

The banner features a blue-tinted photograph of a diverse group of people in a meeting, looking at a laptop. To the right, there is a vertical image of a person climbing a rock face. The text is overlaid on the left side of the banner.

# 100TH ANNUAL MEETING

**EDUCATION ON THE VERGE:** THE PRECIPICE OF CHANGE

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**AACRAO**

*Advancing Global Higher Education*

## **Executive Summaries of Selected Sessions**

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## Reform Efforts in Federal and State Higher Education Policy

Speaker: **David Longanecker**, *President, Western Interstate Commission for Higher Education (WICHE)*

### Overview

Historically, postsecondary education policy in the U.S. supported economic development and access. Federal and state governments are now focused on a postsecondary education agenda that embraces Frugal Essentialism. Policymakers realize that everyone needs postsecondary education to succeed. However, that education may take forms other than traditional four-year degrees.

Today's reforms underscore efficiency, quality, affordability, and accountability. To achieve these goals, state and federal agencies are using strategies based on innovation, steering, and regulation/mandates. Federal efforts focus primarily on modifying and creating laws, while state reform initiatives run the gamut from performance funding to innovation, better data, and more.

### Context

David Longanecker discussed the evolution of postsecondary education policy in the United States and the current reform agenda, which underscores Frugal Essentialism.

### Key Takeaways

- **Since the founding of the U.S., postsecondary education policy has evolved dramatically.**

Federal involvement in postsecondary education has changed significantly over time. Phases have been:

- *Initially, federal and state government played no role in postsecondary education.* Postsecondary education is not explicitly named as a federal responsibility in the Constitution. As a result, before the mid-19th century there was no federal or state presence in education. Postsecondary education was an elitist system, designed to educate an elite class of clergy and lawyers.
- *The Industrial Revolution demanded a more educated populace.* The Land Grant Act of 1862 was established to address the economic imperative driven by the Industrial Revolution. This Act led to the public postsecondary education system, especially in the West. The country moved toward a meritocratic system of higher education that served the best and brightest of all classes and provided scholarships for the most able. States were driven to participate in postsecondary education due to federal action.
- *During the twentieth century, broad access to higher education became a federal goal.* The GI Bill was designed to increase access to education, since a million

men entering the economy after World War II would have pushed the country back into depression. That was followed by the National Defense Education Act, then the Higher Education Act of 1965. The federal government assumed responsibility for providing equal opportunity to education at all levels. Need-based aid programs, such as Supplemental Educational Opportunity Grants, Basic Educational Opportunity Grants, and Pell Grants emerged. At the state level, there was greater geographic access to postsecondary education, low tuition, and community colleges.

- **Over 50 years, financial aid has experienced several waves of reform.**

Initially, the Higher Education Act's goal was very clear: financial access. Grants were offered to the most needy, loans went to the less needy, and the non-needy received no aid. The strategy worked and enrollment increased dramatically. Before 1965, about one third of people attended college; by 1980, two thirds went to college.

Through various reform efforts, financial aid for postsecondary education has seen scope creep. Mr. Longanecker discussed five waves:

1. *Late 1970s: The Middle Income Student Assistance Act of 1978 (MISAA).* The espoused goal was to expand opportunity for the middle class, a politically popular idea. However, the aid approved by the appropriating committees were less than politicians authorized.
2. *1980s: Aid to middle income students at the expense of the most needy.* In this phase, all aid money went to expand loan programs, while Pell Grant funding was frozen. As a result, benefits for the middle class grew while the neediest students suffered.
3. *Early 1990s: Focus on program improvement.* The Clinton administration's focus was educational success, rather than access. The direct lending program was introduced, which remains the primary mechanism for postsecondary education lending. In addition, there was considerable focus on controlling default rates through penalties. The federal government tried to improve accountability via state postsecondary review entities (SPREs).
4. *Late 1990s: Tuition tax credits for the middle class.* Middle class students continued to benefit from tuition tax credits and other tax benefits.
5. *2000s: Pell, Pell, and more Pell.* Between 2000 and 2012, the authorization for the Pell program increased from \$10 billion to \$37 billion. However, these increases weren't targeted. In addition, postsecondary education was deregulated during this period.

▪ **Today’s postsecondary public policy agenda emphasizes Frugal Essentialism.**

During the Great Recession, state funding per student decreased significantly. Even though tuition increased, the enrollment grew dramatically and states couldn’t keep up. Simultaneously, completion became an issue, as data highlighted the disconnect between access and success in postsecondary education.

Today, postsecondary education policy is experiencing a renaissance of sorts. The new agenda at the federal and state level is focused on “Frugal Essentialism.” The essentialist message is that everyone now needs post-secondary education to succeed. That education can take different forms, however, and may not be a four-year degree.

*“I think what’s going on today is good for higher education and American citizens. I would refer to this new reform as Frugal Essentialism. Everybody needs some form of postsecondary education today.”*

— David Longanecker

▪ **The current policy reform agenda underscores efficiency, quality, affordability, and accountability.**

Today’s postsecondary education reform agenda emphasizes four major themes:

1. *Greater efficiency.* Both the federal and state governments have worked toward this for 20 years.
2. *Higher quality.* This is driven partly by the completion agenda. Faculty members said they could issue degrees to meet completion requirements, but they would not be quality degrees.
3. *Affordability.* A common concern among students and families today is the cost of a college education.
4. *Greater accountability.* Stakeholders at all levels, from governments to colleges and students, will be asked to assume greater responsibility for successful education outcomes.

Making these themes a reality will be easier said than done. There are many interpretations about what they mean. In addition, institutions face the “new normal” of higher education finance: limited resources. Three strategies are being used at the state and federal levels: innovation, steering, and regulation/mandates.

