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(1950-1980): The Evolution and Application of Policies and
Procedures that Provided an Institutional Framework for Syracuse
University Programs Designed for Undergraduate, Graduate, and
Adult Students to Study Abroad [AIEA#11]**

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WHEN SYRACUSE UNIVERSITY ESTABLISHED A PRESENCE ABROAD
(1950-1980)

The Evolution and Application of Policies and Procedures that Provided
an Institutional Framework for Syracuse University Programs Designed for Undergraduate,
Graduate, and Adult Students to Study Abroad

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This article describes and explains how Syracuse University's vast array of options for students to travel abroad for academic purposes came into being and were developed and established in foreign locations. It focuses on such topics as program design, implementation, contacts abroad, acquiring facilities, recruitment, selection, transportation, legal issues, finances, and assessment.

In the Beginning

Syracuse University was founded by the Methodist Church from which it inherited a missionary tradition; a tradition that became manifest when the Syracuse in China program was established in the 1920s. War in Asia and, then, war in Europe, put a temporary halt to such endeavors and to any movement of faculty or students to foreign destinations for research or other academic purposes.

With the end of the Second World War, it became possible for Syracuse University faculty members to resume professionally related foreign travel and, then, to organize trips abroad for both part-time adult and full-time undergraduate students. These initiatives found their origin in the professional interests of individual faculty members but also reflected a genuine commitment to activities consistent with the concept of world peace that came into being with the end of the war. In 1948, Frank Kent, an assistant professor in the School of Art, proposed an arts and crafts summer program in Taxco, Mexico, which offered the additional attraction of being easy to reach. Other faculty members followed with similar proposals, turning to University College where they found strong support in the person of Dean Alexander N. Charters. Dr. Charters' World War Two experience in the Royal Canadian Navy made him especially sensitive to the need to resume academic exchanges on an international scale. He also attributed his strong international interests to growing up in Canada, a member of the British Commonwealth, where exposure to other peoples and cultures was an integral dimension of the education curriculum.

These early initiatives were designed to incorporate field trips to foreign locations into three-credit courses. The field trips, or study tours, provided opportunities for part-time adult and full-

time undergraduate students to combine travel and study in such locations as Mexico and France and, for those preparing for careers in fashion and textiles, relevant visits to several European centers. All participants were required to register for credit and pay tuition. As plants that flower do not appear, suddenly, in full bloom, what became Syracuse University's vast array of options for students to study abroad grew from seeds thus planted both before and after the Second World War.

The launching of Sputnik in 1957 led to a renewed focus on the American educational system, not only in terms of mathematics, science and technology, but also on the importance of acquiring foreign language and other international and cross-cultural skills. A 1959 assessment of U.S. needs for personnel with appropriate international and cross-cultural skills revealed a dearth of opportunities for American students to acquire those skills by way of an experience living and studying abroad.¹ A careful examination of existing opportunities for American students to go abroad for a serious academic experience established that participation was limited to those with an existing level of competence in a foreign language or those few who could gain admission to an English speaking institution abroad. Syracuse University's Semester in Italy emanated out of that assessment, as did other initiatives that materialized during succeeding decades.

The Semester in Italy: The Concept

In 1959, the Semester in Italy represented a unique concept of study abroad. The proposal benefitted from the strong support of Vice Chancellor Finla Crawford, Harlan Cleveland, then Dean of the Maxwell School, University College Dean Alexander N. Charters, and several key faculty members among whom were Political Science Professor John Clark Adams, Professor William Fleming who served as chair of the Fine Arts Department, and Professor of Italian Fred Jackson. For Syracuse University, the prospect of taking full-time students abroad for an entire academic semester was radically new. At that time, many innovative initiatives, other than those designed for full-time students, were placed in University College. Recognizing the College's unusual range of administrative experience including short-term study tours, off-campus program centers, the Adirondack Conference Centers, the Chautauqua Institution, and a general

role in developing and administering experimental programs, Vice Chancellor Crawford assigned responsibility for the proposed initiative to University College. Soon thereafter, the College established an office for Foreign Study Programs to manage study abroad initiatives. Harold Vaughn, who had just completed a year of graduate study at the University of Chicago focused on international relations, was identified to serve as its director. Another asset Vaughn brought to the position was a two-month experience as a “community ambassador” in what was then Yugoslavia. The “community ambassador” project was administered by The Experiment in International Living.

Study tours were creatures of a single department, often a single faculty member with a specific interest. They were conducted, usually, over a four to six week period during a summer session. Programs that would take students abroad for a semester or an academic year involved several academic departments, sometimes several schools and colleges. Goals and objectives were of a different order of complexity and required equally complex arrangements and sophisticated conceptualization.

