

1999 DRAFTING REQUEST

Assembly Amendment (AA-AB133)

Received: **05/27/99**

Received By: **mlief**

Wanted: **Soon**

Identical to LRB:

For: **Legislative Fiscal Bureau 6-5996**

By/Representing: **Larsen**

This file may be shown to any legislator: **NO**

Drafter: **mlief**

May Contact:

Alt. Drafters:

Subject: **Higher Education - UW System**

Extra Copies: **PG**

Pre Topic:

LFB:.....Larsen -

Topic:

International education

Instructions:

See Attached

Drafting History:

<u>Vers.</u>	<u>Drafted</u>	<u>Reviewed</u>	<u>Typed</u>	<u>Proofed</u>	<u>Submitted</u>	<u>Jacketed</u>	<u>Required</u>
/?	mlief 05/27/99	wjackson 05/27/99		_____			
/1	mlief 05/27/99	ygeller 05/27/99	jfrantze 05/28/99	_____	lrb_docadmin 05/28/99		
/2	mlief 06/2/99	ygeller 06/2/99	martykr 06/3/99	_____	lrb_docadmin 06/3/99		

FE Sent For:

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1/?	mlief	1 5/27 jlg	5/28	5/28 KM			

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<END>



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873

yes

May 25, 1999

Joint Committee on Finance

Paper #988

International Education (UW System)

[LFB 1999-01 Budget Summary: Page 621, #5]

CURRENT LAW

In 1998-99, the adjusted base budget for the UW System totals approximately \$2,771.1 million, of which \$911.0 million or 32.9% is funded from state, general purpose revenues. Approximately 80.7% of the University's GPR budget is provided under an appropriation for general program operations for University education, research and public service. The UW System has the ability to combine the GPR general program operations funds with monies received from tuition and certain federal indirect cost reimbursements, creating an approximate \$1.2 billion pool of funds that it may use to run its operations.

GOVERNOR

Provide \$1,000,000 GPR in 1999-00 and \$1,650,000 GPR and \$350,000 PR and 10.0 GPR positions in 2000-01 for the following purposes related to international education: (a) study abroad grants for UW undergraduate students (\$1,000,000 GPR annually); (b) development of a bachelor of global studies program at UW-Milwaukee (\$552,500 GPR and \$297,500 PR and 10.0 GPR positions in 2000-01); and (c) business development initiatives including assisting Wisconsin businesses seeking to trade overseas (\$97,500 GPR and \$52,500 PR in 2000-01).

DISCUSSION POINTS

Study Abroad Grants

1. The bill would increase the UW System's budget by \$1,000,000 GPR annually to provide grants to undergraduate students enrolled at UW System campuses to pay a portion of the costs associated with studying abroad. According to DOA and UW System staff, the proposed

funding would be distributed to UW institutions which would, in turn, award grants of \$2,000 each to undergraduate students on the basis of financial need. The individual campuses would select the students who would receive the grants.

2. The proposed grants are intended to increase the number of UW students who study abroad. While an average of 20% of students attending private colleges in Wisconsin study abroad, this percentage varies among the colleges and can be as high as 45%. By comparison, UW System staff report that in 1997-98, 1,700 UW undergraduates (less than 2%) participated in study abroad programs. University staff indicate that the low participation rate is due to the high cost of the programs, rather than a lack of available programs.

3. The costs associated with study abroad experiences vary significantly depending on the individual institution attended, the city and country in which it is located and the length of time the student is abroad. Based on examples provided by UW System staff, the total cost, including tuition, fees, room and board and transportation, may range from less than \$7,000 for one semester to more than \$16,000 for the entire academic year. These figures do not include personal expenses and the opportunity costs resulting from students having to give up their part-time jobs while they are away. In comparison, the financial aid office at UW-Milwaukee estimates the average cost for a full-time resident undergraduate student for one academic year to be approximately \$10,900, including personal expenses, for a student living away from home. This cost would be approximately \$2,500 less for a student living with a parent.

4. Currently, there are no state programs that provide funds specifically to assist students with the additional cost of foreign study. However, a number of federal programs do provide such assistance and students participating in study abroad programs who demonstrate financial need would most likely continue to receive federal financial aid and, depending on the U.S. institution sponsoring the program, may also receive institutional aid. In addition, students receive aid through private businesses and organizations such as Rotary International and Allen-Bradley. For some exchange programs, the student pays the same tuition and fees charged by the U.S. institution plus transportation to and from the other country. Some students participate in programs sponsored by domestic institutions other than their own and are treated as if they are enrolled in the second institution for the purposes of the program. In this case, the student may actually pay a lower tuition amount than they would have paid at their institution.

