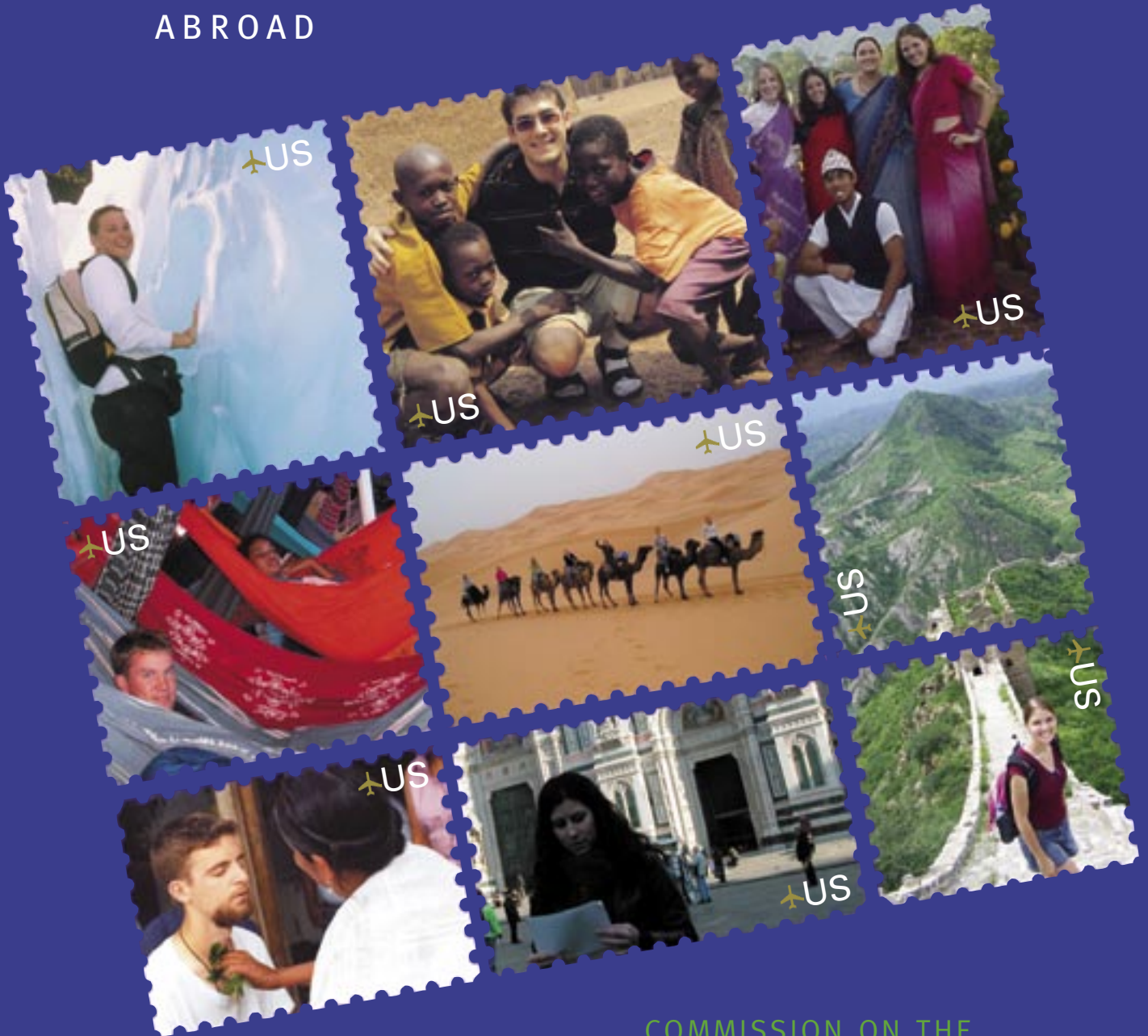


# Global Competence & National Needs

ONE  
MILLION  
AMERICANS  
STUDYING  
ABROAD



COMMISSION ON THE  
Abraham Lincoln Study Abroad  
Fellowship Program



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NOVEMBER 2005

What nations don't know can hurt them.

The stakes involved in study abroad are that simple,  
that straightforward, and that important.

For their own future and that of the nation,  
college graduates today must be  
internationally competent.



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A Whitworth College student  
in Central America



# Executive Summary

*“We must . . . reaffirm our commitment to promote educational opportunities that enable American students to study abroad, and to encourage international students to take part in our educational system.”*

—GEORGE W. BUSH, 43<sup>RD</sup> PRESIDENT OF THE UNITED STATES, NOVEMBER 13, 2001



**T**his Commission proposes a bold vision for the United States: Send one million students to study abroad annually in a decade. This vision is well within the nation’s reach.

On the international stage, what nations don’t know can hurt them. Whether the region is Europe, Asia, Africa, Latin America, Eastern Europe and the former Soviet Union, or the Middle East, whether the issue involves diplomacy, foreign affairs, national security, or commerce and finance—what nations do not know exacts a heavy toll. The stakes involved in study abroad are that simple, that straightforward, and that important.

Promoting and democratizing undergraduate study abroad is the next step in the evolution of American higher education. Making study abroad the norm and not the exception can position this and future generations of Americans for success in the world in much the same way that establishment of the land-grant university system and enactment of the GI Bill helped create the “American century.”

Today the problems of a global society confront us, placing new demands and pressures on the United States and its historic partnership with higher education. Part of the response to these pressures must include democratizing study abroad. Greater engagement of American undergraduates with the world around them is vital to the nation’s well-being. It is in the national interest of the United States to send at least one million undergraduates abroad annually to study other lands, languages, and cultures.

## Globalization and Economic Competitiveness

It is no secret to anyone that the United States is buffeted by international forces. Our economic, military, and diplomatic challenges are global in nature. Modern technologies, communications, and transportation systems have remade manufacturing

and distribution on a global scale. American corporations understand the importance of these issues. Increasingly, business leaders recognize that they must be able to draw on people with global skills if their corporations are to succeed in a world in which one American job in six is tied to international trade.

### **National Security**

Americans remember the desperate search for speakers of Arabic, Farsi, and Pashto that followed the national calamity of September 11, 2001. A more dramatic demonstration of the importance of study abroad would be difficult to find. Study abroad is one of the major means of producing foreign language speakers and enhancing foreign language learning. In today's world, study abroad is simply essential to the nation's security. More than 65 federal agencies, ranging from the Central Intelligence Agency to the Peace Corps, need to fill 34,000 positions requiring foreign language skills annually—a requirement that is often unmet or filled only through outside contractors.

### **U.S. Leadership**

Many students and citizens are eager to take on the mantle of international leadership. Yet most Americans have never been abroad, even on a vacation. Just 20 percent of Americans hold a passport. The United States leads by necessity and default, but it is not as well equipped to exercise its leadership role as it could be. This is not an issue of the left or the right, of Democrats or Republicans. It is an issue of how we as a society prepare this and future generations for the leadership that will be required for the American democratic experiment's ongoing success in the world.

### **Educational Value of Study Abroad**

Study abroad is a powerful educational tool. Research shows that students who study abroad still use a language other than English on a regular basis years after they return to the United States. Overwhelming numbers of graduates who have studied abroad agree that the experience enhanced their interest in academic work, helped them acquire important career “skill sets,” and continued for decades to influence their perspective on world events.

Parents, students, and the broader public understand the educational value of study abroad. In one recent poll, for example, nearly 80 percent of respondents stated that the presence of international programs on campus would positively influence the choice of their child's college or university.



## Active Engagement in the International Community

Wise stewardship of the nation's well-being argues for a prudent course of action: ensure that many more undergraduates experience, study in, and communicate with other cultures so that they can learn to “hear” what others are saying, speak with them in their language, and continue to serve as goodwill ambassadors throughout their lives.

Wise stewardship also involves encouraging foreign students to come to the United States for study. Maintaining access to the American campus for the students of the world remains a significant foreign policy tool. Student exchange provides benefits to host and sending nations, a point President Bush expressed clearly when he said in 2001, “We must . . . reaffirm our commitment to promote educational opportunities that enable American students to study abroad, and to encourage international students to take part in our educational system.”

## Recommendations: Breaking the One-Million-Student Barrier

Although impediments of institutional capacity, cost, and diversity of institutions and destinations need to be addressed, the Commission believes that the nation can and should establish a goal of one million students studying abroad annually by 2016–17.

That figure represents about 50 percent of the number of undergraduate degrees (associate's and bachelor's) awarded annually by accredited American colleges and universities.

American higher education is close to a “tipping point” with regard to study abroad. Some of the finest American colleges and universities are making major commitments to this essential element of today's educational experience. The University of Minnesota has established a goal of 50 percent of all undergraduates studying abroad

within the next decade. Harvard University recently announced plans to make study abroad a degree requirement. San Francisco State University plans to double the number of undergraduates studying abroad by 2010. Michigan State University, with a strong and growing program, has focused heavily on nontraditional countries. And Baltimore's Goucher College made national news by announcing in September 2005 that study abroad, backed up by a \$1,200 voucher from the college for travel, will become a degree requirement for students entering in fall 2006.

*“Studying abroad in Senegal was one of the most rewarding experiences of my life. Living with a family for four months and learning Senegal's several languages opened my eyes to the richness of culture that exists in our world today.”*

—JAMIE PAXTON,  
UNIVERSITY OF WASHINGTON

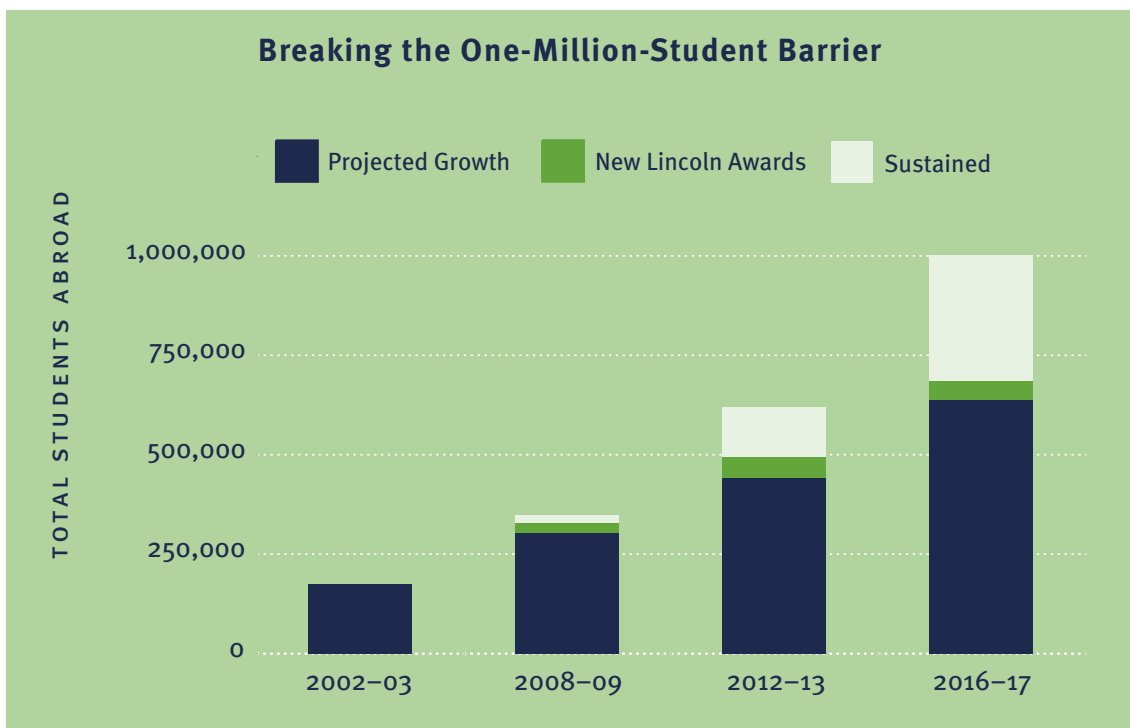
The tipping point is very near. When the nation reaches it, studying abroad will be little more unusual than enrolling in college.

