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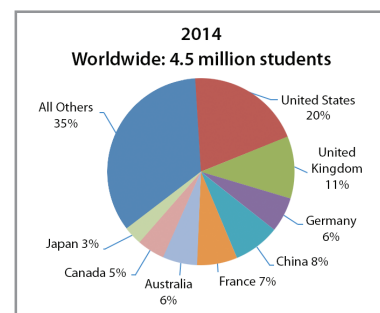
## ETS on International Mobility and Recruitment

More than a quarter century ago, a popular child's educational game, "Where in the World is Carmen Sandiego?," taught geography and reference skills as Carmen traveled the globe tracking down clues and villains. Today, higher education recruitment professionals might say, "Where in the world is my next graduate student?" They need extraordinary savvy to locate and attract qualified students for their graduate and business programs from virtually every region in the world.

In 2014, more than 4.5 million students traveled to another country in pursuit of higher education, an increase of 114 percent studying globally since the start of the millennium — and the trend is not slowing down. Since 2009, there has been a compound annual growth rate of 6.7 percent in the number of mobile students abroad.<sup>1,2</sup> Yet, while this kaleidoscopic flow of students provides germination for diverse classrooms, global citizenship and educational opportunity, it also places demands on universities for effective student orientation programs, more emphasis on English-language proficiency with assessments like the TOEFL® test, and objective and common measures for evaluating and comparing the qualifications of applicants with differing educational and cultural backgrounds, such as with the GRE® revised General Test.

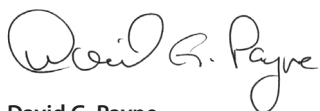
The shift in mobility also requires universities to operate and compete globally in an increasingly complex and dynamic way. While universities must manage their university "brand" at the local and national levels, they also need to address the communication requirements and cultural nuances of building awareness and achieving positive brand sentiment — all while facing competition from a wider net of international peer schools around the globe. Even if the institution supported a 10–30 percent international student population mix in the past, effective recruitment programs historically geared toward three or four "feeder" countries now face more pressure to adapt, diversify and reach students from possibly *dozens* of countries to support enrollment targets of the future.

According to the Institute of International Education's *Fall 2014 Snapshot Survey*<sup>3</sup>, 78 percent of respondents report that *increased recruitment* is supporting enrollment growth, which is not surprising. More universities are grappling with how to expand their reach into many markets without overburdening staff or dramatically increasing recruitment investment, and many are still trying to find the right formula. Student fairs continue to be popular in highly dense student markets, but smaller markets can quickly become inefficient for travel or customized communication. Social media has been a boon to solve this global conversation problem, with about 40 percent of students outside of the United States stating that they visit a social networking site, such as Facebook®, several times a day and about 23 percent of master's-bound students indicating that they used social media when exploring study-abroad options.<sup>4</sup> In addition, 59 percent of master's-bound and 69 percent of doctoral aspirants said they check, read or send emails several times a day.



ETS is helping institutions with their recruitment goals today with services like the GRE® Search Service and the TOEFL® Search Service. For example, graduate and business schools can cost-effectively identify individuals who have not only taken a decisive step toward an advanced degree — taking a GRE test — but who are a good fit for their programs, choosing from about 30 criteria, including demographic, geography, intended major, even academic performance with GPA and GRE score bands. This targeted approach helps maximize an institution's recruitment budget and keep it tightly aligned with its recruitment strategy. And, communicating with today's millennial student via email allows for showcasing a program's unique value and invitations to connect via social media, which ultimately increases the ongoing dialogue *and* deepens the connection. More than 60 percent of these students prefer content that is tailored to their cultural needs<sup>5</sup>, so it is paramount to find efficient, targeted ways to communicate with a wide-reaching, global population in a relevant manner. The bottom line: mobility means a new mindset of recruitment strategies.

ETS is here to help. As part of our commitment, we've collaborated with *Inside Higher Ed* to bring you this issue that takes a close look at international recruitment.



David G. Payne

Vice President and Chief Operating Officer  
Global Education Division  
ETS

For more information about ETS, visit [ets.org](http://ets.org).

<sup>1</sup> *Project Atlas®: Trends and Global Data 2014*, Center for Academic Mobility Research, Institute of International Education (IIE), 2014.

<sup>2</sup> OECD (2014), *Education at a Glance 2014: OECD Indicators*, OECD Publishing. <http://dx.doi.org/10.1787/eag-2014-en>

<sup>3</sup> *Fall 2014 Snapshot Survey of International Student Enrollment*, Institute of International Education (IIE).

<sup>4</sup> *Bridging the Digital Divide: Segmenting and Recruiting International Millennial Students*, WES Research & Advisory Services, 2014.

<sup>5</sup> *The Millennial Mind: How Content Drives Brand Loyalty*, NewsCred, 2014.

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# INTRODUCTION

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In the years since World War II, universities in the United States became a top destination for the world's best graduate students. More recently, the number of international undergraduates has taken off at many institutions. But while it remains an option for some undergraduate institutions to rely on American talent, that strategy has long ceased to be viable in graduate education.

From science laboratories to business schools, international graduate students are crucial to the success of graduate and professional programs. Many programs simply could not

function without them. And many undergraduate programs are en route to a similar reliance.

For all the success of American colleges and universities in attracting international students, they face growing challenges. Other countries with top universities – Britain, Canada, Australia and New Zealand – are going after the best students.

And these countries tend to have more favorable immigration laws for those international students who want to stay on after earning degrees. At the same time, the countries that send many students to the United States – in particular

China and India – are quickly building new universities and building up existing institutions. Online offerings also raise questions about whether some international talent will study remotely in the future.

The articles and essays in this booklet explore the trends in higher education generally and the strategies of universities.

*Inside Higher Ed* will continue to cover these issues and welcomes your feedback on this booklet and your suggestions for additional topics to explore.

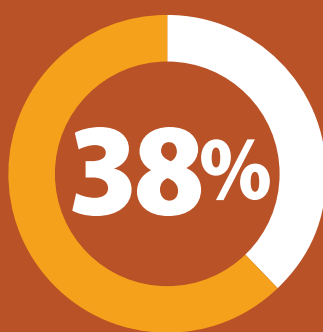
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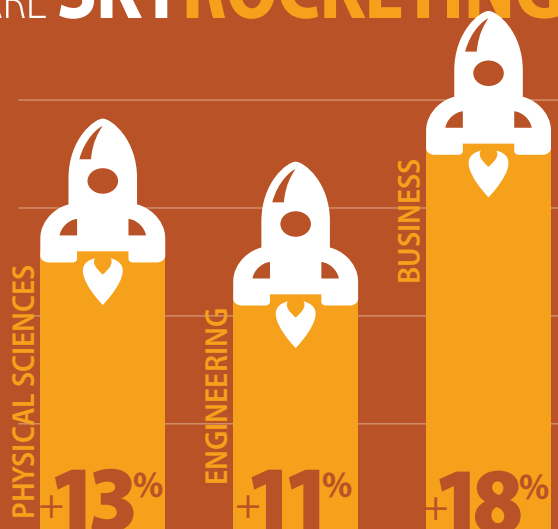
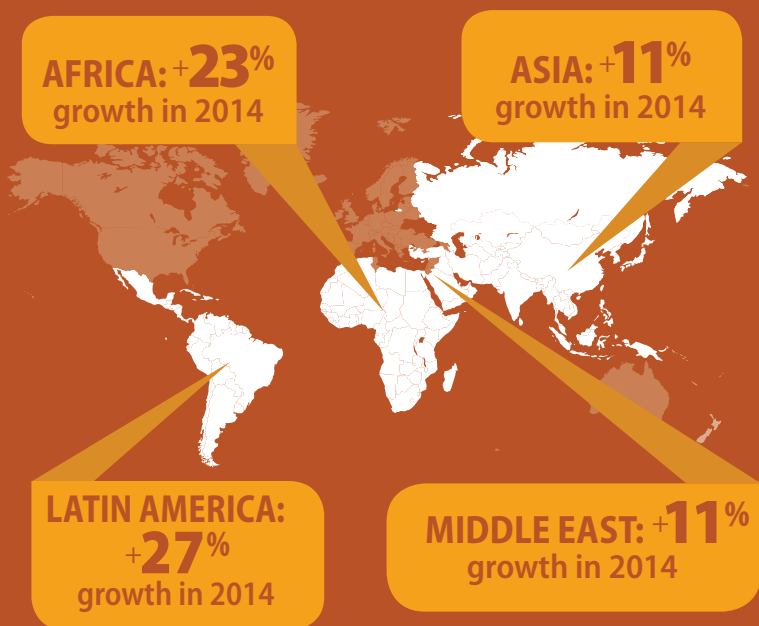


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## NEWS

A selection of articles by *Inside Higher Ed* reporters on accreditation and student learning

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# RETAINING INTERNATIONAL STUDENTS POST-GRADUATION

By Elizabeth Redden

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*Initiatives in St. Louis and Michigan aim to work within the existing immigration system to retain international students in the local economy.*

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**A** recent workforce report for the city of St. Louis found that while there were about 23,000 jobs in science, technology, engineering and mathematics fields advertised in 2013, there were only about 2,000 job-seekers in those fields. Betsy Cohen, the executive director of the St. Louis Mosaic Project, has an idea for who can fill some of those jobs: the city's international students.

"We don't have enough talent, particularly in the STEM fields, so more than ever we need to find the connection between talented international students and employers, to get them engaged and give them the tools," said Cohen, who's spearheading a new Global Talent Hiring Program that

aims to do just that. The program is multipronged, involving free, one-hour sessions with an immigration lawyer for companies interested in hiring international students; the sharing of "best practices" across international student advising and career service offices at the five participating St. Louis universities; the expansion of an existing mentoring program run by the Regional Business Council to reach a greater number of international students; a recognition program for employers that hire international students as interns or long-term employees; and the creation of courses -- and, ultimately, a certificate program -- for international students focused on skills like networking and interviewing.

A similar initiative in Michigan, the Global Talent Retention Initiative, has developed a series of career conferences for international students in the state and a registry of employers that are open to hiring international students. Athena Trentin, the executive director of the initiative, said staff are currently putting the finishing touches on a registry that will allow international students from across the country (not just Michigan) to create a job-seeker profile and upload a résumé so that Michigan employers looking for, say, Mandarin speakers with a master's degree in mechanical engineering can find them.

