommendations for Intercultural Education

1. The University should promote intercultural education and should seek ways to coordinate, enhance, and publicize such educational efforts among units of the University. Examples of specific efforts include:

- . An internship program in ISAO and other international units to facilitate intercultural education.
- . Bag lunch seminars involving international and U.S. students on academic topics, at departmental or program level. The Humphrey Fellows, for example, as well as other visiting scholars, might participate.
- . An annual conference on educational exchanges of students and scholars.
- . A program of learning using international students as resources. One example might be to relate major areas such as management, engineering, or health, to intercultural relations.

2. The level of staffing for such intercultural educational development efforts should be assessed to assure its adequacy.

SUMMARY OF SECTION V.: LANGUAGE COMPETENCE AND ASSOCIATED CONCERNS

The ability to communicate effectively in English, orally and in writing, is essential for academic success at the University. International

students or scholars hired as classroom instructors have the additional responsibility of making themselves understood by their students. Assessment of competence before students enroll is important so that they can be directed to appropriate courses in English as a second language. Provision for such assessment and instruction is essential.

Recommendations for Language Competence and Associated Concerns

- ** 1. All students whose native language is not English must demonstrate competence in English or take further work in the English language. This includes transfer students, immigrants, and refugees.
- ** 2. All non-native English speakers must demonstrate suitable proficiency in speaking English before they can become classroom instructors.
- 3. Directors of Graduate Studies particularly, and all faculty more generally, should become informed of language-related problems associated with international students in the classroom.
- 4. All incoming international students and those whose native language is not English must report to the International Student Adviser's Office before being allowed to register. This includes transfer students, immigrants, and refugees.
- ** 5. A University-wide review should address the question of credit/non-credit English language courses.
- 6. An intercampus advisory committee should be appointed to help with questions of language proficiency of international students on all campuses.
- 7. Information sent to international applicants about language requirements should be reviewed for clarity.
- 8. Information collected about international students should include language competence, and the information should be accessible to the International Student Adviser's Office.
- 9. The results of the current Graduate School study committee should be used to reassess standards of proficiency in English required for satisfactory performance for both graduate and undergraduate students.

** Policy issue

SUMMARY OF SECTION VI.: COOPERATIVE ARRANGEMENTS

Cooperative arrangements with other universities and agencies, here and abroad, involve faculty and students, and they constitute a major creative force for the University in the development of international education. These arrangements have burgeoned in recent years and have increasingly taken on a reciprocity component which suits well the University's interests in exchange of scholarship. There are exchanges which involve students and exchanges that emphasize faculty. There are also the cooperative contract arrangements that bring University faculty resources to bear on training and problem resolution for other agencies and countries. Problems arise from lack of central definition of the purposes of, and criteria for, entering into exchange agreements. Lack of a mechanism for central review and control and lack of funds to implement exchange programs also present problems.

Recommendations for Cooperative Arrangements

1. An administrative review of international cooperative arrangements should be conducted to establish criteria, procedures, and governance for agreements between the University and other institutions.

** 2. The committee structure for international education should be reviewed and streamlined.

3. All formal University exchange agreements must be approved in advance by the Academic Vice President and the President.

4. When the administration of contract arrangements or special international student programs requires special and non-routine services, these should be provided on a fee basis, with fees distributed to the service providers.

5. The Office of International Programs will serve as the central coordinating unit for all international inter-university agreements.

6. Funding should be sought to support all-University exchange agreements, and procedures for distributing these funds, should be developed.

** Policy issue

7. The University should pursue agreements with other institutions that enhance and support University priorities and that are of mutual interest to both institutions.
8. Certain international units on the Twin Cities campus should be housed together and more centrally located on the East Bank.
- ** 9. The University faculty should review and make a policy decision regarding the value toward promotion and tenure of faculty participation in international scholarly activities.
10. An international perspective in educational activities should be encouraged as an integral part of the agenda for the University in the Second Planning Cycle.
11. International student exchange programs should receive greater visibility and permanence.

SUMMARY OF SECTION VII.:
GOVERNMENT AND COMMUNITY AGENCY RELATIONSHIPS

International educational activities within the University are subject to and shaped by a variety of external agencies. Major forces are community programs and agencies, U.S. government agencies, foreign governments and institutions, professional associations, and private agencies sponsoring international students and scholars. Procedures and programs throughout the University are affected and some duplication occurs. The greatest impact is probably on the International Student Adviser's Office which serves as the University link with most of these agencies. There are implications for assignment of staff that affect the focus of ISAO activities.

Recommendations for Government and Community Agency Relationships

1. The University's mechanisms for dealing with external agencies should be examined to assess the effectiveness of the mechanisms and to institute appropriate changes.

** Policy issue

2. Questions concerning release of information to U.S. government and sponsoring agencies should be resolved and legitimate concerns, recognized.
3. University record-keeping for international students should be upgraded and the responsibilities for reporting designated, in order to expedite required University reporting to government agencies.
4. University procedures related to financial arrangements with foreign governments, agencies, or individual students should be clarified.
5. The scope of participation in national and regional international student organizations for the University generally, and ISAO in particular, should be decided.
6. University staff participate in a number of professional associations that address international education concerns. Ways should be found to facilitate the sharing of this information among University staff members.

SUMMARY OF SECTION VIII.: COORDINATE CAMPUSES

The support services for international students at the coordinate campuses differ in many respects from those on the Twin Cities campus. They are governed by the number of students enrolled and by the campus services provided. At the Duluth campus where approximately 200 international students are enrolled, a full-time designated Foreign Student Adviser coordinates campus services and programs. The other campuses, enrolling about 25 or so international students apiece, have more limited services and limited resources for expanding them should additional international students enroll.

Recommendations for Coordinate Campuses

- ** 1. All campuses of the University should provide an international dimension to their students' curriculums with specific international educational and enrollment objectives for coordinate campuses set on the basis of individual campus objectives.

** Policy issue

2. University policy guidelines for supportive services should apply to all campuses, in English language competence, admissions, educational development activities, and so forth.
3. Greater cooperation among all campuses in international student programs should be fostered.
4. Financial aid for international students, and particularly the number of tuition waivers for some of the coordinate campuses, should be increased.

SUMMARY OF SECTION IX.: UNFINISHED AGENDA AND RECOMMENDATIONS

Several important issues were not addressed in this report, but merit attention as next steps in following up this review. One such issue is the curriculum itself, and the extent to which the faculty have incorporated an international perspective in their teaching and research.

There is another set of issues which relate to the educational experiences of the students at the University. The quality of the experiences that international students have here and the impact of these students upon the University should be assessed to provide information needed in explaining the importance of international students to University missions. The perspectives of the faculty are important in this assessment.

An additional important aspect for assessment is the consequences for the broader community of the international student presence -- economic as well as social, cultural, and educational.

Recommendations for Unfinished Agenda and Recommendations

1. The faculty, individually and at department and collegiate levels, should assure themselves that the courses and curriculums in their disciplines reflect appropriate international scholarly work.
2. Data should be collected to assess the effects on American students of learning with international students and the effects of a University of

Minnesota experience on international students. Faculty evaluation of the international student presence in the learning environment is an important aspect of that assessment.

3. The University should conduct an evaluation of the effect of the international student presence in the broader community, obtaining the data needed for such a study.

International Students at the University of Minnesota

I. BACKGROUND

This report on University policies and procedures was prompted by a set of recommendations made by the Committee on Foreign Students and Institutional Policy of the American Council on Education. The ACE Committee, chaired by Richard Berendzen, President of American University, prepared a report entitled, Foreign Students and Institutional Policy: Toward an Agenda for Action. The report noted that enrollment of international students on U.S. campuses was increasing at an accelerating rate and that by 1990 we could anticipate close to one million foreign students, treble our current levels. The University of Minnesota's enrollment patterns mirror closely the national trends. Thus, if projections prove to be accurate, the University could have close to 10,000 international students enrolled within a decade, during a period when a decline in the number of U.S. students is expected. Whether or not the increase is that great, it is clear that more international students will enroll at the University of Minnesota in the years ahead. The University has not undertaken a comprehensive review of policies and services for international students for a number of years. Such a review was recommended by the ACE Committee as an urgent and sensible step for universities to take in preparing to meet the needs of the expected increased numbers.

The National Trends

In preparation for its study, the ad hoc administrative Committee studied the ACE report and was guided to some degree by its findings and recommendations. The ACE Committee found that in terms of distribution, eighty percent of the 312,000 foreign students enrolled in U.S. postsecondary institutions in 1980-81 came primarily from the developing world with nearly half from OPEC countries. The Committee also found that most of them were privately supported, with only two percent supported by the United States government. Increasingly, foreign students enter as undergraduates; today, undergraduates constitute two-thirds of enrollments. In recent years, a greater proportion of students have been coming from urban and wealthier backgrounds.

The United States has no national policy nor set of practices with regard to admission and support of foreign students. Unlike some other Western nations where national ministries of education forge basic educational policies, the United States educational policy in this, as in most other areas, is a composite of the individual policies of colleges and universities, and to some extent, state systems of higher education. Individual institutions and states also carry part of the costs for educating international students with very marginal support at the federal level. This is in sharp contrast with the practices of most other developed countries. Some national policy can be extracted from the legislation supporting such exchange programs as the Fulbright program and in the policies of the Immigration and Naturalization Service affecting foreign students and scholars. Just within the past year there have been serious differences between the administration and Congress regarding the level of

continuing support for federally funded exchanges. More generally, support at federal levels has been declining in recent years.

The ACE Committee noted that at the state level, increasing attention is being given to policies concerning foreign student enrollment and support. Because of the autonomy of individual institutions and the varying policies and levels of attention paid by state governments, there is lack of a clear picture of the impact of foreign student enrollments on institutions and communities. No good analysis exists of the costs, benefits, pressures on curriculums and support services made by international students.

At the institutional level, the ACE Committee noted that policies and services for international students vary markedly in terms of comprehensiveness and planning. Most institutions seek foreign students because of institutional commitment to the international exchange of knowledge and the belief that their own students benefit from opportunities to know students from other cultures. However, there is widespread lack of information concerning the actual costs to the institutions as well as the contributions that foreign students make to the local economies and the national interests.

Another conclusion of the ACE study was that over the past quarter century, as numbers of students have increased, colleges and universities have become less responsive to the needs of foreign students on their campuses.

One additional external factor stands to affect foreign student enrollment in U.S. institutions. That is the changes in other Western nation policies toward foreign students. In some of those nations, new standards and constraints are being imposed that severely limit the options for students from developing or other foreign countries. Currently fewer than

one-third of the students who are studying outside of their own countries are enrolled in United States educational institutions. In the future, restrictions elsewhere may make our colleges and universities an increasingly attractive option in spite of our lack of financial assistance. The major alternatives, especially for Third World students, are the Soviet Union and countries allied with it. These nations are providing financial assistance and hence are attracting increasing numbers of Third World students.

In light of these findings, the ACE Committee made a series of recommendations for institutions of higher education. These included urging institutions to develop sound policies for a "constructive and productive relationship with and for foreign students" (Foreign Students and Institutional Policy: Toward an Agenda for Action, p. 7) including commitment to a program of self-study and self-regulation. Included in any institutional policy must be a concern for the total educational experience of foreign students in the classroom and the community. While financial factors are important, they should not be the primary criterion in admissions decisions. Further, tuition policies should not add a burden on foreign students greater than domestic students bear, and any special costs should be matched with special services. Because of the absolute essentiality of a supportive and understanding faculty for providing a positive environment for foreign students, there should be encouragement at the institutional level of faculty interest and participation in international education.

At the University of Minnesota

The most recently available information about international students at the University of Minnesota mirrors the national data. In 1946, following World War II when international students began enrolling in U.S. institutions in great numbers, there were 380 students and scholars attending the University. It was at this time that the International Student Adviser's Office was established. Now, thirty-five years later, in 1981-82, the number of international students has increased nearly tenfold, to 3,428. Over the course of a year there are 4,500 different students and scholars studying at the University. Virtually throughout the history of the University, foreign students have been enrolled, resulting in foreign alumni numbering over 10,000. These alumni have proved the value of international links in many ways, not only in terms of the contributions they make to their own countries on return, but as fellow researchers and contacts for University of Minnesota faculty, as sources of additional students, and as facilitators of Minnesota students' study abroad objectives.

Minnesota's international students, like those across the United States come preponderantly from Third World developing countries, with the largest numbers from Asia, the Mideast (particularly Iran), and Nigeria. The proportion of undergraduates has been steadily increasing, and today about half of all international students are pursuing undergraduate degrees.

In contrast with some other institutions, the University of Minnesota has been continuously concerned with providing specialized services, but like others, it has been overtaken by events. The increasing numbers of international students have led to many individualized and disparate de facto policy decisions across the University regarding admission, support,

and the provision of services. Incremental procedural changes, changes at the margin, have been accruing to result, in many places, in policy change, while at the same time the institution as a whole has not been attending to such adjustments.

One specific recommendation of the ACE Committee merits further consideration at this point. This is the admonition that institutions must encourage faculty involvement in international education if they are to create a receptive environment for foreign students. No report of foreign students at the University, and no study of institutional policies and procedures would be complete without some note made of the University's general attitude and orientation toward international programs. At the institutional level, the Mission Statement adopted by the Board of Regents in 1980 states in part: "the mission of the University of Minnesota is to serve the people of the state through teaching, research, and public service. Beyond this is the commitment to contribute as fully as resources permit to needs both national and international....in the broadest sense, (the University) is an institution of worldwide responsibility, scope and impact -- one that Minnesotans share unselfishly with others."¹

This policy reinforces the Regents' policy on International Education (July 12, 1974) which says of foreign students: "Encouraging the enrollment of foreign students in the University, U.S. student enrollment in universities overseas and the interchange of Minnesota and foreign university faculty is based on the enlightened self interest of the University in meeting its objectives in their broadest and fullest sense."

The mission statement is also a statement of fact. The faculty of the University, through individual scholarly and research activities, has participated in international activities in record numbers. Over the past

five years or so, more than 2000 faculty members have been engaged in study, research, consulting and lecturing in other countries. These individual efforts are mirrored in the University's many Centers and Institutes addressing one or another facet of international study and education. (See Table I.) A recent University publication² lists official University international involvements ranging from foreign study opportunities to training programs on campuses of the University. The catalog describes 34 separate international units and service centers, area studies centers and programs.

International students at the University constitute only one facet of its international perspectives. Nevertheless, in one fundamental aspect these international efforts -- by individual faculty members and offices -- mirror the institutional posture toward foreign students. They remain overwhelmingly individualized and individualistic. Although the University is heavily involved in international activities, it would be an overstatement to assert that there is, at the operational level, an institutional international perspective on education. Just as there are many faculty members and students who are concerned about the international dimensions of education, there are many others of opposite sensibilities. There are, however, stirrings of change, as evinced by the University's College of Liberal Arts recent committee report and recommendations concerning international students.³

Charge to the Committee

Against this background, the findings and recommendations of the ACE Committee, the University's own experiences and situations, and the projections for the future, the ad hoc Committee was asked by President Magrath to review University policies and practices toward its international students, to recommend needed administrative changes, and to identify areas where policies needed to be developed or changed. The Committee was charged with focusing on international students alone, and thus did not address international programming in which the University is involved, except as this related to the admission, instruction, and support of foreign students. The Committee, however, recognizes the importance of enhancing the broader international perspective as one of the primary purposes for which the institution wants to attract international students.

In carrying out its charge, the Committee identified five major areas surrounding international students' education at the University, electing to address each of these areas through subcommittee reports. The topics included were sparked by the ACE Committee report and further identified in a series of preliminary discussions with University staff who provide service and instruction to international students. The areas of study and general scope of review are:

1. Language competency -- preparation in English of students on admission, support services available here, University policies regarding English language instruction, and training and assistance for foreign TA's.

2. Cooperative arrangements with other universities and agencies, federal and international -- policies regarding agreements with outside agencies and foreign institutions, AID; possibilities for developing arrangements in consort with other U.S. institutions as well as with federal and other agencies.
3. Student access to University programs -- who is served, and how well; the implications for programs in terms of meeting international student needs; what happens to foreign students at the University, in terms of program completion and successful return home, and particularly, with undergraduates from developing countries; policies and practices that may be needed.
4. Support services -- effectiveness in meeting needs for counseling and advising, financial aid and work opportunities, housing, tutoring and remedial support; recommendations for increased effectiveness.
5. Government and community relations -- how external, governmental agencies, including Immigration and Naturalization Services, affect the University.

In addition to these five specific areas, there are some overarching concerns which have a bearing on each of them. Because specific programs and services are and ought to be anchored in an explicit set of institutional goals and policies based on an underlying philosophy, an effort is made in an early section of this report to identify assumptions under which the Committee believes the University has been operating. There is, further, the issue of the overall structure of support services for international students. Although the Committee is in agreement that overall coordination is the responsibility of the International Student Adviser's

Office on each University campus, it also recognizes that international student services constitute only one component of the larger issues concerning international education. The Committee believes that the University should set its goals and priorities for international education, and include in that process the definition of a more comprehensive and coherent structure for carrying out objectives. This would, of necessity, include a review and restatement of the role of the International Student Adviser's Office. There are a number of recent and relatively recent statements from administrative offices as well as from University committees that could be useful in developing the structure and objectives. (See Appendix.)

This report was intended as a review of procedures and policies and was done in a limited time period. Because major policy issues are more appropriately addressed through other forums, in particular the University Senate and the Board of Regents, the Committee made an effort to identify some policy issues but did not address them. It recommends, rather, that specific matters be referred to appropriate committees for attention. On the other hand, where current procedures might be modified to bring about greater efficiency and effectiveness, the Committee identified these and frequently made specific recommendations for change. Even here, however, the current situation is sometimes complex enough to merit further attention prior to making changes. The Committee urges such consideration with all due speed.

Each section of the report has a common structure. First, the topic to be reviewed is defined and the situation or status at the University is described. Next, the problems are identified. Finally, a set of recommendations completes the section. The background papers and materials which led to the conclusions and recommendations are listed in the Appendix.

Footnotes

1. University of Minnesota Mission and Policy Statement, Board of Regents, July 11, 1980.
2. University of Minnesota Office of International Programs, "Survey of International Programs and Projects at the University of Minnesota," 237 pp, June 1981.
3. College of Liberal Arts Committee on International Studies Report, Professor Gary Wynia, Chair, March 1, 1982.

II. RATIONALE AND ASSUMPTIONS: POLICY AND PHILOSOPHY

Current Situation

The underlying principles governing the University's role in educating international students are based on the same educational principles that guide the University in educating all students. However, international students do present different needs and require differential services and approaches to education. The International Student Adviser's Office on the Twin Cities campus which enrolls most of the University's international students, was established in 1946 on the assumption that it would remain a small coordinating organization to deal with matters in which international students are different (specifically in the area of immigration rules). The intention was that the rest of the University would acquire skills in assisting foreign students as part of the general assignment of providing support services to all students.

Over time additional areas have been identified in which the presence of international students requires "special" considerations: admissions; English language; reception and support services; medical insurance; orientation; financial aids; and reciprocal exchanges. Not surprisingly, these same areas have been identified as foci of attention for this report.

Each time these areas are discussed, the differences between treatment of international and American students must be assessed and evaluated carefully. This has been done regularly in the past. However, decisions and policies have been made by a variety of University agencies, frequently acting separately and on an ad hoc basis. By the late 1960s, with changing times here and abroad, American universities tended to codify policies and

to produce comprehensive statements of principles. At the University of Minnesota, the first such effort was made in 1968 with the establishment of the "Cochrane Committee," which produced a comprehensive report. This report, however, was never formally accepted nor were its recommendations implemented. Other universities, notably Iowa State and Michigan State, have successfully linked educational exchanges for international and U.S. students with international education and have related their goals for international education to general educational goals more broadly than has been done here. At the University of Minnesota such comprehensive policy on international education was not attempted until the early 1970s, when the Senate Committee on Educational Policy debated these issues parallel to the efforts to seek a bill to support international students in the State Legislature. This effort, initiated in 1973, culminated in the Regents' Policy on Foreign Students (July 12, 1974 and September 17, 1976) which has already been cited and which provides the major institutional rationale. The policy statement is quoted here selectively:

"The University recognizes that in this interdependent world, the welfare of the state and the well-being of its citizens are linked to the welfare of all mankind. Thus it is urgent that the teaching, research, and service of the state university support the economic and social development of the state, the nation, and other countries, protect the world environment, lead individuals and groups to better understanding of themselves and others, and contribute toward international understanding, world peace, and community self-awareness.