5. It is difficult to assess whether the proposed program would significantly increase the number of UW students participating in study abroad programs, since it is possible that many of the students who would receive the grants would have participated anyway. If all of the grants would be awarded to students who would not otherwise have studied abroad, an additional 500 students, for an estimated total of 2,200 students, would participate in the programs. This would still represent less than 2% of all UW undergraduates.

6. The bill would provide funding for the grants beginning in 1999-00. However, students who plan to study abroad beginning with the fall semester of 1999-00 would have already made arrangements by the time the budget bill is enacted, and awarding grants to these students

would not influence their decision. Therefore, the grants would first benefit students who study abroad over the winter or spring sessions. Given the shorter period of time in which the grants could be awarded, funding for the program could be reduced to \$500,000 GPR in 1999-00.

7. Under the bill, the funding for the study abroad grants would be placed in the University's general program operations appropriation for University education, research and public service. Base level funding for this appropriation is approximately \$735.1 million. Although legislative intent would be established in the biennial budget documents, there would not be any statutory provisions regarding the continuation of this program in the future. Further, while executive budget documents indicate that the grants would be \$2,000 each and would be awarded to undergraduate students on the basis of financial need, the bill contains no statutory language associated with these significant aspects of the program. Neither the University's budget request nor the executive budget documents indicate the criteria to be used to determine a student's eligibility or whether nonresidents would be eligible for the grants. Further, it is not known what type of study abroad experiences would qualify under the grant program. Currently, these experiences range from short-term cultural, service-learning or study-tour experiences, to internships and to programs under which a student enrolls in a foreign institution for an entire semester, academic year or summer session. Since many decisions would be left to the individual UW campuses, a concern could be raised regarding potential inequities across campuses among students participating in similar programs and with similar enrollment status and financial need.

8. The two other financial aid programs administered by the UW System, the Lawton minority undergraduate grant program and the advanced opportunity program (AOP), are statutory programs which are funded through individual appropriations. One could argue that a similar structure should be followed for the study abroad grants. A separate, annual GPR appropriation could be established and statutory language could be created to stipulate that the grants of \$2,000 each would be awarded to undergraduate students on the basis of financial need and that in order to be eligible, a student would have to be enrolled at a UW System institution. Other issues which could be addressed by statute include whether nonresidents, part-time students and non-degree-seeking students could receive the grants. Given the variety of study abroad experiences, however, it would be difficult to enumerate in the statutes, the types of programs to which the grants could be applied.

9. The Governor's proposal is nearly identical to the UW System's request, which was prompted by a recommendation of the Wisconsin International Trade Council (WITCO) task force on international education. In 1997, WITCO was directed by the Governor to establish a task force to evaluate current efforts and future needs relating to international education and make recommendations. The final report of the task force, issued in May, 1998, states that "programs such as study abroad--whether for only one week or for a full semester--are the single most effective way to globalize the minds of both students and teachers." The report recommends increasing participation in international educational and cultural experiences including establishing a Wisconsin International Scholars (WIS) program. As envisioned, the program would consist of four subprograms, each aimed at increasing participation of different groups, including teachers, elementary and secondary students and postsecondary students, in "bona fide study abroad, study-

tour or service-learning/internship programs". One of these subprograms would provide travel grants of \$1,000 each to "economically disadvantaged students" enrolled at UW System institutions, Wisconsin Technical College System (WTCS) institutions and private colleges and universities.

10. It has been suggested that the proposed program would be more in keeping with the task force recommendations if it were administered by the Higher Educational Aids Board (HEAB) and open to undergraduates attending all postsecondary institutions in Wisconsin. It is argued that if the purpose of the program is to assist students with financial need in paying for a study abroad experience, the grants should also be awarded to needy students enrolled at WTCS institutions and private colleges. In this case, a new, biennial appropriation within HEAB could be established for the grants and HEAB could be required to promulgate rules for the administration of the program. As with the Governor's proposal, however, it may be desirable to clarify certain issues, such as those relating to student eligibility, in the statutes.

11. According to HEAB staff, the agency would require an additional 0.5 FTE grants specialist position at a cost of \$21,300 GPR in 1999-00 and \$20,600 GPR in 2000-01 to administer the program. The agency is currently authorized a staff of 13.0 FTE positions including an Executive Secretary and a Deputy Executive Secretary, although under previous action on the budget bill by the Joint Committee on Finance, the Deputy position would be eliminated. The 1999-01 budget request for the agency states that "a critical staff shortage continues to exist within HEAB" due to an increase in the number of financial aid programs it is required to administer and concurrent reductions in the number of authorized positions over the last ten years, particularly in the 1995-97 and 1997-99 budgets. Over the last four years, the number of positions authorized has been reduced by 3.85 FTEs while two additional financial aid programs were created and an existing program was expanded.