▪ **Federal initiatives focus on program improvement; the quality agenda appears underrepresented.**

Postsecondary education policies at the Congressional and Administration levels are consistent with the four reform themes and three supporting strategies. However, almost everything is portrayed as part of the economic imperative and completion agenda. Mr. Longanecker outlined eight major federal initiatives that relate to modifications of current law, as well as development of new laws.

**Modifications to Existing Law**

1. *Regulatory reform.* This category includes state authorization, as well as gainful employment and the credit hour rule. It touches on the accountability, efficiency, and quality themes.
2. *Student loan reform.* Modifications include interest rate adjustments, repayment reforms like income-based repayment, and debt management. These relate to efficiency, affordability, and accountability, often through steering.
3. *Data collection.* Potential projects include a national student unit record data system, IPEDS revisions, and a rating system. Longanecker doesn’t believe a national student unit record data system will happen. In addition, he feels the federal government doesn’t have the data capacity to do a rating system well. Data collection efforts relate to affordability, efficiency, and accountability themes.
4. *Experimental sites.* The idea behind experimental sites is that competencies are a way of demonstrating educational quality rather than traditional credits. Approved institutions include Southern New Hampshire, Coursera, and Western Governor’s University. More are under consideration, such as the Lumina and Gates Foundations. Experimental sites touch on efficiency, quality, and affordability through innovation themes.

**New Laws**

5. *Pell and campus-based reform.* Pell Grants are so universal that one of two undergraduates receives them. Some believe the program should be retargeted. There is also considerable focus on creating a contract between students and the government based on academic performance. This initiative touches on affordability, efficiency, and quality, primarily through steering and regulation/mandates.
6. *Tax reform.* Some believe the 10 different tax programs related to higher education should be unified to eliminate redundancy. Others think the tuition tax credit should be eliminated and the money redirected to the Pell Grant. Unfortunately redirection isn’t practical since different groups in the government handle tax credit and grant funds. This initiative addresses efficiency, primarily through regulation/mandates.
7. *Real partnerships.* These partnerships would increase the stakes for students, states, and institutions. Students would share responsibility for cost and performance; states would share responsibility for getting students to graduation; and institutions would bear responsibility for increasing student success rates. More alignment is likely between the Department of Education and federal agencies such as Labor, Defense, Health and Human Services, and Treasury.

8. *Reduced federal burden on partners.* This initiative includes alternatives to accreditation, scrubbing statutes and regulations, and embracing innovation. It is intended to address the efficiency and accountability themes. Unfortunately, the current rhetoric is not consistent with reality.

▪ **As states pursue different approaches to support postsecondary education reform, they must keep an eye on the public agenda.**

At the state level, governments are using a wide variety of techniques to change postsecondary education. However, no consistent formula exists: the 50 states have devised 50 different approaches to policy reform. Longanecker discussed 10 major areas states are focusing on:

1. *Performance funding.* Over 40 states have performance funding on the books or about to be enacted. Unfortunately, few programs have brought together state appropriations for performance funding, tuition policies, and financial aid policies. These initiatives address accountability, efficiency, and quality through steering.
2. *Infatuation with innovation.* Many states are leveraging technology to reduce education costs and increase quality. Examples include MOOCs and using technology to improve remediation. In many cases, however, states embrace innovation for innovation's sake. These programs touch on affordability, efficiency, and quality, but not accountability.
3. *Quality, if only people knew what it was.* There are many ways that states are trying to improve the education quality. Unfortunately, few can define what quality is. Quality improvement activities include the use of technology, reinventing remediation, and using post-graduation employment as a quality metric. Quality initiatives address accountability, primarily through innovation and steering.

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*"If you look at what we've achieved over the last five years despite funding cuts, you find we are providing students with a high-quality education and we have the potential to do even more through innovation. I think the policy agenda is headed in the right direction."*  
 — David Longanecker

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4. *Data and its uses.* States accepting money via the American Recovery and Reinvestment Act of 2009 (ARRA) must establish a student unit record data system (SURDS). Education data can be used for consumer information and accountability, and predictive analytics. Data projects touch on accountability and quality, primarily through regulation and steering.
5. *Financial aid reform.* States are taking a fresh look at needs-based financial aid. They are considering

partnerships with federal efforts and non-public sector players like private and for-profit colleges. These initiatives address affordability, efficiency, and quality, primarily through innovation and steering.

6. *Unconventional Financial Aid Strategies.* There are several programs Longanecker believes are the antithesis of rational financial aid including the \$10,000 degree, free community college, and "pay it forward" tuition repayment plans. When community colleges eliminate tuition, they can't respond to changes in enrollment or take advantage of federal tax credits. Longanecker called pay it forward "22 years of indentured servitude" during which graduates pay back part of their income with no option to pull out. These programs touch on affordability, but are regressive and inefficient.
7. *Let the market work.* Autonomy in exchange for accountability is a promising model for higher ed, but needs to be operationalized. Decentralization of authority is another approach, but a problem is that institutions promise but don't deliver. These market-oriented programs touch on efficiency and accountability through innovation and deregulation.
8. *The quest for new revenue.* Many institutions look to endowments, full-pay students from other states or countries, or full-pay students from their state as the answer to new revenue. Unfortunately, these initiatives are not aligned with the public agenda. They create perverse incentives because institutions look elsewhere for students, rather than serving the individuals that schools were created to serve. These initiatives address efficiency and are often viewed as innovation.
9. *Reliance on non-public providers to serve the public good.* The private sector is seen more often now as an education partner. However, these partnerships generate ambivalence. These programs touch on efficiency, primarily via steering and regulation.
10. *Interstate collaboration.* Four regional compacts form the foundation of a voluntary system that facilitates state authorization reciprocity, multi-state data exchange, interstate student exchanges, and more. The Western Interstate Commission for Higher Education (WICHE) created a transfer passport for students and just finished a pilot of a multi-state student data exchange. This exchange could be an alternative to the national student unit record data system. Interstate collaboration addresses efficiency, affordability, quality, and accountability through innovation, steering, and regulation.