"We have two goals," Trentin said. "One is we've got the immediate solution to fill jobs; we





Source: St. Louis Mosaic Project

have an immediate solution for the talent needs in this state, and since immigrants in Michigan in the STEM fields are six times more likely to start their own business than the domestic population here, we're also investing in Michigan's future."

A report on the impact of foreign students on metro-level economies from the Brookings Institution emphasized that international students tend to be drawn to STEM fields and recommended that cities should do more to retain international students in the local economy.

The report found that 45 percent of international students stayed in the same metropolitan area as their college for the period of post-graduation work authorization known as optional practical training (which lasts for 12 months with the possibility of a 17-month extension for degree-holders in STEM fields) and recommended that cities and colleges educate employers about the visa process, connect foreign students with local employers and advocate for federal immigration reform to increase the number of work visas available to students after the OPT period is up.

Currently, the number of H-1B work visas, the most common route

to a green card for international students, is capped at 85,000, and only about a third of H-1Bs granted in 2010 went to former international students, according to the Brookings report. As Neil G. Ruiz writes in that report, there's been no shortage of Congressional proposals to streamline immigration pathways for international students in recent years, but concerns persist about the possibility of depressing wages and limiting job opportunities for American workers and the proliferation of visa mills masquerading as colleges.

"As we know, the federal government is everything in terms of the number of visas, but I think what cities can do is help educate local employers to utilize the current visa system that we have now," said Ruiz, an associate fellow in Brookings' Metropolitan Policy Program.

To put it differently, it may be a zero-sum game in terms of total number of visas, but individual

cities and states can do a better job of playing the game of talent attraction according to the current rule-book. Some parts of the country do a better job than others of retaining international students: the Brookings report notes that Seattle, home of Microsoft, retains large numbers of international graduates for OPT placements in the information technology industry, for example. Big tech firms on the West Coast can be expected to have lawyers lined up (or in-house counsel) to help process H-1B applications, while many smaller employers in places like Michigan and Missouri may not have the same infrastructure in place.

Karl Aldrich, assistant director for career services at Saint Louis University, one of five universities participating in the city's Global Talent Hiring Program, said that preliminary results of a survey of about 400 employers that the university works with show that

## “ COMPREHENSIVE IMMIGRATION REFORM ISN'T GOING TO HAPPEN ANYTIME QUICKLY, SO WHAT IS LEFT? WHAT CAN WE REALLY DO OF SUBSTANCE THAT IS WORTH IT? ”

more than half of respondents don't know whether their company hires students on OPT or CPT (curricular practical training, a form of work authorization available for current international students), and about 40 percent don't know whether their company is willing to sponsor employees on H-1B visas.

“Most of the people that are going to respond to the survey are recruiters, which to me says that the individuals who are talking to the students at a career fair or reviewing résumés in a system may be screening out some of those students,” said Aldrich.

Aside from the issue of outreach to employers, Aldrich said the career services office at St. Louis sends a monthly newsletter to international students and has office hours in the building that

houses the international student office, and is considering adding more workshops and other events specifically tailored to the foreign population.

Yet by definition international students must demonstrate “non-immigrant intent”: that is, they have to convince a U.S. consular officer that they don't intend to immigrate in order to get a visa to study in the United States in the first place. This is, as Peter Briggs, the director of Michigan State University's Office for International Students and Scholars, acknowledges, the “elephant in the room.”

“Certainly, it puts us in a box because when we recruit them we have to say they're coming here temporarily for purposes of study and they have to have a residence in their home country to which they

can return. So how can we in good conscience come up with clever ways for them to stay?” Briggs asked.

“I think where we've landed with the [Michigan Global Talent Retention Initiative] is we will do much more proactive education with employers about how can you employ an international student with CPT or OPT or even the H-1B and we will do a lot more education for students to figure out how they can navigate the waters of applying for internships.”

“Comprehensive immigration reform isn't going to happen anytime quickly,” Briggs said, “so what is left? What can we really do of substance that is worth it? And I do think that's a lot of much more proactive education of both employers and students.” ■

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# NORTHERN EXPOSURE

By Elizabeth Redden

*Canada steps up its recruitment of international students with a goal of attracting more skilled immigrants.*

**I**n conversations about international student recruitment in the United States, some things are taken as given: the decentralization of the landscape and the absence of a coordinated recruitment strategy at either the national or state level (save for some consortiums that are narrowly focused on marketing of a specific state), and the perceived difficulty of transitioning from student to permanent resident status if that's what students desire.

The U.S. hosts more international students than any other country, but while the number of international students at American universities continues to grow, the country's share of the world's globally mobile students is dropping: the latest figures from the Organization for Economic Cooperation and Development show that while the U.S. attracted 23 percent of all international students in 2000, it hosted 16 percent in 2012. For a useful exercise in comparison and contrast it might look to its neighbor to the north, Canada,

whose share, though far smaller, has been growing, and where both the federal and provincial governments are paying increasing attention to international student recruitment as part of a broader skilled immigration strategy.

The number of international students in Canada has increased by 84 percent in 10 years, to 293,505 in 2013, according to the Canadian Bureau for International Education, and OECD figures show that Canada's share of the world's students has increased from 4.5 percent in 2000 to 4.9 percent in 2012.

"Canada hasn't been very active on this issue until very recently," said Glen A. Jones, a professor of higher education at the University of Toronto. "What we saw across the country was simply the sum of what individual institutions are doing and it's really only in the last two years, I would say, maybe three, where we see a situation where the various governments are looking at this as a strategic priority that we should be investing

in."

"You've got a couple of things that have come together," Jones explained. "One is that people have become increasingly aware of the notion of international education as a kind of industry. In other words, this is something that can generate revenue and it's not just revenue for the institutions; it's revenue for the communities in which they're situated."

The first federal international education strategy, released in January 2014, called for doubling the number of international students, to 450,000, by 2022, and pledged modest sums in support of those aims: ongoing funds of \$5 million per year for marketing and branding Canada as an educational destination and \$13 million over two years for a specific program that supports mobility between Canada and Brazil, China, India, Mexico, Turkey and Vietnam. The strategy document also articulated the objective of increasing the number of international students

who choose to remain in Canada as permanent residents after graduation.

“Our government recognizes that international education is a key driver of jobs and prosperity in every region of Canada,” Ed Fast, the minister of international trade, said in a statement at the time of the strategy’s release.

## The Report’s Limitations

The federal strategy was, as most agree, thin on detail. As Alex Usher, the president of the Toronto-based Higher Education Strategy Associates, has critiqued it, the strategy discusses increasing international enrollment without addressing issues of capacity, “[i]t shows no obvious signs of being conversant with international education markets, how students choose their destination countries, or how students subsequently choose a country of residence”; and it represents Canada’s reputation abroad in too rosy a fashion by ignoring negative findings from market research commissioned by the government in China, India and Brazil.

(From the market research report: “There is no awareness that Canada has world-class educational establishments, indeed, apart from a few mentions of University of Toronto there is very little awareness of any Canadian educational establishments. While

participants believe that Canada as a developed country must have an adequate level of education, there is no perception of a Canadian education advantage compared to others.”)

“It’s not a strategy,” Usher said in an interview. “It’s a vague statement of intent with some specific numbers attached to it for no good reason.”

Usher contrasted Canada’s strategy with New Zealand’s much more detailed one and said that while Canada has a lot of advantages as an international student destination – among them a reasonable cost of living and the reputation of being a tolerant society -- Canada’s presence in international student recruiting is nowhere near that of its competitors. “We’re not top of mind at all,” he said. “We’re very much a second or a third choice. A lot of the growth we’ve had over the years has had to do with the U.S. has run into a problems on a number of fronts and Australia has run into problems on a number of fronts and the U.K. is determined to not let in foreign students all of a sudden for some reason. There is an element of being a kid who was born on third base and thinks he hit a triple.”

## Provincial Approaches

But others say that the mere existence of a federal international

education strategy in a country that never had one before represents a significant step forward and that the appropriations associated with it, though relatively small, are certainly welcome. And beyond the federal level, several of the provinces – which under the Canadian constitution have authority for education -- have issued strategies or action plans calling for increases in international students, including Alberta, British Columbia, Manitoba, Ontario, Saskatchewan, and Quebec.

British Columbia’s strategy, released in 2012, called for a 50 percent increase in international students over four years, or an additional 47,000 students by 2016. According to figures provided by the provincial government, 112,800 international students attended British Columbia’s K-12 schools, private language institutions and universities in 2012-13, representing 20 percent growth from the baseline figure of 94,000 included in the strategy. The British Columbia government also reports a 28 percent increase in direct spending by international students.

“We’re now firmly on the radar for the government in terms of immediate economic development,” said Randall Martin, executive director of the government-supported British Columbia Council for International Education. “International education



Source: Wikimedia Commons

is now the fourth-largest export industry in the province. But as our own aging demographics are better realized we have to look to immigration and labor market development and a large part of that is, 'Let's look at these bright young international students who we've now educated.' ”

In the maritime provinces, where the demographic challenges associated with Canada's aging population are especially acute, “we've always held the view that the best source of new immigrants is international students” said Peter Halpin, the executive director of the

Association of Atlantic Universities. “And I think I can say with confidence that our four provincial governments in the region absolutely agree.” Halpin noted, for example, that Nova Scotia recently expanded its provincial nominee program, through which the provinces and territories are able to nominate candidates for immigration to Canada, to include international students.

“The way I describe it is that government has become a partner with postsecondary education with regard to the immigration pathway,” said Clayton Smith, the

vice provost for student affairs and dean of students at the University of Windsor, in Ontario, and formerly a senior enrollment manager at several American institutions. “Whereas in the U.S., international students, they filled our institutions and they were supposed to be ambassadors for the U.S. when they went home.”

A 2013 survey of 1,509 international students by the Canadian Bureau for International Education found that nearly half (46 percent) say they plan to apply for permanent residency. In addition to the various provincial

nominee programs and a federal skilled worker immigration stream that Ph.D. graduates may qualify for, international students can also apply for permanent residency through the Canadian Experience Class program, which was created in 2008.

Data included in CBIE's 2013 report on international education in the country show that the number of international students transitioning directly from student to permanent resident actually fell from 11,010 in 2008 to 8,667 in 2010, but that figure (the most recent available) doesn't include students who take the popular route of moving into temporary worker status first.

The number of students who are receiving post-graduation temporary work permits and extensions increased by 21 percent from 2011 to 2012 -- from 22,680 to 27,341 -- partially a consequence of changes to the program that, among other things, no longer require students to have a job offer in hand in order to apply.

