

International Education in the New Global Era:
Proceedings of a National Policy Conference
on the Higher Education Act, Title VI,
and Fulbright-Hays Programs

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and Fulbright-Hays Programs

Edited by

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International Studies and Overseas Programs
University of California, Los Angeles



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Introduction

John N. Hawkins

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and

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University of California, Los Angeles
International Studies and Overseas Programs

The gathering of more than 250 scholars, practitioners, policymakers, and foundation leaders on the issue of the status and future of international education and foreign area studies in the United States represents a major achievement in the history of this field. Representatives from a broad spectrum of higher education institutions and related organizations came together, for the first time, to review continuing and new national needs for international education. UCLA joined with the U.S. Department of Education to sponsor this forum, but the fact that a cosponsor of the conference was a coalition of over twenty-five major educational organizations, the Coalition for International Education, made the conference even more remarkable.¹ This national policy meeting, held at UCLA on January 23–25, 1997, covered a wide terrain from the history of federal legislation and involvement in international education to conceptual discussions of the state of the field, and issues related to both undergraduate and graduate education, and, most centrally, the relevance of international education to the emerging national needs for the twenty-first century.

The Title VI and Fulbright-Hays programs administered by the U.S. Department of Education are primary mechanisms by which the fed-

eral government supports the development of the nation's international expertise. There are nine Title VI programs and four Fulbright programs. These programs are located at colleges and universities throughout the United States and include 110 National Resource Centers, 26 Centers for International Business Education, a fellowship program, 7 Language Resource Centers, undergraduate international studies and business programs, 10 American Overseas Research Centers, a research program, an Institute for International Public Policy, and numerous academic and outreach activities. Fulbright-Hays includes programs for doctoral dissertation research abroad, faculty research abroad, group projects abroad, and seminars abroad. In fiscal year 1997, the federal government supported the Title VI and Fulbright-Hays programs for a combined total of \$59.8 million. These programs were the focal point and primary consideration of the conference participants.

Coming at a time when a national debate has raised a variety of questions regarding the current and future organization of international, regional, area, and comparative studies, the UCLA conference papers provide a wealth of data to replace what heretofore has been a largely anecdotal discussion. The end of the cold war, the globalization of the world economy, the resilience of nationalism, the multipolar nature of strategic concerns provide the context in which public and private organizations including

1. See Preface and Overview Paper 1 by Miriam A. Kazanjian.

universities are reconsidering their approach and commitment to international studies. What has become clear from the papers contained herein is that the need for strong programs in international and regional studies is greater than ever. The importance of understanding other societies in the vernacular and the need to build national capacity has increased with globalization. In parallel fashion so has the need for more and innovative language training. Area and regional studies have been at the forefront of providing leadership in the study of uncommonly taught languages. It is unlikely we can consider ourselves a nation poised for global scholarship and leadership if we do not continue to make significant efforts to provide access to such languages.

The more traditional social sciences continue to devote a substantial amount of their energy to producing area-based work. A steady 20 percent of all dissertations produced in the major social science disciplines from 1992 to 1995 were area focused and a similar percentage of publications cited in the social science citation index also fall in the realm of area studies. In professional fields such as business, public health, law, and education, new international dimensions are being added as these fields recognize the increasingly global proportions of these fields of study. Most major universities offer substantial course offerings in international studies, in both the social sciences and humanities, and many have formed institutional entities to further organize and strengthen the interdisciplinary nature of international studies. New foundations have emerged in the past ten years specifically targeting their funds toward regional and international studies, while older foundations are again turning their attention to the importance of area and regional studies.² The role played by the U.S. Department of Education, through Title VI/Fulbright-Hays, in building the foundation of international studies and sustaining the momentum toward the strength displayed today has been critical, indeed essential. The investment clearly has paid handsome dividends and remains one of the best investments of federal dollars among the many agencies in higher education.³ The knowledge that the U.S. government has placed a priority on supporting inter-

2. The new area studies initiative of the Ford Foundation is the most recent example of this.

national education has encouraged and stimulated universities, foundations, and private donors to also invest in this enterprise. This kind of diverse investment in higher education is a model for many other nations and accounts for the strength that U.S. higher education projects to the world.