As states pursue postsecondary education reform, they must focus on the public agenda and develop programs based on evidence rather than inclinations.

# Telling New Stories: Native Americans and the Rich History of Excellence in Higher Education

Speaker: **Mark Trahant**, *Atwood Journalism Chair, University of Alaska Anchorage*

## Overview

In the future, the U.S. is likely to face a labor market shortage due to declining birth rates and an aging population. Native Americans and Alaska Natives are younger on average than the rest of the U.S. population and could potentially help combat this problem.

Better education is the key. However, these groups have not traditionally benefitted from outstanding educational opportunities. Yet, examples of highly effective educational programs exist and can be emulated. For instance, the Pre-Law Summer Institute at the University of New Mexico has transformed the legal field for Native Americans. In addition, innovative secondary school programs have enabled many Native American and Alaska Native students to win Gates Millennium Scholarships.

## Context

Mark Trahant discussed how educated Native Americans and Alaska Natives can contribute to the U.S. economy and described several successful education programs targeted at these groups.

## Key Takeaways

- **One way to counteract the economic impact of demographic trends is to improve education for Native Americans and Alaska Natives.**

Demographic changes are among the most important forces shaping our future. Worldwide, people are living longer, and in the U.S., the birth rate is decreasing. Mr. Trahant shared the following statistics:

- Today, 1 in 10 people worldwide are over 60 years old. In 40 years, it will double to 1 in 5. This trend is more dramatic in the United States.
- In 2012, the fertility rate in the U.S. dropped to a low of 63 live births per 1,000 women. This is the lowest rate on record in America since the government started tracking.
- Declining birth rates affect the entire economy. According to University of New Hampshire demographer Kenneth Johnson, a lack of young people in the United States may lead to a labor force crisis in 18 to 20 years.

These imbalances represent a remarkable opportunity for Native Americans and Alaska Natives, who skew younger.

While the median age in the United States is 43, the median age among the Native American community is about 30. Approximately 30% of all Native Americans and Alaska Natives are younger than 18, while only 8% are 65 or older. To take advantage of this opportunity for Native Americans and Alaska Natives, the U.S. must invest in young people like never before. It is therefore imperative that investments in education programs are successful.

- **Unfortunately, to date, the education track record for Native Americans and Alaska Natives has been poor.**

By the time many Native Americans and Alaska Natives are college age, their futures are largely limited. A Department of Education study of 97,000 public schools found that Native Americans and Alaska Natives are more likely to be disciplined, less likely to be prepared for college, and more likely to attend schools with inexperienced teachers. Mr. Trahant highlighted other troubling findings:

- Fewer than half of all Native American high school students have access to a full range of math and science courses that would prepare them for college. This is particularly disconcerting at a time when the U.S. needs young people to succeed.
- Native Americans and Alaska Natives account for 1% of the public school population, but represent 2% of school suspensions and 3% of expulsions.
- The statistics are even worse for girls. The suspension rate for Native American and Alaska Native girls is 7%, second only to African American girls (12%) and much higher than the rate for all girls (2%).

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*"Indian country is too often defined by our disparity and challenges. What if on the other hand, we could be defined by our excellence?"*

— Mark Trahant

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- **In addition, government spending and public policy do not adequately support education.**

Government resources are not aligned with the education challenges facing the nation. Fifty years ago, the federal government spent \$3 on public investments like education for every \$1 spent on entitlement programs. Today, the U.S. spends \$5 on entitlements for every \$1 on public investment. This imbalance limits the success of the current generation.

Another problem is education public policy, which encourages young people to assume debt to pay for school. In 2010, 40% of all households were headed by someone under 35 carrying student loan debt, and the average loan balance was \$26,682. Half of those people said debt made it hard to make ends meet and affected many decisions, ranging from career choices to purchasing a house or car. The burden of debt is greater for Native American and Alaska Native students. Too many don't finish school, but still owe what they borrowed to go to school. Those who do graduate often live in communities where wages are lower.

▪ **Despite the education challenges faced by Native American and Alaska Native students, there are stories of success and excellence.**

All too often, the American Indian community is defined by its challenges. It is possible, however, to define Native Americans and Alaska Natives by their excellence. Mr. Trahan provided several examples of highly successful education programs that serve these groups:

— *The Pre-Law Summer Institute at the University of New Mexico.* In 1968, there were 25 American Indian lawyers in the United States. By 1996, there were around 1,500 and half were graduates of the Pre-Law Summer Institute at the University of New Mexico. This program was designed as a boot camp for aspiring Native American attorneys. Upon graduating, Native American lawyers began pressing claims in a variety of forums, ranging from water law to economic development.

*The Lawyer* wrote that the Pre-Law Summer Institute's impact was impossible to measure because it has been so great. Program graduates represent 205 tribes, pueblos, and villages, as well as students from international groups. Graduates have attended 60 law schools around the country, including the most elite. Institute alumni have taken positions in tribal, state, and federal government agencies, as well as the judiciary. Five have served as Assistant Secretary for Indian Affairs at the Department of Interior and many have served as Deputy Assistant Secretaries. Graduates have argued before the Supreme Court and served as U.S. Attorneys, and one is Attorney General in Idaho. Many have been chairs of their tribes and tribal council members. They have also served as law school professors and state legislators, and worked at private law firms.

— *Graduate programs.* A report by the American Graduate Center found more than 1,000 Native American and Alaska Native post-graduate students in MBA programs, as well as graduate programs for counseling, nursing,

engineering, and more. These students represent 206 tribes.

— *Gates Millennium Scholars.* There are 2,262 Native American and Alaska Native Gates Scholars. Of those, 704 have earned undergraduate degrees, 193 have earned Master's degrees, and 43 have earned Ph.Ds. There are more than 900 active scholars. Since the program began, the retention rate among students has been 81%. One noteworthy school is located on the Pine Ridge Reservation in South Dakota. Red Cloud Indian School has produced nearly 60 Gates Scholars; in just one year, the school had nine scholars.