Jennifer Humphries, CBIE's vice president for membership,

public policy and communications, added that another recent change to Canadian immigration policy of note is that many current students no longer have to apply for a separate off-campus work permit; their study permit automatically allows them to work up to 20 hours per week during the academic year and full-time during breaks.

"Canada makes it relatively easy for them, if that's their decision, to stay," said Jones, of the University of Toronto. "Things keep changing, there's been a number of different policies, but there's no doubt that international student recruitment and immigration are directly linked in a lot of people's minds."

### A Canadian Advantage?

Fanta Aw, the assistant vice president for campus life at American University and the president of NAFSA: Association of International Educators, contrasted Canada's conception of international student recruitment as part of a skilled immigration pipeline with the U.S.'s more

ambivalent approach toward international student employment after graduation, which typically involves 12 months of optional practical training (OPT), a possible 17-month OPT extension for students in science, technology, engineering and mathematics fields, then, perhaps, an H-1B visa for which you need employer sponsorship and for which there are more applicants than spots. "In most other places there's been a more direct relationship between trade, economy and education in a way that is not made here in the U.S.," Aw said.

Aw noted, too, that she's impressed by the involvement of provincial governments like British Columbia's in promoting international education and wondered why, in the U.S. there hasn't been more similar activity on the part of individual states. "It really raises the question of what are the barriers to that: is it just benign neglect or are there other driving factors that may explain why this is not happening?" she asked. ■

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**“INTERNATIONAL EDUCATION IS NOW THE FOURTH-LARGEST EXPORT INDUSTRY IN THE PROVINCE. BUT AS OUR OWN AGING DEMOGRAPHICS ARE BETTER REALIZED WE HAVE TO LOOK TO IMMIGRATION AND LABOR MARKET DEVELOPMENT.”**

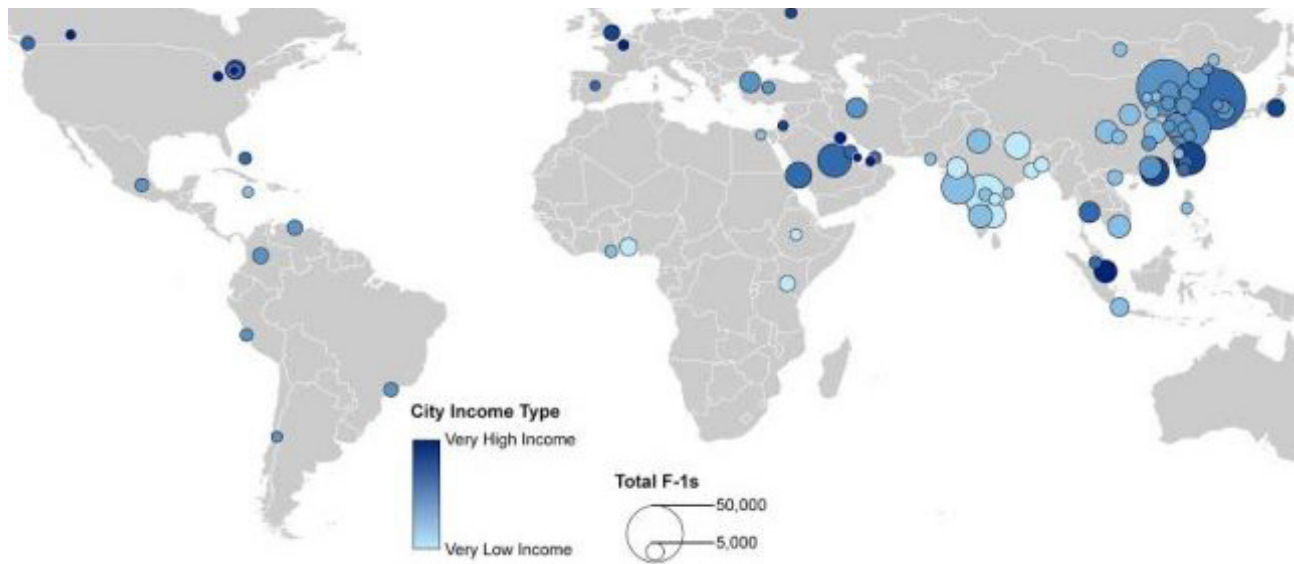
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# URBAN GEOGRAPHY OF FOREIGN STUDENTS

By Elizabeth Redden

*New analysis of visa approvals provides city-level data on international students' comings and goings.*



Courtesy of the Brookings Institution

**S**eoul is the largest city of origin for international students coming to the United States and China, of course, the largest source country. The New York City metro area is the top destination for international students, but Ithaca, home to Cornell University, has the highest concentration of international students approved for F-1 visas relative to the overall student population. Metro areas with the fastest increases in F-1 students pursuing bachelor's, master's and doctoral degrees in recent

years include Corvallis, Ore., home to Oregon State University; Dayton, Ohio, home to Wright State University; Tuscaloosa, Ala., home to the University of Alabama; Louisville, Ky., home to the University of Louisville; and Eugene, Ore., home to the University of Oregon.

An August 2014 analysis of international student visa approvals from the Brookings Institution traces where international students on F-1 visas are coming from and where they are going at the level of the city. The report, "The

Geography of Foreign Students in U.S. Higher Education: Origins and Destinations," analyzes data on F-1 visa approvals included in the Student and Exchange Visitor Information System (SEVIS) database, obtained by Brookings via a Freedom of Information Act request. F-1 is the most common form of visa for international students in the U.S., but, notably, the report does not include data on international students coming to the U.S. on the less common J-1 or M-1 visas.

The analysis differs from many

others, which typically focus on countries that send students to the United States, not cities.

The Brookings report also analyzes government data on work authorizations for students on optional practical training, a period of 12 to 29 months post-graduation in which students are permitted to stay in the U.S. and work in their field of study. The analysis found that 45 percent of international students pursue OPT in the same metro area as their college or university, with the proportions being much higher for big cities like New York and cities with specialized labor markets such as Honolulu and Las Vegas (both major destinations for hospitality students), and lower for smaller metro areas like Erie, Pa., and Binghamton, N.Y.

An interactive online feature provides statistics on the foreign student population and OPT authorizations for 118 metro areas (large and small) in the U.S. and 94 global cities of origin, in addition to country-level data.

“Foreign students are the bridge between their home towns abroad and their new home towns,” said Neil G. Ruiz, the report’s author and an associate fellow for Brookings’ Metropolitan Policy Program. Per the list below, international students in the U.S. are primarily coming from large or mega-cities in countries with emerging economies.

“In the short term, universities

Top Hometowns for F-1 Students in the U.S., 2008-12

City	Share of Total F-1 Student Enrollment
1. Seoul, South Korea	4.9%
2. Beijing, China	4.3%
3. Shanghai, China	2.5%
4. Hyderabad, India	2.3%
5. Riyadh, Saudi Arabia	1.5%
6. Mumbai, India	1.5%
7. Taipei, Taiwan	1.4%
8. Hong Kong	1.1%
9. Kathmandu, Nepal	0.9%
10. Jeddah, Saudi Arabia	0.9%
11. Nanjing, China	0.8%
12. Chennai, India	0.8%
13. Singapore	0.8%
14. Bangalore, India	0.8%
15. Delhi, India	0.8%
16. Guangzhou, China	0.7%
17. Chengdu, China	0.7%
18. Wuhan, China	0.7%
19. Ho Chi Minh City, Vietnam	0.7%
20. Shenzhen, China	0.7%

love foreign students because of the money they provide, but in the long term the local economies benefit from them if one or a few of them help to bridge with economies that are emerging in fast-growing Asia, or anywhere around the world,” Ruiz said.

By drilling down to the city level, Ruiz found some surprises. One striking anomaly involves students from Hyderabad, a hub for the information technology industry in India: the Brookings analysis found that their top five destination universities from 2008-12 included several unaccredited institutions that have been targets of investigations by U.S. immigration officials, specifically the now-defunct Tri-Valley University, whose founder and president was convicted in March on charges of visa fraud; Herguan University; and the University of Northern Virginia. By contrast, the top destination universities for students from Delhi are all well-known doctoral-level research universities: Carnegie Mellon, Columbia and Purdue Universities and the Universities of Illinois and Southern California.

The Brookings analysis found that the University of Southern California had the largest overall number of F-1 visa approvals for students seeking bachelor’s degrees or higher from 2008 to 2012, followed by Columbia, Illinois, New York University, Purdue, the City University of New York, Northeastern University, the University of Michigan, the University of Washington, and Indiana University.

Other main points in the report include the finding that the number of international students on F-1 visas grew dramatically from 110,000 students in 2001 to 524,000 in 2012, that they are concentrated in U.S. metropolitan areas, and that they disproportionately study science, technology, engineering and mathematics (STEM) and business fields. In these regards, the Brookings findings are consistent with those documented in the annual Open Doors survey of international student enrollments conducted by the Institute of International Education, said Rajika Bhandari, IIE’s deputy vice president for research and

evaluation and director of its Center for Academic Mobility Research and Impact. The specific numbers vary due to differences between Open Doors survey data and SEVIS data, but Bhandari said that over all the two data sets point to similar trends.

“We were very pleased to find that this new analysis really reiterates some of the key findings about international students in the U.S. that we have been releasing over the past few years, which include the fact that we know the number of international students in the U.S. has been rising consistently; we know that international students are drawn to large metropolitan areas and that they’re drawn to the STEM and business fields,” Bhandari said. “I’m glad to see that this detailed report supports those findings and it’s also interesting that we now have additional analysis on where students are specifically pursuing their OPT work and also which specific cities they’re coming from. That piece is a very useful complement to the findings that we release through Open Doors each year.” ■

**“ WE KNOW THAT INTERNATIONAL STUDENTS ARE DRAWN TO LARGE METROPOLITAN AREAS AND THAT THEY’RE DRAWN TO THE STEM AND BUSINESS FIELDS. ”**

## 'FALLING BEHIND?'

By Elizabeth Redden

*A new book challenges the conventional notion that the U.S. is producing too few science and engineering graduates to meet its workforce needs and remain globally competitive.*

**T**he U.S. isn't producing enough highly skilled graduates in the science, technology, engineering and mathematics (STEM) fields to meet the country's workforce needs. To remain competitive in an increasingly globalized world the U.S. needs to step up its own production of STEM graduates and amend its immigration policies to better recruit the best and the brightest from abroad.