If historical growth rates of 9.7 percent annually continue, the nation’s colleges and universities will send 640,000 students abroad for study by 2016–17. Although these projections are encouraging, there is no guarantee that past performance will continue without enhanced investment. The establishment of a Lincoln Study Abroad Program can help sustain existing growth rates and create a platform from which new growth in study abroad can be launched.

The figure below outlines how the Commission believes the one million barrier can be broken.

What this figure illustrates is the outcome of an analysis available on the Commission’s website at [www.lincolncommission.org](http://www.lincolncommission.org). The analysis depends on three assumptions grounded in “sustainability.” That is to say, if an institution sends 100 students abroad with Lincoln Grants in Year One, it will send at least 80 abroad in successive years without Lincoln Grants. The assumptions are as follows:

- First, that the historical growth of 9.7 percent annually will be sustained by the establishment of a Lincoln Study Abroad Program.
- Second, that the Lincoln Award program will provide scholarships and fellowships that will increase the number of students going abroad for formal study.



- Third, that institutions that participate in the program will annually find a way to sustain 80 percent of the number of their students, who had previously received Lincoln Awards, in each successive year.

It is important to understand that sustainability refers to the annual number of students abroad, not how that number is financed.

## A Vision of One Million Students

The Commission's vision is composed of both a goal of one million students studying abroad by 2016–17 and the conviction that the goal can be accomplished.

The critical importance of study abroad merits an ambitious goal. One million students studying abroad annually represents about 50 percent of the number of students graduating each year. As noted above, if current growth rates continue through 2016–17, nearly 640,000 American students will study abroad in that year. The nation needs to increase that growth rate by 50 percent to reach the goal of one million.

Our national security and domestic prosperity depend upon a citizenry that understands America's place in the world, the security challenges it faces, and the opportunities and perils confronting Americans around the world. Responding to these realities requires a massive increase in the global literacy of the typical college graduate.

The Commission is convinced that attaining this goal is within reach of American higher education. Below is an action plan to attain the goal. It consists of six recommendations.

### RECOMMENDATION I.

#### **Students should receive the lion's share of program funding.**

*We recommend that at least 88 percent of the funds allocated for the Abraham Lincoln Study Abroad Program be applied to Lincoln Fellowships and Scholarships. These awards will be made to students both directly through a national competition and through institutions and consortia.*

The Commission considers it essential that the Lincoln program offer awards in both a national competition (so that every undergraduate in the United States is offered the opportunity to compete for one) and competitive grants to institutions and consortia (to encourage institutional commitment and bring nontraditional colleges and universities into the study abroad community).

Of the funds available for the program, 25 percent should be allocated to the national direct grants program, with the rest allocated to institutions and consortia. The

institutional/consortia side of the program should include a requirement that not less than 85 percent of Lincoln funds be made available for student awards. Awards to students should be limited to one year or less. Awards to institutions and consortia should be made for three years.

### Getting to 88%

The Commission’s intent is that not less than 88% of the funds from the Lincoln Program will be provided directly in fellowships and scholarships to Lincoln awardees. Although complicated, the details outlined in Recommendation IV ensure that more than 88% will be directed to student awards, as follows:

LINCOLN PROGRAM	PROPORTION OF ALL FUNDS	DIRECTED TO STUDENTS	PROPORTION OF ALL FUNDS TO STUDENTS
National Direct Grants	25%	100%	25%
Institutional Grants	75%	85%	63.5%
Total to students			88.5%

In the program under which institutions and consortia are chosen, selection criteria should provide some preference for consortia applicants. Selection criteria should also reward applicants who have well-developed plans for substantially increasing and sustaining the number of students abroad. Sustaining these numbers is likely to involve partnerships with the private sector.

Awards should be need-blind and merit-based, with the amount of the award determined by need and program length. Lincoln awards should never replace other financial aid or scholarships. Non-monetary fellowships could be awarded on the basis of merit. Students could be selected as Lincoln awardees but would receive no funding in the absence of financial need. This policy would enable talented students of means to secure a prestigious fellowship or scholarship, but not at the expense of students of lesser means.

**RECOMMENDATION II.****Diversity of students, institutions, and destinations should be a hallmark of the Lincoln Study Abroad Program.**

*We recommend that diversity be a defining characteristic of the Lincoln Study Abroad Program.*

The Commission considers it essential to the success of study abroad that (a) the demographics of the U.S. undergraduate students abroad be similar to those of the U.S. undergraduate student population; (b) efforts be made to expand the number of American students studying in nontraditional countries; and (c) the proportion of study abroad students who are enrolled in community colleges, minority-serving institutions, and institutions serving large numbers of low-income and first-generation students be similar to their share of the undergraduate population.

**RECOMMENDATION III.****Demanding quality control should characterize the Lincoln Study Abroad Program.**

*We recommend the most demanding quality control be a second defining characteristic of the study abroad experiences supported by the Lincoln Program.*

The Commission believes that all Lincoln-supported efforts should receive not less than three hours of academic credit toward the degree at the home institution. To encourage longer periods of study abroad, the Commission recommends that the Lincoln Program distinguish between Lincoln Study Abroad Fellowships and Lincoln Study Abroad Scholarships. Fellowships should be restricted to students earning at least 12 credits abroad. Lincoln Scholarships can be made available to students earning fewer than 12 credits abroad. In no case will a Lincoln Scholarship be available for students earning fewer than three credits during study abroad. Foreign language instruction abroad should be strongly encouraged for receipt of a Lincoln Fellowship and would be desirable for Lincoln Scholarships.

**RECOMMENDATION IV.****Fellowship and scholarship amounts should vary and be limited to one year.**

*We recommend nonrenewable fellowship and scholarship awards ranging from zero to \$5,000 for periods not to exceed one year.*

Whether awarded nationally or by institutions and consortia, Lincoln awards should be tailored to the study abroad experience contemplated by the applicant and the length of time the applicant proposes to spend abroad. For program planning purposes, the average award can be considered to be \$1,750.

**RECOMMENDATION V.****Federal funding should begin with \$50 million and increase to \$125 million.**

*We recommend initial federal funding of \$50 million annually for the Lincoln Fellowship Program, an amount that should increase in steps until it reaches \$125 million for funding in the academic year 2011–12.*

The Commission's analyses indicate that relatively modest amounts of funding by federal budget standards can go a long way toward implementing the goal of one million students studying abroad.

Federal funding of approximately \$50 million annually, beginning in fiscal year 2007 (to be spent in the 2007–08 academic year) can get the program launched. For the goal of one million students studying abroad by 2016–17 to be attained, federal funding must increase to \$75 million in 2009–10, to \$100 million in the following year, and to \$125 million in 2011–12 (and successive years).

**RECOMMENDATION VI.****National leadership and support is essential.**

*We recommend that the White House and congressional leaders work together to find the best administrative home for the Lincoln Study Abroad Program.*

The U.S. Department of State has long experience with study abroad and exchange programs. It already houses the Fulbright Program, the most prestigious of the exchange programs overseen by the federal government. At the same time, the U.S. Department of Education plays a significant role in international education, student exchange, and language and area studies programming. Several other federal agencies also have important stakes in the success of the Lincoln Program. If the program is placed in either the State Department or the Department of Education, it would be important to have an

effective policy advisory council drawn from these other agencies guiding its development and implementation.

Another possibility would be the establishment of an independent Lincoln Commission on Study Abroad, perhaps overseen by a board of directors similar to the board responsible for the Millennium Challenge Corporation.

The Commission is comfortable with any of these approaches. The structure is less important than the need to expand study abroad programs and coordinate them with other efforts in the federal government.

### **To Think Anew and Act Anew**

In his time, President Lincoln acted to democratize higher education by signing into law the legislation creating the land-grant university system. He saw something in his time that is also true of our own:

The dogmas of the quiet past are inadequate to the stormy present. The occasion is piled high with difficulty, and we must rise with the occasion. As our case is new, so we must think anew, and act anew.

Our stormy present is also piled high with difficulty, requiring a new generation of Americans to think anew and act anew—and to leave behind a powerful and pervasive legacy in the Abraham Lincoln Program for Study Abroad.

✈️ US



A student discussing study in Argentina with an advisor in the Programs Abroad Office of the Center for International Studies at the University of Tennessee





# Preface

For several years before his death in December 2003, United States Senator Paul Simon worked tirelessly with the international education community and congressional leaders to create a new Abraham Lincoln Study Abroad Fellowship Program. He hoped to increase greatly the number of American college students studying in nontraditional countries. Simon, himself a Lincoln scholar, held to a vision of millions of American undergraduates studying abroad and carrying the name and values of Abraham Lincoln with them.

Within a month of Senator Simon's death, an omnibus appropriations bill for fiscal year 2004 (Public Law 108-199) created this Commission to examine the concept of dramatically increasing the number of Americans studying abroad. Congress provided \$250,000 for the Commission's work; the Commission subsequently raised an additional \$340,000 from foundations and individuals to complete its task. The Commission was asked to explore how Senator Simon's vision might be developed and implemented. This report contains the Commission's findings and conclusions.

Section 104 of the authorizing legislation called for a bipartisan Commission on the Abraham Lincoln Study Abroad Program, a Commission that would do the following:

- Recommend a program to greatly expand the opportunity for students at institutions of higher education in the United States to study abroad, with special emphasis on studying in developing nations.
- Develop a program...that assists a diverse group of students and meets the growing need of the United States to become more sensitive to the cultures of other countries.
- Consist of members who are leaders in university exchange programs, leaders in foreign policy, and leaders in business with experience in international trade.

Senator Simon had presciently encouraged the creation of an advisory group to ensure that the expertise of the educational exchange, study abroad, and international education communities would be available to the Commission. We found the Advisory Council to be an essential resource. It developed a remarkable briefing book on very short notice and provided invaluable advice and guidance, practically on demand. The

*“The opportunity to see and interact with so many cultures away from our comfort zone is what everyone should experience... To date, my study in Italy is the best thing I’ve ever done.”*

— JULIE CARLTON,  
EL CAMINO COMMUNITY COLLEGE

Commission is deeply indebted to the Advisory Council and its members for their contributions. In carrying out its mandate, the Commission met five times. The chair of the Commission and the executive director met with leaders from the executive and legislative branches. The Commission reviewed and discussed the briefing materials provided by the Advisory Council. It heard from leaders of the international education and educational exchange communities. It

drew on several valuable surveys of the academic community mounted by the Advisory Council. And it reviewed detailed models of how to design, maintain, and finance a major new initiative in study abroad. These models were developed by the Commission’s excellent staff under the able leadership of William B. DeLauder, executive director.