The University...recognizes that its major responsibility is to educate students from Minnesota in a manner that...will allow them to be creative and useful citizens of the state, the nation, and the world. In this process of education, students from other countries and Minnesota students who have studied overseas play an essential role.

To accomplish these goals, the University of Minnesota encourages and seeks to have students from abroad in its enrollment in undergraduate, professional and graduate colleges, in such numbers and with such geographic origins as to have an impact on the achievement of the University's educational goals."...

To implement its policy, the Regents mandated the establishment of a Committee on International Education which is expected to make specific programmatic recommendations on an ongoing basis. This committee was constituted in 1978 as a standing committee reporting to the Senate through the Educational Policy Committee, and began meeting regularly during the 1981-82 academic year.

Problems with Respect to Regents' Policy on International Education

First, this policy, like many educational policies, is general and philosophical. Attempts to develop the policy specifically and programmatically run into differences of view about program components, rationale, costs, and relationships to the general institutional mission. Thus, it is possible to talk about international students in connection with filling classroom spaces, restoring the balance of trade, exporting knowledge, transferring technology, helping developing countries, winning friends for the United States, learning about other cultures, or even selling American products.

The second problem stems from the first. Although the Regents' policy asserts a positive commitment to the education of international students, it does not relate their needs to other institutional goals. As one University administrator noted:

"If foreign students...come to the University for an American-type education, then, it seems,...their claim on University time and support services is no greater than that of our American students. If, on the other hand, foreign students...come to help us learn of different cultures and, coincidentally, to learn more about ourselves in the process, then obviously there is an institutional obligation underlying this process. Perhaps there is always a little of each..."

The reason why it is so difficult to relate international students to institutional goals is because American institutions, especially this one, are largely decentralized, having a range of educational goals and

philosophies, and representing a variety of instructional and disciplinary approaches.

The third problem is that the policy by necessity does not concern itself with the thorny issue of how scarce financial resources are to be spent on international students -- how much, why, for what purpose, with what intended outcomes, and at whose cost. Experience shows that there is a pronounced asymmetry between goals for educating domestic students and those for educating international students. This asymmetry is not only typical of the United States, but, as the ACE reports suggests, is being debated elsewhere. It needs to be brought into closer intellectual, educational, philosophical and programmatic balance before the presence of international students is better understood. The sources of this asymmetry are perceptual, which is the reason why an agreement on an international student program is difficult to obtain:

1. There is a widespread perception that the primary goals of U.S. educational institutions, especially public institutions, are to serve their local constituencies and to meet the perceived educational needs of local students. International students need a special legitimacy and rationale to benefit from the system. Implicit therein is an assumption that bestowal of the privilege to attend U.S. institutions must be limited to a certain number of students with certain qualifications, future potential, and promise of participation in the international scheme of things.
2. There is a widespread perception that international students benefit more from U.S. institutions than the institutions benefit from them. Implicit in this assumption is the widely held view that international

students take more time to educate than our own; that their education, even if they pay the full non-resident tuition, still must be subsidized; and that they do not return our hospitality due to their isolation from our culture and society.

3. Finally there is a widespread perception that international and intercultural educational goals are not as important as education in the traditional subject-matter which is presumed to be the overriding mission of the institutions. Thus, claims for international education may sound superficial, redundant, and fuzzy. Implicit in this assumption is the widely held view that international students come here primarily to learn from us, and therefore may not have immediate relevance even among the international educators concerned with teaching our students about our relations with other countries.

In order to balance this asymmetry, support services for international students should be based only in part on the real or perceived needs of the students. The other and indeed a major part is to help the University in particular, and society more broadly, deal with the problems of how to accommodate to the presence of culturally different individuals who have a variety of educational goals, represent the gamut of major world religions, ideologies, races and societies, who present demands that conflict with our norms and challenge our attitudes and behaviors toward ourselves and the rest of the world.

Clearly, our perception of the needs of international students is affected by the views we hold about the rest of the world. One need only sit down with a faculty member, an American student, or community member, and ask what comes to mind when we mention "foreign student." There is

probably no other more appropriate unobtrusive measure to bring out attitudes, perceptions, stereotypes, biases, indeed ethnocentrism, than discussions about international students. Views range from supportive to highly critical.

Such views, if one inquired carefully, would likely include generalized perceptions about how the rest of the world treats us, what we have done for the world, how we deserve to be treated, how international students should behave themselves here, what more we should do for our own, the legitimacy of the demands of others for help, whom we should allow in or exclude, and how we focus our attention and relations on specific countries such as Iran, the Soviet Union, or Japan.

These views and perceptions influence support services for international students and scholars in a variety of ways. For example, they affect thinking about the kinds of students universities select to educate; they influence ideas about the responsibility that international students should accept for their own education; or the responsibilities that others should have for education and training of the students.

Because, by design, America is an open society and since there is no national policy concerning international education, the nation's colleges and universities have developed their own individual positions with divergent and frequently conflicting views among institutions. The University of Minnesota has developed over the years a relatively well-integrated international student program directed by the International Student Adviser's Office, which has attempted to translate broad Regental policy into operational principles for support services to international students and educational programs. These ISAO principles form one basis for a University position:

Principles of Operation

1. The University subscribes to the guidelines for foreign student services developed by the National Association for Foreign Student Affairs (NAFSA). The nature of its services as well as the ethical principles on which these are based are carefully followed. These take cognizance of the research evidence that foreign students have needs different from domestic students and that vary with cultural background. They assert institutional responsibility to provide services in order to meet student needs.

2. The University has chosen to develop and support a rather centralized support program for international student affairs in the International Student Adviser Office (ISAO). ISAO responsibilities include: direct services to international students; service to the University in dealing with them; being a resource and catalyst for others at the University who teach, advise, and otherwise work with international student matters; mediation when conflicts arise between international students and any part of the institution or its constituency; help with administering rules and regulations under which the international students and scholars come; providing liaison with other international units; helping Americans to learn about international students; and being the source of information about new developments in the field here and abroad. These services require a professional staff of highest quality with staff time for such varied obligations.

3. Services and educational programs are based on the concept of shared responsibility with the international students. They need to accept some

responsibility for establishing and maintaining rapport with Americans, for some degree of functional adjustment to the American educational system, and for some assessment of their education here for application to their countries. Whatever integration is required should be done sensitively and in consultation with the international students.

4. Support services for international scholars reflect not only their needs, but the problems which an open egalitarian and pluralistic society has in dealing with people of different cultures and countries.

There is a likelihood that ISAO approaches to them will not uniformly receive concurrence. There will be problems, and some constituents will not be satisfied with all solutions to these problems. Programs are likely to be more expensive and outcomes may be less clear than if there were a strong national or institutional policy on international education.

5. Part of the costs of international education are costs to maintain an open society. International students and scholars are important to the University, and Minnesota's students and scholars must be assured opportunity abroad for the very reason that our open society must be safeguarded. The objective of conveying the advantages of an open and pluralistic society is in itself an appealing goal of educational exchanges. International students experience such a society, and directly and indirectly are offered solutions to problems of their societies which might benefit from pluralism.

6. Attitudes toward international students in the U.S. (or other host countries) reflect conditions in the United States and abroad. These

varying conditions provide the opportunity for true field learning while recognizing that such efforts will, by necessity, be high risk programs.

7. International and intercultural learning should take place wherever possible as a shared experience for Americans and international students. Americans clearly have problems resulting from their membership in this world, and international students may be in a position to help us deal with some of these problems. Experience indicates that such shared work and responsibility enables participants to obtain new cross-cultural skills and competence which may be urgently needed in their future careers, and which the University curriculum often does not provide.

8. Because of the asymmetry arising out of differentially perceived needs in international education, support services for international students include a strong programmatic component designed to educate University constituencies to the special needs and problems of international students.

9. Similarly, the University provides opportunities for international students to make a measurable and meaningful contribution to the University community now and long after their return to their home countries. In this way it helps to provide rationale for economic as well as non-economic benefits, immediate and long term, arising out of participation in international exchange programs.

TOWARD UNIVERSITY GUIDELINES

Based on the background and assumptions outlined above, the Committee believes that the University should develop objectives and priorities for enrolling international students. These objectives should inform University planning and practices with regard to recruitment, admissions, curriculum, financial aid, the provision of faculty advising and other support services, and the follow-up contacts with graduates. The University should assume an aggressive and developmental posture rather than a laissez-faire and reactive position.

Beyond the University's general affirmation of the value of the international student presence, there is need for more definitive guidelines that clarify what it means to have "students from other countries...play an essential role" here. Although the following recommendations for policy guidelines may be the province of other University bodies, including the University Senate, they follow the spirit of the Regents' policy:

General Recommendations for University Guidelines

Recommendation 1

An overall policy on international education and a plan for coordination of international education efforts on a University-wide basis should be clearly articulated as a prelude to seeking additional public and private monies for developmental efforts.

Discussion

Especially since new money is unlikely to be available in the near future, and even with limited flexibility for internal reallocation of existing resources, it is urgent that the University clarify its objectives toward international education generally, including international students,

and adopt a strategy for University-wide, and most urgently, Twin Cities-wide coordination of efforts. The present assignment and future commitment of resources should be one aspect of a review and plan. Such planning will enable the University to seek additional public and private funds for this set of objectives.

** Recommendation 2

The faculty of the University must be integrally involved in institutional international education efforts. Institutional exchange agreements involving both faculty and students should be fostered. Contact on campus between students -- international and domestic -- and faculty should be encouraged.

Discussion

Concern with international students is part of the University's larger concern for international education in which faculty play the central role. On the one hand, exchange agreements with foreign institutions which involve both faculty and students are an important aspect of the University's international education interests and can facilitate and focus its efforts in attracting and admitting international students. On the other hand, bringing together international and American students with University of Minnesota faculty on campus also furthers institutional objectives. The International Student Adviser's Office can provide leadership in helping students and teachers increase contact with one another through formal and informal campus channels. Relatedly, the faculty should consider the educational experiences being provided through coursework to the international students, with particular attention to the relevance for the students' future careers.

Recommendation 3

The University should set goals for enrolling international students at undergraduate and graduate levels, attending to questions of diversity and cultural mix.

Discussion

Additional international students will help to further the aim of an appropriate cultural mix. The general target levels may be specified although the change of circumstances over time could be an argument against any specific goals. However, the current level of 2.8% of the student enrollment overall leaves considerable distance before the University would approach its educational goals. There is no indication that the Graduate School's international student population, comprising 10% to 15% of graduate enrollment has in any way disadvantaged domestic students, and indeed indications are to the contrary. Because this is a graduate, research University, greatest efforts in attracting students are most readily pursued at the graduate level. The expectation is, therefore, that, the proportion of international students enrolled in the Graduate School will continue to exceed the proportion in the student population overall. At the same time, there have been marked increases in undergraduates enrolled and seeking admission, although numbers are still proportionally low. In comparison with peer institutions in the Big Ten, Minnesota ranks in the bottom group in terms of percent of international students. The University of Michigan and the University of Wisconsin-Madison enroll over 5% in contrast with fewer than 3% here. Strategies for attracting sufficient numbers to create the desired mix are needed.

Recommendation 4

All programs of the University with relevance for international students should determine the numbers they can effectively include and should try to attract them.

Discussion

Student mix occurs most effectively at the program level; however, student interests vary, University programs differ in their attractiveness,

and international students request entrance to some programs in much greater numbers than others. Therefore, some programs enroll many international students and others, few or none.

This situation suggests strategies for attracting international students that are targeted to individual programs. On the one hand, departments or programs lacking international students should try to attract them. This would include a review of current admissions practices, of the information prepared for publicizing programs, and of active recruiting through professional links already established through alumni overseas and through exploration of new directions. A review of problems encountered in the past with bringing in international students could inform new efforts. University assistance would be needed for this effort.

Conversely, programs having high proportions of international students would review their practices, also, to meet the University objectives of providing an appropriate mix. Just as there is a threshold which must be attained for effective intercultural communication, so there is likely an upper threshold in overall proportion and particularly in the dominance of any one culture which may also deter the achievement of educational goals. Such a proportion would undoubtedly vary with the nature and size of the program. The effect of the international student presence as well as absence in University programs should be studied to aid in making informed judgments.

There are obvious exceptions in the case of special contract arrangements with other countries or agencies, but even here the nature of the learning experience and the impact on the education of American students warrants assessment with exceptions justified against Regents' policy.

Recommendation 5

The University should develop more fully cooperative international arrangements that involve other, peer, U.S. institutions, particularly those in the CIC.

Discussion

Such cooperative agreements have as their objective the facilitation of international exchanges that complement one another and that capitalize on the unique expertise of each institution. The recommendation recognizes the limits of any given institution to respond to demand, the virtual impossibility of being responsive to all international educational needs, and the benefits, especially where contract agreements may be involved, in specialization and diversity. There are existing examples of similar cooperation, e.g., MUCIA.

Potential cooperative efforts led by agencies or organizations, foreign or domestic, in which more than one U.S. institution participates also merit exploration. One example is the IIE-South African Education Program.

Recommendation 6

International students at the University should be helped to reach their academic objectives; this means careful prescreening for admission and, subsequently, provision of carefully constructed support services.

Discussion

The likelihood of academic success is a primary concern in determining the admission of international students. The student's investment of time and resources, the decreased flexibility in study schedule, and the more limited opportunity to work while in school, increase the importance of selecting those who will be able to complete their courses of study. Because of the great economic investment required of international students and the psychological consequences of failure, admission standards for international students should be more rigorous than for Minnesota residents for whom risk of failure carries less serious consequences. Further

students should have the necessary competence in the English language to compete successfully, or alternatively adequate remedial programs should be provided. Once international students have been admitted, however, it is incumbent upon the University to provide to the utmost extent possible the academic and personal support services they need to be successful, in the same manner that all students are assisted.

III. STUDENT ACCESS

Introduction

Student access encompasses the policies and procedures that determine whether and to which program of the University students should be admitted. These include issues of recruitment, the application process itself, admissions procedures, enrollment limitations, transfer of credit and the degree requirements, and the related matter of the student's financial situation.

These issues are discussed separately in this section, although they are closely interrelated.

Admissions and related procedures are the joint responsibility of the collegiate and program units and the admissions offices. Policies with respect to admissions standards are collegiate responsibilities; and at the graduate level, the various graduate programs, subject to Graduate School standards.

For this report, much of the background information was provided by the Graduate School Admissions office and the Twin Cities Office of Admissions and Records which handles undergraduate, professional school, and adult special applications. The reports prepared by each of these offices are listed in the Appendix. No systematic survey of undergraduate college level or graduate program admission practices was carried out, although comments were provided by a number of units.

III. a. RECRUITMENT AND CONTROLS

Current Situation

The University of Minnesota has not formulated a central policy regarding the recruitment of students. In general, the historical University position with regard to prospective student activities has been very low key, directed to responding to requests for information rather than seeking out students. Although some central leadership is provided to domestic undergraduate admissions through the Office of Admissions and Records on the several campuses, at the Graduate and Professional school level especially, student recruitment is in the hands of various graduate and professional programs. The decentralization of this activity to the colleges and departments results in a broad spectrum of recruiting activity across the University ranging from passivity to efforts of great intensity. The level of recruiting activity will vary over time for campuses, colleges, and departments, and often will depend upon the overall, national level of activity for the various majors or disciplines. Recruitment of students at the University is thus a mosaic of activity which shifts over time due to internal interests and external influences. The attention paid to international students, undergraduate and graduate, is a part of that mosaic.

In recent years, greater effort has been made to acquaint prospective students and their families with the educational opportunities available at the University of Minnesota in the undergraduate colleges, and a modest merit scholarship program has been initiated for domestic students. Prospective student activities go on separately through each of the University campus admissions offices as well as through the specialized efforts of many

collegiate units. With the exception of very limited recruitment activity on behalf of the Duluth campus in Japan, no organized general recruiting of undergraduate international students is taking place.

The development of contract and exchange relationships with foreign universities or governments which bring in limited numbers of students, some of whom are undergraduates, does constitute one important effort. See also Section VI. on Cooperative Arrangements and related appendix.

At the graduate level, and in certain of the professional schools, intensive recruitment of graduate students has been a well-developed practice ever since the expansion of graduate studies during the 1960s. Although the Graduate School, as an administrative office, does not recruit students except U.S. minority applicants, individual programs and faculty members are engaged in active recruitment.

Reports of some faculty indicate that international recruitment efforts hinge to some extent on personal contacts with colleagues in foreign universities. Knowing something about the institution from which the student is coming, and having confidence that the foreign colleague understands the situation in the program at Minnesota minimizes the risk in accepting the student. Exchange relationships trade on that model. Because financial support is a critical variable in the student's ability to accept an offer of admission, recruiting as described here is most effective when coupled with an offer of financial aid, either graduate assistantship or fellowship.

Related to recruitment is the issue of deliberate control of international student enrollment through the imposition of limits. There is no institutional policy, nor has there been discussion of this at central University levels. In some programs there are practices that exclude or severely limit international students. The Institute of Technology,

oversubscribed for its available resources, for example, has initiated controls to balance the number of international students across countries of origin and domestic students. Some other programs have more informal guidelines for achieving balance in their student body. Some health science programs admit no non-residents, including international students.

Not unrelated to the issue of recruitment are two factors which color discussion of enrollment-related questions across the country these days. The projected enrollment decline in U.S. institutions based on population characteristics for the decade or so ahead constitutes one important consideration in thinking through recruitment and enrollment activities. Colleges and universities are looking at populations they may serve more fully and effectively; one such population is, of course, the international student. A University discussion of international student enrollment and recruitment policies cannot avoid addressing this issue and its many ramifications for program enrollment. The University Regents' policy regarding international students speaks to the many advantages of having a culturally diverse student population. However, the distinction should be made between recruitment to fill spaces as opposed to enrollment to create diversity and to share in a general educational responsibility.

The second factor of importance is the likely increased interest on the part of international students for a U.S. education. Part of the projected increase in demand arises from the rising level of education in third world countries, creating a larger pool of potential college students. Part arises from the recent restrictions and costs imposed by some Western European countries on international students which make U.S. colleges an attractive alternative. Discussion of diversity and the University's

position in this regard needs to take into account the uneven demand for places in the University.

Problems

The University's lack of a centrally considered judgment regarding enrollment of international students constitutes one major issue which relates to the others. One of these is the scattered and somewhat evanescent quality of international recruiting efforts. Although the exchange relationships that have been developing in recent years are forming bridges with foreign universities, and although some departments appear to have ongoing ties, the University relies largely on word-of-mouth recruiting by students and alumni including foreign faculty members. Exploring other channels for referral could help to cast a broader net, bringing in more candidates for whom University programs are particularly suitable.

The wisdom of investing additional resources in international recruiting activities is an issue for consideration. The benefits relate to the implementation of University objectives in attracting a diverse international student body; the problems are linked to greater expense and unknown effectiveness.

Recommendations for Recruitment and Controls

Recommendation 1

** The University should clearly formulate its goals and objectives for international education and the enrollment of international students.

Recommendation 2

Colleges and academic programs should determine their positions with regard to enrolling international students to serve as a guide to recruiting and admissions activities.

Recommendation 3

Recruiting should be pursued according to defined University objectives.

Recommendation 4

** Exchange and contract relationships involving international students should be considered in accordance with University, college, and departmental objectives.

Discussion

Those international students coming under formal agreements contribute to University goals for attracting a diverse student body. However, the arrangements for such students should be consistent with the procedures, policies, and practices of the colleges affected and their clearance secured in advance.

Recommendation 5

Possibilities for using more effectively in recruitment the existing channels, like the Fulbright programs, bi-National Commissions, and alumni, should be explored.

** Policy issue

III. b. APPLICATION AND ADMISSION PROCESS

Current Situation

There are only two ports of entry for all students to the University of Minnesota: 1) through the undergraduate colleges and professional schools, an activity managed by the Office of Admissions and Records on the various campuses, and 2) through the graduate programs, managed by the Graduate School. In examining the operation of the admissions process, it will be important to bear in mind that admission for the undergraduate programs is decentralized to the various campuses of the University and that the graduate program admissions are centralized through the Graduate School, which shares admissions responsibilities with the individual programs. The admission of international students to undergraduate programs will thus be performed by different offices on the several campuses and on the Twin Cities campus by either the Minneapolis or St. Paul offices. For the graduate programs, admission of international students will be accomplished cooperatively by the program faculty and the Graduate School admissions office.

Admission to the University begins with the application process, normally a request for information about the University and its programs. Students coming under the sponsorship of an outside agency, for example the Fulbright program, usually make initial inquiry through program officers in their home countries; and applications may be submitted through the sponsors. Students coming on their own must write for application forms and other information needed to make the decision to apply. Several offices on campus have developed information specifically for international students,

with the objective of providing adequate and current information that can be sent for a reasonable amount of postage. Ongoing review of this material takes place under the general overview of the International Student Adviser's Office.