Such is the conventional wisdom in the halls of Congress and many corners of higher education. But what if it's wrong?

Michael S. Teitelbaum's 2014 book *Falling Behind?: Boom, Bust & the Global Race for Scientific Talent* (Princeton University Press) calls into question the conventional notion that the U.S. is falling behind in the production of talented STEM graduates. Teitelbaum argues that the recurrent calls of a generalized shortage of STEM workers are 1) "inconsistent with nearly all available evidence" and 2) self-

serving, promoted as they are by technology industry employers and their lobbyists invested in expanding the H1-B guest worker visa program and their access to larger and therefore cheaper pools of labor.

"Over the past two decades, lobbying and public relations efforts to convince U.S. political elites that the country faces damaging and widespread shortages in its critical science and engineering workforce can only be described as stunning successes," writes Teitelbaum, a demographer and senior research associate at the Labor and Work Life program at Harvard Law School.

"It is conventional now to hear seemingly sincere pronouncements about the dangers of such shortages from politicians of all ideological persuasions and from much of the mass media. This apparently broad consensus prevails notwithstanding almost universal inability by objective labor market analysts to find any

convincing empirical evidence to confirm the existence of such generalized shortages."

Teitelbaum is far from alone in making this counter-conventional argument. In his book he cites a wide array of scholars who make arguments about stagnating wages for science and engineering Ph.D.s compared to professionals with similarly advanced levels of education – J.D.s, M.D.s, and M.B.A.s – and who find no evidence of generalized workforce shortages. (Teitelbaum is careful to note that there may well be shortages at any given time in particular subfields or in particular geographic regions, but that those aren't the same as generalized, nationwide shortages in the science and engineering fields.)

An article in *Issues in Science and Technology* in 2013 by Hal Salzman, a professor at Rutgers University's John J. Heldrich Center for Workforce Development, summarizes some of the main points of evidence



for the anti-shortage argument, including data showing that the nation produces more than twice the number of STEM graduates each year than the number who find STEM jobs, and that wages for jobs in information technology and other STEM fields haven't increased as one might expect if there were indeed ongoing talent shortages. In an interview, Salzman noted a contrast, the subfield of petroleum engineering, in which there does indeed seem to be a shortage – and wages went up, as did the number of graduates with degrees in the field. “When we can see a documented shortage, and salaries respond, so do students,” he said. “We’ve never seen any evidence that the labor market is not responsive to labor market signals of wages.”

On the other hand, those who argue that there is evidence of inadequate supply of STEM workers point to data showing that holders of STEM degrees earn a wage premium compared to college graduates who majored in other fields. “The relative advantage of STEM over other majors in the labor market remains strong,” said Anthony P. Carnevale, a professor and director of the Georgetown University Center on Education and the Workforce. Carnevale’s analysis of online job postings also shows that while STEM jobs make up 11 percent of jobs for bachelor’s degree-holders they make up 28

percent of ads, and those ads are posted for longer durations, suggesting they take a long time to fill (though Salzman noted an alternative explanation -- that it could also suggest that companies aren’t under a crunch to fill jobs and can afford to be picky and wait for an exceptional candidate to come along). Overall Carnevale



has found that people with STEM degrees are highly in demand in the economy, so much so that they can take their STEM degrees and “divert” to even higher-paying fields.

Robert D. Atkinson, president of the Information Technology and Innovation Foundation, a think tank that receives much of its funding from the IT industry, said the nation needs more STEM graduates, not

fewer. “Our logic is the U.S. is in intense, serious global competition for innovation-based industries and jobs, we’re not doing anywhere near as well as we should and high-skilled STEM workers are one of the components we need to be successful and why not do everything that we can to make sure that we have them?”

Atkinson argued that one reason why wages don’t necessarily go up in response to domestic shortages is that the STEM job market is global and companies can hire talent in, say Estonia, at a lower cost. “The reason the shortage is not as bad as it could have been or is – I admit that the shortage is not catastrophic right now -- but the reason the shortage is not worse is largely because of immigration, both H-1B and regular,” he said.

### **‘Alarm, Boom and Bust’**

Yet in *Falling Behind*, Teitelbaum argues that there’s been “no shortage of shortages” over the past 60 years, writing that the U.S. scientific establishment has gone through cycles of alarm, boom and bust, each characterized by “the sounding of alarms about the insufficiency of the current or future science and engineering workforce, followed by governmental responses leading to booming growth in the number of scientists and engineers entering the workforce, followed

by changes in circumstances that produce a bust in demand and chilly labor markets for new entrants.” Specifically Teitelbaum identifies five such “alarm, boom, and bust” cycles after World War II, each 10-20 years in length, the first three of which were spurred by Cold War anxieties – the second began after the Soviets launched the Sputnik satellite – followed by the booms and busts in high-tech (1995-2005) and biomedical sciences after the doubling of the National Institutes of Health budget from 1998 to 2003.

Teitelbaum argues that a conflation of educational and employment challenges is one area of confusion. Policymakers regularly bemoan American students’ mediocre performance on international standardized tests of math and science, but Teitelbaum argues that the mediocre overall scores mask the large disparities and extremes in student performance that characterize the American educational system. And he says that more than enough students are performing well on the top end to eventually fulfill the needs for the science and technology workforce (numbers for this vary depending on what you count, but Teitelbaum estimates that jobs that require high levels of science and math make up about 5-10 percent of the country’s overall jobs).

“The poor performance of the

bottom quartile is a very legitimate cause for real concern in terms of equality of opportunity and the overall education of the future citizenry and workforce, but it has rather less to say than might be supposed about the implications for the future U.S. science and engineering workforce,” he writes.

While Teitelbaum writes that it is true that the American advantage in research and development and higher education in science and engineering has eroded somewhat as countries in Europe and Asia have begun to catch up, he emphasizes that declines in U.S. dominance should be seen in relative terms.

He describes, however, good reasons to be concerned about “symptoms of malaise” in the U.S. science and engineering infrastructure, among them an unsustainable appetite for expansion (as he writes “the system appears to have a tendency to expand beyond whatever funds are available – no matter how large”), the instabilities of research funding and careers, and the lengthening of advanced training and unattractive career paths for Ph.D.s in science and engineering.

He makes a series of recommendations, several of which are aimed at better linking the academic production system and labor market needs. He recommends improving career information available to prospective



Michael Teitelbaum

Ph.D. students and incentivizing universities to reduce their reliance on the labor provided by Ph.D. students and postdoctoral research assistants in favor of hiring more staff scientists. He also describes a need to “clarify the goals of using federal research funds to finance unlimited and increasing numbers of international Ph.D. students and postdocs.”

“Is the main goal ... to increase the size of the U.S. science and engineering workforce?” he asked “[T]o lower research costs by staffing federally supported research labs with poorly paid research assistants?” Or “to create international research connections, or to enhance the research capacity of their countries, if and when they return home?”

Asked in an interview about whether students should be encouraged to study STEM fields,

Teitelbaum said yes, that the skills they learn will serve them well in any field they pursue (a point driven home by Carnevale's research). "I think it is a good idea to encourage

more people to go into majors in science and engineering but I don't think I would base that urging on claims that there are shortages of scientists and engineers,"

Teitelbaum said. "You're promising something that you probably can't deliver on, which is attractive and stable careers in science and engineering occupations." ■

## BUCKING THE BRANCH CAMPUS

By Elizabeth Redden

*These universities aren't building international branch campuses, at least not now. Here's why.*



George Washington University was, like many American universities, contemplating a campus in China.

Under the leadership of Doug Guthrie, the former dean of the business school and the vice president for China operations, George Washington was in discussions about possibly developing a campus in partnership with the University of International Business and Economics, in Beijing. But after Guthrie was fired from his administrative posts in 2013 for budget overages in the business school, the university shifted course, convened a faculty advisory committee, and, in February 2014, confirmed it would not proceed with building a China campus after all.

"We asked, 'What are some of the key principles we'd have to fulfill in order to be comfortable with a project as substantial as a campus in China?' " said Steven Lerman, George Washington's provost. He identified those principles as fourfold: 1) that a China campus would meet the academic standards of the Washington campus, 2) that it would be financially self-sustaining, 3) that it would align with the university's strategic plan, and 4) that it would have strong support from the faculty. That last one, Lerman said, proved to be the stumbling block.

"While we envisioned being able to construct a relationship that would probably be able to meet the first three of these, we felt at the time that we had not yet built

a strong faculty consensus around the idea of a whole campus in China," Lerman said.

"We never say never, of course – no one should – but for now this is not the right time for us," he continued. Instead of building a campus, Lerman said, the university plans to focus on enhancing its existing partnerships in China, including a new Confucius Institute on the GW campus, operated in collaboration with Nanjing University.

"I would say they pulled back because they got pushback from faculty," said David Shambaugh, a professor of political science and international affairs and director of the China Policy Program at George Washington, and a member of the faculty advisory committee on China. He said



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that last academic year prior to the formation of that committee there was “no consultation and inadequate due diligence” done.

“We’re now in the middle of a long overdue and much-needed process of due diligence, thinking through, talking through various dimensions of the university’s relationships with China” – which Shambaugh described as encompassing everything from joint research and exchanges with Chinese universities to its China-related library collections. “We’re right in the middle of that process, we’re far from finished, but we’re doing what we should have been doing last year before they even began to contemplate a campus in China,” Shambaugh said.

Guthrie, the former vice president

for China operations, said that the next step in the negotiations with UIBE would have been to bring a proposal back to the Faculty Senate for a broader discussion. “We were never going to go down some road without consultation by the faculty, but these things take on a life of their own,” he said. “I think there was some confusion; people had thought we had already committed to something that we were just in conversations about.”

George Washington’s experience serves as a contrast to other universities that have developed outposts abroad – namely Yale University, which developed a liberal arts college in collaboration with the National University of Singapore, and Duke University, which has a new campus in

Kunshan, China opening this fall. In both those cases pushback from faculty governing bodies came to the fore after plans were already well under way (though Duke did have to substantially rework its plans in order to gain faculty approval).

“I just think there was a reset button once we went to the second layer of investigating how we would engage China,” said Scheherazade S. Rehman, the chair of the Faculty Senate’s executive committee and a professor of international finance and business at George Washington.

“Moving in the direction that we’re moving in right now the administration is aware that without faculty support to deliver these programs, the programs are going

to go nowhere.”