We are grateful that the White House and U.S. Congress had the confidence that we could carry out this significant assignment. We appreciate the support of the White House and the Department of State as we went about our work. I thank my colleagues on the Commission for their fidelity to our task. We look forward to working with leaders of the executive and legislative branches in the implementation of an Abraham Lincoln Study Abroad Program that will give life and meaning to Senator Simon’s vision of millions of American undergraduates studying abroad.



M. PETER MCPHERSON, *Commission Chair*  
*President Emeritus, Michigan State University*  
*President Elect, National Association of State Universities*  
*and Land-Grant Colleges*



*“Studying abroad. . . forces you not only to speak the language on a daily basis but also to wake up speaking the language, to think in the language, and to do everything speaking the foreign language.”*

—MARIA ELENA MARTIN DEL CAMPO,  
SAN DIEGO STATE UNIVERSITY

✈️ US



A Worcester Polytechnic Institute student working with residents of Goreangab, Windhoek, Namibia to improve the quality of shanty town housing



## CHAPTER 1

# One Million American Students Studying Abroad

*“We must . . . reaffirm our commitment to promote educational opportunities that enable American students to study abroad, and to encourage international students to take part in our educational system.”*

—GEORGE W. BUSH, 43<sup>RD</sup> PRESIDENT OF THE UNITED STATES, NOVEMBER 13, 2001

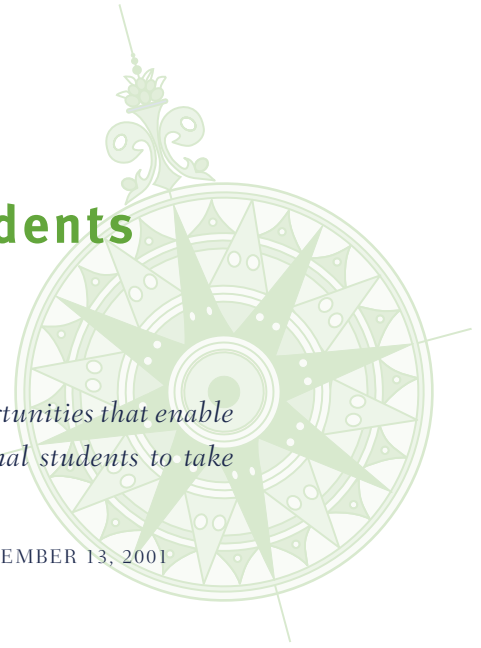
**O**n the international stage, what nations don't know can hurt them. In recent generations, evidence of that reality has been readily available. What we did not know about Vietnam hurt the United States. What we did not understand about the history and culture of the former Ottoman Empire has complicated our efforts in the Middle East for decades. Mistakes involving the Third World and its debt have cost American financiers billions of dollars. And our lack of knowledge about economic, commercial, and industrial developments in Japan, China, and India, successively, has undermined American competitiveness. Global competence costs, but ignorance costs far more.

The point is so fundamental that it bears repeating. In global affairs—whether the region is Europe, Asia, Africa, Latin America, Eastern Europe and the former Soviet Union, or the Middle East, whether the issue involves diplomacy, foreign affairs, national security, or commerce and finance—what nations do not know exacts a heavy toll. The stakes involved in study abroad are that simple, that straightforward, and that important. For their own future and that of the nation, it is essential that college graduates today become globally competent.

Promoting and democratizing undergraduate study abroad is the next step in

the evolution of American higher education. Making study abroad the norm and not the exception can position this and future generations of Americans for success in the world in the same way that establishment of the land-grant university system and enactment of the GI Bill democratized access to the campus. Study abroad should be integral to undergraduate education.

At least twice before, Americans have turned to higher education in the face of great national challenges. The enactment of the Morrill Act in 1862 established land-grant institutions in every state and opened wide the campus doors to produce millions of graduates and multiply the nation's





*“I think study abroad is the greatest experience one can ever get in life. The program in Japan certainly changed my perspective of many things. Also, to learn another language is a great advantage in an increasingly globalized world.”*

—ALAN NG,  
LOUISIANA STATE UNIVERSITY

productivity through research and service. The Morrill Act, supported and signed by President Abraham Lincoln, laid the foundation for a new “American Century.”

When President Harry Truman signed the G.I. Bill after World War II, he helped fuel one of the greatest economic booms in American history, while expanding the size of the American middle class, unlocking new worlds in science and medicine, and helping advance America’s place on the world’s stage.

On these occasions, as on others—the National Defense Education Act of 1958 and the Higher Education Act of 1965—each time the nation’s leaders have called on higher education, public and private colleges and universities have responded. Now the problems of a new century confront us, placing new demands and pressures on the United States and its historic partnership with higher education.

Part of the response to these pressures must include democratizing study abroad. To develop the leaders required for the future and the broad international under-

standing of the general citizenry, the United States must begin now to send many more students abroad for study. This was a vision developed and eloquently articulated by the late Senator Paul Simon of Illinois.

This Commission affirms what Senator Simon believed: Greater engagement of American undergraduates with the world around them is vital to the nation’s well-being. It is in the national interest of the United States to send at least one million undergraduates abroad annually to study other lands, languages, and cultures.

### **A New Age and a Different World**

Even before Senator Simon’s death in 2003, it was apparent that the nation had entered a new age. Separated from the rest of the world by two great oceans, U.S. citizens had found it easy to think of public issues as either “domestic” or “foreign” throughout the 20th century. As a new millennium dawned, it was clear that even the smallest American communities were deeply influenced by events in the far corners of the globe.

What the nations and peoples of the globe are struggling with today are as much the forces of modernity as they are of economics. Modern science, technology, and the internationalization of labor and commerce are changing the established order of things. They support and nourish multinational corporations. They encourage new competition for markets in manufacturing and services. They threaten patriarchal societies that have histories of harsh and humiliating treatment of women. Science, technology, and globalization, in short, foreshadow a new world and a different age.

## Globalization and Economic Competitiveness

It is no secret to anyone that the American economy is buffeted by international forces. Our economic, military, and diplomatic problems have become global concerns.

Recent analyses indicate, for example, that the integration into the world economy of emerging giants such as China, India, Brazil, and the former Soviet Union will roughly double the size of the global labor force. “Made in China” has become a ubiquitous label found on everything from shirt collars to airplane wings and complicated wiring harnesses. As American engineers sleep, software problems are as likely to be solved overnight in Gujarat State, India, as in Redmond, Washington. Ireland, until recently an impoverished European backwater, was reborn in the 1990s on the strength of a highly educated workforce, shrewd planning, and a commitment to manufacturing computers and chips for global markets. Manufacturing and product distribution have been remade on a global scale.

Meanwhile, the Middle East, the location of 75 percent of the world’s known oil reserves, is a troubled region, while China and India face an increased need for oil and the American economy continues to depend on it.

China alone has been transformed into a formidable economic powerhouse practically overnight. This great nation of 1.3 billion people is already one of the world’s largest economies and the third most active trading nation. It consumes prodigious amounts of the world’s production of coal, steel, and other raw materials, including half the world’s concrete. It is well on its

way to fulfilling the famous prediction of Napoleon as he pointed to a map of China. “There lies a sleeping giant. Let him sleep. For when he wakes he will move the world.”

India, the world’s largest democracy, is more and more active in the world economy. Indian communities and states have transformed themselves into hospitable, tax-friendly havens for international capital, with a highly literate, well-educated, English-speaking workforce eager to do the work of the world.

American corporations understand the importance of these issues. Increasingly, business leaders recognize that they must be able to draw on people with global skills if their corporations are to succeed:

- Fully one in six American jobs is now tied to international trade.
- Corporate leaders rank international curricula high on their priority list of what’s important in American higher education.
- Texas recently reported a nearly sixfold increase during the 1990s in specification of international experience as part of the skill set for senior-level positions—from a requirement for 4 percent of senior positions to 28 percent.
- There is near unanimity among American personnel officers that job applicants with international experience are likely to possess desirable skills in cross-cultural communication, cultural awareness, leadership, and independence, according to a 2004 survey completed by the German Academic Exchange Service (DAAD).

Graduates who prosper in this new environment will be those who leave school with an appreciation of global issues and cultures and an introduction to the new ways of the world. Study abroad should be the norm, not the exception, for American undergraduates, one of the signs of a well-educated college graduate.

### National Security

Americans remember the desperate search for speakers of Arabic, Farsi, and Pashto that followed the national calamity of September 11, 2001. A more dramatic demonstration of the importance of study abroad would be difficult to find. Study abroad is one of the major means of producing foreign language speakers and enhancing foreign language learning. In today's world, study abroad is simply essential to the nation's security.

The reality is that the government of the United States depends heavily on individuals knowledgeable about foreign cultures to advance and protect the interests of the American people. More than 65 federal agencies, ranging from the Central Intelligence Agency to the Peace Corps, annually need to fill 34,000 positions requiring foreign language skills—a requirement that is often unmet or filled only through outside contractors.

Government leaders express great anxiety about the lack of language skill and expertise in geographic areas essential to the nation's security. In 2002, the General Accounting Office (the government's watchdog agency) reported broad agreement about the nature of the challenge in the Department of State, Department of

Commerce, the U.S. Army and the Federal Bureau of Investigation. These four agencies reported experiencing significant shortages of translators and interpreters. They also pointed to shortages of diplomats and intelligence specialists with the foreign language skills (and knowledge of foreign cultures) required for successful job performance. In the effort to develop the expertise it requires, the government has long supported numerous programs to encourage student exchange and develop expertise in foreign languages and area studies (see Sidebar A).

In a paper prepared shortly before the Commission took up its work, two expert organizations deeply committed to international exchange and study abroad spoke of the national security imperative in blunt, uncompromising terms (NAFSA: Association of International Educators, and the Alliance for International Educational and Cultural Exchange):

We no longer have the option of getting along without the expertise that we need to understand and conduct our relations with the world. We do not have the option of not knowing our enemies—or not understanding the world where terrorism originates and speaking its languages. We do not have the option of not knowing our friends—or not understanding how to forge and sustain international relationships that will enhance U.S. leadership and help our values prevail.

Important national security objectives are served by study abroad. Moving overseas to study does not produce experts, but it does begin a process of inculcating awareness of international and intercultural issues, a process that, multiplied many



**SIDEBAR A.****Selected International Education and Study Abroad Programs**

Below is an illustrative list of some of the most prominent federal efforts to encourage international exchange and study abroad:

<b>CABINET AGENCY</b>	<b>PROGRAM</b>	<b>GOALS/PURPOSE</b>
<b>Department of State</b>	Fulbright Program	A program to encourage the exchange of students and scholars between the United States and other nations.
<b>U.S. Department of Education</b>	Fulbright-Hays	A specialized aspect of the Fulbright program encourages current and future teachers to study abroad. It also supports study abroad for undergraduates going into government, the professions or international development to help them acquire higher levels of foreign language proficiency and area knowledge. Fulbright-Hays emphasizes non-Western nations.
<b>Department of State</b>	Benjamin A. Gilman International Scholarship Program	Provides grants for study abroad annually to several hundred low-income students.
<b>U.S. Department of Education</b>	Foreign Languages and International Education Programs	Title VI of the Higher Education Act provides for the study of foreign languages, area and other international studies programs, including international business education. While most funding supports graduate study, Title VI also provides modest support for undergraduate education abroad.
<b>U.S. Department of Defense</b>	National Security Education Act	Authorizes David L. Boren Fellowships, which, in exchange for a service obligation to a government agency with national security responsibilities, support foreign language study and other subjects important to the nation's security.
<b>U.S. Department of Education</b>	Student Financial Assistance	Title IV of the Higher Education Act provides student aid, which can be used for study abroad.
<b>U.S. Department of Education</b>	Fund for the Improvement of Postsecondary Education	FIPSE helps support three international consortia that provide modest opportunities for two-way student exchanges with foreign countries. About 80% of U.S. students abroad under these programs are undergraduates.
<b>U.S. Department of Education</b>	TRIO	Limited support for undergraduate students abroad is allowable under TRIO's student support services and the Ronald E. McNair program.

millions of times over, promises to vastly increase American global literacy. Producing successive generations of undergraduates who have engaged with the world beyond American boundaries will do more than anything else to enable the United States to hear the world, to see the world—and to know the world in ways that will alert us to emerging problems before they become serious threats.