Completed applications are submitted for review and decision to the appropriate University office of admission. A complete official application includes the completed application form itself with accompanying information requested by the program to which the student is applying. In Graduate programs this includes both the Graduate School form and, when required, the departmental form. A complete record of academic performance is required, as well as evidence of performance on the Test of English as a Foreign Language. Some programs require admissions tests, although the SAT or similar measures are not required for undergraduate admissions. An application fee must accompany the application materials.

For some undergraduate units, admission to a specific program of study is tied to admission to the college; for others, admission to the college precedes and does not assure admission to controlled enrollment programs. At the Graduate School level, an applicant must meet criteria for admission to the Graduate School in addition to specific criteria for enrollment in individual programs of graduate study leading to graduate degrees.

Some units have rolling admission, decisions being made on a continuing basis based on stated criteria, until pre-announced deadlines arrive. Other units collect applications and select from a pool those who will make up the entering class. In some areas, differential admission strategies are employed for international students with admission restricted to fall quarter only.

Admission to the University is an entirely separate operation and decision from the awarding of financial aid or the assignment of housing space. There are concerns related to the student's financial situation as well as housing which are discussed separately in this report. Financial aid and financial guarantees of responsibility are integral to the enrollment process and thus closely related to admissions. The advisability of instituting a monitoring and control mechanism to obtain adequate certification of financial resources prior to permitting registration is a matter that has surfaced in several places. The inability to pay tuition and fees on the part of some students from particular countries has created problems requiring an exorbitant amount of staff time and student inconvenience.

Problems

For international students the decentralization and variation in admissions procedures create a range of problems which are somewhat different from and more intense than those of domestic students. Problems occur in the length of the admission process, lack of clarity at undergraduate level in regard to what an admission decision means, and the lack of coordination with other essential aspects of student life. These matters are discussed in greater detail below.

The timing of admissions decisions has a special urgency for international students coming directly from their home countries. Planning for travel, obtaining visas, and in many cases getting financial assistance, are contingent upon an admission decision.

Many outstanding candidates come through referral by Fulbright programs or other special programs which have involved prescreening and hence an already extended application process. By the time the University is able to

make admission decisions, some excellent students have elected to accept admission elsewhere, where decisions and financial aid awards may have been made earlier.

From University perspectives, appropriate admission decisions cannot be made without adequate information. Delays in the University's receiving credentials, TOEFL scores, and any required test data, lead to delays in evaluation of credentials.

The application fee constitutes a special problem for some international students. Applicants from countries which restrict the flow of currency from the country (e.g., Ghana and Turkey currently) and applicants sponsored by agencies (e.g., IIE) are sometimes unable to provide the application fee. Because some applicants from these countries and some agency-sponsored applicants do pay the application fee without apparent difficulty, there is a problem in determining which are genuine hardship cases. The application fees for applicants from Ghana and Turkey are deferred, while general practice is for no action to be taken on the application until the fee is paid.

The University could develop special procedures to handle the application fee. A special fund for waiver of the fee could be arranged or procedures developed to bill the application fee along with the student's tuition. The disadvantages of this approach are the difficulty of determining which students legitimately cannot pay and the added cost of absorbing the charge internally. When joined to the tuition payment, the University forfeits the application fee for those students not admitted or who do not enroll.

The specific implications of admission for the undergraduate student vary markedly depending upon the collegiate unit and the program to which

the student is applying. The fact that the structure of foreign educational institutions is almost always different from U.S. institutions creates expectations for study which are often upended when the international student reaches campus. Matters of the content of degree requirements, especially undergraduate general education requirements, limits on access to preferred fields of study, and the University's two-level admission system to undergraduate professional programs are examples of differences which often surprise and dismay international students once they arrive. The specific program content, for which some students are markedly underprepared, is a source of concern for them and for the University. The length of the program of study will be gauged inaccurately as the students' original expectations are discovered to be erroneous. Such problems arise in spite of (or perhaps because of) the voluminous amount of information which the University sends to all foreign applicants.

Admission for an international student inevitably entails housing and identification of other support services and for those with families, schools for the children or babysitting. At least on the Twin Cities campus, assistance and information about these concerns are separate from the admissions process itself. This separation of University support services creates particular difficulties for students entering a foreign culture, and a setting in which shopping, banking, medical and other services may well be differently structured from their previous experiences. Housing itself has created a number of problems which are reviewed later in this report.

Students transferring with advanced standing, and these include students who may have been denied admission initially to the University, are reviewed for admission on the basis of work completed at American

institutions prior to transfer. There is at this point no check for English language competency for those coming with a year of study in a U.S. college. Consequently, some students have enrolled with inadequate language background for coursework here. There have also been transfers to the Twin Cities campus from a two-year outstate campus of the University whose academic preparation was inappropriate for their preferred programs. Although efforts are made to ascertain the student's financial situation, including a self-report, and contact with prior institutions, some students have entered who have accumulated large debts elsewhere and have no financial resources.

The responsibility of the ISAO in coordinating services for international students places them in a key position to know about the range of problems which confront students prior to and following arrival. Yet, they are not as informed on recruitment, application, admission, and enrollment matters as their responsibilities entail.

Recommendations for Application and Admissions Process

Recommendation 1

There should be greater coordination of effort among the units involved in admission of international students, including the International Student Adviser's Office, the Office of Admissions and Records, the Graduate School, and the colleges and programs.

Discussion

Admissions decisions and the actual processing of applications are handled through the Admissions offices. Although the Admissions offices do provide ISAO with information about admitted students, the staff there should work more closely with ISAO to see that it has timely, accurate, and adequate summary and individual information about the status of

international student applications. Because ISAO is charged with responsibility for the international student on the Twin Cities campus and is a primary contact for applicants and external agents, ISAO needs the information in order to provide its support services in timely fashion. This includes transfers from other U.S. institutions and other University of Minnesota campuses.

Current information about the applications, admission, and enrollment of international students should be available to all parties involved in admissions. Facility to provide this information likely will require technological developments.

Recommendation 2

Ways should be found to expedite the applications of international students coming under programs endorsed by the University which have involved pre-screening and selection.

Recommendation 3

Admissions materials sent to prospective international students should be reviewed for appropriateness, simplicity, and clarity.

Discussion

Review should keep in mind the cultural perspectives of the recipients. Contact with other agencies involved in admissions may add valuable perspectives and some measure of consistency. Although the various University offices providing information to international students are well-experienced, continuing efforts to improve the presentation of crucial information are in order.

Recommendation 4

Possibilities for a more uniform and universal application form should be explored with appropriate national organizations, e.g., National Association of Foreign Student Advisers (NAFSA), the American Association of Collegiate Registrars and Admissions Officers (AACRAO), and the Council of Graduate Schools (COGS).

Discussion

There is considerable diversity and varying formats of information requested by U.S. institutions (even when essentially the same data are desired). Greater commonality would simplify the admission process for international students and those assisting them overseas. Perhaps this is a matter which the National Association of Foreign Student Advisers (NAFSA), The American Association of Collegiate Registrars and Admissions Officers (AACRAO), and the Council of Graduate Schools (COGS), could review, with University encouragement. A universal, or nearly universal form would be a notable step forward.

Recommendation 5

Procedures for handling application fee-related problems for special situations should be addressed to facilitate the application process.

Discussion

Changes might include covering application fees for students in some situations, contact with IIE to institute a process for collecting fees from applicants whom they are assisting, greater efforts to learn where the barriers are in communicating procedures or the obstacles to collecting information.

Recommendation 6

Better information about the spouses and families of admitted students should be collected because the University is called upon to assist them in numerous ways.

Discussion

The level of finances needed to support a family is quite different from that for a single student. There are also other considerations, since the spouses use University resources for advice and assistance, for

coursework and oftentimes for admission. The information provided regarding family-related issues should be reviewed for adequacy.

Recommendation 7

The University should consider instituting a policy for requiring certification of financial resources before issuing admissions documents for students from countries with poor record of payment.

III. c. CREDENTIAL REVIEW PROCESS

Current Situation

Admission to graduate, undergraduate, and professional programs for international students involves a consideration of academic credentials, test data, and English language proficiency.

The minimum credential required for consideration for Graduate School admission is the completion of a program of study comparable to a bachelor's degree from a recognized (i.e., accredited) U.S. institution. Credentials must be as complete as is possible from any particular foreign institution. Evaluation of the record is performed by experienced Graduate School staff familiar with foreign educational systems and the standard reference works in the field of international education. As necessary, other individuals across the U.S. proficient in the evaluation of educational credentials may be consulted.

Exclusive of English test results, other test data requirements are specified by the individual programs rather than by the Graduate School. If the record of prior scholastic achievement warrants admission, the Graduate School would not use the test data. The Graduate Management Admissions Test (GMAT) and Graduate Record Examination (GRE) are used selectively at the program level in assessing the likely ability of an applicant to complete the graduate program.

Except for applicants who have been enrolled fulltime in another U.S. institution or whose country of citizenship is regarded as Anglophone by the Graduate School, foreign applicants are required to present evidence of satisfactory performance on TOEFL. Applicants in the Twin Cities area are

permitted to present scores on the Minnesota Battery of English language proficiency in lieu of TOEFL results.

With credentials from certain countries, the establishment of degree comparability can be a problem. When this is the case, a determination is made on the basis of the standard reference works available including references from NAFSA and AACRAO and the experience of the Graduate School credentials analysts. In the case of foreign applicants whose preparation or level of prior academic achievement is regarded as marginal, the Graduate School will generally disapprove unless the program faculty strongly disagree and can present a persuasive case. It is the Graduate School view that the consequences of failure for an international student are sufficiently severe that it is a disservice to admit such a student except in those cases where the admission criteria strongly suggest likely success in the desired program.

Although standardized test scores are useful pieces of information in arriving at admission decisions for domestic students, they are less valuable in the instance of international students. The Graduate School is reluctant to make decisions based on test data in the absence of validating evidence for individuals for whom English is not the native language. (The matter of English competence is addressed in the separate section on Language Competence.)

At the undergraduate level final admission is reserved to the collegiate units which act on recommendations from Admissions and Records. In general, international students are required to meet the colleges' higher admissions standards set for non-residents of the State of Minnesota. The College of Liberal Arts is such an example. The Institute of Technology has different admission requirements for international students from other

non-residents or residents of Minnesota. In addition, the Institute of Technology considers students for fall quarter admission only; and certain Institute of Technology departments, because of limited resources, may be forced to severely restrict the enrollment of international students in a given year.

Problems

As much information as possible, gathered from the Admissions and Records review of credentials and from their consultation with the standard reference works, is provided to the undergraduate colleges to assist them in final admission decisions. No follow-up data exist to test how well these national standards predict success for international students at the University of Minnesota. Moreover there exist no reliable recommended standards for some countries, e.g., People's Republic of China (PRC). Since PRC students are being admitted there is need for an internal assessment to establish, for this institution, admission criteria. Such evaluations are time consuming, however, and currently there are insufficient staff and resources available to conduct such studies.

At most major institutions, the staff members who evaluate the academic credentials of international students hold professional-level appointments. That is also the case in the University's Graduate School. In the Admissions and Records offices, however, where undergraduate and professional school applications are evaluated, the staff members hold, for the most part, clerical positions which are quite junior in rank.

The evaluation of international academic credentials is difficult and time-consuming, and errors have important consequences for the institution. The training of competent personnel requires time and pertinent experience.

Because the clerical staff in Admissions and Records engaged in credential review are at entry level, turn-over occurs frequently as staff members find more rewarding positions. The institution and international student applicants would be better and more efficiently served if capable staff could be retained through recognition by promotions and salary schedule.

Major factors which prolong the admission process are the lack of adequate data to evaluate credentials from foreign universities and the problems of accepting candidates whose records cannot be fairly evaluated; the oftentimes piecemeal receipt of application materials which delays review; and the credentials review process itself, especially at the graduate level, where the complexity of the process can require a substantial period of time. Having two Admissions and Records offices engaged in evaluating undergraduate credentials may serve to increase problems and delay.

The lack of enough professional and support staff engaged in this review at the undergraduate level further creates delays. Controlling enrollment de facto through a lengthy, admissions decision process is counterproductive to the University's interests in attracting international students.

Recommendations for Credential Review Considerations

Recommendation 1

The entire admission process should be regularly reviewed with the aim of expediting the admissions of both graduate and undergraduate international students.

Discussion

Even though there are valid reasons for current admission practices, it is still worth exploring the possibilities for streamlining admission

processes. Especially in view of the limited resources available, any changes which could lead to increased efficiency and effectiveness merit careful consideration.

At undergraduate level, combining the two Admission and Records offices on the Twin Cities Campus might result in benefits. Because of the substantial differences in admission procedures, Graduate School admissions will likely need to remain separated from undergraduate and professional school processes.

Recommendation 2

The academic conditions under which international students are enrolled and terminated from University programs should be determined for all units.

Recommendation 3

Means should be found to reward and retain Admissions and Records staff engaged in evaluation of foreign academic credentials.

Discussion

A system of recognition which accounts for the skill required for examining foreign academic credentials and the contributions of those so engaged is important in providing staff continuity in the Office(s) of Admissions and Records. Frequent staff turnover leads to additional delay in processing admissions. The use of professional staff, as is the practice in the Graduate School, merits exploration.

Recommendation 4

The national reference standards used to predict the academic success of students should be evaluated in light of the University's own experience data.

Discussion

The University also needs to validate criteria for applicants from countries not included in the standard references.

Recommendation 5

Continuing efforts should be made to heighten prospective student awareness of the importance of providing complete application materials.

Discussion

Official credentials necessary for admission decisions include academic transcript, pertinent test data, and measures of English language proficiency. Special additional information is required by some programs.

Recommendation 6

Increased support for the admissions process must be provided, especially if the number of international students continues to increase.

Discussion

At the present time, the Admissions and Records offices which are responsible for assessing the credentials of international students are inadequately supported. Additional resources are and will be required for these service units in the event of continued developments in international education and especially in accommodating the requirements of exchange agreements.

III. d. ADULT SPECIAL STATUS

Current Situation

The special student category for non-degree seeking students, the Adult Special, exists in various colleges of the University. It does not exist in the Graduate School. The stated purpose of the category is to allow a student to pursue non-degree study of limited scope, short of a degree in a particular discipline. The extent of study may be as brief as a single course or as much as a year of concentrated study in a field. Students may be permitted to continue as Adult Specials indefinitely so long as their study is casual and not with the intent of completing a degree. Admission of a student to this status is by action of the college.

The use of this category may be appropriate for an international student whose academic record is superior in all other respects, but the program faculty has determined that limited prerequisite undergraduate coursework is needed before the student embarks on graduate study. For other international student applicants, those not ready for graduate study, the Adult Special category may be wholly inappropriate. Normally, international students are expected to apply for and be admitted to degree programs rather than to come as casual students. There are exceptions such as those coming on exchange programs. There may also be spouses of international students who decide to test coursework here after arrival and for whom the Adult Special category is appropriate. Since admission is a collegiate and program matter, the conditions under which Adult Special status will be granted to international student applicants should be clarified where necessary by the separate units.

Problems

Students with baccalaureate degrees sometimes seek this route to the Graduate School, trying to raise their prior level of academic performance to Graduate admissions standards. The Graduate School is reluctant to have students pursue this route and notes particular difficulty for international students. The Graduate School has special cause to object when students use this category to avoid paying Graduate tuition rates (40 percent of the coursework toward a Master's degree may be transferred from this status).

Recommendations for Adult Special Status

Recommendation 1

The Adult Special status on admission for prospective international students should be used sparingly and according to well-defined conditions.

Discussion

Request should come from the student's prospective program or adviser. Use to avoid payment of Graduate School tuition should be discouraged. The possibility of probationary Graduate School admission for international students as an alternative to Adult Special status may help to preclude some of the problems raised, and merits exploration.

IV. SUPPORT SERVICES

Introduction

Support services described in this section refer to support provided by or through the University outside of regular departmental course instructional activities, to assist and enhance the academic progress of students. Student support services range, on the one hand, from individual tutorial assistance to such necessities of life as housing; from help with career planning and job searches to student development programs in leadership, from recreational sports to health services. Virtually every unit of the University provides some aspect of this range of services because, in the broadest sense, these are all facets of the University's educational mission.

Support most closely related to academic advancement, such as tutoring and academic advising are provided at least by every academic unit, as well as by some more central and specialized offices. Other support, like health service and housing are provided through central University campus units. Further, some services are pressed upon the students; academic advising is perceived as integral to the student's educational program, and therefore, mandatory. Other services, housing for example, are totally optional. In fact, at the Twin Cities, the University provides accommodations for only a fraction of students in University-owned or managed properties. Many other services are integral to daily living but the University is not involved in them.

This raises some interesting issues concerning the services available to international students who, as a group, have need for a broader range of

support because they are operating in a foreign environment. A review of student services from the perspective of the international students is complicated by the diversity of services, their unevenness in scope, and the complexity of the environment providing them. An important aspect is the interaction in terms of costs between services needed by international students, and those provided by units of the University. The ability to provide services may, in fact, control the numbers of students the University can serve.

The Committee does not pretend to have reviewed in depth the total domain referred to here, but has focused on a selected set of issues. This includes the Twin Cities office specifically designated to watch out for the interests of international students, the International Student Adviser's Office, along with some of the other University units that provide services basic to the international student's existence here and to institutional objectives in having them: advising, counseling, orientation, financial aid, housing, health services, and student educational development activities which serve to bring international students into the life of the campus and to broaden the learning experiences of their American peers. Some other important areas are not specifically addressed, such as the student organizations, and student union programming. Time limits prevented the committee from addressing every area specifically, but the section describing ISAO services touches on many of these topics. Also, Section IV.f., Intercultural Education, makes reference to a number of the kinds of student development programs available, and through which international students can enhance their educational experiences here and enrich those of the domestic students.

IV. a. INTERNATIONAL STUDENT ADVISER'S OFFICE

Current Situation

The primary responsibility for coordinating programs and services for international students on the Twin Cities campus is lodged with the International Student Adviser's Office. Since 1921, when the University first designated a part-time foreign student adviser, to 1946 when a full-time adviser was assigned central responsibility for the foreign student program, to 1982, when a staff of eight professionals and five clerical support staff now carry out their many responsibilities, this office has turned attention to the special needs and contributions of international students and scholars of the University and the University's international concerns. The work of its staff has put it in the forefront of campus programs for international students, and over the years, staff members have achieved national and international recognition for their contributions to the field of international student programming. In the spring of 1982, the National Association of Foreign Student Advisers instituted a new award, to recognize outstanding achievement in the field, the Marita Houlihan award. The staff of the International Student Adviser Office at the University of Minnesota was honored as the first recipient of this award.

The ISAO reports to the Vice President for Student Affairs and is assisted in policymaking by the Assembly Committee on International Students, and the Senate Committee on International Education. It constitutes one component of an increasingly complex array of international educational efforts at the University.

As a special purpose program, the Office provides the leadership and the developmental thrust important in assisting the international student specifically, and more generally, the international educational missions of the University. As a specialized unit trying to meet the needs of a subset of the whole, it faces the same obstacles as other somewhat specialized programs encounter; it has had difficulty in being fitted into the main-stream of information sharing and program development important for optimal service.

The functions performed by the ISAO fall into six major areas of responsibility in each of which the Office works in conjunction with other University units to provide essential educational and support services to students and staff: 1) In-take of international students/scholars, 2) counseling and advising, 3) financial aids, 4) program development, 5) professional responsibilities, 6) support services.

In-Take Functions

These functions begin prior to the students' arrival at the University. During this pre-arrival period, the University corresponds with the sponsors and provides the students with information about educational requirements, living conditions and costs, etc. The ISAO sends specially prepared letters and brochures to provide relevant information.

Approximately one-fourth of all international students who apply are admitted, and approximately one-third admitted to the University actually arrive. ISAO, in cooperation with many volunteers and agencies, receives the international students and scholars immediately upon their arrival, and provides orientation/information programs, assists with housing, registration, and entry into the education system. Special fall orientation

programs give international students the opportunity to become acquainted with each other and the University, and to become better prepared for their upcoming educational and social/cultural learning experiences.

Counseling and Advising

Although many international students have problems that are common to all students, some problems are unique or more intensified because of their cross-cultural nature. This office provides specialized counseling on these educational, personal, financial, employment, legal, social, family and language-related problems. ISAO also advises and counsels students having problems or relationships with peers, faculty, staff, or community persons.

U.S. students intending to study abroad, experiencing problems associated with re-entry to their home culture, or interested in other aspects of the international student program, are often referred to ISAO for assistance and specialized counseling.