12. Given that approximately 20% of private college students participate in study abroad programs compared to less than 2% of UW students, one could argue that the Governor's proposal is, in part, intended to address this discrepancy. Expanding the program to include private college students would add approximately 40,800 potentially eligible students and therefore, could significantly reduce the number of grants awarded to UW students.

Bachelor of Arts Degree in Global Studies

13. The bill would provide a total of \$850,000 (\$552,500 GPR and \$297,500 PR) and 10.0 GPR positions in 2000-01 to establish a new bachelor of arts degree in global studies at UW-Milwaukee. The program would represent a collaborative effort on the part of the College of Letters and Science (L&S) and the School of Business Administration with eight faculty members from L&S and two faculty members from the business school. In addition to the amount provided in the bill, the campus would reallocate approximately \$270,000 in base funding for the program.

14. UW System staff indicate that the proposed program is intended to "prepare students for a 'global workforce' and address the international education needs of Wisconsin businesses - helping to ensure the state remains competitive in the global economy." The program is likely to

include areas of emphasis or concentrations in areas such as languages, international business, economics and sociology and global environmental studies. Possible requirements of students who enroll in the program include four years of a foreign language, a mandatory study abroad experience and an international internship. The actual content and requirements of the proposed program have not yet been formulated. However, it is expected that the program would enroll approximately 75 students in the first year of implementation and 100 students in the second year. In the future, Milwaukee would attempt to offer the degree to students at other campuses via distance education.

15. According to DOA staff, the global studies program would complement the Governor's recommendation to provide study abroad grants in that both would assist students in attaining "global literacy," the ability to work and function in a global economy. In addition, the program would incorporate international issues and awareness into areas of study that may not ordinarily include them.

16. Currently, Milwaukee, Oshkosh, Parkside, Platteville, Stevens Point and Whitewater all offer programs in international studies and Madison offers an international relations program and a five-year international business program. In addition, several campuses have programs in various area studies. UW System staff contend that the proposed global studies program would have a broader focus than the existing programs due to its more interdisciplinary nature.

17. The report of the WITCO taskforce notes that the University, private colleges, WTCS institutions and K-12 schools already offer "an immense variety of programs and opportunities related to international education," but that these programs do not always match the needs of business and industry. The taskforce did not specifically recommend that a global studies program be established. However, one of the recommendations of the taskforce was to "infuse international studies in content areas beyond foreign language and social studies and develop international connections throughout the curriculum; develop, disseminate, and provide training on the effective use of curriculum with global and international themes." To implement this recommendation, the report suggests establishing or designating a funding source for this purpose, but does not indicate any amount of funding or specify a source. The final report of the education and training committee of the taskforce, which advanced this recommendation, states that "implementing this recommendation would be done gradually through curriculum modifications and development; costs would be assumed by educational institutions." Arguably, these types of curriculum modifications would impact a greater number of students and could be accomplished at a much lower cost.

18. Prior to implementing a new program, a UW campus must submit to the Board of Regents for its approval a proposal to implement the program. UW System staff indicate that if the proposed funding is provided, Milwaukee is likely to seek the approval of the Board sometime during the 1999-00 academic year. UW System guidelines for new program authorizations state that "most, if not all, of the funding requirements... will be met by reallocation of base resources." Often, low-priority or low-enrollment programs are eliminated in order to fund programs considered to be of higher priority. One could argue that if implementation of a global studies program is a priority for Milwaukee, the campus should reallocate additional base resources and positions for the

program. Alternatively, it may be possible to expand an existing program with an international focus to incorporate more interdisciplinary collaboration.

Business Development Initiatives

19. The bill would provide \$150,000 (\$97,500 GPR and \$52,500 PR) in 2000-01 to support research grants for faculty and graduate students and to develop courses, curriculum and workshops for businesses seeking to trade overseas.

20. According to UW System staff, the primary purpose of the proposed funding would be to support applied research by UW faculty and graduate students in specific areas of interest to Wisconsin businesses. Most of the research that would be conducted would be in response to businesses' requests for information regarding a particular country or region and could focus on topics such as the local customs, economy, business practices and political situation. The research would be undertaken by faculty and students with expertise in the appropriate areas from all UW campuses, with the goal of better preparing the business and its employees for interacting with the foreign nation's government and people. In addition, an advisory committee would be formed to anticipate the needs of businesses, initiate other research projects, implement workshops for businesses and establish priorities for funding. The advisory committee would consist of representatives of Wisconsin businesses and think tanks in Washington D.C. and in other states.