### U.S. Leadership

There is, the Commission believes, a consensus among most Americans and many people abroad that the United States should be a global leader. If the world is to be a place in which Americans and their values can be secure, America must lead. And if people throughout the world are to have the opportunity to live in democratic societies where they can achieve their aspirations for themselves and their families, America must lead.

Today, many students and citizens are eager to take on the mantle of international leadership. Yet, most Americans have never been abroad, even on a vacation. Just 20 percent of Americans hold a passport. Most of our people—except for growing numbers of immigrants—speak only English. Senator Simon once described us as “tongue-tied Americans.” A 2002 Roper Poll for National Geographic revealed that Americans rank second to last among nine countries in their geographic knowledge. Most have trouble identifying half the countries of Asia on a numbered map. Less than one quarter can name the four Asian nations known to have nuclear weapons.

The United States leads by necessity and default, but it is not as well equipped

to exercise its leadership role as it could be. The situation is dangerous. It threatens our capacity to defend our values. Above all, it threatens the national interest. These are not issues of the left or the right, of Democrats or Republicans. They are issues of how we as a society prepare this and future generations for the leadership that will be a requirement for the American democratic experiment’s ongoing success in the world.

### Domestic Support for American Foreign Policy

Generations of American foreign policy experts have lamented the absence of a domestic constituency for their work. Not understanding the stakes, many Americans are unwilling to support foreign policy commitments and programs essential to vital national interests.

We cannot know today what all of tomorrow’s foreign policy challenges will be. We can only know there will be challenges we cannot anticipate. What we can do today is begin to implement a policy of sending students to many destinations around the world. Having done so, we can be confident that when tomorrow’s foreign policy crises arise, there will be many Americans who can understand the regions involved and are prepared to speak knowledgeably about the issues in their communities.

### Educational Value of Study Abroad

The Commission asserts something that Senator Simon also understood: Study abroad is a powerful educational experience.

According to a recent detailed analysis completed by the Institute for the International Education of Students (IES), 40 percent of the students who studied abroad in the 1990s were still using a language other than English on a regular basis in 2004. Fully nine of ten reported that study abroad reinforced their commitment to foreign language study, while 80 percent agreed that study abroad enhanced their interest in academic work. More than eight of ten respondents from the 1990s reported that studying abroad allowed them to ac-

quire “skill sets” important to their career path, while 70 percent agreed that their study abroad experience influenced them to study other cultures.

The IES study also produced a remarkable finding: Fully 95 percent of the respondents over the five decades covered in the study (1950 through 2000) agreed that their study abroad experience continued to influence their perspective on world events.

That finding goes far beyond its significance for individual students. Many prominent Americans have studied abroad (see

#### SIDEBAR B.

### American Leaders Who Have Studied Abroad

Many people who went on to assume leadership roles in the arts and letters, science, medicine, education, business, communications, and government studied abroad. Here are some of them:

**Carl Albert**, *Speaker, U.S. House of Representatives*

**Maya Angelou**, *Poet*

**Curtis Barnette**, *Chairman, Bethlehem Steel*

**James Billington**, *Librarian of Congress*

**Derek Bok**, *President, Harvard University*

**John Brademas**, *President, New York University*

**Hal Bruno**, *Political Director, ABC News*

**Max Burns**, *U.S. Representative*

**Ben “Nighthorse” Campbell**, *U.S. Senator*

**Wesley Clark**, *General, USA (Ret’d)*

**Bill Clinton**, *42nd President*

**Thad Cochran**, *U.S. Senator*

**Rosa DeLauro**, *U.S. Representative*

**Rita Dove**, *U.S. Poet Laureate*

**W.E.B. Dubois**, *Author/Educator*

**Paul Farmer**, *Medical Anthropologist*

**Renee Fleming**, *Soprano*

**Milton Friedman**, *Nobel Prize Winning Economist*

**Theodore Seuss Geisel**, *Author*

**Margaret Greenfield**, *Washington Post*

**Joseph Heller**, *Author*

**John Hersey**, *Author*

**John Irving**, *Author*

**Stacey Keach**, *Actor*

**Anthony Kennedy**, *U.S. Supreme Court Justice*

**John Lithgow**, *Actor*

**Richard Lugar**, *U.S. Senator*

**Daniel P. Moynihan**, *Diplomat & U.S. Senator*

**Leo J. O’Donovan, S.J.**, *President,*

*Georgetown University*

**Alfred Partoll**, *Senior Vice President, AT&T*

**Philip Pearlstein**, *Painter*

**Thomas Pickering**, *Diplomat and Business Leader*

**Theodore Roosevelt**, *26th President*

**Dean Rusk**, *Secretary of State*

**John Tower**, *U.S. Senator*

**David Souter**, *U.S. Supreme Court Justice*

**Admiral Stansfield Turner**, *Director, CIA*

**Katherine Harris**, *U.S. Representative*

**James Oberstar**, *U.S. House of Representatives*

**J. Robert Oppenheimer**, *Physicist*

**Sylvia Plath**, *Author*

**Condoleezza Rice**, *Secretary of State*

**Walt Rostow**, *Presidential Adviser*

**Paul Sarbanes**, *U.S. Senator*

**David Vitter**, *U.S. Senator*

**James Watson**, *Nobel Prize Winning Biochemist*

**Gene Wilder**, *Actor*

**George Will**, *Syndicated Columnist*

**Heather Wilson**, *U.S. Representative*

Sidebar B). Decades after their formal study abroad ended, the experience continues to shape the world views of many important American leaders.

Each of the following studied abroad as either an undergraduate or graduate student: columnist George Will, Senator Paul Sarbanes, Secretary of State Condoleezza Rice, and author John Irving. And the daily work of each of them influences the daily lives of millions of Americans. Nobel prize-winning biochemist James Watson’s study in Amsterdam, Naples, and Cambridge helped him describe the structure of DNA in the 1950s, the foundation of the human genome project of the 1990s. Study abroad benefits the United States and the world long after the experience ends.

American students (and the broader public) understand the educational value of study abroad. In the 1960s, just 11 percent of the participants in the IES study abroad survey counted the availability of these opportunities as a criterion in college selection. By the 1990s, that proportion, at 28 percent, was close to tripling. Another poll

from the American Council on Education (ACE) revealed an even more powerful indicator of student interest in the world beyond American boundaries: 85 percent of the high school students in the poll believed that knowing a foreign language would help them find a better job. They also noted that the availability of foreign language classes would be a factor in their selection of a college or university.

Parents and the broader public obviously understand the significance of study abroad. According to the ACE poll, three-quarters of all respondents agreed that it is important for American students to study abroad at some point. Over 85 percent indicated that knowledge of a foreign language was important, while nearly 80 percent stated that the presence of international programs on campus would positively influence the choice of their child’s college or university. Clearly the broader public requires little persuasion on this matter.

### Active Engagement in the International Community

Wise stewardship of the nation’s well-being argues for a prudent course of action: ensure that many more undergraduates experience, study in, and communicate with other cultures so that they can learn how to “hear” what others are saying, speak with them in their language, and continue to serve as goodwill ambassadors throughout their lives.

Wise stewardship, as President Bush and Secretary of State Condoleezza Rice have pointed out, also involves encouraging foreign students to come to the United States for study. American universities

*“Spending a semester abroad was an absolutely amazing experience. I had no idea that such a life changing opportunity was available that was low cost. I’ve never lived outside of the county I grew up in, and was shocked at the very different lifestyle and attitudes of the Italians.”*

—KRISTINE KIL,  
CITY COLLEGE OF SAN FRANCISCO

have a long tradition of enrolling students from many nations around the world. International education opportunities enrich our campuses, orient foreign students to important American values, contribute several billion dollars annually to American trade accounts, and help develop national leaders on a global scale. Maintaining access to the American campus for the students of the world remains a significant

tool of national policy and requires more attention.

President Bush expressed both sides of the issue clearly when he said in 2001: “We must...reaffirm our commitment to promote educational opportunities that enable American students to study abroad, and to encourage international students to take part in our educational system.” The Commission agrees.



A student from the University of Minnesota  
at her internship at a women's  
organization in Jaipur, India

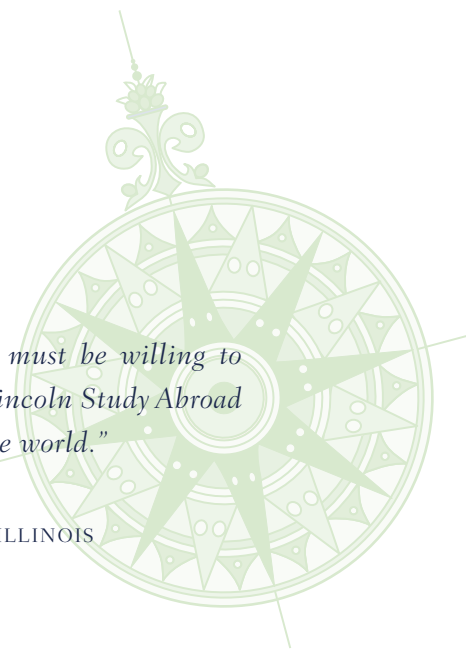


## CHAPTER 2

# Challenges Ahead

*“A nation cannot drift into greatness. We must dream, and we must be willing to make small sacrifices to achieve those dreams.... This [Abraham Lincoln Study Abroad Fellowship] can lift our vision and responsiveness to the rest of the world.”*

—THE LATE PAUL SIMON,  
LINCOLN SCHOLAR AND UNITED STATES SENATOR FROM ILLINOIS



Following World War II, study abroad began to flower as valuable new models, some institutionally based and some government funded, were created. The Fulbright graduate exchange program encouraged global education through educational exchange—a two-way flow of students and scholars between America and the world. The National Defense Education Act (1958) established international studies and foreign language assistance programs to train more Americans in foreign languages and cultures. Meanwhile, colleges, universities, and nonprofit consortia encouraged junior year abroad, summer study abroad, faculty-led study tours, and, increasingly, branch campuses overseas.

International education and study abroad programs have tremendous success to point to in the second half of the 20<sup>th</sup> century. From the point of view of individual students and institutions, the period was akin to a Golden Age, with participation rates climbing and interesting and varied course offerings more readily available. The number of students studying abroad roughly doubled in the last decade and now amounts to more than 190,000 students annually. Students already interested in study abroad and able to find a way to finance it can undoubtedly also find a way to make it happen.