Financial Aids

The financial problems of international students are dealt with through specialized advising. ISAO staff interview applicants for work permits and financial aids. ISAO assists the Office of Student Financial Aid staff in allocating financial aids, and in establishing appropriate financial aid policies. The two offices cooperate on special projects including work with sponsors. ISAO also assists international students in securing foreign currency exchange permits.

The major sources of international student funding are private (personal, family) sponsorship. Other funding comes from the 100 Foreign Student Tuition Scholarships which provide tuition waivers, and the

Minnesota State Aid for Foreign Students which provides \$365,000 annually in the form of loans and scholarships.

Educational Programs

The presence of international students has been justified not only on the grounds of providing them with a high quality education as part of Minnesota's commitment to serving the world's students, but also for the contribution their presence brings to the education of U.S. students and the community in terms of understanding their international responsibilities. To further this understanding ISAO supports programs on and off campus which deal with international education.

Through cooperative arrangements and direct sponsorship, the ISAO has developed discussion group, classroom, and community outreach programs, a speakers bureau, translation services, and a variety of related activities to facilitate international learning among Americans and the learning of American culture among international students, i.e., "reciprocal culture learning." The office also coordinates eight official University student exchange programs.

Professional Responsibilities

Members of the staff teach courses in International Development Education, Intercultural Education, Intercultural Communication, Cross-Cultural Counseling, and International Relations. They also offer special programs, seminars and training sessions, including such diverse activities as orientation programs for American students going abroad, supervision of ISAO interns, cross-cultural sensitivity training sessions for staff and faculty. They assist University faculty on matters pertaining to international

programs and international students. Finally, they conduct research on international, intercultural education.

Members of the staff are active in a variety of professional associations including: National Association for Foreign Student Affairs; Asian Studies Association; American College Student Personnel Association; Society for Cross-Cultural Research; Society for Intercultural Education, Training and Research; International Studies Association; International Society for Educational, Cultural and Scientific Interchanges; Comparative and International Education Society; Speech Communication Association; International Communication Association.

Support Services

To accomplish the University's objectives in international education, this office has administrative and liaison responsibilities toward the following groups: (1) The Minnesota International Center, (2) the University of Minnesota International Student Association, (3) foreign governments, sponsors, (4) U.S. government agencies, (5) U.S. and foreign foundations, corporations, universities and research organizations, (6) University committees and boards.

Major administrative responsibilities include: (1) preparation of legal petitions on behalf of international students/scholars, (2) administration of the Exchange Visitor's Program, (3) maintenance of records of international students and scholars, (4) issuance of forms/certifications. The office also helps to administer the regular program in English as a Second Language with the Department of Linguistics, the International Reception Center with MIC and MISA, and the Foreign Student Tuition Scholarship program with the Assembly Committee on International Students.

Many of the specialized functions performed by the ISAO staff parallel those for students in general which are offered through other University offices. In some areas, the ISAO acts as a bridge between the student and the central University services. Several of these areas are discussed separately in this section in order to highlight the problems that international students face in gaining access to the services, or to indicate the unique concerns of these students related to the areas.

Problems

The problems for ISAO in fulfilling its University responsibilities arise from several major sources including lack of an adequate data base about international students and difficulties in obtaining information; lack of sufficient staff to fulfill the responsibilities it has defined; lack of visibility for its efforts, its central responsibilities, and its problems. Underlying all of this is the lack of a University-wide structure and set of objectives for international education efforts. This includes priorities for assignment of resources -- curricular, staff, and financial, and definition of the locus of authority and responsibility for decisions about international education in general and international students specifically. Perhaps at a more basic level is the declining interest of Americans generally in international relations.

The decentralized and semi-autonomous nature of the University's academic units mandates coordination as the modus operandi, but channels for effecting the coordination are less than fully functional. Further, in the

absence of a broad University perspective, each separate unit, having a dynamism of its own, defines its own objectives and boundaries and directs efforts to meet its goals, in relative isolation from others engaged in pursuit of similar or related goals. This leads to a kind of peripherality for ISAO which adds to the effort expended in carrying out its functions. Although no University statement of goals for international education will overcome the inherent structural barriers, still review and clarification, planning objectives and priorities, can provide the conduits through which international program efforts can be more fully recognized and coordinated.

Recommendations for International Student Adviser's Office

Recommendation 1

- ** The University should review the structure and objectives of its international programs and activities setting goals and priorities. ISAO and its place in international education at the University should be included in the review.

Recommendation 2

ISAO should review its mission and its relationships to other University units, and should set priorities.

Discussion

ISAO should also explore additional possibilities for sharing tasks with other academic and student support units and for working more efficiently with them.

Recommendation 3

ISAO should be more clearly identified as the central coordinating and monitoring unit for international students. This means they must be informed and appropriately involved in students' orientation, admission, and departure, and must be kept informed of the academic status of students.

- The ISAO Entry Office should be reinstated as the central University entry point for all new international students;
- Regular, mandatory contact with ISAO should be considered;
- ISAO should conduct exit interviews with students and scholars prior to their departure.

Discussion

Entry contact is important in order for ISAO to fulfill its responsibilities for issuing I-20's and for its multiple roles in helping to assess English language competency, to provide effective orientation, and to establish its role in monitoring international student progress. Similarly, ISAO should be a mandated exit point before students and scholars leave because of the reporting functions for which ISAO is responsible.

If ISAO had continuous contact with international students during their tenure here, some of the "last resort" problems might be averted. Such contact should be considered in terms of the potential benefits and consequences for international students on the Twin Cities campus. Although this link would most effectively assert the centrality of ISAO, demands on staff and student time warrant careful prior deliberation. At least ISAO should receive ongoing information about the academic progress of international students.

Recommendation 4

Possibilities for additional funding sources to meet ISAO needs should be explored.

Discussion

These would include sources mentioned elsewhere in this report, viz, orientation fees, charges to contractors for services provided, as well as reallocation and possibilities for external funding.

IV. b. ORIENTATION

Current Situation

The initial introduction of new students to the University is a well-structured and highly organized activity. With 10,000 or so new admittees each year, all of whom must register for courses, learn about services and systems, and begin their careers as University students, such structure is essential. On all campuses of the University, it is the case that the vast majority of students enters in the Fall quarter, and that the orientation programs take place over the summer well before classes begin. Since nearly three-quarters of the students entering the Twin Cities campus come from the surrounding metropolitan area, the summer orientation program is only mildly disruptive of students' other summer activities. The situation is more complex for students entering any of the campuses who must come from greater distances, and some who cannot make two trips prior to the opening of school participate in a late orientation and registration program during the week before classes begin. Such students have generally been at a disadvantage in course selection, finding many choices closed to them. Graduate students are not so likely to face this problem since enrollment in graduate programs is closely controlled and their arrival is anticipated. Students who arrive just prior to the opening of the quarter are also disadvantaged in finding off campus housing, and would not have been able to secure rooms in one of the few residence halls on campus except via an early application process.

The typical entering international student falls into the late-arrival category with few exceptions. A combination of factors related to finances, visas, and admissions procedures leads to this result.

The limited time frame for orientation and the multiplicity of tasks which must be accomplished also put constraints on the activities which can be included. The amount of time that students are able to devote to the orientation period is an additional important limit. Since the primary purpose of orientation is seen -- in the view of the students -- to be registration for courses, most mandatory functions revolve around activities related to the student's academic program. On the Twin Cities campus, invitations to the orientation program, in fact, are issued by the colleges, and although the general program organization and implementation is under the direction of a special Orientation Office, collegiate units have a major role to play in developing the total program schedule. The result of this structure and scheduling is that international students may or may not have contact with the special orientation sessions presented for them by the International Student Adviser's Office. At Duluth, the centralization of services under their International Student Adviser, obviates many of these concerns.

Problems

Because of program differences, the problems identified here relate primarily to the Twin Cities. They are, of course, concerns for staff at all campuses. There are two major sorts of problems for international students that arise from the current orientation programming. One is linked to late arrival which is especially disadvantageous for international students. In addition to course enrollment concerns, these students have the additional pressures of learning to cope with all of the activities of daily living in a foreign environment. For many, matters of credit transfer need to be resolved and correct course placements determined. English

language competency is a factor in course enrollment and must be assessed, or reassessed. The ISAO is prepared to assist with all of these matters, and has an excellent community network which helps to support its efforts to welcome entering students. But last minute arrivals put extraordinary pressures on an already overburdened staff, and student needs simply cannot be met.

Some national level programs have raised the matter of advance orientation before the student would leave home. In some areas, the Fulbright offices try to provide advance information; and the new South African Education Program, administered by the Institute for International Education, is instituting an extensive orientation in this country for newly arriving program participants. Most entering international students do not come through such channels, and so the total responsibility for introductions rests with the University.

The other source of problems arises from the very structure of the orientation program, the fact that colleges issue the invitations and that the ISAO is not an integral part of the orientation process for entering international students. For many years, ISAO has sponsored an excellent retreat type of orientation for international students, and has invited representatives of other service units to participate, but there is no necessary link to assure that all international students are put in touch with the programs and services of the Office. Lack of contact at the beginning and failure to receive adequate information, disadvantages new international students and often leads to problems which might have been avoided.

Recommendations for Orientation

Recommendation 1

All incoming international students should be required to establish contact with ISAO for orientation activities.

Discussion

Whether students come directly from home or are transferring from other American institutions, the ISAO must have an integral involvement in their orientation process. Bringing this involvement about will require closer liaison between college offices, the Orientation Office, and the admissions process generally.

Recommendation 2

To support the ISAO effort in orientation, a portion of the orientation fee assessed incoming students should be allocated to ISAO to help in covering program costs.

Recommendation 3

International students should be encouraged and assisted to arrive in time for a comprehensive orientation program directed by ISAO.

Discussion

The matter of bringing international students in for participation in a carefully structured pre-entry program prior to opening of classes merits careful study. Particularly with increasing numbers of undergraduates -- and hence, younger students -- a thorough orientation experience is important. Students should be encouraged and assisted in arriving here early enough to become acclimatized to the campus and the language.

Recommendation 4

Advance orientation programs at home and on arrival in this country, conducted by agency sponsors, should be encouraged for sponsored students.

IV. c. FINANCIAL CONSIDERATIONS

Current Situation

Financial considerations are the single most important aspect of international student enrollment, as indeed they are for students in general. International students, like all other non-residents of Minnesota, are subjected to the same higher tuition schedule, pegged at 2.75 times the rate for Minnesota residents. There are some notable class exceptions: graduate assistants -- and members of their family -- who hold 25% paid appointments or more, are entitled to resident tuition rates. Otherwise, with occasional exceptions, unlikely for international students, students who come here as non-residents can expect to remain in non-resident status as long as they continue their student status. Costs for attending the University as fulltime students have recently been increasing at an accelerating rate. Unexpected changes in the State's fiscal situation have led to increases even within an academic year, in the very recent past.

While information specific to the University of Minnesota is not available, national statistics¹ show that international students find financing for study from a variety of sources, most frequently from their own or their family's private funds, to a significantly lesser extent through support of their home government, to some extent from funds provided by the University, still less frequently, from federally or privately sponsored programs such as Fulbright or the South African Education programs, and from their own or their spouse's work here.

For a variety of reasons, the financial picture for international students is quite different from that of American students. For American

students, the University financial aid program is substantial. Approximately half of the students receive some form of financial aid through the Student Financial Aid program -- grants, loans, work study, usually in a combined package. More than two-thirds of the students work at least part-time while they are enrolled, and many take reduced course loads in order to earn enough to cover expenses.²

International students face a different set of constraints. First is the student financial aid situation itself. International students are considered separately from others, not in terms of assessing need, but in the pool of funds available to assist them. About 10% receive some form of aid, but not more than the equivalent of tuition for two quarters a year. The University has set aside 100 Regents' tuition scholarships for all campuses; of these 45 are reserved for students whose other living costs are covered through the sponsorship of other nationally recognized agencies, 39 are awarded to students who have been at the University for two or more years, and 16 are earmarked for coordinate campus tuition scholarships. A legislatively supported program provides \$365,000 to grant in-state tuition rates to a number of needy international students. This amount includes a small pool of State Emergency loan funds. There is an additional University grant and loan program totalling about \$200,000 to meet financial needs. The Office of Student Financial Aid estimates that less than half of the assessed need of the international students is met by the funds available.

The total pool of aid available to international students has not been effectively increased since 1974. The number of Regents' tuition waivers was last increased to 100 in 1968, and shortly thereafter, 16 of the 100 were designated for the coordinate campuses, which previously had none. During the period from 1974 to 1981, the number of international students on

the Twin Cities campus of the University rose from 1,584 to 2,341, an increase of 50%, while coordinate campus enrollment as of 1980-81 had risen to about 200. Thus, there are many more students competing for the limited funds.

Second, unlike U.S. residents, international students may neither take reduced course loads nor stop out for periods of time to earn money for school. Federal immigration regulations require fulltime continuous registration as a condition of issuing student visas. Opportunities for employment are also restricted to assure that international students will not compete with American nationals for jobs. In today's tight job market there are very few jobs for anyone. Even when permissible work is obtained, students often find it difficult to work and to carry the requisite full course load, especially since class instruction is in a language generally foreign to them.

Third, as at most institutions, the preponderance of international students comes from underdeveloped and developing countries where there are oftentimes severe financial limitations on funds available. The fluctuating political and fiscal situation in some areas, for example Nigeria and Iran, create unexpected financial problems. Even when funds are available, the increases in costs of education and living here have been unexpectedly high, and students who thought they were planning adequately for study have been unpleasantly surprised. Their initial estimates of academic progress have proven to be overly optimistic; problems of completing course requirements, delays in entrance to desired programs or the need to accept alternatives have extended the period of degree completion with resulting increased costs.

It would be a misstatement to assert that all or even a majority of international students are in financial distress. Most of them, in fact, pay their bills on time. Many -- particularly those coming as graduate students -- are awarded graduate assistantships which very nearly cover their expenses for the duration of their stay. Others come as part of special funded programs, for example, through government contracts, and costs and duration of stay are carefully monitored. Support from such sources however, has not increased, particularly at the rate of increase in international student enrollment.³

Problems

The problems arise from the situation in which some of the international students find themselves. For whatever reasons they have inadequate funds to cover expenses. Students are required to demonstrate that they have funds available for their first year here, and to show sources of support for succeeding years, before they will be given a student visa to enter the country. But circumstances change at home or here. Some students clearly know at the time they are admitted that they do not have adequate resources but hope to find work or to obtain grants and loans. The experience of fellow countrymen who have preceded them here, the scope of the foreign aid which the federal government provides to many countries, the United States' reputation as a rich nation, and the students' knowledge of how the educational system works in their countries undoubtedly combine to provide reassurance that if only the student can enroll here, the rest will follow.

The consequence is that there are international students who simply cannot pay their educational bills, or their rent. Although there are no

available data, it seems reasonable to conclude that academic performance suffers under such pressures. The University also loses thousands of dollars of tuition, and spends many staff hours working with the students to try to resolve their dilemmas. Lack of funds is serious enough for a single student; problems are exacerbated for those with families -- food, shelter, medical expenses, transportation, all are increased costs for students with spouses and children.

The small loan program for international students is jeopardized by the significant proportion who cannot repay the loan. One relatively recent change in immigration laws increased the difficulties in repayment; prior to 1978, graduates could remain in the United States for 18 months following graduation for a postgraduate "practical training" period; that period has now been reduced to 12 months.

An additional problem concerns transfer students who have begun study elsewhere in the United States, including Minnesota. No adequate check of their financial situation is made comparable to that which U.S. consular officers conduct for students arriving from their home countries, and some students transfer in with heavy levels of indebtedness already, thus increasing the likelihood that they will incur debts at the University which they will not be able to pay.

Recommendations for Financial Considerations

The amelioration alone, much less the total resolution of these concerns, is obviously complex, and is directly related to institutional philosophy and rationale for bringing international students to the University. Most relevant are the interests of the University in the leavening effect that international students have on the student body in general, the

opportunities that are created for domestic students to study abroad, the potential for continuing research and scholarly contacts between faculty in foreign institutions and University of Minnesota faculty, and closely related to that, the opportunity for research in other countries and cultures arising from specific agreements with agencies or governments elsewhere. The University has a significant interest in helping to educate the future leaders of other countries in the very critical goal of advancing international cooperation, understanding, and peace, and of furthering the economic interests of Minnesota and the Upper Midwest. The University cannot meet the financial needs of all international students seeking assistance. Therefore, University objectives for enrolling these students should govern resource allocations.

Recommendations for Financial Considerations

Recommendation 1

The University should establish a set of policy guidelines for financial aid to international students based on institutional objectives and which include considerations of:

- a. institutional commitments to exchange agreements,
- b. cooperative agreements with foreign and U.S. governments and sponsoring agencies,
- c. priorities for allocations to students by country of origin and/or institution,
- d. need for merit scholarships for outstanding students and sources of funding,
- e. support of continuing versus new students,
- f. University interpretation of INS rules related to course load and work permits.

Recommendation 2

Creative alternatives for assisting international students should be sought including additional tuition waivers, external support, and combinations of sources.

Recommendation 3

Continuing effort should be made to inform prospective students of the limited available aid and of their responsibilities.

Recommendation 4

Student employment is and should be considered part of financial aid for international students.

Recommendation 5

The financial situation for international students at the University of Minnesota should be studied to provide better data on problems.

Footnotes

1. Foreign Students and Institutional Policy, ACE, 1982, p. 85.
2. "Work and the CIA Student," Carol Pazandak, September 1979, internal University research paper.
3. Graduate School and Office of International Programs data.

IV. d. HOUSING

Current Situation

Housing for University students varies markedly among the campuses. The campuses at Crookston, Morris, and Waseca are heavily residential, and the availability of housing is a determinant of campus enrollment. Most of the students on these campuses live in University-owned or operated accommodations. At Duluth, about 30% of the students live in University housing. In contrast, fewer than five percent of the students enrolled at the Twin Cities campus live in University housing, although at least a third live on campus or within walking distance.

The housing situation for international students is different in the Twin Cities from elsewhere in the University system; most of the students and most of the problems are there. There are eight residence halls for single students on the Minneapolis and St. Paul campus and three complexes for student family housing. In addition, the University maintains a listing of available offcampus housing for which it assumes no monitoring responsibility.

Reservations for University housing are made separately from applications for admissions and for financial aid. Preference is given to returning students and to new students in order of date of application. For family housing, waiting lists develop. Rent in family units managed by the University is below the level of the surrounding community, so demand for these facilities is high.

Students may remain in University housing as long as they are registered students. In addition, those in family housing may remain over the

summer without registration for summer session, but this is not the case for those in single student halls.

Although family housing is rented on a monthly basis, with a month's notice for moving required, residence hall contracts are on an academic year basis, with the possibility of selling contracts at the end of a quarter. Students do, however, leave during the academic year and are not required to pay for quarters during which they are not in residence if they sell their contracts to other students.

Problems

There are a number of concerns related to housing for international students and visiting international scholars who may be at the University for study, research, or teaching activities, but who are not registered students.

One overarching fact is that all newly-arriving international students need to find housing in a foreign environment. The overwhelming majority of them will not have cars and hence want accommodations on or near campus, or within easy commuting distance. With few exceptions, they have very limited budgets.

A major problem for students arriving from overseas is that they come too late for desirable, inexpensive, and convenient housing, on or offcampus. Specifically with regard to residence halls for single students, many students are unaware of our separate processes for gaining admission and finding housing. By March or April residence hall applications have generally exceeded available supply, but most entering international students are still in the process of admission.

Housing and ISAO have developed a strategy to help students overcome the problems arising from delayed admission and lack of awareness of the local housing situation. ISAO reserves and pays room deposits on a number of spaces, declaring the number of reservations for men and for women. But specific names are requested earlier than is feasible, and substitutions are not easily made.

The Housing Office notes that all the single students who want to live in residence halls have been able to locate space before the end of Fall Quarter, so that leaves a short term gap to be filled by other interim accommodations. Such temporary housing is even more difficult to obtain. Problems also arise because students move into residence hall space and then, after a few weeks, want to move out to join friends. This does make space for those on a waiting list, but creates management problems. Such shifting might be minimized if students had a better understanding of the contractual nature of their residence hall contracts and a better grasp of the residence hall structure. Possibly additional special programming might help.

On the local community rental scene, there is a dearth of convenient, adequate, inexpensive space. ISAO has also noted some housing discrimination against Eastern and Central European scholars, and instances of individual landlord discrimination based on previous difficulties with specific national groups of international students.