— *The Talk Story, Write Story Program.* A small school in Hana, Maui has been producing Gates Scholars at the same rate as the Red Cloud Indian School. One class with 21 graduates had three Gates Scholar winners. Trahan believes one reason for the school's success is its sustained effort to improve students' writing. Tad Bartimus and Dean Wariner have used a program called "Talk Story, Write Story." It began in 1988 with one native Hawaiian student. The goal is to inspire and instruct local students to believe they can do anything by crafting the best personal essays written by high school students anywhere. Since Talk Story, Write Story began, college applications have tripled and scholarships have increased more than tenfold. Thanks to the program, the school in Hana has produced eight Gates Scholars in the past seven years. All are still in college and one is completing her Master's degree in May.

Robert Whicker of the Center for Learning Development at the Association of Alaska School Boards recently asked Bartimus and Wariner to come to Alaska and work with Alaska Natives. In 2013, they held three intensive personal essay writing workshops across the state for teachers. In January 2014, three students that participated in the program were finalists for the Gates Millennium Scholarship. Trahan believes that the time spent writing an application and dreaming can make a difference to students. There are benefits that go far beyond winning a scholarship.

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*"At their best, admissions officers hand out blank pages. Every fresh sheet of paper is a new start where a young person can fill in the lines until there's a road map for their future."*

— Mark Trahan

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# Emerging Trends in State Policy: What AACRAO Members Need to Know About Changes in American Education

Speakers: **Jennifer Dounay Zinth**, *Senior Policy Analyst and Co-director of the Information Clearinghouse, Education Commission of the States (ECS)*

**Mary Fulton**, *Policy Analyst, Education Commission of the States (ECS)*

**Matt Gianneschi**, *Vice President of Policy and Programs, and Director of the Postsecondary and Workforce Development Institute, Education Commission of the States (ECS)*

**Emmy Glancy**, *Policy Analyst, Education Commission of the States (ECS)*

## Overview

At the state level, the postsecondary education landscape is becoming complex. Colleges and universities are increasingly being held accountable for student success, and graduation rates must increase dramatically to support future workforce needs. To smooth the transition from high school to college, many states are adopting common state standards and assessments to evaluate students' college and career readiness.

Colleges and universities must adapt their admission and placement processes to accommodate assessment scores, as well as dual enrollment credits. In addition, postsecondary institutions must adapt to new state regulations related to remedial education. Innovative approaches to remedial education are quickly replacing traditional, semester-based courses.

## Context

The panelists discussed a range of state education policy issues including career and college readiness initiatives, dual enrollment, and remedial education.

## Key Takeaways

- **Changes in postsecondary education are inevitable, forcing institutions to work in new ways.**

The coming changes in state postsecondary education policy will transform the way colleges and universities recruit and register students. More and more students will have competency-based credits, online credits, multiple transcripts, and dual enrollment. The landscape is becoming very complex.

Mr. Gianneschi described several trends driving changes in state postsecondary education policies:

- *Accountability will be part of higher education.* In the past, considerable emphasis was placed on accountability in K-12 education, with policies like No Child Left Behind. That wave has come to higher education.
- *In higher education, the economic imperative means justifying expenditures.* Before the Great Recession,

people wanted to give higher education more money because everyone had a peer group they were lagging behind. Now legislators don't want to hear about how far behind schools are. Instead they want to understand what schools are going to produce with taxpayer dollars. Institutions must focus on outcomes and offer visibility into the "black box" of higher education so people feel confident about their investments.

- *To reach 60% degree attainment, higher education will have to think differently.* By 2025, the U.S. must reach a 60% college graduation rate to meet minimum workforce needs. If schools maintain the status quo, current projections suggest they will only reach a 48% graduation rate by 2025. To fill the gap, 83% of high school graduates would have to complete college. This reality will force higher education to think more innovatively about degree attainment.

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*"Your world is changing. It still may feel external to what you're doing every day, but I can assure you that what's coming to higher ed is a completely different system of education than anything we've ever seen before."*

— Matt Gianneschi

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- **States are emphasizing college and career readiness.**

As students transition from high school to postsecondary education, college and career readiness is getting greater attention. Over the next year and a half, more work will be done to define and clarify what students are expected to know when they exit high school. College and career readiness means having both academic knowledge and 21<sup>st</sup>-century life skills.

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*"As college and career readiness definitions are being developed in collaboration with higher education, we can't forget about the business and workforce community."*

— Emmy Glancy

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Ms. Glancy discussed different initiatives to promote college and career readiness standards and assessments:

- *Common Core State Standards.* To date, 45 states have adopted a common set of state standards or college and

career readiness standards. The ACT and SAT tests are being aligned to these new standards. These standards are designed to ensure that students meet annual benchmarks. When students graduate from high school, they should be on a trajectory for the 13<sup>th</sup> year, whatever that looks like.

- *PARCC and Smarter Balanced.* These are consortia of two groups of states that have developed 11<sup>th</sup> grade assessments aligned to the common core state standards. The assessment scores are supposed to indicate a student's level of college and career readiness. By spring 2015, many students will begin to take these assessments.
- *Revisions to higher education admission and placement.* Some states are doing amazing work to ensure that assessment scores are meaningful to higher education. These efforts ensure that scores will be useful for placement and the admissions decision process. Higher education needs to partner with high schools to maximize opportunities for students. Assessment results, for example, could be used to automate programs related to early access and remedial support.
- *Student-driven systems.* Colleges and universities should consider using data to demonstrate whether students are ready for credit-bearing courses. As the lines blur between secondary and postsecondary education, system-level thinking improves higher education's chances of working effectively with high schools.