New and creative approaches to international studies are nevertheless needed and several of these were outlined in the papers that follow. The most interesting programs are those that find ways to engage regional studies with the disciplines and with development studies. Given the blurring of disciplinary boundaries there are notable opportunities to forge new alliances between the traditional social science and humanities disciplines and regional studies. Many universities long involved in international studies are already exploring these opportunities and the conference papers, which follow, provide a rich source of analysis and ideas for those who are seeking to reconstruct institutional pathways for learning about the world.

The UCLA conference was structured in a manner to meet the interests of the diverse representatives attending the gathering. There were four conference sessions at which papers and research results on a variety of topics were presented in both plenary and group breakout meetings. A fifth session allowed for summary discussion and conference wrap-up. Session I was a plenary session that provided an overview panel that outlined conference goals, provided a broad history, summarized the accomplishments of HEA Title VI and Fulbright-Hays programs, and discussed the challenges facing the Higher Education Act and its reauthorization. John N. Hawkins, UCLA dean of International Studies and Overseas Programs, and the conference coordinator, welcomed participants to the assembly and introduced each of the three speakers. These included Miriam A. Kazanjian, Coalition for International Education; Richard D. Scarfo, director, International Education and Graduate Programs, U.S. Department of Education; and John C. Vaughn, executive vice president, Association of American Universities.

3. In some instances, for every dollar of federal support, Title VI centers are able to obtain institutional support or raise extramural funding of an additional two or three dollars.

Session II, also a plenary, included the presentation of five papers that provided broad academic perspectives on the continuing and emerging national needs for international education and foreign language studies, and the role of HEA Title VI and Fulbright-Hays programs in meeting those needs. Richard Buxbaum, University of California, Berkeley, chaired the forum and introduced the conference presenters. The five speakers included Burkart Holzner, University of Pittsburgh; JoAnn S. McCarthy, Old Dominion University; Gilbert W. Merckx, University of New Mexico; Richard Drobnick, University of Southern California; and Richard D. Brecht, National Foreign Language Center.

Session III provided time for ten breakout meetings, each devoted to the presentation of papers and studies focusing on specific issues. A designated chair for each breakout session reviewed their paper and there was an open, inclusive discussion of the issues. Breakout group chairs included the following: Nancy L. Ruther, Yale University; John M. Metzler, Michigan State University; Richard Moxon, University of Washington; Harold Josephson, University of North Carolina, with Beth Traxler, Greenville Technical College, South Carolina; Linda A. Rodríguez, University of California, Los Angeles; Michael F. Metcalf and Louis Janus, University of Minnesota; Deborah Jakubs, Duke University, and David Magier, Columbia University; John F. Richards, Duke University; Richard O. Hope, Woodrow Wilson National Fellowship Foundation, and Samuel T. Scott, The College Fund/UNCF; and John Voll, Georgetown University.

Session IV, a plenary meeting, allowed for breakout session rapporteurs to summarize their group discussion and recommendations. Opportunity for discussion was provided at the end of each report. The rapporteurs for the ten breakout sessions included: Nancy L. Ruther, Yale University; Cynthia Williams, University of Wisconsin; Shirley J. Daniel, University of Hawaii; Elizabeth de G. R. Hansen, Corporation for Public Broadcasting; Carlos Alberto Torres, Russell N. Campbell, and Eudora I. Loh from the University of California, Los Angeles; Barbara B. Burn, University of Massachusetts; Samuel T. Scott, Institute for International Public Policy, The College Fund/UNCF; and Sandria B. Freitag, American Historical Association. In the presentation here we have chosen to place

together the presenter and rapporteur for each breakout session to facilitate continuity.

A summary and discussion of the conference was scheduled as Session V, the final plenary meeting. The conference rapporteur, David Wiley, Michigan State University, presented a synthesis of the findings of the National Policy Conference.

The table of contents for the collection of papers and rapporteur reports compiled for this publication also lists several additional contributors. Richard D. Brecht's plenary paper on "National Language Needs and Capacities: A Recommendation for Action" acknowledges A. Ronald Walton, University of Maryland, as a co-author. Professor Walton contributed to the writing of the plenary paper but passed away shortly before the conference. The Richard W. Moxon paper for the breakout session "The Changing Demand for International Expertise in Business" notes co-authors Elizabeth A. C. O'Shea, Millie Brown, and Christoffer M. Escher, all from the University of Washington.