21. In addition to providing assistance to businesses, it is argued that the grants would benefit the graduate students participating in the research projects by honing their research skills while providing them with practical experience and valuable contacts with firms both in Wisconsin and overseas.

22. The following existing agencies and programs currently provide technical assistance to Wisconsin companies conducting business or contemplating conducting business in international markets:

- The International Trade Technical Center at Waukesha County Technical College (WCTC) provides technical assistance to Wisconsin businesses seeking to implement or expand export or overseas operations. The Center is staffed by a research technician, an international trade specialist and students from WCTC's associate degree programs in international trade and marketing as well as student interns from other area colleges such as Alverno College. Staff members respond to questions from businesses by providing informational materials and conducting research which may include market analyses, cultural studies and developing lists of potential distributors and customers in other countries. Responses to inquiries requiring only short-term research (approximately two hours or less) are free. For longer-term projects, the Center charges a fee which varies depending on the scope of the research. The Center also provides a training program called Organizing for Export which is a course delivered on-site at the company and includes four sessions: (1) assessing export readiness; (2) developing an export team; (3) establishing markets overseas; and (4) establishing export operations. An advanced session on analyzing strategic alliances is also available.

- The Department of Commerce Division of International Development and the UW-Extension Small Business Development Center have established joint programs that provide assistance to small and medium-sized businesses at all phases of the export process including companies with little or no export experience that have expressed initial interest in exporting, companies that are ready to begin exporting and companies that wish to expand current export operations. The types of assistance provided include export readiness assessments, marketing analyses and plans, and sales contacts and leads.

- The Division of International and Export Services within Commerce assists Wisconsin businesses in increasing their sales in the international marketplace. The Division contracts with individuals or agencies in foreign countries for assistance in the growth of Wisconsin exports and the promotion of Wisconsin as an investment location. In addition, the Division has four international outreach consultants located around the state for the purpose of helping firms that already export to expand their operations. Each of the outreach consultants, plus two additional staff members based in Madison, specialize in different regions of the world and assist exporters with questions about the business culture and market conditions of specific countries.

- The Division of International and Export Services contracts with individuals to operate dedicated trade offices in Germany and Mexico and shares trade offices in several other countries with other states. The Division also contracts with companies in China, Korea, Japan and countries in Southeast Asia to provide export assistance to Wisconsin companies. The activities of these offices and contracts include supplementing the assistance offered by the Wisconsin staff, conducting market research and viability analyses and arranging appointments for visiting Wisconsin businesspeople.

23. UW System staff contend that the existing services provide only basic information and counseling to Wisconsin businesses, while the proposed funding would support much more in-depth, customized research and therefore, would not represent a duplication of existing services. However, it appears that the services currently provided by WCTC's International Trade Technical Center are very similar to those proposed by the University. Therefore, the Governor's proposal may represent a duplication of existing efforts.

24. The International Trade Technical Center was established with a \$50,000 grant from WCTC to purchase materials and expends approximately \$14,000 annually to maintain its materials collection. As noted, longer-term research projects are self-funded through fees charged to the businesses receiving the services. According to UW System staff, it is intended that the research conducted by University faculty at the request of individual businesses would eventually be self-supporting through fees, while the more general projects recommended by the advisory committee would not. However, the amount that would be required to fund the committee's research projects on an ongoing basis is not known. Due to the uncertainty of the future need for the funding and the potential for fee revenues from businesses, it may be appropriate to provide the proposed \$150,000 for this purpose as one-time funding. This would permit the Legislature to evaluate the research services provided by the University and the need for funding in the 2001-03 biennium.

ALTERNATIVES

A. Study Abroad Grants -- Funding Level

1. Approve the Governor's recommendation to provide \$1,000,000 GPR annually for study abroad grants for UW undergraduate students.
2. Modify the Governor's recommendation by reducing the amount provided by \$500,000 GPR in 1999-00 to reflect the shortened period of time in which students would be able to receive the grants in that year.

<u>Alternative A2</u>	<u>GPR</u>
1999-01 FUNDING (Change to Bill)	- \$500,000

3. Maintain current law.

<u>Alternative A3</u>	<u>GPR</u>
1999-01 FUNDING (Change to Bill)	- \$2,000,000

B. Study Abroad Grants -- Appropriation and Program Structure

1. Approve the Governor's recommendation to provide funding in the UW System's GPR appropriation for University education, research and public service.