## Anti-Branch Approaches

The number of overseas branch campuses has risen in recent years. Among the highest-profile examples, New York University opened a campus in Shanghai in 2013, its second branch after one in Abu Dhabi. Just in a period of a few weeks in 2014, Arkansas State University broke ground on a new campus in Mexico and the University of Utah announced that it had secured approval from South Korea’s Ministry of Education to open a campus in Songdo, an aspiring educational hub: Utah will join George Mason University, which opens its campus in Songdo in March 2014, and the State University of New York at Stony Brook, which has been operating there since 2012. In 2103, Texas A&M University made headlines when it announced its intention to build a branch campus in Israel, which, if realized, would be its second international campus after one in Qatar.

But amid the branch campus building boom, plenty of universities are, like GW, deliberately saying no, at least not now, citing reasons ranging from finances to academic freedom to insufficient faculty interest.

Faculty are increasingly skeptical of these large-scale endeavors: as Shambaugh, of GW, said, at least in

the case of China, “The jury is very much out on whether campuses in China can be successful, if by campus you mean what Duke and NYU are doing. I would advise any university that’s contemplating this to wait a minimum of five years and see how Duke and NYU do.”

For all the attention they get, international branch campuses like Duke’s and NYU’s are not the norm. Jason E. Lane and his colleagues at the State University of New York at Albany’s Cross-Border Education Research Team estimate that there are upward of 200 international branch campuses worldwide. “Relatively speaking, it’s a pretty minor form of higher ed provision,” said Lane. “But what is so fascinating is it has caught so much media attention and it has become this dominant form of internationalization in people’s minds, so they’re working against it.”

“As people position themselves, their international strategy, there’s a growing orientation around the branch campus model as a well-known approach: either you do it or you don’t,” Lane said.

Among those that don’t, Columbia University has since 2009 created a network of eight Global Centers meant to promote faculty research and student exchange opportunities. “The elevator pitch is that it’s not a branch campus,” said Safwan M. Masri, Columbia’s executive vice president for global

centers and global development and the director of the Columbia Global Center in Amman.

The centers, which are locally staffed, function as hubs or home bases of sorts for Columbia’s research and educational activities abroad. Of the eight centers, which are located in Amman, Beijing, Istanbul, Mumbai, Nairobi, Paris, Rio de Janeiro, and Santiago, Columbia only owns the center in the case of the Paris location; elsewhere, it leases. “That’s strategic,” said Masri.

“We don’t invest in brick and mortar, we don’t hire faculty, we don’t recruit students and thus our exit strategy is an efficient one,” said Masri, who cited concerns about autonomy and academic freedom as one reason why Columbia has opted not to build a branch campus. (Many branch campuses are dependent upon local governments for funding, and they tend to be in locations – such as China or the Gulf countries – not known for sharing American values of academic freedom.) Masri also cited concerns about the sustainability of faculty interest in a branch campus: perhaps Columbia faculty might like to go abroad to teach for a year or two but would a sufficient number choose to do so indefinitely?

“But finally and perhaps most importantly and most relevant to the global center approach, is the branch campus model is not about

learning,” Masri said. “It’s more about imparting knowledge, so at the risk of oversimplification, you parachute in -- or in many cases you hire faculty specifically for that campus -- you teach, you impart knowledge and you get out. It’s not about your faculty engaging in research; it’s not about your students going over to learn.”

“We see the goal of engaging internationally as one of creating unique opportunities for faculty and students to do their scholarship and their learning,” said James Paul Holloway, the vice provost for global and engaged education at the University of Michigan, which recently won the Institute of International Education’s Andrew Heiskell Award for innovation in international education for a joint institute it established in partnership with Shanghai Jiao Tong University. (See sidebar.)

“Recreating what we have here abroad doesn’t actually provide those unique kinds of opportunities but partnering with partners overseas, be they educational organizations or NGOs or other kinds of companies, those provide us with unique kinds of platforms where faculty and students can do unique forms of teaching and scholarship,” Holloway said.

In marketing materials, Michigan explicitly frames the joint institute with Shanghai Jiao Tong as not a branch campus: rather it is an

English-medium engineering college within Shanghai Jiao Tong that Michigan has collaborated with on curriculum and academic development and research. Michigan’s engineering school sends its own students to study abroad there and also sees the Joint Institute as a pipeline through which it can attract top students from China to Ann Arbor.

“We’ve got an Ann Arbor, we don’t need another one, and even if we did create something in China that had the University of Michigan name on it, it wouldn’t be the University of Michigan,” Holloway said. “A lot of schools create branch campuses overseas and they’re really just another kind of institution. They’re affiliated with the home institution, they have the home institution’s name on the door but they’re always situated in the local context, they have a different faculty; they’re really not the same place. We don’t want to confuse that fact. This is really part of SJTU.”

There is also the issue of protecting the value of your degree. The president of the University of Southern California has stated unequivocally that he is not interested in developing either a branch campus or online programs at the undergraduate level (the graduate level is another story). At one point, the university was reported to be building a campus

in Songdo, South Korea, but the president, C. L. Max Nikias, said those plans were always limited to a continuing education program in aviation safety (and USC has withdrawn from the Songdo project in any case).

“We have come to the conclusion that for USC and the value and quality of our degree, if you want to get an undergraduate degree from this university you must be a full-time student right here on this campus,” Nikias said. “If we set up a campus somewhere else and we start offering a degree in one discipline or another it’s not going to be the same. As a student if you’re somewhere else on a remote campus you don’t have access to the diversity of the disciplines and the breadth and depth of the curriculum and the kind of elective courses you may take or the kinds of minors you might take.”

Further, he said of the residential campus environment -- which in USC’s case boasts a larger number of international students than any other U.S. university -- “there’s no way you can replicate this environment anywhere else. It is not going to be the same. It is easy for Starbucks, Burger King, Pizza Hut, McDonalds; it is easy to franchise that around the world, because Starbucks or McDonalds will taste the same. But the experience you can get on an American campus like USC, right

here, is unique.”

## In Defense of the Branch Campus Concept

Lane, of SUNY Albany, said that universities are right to be somewhat skeptical of the branch campus model, which can incur significant short-term and long-term costs. (Some such enterprises – among them George Mason’s campus in the United Arab Emirates and Michigan State University’s in Dubai – have gone belly-up for reasons related to under-enrollment and finances. Michigan State continues to offer graduate programs in Dubai but ceased enrollments in its undergraduate programs in 2010 due to enrollment shortfalls.)

Indeed, Lane has observed what seems to him a healthy increase in caution: “The [early] 2000s really were a bit of a gold rush mentality. People were rushing in as quickly as possible, to be the first one in, to make a quick buck, to get the media attention. Now people are being a little more strategic about it, thinking about it, being more careful,” he said.

That said, in the growing anti-branch rhetoric Lane has detected something of a straw-man argument. “They’re playing off this idea -- and I think it’s an incorrect one -- that branch campuses are just teaching outposts or they have

very little engagement overseas. There are examples of that, but so many branch campuses that we’ve encountered, the longer they’re there, the more engaged they are in their communities and in the higher ed community and the research community.” He cited as one example the University of Nottingham’s campus in Malaysia, which is eligible for governmental research grants.

Christine Ennew, the provost and pro vice chancellor of Nottingham’s Malaysia campus, recently penned an article for *The Conversation*, titled, somewhat defensively, “It Still Makes Sense to Build an Overseas Campus.” In an interview she argued that branch campuses can open up mobility opportunities for students and staff, as well as new or enhanced research opportunities: in Nottingham’s case, in fields like tropical crops, Southeast Asian culture and economy, and Asian elephants.

“I do think there’s often a misunderstanding of what ‘branch campuses’ are,” Ennew said. “They’re often seen as small in scale, teaching-only, limited student experience and so on, and there’s actually quite a message that some of what people are doing -- and New York University is an example of this -- is trying to reproduce a full campus albeit on a small scale. In our case, we’re the scale of a North American liberal arts college” (5,000 students).

The key question, Ennew said, is not whether a branch campus is a particular type of entity but, rather, “how a university uses a physical development overseas to align with its educational vision.”

Guthrie, of George Washington, said he believes the university made the wrong decision in backing off of its plans for a possible China campus. He argued -- ironically given the concerns about academic freedom and branch campuses -- that it’s only by attaining independent degree-granting status, rather than through partnerships, that a university operating overseas stands to have full control over its curriculum (even so, he acknowledged, the threat of government intervention in China is always present).

And he added that it’s only by building a full-fledged campus that universities can start to have a real stake in Chinese society and to gain the respect of the government and the country’s elite.

“There are lots of American institutions that have very famous names that have some kind of operation in China but far and away the entity that is taken most seriously in China and has the most status is NYU,” said Guthrie, who previously worked there.

“I think if you want to have an impact in important countries like China you have to put all your chips on the table and decide you want to go deep.” ■



# INTEGRATING INTERNATIONAL STUDENTS

By Elizabeth Redden

*So you have X number of international students on your campus. So what?*

**W**ASHINGTON – A theme at the 2014 Association of International Education Administrators conference was the need to do a better job of integrating international students on American campuses in order to maximize the potential for global learning. The overarching message: student mobility alone won't cut it.

"It's not enough to just say, 'Look, we have X number of international students on campus,'" said Darla K. Deardorff, executive director of the AIEA and an expert on intercultural competence. "So what? What's the impact? What difference does it make? How can we better utilize those resources, as well as our international faculty and scholars, and thinking broadly, the international backgrounds of staff on our campuses? I think we're falling far short."

Deardorff spoke in February 2014 during a panel on the non-financial benefits international students bring to U.S. campuses (the financial benefits at this point are of course well-documented). Her fellow panelist, Krista Jenkins,

an associate professor of political science and the director of Fairleigh Dickinson University's survey unit, PublicMind, presented on research on how the mere presence of international students affects domestic student attitudes.

The private English language provider, ELS, commissioned the study, which queried incoming freshmen at Fairleigh Dickinson's two New Jersey campuses on four attitudinal dimensions: openness toward travel to another country, xenophobia, globalization anxiety (the degree of anxiety about economic growth in China and India and global competitiveness), and academic anxiety more generally. These students, 452 of whom were surveyed in their freshman year and again in their sophomore year, were split between the more cosmopolitan, heavily commuter campus outside New York City, where foreign-born students (including foreign-born Americans) make up 21 percent of the population, and a less urban, more residential campus in Madison, which is 14 percent

foreign-born.