■ **Dual enrollment has been widely embraced as a way to get students to college and graduation.**

Over the past few years, there has been a huge change in the way policymakers perceive dual enrollment. In many states, policymakers explicitly call out dual enrollment as a strategy to improve college enrollment and completion rates. Consider that:

- In eight states, policies allow dual enrollment to be used as a developmental or a remedial education strategy.
- In 42 states, policies explicitly allow career and technical education courses to be taken for dual high school and postsecondary credits.
- In the 2002-2003 school year, the National Center on Education Statistics reported that 680,000 high school students were enrolled in dual credit courses. In 2010-2011, there were two million enrollments. Dual enrollments occurred at 82% of U.S. high schools.

Thanks to dual enrollment, some students are completing much or all of their general education core courses as high school students.

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*"Dual enrollment courses offer a lot of potential for students to expand their options and for families to save money."*

— Jennifer Dounay Zinth

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Ms. Dounay Zinth discussed noteworthy dual enrollment trends that have emerged over the last five years:

- *More states are requiring dual enrollment program evaluation.* It's not a good investment of student time or district resources if dual enrollment programs are offered, but no one considers how well students do in those programs and what happens after they enter college. Between 2008 and 2013, the number of states that required program evaluations grew from 13 to 26.
- *More states have imposed dual enrollment program reporting requirements.* The reporting requirements vary from state to state. Some require headcounts, others report on courses. Between 2008 and 2013, the number of states with dual enrollment reporting requirements increased from 18 to 30.
- *More states allow students to enroll full-time.* This means colleges and universities may see high school graduates who have in essence already been a college student for two years. Many students accrue a massive amount of dual enrollment credit during their junior and senior years of high school. Between 2008 and 2013, the number of states permitting high school students to enroll at colleges full-time grew from 10 to 14.
- *More states are specifying course and instructor quality components for dual enrollment courses.* In past years, postsecondary institutions were afraid of recognizing dual enrollment courses as transfer credit because they were unsure of course quality. Between 2008 and 2013, the number of states with policies relating to dual enrollment course and instructor quality grew from 29 to 37.
- *More states require transferability of dual enrollment courses across public institutions.* Without transferability, dual enrollment courses won't save families tuition costs or reduce the time to degree for students. In 2008, 15 states said that if a course is on a statewide list for transfer, recognized for transfer, or part of a statewide course numbering system, it has to be recognized for credit at public two- or four-year institutions. By 2013, 22 states had implemented similar policies.
- *Fewer states require students and families to bear primary responsibility for tuition.* In 2008, 22 states required students to pay for dual enrollment courses; in 2013 that number was only 9 states.

Although considerable progress has been made in the area of dual enrollment, there is still a great deal of inconsistency in terms of how credits are recognized. More work

needs to be done to ensure that students don't lose credits when they move between institutions.

Schools also need to think about how dual enrollment courses are transcribed to ensure transferability. Some states limit the number of dual enrollment courses that may transfer to a postsecondary institution. As dual enrollment grows, higher education must develop plans to manage incoming data and more students on campus.

▪ **Nationwide, states are shifting from semester-based remedial education to other approaches.**

There have been sweeping changes to remedial education, as states try to accelerate students into college-level classes. Traditionally, students were sent to remedial education based on scores on assessments. Innovative new approaches still use assessments and cut scores, but students benefit from new instructional models. Ms. Fulton described some of the innovative new approaches to remedial education:

- *Co-requisite education.* Courses blend remedial and college-level content.
- *Modular courses.* The curriculum is sliced up into self-paced, competency-based modules.
- *Compressed or accelerated education.* Two semesters of content are folded into one.
- *Math differentiated pathways.* STEM students are directed to an algebra track, while non-STEM students focus on a statistics track.
- *In addition, schools are using multiple measures for course placement.* In addition to assessments, they are looking at factors including:
  - The rigor of students' course curriculum, evaluated through high school transcripts and GPAs.
  - Non-cognitive skills such as motivation, discipline, and perseverance.
  - Work or military experience.

By examining a range of indicators, schools develop a better understanding of students' college readiness and likelihood of success in college-level classes.

Postsecondary institutions must recognize that many scenarios of remedial education will have to be accommodated. Colleges and universities must evaluate whether their policies, procedures, and student information systems can handle these changes.

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*"It's all about student success. We need to get more students through remedial education, get them into college-level classes, and help them persist to a degree in a more timely manner without burning up a lot of financial aid."*

— Mary Fulton

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## Other Important Points

- **2014 Governors races.** This year there are 36 governors races. By this time next year, the context for education will have changed dramatically.
- **Connecticut Senate Bill 40.** This bill eliminates remedial education as we know it. Students who are unprepared for college courses can participate in a co-requisite class, an intense transition course, or a boot camp approach.
- **Florida Senate Bill 1720.** This bill states that students who graduate from high school and pass their assessments are considered college ready. They can't be placed into remediation, unless they elect it. Students who enroll in remediation have several options and none are semester-based.
- **The Blueprint for College Readiness.** The Education Commission of the States has developed this roadmap for education reform in conjunction with Education First, College Complete America, and the Charles A. Dana Center at the University of Texas at Austin.

## America's International Student Enrollments in a Global Context

Speakers: **Peggy Blumenthal**, *Senior Counselor to the President, Institute of International Education (IIE)*  
**Christine Farrugia**, *Senior Research Officer with the Center for Academic Mobility Research, Institute of International Education (IIE)*

### Overview

By 2025, the number of internationally mobile students is expected to grow to 8 million and many want to study in the United States. To accommodate this group, American postsecondary institutions must rethink the way they approach international student recruitment.

In addition to attracting international students, admissions officers and registrars must find ways to increase the number of American students who study abroad. U.S. students need international skills and experience, so they can hit the ground running when joining the global workforce.