But from a larger perspective, the efforts that serve the interests of individuals,

institutions, and some disciplines leave important national interests unaddressed. The reality is that the proportion of all students who study abroad annually is minuscule. It amounts to less than 2 percent of the American university and college enrollment. Most study in Europe. And significant segments of undergraduate enrollment, including students enrolled in community colleges, are underrepresented in study abroad.

### Why One Million?

The Commission’s goal of one million students studying abroad is ambitious. It represents a nearly sevenfold increase in



the number of students studying abroad today. The first question is obvious: Why one million? On one level, that figure represents just 6 percent of total college enrollment, which today stands at about 16.5 million students. On a more significant level, however, it represents about half of all undergraduate degree recipients on an annual basis. In 2003, according to the National Center on Education Statistics, American colleges and universities awarded slightly more than 1,980,000 undergraduate degrees (bachelor's and associate's). The number of undergraduate degrees awarded is expected to grow to perhaps 2.3 million in the next decade. The Commission's hope is that higher education can maintain and establish a ratio of roughly 50 percent between the number of undergraduates studying abroad annually and the number of undergraduate degrees awarded each year.

### Study Abroad

By “study abroad” the Commission means an educational program for undergraduate study, work, or research (or a credit-bearing internship) that is conducted outside the United States and that awards academic credit toward a college degree. The Commission's intent is that every study abroad experience supported under the rubric of the Lincoln Study Abroad Program will be eligible for academic credit.

To encourage longer periods of study abroad and therefore greater language and cultural competency, the Commission proposes, in Chapter 3, to distinguish between Lincoln Study Abroad *Fellowships* and Lincoln Study Abroad *Scholarships*. Lincoln

Fellowships will be restricted to students earning at least 12 credits abroad. Lincoln Scholarships will be available to students earning fewer than 12 credits abroad; but in no case will a Lincoln Scholarship be available to students earning fewer than three credits during study abroad.

The Commission hopes to encourage longer term study abroad and therefore promote language and cultural competency. With regard to time abroad, the evidence is clear: more is better. A longer period spent studying abroad is much more likely to encourage enrollment in foreign language courses, to increase students' confidence in their linguistic abilities, and to encourage pursuit of graduate and professional degrees.

In the Commission's view, three major challenges stand between where we are today and the goal of one million Americans studying abroad:

- Institutional leadership and commitment to the expansion of study abroad programs
- Diversity of students and destinations
- Financial barriers

### Institutional Leadership and Commitment

When study abroad is examined in terms of the nature and type of college or university sending students abroad, two types of institutions dominate the picture: large research institutions and smaller liberal arts colleges. A comparison of the *total number* of students abroad by institutional type tends to highlight research and doctoral institutions, which account for nearly 45 percent



of all U.S. students abroad. In fact, just 108 institutions (out of over 4,200 American colleges and universities) account for 50 percent of all the students abroad.

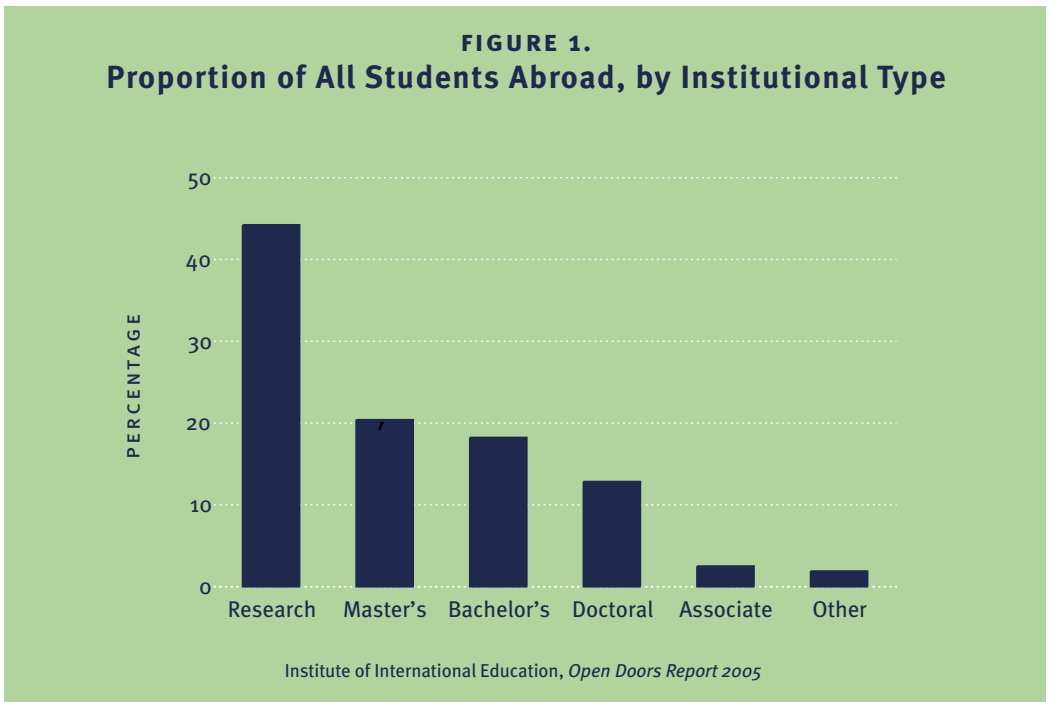
If *participation rates* by type of institution are considered, liberal arts colleges come to the fore. The most active of these small colleges send a larger proportion of their students abroad than other institutions. With curricula emphasizing the liberal arts, humanities, and social science and a traditional commitment to “junior year abroad,” liberal arts colleges have a mission that encourages traditional and well-established forms of study abroad.

Figure 1 displays the proportion of study abroad participants by institutional type. It confirms the predominance of large research institutions in sending abroad the largest numbers of students. Master’s and baccalaureate institutions are next in rank order. Community colleges come up well in the rear.

Community colleges enroll nearly 40 percent of all American undergraduates. The proportion of students abroad who come from community colleges (just 2.5 percent) does not begin to approach the contribution these institutions make to institutional enrollment.

Many of the students who attend community colleges work. In fact, half of all American college students attend college on a part-time basis, with jobs and family obligations taking up the remainder of the time for most. Doing more to encourage study abroad for students from community colleges—and from other institutions serving financially challenged students, including minority-serving institutions and colleges and universities serving first-generation college students—promises large dividends in terms of both numbers and diversity of Americans studying abroad.

Beyond institutional barriers, some majors and programs seem more oriented to



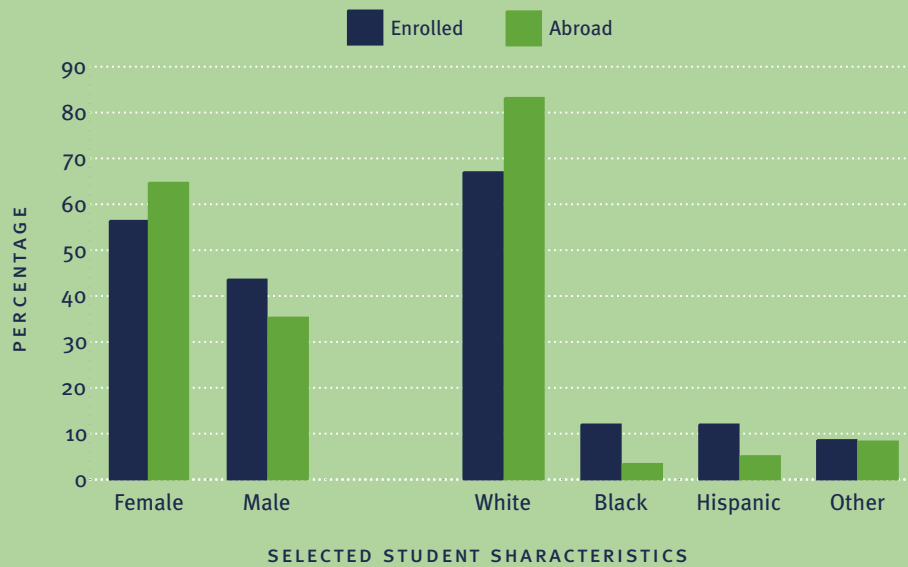
study abroad than others. The majority of Americans studying abroad have tended to major in “traditional” fields such as the humanities, social sciences, and foreign languages. This pattern may be changing somewhat. The latest data indicate that business and management students now make up more than 17 percent of students abroad, ranking second behind social sciences, at 22 percent. By contrast, just 8 percent of students abroad are engineering majors and just 6 percent are education majors.

Degree programs in engineering, nursing, journalism, and pre-medicine and pre-veterinary medicine typically involve a large number of required courses, locked into tight sequences. This curricular structure makes it hard to find time and credits for a study abroad experience. Although some accrediting agencies, such as the

Accreditation Board for Engineering and Technology, a federation of more than 30 professional associations, have promoted accredited study abroad, there is a sense on many campuses and some accrediting agencies that the offerings available elsewhere are hard to equate with programs on American campuses, a factor that often complicates the awarding of academic credit. The attitude that study abroad does not deserve credit on American campuses must change.

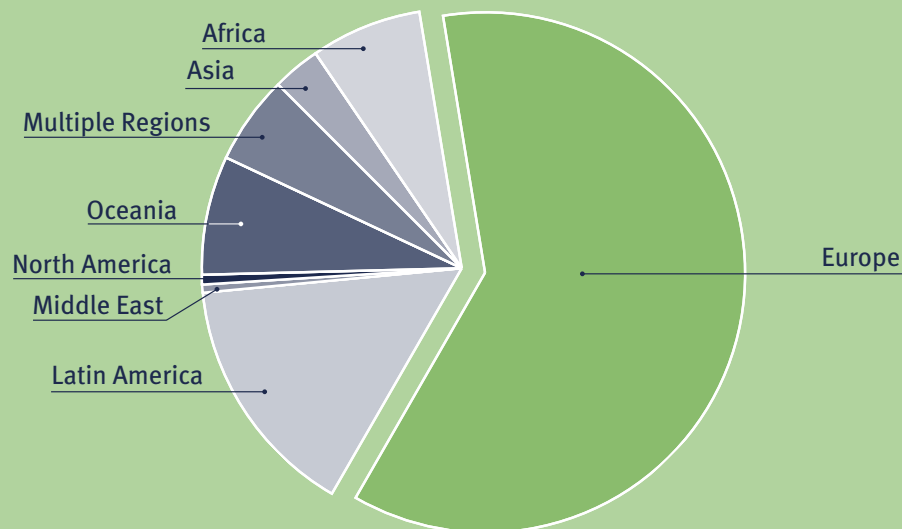
Experience shows that leadership from administrators and faculty will drive the number of study abroad participants higher and improve the quality of programs. Such leadership is the only way that study abroad will become an integral part of the undergraduate experience. Faculty leadership is required to arrange curriculum to facilitate study abroad. Leadership and

**FIGURE 2.**  
**Undergraduate Enrollment and Students Abroad (2003–04)**



Institute of International Education, *Open Doors Report 2005* and the National Center for Education Statistics

**FIGURE 3.**  
**Host Regions of U.S. Students Abroad, 2003–04**



Institute of International Education, *Open Doors Report 2005*

commitment within the university community can find ways to build capacity within the institution and abroad. It is critical for faculty and administrators to continually emphasize the importance of study abroad on campus if the national goal of one million students is to be met.