For international students bringing families, there are additional constraints on suitable housing. There is heavy demand and a waiting list for the University family housing accommodations. Thus most incoming students cannot obtain space there. On the other hand, students from some parts of the world appear to have excellent advance information and plan far ahead.

They put their names on the waiting lists months or even years in advance of enrolling and are able to move in soon after if not directly upon arrival. It is the case that international student families are represented in disproportionately high numbers in University housing. There have been complaints that international students are crowding Americans out, and federal legislation is pending which would exclude foreign families from any housing that receives federal subsidy.

Finally, as in so many other aspects of the international student's life at the University, there are no good data on residence patterns. University procedures have not provided an opportunity to collect and maintain this information, and there are differences of opinion about the advisability of even having such data on hand. In its absence, perceptions of problems are based on the experience of ISAO and others in working with students to make living arrangements.

International scholars present an additional problem. There is a University facility reserved, by Regents' policy, for temporary quarters for faculty. The international scholars, usually coming under special agreements with other institutions, are neither faculty nor students and thus do not qualify for University space. University policies have been liberally interpreted on occasion, but could profit from review. ISAO has tried to assist by renting units on an annual contract basis, but since many scholars come only for the academic year this leaves the ISAO staff the not insignificant task of trying to fill the spaces for the remaining periods.

ISAO notes competition with other University programs in the race for space for visiting scholars. Programs which carry more liberal support such as the Humphrey Scholars program are able to pre-pay housing. Understandably, the rental agencies and landlords prefer to deal with them.

Recommendations for Housing

In order to meet minimum needs of incoming international students, the following recommendations are made:

Recommendation 1

The advance reservation process for residence halls should be studied to find ways to make adjustments for international students.

Recommendation 2

Possibilities should be explored for adding housing options, converting already owned units or making additional purchases, for intercultural living.

Discussion

The Housing Office would support either remodeling or purchase and is interested in implementing such institutional decisions. In any case, some funds for remodeling would be essential. This investment could eventually be recovered through rents.

Recommendation 3

Housing options for international visiting scholars should be expanded, including Pillsbury Court and newly identified residences.

Discussion

Regents' policy for Pillsbury Court should be reviewed in light of the newly developing scholar exchange programs to see what modifications are needed to accommodate international visiting scholars without stipend. The University should also consider earmarking some University-owned houses for temporary accommodations for scholars. Additionally, an international center, under University auspices, could include a few rooms for temporary

accommodations for visiting international scholars. Possibly the new hotel to be built on University property would fill this need.

Recommendation 4

A joint ad hoc committee should be constituted to study policies and practices in the University cooperative housing units.

Discussion

It may be advisable to reconsider qualifications for housing or limits of stay shorter than the current five years. Students may be assumed to be familiar with the area and better able to secure alternative suitable housing after a few years here. A study group to review current policies should include members of the cooperative residence boards and the University administration.

Recommendation 5

Residence halls should explore ways to integrate international students and Americans in living-learning experiences.
(This is already being studied by the Housing Office and ISAO.)

IV. e. COUNSELING AND ADVISING

Current Situation

Academic advising, personal counseling, and assistance with educational choice and career plans are provided to students by a number of offices and individuals throughout the University. Most colleges assign faculty members in the students' major fields to advise them about their degree programs at the undergraduate level, while all graduate students have faculty advisers to consult with as they complete their degree work.

In addition, at the college office level there are professionally trained staff to assist students with specific details for degree completion and requests for exceptions to college procedures or policies. Final decisions regarding academic matters and student standing are the prerogatives of the academic units.

Professional counselors in a number of colleges as well as in central Student Affairs offices help students who have personal adjustment problems related to decisions or pressures they face or who are trying to determine the career directions to take.

International students have access to all of these counseling services, but in addition are assisted by the International Student Adviser's Office on the Twin Cities campus, as described previously in this report. The ISAO staff, having special expertise in areas of cross-cultural communication along with knowledge of the external requirements, such as those of the Immigration and Naturalization Service, is able to meet many of the students needs for information and assistance. ISAO also has responsibility to share its expertise with other University staff aiding international students, and

staff members work collaboratively with service providers in other units. ISAO contact with other Student Affairs offices -- Admissions and Records, Financial Aids, Housing, along with Graduate School Admissions -- tends to be more thorough and frequent than with the academic support services in the various collegiate units. There are exceptions where colleges have designated staff as international student advisers.

Problems

Problems in this area arise from several causes. One major factor which has been noted is the decentralized nature of the University, a structure which serves well many of the University's goals, but which inevitably creates problems in providing coordinated services for specially identified groups of constituents who have unique needs. In the case of international students, the decentralization is a barrier to monitoring the additional regulations and laws under which they must function.

Communication between ISAO and academic units concerning the academic progress of international students is limited; in addition contact with the ISAO is voluntary on the part of the student. This leads to one of the greatest problems which the ISAO faces: they are seen as a court of last resort, and sometimes only that. Problems not resolved elsewhere are referred there. These have included students dropped by academic departments, as well as immigrants and refugees to whom others, in and out of the institution, could not offer assistance. Better communication at earlier stages of the student's academic career might have enabled other kinds of assistance to be provided. ISAO finds this kind of referral to be detrimental to their ability to assist students generally. When a disproportionate amount of advising time is spent on enforcement of rules and

regulations, and on "last resort" cases, the office becomes a place which does only that rather than serve as a source of friendly support and advice.

At the collegiate level and, for graduate students in particular, at the program level, the nature and quality of academic support services specifically modified to meet international student needs, including academic advising, tutoring and remedial assistance, and help in making career decisions, is largely an unknown quantity. Some units pay particular attention to the special problems of international students; in other areas, these students are not regarded differently from students in general. Individual faculty members who have worked with international students have often commented on their students' added need for assistance in adjusting to and coping with learning in a foreign culture. Knowing how to respond to culturally different students and finding the time to be an adviser are problems for faculty. Faculty members' reactions to these matters inevitably affect the attitudes of the individual faculty and likely affect departmental interest in attracting international students. For their part, students are unlikely to know where to seek help in a culturally different setting, and what kinds of assistance are available and needed.

An area where problems are likely to be exacerbated in the near future concerns the increasing number of formal student exchange programs between the University of Minnesota and foreign institutions. Greater coordination throughout, over all aspects of support services, is essential for an effective relationship, and such coordination requires an additional measure of staff time.

Recommendations for Counseling and Advising

Recommendation 1

All colleges should review their student advising services to assure their effectiveness for international students. Units should identify staff members to serve as liaison with ISAO, other offices.

Discussion

International students may have special needs and encounter problems in obtaining appropriate information and academic assistance. They may be unwittingly excluded from opportunities to participate in the student activities associated with their academic departments. Staff members should be identified who will become informed about their unit's international students, who will acquire the special information needed to aid them, and who can work with other University offices and ISAO in developing and improving support services for these students.

Recommendation 2

Ways to provide closer coordination between the support services provided by collegiate units and the work of ISAO should be explored.

Discussion

Services offered international students could be enhanced by closer collaboration between advisers in collegiate and departmental units and ISAO staff. Further, for ISAO to carry out its central coordinating and monitoring role on behalf of international students, it is important that the office be provided with adequate information concerning the academic progress of the students.

Recommendation 3

ISAO should further develop its leadership in helping other offices, faculty, and staff to gain increased understanding of

international student needs so as to provide more effective service.

Discussion

The objective should be to provide effective assistance through regular student support programs. This objective and that of involving other staff members in international student concerns serve the dual purposes of broadening institutional understanding of international education concerns and of bringing these students more fully into the life of the institution. It also serves to extend the role of ISAO staff.

ISAO should work with other service providers to delineate programs and responsibilities of all units toward international students. Publications describing available services and where they are offered might be developed for broad distribution to the University community.

ISAO leadership could be exercised through workshops and seminars, joint training programs, individual consultation, local studies, and dissemination of research information about international students.

IV. f. HEALTH SERVICES

Current Situation

University health services are provided for a fee to all registered students, including international students. In addition, all students are required to carry health insurance or to be protected by parents' policies for hospitalization and related surgical and medical procedures. Students who are official part-time registrants are exempted from these requirements. Many students purchase the required additional health insurance through a policy which is offered for a small monthly charge, but has the disadvantage of a very substantial deductible amount. In return for the health service fee, students are provided outpatient care at Boynton Health Service which includes access to a large staff of specialists, laboratory tests and X-rays. Eye exams are provided, but glasses are an additional cost. Dental services are on a fee basis, and prescription medications are also sold in the Health Service pharmacy.

Problems

Several problems arise which are unique for international students in the area of health coverage. Some groups of students come from countries which have national health service coverage and they simply do not understand the system here or comprehend the cost differences. Other students do not understand the importance of hospitalization insurance and may claim to have coverage without really carrying a policy. Those from countries with transferable policies generally have such limited benefits that they do not provide even modest protection. Since many international students enroll

without making contact with ISAO, the Health Service plan and the need for extended coverage are not adequately conveyed to them.

Serious problems arise when international students without adequate health insurance coverage require hospitalization. Many of them have no personal resources to cover hospitalization and other medical costs, or they cannot get the necessary funds out of their home countries. Because they are non-resident non-citizens, they do not qualify for medical assistance benefits or any other form of welfare. Hospitals and physicians providing the care are thus not paid. This also creates problems in the relationship between the University and the community since they are our students. There is a related concern, on the other hand, that students without adequate coverage may fail to seek needed care because of the costs.

The recommendation has been made that unless international students belong to a health maintenance organization here, they be required to pay for Boynton Health Service coverage, regardless of the number of credits for which they enroll, and further that they be required to carry health insurance for hospitalization and major medical expenses. The Boynton Health Service and ISAO have discussed the possibility of establishing a discretionary fund for international students, possibly funded by these students' fees, to cover the difference between a high deductible health insurance policy and hospitalization expenses.

The Health Service notes another group of non-citizens, the resident aliens and including the refugees. Students in these groups are entitled to medical assistance and thus qualify for exemption from the Health Service fee. But the services provided under medical assistance are not as extensive in some respects as those provided by the Boynton Health Service, and student needs may not be met adequately.

Some students from various countries bring unusual medical problems to the Health Service, but those who do not belong need to be in a position to avail themselves of medical services through the purchase of alternative appropriate medical plans. One particular concern of the Health Service has been to monitor TB in the student body. All non-citizen students are required to have a Mantoux test. Positive reactors to the Mantoux test have been found in students from virtually every foreign country, and so the Health Service is insistent on these tests for entering students. This has created problems for those who anticipated completing their orientation/ registration activities in a single day but have had to remain in town to have the TB test read. The Health Service is developing a system to let students have a check of the test made elsewhere, but better communication about the requirements of the test and the results is needed.

The Health Service estimates that about one-third of the international students have problems related to one of these areas described above.

Recommendations for Health Services

Recommendation 1

Entering international students should be required to have contact with ISAO to make sure they understand the nature of the Health Service and the health delivery system here.

Recommendation 2

A plan to assure adequate health care coverage for international students, in light of their special circumstances, should be developed.

Discussion

Various alternatives for health care merit careful review, including health insurance options, exploration of community resources, instituting an emergency fund, and the imposition of a special health emergency fee.

Recommendation 3

The information about health services which is sent to prospective international students should be reviewed for clarity and completeness.

Discussion

In such review, it could be helpful to have international students from various countries read the materials; meanings might vary from place to place. The possibilities for translating information into other languages might be explored, especially if there are groups for whom particular problems exist.

IV. g. INTERCULTURAL EDUCATION

Current Situation

Educational development, in this context, refers to efforts to address the aspect of the Regents' policy which states that it is urgent for the University to "...lead individuals and groups to better understanding of themselves and others, and contribute toward international understanding, world peace, and community self-awareness." The presence of international students on campus is no assurance in itself that the University's objectives will be met in regard to Minnesota students' enlightenment or, indeed, the international students' experiences of American culture.

Leadership and development of these integrative efforts have resided with the International Student Adviser Office. Many of the activities and a significant portion of the resources of the ISAO are devoted to the furthering of better cross-cultural understanding.

The ISAO identifies more than 50 distinct functions in this area which fall into several broad categories including consulting, joint sponsorship of programs, program development, instruction, and training. The goal of these efforts is to bring international students and their American peers into closer contact with one another through structured experiences, to capitalize on the background and cultural perspective of the international student, sharing and exchanging these perspectives with one another and with the Americans, and to do so through all of the available forums within the University and in the community more generally.

These forums include the Minnesota International Student Association (MISA), the Minnesota International Center, the various nationality clubs,

University departments, and international units, as well as individuals on and off the campus (e.g., government officials, referral agencies, the Immigration and Naturalization Service). A review of the ISAO annual report, listed in the Appendix delineates the scope of activities for the office, and in this area includes a multitude of single events and continuing programs.

Efforts include intercultural programs, occasional institutes and special programs for a given group of students and scholars (e.g., Chinese) and cultural training workshops such as those in Commonwealth Terrace where a large number of international students and their families reside. Instructional programs include teaching and training in the area of intercultural perceptions, guest lectures, speeches, papers and research which are shared with the University community, advising of students on dissertations and research projects related to international education, supervision of interns, and the "Learning with Foreign Students Program." One of the most successful but also expensive programs was the development of the special program for foreign teaching assistants developed jointly with the English as a Second Language Program. This program has included the development of national standards, video tapes, a handbook and several studies; but implementation has been limited to the experimental stage because of funding difficulties. As this last example illustrates, although ISAO is key in these developmental activities, it is by no means alone. Important contributions are made through the Linguistics Department ESL Program as well as through specific courses in Speech Communication and in Education which involve international students and deal with cross-cultural communication and perceptions. Other student service units like the CIA Office for Special Learning Opportunities, the Student Organizational

Development Center, and the International Study and Travel Center, encourage involvement and program participation which fosters intercultural contacts. The Minnesota student governance body, MSA, encourages the involvement of international students in all aspects of student governance, and MISA shares in student fees.

Problems

The development and implementation of these integrative learning experiences in order to impart international understanding and self-awareness to students are hampered by two major obstacles. One is that cross-cultural experiences involving international students are regarded as peripheral to University objectives, and the other, related to that, is lack of resources for program implementation. It is true, of course, that understanding of another culture is one of the University aims for a liberal education and as such ought to suffuse all learning there. Like other major objectives, it constitutes a meta-goal similar to those of developing critical thinking abilities, or the ability to communicate effectively. There is an inclination, however, to address such goals indirectly and to conclude they will be the byproducts of certain kinds of courses. The goal of understanding other cultures is considered to be addressed by a second language requirement. Although the ability to understand and appreciate the values and perspectives of other cultures may be approached through second language study for students so involved, there are many who miss this opportunity. In any case, it is less direct than efforts to explore cultural differences and intercultural communication with actual representatives of different countries.

Because so many of the opportunities for intercultural communication and training arise outside of the formal and normal academic pathways, funding of programs is a problem. Competing demands for limited resources usually result in the allocation of funds to higher priority activities. There seem to be no dearth of excellent ideas for enhancing the learning experiences of students, for making more effective use of international students, and for internationalizing the University's educational programs. Attention should be given to addressing ways to implement these ideas.

Recommendations for Educational Development

Some very modest steps can be taken to enhance educational development. Some of them involve resource allocation, or alternatively, the identification of additional funds.

Recommendation 1

The University should promote intercultural education and should seek ways to coordinate, enhance, and publicize such educational efforts among units of the University. Examples of specific efforts include:

- . An internship program in ISAO and other international units to facilitate intercultural education.
- . Bag lunch seminars involving international and U.S. students on academic topics, at departmental or program level. The Humphrey Fellows, for example, as well as other visiting scholars, might participate.
- . An annual conference on educational exchanges of students and scholars.
- . A program of learning using international students as resources. One example might be to relate major areas such as management, engineering, or health, to intercultural relations.

Recommendation 2

The level of staffing for such intercultural educational development efforts should be assessed to assure its adequacy.

V. LANGUAGE COMPETENCE AND ASSOCIATED CONCERNS

Although the philosophical questions and policy issues raised in this section of the report pertain to all of the University of Minnesota campuses, the actual situations described are those on the Twin Cities campus. Specific information regarding language proficiency requirements and related issues on the coordinate campuses is provided in the statements from the coordinate campuses. (See listings in Appendix.)

Present Situation

The success of international scholars in colleges and universities in the United States is directly related to the level of English language competence. Reports of faculty dealing directly with such scholars support this contention, and anecdotal data related to the failure of international students also confirm the importance of language competence. Therefore, assessment of the English proficiency of students is essential in order to determine whether additional language study is necessary to ensure the scholar's academic success.

With the availability of TOEFL there is now the means of objectively assessing students' control of listening comprehension, structure and written expression, reading comprehension and vocabulary in English. (See Appendix materials for TOEFL Test and Score Manual.) However, the TOEFL does not measure speaking ability, a lack which will be discussed specifically later, especially as it relates to foreign TAs. In addition, TOEFL cannot be used as an absolute predictor of academic success. There are many affective variables not measured by TOEFL which influence the student's potential for success, such as motivation, depth of preparation in subject matter area, language learning ability, emotional stability under

stress, etc. Nevertheless, the existence of TOEFL certainly offers an improvement over the time when there were no such tests available. Many countries are now conscious of the usefulness of such a testing program. Some, such as Canada, are making use of TOEFL for admission to their own schools; other countries are developing their own standardized tests.

Once the TOEFL has been administered, whether abroad or at testing centers in the U.S., individual scores are sent to institutions to which students apply for admission; and on the basis of its policy with regard to TOEFL scores the institution can reject the student, admit the student, or refer the student to an English language program while granting admission with the stipulation that further testing will be done upon arrival at the institution. This last alternative is most effectively utilized by institutions such as the University of Minnesota that have on their own campuses a program of English language instruction for international students staffed by qualified personnel.

The situation at the University of Minnesota in regard to the problems related to the language proficiency of international students is similar to that at other large research institutions. Students who apply for admission submit TOEFL scores. If they fulfill other admission requirements and have a TOEFL score of 550, they are admitted as undergraduate or graduate students to most programs without further attention to competence in English. A few graduate programs (English, English as a Second Language, Mass Communications) require 575 or 600 for admission.

Students who achieve only a 450 TOEFL score are admitted as undergraduates and to the majority of graduate programs but informed that they will be retested upon arrival to ascertain how much English language work they will be required to take at this institution. The retesting utilizes

what is referred to as the Minnesota Battery of English Tests, which is actually a combination of standardized tests developed at the University of Michigan plus a written composition. A total average score (with subscores on the various tests of listening comprehension, grammar, vocabulary, reading comprehension, and writing) is produced which indicates either exemption from any English study or is utilized to assess the amount and type of English instruction needed. The University is thus able to attract and retain students both at the undergraduate and graduate level with strong academic potential who score below 550 because there is on campus a well-established English Program for International Students offering courses in speaking, listening, reading, and writing English.

The English Program for International Students is located in the Department of Linguistics of the College of Liberal Arts and is staffed by persons especially qualified for and experienced in teaching English as a second or foreign language. The program was initiated in 1968 and offers instruction at levels ranging from low intermediate to advanced during the academic year and at all levels (beginning to advanced) during the Summer Intensive English Language and Orientation Program. Approximately 200 students are enrolled each quarter, some of whom are studying nothing but English, others taking only one or two English courses plus additional academic work. The International Student Adviser's Office is responsible for admissions, visas, and for international student advising functions for these programs.

There are also at the University at any given time many visiting international scholars and faculty who often request English language instruction. It is especially important to note here when visiting faculty

or scholars are given the responsibility for classroom instruction that their English proficiency be acceptable for such a task.

Instruction in English in the Program is financed by student tuition. Some supervisory and administrative costs are borne by the Department of Linguistics, because of the involvement of its faculty in the Program in English as a Second Language, a graduate degree program in applied linguistics. Day-to-day direction of the English Program for International Students and classroom instruction as well as some of the costs sustained by the International Student Adviser's Office are paid for by student tuition; therefore, the instructional program is essentially self-supporting. However, much of the cost for admissions-related responsibilities and for student advising is borne by the International Student Adviser's Office.

In addition to regular English language skills classes, the program offers a course for foreign TAs which has proved to be useful not only in improving the TAs' language competence but also in providing pedagogical techniques for use in their own classrooms. There are generally about 250 foreign TAs at the University, many of whom carry direct classroom instructional responsibilities. Thus the potential for communication problems in the classroom is great not only in terms of actual language difficulty but also in terms of pedagogical techniques. Many international students are products of educational systems that are unlike American school systems, and they need orientation to pedagogical methods that utilize discussion techniques, the blackboard, objective tests, etc. The Appendix materials contain a description of the special course for TAs offered this past year which includes instruction directed toward the improvement of language proficiency and specific aid in teaching techniques.