### Context

Peggy Blumenthal and Christine Farrugia discussed trends related to international study—both international students coming to U.S. institutions and Americans studying abroad.

### Key Takeaways

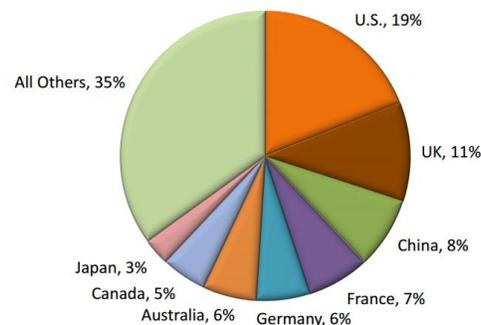
- **There has been enormous growth in international student mobility, with the U.S. remaining the largest host country.**

The number of internationally mobile students has grown dramatically in recent years. In the early 1980s, there were around 1 million internationally mobile students. By 2025, that group is expected to be 8 million. Ms. Blumenthal discussed the implications of this trend:

- *Postsecondary institutions must rethink their approach to international student recruitment.* No country can accommodate all the students who want to study internationally. Colleges and universities must develop new ways to accommodate this group, such as branch campuses, dual degrees, MOOCs, and distance learning.
- *The U.S. hosts the most international students.* Almost 20% of all international students come to the United States, followed by the United Kingdom and China. Although the U.S. may host a smaller percentage of global students than in past years, the number of international students coming to the U.S. has increased. Some reasons why international students come to the U.S. include high quality institutions, financial support, and positive word of mouth from those who have returned and spoke highly of their experience.

### Destinations of Globally Mobile Students

The U.S. hosts 19% of the world's globally mobile students.



Source: Project Atlas; OECD Education at a Glance, 2013

- *The U.S. higher education system has ample capacity for international students.* The American postsecondary education system is very diverse, with 4,000 institutions at every price point and academic level. International students represent less than 4% of college and university enrollments in the United States.
  - **Internationalization is becoming an important feature of higher education in the United States.** Many leaders at American postsecondary institutions are calling for internationalization of their campuses. Ms. Farrugia outlined trends that characterize international students in the United States:
    - *Most international students come from Asia.* Over the past year, the number of international students in the U.S. grew 7% to around 819,000. Over half of those students (64%) come from Asian countries, with Chinese students accounting for 29%. Many Asian under-graduates are quite young, between 17 and 18 years old. They often need extra support services to successfully transition to higher education, U.S. life, and American classrooms.
- "Internationalization is becoming an important feature of American higher education. International students bring in talent, experience, and global perspectives to our classrooms."*  
 — Christine Farrugia
- *There is greater diversification among students coming to the United States.* More students are coming from the Middle East, Gulf nations, and Brazil. In some cases, growth is driven by scholarship programs sponsored by students' home governments. Examples include the

Brazil Scientific Mobility Program and Saudi Arabia's King Abdullah Scholarship Program. These programs provide opportunities for U.S. institutions to diversify their international population with sponsored students.

- *The U.S. has capacity to host many more international students.* Today, just 5% of American institutions host over two thirds (69%) of international students. Typically, international students have been hosted by large states with large higher education systems, like California, New York, and Texas. In the past year, however, the fastest growing states hosting international students have been Massachusetts, Pennsylvania, and Indiana. They each increased their international student populations by more than 10%. States with large numbers of international students as a percentage of their total enrollment include the District of Columbia, Massachusetts, and Delaware.

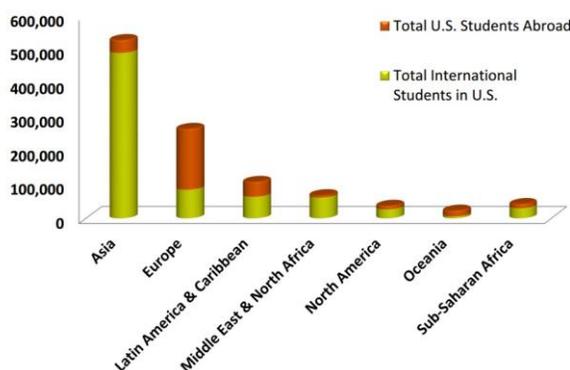
## Int'l Students as a Share of Total Enrollment

1	District of Columbia	10.2%
2	Massachusetts	9.0%
3	Delaware	7.5%
4	New York	6.7%
5	Rhode Island	6.3%
5	Washington	6.3%
7	Hawaii	5.7%
8	North Dakota	5.6%
9	Indiana	5.5%
10	Connecticut	4.9%

### More work is needed to close the international educational exchange imbalance.

The international education exchange balance is a metric comparing the number of international students coming to the U.S. with the number of U.S. students going abroad to

### International Exchange Balance, 2011/12



study. With the exception of Europe, there are many more international students coming to the United States.

Ms. Farrugia made the following observations about American students studying abroad:

- *Study abroad program popularity hasn't changed much in recent years.* Over the past five years, the number of Americans studying abroad has grown 1% to 3% a year. However, fewer than 10% of U.S. undergraduates study abroad before graduating. This may be due to a lack of interest, inadequate information about study abroad programs, or financial constraints.
- *Transfer students may see study abroad programs as out of reach.* Close to one third of U.S. higher education students (30%) transfer before graduating. This can make study abroad seem out of reach because they don't want to delay graduation. During the transfer process, schools must think creatively about study abroad programs and educate students about opportunities that won't cause them to lose credits or increase time to graduation.
- *Community college students need access to innovative study abroad opportunities.* Over 40% of American students attend community colleges. If they go full-time, they are there just two years. If they go part-time, they usually have other obligations such as family or work, so they can't take substantial amounts of time away. At the admissions and registrar levels, community colleges must offer innovative programs that provide students with international experiences.
- *On average, private institutions send more students abroad than public colleges and universities.* If public institutions increase student participation in study abroad programs, it could reduce the international education exchange imbalance.
- *The growth in study abroad programs comes from diversification.* In the past year, the fastest growing regions for study abroad have been Latin America and Asia. Also, there has been growth in the number of STEM students going abroad. Historically, STEM students have shied away from study abroad programs due to concerns about transferring credits back to the home campus and delayed graduations. This is an area where registrars have a role to play. IIE has become involved with programs like Global E3 and Whitaker Fellowships that connect U.S. institutions with international engineering programs.