Perhaps most strikingly, researchers discovered that students who entered college with high levels of xenophobia became much less xenophobic if they had social contact with foreign-born students: there was a similar, though less marked salutary effect for students who entered with lower levels of xenophobia to begin with. Students on the campus with a higher density of international students -- the campus just outside New York City -- were also more likely to experience a decrease in globalization anxiety from freshman to sophomore year than were students on the Madison campus. Researchers found no effect in regards to the openness and academic anxiety dimensions.

"At the basic level, what this seems to be suggesting is being in an environment where you have international students nearby does tend to have an effect on these two things," those being xenophobia and globalization anxiety, Jenkins said.

However, there is a strong sense



Students at Michigan State University

in the international education field that whatever interactions may be occurring naturally are not enough, and that universities need to do a much better job of bringing domestic and international students together in an intentional way. The issue has taken on increasing salience as campuses have seen huge influxes of international undergraduate students from two main countries, China and Saudi Arabia, in recent years. A study published in the *Journal of International and Intercultural Communication* in 2012 found that nearly 40 percent of international students in the U.S. report having no close American friends.

“The question of integrating international students and domestic students is an ongoing question that’s been with us for many years and unfortunately I haven’t found any institution yet that has found the answer,” Deardorff said. She noted that

many colleges use conventional approaches to pair international and domestic students, such as conversation partner and buddy programs, but as a caution of sorts hearkened to Gordon W. Allport’s “contact hypothesis,” which finds that personal contact between groups can reduce prejudice, but only when certain conditions are met, including the existence of a common goal.

“What we’re seeing in terms of success are those programs that have an actual common goal beyond the interaction in and of itself, that they’re interacting for some greater purpose,” Deardorff said. She noted service learning as one example, and research and sports teams as two others, and emphasized, perhaps above all, the key role that faculty play in integration issues and the need to build up their intercultural competence. She emphasized that one-off “faculty trainings” on

intercultural competence aren’t the way to go (“I have had faculty say, ‘I’m not an animal that needs to be trained’”) but instead suggested approaches like symposiums with invited outside speakers and working groups.

“It’s not sufficient to simply bring people together, even in the same classroom, [to say], ‘Oh we have a very intercultural classroom, they’re all there, so magic will happen,’” Deardorff said. “Same with sending people abroad and magic will happen. Things don’t just happen, unfortunately. We have to be very, very intentional. There have been studies coming out of Harvard [from Robert D. Putnam] that show that simply being in the vicinity of those who are different can lead to greater distrust and more suspicion, so we need to be very intentional about how we create that environment for integration.”

As part of his keynote speech,

Philip Altbach likewise emphasized that student mobility in itself is not sufficient in realizing the broad goal of “universalizing global learning” that was the theme of this year’s AIEA conference.

“Does international student mobility contribute to global learning? Not necessarily,” said Altbach, a research professor and director of Boston College’s Center for International Higher Education

(and a blogger for *Inside Higher Ed*).

Noting that most globally mobile students study overseas because of a desire to improve their prospects in the labor market, or because of a lack of educational opportunity at the quality or level at which they wish to study in their home country, or for immigration purposes, Altbach asked: “How can we leverage the students who are

on our campuses, most of whom are paying for themselves, as we all know, and give them a good experience and make sure that they are giving a global perspective to our own local students? Because most American students, most students from any country, are not going to be traveling overseas. It’s never gonna happen.” ■

## KEEPING SEXES SEPARATE

By Elizabeth Redden

*If a student or group requests a gender-segregated setup for religious reasons, does the university have a responsibility to accommodate?*



Paul Grayson, a professor of sociology at Ontario’s York University, received what he described as an unusual request from a student in his online research methods class in the fall of 2013. The student requested that he be exempt from an assignment requiring him to meet in-person with a group of his peers, writing to Grayson,

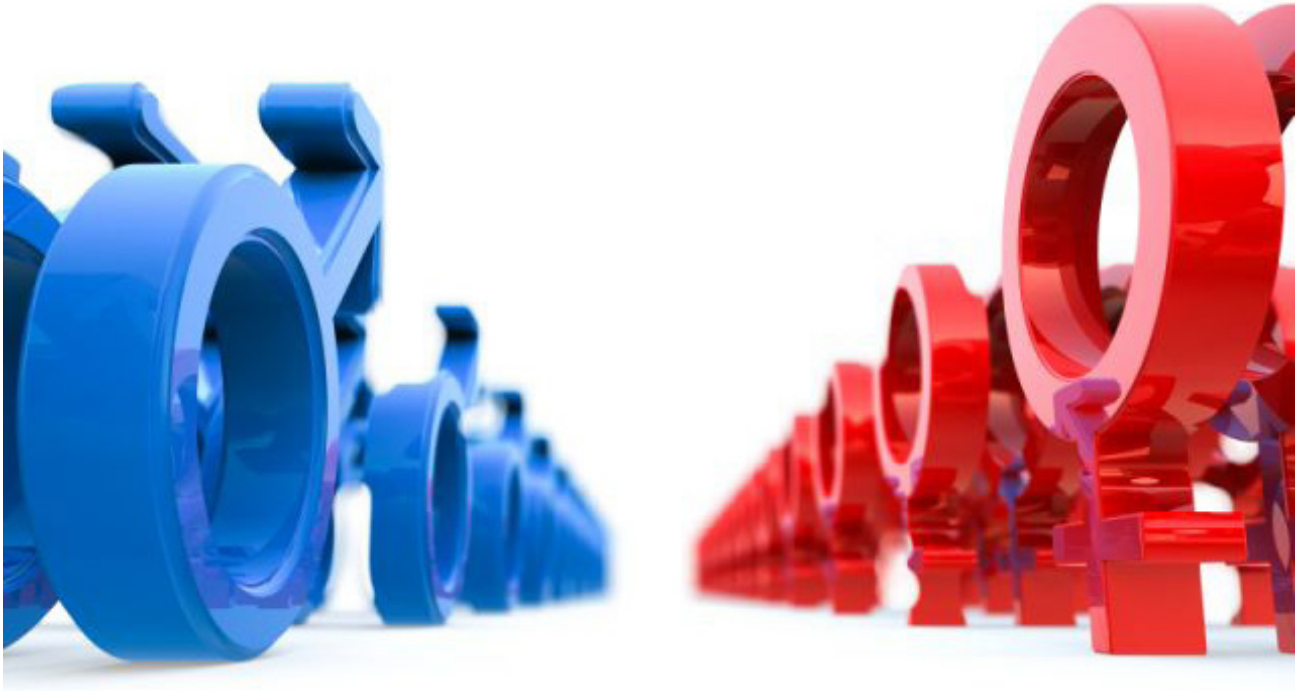
One of the main reasons that I have chosen internet courses to complete my BA is due to my firm religious beliefs, and part of that is the intermingling between men and women... It will not be possible for

me to meet in public with a group of women (the majority of my group) to complete some of these tasks.

Grayson ultimately refused the student’s request for an accommodation, believing that to grant it would be to render him, and the university, “an accessory to sexism.” Grayson said that the student, whom he surmised is either Muslim or Orthodox Jewish – his identity has not been revealed for privacy reasons – graciously accepted the decision. He has since completed the assignment in question.

It would seem to be a case in

which a sensitive situation was resolved satisfactorily enough. However, Grayson’s denial of the student’s request came over and above the objections of York administrators, including the dean of the Faculty of Liberal Arts & Professional Studies, Martin Singer, who, in email correspondence shared by Grayson, said that the university had a legal obligation to accommodate the student’s religious beliefs and argued that to exempt him from group work would “in no way have ‘substantial impact’ on the experience or



Source: iStock

human rights of other students in the class.” Although, in what Grayson described as a tacit acknowledgement of a potential impact, the dean also wrote to Grayson, “It is particularly important, especially as you are concerned about the course experience of our female students, that other students in 2030.60B are not made aware of the accommodation” (a directive that Grayson said he is currently challenging through the York faculty union as a violation of his academic freedom).

A York spokeswoman declined to make university administrators available for interviews about

the details of the student case, referring a reporter to written statements from York President

Mamdouh Shoukri and Provost Rhonda Lenton, the latter of which states that any accommodations request is reviewed “in consideration of the Ontario Human Rights Code, the individual circumstances, the requirements of the law, any competing rights and the academic requirements of the course.

### ‘Crazy’ Logic

A deciding factor in this case was that it was an online course where another student had previously

been given permission to complete the course requirement off-campus.”

It’s true that a student who lives overseas was given an alternative assignment, but in an interview Grayson said that was neither here nor there. He likened it to a case in which two students request an extension on a Monday morning: one because his father died, the second because he spent the weekend partying. “The dean’s logic is because I granted the first I have to grant the second: it’s absolutely crazy,” Grayson said.

A survey Grayson conducted of students in a separate class

suggests that some female students would indeed believe their educational experience to be negatively impacted if they knew the professor had exempted a male student from group work because of his religious beliefs about interacting with female classmates. “I would be outraged,” one student wrote. “I would be so angry and would make sure that I informed the public of such nonsense.”

“I would feel very angry just because I would feel that I am not ‘good enough’ to work with and I would feel discriminated,” another wrote in response to the survey. “I would not only feel discriminated but also would feel there is a sort of favoritism going on,” wrote another.

Grayson said he has received hundreds of emails of support for his position.

Meanwhile the stance of the York administration has been strongly criticized in the news media. Marina Nemat, the author of the autobiography, *Prisoner of Tehran*, wrote in *The Globe and Mail* that in a secular university a student must put his religious beliefs aside: “What if a student had said he could not work with those who have a different skin color, with gays, or with other minorities or majorities, visible or not so visible? Then what? We would accommodate that, too?” she asked. In *The Huffington Post*, the president of the local Muslims

for Progressive Values chapter, Shahla Khan Salter wrote, “By demanding the male student have no interaction with female students didn’t the university administration disregard the right of female students to full and equal status at York University?”

“I think that there’s a fundamental problem that’s occurring in Canada and elsewhere, and that is an intrusion of religion into realms that it should not enter into,” Grayson said. “When this impacts on the rights in this case of women then I think you have to speak out.”

## The Experience Across the Pond

The issue of religiously motivated gender segregation in higher education has gained increasing attention in the past year following a series of controversies involving lectures with separate male and female seating sponsored by Islamic societies at the University of Leicester and University College London. In the latter case, a guest speaker who came for a debate on Islam or atheism, the theoretical physicist Lawrence M. Krauss, threatened to walk out unless the audience was mixed. “Either there’s no segregation or I’m out of here,” he said, as seen in a video available on YouTube. The organizers of the event complied and the event proceeded as planned.