The contributions of all presenters, breakout session chairs, and breakout session rapporteurs are greatly appreciated. Without their scholarly and insightful contributions the UCLA conference would not have been a success. In addition, as the participants at this conference represented diverse interests, so too, the presenters and rapporteurs were a diverse group that represented the broad spectrum of international education programs. While the gathering of the 250 representatives was the first attempt to assemble the broad higher education constituency of Title VI and Fulbright-Hays programs, a major achievement in and of itself, the strategic importance of the presentations, the critical analysis and discussions, and the recommendations that emanated from the UCLA conference for the future of international education cannot be overstated.

Thanks are also offered to the Editorial Committee that contributed to the preparation of the conference proceedings and the resulting publication, *International Education in the New Global Era: Proceedings of a National Policy Conference on the Higher Education Act, Title VI, and Fulbright-Hays Programs*. The Editorial Committee members included Miriam A. Kazanjian, Gilbert Merckx, David Wiley, John N. Hawkins, and Carlos Manuel Haro. Our appreciation is also extended to Mr. Leslie Evans for his outstanding editorial contributions and prepara-

tion of the proceedings for the web site and publication.

One final note regarding the involvement of UCLA. At the opening reception of the conference, Chancellor Charles E. Young was presented with the first International Education Leadership Award by the Coalition for Higher Education. Cornelius Pings, president of the American Association of Universities and a prominent member of the Coalition for International Education, presented the award and praised Young for his years of service to higher education and especially for his contributions to promoting international studies. He noted that Young had greatly influenced the development of international studies in American universities, both by his support for international programs at UCLA and by his leadership in several national associations. In his acceptance speech,

Young, who was to retire in 1997 as head of UCLA after twenty-nine years, noted that “a great university must be characterized by three major efforts: internationalization, multiculturalism, and diversity.” He went on to stress that the presence of the International Studies and Overseas Programs (ISOP) unit at UCLA, the campus’ main conduit for Title VI and Fulbright-Hays programs and funding, signals the university’s ongoing commitment to providing excellent international education to its students, while engaging in collaborative and multidisciplinary research.

We extend our appreciation to Chancellor Young for his leadership and acknowledge his significant role in having UCLA as the venue for the HEA Title VI and Fulbright-Hays National Policy Conference.

Preface

Miriam A. Kazanjian

Coalition for International Education

To the untrained eye, the federal programs of HEA-Title VI and Fulbright-Hays 102(b)(6) appear to be simply two international education programs: one a domestic program and the other, overseas. They in fact make up thirteen separate programs addressing different components in the international education and foreign language pipeline, and therefore have at least as many different constituencies. Each has a distinct but related goal, and collectively they address the Title VI/Fulbright-Hays overall mission.

Evaluating the adequacy of these programs to address the nation's needs for international expertise and understanding into the next century is therefore not a simple task. In the first place, understanding the complexity of diverse programs and making adequate assessments about their relevancy in a new global era demand more than a small "inside the Washington beltway" committee. It requires participation of the campus-based faculty and administrators who know and understand the programs and the changing needs they serve. Second, the task is made more complex by new and unprecedented global and regional political, economic, and social relationships, whose vast implications for the nation's domestic well-being and human resource needs are yet to be fully understood. Consultation with the "end-user" or client community in the government, education, business, and other sectors is called for as well.

This report represents the beginning of such a process. It presents the proceedings of a January 1997 conference conducted at the University of California, Los Angeles, in cosponsorship with the U.S. Department of Education and the Coalition for International Education. Two milestones

made the event historic. In the almost four decades of the programs' existence, it was the first attempt to assemble representatives from the whole spectrum of higher education constituencies served by Title VI and Fulbright-Hays. It included the foreign language, area, and international studies communities, research libraries, the land-grant universities, the state colleges and universities, the independent colleges and universities, the community and technical colleges, and the historically Black institutions of higher education. It also was the first time the programs were reviewed both individually and together as essential pieces in a mosaic addressing the nation's continuing and emerging international education and foreign language needs.