Issues and Concerns

There are those in the University who believe that proficiency in the English language should be a prerequisite for admission to the institution. However, many students do not have access in their own countries to English instruction that will prepare them adequately for academic work in the U.S. Furthermore, they are interested in combining their English language instruction with further academic study. Thus thousands of students come annually to U.S. colleges and universities for English language instruction and/or academic study.

Once the institution has determined that the presence of international students is desirable, careful assessment of the University's policies in determining the language proficiency of such students should be made. The setting of levels of proficiency is directly related to the availability of a high quality English language program. The NAFSA (National Association for Foreign Student Affairs) publication NAFSA Principles for International Educational Exchange (1981) contains a short, well-articulated statement of principles for English programs and determination of English language proficiency. A copy of this publication is included in the Appendix materials.

A straightforward recognition of the responsibility undertaken when international students are admitted would help those who have the responsibility for the English instruction and orientation of these students. The following recommendations are made in an attempt to resolve some of the issues and concerns discussed above.

** Recommendation 1

All students whose native language is not English must demonstrate either through TOEFL or the Minnesota Battery of Tests that they are exempted from English study, or they will be required to take further work in English language. This includes transfer students, immigrants, and refugees. (Cost for assessment will be borne by the student.)

Discussion

Admission Granted, Testing Required

Students given admission with the understanding that they will be retested on arrival on campus and perhaps required to take English classes if tests reveal such a need often never fulfill these requirements. Considerable pressure is sometimes put upon students, often by their own governments if they are scholarship students, sometimes by faculty advisers who see the need for a particular sequence of courses, to overload students who lack appropriate English proficiency with academic courses. This results in a sink-or-swim approach that is detrimental to the student's academic success.

Transfer Students

Present policy states that if students have been in another educational institution (whether high school or college) in the U.S. for one year, they are not required to submit information about English competence. It is assumed that such students have achieved a level of English proficiency sufficient to compete with native speakers of the language. Such an assumption has proved to be false in many cases. It is clear that some level of English proficiency is necessary for academic success, and non-native speakers should be required to provide evidence that they possess the requisite English language competence. The best way to assess this competence seems to be through a testing program.

Immigrants and Refugees

While this report does not concern itself explicitly with the language proficiency of non-native speakers of English other than international students (e.g., immigrants and refugees), the same language problem exists within that population and needs to be addressed. There is an inconsistency

in the treatment of foreign students in contrast to immigrants or refugees, many of whom have English language problems just as detrimental to their academic success but who do not fall under the language proficiency requirements applied to international students.

** Recommendation 2

The Test of Spoken English (administered by ETS) should be required of all non-native English speakers responsible for classroom instruction. If a suitable performance is not attained, such persons would be required to complete the English course for TAs offered by the English Program for International Students. This includes scholars and visiting faculty engaged in classroom instruction.

Discussion

While the TOEFL offers an objective evaluation of certain areas of language competence, it does not include an assessment of the student's speaking ability. It is this lack that is especially crucial in the case of international students who have been offered graduate teaching assistantships, although it also is a serious gap in the total assessment of language proficiency for all students. Even students who enter the University with scores of 550 or above sometimes reveal a shocking lack of control of the spoken language. Since many educational systems abroad offer little or no opportunity for students to practice the spoken language, students are often surprised to discover on arrival in the U.S. that they have great difficulty in communicating orally.

Several unfortunate experiences in the recent past have alerted the institution to the difficulty encountered by American students in classes taught by foreign TAs whose level of English competence has been perceived as insufficient for effective classroom instructional purposes. This has also been the case with some foreign faculty members who are non-native speakers of English.

** Policy issue

While it would be desirable to require a test of spoken English for all persons seeking admission as international students, this is probably not a realistic request. However, all non-native English speaking personnel employed to engage in classroom instruction should be required to take the Test of Spoken English (developed by the Educational Testing Service), and if a suitable performance is not attained they should be required to complete the English course for TAs offered by the English Program for International Students. This requirement should also apply to foreign faculty, since complaints have been made against such personnel as well as against TAs.

Students, scholars, or faculty members who use this service would have to pay the cost of this instruction. It can be demonstrated, however, that this course provides not only the opportunity for improving English competence but also includes the additional value of instruction in pedagogical techniques tailored to the individual needs of the participants. A small grant from NAFSA in 1979 was used to develop the special course for foreign TAs described in the Appendix materials and it has been funded on an ad hoc basis since then, but this situation cannot be continued.

Recommendation 3

A meeting of Directors of Graduate Study should be arranged by the Graduate School at which information on TOEFL, the English Program for International Students, immigration regulations, etc., may be disseminated; and that information be prepared for dissemination to all faculty members regarding problems associated with international students in the classroom. This should include information about University resources available to help faculty deal with these problems.

Discussion

Graduate programs differ in TOEFL requirements, e.g., 600 in English and 425 in Forestry. In order to ascertain how these scores are arrived at

graduate programs should be asked to provide a rationale for the particular entrance score required. Further a meeting of the Directors of Graduate Study should be arranged at which information on TOEFL, the English Program for International Students, immigration regulations, etc., may be disseminated and discussed. In addition, information should be prepared and distributed to all faculty regarding international students in the classroom. This could include interpretive information about TOEFL scores as well as general statements regarding language problems of international students and resources at the University for helping students to overcome their language problems.

Recommendation 4

An Entry Office for International Students should be reinstated in the International Student Adviser's Office where all international students and those whose native language is not English must report before being allowed to register. This includes transfer students, immigrants, and refugees.

Discussion

There is need for an initial contact with all international students once they have been admitted to the University. All such students should be directed through a center to ensure that they are made aware of policies relating to their particular status and that the policies may be equitably administered. Such a contact is especially important for students who have been admitted with the stipulation that testing will be required on arrival. To accomplish this the Entry Office should be reinstated in the International Student Adviser's Office as a place where all international students must report before being allowed to register. If English testing is mandated, the Center would make arrangements for the administration of the Minnesota Battery of Tests, and a hold would be placed on the student's

registration until this step was completed and either an exemption secured or the student enrolled in the appropriate English class(es).

** Recommendation 5

A study of the question of credit/non-credit English as a Second Language courses should be undertaken throughout the University system.

Discussion

Most students who enter the University with a level of English proficiency below that required for exemption from further English work receive such instruction in the English Program for International Students, where classes are given for no credit. Students may take from one to five hours of class per day, five days per week, depending upon their test scores. Students with the lowest levels of proficiency often enroll in the Summer Intensive Program which offers five hours of instruction daily for seven weeks, including a series of sessions devoted to orientation to American life and culture and to the American educational system. An intensive course is also available during the regular school year, but many students enroll in English courses while concurrently pursuing their academic program.

Graduate students have no need to receive credit for these English courses, since they cannot be used for graduation purposes. Undergraduate students, however, would like to be able to use such courses for distribution credits. Furthermore, the fact that General College offers credit for English instruction in its Commanding English program raises the question of inequitable treatment in the minds of students not in General College. Perhaps some arrangement could be made that would allow undergraduate students to obtain credit for those English classes that are beyond a certain minimal level of proficiency.

One further argument for offering credit for such courses is the practice of giving credit for introductory courses in all other languages at this institution.

Holders of student visas are required to carry full-time work as students, and it was through the intercession of the International Student Adviser's Office that permission was received to allow the English courses in the CLA program (actually non-credit courses) to count as three-credit classes so that students taking English can comply with immigration regulations while studying English. Undergraduate students, however, are still unable to count these classes toward distribution requirements since they do not officially offer any credit.

Recommendation 6

An intercampus advisory committee should be appointed to help with questions of language proficiency of international students on all campuses.

Discussion

At the present time only the Duluth campus and the Twin Cities campus have special classes in English for international students staffed by persons who have had training in English as a second language. Therefore, the Committee recommends that the entrance score on TOEFL required for international students at the other campuses be maintained at the 550 level, which is the generally agreed upon score required at most institutions where special English instruction is not available, and that an advisory committee be established to offer advice to coordinate campuses as requested.

Recommendation 7

A careful review should be made of information sent to international students and to prospective TAs to ensure that language requirements are clearly defined.

Discussion

If special requirements for testing or stringent testing requirements are to be followed for foreign TAs or for international students in general, a clear indication of this should be provided for prospective students and TAs.

Recommendation 8

Data should be collected on international students including among other items, country of origin, TOEFL (or Minnesota Battery) scores, English courses completed (if required). Such information should be accessible to the International Student Adviser's Office for evaluation and follow-up studies.

Discussion

In order to suggest changes in present policy or to develop new approaches to the problems relative to language competence, there is need for as much information as possible on the international student population at the University (all campuses). Such information should be continually updated. It is essential also that these data be made directly accessible to the International Student Adviser's Office.

The Committee recommends that a computerized data bank be instituted where information on all international students can be stored and from which information may be retrieved for study. From such data proper follow-up studies can be undertaken which will provide direction for the future.

Recommendation 9

The results of the current Graduate School study committee should be used to reassess standards of proficiency in English required for satisfactory performance for both graduate and undergraduate students.

Discussion

The 550 TOEFL score for admission without further English work is based on national norms accepted by many institutions in the U.S.; however, very little data are available relevant to the relationship between TOEFL scores and academic success. It would be helpful to ascertain what correlation there may be between specific TOEFL scores (or scores on the various sections of the test) and academic success, as it is perhaps measured by such things as grades, percentage of those who completed degrees, statements of academic advisers, etc. In addition, study should be made of the relationship between the academic success of those who took additional required English and those who by their scores were required to do so but did not. It would also be interesting to discover how many students required to take English did not do so at first but were forced to later, either by their advisers or their own choice, and the level of their academic success.

Announcement has recently been made of an award by the Educational Development Program to a group of graduate school faculty to assess the correlation between TOEFL scores and academic success.

VI. COOPERATIVE ARRANGEMENTS

The Present Situation - Problems and Concerns

The University of Minnesota exists to create new knowledge through research and to be of service to the citizens of the state. One of the major functions for which it was designed, however, is to enable citizens of the State to come to one of several campuses, register for courses, study and learn, and earn degrees. There is a centripetal tendency in these arrangements and structures -- the accumulation at a place of faculty, students, curricula, laboratories, libraries, advising and other student services, student financial aid, and a host of other services and activities. Yet there are also centrifugal forces which encourage faculty and students to flee the center, to satisfy curiosity about other places and other cultures, to study abroad, to link with the world of scholars and scholarship everywhere.

The U.S. land grant research universities are inherently sensitive to such centrifugal forces because of their missions to serve the people of their states through development of agriculture, technology, health science and public health services, and community support generally. Yet heretofore we have responded at the State level; the University was not designed to meet centrifugal forces which took students and faculty overseas. We are well prepared to place the student in a class in Minneapolis, but not in Abidjan. The cost of doing the former is a tiny fraction of doing the latter. Furthermore, over the last few decades centrifugal forces (among both faculty and students) have accelerated markedly. Several developments (decolonization, emerging global interdependencies, and shifts in economic

power) have increased the desire and need of faculty and students at this University and from other universities and countries to seek one another out. The needs and activities of the faculty and students have expanded at a rate which has been difficult for the University, with its traditional land-grant history, to accommodate.

In addition, the University has only recently moved toward an overarching longterm planning process, a process undertaken to assure that it continues and improves in fulfilling its missions to the people of the State. The increasing demands on its resources from such wider audiences coupled with the new era of fiscal constraints which now prevails, give a new urgency to setting institutional priorities for future development.

Historically, the decentralized structure which characterizes this University has provided the openness that encourages development. It has led, over the years, to the initiation of several successful cooperative arrangements with overseas institutions, negotiated through the individual initiatives of colleges, departments, and faculty. There have been some problems inherent in such individually negotiated agreements, and there has been no centrally constituted set of policies or plan which could provide guidance with regard to directions. Several factors now converge marking this as the time for new institutional direction in this area. First, the University has gained considerable experience in such cooperative arrangements and is aware of benefits and barriers. Second, the interest in international agreements is burgeoning. Third, with limited resources available, some restructuring and arranging of priorities is essential. Finally, the institutional planning process now underway affords the opportunity.

In the absence of institutional direction, the University has sought in ad hoc ways to accommodate to student and faculty needs through individual arrangements and by new administrative procedures on campus. Agreements have been signed at departmental, collegiate, and University levels. General exchange agreements usually concern individual and cooperative faculty research, teaching, and consulting; library and materials (e.g., germ plasm) exchanges; and may also include graduate and undergraduate student exchanges. The ways in which the University has been able to respond (constraints overcome and constraints not yet overcome) can be described for two general topics: a) student exchanges and study abroad cooperative arrangements, and b) general exchange agreements emphasizing faculty exchange.

Student Exchanges

With regard to student exchanges, the cooperative arrangement of longest standing is that between the University of Minnesota and the Free University of Berlin which has operated successfully since 1952. The program provides for exchange of one student each year. Funding is provided by the Student Fees Committee for the University's share of the exchange costs. The program is administered through the International Student Adviser's Office. In recent years, several international offices, the International Study and Travel Center (ISTC), the International Student Adviser's Office (ISAO), the Foreign Studies Office in CLA, the Office of International Programs (OIP), and the International Student Adviser Office (Duluth Campus), have been cooperating rather closely and by design to improve student exchange opportunities. Of particular note is the International Student Exchange Program (ISEP), a multi-lateral agreement that

gives University students over 75 universities overseas to choose among for study abroad.

A range of special considerations surrounds overseas study for University of Minnesota students, from arrangements for academic credit to financial aid, to cross-cultural preparation; and from health care insurance and coverage to travel, housing, and other special costs associated with foreign study. Policies and procedures jointly developed by a number of units (ISTC, ISAO, the Office for Special Learning Opportunities [OSLO], Foreign Studies Office, Student Financial Aid, Admissions and Records, and Extension Classes Office of Study Abroad), are now in place enabling students to accomplish most of the special tasks necessary. Two serious constraints remain: first, it is difficult to obtain funding to support reciprocal student exchanges. Second, financial assistance available to the Minnesota student when resident on campus is frequently not available to the student who wishes to study overseas. Ironically, it is University students themselves, through self-levied Student Fees, who provide the lion's share of locally based financial aid for study abroad.

With reciprocal exchange agreements, there is often a question of tuition waivers or the waiver of nonresident tuition rates. Each of these waivers has to be negotiated individually with various units in the University and requires much staff time and effort.

The economy of reciprocal student exchanges, which is based on cost-sharing, should be noted. The University doubles the value of its investment with these exchanges. A Minnesota student is supported abroad, and an international student is supported here for within a few hundred dollars of the cost for an exchange student here, alone.

The non-economic benefits of having student exchanges are important too for their synergistic effects, particularly notable when there has been a long association with an exchange university. Where an exchange is funded by local Minnesota community groups, the members of the community also become linked with the exchange program overseas. An instance of this is the University's exchange with the University of Trondheim. Three local Norwegian associations have provided support, and their members often visit the University of Trondheim when they travel to Norway.

Benefits which affect the campus immediately, ultimately affect the community and the State. Many alumni come in due course to hold positions of great responsibility and power. These circumstances turn out to be of great importance later on. For example, the University's exchange programs in the People's Republic of China have been helped in crucial ways by loyal and enthusiastic alumni who graduated in the 1940s and early 1950s. Some 30 years after graduation they occupy important positions in government, education, and industry, and they are helping to send a new generation of Chinese scholars to the University.

General exchange agreements involving faculty

Cooperative arrangements with universities in other countries can bring great benefit, both tangible and intangible, to the partner institutions. If continued over a long period of time, they foster a network of cooperative activities involving both students and faculty that are extremely valuable. The Department of Chemical Engineering and Materials Science has run a program involving post-doctoral study which has included young faculty in institutions from Argentina, Brazil, Chile, Colombia, Mexico, and Venezuela. In addition, faculty in CEEMS teach and do research in universities

and institutes in these countries. The program, begun in 1969, has built up a large network of scholars who know and work with one another. This program is very unusual.

Cooperative arrangements with educational institutions overseas are relatively new phenomena. University agreements abroad have been limited and have generally been in the nature of contracts or arrangements with foreign governments or U.S. federal agencies to provide training for an identified group of students in a specific area of study, usually agriculturally related, e.g., the contract Waseca recently had with Nigeria. Some research or service agreements, related to faculty members' disciplinary interests, have also been arranged with foreign governmental agencies or organizations. But bilateral agreements with universities abroad for purposes of exchanging instructional and research activities, and usually involving students as well, are only now blossoming. As recently as August 1979, the University had only four bilateral exchange agreements, although over the years some 30 proposals from nearly as many countries had been considered.

With the return of the First University of Minnesota Delegation to the People's Republic of China (PRC) the University began to enter into bilateral agreements. As of April 1982, the University had signed agreements with over 30 universities and research institutions, about half of them with institutions in the PRC. Details on these arrangements are in the Appendix listing. Several other agreements are being discussed (Niigata University, Japan; Humboldt University, German Democratic Republic; University of Munich, Federal Republic of Germany).

Increasingly, universities overseas are seeking bilateral agreements, and more and more the University of Minnesota is being asked to enter into

general, all-university agreements. Other countries are less willing to consider unilateral programs, but insist on reciprocity. Given the human and environmental consequences of continued increases in poverty in developing countries from whence many of the proposals for agreements originate, it is important for this University to make special efforts to provide international developmental education for students, both international and domestic. Such efforts might capitalize on and build from the ISEP exchange programs involving universities in developing countries.

Cooperative institutional arrangements work well under the following circumstances:

1. There is a clearly defined objective or purpose;
2. The activities are simple, specific, and mutually beneficial;
3. The locus of responsibility in the partner institutions is unambiguous;
4. Funding for the activity is assured year to year.

These criteria apply to student as well as to the institutional exchanges also involving faculty. Lack of one or more of these conditions leads exchanges into problems:

1. Lack of funding. It is particularly difficult to obtain funds from foundations and the private sector for all-University exchange programs which, almost by definition, are less focused than most projects for which the University seeks funds.

2. In the absence of funding held centrally, intercollegiate and interdepartmental disputes may arise as to who should bear the costs and derive the benefits of exchanges. The problem can be illustrated by the new exchange agreement with the University of Iceland. Interests in the two

institutions are not perfectly balanced. Faculty and students at the University of Iceland are interested mainly in nursing, American studies, and engineering, whereas University of Minnesota faculty and students are interested in Old Icelandic, geophysics, and sociology. Individual departments will pay for exchanges only where the benefits are directly in their own interest. Yet the University does not retain funds at a collegiate or University level to encourage exchanges which overall are beneficial to University faculty and students. All-university exchange agreements labor under a permanent structural difficulty.

A special problem arises in carrying out cooperative arrangements with institutions in countries which have non-convertible currencies. Institutions in such countries usually offer to pay in-country costs of people visiting them and ask that the same be done for their visitors to the University of Minnesota. The University, with its decentralized approach, finds it difficult to secure funds to pay local costs for visitors.

3. Where University interests in an exchange are general and multiple, it is difficult to determine what precise program should be pursued, who should participate, who should decide who should participate and how scarce funds should be allocated, and how the success of the program should be evaluated. For each exchange, a faculty committee (with student membership) should decide on educational matters, yet faculty committees sometimes cease to be active and the exchange program founders. Faculty are essential for judging the educational benefits of proposals for cooperative arrangements, but a wider involvement of University administrators and staff is needed in the selection process to determine which particular program will be pursued. It

is essentially impossible for these program requirements to be met by the Director and staff of the Office of International Programs.

4. Where there is not a clear basis for reciprocity, institutions seeking to invite University faculty to teach and asking to send their faculty for study and research pose a problem, for it is hard to see the benefit for Minnesota faculty and students.

5. There needs to be better quality control over exchanges, a system which ensures:

- a. That faculty who will benefit and reflect credit on the University engage in the exchange;
- b. That the exchange involves those departments in the respective institutions which have something of value to bring to the exchange;
- c. That high standards of academic excellence are fostered;
- d. That there is proper consultation with affected units and University governance procedures are followed, particularly if award of degrees is involved by either (any) of the participating institutions;
- e. That the University is satisfied that academic freedom for students and faculty exists in any institutions with which the University signs an agreement; and
- f. That there is a clear University policy on promotion, tenure, and other rewards for faculty who serve overseas under cooperative arrangements with other institutions, one with real incentives for faculty to engage in international activities.

6. Resistance to having faculty teach at institutions with which the University has agreements, unless the costs are paid by the host institution, poses a problem. In some cases it may be possible to justify use of University funds to pay Minnesota faculty to teach at an agreement institution. No funding source is available, however, to support such activities and such uses are viewed as not appropriate for those faculty awarded single quarter leaves, although sabbaticals are one possibility. Most of the travel funds at the University are dedicated for use in research and for attending conferences.