In November, the association

that represents the leaders of British universities, Universities UK, waded into the subject, issuing guidance indicating that universities have a legal obligation to respect an external speaker’s request to address a gender-segregated audience. The guidance was presented in the form of a hypothetical case study involving an “ultra-orthodox” religious speaker and was intended to help universities balance their competing obligations to comply with gender equality legislation and protect student, staff, and speakers’ rights to freedom of speech and religious expression. It suggested that in cases where there is a request for separate seating, segregation from left to right is preferable than front to back and that “a balance of interests is most likely to be achieved” if both segregated and nonsegregated seating areas can be arranged.

“It should therefore be borne in mind ... that in these circumstances, concerns to accommodate the wishes or beliefs of those opposed to segregation should not result in a religious group being prevented from having a debate in accordance with its belief system,” the guidance stated.

“Ultimately, if imposing an unsegregated seating area in addition to the segregated areas contravenes the genuinely held religious beliefs of the group hosting the event, or those of the



speaker, the institution should be mindful to ensure that the freedom of speech of the religious group or speaker is not curtailed unlawfully.”

The reaction was immense. More than 9,000 people signed a petition asking that the guidance be rescinded. Commentators and columnists, again, took aim: “Separate but equal; where have we heard that before?” wrote Polly Toynbee for *The Guardian*. “Sitting on one side of a hall because of your gender feels, to me, not too far from sitting at the back of a bus because of your color,” wrote Louisa Peacock for *The Telegraph*. In *The Independent*, Yasmin Alibhai Brown described the guidance as “a disaster for feminism, for university life, for modernism, for progressive ideals and for Muslims most of all.”

Universities UK initially stood by the guidance, issuing a legal opinion defending it on Dec 12. But after Prime Minister David Cameron entered the fray the next day, saying through a spokesman that he believed “very strongly” that speakers shouldn’t be allowed to address gender-segregated audiences at universities, the association withdrew the offending case study pending further legal review.

“Universities UK has always maintained that enforced gender segregation at university events is wrong,” a spokesman said in a statement. “However, where

gender segregation is voluntary, the law is unclear. We are currently working with senior legal counsel and the Equality and Human Rights Commission to clarify the position for both universities and students.”

In a statement, the Equality and Human Rights Commission has indicated that it believes gender segregation to be lawful when university spaces are permanently or temporarily being used for the purposes of organized religion, but it does not believe it to be legally permissible in the case of academic meetings or lectures open to the public (as was the case with the Leicester and University College London events).

Omar Ali, the president of the Federation of Student Islamic Societies, has, on his Twitter account, described the backlash against gender segregation in Britain as “a cover to push anti-Muslim sentiment”: “There are single-sex schools, male/female sports teams, drinking clubs etc[.] who all voluntarily segregate. Is that gender apartheid?” he asked.

“With regard to Islamic societies, some do and don’t provide separate spaces for males and females, but it’s really important for me to stress that this is something that is not forced at all and it’s something that is almost self-organizing [in nature] and happens out of total choice,” Ali said in an interview. “The Islamic societies that choose to create these kinds of spaces

at religious events are ones that do so because that’s what their membership likes.”

Asked what would happen if a student walked into a lecture sponsored by an Islamic society and did not want to sit in a male-only or female-only section, he responded, “I think that happens a few times and to be honest with you I think they’re allowed to sit wherever they want.” But he added that tolerance is an important value in British society and it would seem to him selfish and intolerant for an individual to walk into an event sponsored by a group that caters to a particular membership and demand that the group change its ways.

It would be different, Ali said, if the gender segregation were happening in the classroom, but “a university is a place where beyond your formal education people of every political, religious or cultural belief can get together with like-minded people and behave in ways they want to behave and organize events that serve them. I think that’s one of the best things about universities.”

Yet Radha Bhatt, a first-year undergraduate student in history at the University of Cambridge who has sent a legal letter to Universities UK objecting to its original guidance, said that universities “are secular, neutral, publicly-funded bodies. They shouldn’t have religious values,

especially discriminatory values, imposed on them.”

She worries that the Universities UK guidance, if it ultimately stands, “would have disproportionate impact on Muslim and other minority background women. Lots of them already have backgrounds where they struggle to assert their right to education. The choice,

quote, unquote, to sit in segregated seating would be made under duress.”

“I think that this whole controversy with gender segregation at the request of external speakers is symptomatic of a wider struggle, which is the rise of the religious right, which we’re seeing across the board; it’s not just a Muslim issue,”

Bhatt said, noting for example a recent controversy at the University of Bristol involving the Christian Union’s ban on female speakers. “Bodies like the Universities UK which should be defending secular, progressive values are so scared of these religious fundamentalists that they’re appeasing them and fueling their growth.” ■

## VIEWS

A selection of essays and op-eds about recruiting international students

## TIME TO CHECK YOUR GPS

By Patti McGill Peterson

*Colleges need to recognize that recruiting international students by itself does not create a globally connected campus, writes Patti McGill Peterson.*

**U**S. colleges face choppy waters ahead. Navigating institutional direction these days requires not only a clear grasp of what the domestic challenges are but also demands a good global positioning system.

Domestic challenges and global positioning intersect at the need for a steady revenue stream of fee-paying students. The past five years have seen an exponential

growth in the business of recruiting international students, especially undergraduates, to U.S. campuses. The search for tuition revenue from abroad has happily converged with a rising middle class around the world that is attracted to U.S. higher education. This intersection has its risks and calls for careful steering.

Colleges and universities that view these students as principally

a revenue fix and confuse their mere presence on campus with internationalization are ultimately headed for stormier seas. It’s time to check the GPS.

We’ve already heard that some campuses are experiencing problems retaining international undergraduates. This can begin with recruitment and whether exaggerated promises have been made. Setting the right direction

here requires knowing what your recruiters are doing and the standards they employ.

Successful retention can be further compromised by the way international students are integrated — or not — on campus. Housing them in an international dorm completely disconnected from the center of campus life is just the wrong thing if you want happy graduates and a loyal alumni network around the world.

And, too often we hear presidents say, “We’re international, we have international students!” Really? How do those students contribute to the internationalization of your institution? If your answer is: “We have an international week every year filled with food and folk dances,” you are in big trouble. When presidents can more carefully address the question, we have moved past simple revenue production to an understanding that students from abroad are an important aspect of internationalizing a college or university. However, their presence, even a well-integrated one, is not enough.

In the U.S., we have a significant import-export gap, and it starts at the institutional level. If 20 percent of your students are international, do you send a similar percentage of your homegrown students to study abroad? If not, you should actively recalculate that quotient. Exacerbating this gap, U.S.



Source: San Francisco State University

students generally are on shorter term study abroad programs, while their international counterparts are mostly enrolled for degrees.

But study abroad alone will not be enough to declare a victory for internationalization. Why? Because while student mobility should be encouraged, it will not work for everyone. Consider that most college students no longer fit the profile of an 18- to 22-year-old residential student. A single mother attending part-time classes at a community college while holding down a 40-hour-a-week job is not going to do a semester in Bahrain.

Colleges and universities are going to have to spend more time and energy on curriculum design to reach large numbers of such students. It really matters to ask how your students, no matter their origin, will come away with a broader and deeper sense of the

world in which they will pursue their personal and professional lives. Ultimately, you have to focus on the curriculum and the faculty who are its stewards. This is the center of the map when it comes to internationalization.

A well-tuned GPS will be all about creating an institutional learning environment that is consciously cross-national and cross-cultural. We have a term for this at the American Council on Education: comprehensive internationalization. Here is what it includes:

- You have articulated institutional buy-in: Your mission statement and strategic plan show a commitment to global education, and there’s a road map for how you’re going to get there.
- Senior leadership is on board with a holistic vision of connecting what may be separate

international activities and, importantly, someone is assigned to wake up every morning thinking about ways to connect the dots as a core element of institutional direction.

- Your curriculum, across disciplines and schools, reflects that you want your students to develop global competencies, whether they are majoring in East Asian studies, engineering or art.

- Faculty members play a critical role in this work — so they are recruited and rewarded in part on their international engagement.

In this domain, you may need to invest further in their global experience and development.

- U.S.-based students are encouraged to go abroad, but also supported appropriately — whether financially or in cultural orientation. And international students, as noted above, are supported by systems too.

- Global partnerships, an important part of the internationalization picture, are pursued thoughtfully, maintained with integrity and mutuality, tracked and evaluated on a regular basis.

Through the work that we do with many different types of colleges and universities, we have found these elements to be a winning combination. They set the GPS coordinates for deeply embedded internationalization, as opposed to one-off initiatives, and serve a wide array of institutional best interests, most importantly better outcomes for all students. ■

*Patti McGill Peterson is presidential adviser for global initiatives at the American Council on Education.*

## STUDENT ACTIVISM WORLDWIDE

By Philip G. Altbach and Manja Klemenčič

*Protests in many countries are a reminder of the importance of understanding the political movements that emerge from campuses, write Philip G. Altbach and Manja Klemenčič.*

**S**tudents were a key force in toppling Ukrainian autocrat Victor Yanukovych. They were on the Maidan battleground in Kiev from beginning to end. They were also instrumental in the 2004 Orange Revolution in the aftermath of that year's presidential election, which was marred by corruption and outright electoral fraud. Students were active on Tahrir Square in

Cairo when Hosni Mubarak was forced from office, and they were active participants in all of the Arab Spring movements.

The beginnings of student-dominated youth movements in “color revolutions” come probably with the Serbian Otpor (“Resistance”) movement, which was started in 1998 as a response to the repressive university and media laws introduced by the

regime at the time led by Slobodan Milošević. In 2000, Otpor organized a campaign “Gotov je” (“He is finished”), ultimately leading to Milošević's defeat in elections. Organizations such as Kmara in Georgia, active in the Rose Revolution in 2003, KelKel in Kyrgyzstan in the 2005 Tulip Revolution, and Pora in Ukraine were all inspired and trained by Otpor. Students occupied the



Taiwan legislature protesting a trade agreement with China for several weeks in March, 2014 — and spearheaded a protest rally of 100,000.