### **Diversity of Students, Institutions, and Destinations**

The demographic profile of students studying abroad does not match the demographic profile of American undergraduates. Simply by bringing the two profiles into greater balance, we would go a long way toward increasing the diversity of Americans studying abroad, in the process expanding the perception of what an “American” is in other cultures. Figure 2 compares the two groups.

What is apparent in Figure 2 is that minority students, including African-American and Hispanic-American students, are significantly underrepresented. American colleges and universities must make new efforts not only to raise the number of students abroad but also to increase the diversity of these students. It is important that people living in other lands have a reasonably accurate picture of the great diversity that makes up the United States.

Greater diversity of destinations abroad is also highly desirable. Despite the growth of the Pacific Rim as an important center of economic power, and the emergence of China, the former Soviet Union and Africa on the world’s economic stage, two-thirds of Americans studying abroad do so in Europe. Fully one-fifth of these students are in the United Kingdom. Figure 3 displays the destinations of American students abroad.

*“The greatest challenge that I faced in Korea was to say goodbye to this beautiful country. But this is part of the answer to the question of studying abroad. Your experiences are worth a million memories, but saying goodbye to them isn’t the end to them. Rather, it is only the beginning.”*

—JAMES PARK, INDIANA STATE UNIVERSITY

A glance at Figure 3 makes apparent the large proportion of American studying in Europe and the relative paucity elsewhere in the world. Latin America looks reasonably solid, but the majority of these students can be found in just three nations—Mexico, Costa Rica, and Chile. Less than 1 percent of all students abroad choose Russia as a destination. Study in the Middle East, always low, has been cut in half since 2001 as war, violence, guerilla activities, and terrorism dominate the headlines. Oceania (Australia, New Zealand, and the Melanesian, Micronesian, and Polynesian islands) accounts for a healthy 7.4 percent of all U.S. students abroad, but almost all of them are in Australia.

Although it is encouraging that some 5 percent of Americans studied in multiple regions in 2003–04, the reality remains that study abroad is heavily Eurocentric. European nations are important trading partners and allies, but student interest in Europe must be matched by study in Africa, Asia, Latin America, and the Middle East if vital American interests are to be served.

## Financial Barriers

The price of study abroad can be a barrier. Some financial aid is available, but it is insufficient. Lincoln awards can make a difference for many students who need additional aid. The availability of a fellowship or scholarship can stimulate the student to find additional resources needed to study abroad. To tackle the student cost barrier, the Commission proposes to direct at least 88 percent of the money from the Lincoln program to student awards.

It should be pointed out that institutions have an important role to play in cost containment, both generally and in study abroad. Without compromising program quality, universities and colleges will be required to contain costs when study abroad becomes more widely available throughout undergraduate education, rather than an option for those who have the resources. In addition, new study abroad opportunities in some parts of the world can offer less expensive options. For example, the availability of programs in Latin America as well as Western Europe generally will provide not only a range of countries but also a range of costs.

Michigan State University has made cost containment an important part of the expansion of its study abroad program. At least 50 percent of Michigan State’s study abroad programs cost no more than being on campus (excluding airfare). This situation is due, in no small part, to lower expenses in many nontraditional locations.

Costs are a problem, and it is important that the Lincoln program, institutions, and students work together to achieve the benefits of cost containment.

## Meeting National Needs

At the outset of this chapter, the Commission argued that greater variety is required on all dimensions of student, institutional, and destination preferences if important national needs are to be met.

By increasing the diversity of students studying abroad, the diversity of institutions sending them abroad, and the diversity of the host countries in which they study, Americans achieve two objectives. They greatly improve the educational experience for many students, and they develop a pool of Americans with the skill and experience to more fully engage the world, an essential talent pool during times of crisis.

There is no way to anticipate every conceivable international problem, but if the United States expands the number of young Americans studying abroad and their places of study, the chances are that as security challenges develop, national

leaders will be able to draw on developed American know-how in thinking about how to respond. When one nation in a region makes requests or demands of the United States, policymakers will have the capacity to think through how particular responses will play out throughout the region. And when American corporate leaders seek new markets or defend existing ones, they will be able to draw on firsthand knowledge of local economies and practices, instead of exporting American practice and hoping for the best.

Chapter 3 outlines a program to respond to these challenges and break the one million barrier. It promises something else, also: It offers to help the United States develop a citizenry that is internationally competent, comfortable, and confident—competent in international affairs, comfortable with international diversity, and confident of its ability to make its way amidst the uncertainties of a new age.



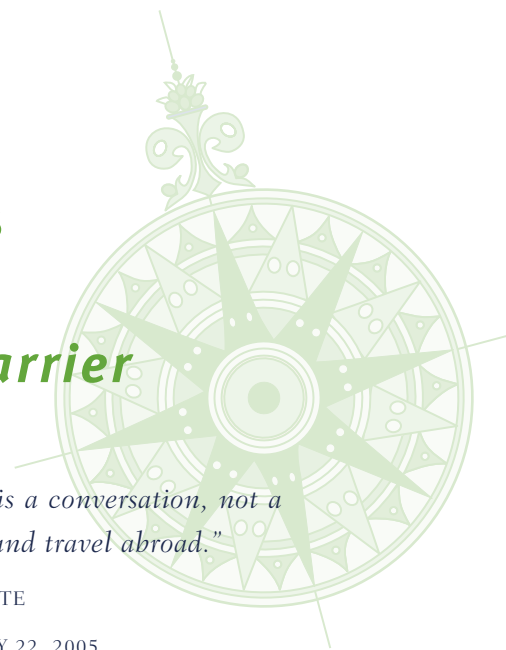
Students from Worcester Polytechnic Institute with their faculty advisor at the Borough of Merton, London



## CHAPTER 3

# Recommendations

## *Breaking the One-Million-Student Barrier*



*“As Secretary [Condoleezza] Rice has said, public diplomacy is a conversation, not a monologue... We want more American young people to study and travel abroad.”*

—KAREN HUGHES, UNDERSECRETARY OF STATE

FOR PUBLIC DIPLOMACY AND PUBLIC AFFAIRS, JULY 22, 2005

**T**he previous chapters argued that meeting national needs depends on engaging many more American undergraduates with many more parts of the world by sending more students abroad for study.

Announcing a goal is no guarantee of its achievement. The Commission’s goal of one million American students studying abroad annually will be attained only if American institutions of higher education sustain and build on their current efforts. By that the Commission means that the nation’s colleges and universities must (a) remain committed to the important work they are already doing; (b) increase current growth rates in study abroad by about 50 percent annually; and (c) find ways to sustain fellowship support in subsequent years.

The Commission’s goal is ambitious, but well within the nation’s reach. Study abroad has been growing at a healthy average rate of 9.7 percent in the last decade (1991–2002). There is every reason to believe that growth rate is sustainable in both the short and long run. That decade included banner years, such as 1997–98 and 1998–99, when growth averaged around 14 percent; it also included the shock of September 11, 2001, which reduced study abroad growth to 4.3 percent in the following 12 months. Even in that terrible year, however, *the number of American students abroad still increased.*

If historical growth rates of 9.7 percent annually continue, the nation’s colleges and universities will send 640,000 students abroad for study by 2016–17. Although these projections are encouraging, there is no guarantee that past performance will continue without enhanced investment. The establishment of a Lincoln Study Abroad Program can help sustain existing growth rates and create a platform from which new growth in study abroad can be launched.

The challenge facing the study abroad community and the Abraham Lincoln Study Abroad Program can be understood



as the following: Can American higher education create and sustain average annual growth rates approaching 15 percent, the rate required to make sure one million students are studying abroad by 2016–17? The Commission believes it can.

### Breaking the One Million Barrier

The Commission’s confidence rests on several factors. First, the required annual rate of growth is one that has been attained at least twice in the last decade. The policy task is to raise the bar for the nation and institutions of higher education so that previous high-water marks become annual standards.

Second, according to the Institute of International Education’s 2003-04 analysis, just 108 institutions of higher education account for 50 percent of all students abroad. Those institutions represent just 3 percent of the 4,200 degree-granting colleges and universities in the United States. It is self-evident that enormous room exists to expand the numbers of both students and institutions involved with study abroad. Simply raising the proportion of students abroad from colleges and universities with little involvement in study abroad (including community colleges, minority-serving institutions, and smaller private and public colleges and universities) would, by itself, practically guarantee success in meeting the goal.

Third, American higher education is embracing study abroad. Institutional commitment to study abroad means that American colleges and universities are very close to the “tipping point” where study

abroad becomes one of the defining characteristics of undergraduate education. Some of the finest American colleges and universities, public and private, are making the commitment to this important part of today’s educational experience.

- The president of the University of Minnesota told the Commission of Minnesota’s institutional goal to more than double the proportion of Minnesota students studying abroad program over ten years. The goal: 50 percent of all undergraduates participate in study abroad.
- Harvard University recently announced plans to make study abroad a degree requirement.
- San Francisco State University plans to double the number of undergraduates studying abroad by 2010.
- Baltimore’s Goucher College, a small private institution, received national attention for its announcement of a new degree requirement earlier this year. Beginning in the fall 2006, all incoming undergraduates will be required to participate in at least one three-week intensive course abroad. To offset travel costs, Goucher pledges to provide each student a special voucher of \$1,200.

This generation of students, the “millennial generation,” is not intimidated by the world beyond American boundaries any more than it is intimidated by technology. Today’s students are curious about the world. More and more of them are interested in study abroad. Given student interest in study abroad as a college selec-



tion criterion, many more institutions will follow the lead of the institutions above, or risk losing these students, likely to be among the most able in their high school classes.