National Organizations

Cooperative arrangements with U.S.-based international organizations vary in cost and value to the students and faculty. Examples of national organizations are the Council on International Educational Exchange (CIEE), the Midwest Universities Consortium for International Activities (MUCIA), the International Research and Exchanges Board (IREX), the Institute of International Education (IIE), the International Student Exchange Program (ISEP), and the Organization for Tropical Studies (OTS). Opportunities to promote University international objectives through these agencies should be reviewed and priorities regarding participation level determined. Where the scope of activities is clearly University-wide, cost of membership (dues and travel to meetings) should be borne centrally. Where the value accrues to a department or collegiate unit, the benefiting unit should meet the costs of membership from its supplies, expenses and equipment budget.

The University also engages in cooperative bilateral and multilateral arrangements with other universities (e.g., the University of Kansas) and with regional consortia (Higher Education Consortium for Urban Affairs),

which makes programs more cost effective for institutions and for students. Additional opportunities of this nature should be explored.

Federal Contract Arrangements

The University of Minnesota, and especially agriculturally related programs, has long-established federal training grants which bring in international students.

The U.S. initiated a broad program of technical assistance to developing countries following World War II. One important component in a program of economic development has been higher education and training in food and agriculture. To meet these educational demands, the U.S. Department of Agriculture assumed general responsibility for administration of trainee programs. Based upon existing cooperative arrangements with land grant universities, the Department of Agriculture developed a network of participant universities to train students. This system has in general functioned effectively and smoothly in facilitating the educational objectives of participants sponsored by the Agency for International Development (AID), the United Nations Food and Agriculture Organization (FAO), and others.

The more recent establishment (1975) of the Board for International Food and Agricultural Development (BIFAD) has given land grant universities a closer working link to AID for collaboration with Third World countries. With this development has come an increased number of university/U.S. government contracts for technical assistance and institutional development which usually contain training components. Consequently, U.S. universities, both individually and collectively, have greater opportunity to negotiate the terms for participation in programs and to recover costs of services provided in the administration of education and training.

At the University of Minnesota, recovery has been instituted for some direct costs associated with sponsored individual participants. The Office of International Agricultural Programs encouraged the adoption of a special administrative services fee, levied for the first time in 1981-82. This fee is assessed international students supported under contractual arrangements with sponsoring agencies. It covers special administrative or management services beyond those normally provided. The fee should be reviewed periodically. It might well be employed by other units as a mechanism for providing efficient and effective programming to sponsoring agencies seeking assistance with program affairs.

The network of cooperative agricultural universities provides an effective linkage frequently used by participating universities in placing their "contract participants" and for providing cost effective program monitoring similar to that provided participants on our own campus. These linkages should be maintained and enhanced when beneficial to our purposes.

Cooperative agreements when they work well are exceedingly beneficial to those who participate in them and the University community also benefits. University-level agreements that are not supported by funding from central administration are unlikely to work satisfactorily and risk alienating and frustrating faculty and students at both institutions. It should be University policy to enter into cooperative arrangements only if the arrangements are likely to work and not be compromised by structural impediments like those described above. With good policy and procedures the University can achieve student and faculty exchanges of immense value for the participants, the University and the State.

Recommendations for Cooperative Arrangements

Recommendation 1

An administrative review of international cooperative arrangements should be conducted to establish criteria, procedures, and governance for agreements between the University and other institutions.

** Recommendation 2

The committee structure for international education should be reviewed and streamlined.

Discussion

There are many University committees with international responsibilities which have overlapping mandates and resultant duplication of effort. To the extent possible, the committee structure for international education should be streamlined and duplication minimized.

Recommendation 3

All formal University exchange agreements must be approved in advance by the Academic Vice President and the President.

Discussion

Exchange agreements involving departments and colleges and campuses, as well as those at all-University level, require advance approval to assure that they meet University criteria and fit into planning objectives. Individual faculty arrangements for consulting, research, etc., would be subject to those normal clearance processes for faculty.

These agreements must include an impact statement, showing the effect of the agreements on other programs and services of the University. A plan for cost recovery to support added demands on other units must be built in.

** Policy issue

Recommendation 4

When the administration of contract arrangements or special international student programs requires special and non-routine services, these should be provided on a fee basis, with fees distributed to the service providers.

Recommendation 5

The Office of International Programs will serve as the central coordinating unit for all international inter-University agreements.

Discussion

The OIP must be involved in the development of the proposals and the evaluation of impact statements. Copies of any proposed agreements involving departments or collegiate units or campuses must be sent to the Director of the Office of International Programs for prior review.

Recommendation 6

Funding should be sought to support all-University exchange agreements, and procedures for distributing these funds should be developed.

Discussion

Since all-University exchange agreements cross departmental and collegiate lines, their implementation would be greatly facilitated if funds were held centrally to help underwrite costs.

Recommendation 7

The University should pursue agreements with other institutions that enhance and support University priorities and that are of mutual interest to both institutions.

Recommendation 8

Certain international units on the Twin Cities campus should be housed together and more centrally located on the East Bank.

Discussion

The widely scattered housing arrangements for international education units, especially the Office of International Programs and the International Student Adviser's Office, and the separation of language and area studies departments, inhibits communication among units. Such communication is important in furthering international education objectives of the University.

** Recommendation 9

The University faculty should review and make a policy decision regarding the value toward promotion and tenure of faculty participation in international scholarly activities.

Discussion

One deterrent to faculty involvement in the international educational effort is the perception that it has no positive weight in promotion and tenure decision. If the University is to become truly international in its efforts, then faculty contributions in this area will need favorable consideration.

Recommendation 10

An international perspective in educational activities should be encouraged as an integral part of the agenda for the University in the Second Planning Cycle.

Recommendation 11

International student exchange programs should receive greater visibility and permanence.

Discussion

Greater faculty involvement both in encouraging Minnesota students to participate in international student opportunities and in recognizing the presence of international exchanges here constitutes one important support. When student exchanges are linked to faculty exchange with the same institutions, the faculty role is particularly crucial. To support student exchange efforts, new funds from private sources are needed. In addition, funding patterns for international student exchange programs merit continuing review for effectiveness and efficiency.

VII. GOVERNMENT AND COMMUNITY AGENCY RELATIONSHIPS

Overview

International student programs are shaped, to a considerable degree, by events and factors external to the University of Minnesota. The most significant external relationships are those in the following five areas:

- . community programs and agencies,
- . U.S. government agencies (including Immigration and Naturalization Service, Internal Revenue Service, International Communication Agency, Agency for International Development, State Department),
- . foreign governments/agencies,
- . professional associations,
- . agencies sponsoring international students/scholars

The University must maintain sound working relationships with representatives of these agencies as well as be prepared both to make suggestions for and to respond to new policy and procedural changes. To carry out these activities, the University must constantly examine these external events, activities, and policies in order to assess their impact on the institution. The fundamental point is that international education and international educational services at the University of Minnesota operate within the context of pressures and constraints imposed by these external agencies.

Current Situation

This section discusses the nature of the impact that external agencies have on the University and highlights those agencies which have the greatest

bearing on international education or services (see Table VII.). Attention is called to consequences for the University in financial, administrative, policy, and programmatic terms. Certain functions performed by University staff are mandated by these external agencies and others are seen as necessary though not necessarily mandated. In terms of mandated functions and staff time, the actions of the Immigration and Naturalization Service are most significant, followed by foreign governments and sponsoring agencies. Many parts of the University are affected by these constraints, with ISAO probably carrying the heaviest burden.

The major areas of impact are in:

Administration: University procedures must be developed or changed in response to changing or new regulations; this often requires development of new documents, new forms of advising, and additional workload.

Staff-relations: As policies and procedures change, University staff members may find themselves in new work-relationships. Staff relations can be negatively affected by such things as required increases in workload in dealing with international students or staff, the need to acquire new competence in such areas as cross-cultural awareness or knowledge of law and the pressure to extend beyond the traditional work role.

Staff-student relations: University staff working with international students and scholars must interpret new rules and regulations to them, must respond to problems created by home country situation and so forth. New rules and rule changes often create stress between University staff and students.

Financial: Costs for administration are increased as changes in laws and regulations require more staff time.

University-external agency relations: University staff members interact with representatives of many agencies and may find themselves in adversary relationships at times. These relationships, particularly with the INS and the State Department, are extremely delicate and care must be taken to insure good working interactions; some changes in regulations can have the effect of dramatically altering relationships.

Programmatic: External events can affect University programs. For example, should another nation decide to sponsor a large number of its students to attend the University, this would have implications for instruction, support services, and staff training.

Policymaking: As a major participant in international educational programs, the University must monitor the external situation to anticipate how its programs might be influenced; for example, recent proposed budget reductions in the ICA threatened many Fulbright programs and, therefore, many University staff reacted to these proposed changes by writing their congressional representatives.

These are some of the ways in which the University can be influenced by external events. The current situation is one of great complexity and constant change, with changing patterns of international relations, shifting priorities within American higher education, and changing demographic features of the international student population.

Problems

Some of the major problems associated with each type of external agency cited above and described in Table VII. are examined in detail below. Examples of each type are discussed.

TABLE VII.

Agency	Nature of Contact	Nature of Impact
I. Community		
1. Minnesota International Center	Joint home-stay, reception, speakers bureau, visitors, community education, out-state programs.	ISAO staff time, coordination, training, competition
2. Colonial Dames Scholarship	Help raise funds, education of Society members.	Staff time ISAO and OSFA, competition for funds, cultivating.
II. U.S. Government		
1. Immigration and Naturalization Service (INS)	Individual cases of foreign students re: extensions, work permits, full course of study, violations, change of status; individual cases of foreign student faculty and medical personnel: extensions, change of status, petitions; general issues of rules enforcement, investigations, release of information; special problems of Sec. 212.	On individual students, faculty, staff; on University departments, on programs (e.g., Chinese); on payroll.
2. State Department	With East-West division, civil rights division, refugee division, visa and security division.	On students, staff, faculty, departments; domestic and international; original petitions and appeals.
3. International Communication Agency	Individual students and faculty re: Exchange Visitor program, some medical doctors; waivers; approval of J programs, transfers.	On individual scholars, departments, Fulbright programs, China program, IREX program, Fulbright Orientation Center, other national programs (e.g., NAFSA, field service, port or entry services, etc.).
4. Agency for International Development (AID)	Individual AID participants; NAFSA liaison committee; campus programs on development and poverty.	On individual students, departments, home governments, ISAO staff.
5. Internal Revenue Service	Individual cases of resident and non-resident tax problems, returning aliens, exit permits; litigation; rulings.	On individual scholars, departments, payroll, ISAO staff.

Agency	Nature of Contact	Nature of Impact
6. Housing and Urban Development	Individual students and scholars; landlords and housing director Commonwealth.	On U.S. and foreign families, minorities, ISAO staff, Congressional interest.
III. Foreign Governments		
1. Nigeria	Federal governments, state governments, Nigerian Embassy and Nigerian Consulates, several different kinds of grants, many different requirements; individual students, associations, alumni, NAFSA, other colleges and universities, exchange of currency.	On all agencies, individual students, their full course of study, financial aids, University staff.
2. Tunisia, Malaysia, Norway, W. Germany, Uruguay, Hungary, China	Ministries of Education, Embassies, universities with exchange agreements.	On selection, recruitment, and orientation of students; on University departments, donors and funding agencies; scholarships.
3. Iran, Libya, Ethiopia, Uganda, Liberia	U.S. Government agencies, NAFSA, foreign Embassies and intermediaries, individual students and their organizations.	Entire University and community, often international impact; factionalism among students; ISAO staff, foreign student organizations.
4. All foreign governments	Foreign Embassies, government agencies, employers of scholars, Consulates, INS, banks, individual scholars.	On leaves of absence, employment, military status, currency flow, conflicts of jurisdiction, individual scholars and University departments, ISAO staff.
IV. Professional Associations		
National Association for Foreign Student Affairs; International Society for Educational, Scientific and Cultural Interchanges; Society for Intercultural Education, Training and Research; Communication Associations	With governing boards, committees, sections on national, international and regional level; issues of government liaison, funding, standards, research, policies; individual cases of scholars.	participation in policy making; professional development of ISAO staff; liaison with all other U.S. programs.

Agency	Nature of Contact	Nature of Impact
V. Sponsoring Agencies		
1. IIE; others	IIE, AAI, ODC, LASPAU, Foundations, U.S. and foreign governments, etc. -- some 200 sponsors, private and public. By mail and personally, with national and regional representatives, regarding individual scholars, their grants, renewals, placements, termination. Also programs (e.g., Orientation Centers).	On individual foreign scholars and their families and employers; on U.S. scholars because of reciprocity; on U of MN departments and individual faculty; ISAO staff.

1. Community Programs and Agencies

In the field of international education, University staff work cooperatively with representatives of many groups, generally toward similar goals.

The Minnesota International Center is a major community group close to home, which shares housing with ISAO on the East Bank. It is essentially a volunteer organization which depends on its income from membership dues, corporate donations, contracts for services, and legislative subsidy as a semi-state agency. As such it shares the benefits and the drawbacks of other volunteer groups. It faces problems of maintaining volunteer enthusiasm, volunteer "burn-out," and diverse personal volunteer agendas for becoming involved in international educational activities. At times these agendas may conflict with University aims, priorities, and policies. For example, pressures to socialize draw students away from academic efforts.

The University and MIC have a close relationship and the University relies on MIC to help in handling its international visitors. At the same time, University community contacts and interests are broader than those represented by MIC; through the Twin Cities International Program, the Hubert H. Humphrey Institute of Public Affairs, CURA, and other programs, the University deals with the community on international issues. Again, the University is not the only group with which MIC interacts; it assists a range of public and privately sponsored community groups to find hospitality for their international visitors. To the extent that it is an important complement to University activities, the University is indebted to MIC. There are several ways in which the relationship could be made more effective. One is through a review and possible reorganization of the working

relationships, another is through seeking additional recognition in the form of support for the contributions that MIC makes to the University. The building they occupy could be made available free of charge. Currently the University charges a modest rent. Only minimum maintenance is provided, and there has been no assistance with furnishings.

The Colonial Dames exemplifies another type of private group. They have supported a scholarship program for international students for many years. Problems in recent years have developed as a result of the matching funds from the "Foreign Student" bill of the State of Minnesota, differences in funding philosophies within the University, and the limitations of the Society members in regard to funding decisions. But the greatest concern is with encouraging the long-standing interest of this group in continued participation and giving. This group is an example of a number of community organizations which contribute to scholarship support funds, and which play an active role in making their contributions to the selection and support of recipients.

2. U.S. Government Agencies

Immigration and Naturalization Service: The rules and regulations promulgated by the INS have a profound impact on the University. Also, the manner in which the St. Paul INS office conducts its business affects the University. The most common problems are: student complaints of poor treatment at the hands of INS officials; delays in processing petitions which result in anxiety among international students/scholars and also cause them to spend much time with ISAO staff following up on their cases; problems between departments and ISAO caused by regulations that departments view as unnecessarily time-consuming and unreasonably bureaucratic but which

must be dealt with; problems between ISAO staff and students caused by the need for ISAO staff to inform students of rules, interpret regulations, report to INS about failures of students to carry a full course of study. Changes in INS regulations require changes in University procedures on matters of international student employment, financial aid and so forth. With changing INS regulations, responsibilities for the University are increasing.

International Communication Agency (now redesignated U.S. Information Agency): ICA is the major U.S. agency involved in international educational exchange. It also administers the Fulbright program and occasionally funds private innovative programs, such as the HHH Institute North-South Fellows program. Its policies are influenced by changing international relations and political considerations. Exchange programs often find themselves victims of new political realities, and program administrators on campuses feel the effects. For example, the events in Afghanistan two years ago caused the ICA to terminate abruptly the U.S./U.S.S.R. exchange program and Soviet scholars were required to return home immediately.

Other problems include the uneven administration of exchange programs, some of which are handled by ICA staff directly, others of which are handled by other governmental or contract agencies. Finally, ICA funding for exchanges has been severely threatened during the Reagan administration, causing international education professionals to spend considerable time generating support for programs now in jeopardy.

Agency for International Development: U.S.A.I.D. sponsors international students to study at U.S. universities and supports the Title XII program designed to assist universities in the international dimension. The major problem areas are: the inconsistency in the extension of grants,

leaving universities with serious long-range planning problems; problems with identification of appropriate programs for students; difficulties with non-degree, short-term technical training programs (i.e., students generally seek degree objectives); the gap between sponsored and unsponsored programs; confusing administration of programs whereby some campuses may have several AID contact agencies on campus. Because of the specialized educational objectives of AID-sponsored students, international student offices often find that advisers are spending a considerable amount of time working with AID students, particularly students who have broader learning objectives, who wish to acquire occupational experience and who, in these and other ways, feel constrained by the program.

In addition, while AID has had some funds available for innovative international educational programming on campus, such funds have been generally limited for use by AID-sponsored students.

Finally, administrative responsibility for AID students is located not only within AID, but also within other agencies, both in Washington, D.C., and in the universities, causing communication problems for campuses.

Internal Revenue Service: Tax laws are very complex because of tax treaties between the U.S. and individual nations and because of the unique status of foreign nationals in this country. Social Security rules in relation to tax and visa regulations are ambiguous. State and federal tax laws are interwoven and complex. At the University level, serious problems have occurred in the Payroll Office when international students and staff are attempting to be placed on the payroll, although these concerns appear to have been resolved.

Foreign Governments

Students from more than 105 nations are currently studying at the University, and each of their home governments operates with specific rules and regulations regarding such things as currency exchange control permits, military status, scholarship programs, passport and visa rules, and reporting requirements. The University must be aware of these rules and regulations, and must be responsive to student requests for assistance vis-à-vis home country rules. There are often conflicts between students and their governments in the interpretation of rules. There are delays by the home country in extending passports and the like. There are problems caused by changing personnel and rules. One of the most difficult problems for the University is related to release of information about students as requested by the home country. U.S. law, Minnesota State law, and Regents' regulations are very restrictive on the release of information, and although the student may wish the University to help expedite matters, procedural or policy barriers may inhibit such assistance.

One of the most serious problems occurs when there is a political upheaval abroad. Students can be left adrift, deprived of prior financial support, and uncertain even about their personal safety should they return. A substantial amount of advising time is involved with these issues. Moreover, where political problems involve U.S./home-country relationships (e.g., the Iranian case during and after the revolution), the situation can become extremely tense and complex. In these circumstances, students can become depressed, anxious, and fatalistic. They often require intensive counseling of a personal nature which goes beyond the advising related to more routine situations.

Two examples which show these problems clearly are Nigeria and Iran. Nigeria is spotlighted because of the unusual problems U.S. universities have had in collecting tuition and fees for government-sponsored students, a problem of major magnitude because of the large number of Nigerians in the U.S. The Nigerian government has proven less than responsive to the needs of its students abroad and quite uneven in administering its programs of support. Similarly, the U.S. government has been less than resolute in an effort to maintain good international relations. Consequently, the University spends an inordinate amount of time on Nigerian student concerns. Included, for example, are efforts to collect tuition from the Nigerian government, assistance to students in securing their living stipends, and assistance to privately sponsored students to secure exchange control permits.

The problems of Nigerian students cover every area: finances, health coverage, interpersonal relationships, status, employment, academics, relationship with ISAO staff. These problems are more obvious because Nigerians are here in large numbers, but they are also more pronounced because of the policies of the Nigerian government.

The Iranian case is highlighted because it reveals how dramatically foreign events can affect the situation in the U.S. The revolution and subsequent hostage crisis were unprecedented; the University, in particular ISAO, was soon besieged by the news media seeking its opinions, interviews with Iranian students, etc. Anything which University staff might have said could have been sensitive, even detrimental. It was often a "no win" situation for the University. Iranian students, in their anxiety, reacted to these crises and to the media in ways that were not always appropriate. The situation was confounded by the fact that Iranian students had their

funding cut off and became disproportionately represented among the financial aid applicants. There was a massive funding emergency, and the University had no way of responding effectively to it.

In many respects, the Iranian hostage crisis challenged the University, and an extraordinary amount of staff time was required to resolve some of these problems.

The major problem associated with the official University exchange programs (e.g., Tunisia) concerns fundraising and maintenance of existing funding. For each of the ten programs, the University currently receives approximately \$5,000 through a variety of sources, but spends the equivalent of one full-time professional staff member to administer the program. The serious problem of funding -- shortages, staff time spent in fundraising, competition with other worthy programs -- restricts the University's ability to establish new exchange relationships and affects adversely existing programs.