The timing of the conference was especially relevant. The current 105th U.S. Congress is scheduled to reauthorize the Higher Education Act, an occasion to review how programs are working and their continued relevance to national needs. And, the Government Performance and Results Act (P.L. 103-62) requires federal agencies to prepare performance plans including specific goals and numerical outcome indicators, to which the Congress and the Executive Branch's Office of Management and Budget are binding the federal agencies. As with many federal education programs, HEA-Title VI and Fulbright-Hays have not had such performance plans in the past.

Thus, this conference initiated a bottom-up process of reviewing Title VI and Fulbright-Hays programs from a public policy perspective. Subsequently, steps were put into place to draft reauthorization proposals, design long-term evaluation/performance plans, and consult more

extensively with the client communities in the public and private sectors.

We offer this document and make it widely available on the Internet in hopes that the U.S. higher education community at large will note the changing face of foreign language, area, and other international studies since their inception in the National Defense Education Act of 1958. Global transformations in the post-cold war era make clear that higher education leaders, public

policymakers at all levels of government, and chief executive officers in the private sector must place greater priority on the important international dimension to the nation's research and human resource needs in the twenty-first century. HEA-Title VI and Fulbright-Hays continue to have a vital role to play in that process.

November 1997

Abbreviations

- AACC—American Association of Community Colleges
- AACSB—American Assembly of Collegiate Schools of Business
- AASCU—American Association of State Colleges and Universities
- AATT—American Association of Teachers of Turkic Languages
- AAU—Association of American Universities
- ACE—American Council on Education
- ACIIE—American Council on International Intercultural Education
- ACLS—American Council of Learned Societies
- AIBER—Association for International Business Education and Research
- AIEA—Association of International Education Administrators
- The Alliance—Alliance for International Educational and Cultural Exchange
- APSA—American Political Science Association
- APSIA—Association of Professional Schools of International Affairs
- ARL—Association of Research Libraries
- CAFLIS—Coalition for the Advancement of Foreign Languages and International Studies
- CAMP—Cooperative Africana Microform Project
- CAORC—Council of American Overseas Research Centers
- CIBERs—Centers for International Business Education and Research
- CICALS—Consortium for Inter-Institutional Collaboration in African and Latin American Studies (Michigan State University College of Arts and Letters and others)
- CIE—Center for International Education (name changed to IEGPS)
- CIEE—Council on International Education Exchange
- CIES—Council for International Exchange of Scholars
- CIIP—Comparative Immigration and Integration Program
- CNRCD—Council of National Resource Centers Directors
- The College Fund/UNCF—United Negro College Fund
- COSSA—Consortium of Social Science Associations
- ECSA—European Community Studies Association
- FIPSE—Fund for the Improvement of Post-Secondary Education
- FLAS—Foreign Language and Area Studies Fellowships
- IEGPS—International Education and Graduate Programs Service (formerly CIE), U.S. Department of Education
- JNCL—Joint National Committee for Languages
- LAMP—Latin American Microform Project
- LASA—Latin American Studies Association
- LCTL—less commonly taught languages
- LFTLs—less frequently taught languages
- MARC—machine-readable cataloging
- MEMP—Middle East Microform Project
- MESA—Middle Eastern Studies Association
- NAICU—National Association of Independent Colleges and Universities
- NASULGC—National Association of State Universities and Land-Grant Colleges
- NCFLIS—National Council for Foreign Language and International Studies
- NCISPA—National Committee of International Studies and Program Administrators
- NCOLCTL—National Council of Organization of Less Commonly Taught Languages
- NCSS—National Council for the Social Studies
- NDEA—National Defense Education Act
- NHA—National Humanities Alliance
- NIH—National Institutes of Health
- NLRCs—National Language Resource Centers
- NOAA—National Oceans and Atmosphere Administration
- NRC—National Resource Center
- NSEP—National Security Education Program
- NSF—National Science Foundation
- OMB—Office of Management and Budget (U.S. government)
- SAMP—South Asia Microform Project
- SEAM—Southeast Asian Microform Project
- SEEMP—Slavic and Eastern European Microform Project

SSRC—Social Science Research Council
TSA—Turkish Studies Association
UNCF—see The College Fund/UNCF
UNESCO—United Nations Educational, Scientific, and Cultural Organization

USAID—U.S. Agency for International Development
USIA—United States Information Agency