There have also been increases in racial and ethnic diversity among Americans studying abroad. Close to one quarter (24%) of study abroad students are minorities, but this percentage is too low. Targeted outreach and recruitment have been effective at increasing minority participation in such programs. Admission

officers must educate minority students and parents about study abroad opportunities.

More work needs to be done to promote study abroad programs, so American students can have the same experiences and education that international students receive in the United States. This requires partnerships and collaboration among admissions officers, registrars, international student advisors, and study abroad directors.

- **The Generation Study Abroad initiative hopes to double the number of American students studying abroad by the end of the decade.**

After analyzing [Open Doors data](#), IIE recognized that a special push is needed to ensure that U.S. students graduate with the same global competencies as their international peers. In response, IIE launched the [Generation Study Abroad](#) program.

The goal of this initiative is to encourage purposeful, innovative action to get more Americans to undertake a meaningful international experience. Success is defined as doubling the number of U.S. students studying abroad by the end of the decade.

IIE hopes 500 universities will commit to doubling or substantially increasing their study abroad numbers. When the program launched, 175 institutions had already signed on. In addition, eight countries have committed to hosting more American students. These include China, Japan, France, Germany, the United Kingdom, Spain, Norway, and Israel. Associations that have joined the initiative include the Forum on Education Abroad, California Colleges for International Education (CCIE), Hispanic Association of Colleges and Universities, the American Association of State Colleges and Universities, and more.

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*"American students need international skills and the self confidence that an international experience gives. That will give them the ability to hit the ground running when they join the global workforce."*

— Peggy Blumenthal

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## Other Important Points

- **EducationUSA.** This organization offers information to international students about study options in the United States. EducationUSA can advise American institutions about how to communicate their value to international students. This may be especially useful for schools that are not large well-known research universities.
- **International education consortia.** Smaller institutions are likely to have greater success by joining a consortium, versus trying to build relationships with international schools on their own. One example is the [Global Engineering Education Exchange](#) (Global E3) which helps 35 American engineering schools exchange students with 35 international institutions.
- **International study and student retention.** A recent study found that study abroad programs improve student retention. Young people come back to campus clearer and more focused on what they want to do. For international students, research found that the most important contributors to retention are grades in spring of the freshman year, heavier course loads, and having a part-time job on campus. TOEFL scores appeared to have no relation to retention rates.

## Biographies

### **Peggy Blumenthal**

*Senior Counselor to the President,  
 Institute of International Education (IIE)*

A private not-for-profit organization with 650 staff members in 18 offices around the globe, IIE is a world leader in academic exchange and the development of globally competent professionals and future leaders. With 30 years of service at IIE, Ms. Blumenthal became its Chief Operating Officer in 2005, transitioning to the role of Senior Counselor to IIE President in 2011. Her earlier responsibilities at IIE included supervision of its international offices, research, and educational services.

Before joining IIE, Ms. Blumenthal served as Assistant Director of Stanford University's Overseas Studies and then as Coordinator of Graduate Services/Fellowships for the University of Hawaii's Center for Asian and Pacific Studies. Her earlier work focused on the development of U.S.-China exchanges as a staff member of the National Committee on U.S.-China Relations and the Asia Society's China Council.

Selected publications include *International Students and Global Mobility in Higher Education: National Trends and New Directions* (Palgrave MacMillan, 2011), co-edited with Dr. Rajika Bhandari, and an earlier co-edited volume, *Academic Mobility in a Changing World: Regional and Global Trends* (Jessica Kingsley, 1990). Articles include "Virtual and Physical Mobility: A View from the U.S." in ACA's *The Virtual Challenge to International Cooperation in Higher Education*; a co-authored article in *The Europa World of Learning*, "Global Student Mobility: Moving Towards Brain Exchange", and "Expanding Study Abroad in the STEM Fields: A Case Study of U.S. and German Programs," in *The Online Journal for Global Engineering*. Ms. Blumenthal holds a B.A. from Harvard University in Modern Chinese History and an M.A. in American Studies from the University of Hawaii at Manoa. She chairs the Board of JCIE-USA (Japan Center for International Exchange) and serves on the Boards of the Hong Kong–America Center and the Global Engineering Education Exchange, a student exchange consortium of 65 engineering schools around the world.

### **Christine Farrugia**

*Senior Research Officer with the Center for Academic Mobility Research, Institute of International Education (IIE)*

Christine A. Farrugia is Senior Research Officer at the Institute of International Education (IIE) where she manages Open Doors, a large-scale annual survey of international educational exchange in the U.S. She has over twelve years of experience as a university administrator and researcher of higher education. Her areas of expertise include cross-border higher education, the organization and administration of higher education institutions, quality assurance, access to higher education, and higher education policy. She has published and presented widely in the U.S. and abroad. Christine is a current Ph.D. candidate in Educational Administration & Policy Studies at the State University of New York at Albany where her dissertation research focuses on the perceived legitimacy of cross-border higher education policies in

the United Arab Emirates. She also holds Ed.M. and M.A. degrees in Higher & Postsecondary Education from Teachers College, Columbia University.