Professional Associations

In general, the University of Minnesota is seen as a leader in the international education field and, as such, is deeply involved with the major professional associations working in this field. In recent years, however, ISAO staff, for their part, have found association participation to be far more costly and, although required, both time consuming and increasingly more difficult to manage in the context of other demands. There has been only very limited University support for international educators to participate in the professional organizations. At the same time, the associations are in much need of strengthening and the help of seasoned international educators is needed. Issues have also emerged that have split

the membership, and the professional associations such as NAFSA have often taken positions on international educational matters that have been highly controversial.

The University of Minnesota's international educators have a role to play in NAFSA, SIETAR and related organizations and conversely depend on them for assistance in resolving local problems.

Many higher education professional associations and organizations deal with international education and international student issues, in addition to those for whom that is the central focus. The University is represented in many if not most. Examples are the American Association of Collegiate Registrars and Admissions Officers, (AACRAO), the American Council on Education (ACE), the National Association of Student Personnel Administrators (NASPA), National Association of State Universities and Land Grant Colleges (NASULGC), Council of Graduate Schools (COGS). Each group addresses concerns from a somewhat different perspective. Mechanisms for sharing information and new developments across the many units that have interest in this area are not well-structured. Such exchange could be facilitated through the development of a better articulated central University mechanism for coordinating international activities.

Sponsors of International Students

A major distinction must be made between private sponsorship and formal agency sponsorship. The former refers to support outside of official sources, e.g., family, relatives as sponsors. The vast majority of international students are privately sponsored rather than formally sponsored by an agency, government, or organization. Not surprisingly, many of the University's problems occur with privately-sponsored students. The major

ones are excessive bureaucracy regarding exchange control permits, costs and problems of communicating with the sponsor, and conflicts over objectives between the sponsor and the student. ISAO staff do a considerable amount of advising related to relationships with and procedures concerning sponsors. As students from countries unfamiliar to international student advisers (e.g., South Africa and China) begin to arrive in larger numbers, new problems emerge. International student advisers must acquire quickly an understanding of the sponsorship regulations.

Recommendations for Government and Community Agency Relations

Recommendation 1

The University's mechanisms for dealing with external agencies should be examined to assess the effectiveness of the mechanisms and to institute appropriate changes.

Discussion

There should be a reexamination within the University of existing governance and committee structures as well as committee memberships, in order to determine whether the organizational structure is as effective as it might be to deal with external agencies. The complexities of the University's relationships with the various external agencies are such that hard and fast recommendations without further University-wide review would be inappropriate. Administrative and policy recommendations should be the result of deliberations by a larger, more representative body.

Recommendation 2

Questions concerning release of information to U.S. government and sponsoring agencies should be resolved and legitimate concerns recognized.

Discussion

There is conflict between University policies regarding release of information and the legitimate rights of U.S. and foreign governments and outside agencies to information about students. The University and the students involved should have a clear understanding of the consequences of providing or failing to provide requested information. University procedures for permitting students to approve release of information should be reviewed to see whether they adequately accommodate needs. Although University, state, and federal policies must not be contravened, there are alternative steps that sponsors can take if students choose not to cooperate. Additionally, when requests for information seem to be inappropriate, unreasonable, or downright illegal, the University has a responsibility to seek to turn them aside or to look for other methods of providing assistance to legitimate inquirers.

Recommendation 3

University record-keeping for international students should be upgraded and the responsibilities for reporting designated, in order to expedite required University reporting to government agencies.

Discussion

U.S. government agencies and other agencies impose extensive reporting requirements on the University and required data are not readily available. There is a need to upgrade University record keeping, as well as to clarify the responsibilities for reporting among University offices in order to expedite reports.

Recommendation 4

University procedures related to financial arrangements with foreign governments, agencies, or individual students should be clarified.

Discussion

The University should determine the point at which international students will be dismissed for nonpayment of fees. Mitigating circumstances under which extensions would be allowed should also be defined. Nonpayment of contractual obligations by foreign governments, as indicated above, is a source of many problems for the University and for students involved. It may be that for all or specific groups of students, payment in advance should be considered. A related matter is the question of enrollment policies for international students entering without evidence of sufficient funds. This should also be clarified.

Recommendation 5

The scope of participation in national and regional international student organizations for the University generally, and ISAO in particular, should be decided.

Discussion

Opportunities and requests to participate exceed available resources of budget and staff time. Some participation is essential for staff development, for University interests, and for professional assistance given and received, but there is recognized need to set priorities for organizational involvement in keeping with an appropriate level of supporting resources.

When organizational membership is on behalf of the University as a whole, there ought to be consideration of central funding to cover costs of participation. If the association relates specifically to a unit, then membership costs should be borne by that unit. Specific responsibility for University participation in any association should be assigned to individuals or offices.

Recommendation 6

University staff participate in a number of professional associations that address international education concerns. Ways should be found to facilitate the sharing of this information among University staff members.

Discussion

International education issues are discussed in a multiplicity of forums, and it is not clear that good cross-communication exists either among the associations or among the University members involved in these various groups. Such communication is obviously important for a consistent and informed University position regarding international education.

VIII. INTERNATIONAL STUDENTS AT THE COORDINATE CAMPUSES

This report focuses heavily on the situation at the Twin Cities Campus. That is where over 90% of the international students and scholars are in attendance, and where the size and complexity of the organizational structure lead to the greatest number of concerns and questions. The other four campuses of the University at Crookston, Duluth, Morris, and Waseca, do have international students in attendance, but except at Duluth, the numbers are small for a variety of reasons.

Thus, while the general policy guidelines apply to all campuses of the University, the actual enrollment situations are governed by different campus objectives and support service structures. Provosts and staff members at each of the other four campuses outside of the Twin Cities have commented on the substantive issues addressed by the Committee, and their responses are included as an appendix to this report. A brief statement of the special situation on each campus is presented here. Several recommendations follow.

University of Minnesota, Duluth

The Duluth campus has an excellent, although small, student support program for international students. About 150 of the campus' 7,500 students are from foreign countries. These students are enrolled in undergraduate education. With the exception of a group of 25 to 30 Japanese students, the international students reach Duluth through word-of-mouth reports from their fellow countrymen. UMD participates with other colleges in the northeastern part of the State of Minnesota and western Wisconsin, in a program to attract the Japanese.

Coordination of admission, orientation, advising, and trouble-shooting for UMD's international students is handled by the international student adviser office, and the one adviser maintains close contact with all of the students. Students lacking skills in English communication enroll for credit in courses taught by experts in English as a Second Language. Faculty advisers in the students' major departments have been willing to provide the extra support these students need.

The favorable student-staff ratio and relatively greater diversity of the international student population, without the large concentrations from single countries, serve to mitigate some of the isolationism of various groups noted in the Twin Cities. Because most international students at UMD live in University residence halls, the international students tend to associate more with the Americans. At the same time, the greater isolation of the area from a more diverse ethnic population leads to other considerations in advising and counseling these international students.

Duluth shares with the rest of the University the problems of providing financial aid to international students. About one-third receive some form of financial support from the University.

The matter of an international perspective in the undergraduate curriculum is an issue at Duluth, as elsewhere in the University. UMD has instituted a year-long Study Abroad program in Birmingham, England, with UMD faculty accompanying UMD students overseas and providing the course instruction on the Birmingham campus. Duluth is looking to make that a reciprocal exchange.

The suggestion has been made by Duluth that UMD accept more of the University's entering freshmen, providing them with the basic introduction to life in the United States and at the University, prior to their transfer

to the larger, more diverse, and hence more threatening atmosphere on the Twin Cities campus. Possibly student achievement rates would improve through such a two-step procedure.

University of Minnesota, Morris

The excellent, small liberal arts college of the University at Morris, with an enrollment of about 1,600, has a strong interest in providing its students a truly liberal education, and encourages them to incorporate study abroad opportunities in their individual courses of study. At the same time, it has adopted a deliberate policy of not seeking international students. There is a handful of students who enroll through word-of-mouth advertising. However, the administration at Morris has concluded, reluctantly, that while it welcomes those students who meet its admissions criteria, it truly cannot afford to provide the margin of extra effort which international student services require. There is no program in English as a Second Language, and there is no specialized international student adviser. Plans are under way to involve faculty members more fully in advising international students and to see that they are provided more complete educational and social support services. Thus, while Morris is working to improve the assistance it affords its international students, there are no plans to recruit additional numbers.

Like other campuses, Morris has had some problems with uncollectible debts accumulated by international students.

University of Minnesota, Crookston and Waseca

The two-year Technical Colleges at Crookston and Waseca have primary missions to provide agriculturally-related technical education to their students. Both campuses enroll primarily Minnesota students, but both have programs of interest to international students, especially from developing

countries. The technical and applied nature of the programs holds special appeal for those areas where agriculture is just moving into contemporary methods of production and marketing. For a number of reasons, providing instruction and supportive services to international students at Waseca and Crookston is problematical.

First is the matter of financial aid, and specifically tuition scholarships. The lack of available scholarships is cited as the greatest barrier to increased enrollment. Another major concern is the provision of supportive services themselves. Enrollment at each of these campuses is approximately 1,000 to 1,200 students. There is neither the expertise, nor resources to afford instruction in English language, and hence the initial competency in English is a major concern. At Waseca particularly, culturally and ethnically different students face a real challenge in adaptation. The city of Waseca is a relatively small community, dominated by the University there, and sits in the center of a conservative farming area of the state. Crookston, also located in a major farming area of the state, shares some of the same problems, but is somewhat more diverse being in a larger community and closer to other metropolitan areas.

The University of Minnesota, Crookston, has had contractual agreements with Saudi Arabia to train students in a program including time at Crookston and time at home. At the present time, there is no agreement in effect, although Crookston has an exchange program with the U.K. and both Waseca and Crookston are involved with the Nigerian Manpower Project. Up to a certain point, such agreements which bring international students to Crookston and Waseca add breadth to the American students' educational experiences and to the ability to conceptualize agricultural issues from an international perspective. Similarly, the opportunity to teach in educational programs

abroad, contributes an important dimension to the faculty member's scope of expertise and understanding which benefits both international and domestic students enrolled at the University.

Recommendations for International Students at the Coordinate Campuses

Recommendation 1

- ** All campuses of the University should provide an international dimension to their students' curriculums with specific international educational and enrollment objectives for coordinate campuses set on the basis of individual campus objectives.

Discussion

The coordinate campuses at Duluth, Crookston, Waseca, and Morris, as part of the University, are governed by the same University policies as is the Twin Cities campus. This includes the commitment to the international dimension of the curriculum.

At the same time, the unique missions of each campus, and the special environment within which each campus functions, argue for a separate set of campus-specific objectives. So, for example, should the University as a whole take the position that a target of 5% undergraduate international student enrollment is a desirable minimum, it may be the case that the ability to provide necessary support services on an individual campus indicates a different campus-specific target.

Or, although diversity in geographical origin is a University objective for its international students, other considerations at a given campus may override this. For example, the specialized capabilities of one of the Technical Colleges may mean that bilateral agreements with one or two foreign governments or institutions will further more fully other institutional objectives in international education. Thus, each campus should

make explicit its own objectives and plans with regard to international education and students.

Recommendation 2

University policy guidelines for supportive services should apply to all campuses, in English language competence, admissions, educational development activities, and so forth.

Discussion

Where ESL programs are not available, either alternative arrangements must be made to provide professional level instruction perhaps in cooperation with other campuses, or students must demonstrate adequate competency in English on written and oral measures. (See the Section V. on language competence.)

Recommendation 3

Greater cooperation among all campuses in international student programs should be fostered.

Discussion

Attention to the objective of greater coordination of the University's international education activities, including those related to international students, must include closer communication with coordinate campuses and attention to their needs and individual objectives. Greater cooperation among University campuses may well yield more successful international student programs at all of them.

Possibilities for using the Duluth campus as a port of entry for selected international students should be explored further.

Recommendation 4

Financial aid for international students, and particularly the number of tuition waivers for some of the coordinate campuses, should be increased.

IX. UNFINISHED AGENDA AND RECOMMENDATIONS

This report focuses on international students and the questions and concerns for academic and student support services that their presence on campus raises. It is primarily an assessment of current practices. The recommendations that are included call, for the most part, for modest changes, building on the perception that in most of these support areas, the University of Minnesota is already quite responsive to international students.

Beyond these suggestions for immediate or early change, there is the need to define a University agenda for international education that includes but goes beyond the presence of international students on campus and that looks at issues from a broad educational perspective. One subsection of the report entitled "Toward University Guidelines" (pp. 44-49, Section II: Rationale and Assumptions: Policy and Philosophy) makes several recommendations to be incorporated in planning for University international educational activities. There are also recommendations for reviewing and perhaps revising the University structure for addressing international education concerns in several sections of the report. (See especially Section III.a., Rec. 1; Section IV.a., Rec. 1; Section VI., Rec. 10; Section VII., Rec. 1; Section VIII., Rec. 1.) These call attention to the importance of clarifying an overall University policy on international education and the presence of international students, as well as to seek more effective structures for addressing international education concerns.

The report, however, perhaps because of its focus, perhaps because of the division of labor and the addressing of the topics in discrete areas,

concentrates heavily on questions from a functional perspective. It is important before concluding to comment on other important educational issues which were not addressed specifically.

Regents' policy, the University's mission statement, and the earlier report prepared by the Council on International Education (International Education at the University of Minnesota: Its Dimensions, Structure, and Problems), all illustrate that the international perspective, including the presence of international students, is integral to the University's missions.

International education is also a theme addressed in the current University planning process by collegiate units. But the concepts of international perspective and international education have substantively different meanings to different University units and constituencies. These differing perspectives are all valid, but do indicate that the University as an organic whole does not have a clear statement of what it means by international education.

Since education -- teaching, research, the development and sharing of scholarly knowledge -- is the primary responsibility of the faculty, it is they who must help to define, to develop, and to inculcate in their students a world view.

Individually, many of the faculty already hold and present what the Committee would accept as an international educational perspective. That perspective or world view sees a field of inquiry as encompassing the ideas and philosophical assumptions of scholars around the world. Granted that the corpus of knowledge may be interpreted differently according to differing cultural perspectives, yet the domain of a field of inquiry incorporates the thinking and the interests of scientists and scholars everywhere. Such

a perspective recognizes the commonalities of scientific objectives and the growing sophistication of scholars in what we have held to be the "lesser developed countries." It also recognizes that the United States and/or the Western World is not the center or the sole source of knowledge and expertise, but that we must prepare ourselves to acquire new knowledge and to integrate that into changing world conditions. It is important to think through what this perspective means for curricular orientation and development and for the educational experience of students. In this analytical and developmental effort the faculty is obviously central.

This report has recommended reviewing the University structure for addressing international education concerns. A different structure and coordinating mechanism could create a forum or means by which an international educational perspective can be explored and encouraged. Other methods by which the University can define and set objectives for international education must also be found. To weave a world view perspective into the fabric of the institution requires the involvement of the total University community.

There are other agenda items flowing from this review also directly related to the educational experience itself. There was no opportunity for an assessment of student reaction, either the quality of the experiences of the international students here or the effects on the American students of learning with their international peers on this campus and abroad. The report also did not incorporate an assessment of faculty perceptions of the consequences of having international students in the classroom. Some of these issues were touched on, but neither the nature of the report nor the method of preparing it contributed to such appraisals.

The initial intent was to cover some aspects of this general topic as well as other issues related to the international students' experiences here in Section III: Student Access (see page 50). Section III. addresses some very important issues related to recruitment and admissions, but it does not deal with other aspects of access. The complexity of the issues related to program substance, completion, and successful return home, and the lack of ready data led to the conclusion that this should be a topic for future investigation. Assessment of issues related to the educational experience itself is an urgent next step that should be undertaken by a new group constituted for that purpose. The University must be able to explain the importance of international students to its own educational missions and to the people of the State if it is to garner the necessary support and participation in fulfilling its international objectives. For that purpose, a clearer picture of the consequences of an international presence and perspective must be presented. Such a presentation rests in good part on adequate data.

There is an additional facet that merits consideration. This report focuses on the international student as a member of the University community. But all students are also members of the broader community in which the University is located. This is an additional important area that the Committee did not address.

The University of Minnesota is but one component of a larger community. As a State-assisted institution, the University relies heavily on state support for its instructional activities. It also generates a substantial proportion of its own budget from outside funding sources. These revenues add to the State's economy because research funding and outside gifts create additional jobs within the State.

The University is also a community of people. The employees and the students of the University who live in the areas around each of the campuses bring to the areas both purchasing power and demands for services.

These obvious interactions are specifically flagged because question has been raised in a number of quarters about the economic impact of enrolling international students. This question sets aside the educational considerations and asks, rather, what the financial consequences to the community are in educating international students. It would be easiest to address the question by regarding the University as a closed system and trying to estimate institutional costs in terms of instruction and service against the offsetting tuition revenues. However, that totally loses sight of the important interactive dimension between University and community. Because State funds help to support instructional activities, and since State revenues come from Minnesota residents, it is appropriate to consider the economic impact of international students not on the University alone, but on the total community which supports the University. That is an analysis which the University should attempt for its own information as well as for the community more broadly.

Recommendations for Unfinished Agenda

Recommendation 1

The faculty, individually and at department and collegiate levels, should assure themselves that the courses and curriculums in their disciplines reflect appropriate international scholarly work.

Recommendation 2

Data should be collected to assess the effects on American students of learning with international students, and the effects of a University of Minnesota experience on international students. Faculty evaluation of the international student presence in the learning environment is an important aspect of that assessment.

Discussion

Such assessment will contribute to the University's own thinking and planning for its students and can also provide the kind of data base important in seeking support outside of the University.

Recommendation 3

The University should conduct an evaluation of the effect of the international student presence in the broader community, obtaining the data needed for such a study.

Discussion

Such an evaluation should include the economic impact in its broadest perspective as well as the noneconomic benefits from cultural, social, and educational perspectives.

APPENDIX

International Students at the University of Minnesota

List of Materials

DOCUMENTS REFERRED TO IN THE REPORT

Charge letter from President C. Peter Magrath to the International Student Study Group, January 12, 1982; and Areas for Study (subcommittee structure), March 23, 1982

Regents' Policy on International Education, July 12, 1974, and September 17, 1976

Foreign Students and Institutional Policy: Toward an Agenda for Action, A Report of the Committee on Foreign Students and Institutional Policy, American Council on Education, Richard Berendzen, Chair, 1982

National Association for Foreign Student Affairs (NAFSA) Principles for International Educational Exchange, 1981

Admissions and Student Access subcommittee materials, prepared by Andrew Hein and Beverly Miller, April 13, 1982

Admissions and Student Access subcommittee materials, prepared by Karen Lukas, April 23, 1982

TOEFL Test and Score Manual, Test of English as a Foreign Language, Educational Testing Service, 1978

Cooperative Arrangements of the University of Minnesota for International Education, prepared by Phil Porter and the Office of International Programs

International Education at the University of Minnesota: Its Dimensions, Structure, and Problems, Report of the Council on International Education, Anne Krueger, Chair, May 12, 1977

"Work and the CLA Student," Carol Pazandak, September 1979, internal University research paper

University of Minnesota Mission and Policy Statement, Board of Regents, July 11, 1980

University of Minnesota Office of International Programs, "Survey of International Programs and Projects at the University of Minnesota, July 1981

College of Liberal Arts Committee on International Studies Report, Gary Wynia, Chair, March 1982

SUPPLEMENTARY MATERIALS

International Student Adviser's Office Staff Reports of Major Activities, July 1, 1980, to June 30, 1981

International Student Adviser's Office Annual Report, 1980-81

Board of Regents' Education Committee presentation materials, developed by Office of International Programs, March 1982

Standards and Responsibilities in International Educational Exchange, National Association for Foreign Student Affairs, Winter 1979

Classroom Communication Course for Foreign TAs, preliminary report by Timothy Kelly, Winter 1982

Undergraduate international student admissions in the Institute of Technology, material assembled by Ben Sharpe, IT Director of Admissions, June 10, 1982

Crookston campus material regarding international students, prepared by Stanley Sahlstrom, March 26, 1982; Anthony Kuznik, April 6, 1982; June 15, 1982

Duluth campus material regarding international students, prepared by Bruce Rutherford, June 15, 1982

Morris campus material regarding international students, prepared by Stephen Granger, April 12, 1982; June 23, 1982

Waseca campus material regarding international students, prepared by Ed Frederick and Gary Sheldon, May 21, 1982; James Gibson, April 5, 1982

TOEFL Admission Standards to other Minnesota colleges and universities, memo to Betty Robinett from Carol Pazandak, April 1, 1982

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