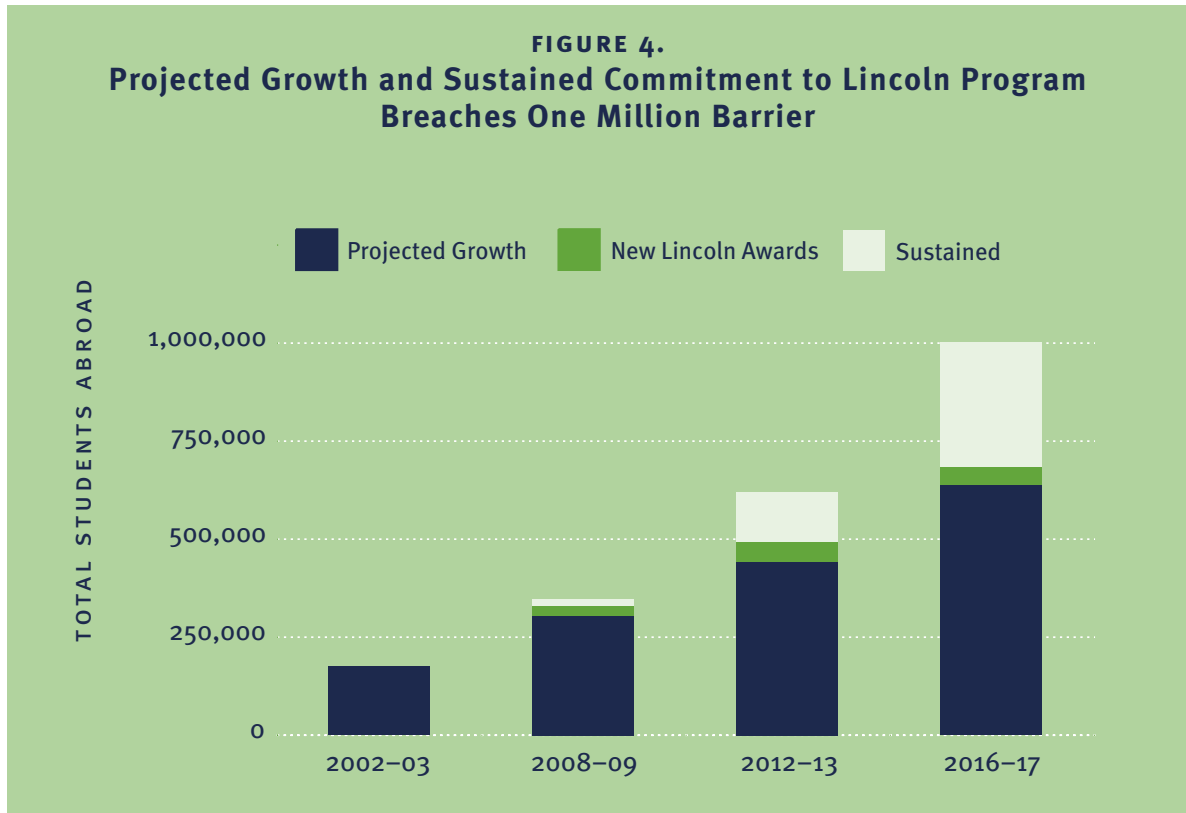
Finally, the Lincoln Fellowship Program can be designed to leverage institutional reform and remove existing institutional impediments to study abroad. Institutions need help and technical assistance to establish new study abroad programs (and improve existing programs). The Lincoln Fellowship Program can be designed to encourage such help. Institutions also require assistance in sustaining study abroad programs, once launched. For their part, students can be discouraged from going abroad for study if they lose financial assistance or if they find that their study abroad does not translate into degree credits when

*“My service learning project in Encuentro gave me the opportunity to learn more about the realities of Chilean society than any other way. I would not have traded the experience for anything.”*

—AMY WOLFSON, BROWN UNIVERSITY

they return home. Program design considerations that attend to these concerns can greatly increase student interest in study abroad—and encourage more institutions to promote it.

Figure 4 demonstrates how an annual rate of increase of 14.8 percent stimulated by the establishment of an Abraham Lincoln Fellowship Program can build on



steady-state rates to break the one million students abroad barrier by 2016–17.

There is nothing illusory or far-fetched about Figure 4. The goal is well within the reach of the nation and the higher education community. Attaining it depends critically on two factors. First, the Lincoln Study Abroad Program must leverage support from institutions. Second, the program must encourage institutions with little history of sending students abroad to develop or enhance study abroad programs.

The number of students studying abroad in Figure 4 depends on both factors being at work. Assuming planning for the program gets under way in 2006, the Lincoln Program will begin immediately paying dividends in the form of more students abroad in the following year. Then growth stimulated by Lincoln will compound itself annually. By 2016–17, the new Lincoln Fellowship Program will mean that slightly more than one million students will be studying abroad.

The Commission's numerical goal could be accomplished in a number of ways. The federal government could assume the entire burden. But that might be prohibitive in terms of costs, perhaps as much as half a billion dollars annually. Institutions of higher education could be asked to carry the full burden. That is also highly unlikely, given constraints and pressures on institutional budgets.

Some middle ground needs to be found, one that recognizes the unusual historical compact that exists between institutions of higher education and the national government. Both have to play their part. To explore alternative possibilities, the Commission developed an analytical mod-

el that permitted it to explore the effects of various assumptions against a variety of financing alternatives. (Those interested in exploring the ramifications of the model and the assumptions underlying the data analysis can find it at [www.lincolncommission.org](http://www.lincolncommission.org).)

What Figure 4 illustrates is the outcome of this analysis, which depends on three assumptions grounded in “sustainability.” It assumes, first, that the establishment of a Lincoln Study Abroad Program will strengthen the annual historical growth of 9.7 percent. Second, it assumes that the Lincoln Award program will provide scholarships and fellowships that will increase the number of students going abroad for formal study. Third, it assumes that institutions that receive grants will annually find a way to sustain 80 percent of the number of their students who had previously received Lincoln Awards, in each successive year. (That is to say, if an institution sends 100 students abroad with Lincoln Grants in Year One, it will send at least 80 abroad in successive years without Lincoln Grants.) It is important to note that in meeting the sustaining requirements, the emphasis is on the annual number of students abroad, not how they are financed.

### Getting From Here to There

The Commission's vision is composed of both a goal of one million students studying abroad by 2016–17 and the conviction that the goal can be accomplished.

The critical importance of study abroad merits an ambitious goal. The goal of one million students studying abroad annually represents about 50 percent of the num-

ber of students graduating each year. As noted above, if current growth rates continue through 2016–17, nearly 640,000 American students will study abroad in that year. The nation needs to increase that growth rate by 50 percent to reach the goal of one million.

Our national security and domestic prosperity depend upon a citizenry that understands America’s place in the world, the security challenges it faces, and the opportunities and perils facing Americans around the world. Responding to these realities requires a massive increase in the global literacy of the “typical college graduate.”

The Commission is convinced that attaining this goal is within reach of American higher education. Below is an action plan to attain the goal. It consists of six recommendations.

**I. Students should receive the lion’s share of program funding.**

*WE RECOMMEND that at least 88 percent of the funds allocated for the Abraham Lincoln Study Abroad Program be applied to Lincoln Fellowships and Scholarships. These awards will be made to students both directly through a national competition and through institutions and consortia.*

During difficult fiscal times, it is essential that dollars flow directly to students while administration and overhead are minimized. Whatever the amount of funding provided under the Lincoln Program, the Commission is convinced that the lion’s share must be directed to students. That is

not to say that institutional capacity building is not required (and the Commission suggests a way to provide for this below), but simply to make it clear where the program emphasis lies.

A great deal can be said for a national competition to select Lincoln awardees, but limiting awards to such a competition might easily overlook sources of expertise available on local campuses. The Commission considers it essential that the Lincoln Program offer awards in both a national competition (so that every undergraduate in the United States is offered the opportunity to compete for one) and grants to institutions and consortia (to encourage institutional commitment and bring colleges and universities that have not traditionally sent many students abroad into the study abroad community). Direct awards to students should be limited to one year or less. Awards to institutions and consortia should be made for three years.

Selection of fellowship winners should be need-blind, but awards should be need-based. Under this concept, students could be selected as Lincoln awardees; however, in the absence of financial need, they would receive no money. This would enable talented students of means to secure a prestigious fellowship or scholarship, but not at the expense of students of lesser means.

**Implementing Recommendations:**

- A direct Abraham Lincoln award program should be established. Within the parameters of this effort:
  - Any U.S. undergraduate student enrolled at an accredited U.S. institution may apply to be considered for an award.

- Selections will be made on the basis of merit in a national competition.
- 25 percent of all program funds should be directed toward this direct program.
- A program of grants to institutions or consortia of institutions should also be established under the Lincoln banner. Under this program:
  - Individual institutions and nonprofit consortia of institutions can apply for grants with which to make Lincoln awards to students selected under their procedures.
  - The Commission anticipates that in addition to existing nonprofit consortia, many new and different kinds of consortia will be created to seek support. They are likely to consist of a lead institution and include research universities, master's and baccalaureate colleges and universities, and minority-serving colleges and community colleges.
  - Participation in these consortia promises to greatly leverage not only institutional expertise in study abroad programs, but institutional support for study abroad. All of these institutions can be expected to select and provide support to Lincoln awardees.
  - To be competitive in the application process, institutions applying for three-year grants must propose and reach ambitious increases in enrollment targets for study abroad.
  - Selection criteria should require institutions to demonstrate how they propose to sustain study abroad at 80 percent of the third-year enrollment target.
- Selection criteria should favor consortia over individual institutions.
- No overhead funds will be awarded to recipients of these awards.
- Institutions and consortia may use the nonfellowship portion of their grants to develop programs or otherwise stimulate activities in nontraditional countries, but they should not be permitted to use Lincoln funds to maintain study abroad offices on campus—or to offset other campus administrative overhead.
- 75 percent of all program funds should be directed toward this institutional/consortia grant program—and not less than 85 percent of these funds awarded must be used for Lincoln Fellowships and Scholarships.
- All fellowship and scholarship recipients, in both the national and institutional award programs, will be selected on a need-blind basis, with the amount of the award based on need.

Without specifying the details of selection procedures, the Commission believes that in the application process for institutional/consortia awards, additional weight in the selection process should be granted to applications from consortia. Consortia, or collections of institutions, offer a robust way to increase the diversity of institutions sending students abroad for formal study. In addition, the selection process should recognize applicants with well-developed

### Getting to 88%

The Commission’s intent is that not less than 88% of the funds from the Lincoln Program will be provided directly in fellowships and scholarships to Lincoln awardees. Although complicated, the details outlined in Recommendation IV ensure that more than 88% will be directed to student awards, as follows:

LINCOLN PROGRAM	PROPORTION OF ALL FUNDS	DIRECTED TO STUDENTS	PROPORTION OF ALL FUNDS TO STUDENTS
National Direct Grants	25%	100%	25%
Institutional Grants	75%	85%	63.5%
Total to students			88.5%

plans for sustaining the number of students studying abroad in subsequent years, including efforts to encourage partnerships with the private sector to increase support for study abroad.

The Commission notes that the allocation formula outlined above ensures that at least 88 percent of Lincoln funding will be applied directly to student awards (see Sidebar C).

**II. Diversity of students, institutions, and destinations should be a hallmark of the Lincoln Study Abroad Program.**

WE RECOMMEND *that diversity be a defining characteristic of the Lincoln Study Abroad Program.*

The Commission considers it essential to the success of study abroad that by 2016–17:

**a) The demographics of the U.S. undergraduate students abroad should be similar to those of the U.S. undergraduate student population.** The major underrepresented

groups in study abroad are racial/ethnic minorities; males; students majoring in science, engineering, and related disciplines; students attending two-year colleges; and students with disabilities.

**b) A substantial number of Lincoln awardees studying abroad should be located in nontraditional countries.** The traditional study abroad sites are in Western Europe. About two-thirds of all study abroad students can be found there. It is time American students also studied in the rest of the world. In awarding grants, some preference should be built into the criteria to help meet this goal.

**c) The proportion of study abroad students who are enrolled in community colleges, minority-serving institutions, and institutions serving large numbers of low-income and first-generation students will be similar to their share of the undergraduate population.** Access to the campus has been one of the great successes of American higher education. In the emerging world, equal access to study

abroad must become an institutional and national priority. Study abroad should no longer be largely the domain of students from large research universities and small, selective, liberal arts colleges.