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(1)(2)

2. Modify the Governor's recommendation by providing the proposed funding in a new, annual GPR appropriation and including statutory language requiring the Board of Regents to establish a program to award need-based grants of \$2,000 each to undergraduate students enrolled in the UW System to assist in paying the costs associated with the student's study abroad experience.

3. Modify the Governor's recommendation by providing the funding in a new, biennial appropriation within the Higher Educational Aids Board. Require HEAB to establish the program to award need-based grants of \$2,000 each to undergraduate students enrolled in the UW System to assist in paying the costs associated with a student's study abroad experience. Specify that, in order to be eligible for a grant, a student would have to be enrolled at a UW System institution, a WTCS institution or an accredited, nonprofit, private college or university located in Wisconsin. Require HEAB to promulgate rules for the administration of the program.

4. In addition to Alternatives B2 or B3, specify that, in order to be eligible for a grant, a student would have to be:

- a. A Wisconsin resident.

- b. Enrolled for at least six credits in the semester immediately preceding his or her study abroad experience.
- c. Enrolled on a full-time basis in the semester immediately preceding his or her study abroad experience.
- d. Enrolled in a program leading to an associate or bachelor's degree.

5. In addition to Alternative B3, provide \$21,300 GPR in 1999-00 and \$20,600 GPR in 2000-01 and 0.5 GPR position beginning in 1999-00 to HEAB to reflect increased staff workload associated with administering the study abroad grants program.

<u>Alternative B5</u>	<u>GPR</u>
1999-01 FUNDING (Change to Bill)	\$41,900
2000-01 POSITIONS (Change to Bill)	0.50

C. Bachelor of Arts Degree in Global Studies

- 1. Approve the Governor's recommendation to provide \$552,500 GPR and \$297,500 PR and 10.0 GPR positions in 2000-01 for the development of a bachelor's degree program in global studies at UW-Milwaukee.
- 2. Maintain current law.

<u>Alternative C2</u>	<u>GPR</u>	<u>PR</u>	<u>TOTAL</u>
1999-01 FUNDING (Change to Bill)	- \$552,500	- \$297,500	- \$850,000
2000-01 POSITIONS (Change to Bill)	- 10.00	0.00	- 10.00

D. Business Development Initiatives

- 1. Approve the Governor's recommendation to provide \$97,500 GPR and \$52,500 PR in 2000-01 for business development initiatives including assisting Wisconsin businesses seeking to trade overseas.
- 2. Modify the Governor's recommendation by specifying that funding for the business development initiatives would be provided on a one-time basis in 2000-01 only.
- 3. Maintain current law.

<u>Alternative D3</u>	<u>GPR</u>	<u>PR</u>	<u>TOTAL</u>
1999-01 FUNDING (Change to Bill)	-\$97,500	-\$52,500	-\$150,000

Prepared by: Merry Larsen



State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb0430/1

MJL:.....

SOON

To ed. 5/27

jlg

LFB:.....Larsen – International education

FOR 1999-01 BUDGET — NOT READY FOR INTRODUCTION

LFB AMENDMENT

TO 1999 ASSEMBLY BILL 133 AND 1999 SENATE BILL 45

1 At the locations indicated, amend the bill as follows:

2 1. Page 398, line 7: before that line insert:

3 "SECTION 286m. 20.285 (1) (er) of the statutes is created to read:

4 20.285 (1) (er) *Grants for study abroad.* The amounts in the schedule for grants

5 for study abroad under s. 36.36."

6 2. Page 546, line 18: after that line insert:

7 "SECTION 895m. 36.36 of the statutes is created to read:

8 36.36 *Grants for study abroad.* From the appropriation under s. 20.285 (1)

9 (er), the board shall award a grant of \$2000 to a resident undergraduate student to

10 assist in paying the costs associated with the student's study abroad if the student

11 satisfies all of the following criteria:



LFB:.....Larsen - International education

FOR 1999-01 BUDGET — NOT READY FOR INTRODUCTION

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10 assist in paying the costs associated with the student's study abroad if the student
11 satisfies all of the following criteria:

1 (1) The student demonstrates financial need for the grant, as determined by
2 the board.

3 (2) The student is enrolled full-time *in the system* in the semester preceding the student's
4 study abroad.

5 (3) The student is enrolled in a program leading to an associate or bachelor's
6 degree.".

7 (END)



State of Wisconsin
1999 - 2000 LEGISLATURE

LRBb0430/2
MJL:jlg:km

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