### **Mary Fulton**

*Policy Analyst, Education Commission of the States (ECS)*

Mary F. Fulton is a policy analyst in the Information Clearinghouse and has been with ECS since 1990. Mary is a lead staff member for the organization's No Child Left Behind work, and has overseen the NCLB database and publications, including "ECS Report to the Nation: State Implementation of the No Child Left Behind Act" and "No State Left Behind: The Challenges and Opportunities of ESEA 2001." She has served as a generalist in the Clearinghouse and has tracked, analyzed, and produced policy briefs on a variety of education issues. She also is responsible for ECS' e-Clips service that delivers relevant news articles to constituents on a daily basis. Throughout the 1990s, Mary served as the organization's school finance expert, and provided technical assistance and testimony to policymakers regarding their education funding systems.

### **Matt Gianneschi**

*Vice President of Policy and Programs, and Director of the Postsecondary and Workforce Development Institute, Education Commission of the States (ECS)*

On June 1, 2013, Matt Gianneschi joined ECS as the vice president of policy and programs and director of the Postsecondary and Workforce Education Development Institute. Prior to that, he was the deputy executive director for the Colorado Department of Higher Education (DHE). In 2011, Matt served as the vice president of Student Services and Enrollment Management at the Community College of Aurora and before that he was the senior policy advisor for education to Governor Bill Ritter, during which time he directed the state's P-20 Education Coordinating Council. Matt also served on the "pipeline" subcommittee for the recent Higher Education Strategic Plan process and was the co-chair of the education transition team for Governor Hickenlooper and Lt. Governor Garcia. He has taught at the University of Denver and Community College of Aurora. Matt holds a master's degree from the University of Denver and a Ph.D. from the Center for the Study of Higher Education at the University of Arizona.

### **Emmy Glancy**

*Policy Analyst, Education Commission of the States (ECS)*

In December 2013, Emmy Glancy joined ECS as a policy analyst and project coordinator for the Postsecondary and Workforce Education Development Institute. In her role, she focuses on The Blueprint for College Readiness initiative, which is designed to help states maximize recent policy changes that share a common vision: to increase the number of students who are college and career ready, decrease the need for remedial education, and increase the rate of students who complete a high-quality postsecondary credential. Before joining ECS, Emmy was the P-20 Alignment director for the Colorado Department of



Higher Education. She also served as program manager in the Office of Standards and Assessments for the Colorado Department of Education, and staffed Colorado's P-20 Education Alignment Council. Emmy received her bachelor's degree in Political Science and Journalism from the University of Iowa and holds a master's degree from the University of Colorado.

#### **David Longanecker**

*President, Western Interstate Commission for Higher Education (WICHE)*

David Longanecker has served as the president of the Western Interstate Commission for Higher Education in Boulder since 1999. Previously, Longanecker served for six years as the assistant secretary for postsecondary education at the U.S. Department of Education. Prior to that he was the state higher education executive officer in Colorado and Minnesota. He was also the principal analyst for higher education for the Congressional Budget Office. Longanecker has served on numerous boards and commissions. He has written extensively on a range of higher education issues. His primary interests in higher education are: expanding access to successful completion for students within all sectors of higher education, promoting student and institutional performance, assuring efficient and effective finance and financial aid strategies, and fostering effective use of educational technologies, all for the purpose of sustaining the nation's strength in the world and increasing the quality of life for all Americans, particularly those who have traditionally been left out in the past. He holds an Ed.D. from Stanford University, an M.A. in student personnel work from George Washington University, and a B.A. in sociology from Washington State University.

#### **Mark Trahant**

*Atwood Journalism Chair, University of Alaska Anchorage*

Journalist Mark Trahant serves as the 20th Atwood Chair of Journalism at the University of Alaska Anchorage. The position brings nationally known journalists to teach courses and speak to students, journalists and the public in Alaska.

Trahant is an editor, reporter, columnist, television correspondent and the author of several books. A member of Idaho's Shoshone-Bannock Tribes and former president of the Native American Journalists Association, he has been reporting on Native American issues since the 1970s. Trahant's most recent

book, *The Last Great Battle of the Indian Wars*, is about Sen. Henry M. Jackson. He also publishes a daily poem about the news to Twitter under the handle @newsrimes4lines.

Trahant was recently awarded a fellowship to the Rockefeller Bellagio Center in Italy and for the past three years, he was an editor in residence at the University of Idaho, School of Journalism and Mass Media. In 2009, he was awarded a Kaiser Media Fellowship and wrote about health care reform, focusing on its impact in Indian Country. He also reported for PBS' Frontline series, featuring a program titled "The Silence," a piece about sexual abuse committed by priests in an Alaska native village

Trahant is the former editor of the editorial page for the *Seattle Post-Intelligencer*, where he chaired the daily editorial board, directed a staff of writers, editors and a cartoonist. He has been chairman and chief executive officer at the Robert C. Maynard Institute for Journalism Education and a former columnist at *The Seattle Times*. He has been publisher of the *Moscow-Pullman Daily News* in Moscow, Idaho; executive news editor of *The Salt Lake Tribune*; a reporter at the *Arizona Republic* in Phoenix; and has worked at several tribal newspapers.

#### **Jennifer Dounay Zinth**

*Senior Policy Analyst and Co-director of the Information Clearinghouse, Education Commission of the States (ECS)*

Jennifer Dounay Zinth joined the ECS staff in 1997. Since 2005, she has managed the ECS High School Policy Center, a project to provide state policy information, analysis and research findings on a number of high school reform issues, including graduation requirements and high school assessments, graduation rates, P-16 and dual credit. She currently co-directs the work of the ECS Clearinghouse. She has been cited by numerous media outlets nationwide, including the *New York Times*, National Public Radio, *Newsweek* and the *Washington Post*, as well as by academic publications. A writer, Jennifer has served as the "Stateline" columnist for *Phi Delta Kappan* magazine, and has been published in *Education Digest* and the *State Education Leader*. She contributed a chapter to the book *Promising Practices during High School*, and an article to The Council of State Governments' 2009 *Book of the States*, both released in 2009.

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