In 1959, there was no existing protocol, no applicable set of policies, and no relevant model to imitate. However, University College had had experience with off-campus programs in which faculty traveled away from Syracuse to offer instruction, and had been offering short-term study tours to foreign locations. These experiences constituted a basis for addressing such issues as faculty compensation, expenses related to travel and living, temporarily, in a foreign city, granting academic credit for work completed abroad, utilizing ‘off-campus’ facilities, student personnel concerns, and an appropriate financial and administrative framework.

Syracuse did not invent the concept of study abroad for undergraduate students but it did create a unique opportunity for American students to undertake a solid semester of academic work toward an undergraduate degree without prior knowledge of the language of the host country while being immersed in the culture of the host city. Taking students abroad for a single semester would make it possible for most undergraduates to study in a foreign country regardless of the major field of study. That is the way the proposal for a Semester in Italy was presented and subsequently described both within and outside the University.

The program was to be located in the city of Florence. Courses would be taught, in English, by regular University faculty members or qualified professionals appointed with the approval of the relevant academic department. The Schools, Colleges and Academic Departments would have responsibility for course work offered abroad as they did on campus. In terms of course credits and meeting degree requirements, there would be no distinction between campus and abroad. Courses would be selected on the basis of relevance to the host country and city and the objectives of the program.

Cultural immersion objectives were to be realized, in large part, by placing students in host families. In so far as possible, the student would be considered a family member and be responsible to his or her hosts. They would take all meals with the host family and participate in family routine. Because the mid-day meal was a time when Florentine families come together, classes were scheduled around the two to three hour break in the middle of the day.

Acquiring a level of competence in the language of the host country, as rapidly as possible, was an objective in itself and an essential tool for cultural immersion. At that time, the relatively few U.S. institutions offering opportunities for their students to go abroad for academic purposes limited the option to students with an existing level of competence in the language of the host country. Taking students abroad without requiring a language prerequisite was a source of contention both outside and inside the University. Students accepted for the Semester in Italy would be required to register for six credits of work in Italian. They were to meet for formal instruction three times each week and six days a week in small groups for intensive work with a “conversation” teacher. More advanced students could enroll for work at the intermediate level or an Italian literature course.

In addition to Italian language and literature, the curriculum would include courses in art history and European history with an emphasis on the Italian Renaissance, and a course on European, especially Italian, political systems. Certain courses, most especially classes in art history, would schedule sessions in museums, churches, and other cultural sites at which time the

instructor could meet with students, perhaps to lecture *in situ*. The program would also provide for occasional field trips to major historical and cultural sites outside the host city.

In 1959, it was the rare student who went abroad during the regular academic year to study as part of a degree program. It was yet more rare for students, other than language majors, to leave their campus for an academic experience in another country. Students, of course, would be the *sin no qua* for a viable program. Therefore, recruitment was an immediate and challenging priority; success, which was not assured, involved a risk that Dean Charters was willing to take.ⁱⁱ Living and studying in a foreign environment while participating in a demanding program called for relatively mature students who had demonstrated the necessary self-discipline and ability to succeed. The junior year was considered the optimal time to go abroad. Highly recommended second semester sophomores would also be admitted. Students from other colleges and universities were eligible if their home institutions guaranteed, in advance, that full degree credit would be awarded upon successful completion of course work.

Students admitted into the program would have access to extraordinary learning opportunities but living and studying in a foreign environment would place them in an unfamiliar and often challenging environment. Those who designed the program saw the need for clarity in terms of what the student should expect from the program and the importance of articulating what would be required of the student. There was to be a ‘contract’ by which the student agreed to abide by a set of rules: (1) Students would not travel outside the host country during the academic semester. (2) They would not be away overnight without informing their hosts. (3) They would not own or operate a motor vehicle. Parents were asked not to visit their sons and daughters during the course of the semester.

Establishing a Presence Abroad: Florence

Careful planning facilitated implementation. Nonetheless, the tasks involved were challenging. During the study tour stage, University College turned to a commercial travel agent who then made travel and other logistical arrangements. Typically, a member of the faculty with prior professional experience in a given location was able to guide and direct the agent around a set

of academic course related objectives. Establishing a presence abroad sufficient to the requirements of a semester long program and the expectation of a continuing presence called for quite different strategies.