**III. Demanding quality control should characterize the Lincoln Study Abroad Program.**

WE RECOMMEND *that the most demanding quality control be a second defining characteristic of the study abroad experiences supported by the Lincoln Study Abroad Program.*

The Commission believes Lincoln-supported efforts should meet two major criteria:

**a) The experience must be of such quality that it merits and earns academic credit accepted by the home institution.**

The Commission believes that every Lincoln-supported effort should result in the awarding of credit at the student's home institution, a stipulation that requires assessment of program quality before credits can be awarded.

**b) Earned credit must count toward the hours required for graduation and should not be fewer than three credit hours.**

Perhaps this does not need to be said, but the point of awarding credit is to advance student progress toward a degree. The credits awarded should count integrally toward the degree—a requirement that encourages the critical application of institutional standards to programs of study abroad.

Institutions understand that intensive and focused attention to academic subject matter normally involves three or more credits. The Commission believes that the Lincoln program should encourage focused academic work. Three credits appears to be an irreducible minimum, a requirement that could also encourage more nontraditional students to study abroad since it would not require a semester or a year abroad but might be met by relatively short and intensive study abroad experiences. The Commission again emphasizes that more time spent studying abroad is almost always preferable to shorter experiences.

To encourage longer periods of study abroad, the Commission recommends that the Lincoln Program distinguish between Lincoln Study Abroad *Fellowships* and Lincoln Study Abroad *Scholarships*. Fellowships should be restricted to students earning at least 12 credits abroad. Scholarships can be made available to students earning fewer than 12 credits abroad. In no case will a Lincoln Scholarship be available for students earning fewer than three credits during study abroad.

The Commission also notes that an ideal study abroad experience would include study of foreign language, or the formal study of customs and culture in the host country. The Commission suggests that such study should be strongly encouraged for Lincoln Fellowships. It would also be highly desirable, but not as essential, for the shorter term Lincoln Scholarships.

Finally, the Commission notes that the study abroad community has developed an excellent set of guidelines about student health and safety, known as *Responsible*

*Study Abroad: Good Practices for Health and Safety.* A mark of program quality in activities supported by the Lincoln Program should require participating American institutions to endorse and implement these guidelines, including their guidelines for developing risk management plans.

#### **IV. Fellowship and scholarship amounts should vary and be limited to one year.**

WE RECOMMEND *nonrenewable fellowship and scholarship awards ranging from zero to \$5,000 for periods not to exceed one year.*

Whether awarded nationally or by institutions and consortia, Lincoln awards should be tailored to the study abroad experience contemplated by the applicant. More than nine out of ten American students studying abroad do so for less than a semester, with programs of eight weeks or less accounting for about half of all students. As noted above, the amount of individual awards will depend on financial need. Some highly qualified applicants, able to finance their study abroad experience without additional financial assistance, will seek a Lincoln award for the prestige associated with it. The Commission considers it perfectly appropriate to designate such applicants as Lincoln Fellows or Lincoln Scholars at no cost to the program or the institution.

#### **Implementing Recommendations**

- Under a ceiling of \$5,000, the amount of individual fellowship awards should be determined by financial need, pro-

gram costs, and the length of the study abroad experience.

- Fellowship awards should range from zero (in the case of high-quality candidates without financial need) to \$5,000 (the maximum allowable for a full academic year).
- For planning purposes, the average award can be considered to be \$1,750, since most study abroad experiences are likely to be a semester or less.

#### **V. Federal funding should begin at \$50 million and increase to \$125 million.**

WE RECOMMEND *initial federal funding of \$50 million annually for the Lincoln Fellowship Program, an amount that should increase in steps until it reaches \$125 million for funding in the academic year 2011–12.*

The Commission's analyses indicate that what are relatively modest amounts of funding by federal budget standards can go a long way toward implementing the goal of one million students studying abroad. But the costs are real and cannot be wished away.

Federal funding of approximately \$50 million annually, beginning in fiscal year 2007 (to be spent in the 2007–08 academic year) can get the program under way. This figure must increase to \$75 million in 2009–10, to \$100 million in the following year, and to \$125 million in 2011–12 (and successive years) if the goal of one million students studying abroad is to be attained.



**VI. National leadership and support is essential.**

*WE RECOMMEND that the White House and congressional leaders work together to find the best administrative home for the Lincoln Study Abroad Program.*

Important national programs to finance language and areas studies, student exchange, and the development of specialized expertise are located in several major federal agencies, including the departments of State, Defense, and Education. Where should the Lincoln Study Abroad Program be housed?

The Commission believes that a long-term administrative structure should be developed that minimizes overhead, maximizes the opportunities for various stakeholders to help shape the program, and ensures that study abroad maintains a high profile within the federal government.

The State Department already houses the Fulbright Program, perhaps the most prestigious of the exchange programs overseen by the federal government. At the same time, the U.S. Department of Education plays a significant role in international education, student exchange, and language and areas studies programming. Several other federal agencies also have important stakes in the success of the Lincoln Program. If the program is placed in either the State Department or the Department of Education, it would be important to have an effective policy advisory council guiding its development and implementation.

The Commission believes that the Cabinet official of the responsible depart-

ment should establish a policy advisory council for the Lincoln Program, a council to which the Secretary of Commerce, the Secretary of Defense, the Secretary of Education, and the Secretary of State should appoint senior personnel from their own departments. Senior personnel should be understood to be at the level of the Senior Executive Service or higher.

Another possibility would be the establishment (either directly or through the Department of State) of an independent Lincoln Commission on Study Abroad. This commission could be charged with the awarding and administering contracts for the conduct of the national fellowship effort and selecting the institutional and consortia grant recipients. It could also contract for ongoing assessment, management, and operational guidelines for the conduct of the strategies outlined in this document.

Such a commission could be organized on the successful model of the Millennium Challenge Corporation (MCC), a new government corporation designed to support innovative strategies and ensure accountability for results. MCC is managed by a chief executive officer appointed by the President and confirmed by the Senate. It is overseen by a board of directors composed of Cabinet-level officials and four public members, appointed by the President with the advice and consent of the Senate. The Secretary of State is the chairman of the board.

The Commission would be comfortable with any of the approaches above. The bureaucratic structure is not so important as the need to establish the Lincoln Program on a sound path involving minimal overhead and maximum opportunities for advice from the study abroad community

and coordination with other efforts in the federal government.

### To Think Anew and Act Anew

Senator J. William Fulbright, father of the highly successful Fulbright Program, once noted,

It is the task of education, more than of any other instrument of public policy, to help close the dangerous gap between the economic and technological interdependence of the peoples of the world and their psychological, political, and spiritual isolation.

There can be no doubt that the “psychological, political, and spiritual isolation” of the peoples of the world contribute immeasurably to the diplomatic tensions and security challenges with which the United States is struggling, a point President Bush noted in 2001 when he said,

In today’s complex and rapidly changing global marketplace, our collective and individual prosperity rely increasingly on political, economic, and social cooperation that transcend traditional national and cultural barriers.

Study abroad greatly improves the education of all young Americans. It encourages the emerging generation of students to engage more fully with the world. As both Senator Fulbright and Senator Simon understood, it helps “transcend traditional national and cultural boundaries” and breaks down the “psychological, political, and spiritual” isolation of peoples.

*“One of the most rewarding experiences was volunteering with the university to visit and teach children in the local township called Kayamandi. [I]t caused me to think seriously about the economic and social plight for the majority of South Africa’s citizens.”*

—CHRIS FREEMAN,  
INDIANA UNIVERSITY OF PENNSYLVANIA

But the benefits of study abroad should not be left to chance. President Lincoln acted to democratize higher education by signing into law the legislation creating the land-grant university system. He saw something in his time that is also true of our own:

The dogmas of the quiet past are inadequate to the stormy present. The occasion is piled high with difficulty, and we must rise with the occasion. As our case is new, so we must think anew, and act anew.

Our stormy present is also piled high with difficulty, requiring a new generation of Americans to think anew and act anew—and to leave behind a powerful and pervasive legacy in the Abraham Lincoln Program for Study Abroad.

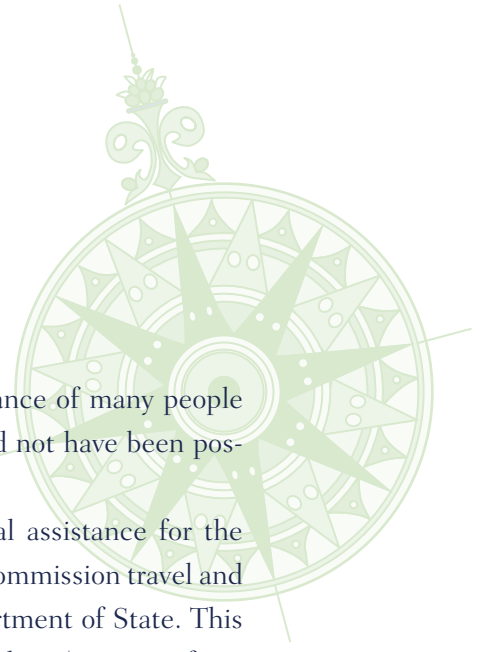


A University of Minnesota student  
in front of the Sydney Bridge,  
Sidney, Australia



## APPENDIX A

# Acknowledgments



The Commission is grateful for the cooperation and assistance of many people and organizations without whose support this report would not have been possible.

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At the outset of the Commission's work, an Advisory Council organized by the late Senator Paul Simon provided a remarkably complete and detailed briefing book to the Commission. The briefing book was invaluable.

The Commission staff, under the excellent leadership of Executive Director William B. DeLauder, was able and energetic in organizing the Commission's meetings and a series of regional hearings to discuss potential recommendations. Jessica Townsend Teague served as Program Manager and Assistant to the Executive Director, coordinating all aspects of the Commission's work. Jason Fenner, Program Assistant and Research Analyst, produced the models that permitted the Commission to develop its recommendations. Janice Mulholland, Program Assistant and Web Manager, provided legislative and technical support to the Commission. We could not have done our work without them.

As the Commission developed its recommendations, it held five regional meetings around the nation to take the pulse of the academic community on significant issues

involving study abroad. The hearings were held at California State University at Fresno, the Community College of Philadelphia, the University of Denver, the University of Minnesota, and the University of Tennessee. The subject experts who both gathered and disseminated valuable information at these conferences were: Lynn C. Anderson, Gayle Woodruff, and Sophie Gladding, University of Minnesota; David Larsen, Arcadia University; Gary Rhodes, Loyola Marymount University; and John Hudzik, Michigan State University. We want to acknowledge the vital contribution these conferences made to our understanding of program relevant issues.

Finally, the Commission wants to thank James Harvey of Harvey & Associates in Seattle for his assistance in drafting this report, and Sally Murray James of Cutting Edge Design in Washington, D.C., for developing the report's design.



Whitworth College students  
in Thailand





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A University of Tennessee student at the Golden Pavilion in Kyoto, Japan



FRONT COVER PHOTOS:

TOP ROW, FROM LEFT: a University of Tennessee student at the Franz Joseph Glacier, New Zealand; a Linfield College student in Ghana; Wake Forest University students in Kathmandu, Nepal; MIDDLE ROW, FROM LEFT: University of Tennessee students on an Amazon river boat in Brazil; students with the Council on International Educational Exchange in the Sahara; the Great Wall of China; BOTTOM ROW, FROM LEFT: a University of Notre Dame student in Puebla, Mexico; a Whitworth College student in Florence, Italy; a University of Tennessee student on the Great Wall, China



*Commission on the*

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