Although the era of student revolutions may have ended a half-century ago, students continue to be active in politics, and they are often a key force in political movements directed toward social change around the world. Students may no longer be at the center of political movements, but they are often indispensable participants, frequently helping to shape the messages, ideologies, and tactics of protest movements.

Students have also been engaged in university politics and policy. German students successfully pushed to have free higher education restored, convincing politicians and the public. Similarly, high school and university students in Chile demonstrated for extended periods to improve educational quality, end for-profit education, and eliminate tuition and fees. They finally succeeded when Michelle Bachelet won the presidency in 2013. In Canada, the “Maple Spring” protests in 2012 emerged from students’ opposition to the government’s announcement of increased tuition fees and led to the fall of Québec’s government.

In some parts of the world, student agitation, often relating to campus issues, cause governments to shut



Source: Wikimedia Commons

universities for extended periods. This has occurred in Nigeria, and universities in Myanmar were closed for several years after student protests against the military dictatorship. In many of these cases, student demands have combined local campus issues

with broader political concerns. They seldom had success in social change, although sometimes university policies or conditions have altered.

Despite continuing activism and impressive but often-ignored success, student activism has not

received the scholarly attention that it once did. This may be because movements that may originate on the campus often move quickly off the campus and to the streets and involve many other segments of society. Unlike the 1960s, when students were often both the originators and main participants in protest movements, more recent movements have involved a wider section of the population. Students often lost control over the protests, and in fact in some cases student leaders left the campus to run for public office or participate in a broader leadership coalition. Nonetheless, students have remained a key spearhead for oppositional movements and protests.

## The 'Iron Law' of Student Activism

There is an iron law of student political activism. Students can often bring public attention to political issues and, when there is an undercurrent of discontent, may help to create political movements that may destabilize or even defeat regimes. As a social group, students tend to have the leisure of time to exchange and develop ideas and organize within the tightly knit university environment; and the public tends to be sympathetic to students' concerns.

But students cannot control national politics once a regime is removed. They may infiltrate political parties; but, in the wider

political arena, the typically adversary and uncompromising voices of student activists do not get far. Societal politics is generally about political power vested in economic and military resources, in ability to build alliances and forge compromises. While energetic and driven, if students enter the political arena, they may become only a marginal voice — since they seldom possess the substantial and procedural knowledge, experience, and networks required for the larger political stage.

Indeed, in most cases, politics after the end of the social movement moves in directions quite different than advocated by the students. Thus, students may be a precipitating force for social and political change, but never control the outcomes.

Events in both Egypt and Ukraine support the "iron law." Students in general did not favor the ascendance of the Muslim Brotherhood to power following the Arab Spring, nor were students in general happy with some of the ultranationalist forces that became influential in the recent Ukrainian events.

## Success on the Educational Front

Students have sometimes had better success with educational issues. Although massive student demonstrations — and the opposition of British academics — failed to keep high tuition fees from

being imposed in England and Wales, students were successful in Germany in rolling back tuition charges so that all of the German states are now committed to free higher education. Protracted demonstrations by high school and university students in Chile resulted in major education reforms and the rollback of previously high student tuition fees.

The contemporary student protests on the educational front tend to be against cuts in public funding of higher education and increases in tuition fees, both of which are associated with neoliberal reforms in higher education.

Austerity measures, following the global financial crisis, have accelerated the implementation of such reforms in countries where they previously did not exist. Although the differences between countries continue to be pronounced, a sense exists nevertheless that the national higher education systems are becoming more alike in the sense of being more market-oriented, even in countries with a strong social-welfare tradition.

The fight against tuition fees remains the single most powerful mobilizing force for student activism worldwide. Other social-welfare concerns — such as availability of student housing, subsidized food and transportation — occasionally lead to more localized types of protests initiated by the local

student unions and typically also fairly quickly resolved. Quality assurance is almost never an issue salient enough to mobilize students to political action. These questions are handled by the elected student representatives, who consult the universities voicing student expectations and their satisfaction.

## 21st-Century Student Activism

Many argued that student activism would disappear in the era of higher education massification. Diverse student populations, part-time study for many, the non-elite social backgrounds of most students, the increasingly high cost of higher education in many countries, and other factors all argued against active political and social engagement.

This clearly has not been the case. Students remain a potent

political and social force, and only the modes of their involvement have been changing. Students are less likely to vote and less likely to join political parties.

But they ARE more likely take part in online petitions, join boycotts, express views in online forums, involve themselves in advocacy social networks, and participate in demonstrations and protest movements. The nature of student activism still very much depends on which part of the globe is being considered. As the World Values Surveys depict, in Western societies where entire value systems have shifted to postmodernism, students are becoming more individualistic and perhaps more interested in subjective well-being, self-expression, and quality of life. There are other societies where democratization, including minority

rights, freeing political processes and institutions from corruption, and so forth, remain salient and compelling issues.

Even in postmodern post industrial societies, some students remain politically engaged — as evidenced by student involvement in the Occupy movements and student participation demonstrations against tuition increases in England. The potential grievances that may mobilize students into student movements for social change are obviously very different, depending on which part of the world is being considered. ■

*Philip G. Altbach is research professor and director of the Center for International Higher Education at Boston College. Manja Klemenčič is postdoctoral fellow in sociology at Harvard University.*

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**“THE CONTEMPORARY STUDENT PROTESTS ON THE EDUCATIONAL FRONT TEND TO BE AGAINST CUTS IN PUBLIC FUNDING OF HIGHER EDUCATION AND INCREASES IN TUITION FEES, BOTH OF WHICH ARE ASSOCIATED WITH NEOLIBERAL REFORMS IN HIGHER EDUCATION.”**

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## GOING LOCAL

By Charles C. Reith

*MOOCs need geographic relevance (which may not be massive) to truly succeed in diverse, developing nations, writes Charles C. Reith.*

**A** consortium of small colleges and universities in developing nations around the world is collaborating on a multidisciplinary course that delivers many of the merits of MOOCs but also provides experiential education directed at pressing local needs. The desired result of this pilot is a powerful blend of multidisciplinary scholarly perspectives, global insights from direct interactions with academics around the world, and applied experience such as comes from helping host communities confront barriers to their sustainable development.

Massive open online courses are invaluable sources of knowledge delivered to every corner of every continent. One can hardly overstate the revolutionary and potentially empowering contribution of MOOCs toward human development as they stream information across recently bridged digital divides. However, what's missing from this Internet-

delivered treasure trove is the focused insight and skill that comes from analyzing, understanding, and working on issues of local importance.

MOOCs from major universities in the United States or Britain are necessarily sweeping in scope – and often laced with informative case studies – but they rarely if ever speak to the specific conditions and challenges that a given student experiences every day. In this respect, MOOCs are geographically generic, lacking the capacity to drill down to the granular details and nuanced elements of a regional issue. So while institutions of higher learning will do well to tap MOOCs for their powerhouse instructors and insightfully articulated content, they should also look to the development needs of their host communities for learning opportunities that provide direct experience, not to mention the rewards that come from confronting, analyzing, understanding, and surmounting a

local challenge.

American University of Nigeria (AUN) is trying to reconcile the efficiency of MOOCs in knowledge-sharing with the skill-building experience that comes from community service that is directly tied to local needs. In the pilot course described here, we are introducing a third element, which has an intimate connection with local issues in other parts of the world, not just in reading or videos, but through the receipt of tailored content from and interaction with participating faculty from around the globe.

The subject matter for the pilot course is water; the venues are Africa, Pakistan, Bulgaria, Lebanon, and the United States. The course, entitled Global Explorations of Water, is multidisciplinary, exquisitely relevant, and locally originated, albeit from multiple communities. Water is of course supremely important in all the venues, but in different ways that call for a breadth





Instructors meet for Global Explorations of Water Management, Culture, Policy and Technology.

of understanding and versatility of analysis.

The course grew out of the work of the Global Liberal Arts Alliance (GLAA), a Great Lakes Colleges Association-based initiative dedicated to supporting liberal arts in higher education and fostering global connections among faculty members in both teaching and research. For several years, GLAA has hosted workshops that convene professors from many disciplines and countries for training and facilitated interactions. The 2103 workshop at the College of Wooster focused on water in the fullest spirit of the liberal arts tradition, with a rich potpourri of lectures, exhibitions, performances and field trips in art, faith,

science, policy, technology, and management. The attendees from the countries listed above spoke to their region's most pressing issues surrounding water. For instance AUN's representative described desertification and flooding that arises from deforestation; Forman Christian College's (Pakistan) attendees discussed agriculture and biofuels.

The faculty member from Earlham College addressed environmental justice in the Great Lakes region. Other colleges brought forth similarly diverse and pertinent issues and perspectives.

The course's design and delivery is straightforward, requiring no special software. Faculty members select, develop and post their

content in one of a number of places on the web, sometimes videotaping classroom lectures and other times simply speaking into their computers and referencing accompanying presentation slides. The online materials are available to students and faculty members at any of the participating institutions. Several faculty members have taken themselves or their classes into the field, videotaping hilltop mini-lectures, discussions, and interviews with stakeholders on local water issues.

The switchboard for the course is a website that provides basic information and points to the pertinent content on the web, be it faculty-posted materials, TED Talks, or literary readings.

Videoconferencing is another, powerful element of the course. The interactions between African students and faculty from abroad add a dimension that reading or videos never could. For instance, we at AUN have had students briefly describe their assignments to faculty from widely varying disciplines and geographies to receive feedback and perspective that a single local instructor could scarcely offer.

As mentioned above, the pilot offering is driven by AUN, whose faculty and students post the lion's share of content. Faculty from other countries and disciplines who participated in the GLAA workshop are also posting content on

regional water issues that speaks to their expertise, addresses their local challenges, and tailors itself to the overall themes of the course.

Although AUN students are the only ones participating in this pilot course, the content and lessons learned will be available next spring to the faculty in Pakistan, Lebanon, Bulgaria, and the U.S., as well as a possible sequel at AUN. It will be the instructors' prerogative to select among the already available web-posted content, to develop and post their own, and to assign their students the appropriate community-based learning experience. To access this content, the instructor may choose to develop his or her own switchboard

website. The instructors will also have the chance to arrange video conferences with their colleagues from afar. Looking forward, Global Explorations of Water will likely become a "cumulative course," updated each semester with new content while drawing retrospectively on content from earlier offerings. The richer and more diverse this content – and the greater the selection available to a given instructor – the more the course will assume the merits of a MOOC, although never at the expense of local relevance and experiential learning. ■

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