The process of turning concept into reality benefitted significantly from the experience and expertise of individual Syracuse University faculty members. The principal member of the group that designed the Semester in Italy was Prof. John Clark Adams. Before the war, he was a student at the *Univesita' degli Studi di Firenze*. After the war, he served a term on the staff of the U.S. Embassy in Rome. He had maintained contact with several people he had come to know in Italy and knew Florence well. These contacts facilitated the process of acquiring a legal presence in the city, securing facilities, and identifying Florentines to constitute a support staff. Both Steve Koff, then an instructor in the Department of Political Science, and Harold Vaughn had had a prior relationship with The Experiment in International Living. The Experiment took students abroad and placed them in private homes, which made it a valuable source of advice, support and assistance, especially for housing arrangements and the cultural immersion dimensions of the program. The Experiment's contribution was invaluable in the beginning but, once Syracuse had established a continuing presence in Florence, the University was in a position to operate independently.

University College provided funds for Prof. Adams to spend sufficient time in the city of Florence to select a staff, coordinate operations with The Experiment, and rent a villa in the historic center which would provide classroom and office space. At a later date, after several successful years in Florence, the University purchased the villa, the Villa Rossa. The purchase was arranged by transatlantic telephone from Dean Charters' office in Reid Hall at University College.

As indicated above, the core faculty would come from the University's Schools and Colleges, supplemented by well-qualified professionals from the host country and, on occasion, other U.S. institutions. University faculty members selected for the assignment abroad would be expected to have some familiarity with the host country or other relevant foreign experience. Syracuse faculty members would receive their regular salary plus a dislocation allowance and a travel

allowance. Those appointed to teach on a part-time adjunct basis would be paid a stipend based on a formula developed by University College.ⁱⁱⁱ Inviting host country professors and other intellectuals to teach on a part-time adjunct basis would enrich the academic ambiance and add to the reality of living and studying in a foreign city.

One Syracuse faculty member would be appointed Resident Director. That role combined responsibilities related to: (1) student, faculty and staff personnel issues, (2) facilities, (3) scheduling, (4) finances, (5) academics, (6) legal issues, and (7) representing the University in a foreign country. Before the Internet, the primary mode of communication was by airmail, which took a minimum of four days in transit, supplemented on occasion by long distance telephone. Therefore, the Resident Director operated with an unusual degree of independence and sometimes needed to make decisions without consulting the appropriate office or person on campus. The range of counseling services provided for students on campus could not be duplicated abroad. Although most faculty members regularly provide academic advising and, occasionally, career counseling, the Resident Director would be called upon to assume a variety of roles not normally the province of academics.

Signora Franca Toraldo di Francia, who had been selected by Prof. Adams to identify Florentine families willing and able to host students, was also asked to assist with counseling, especially in regard to student relationships with host families and issues that arose as a consequence of being immersed in an unfamiliar Italian environment. She would also serve as a source of information and assistance involving student health related issues and concerns.

Thirty well qualified and highly motivated students were selected for the fall 1959 inaugural Semester in Italy. By the second semester of the following year the number had increased to sixty. By general agreement, the maximum number to be admitted for any one semester would be limited to 65, beyond which, it was feared, the integrity of the program, particularly as it involved a meaningful immersion into the life and culture of Florence, would be compromised.

Travel on an Italian Line ship was the mode of choice for transporting students to Italy. The nine or ten days it took to traverse the Atlantic provided time for general orientation and the

acquisition of rudimentary language skills taught in a simulated Italian environment. On other occasions, the University utilized low cost group travel arrangements provided by the Council on Student Travel (later the Council on International Educational Exchange) to transport students on student ships. When the high cost of operating ocean-going liners, which consumed an inordinate amount of fuel, ended the low cost advantage, the Council turned to group air charters. Syracuse became a partner in this energy saving cooperative means of continuing to offer low cost travel to students and others traveling abroad for academic and related purposes. Although travel by air offered important advantages, the days of leisurely circumnavigating the globe on the ocean's surface were gone, taking with them the uniqueness of preparing students for their foreign experience within a transitional ambiance, not to be duplicated in any other way.

Stepping Beyond

At the outset, those responsible for administering the program applied existing University College policies and procedures adapted to the requirements of a center operating in a foreign location, but often found themselves improvising as unprecedented situations arose. Recognizing the inherent difficulty in operating on this basis, policies and procedures were codified under the direction of Dean Charters. Much of what developed over the next several years can be attributed to the freedom to innovate that emanated out of the experimental nature of University College. Additional semester and academic year length programs were established in Latin America, France, The Netherlands, Spain and England. The Semester in Italy was the basic model but each new program would be a pragmatic adaptation to different circumstances and different locations. Along the way, the office administering Foreign Study Programs became the Division of International Programs Abroad (DIPA).

Criteria

A modified Semester in Italy model was applied to subsequent initiatives in other European countries and Latin America. Criteria for selecting a host country and city were refined and used to measure the merits of each new proposal: (1) the presence of vast historical, intellectual and cultural resources to which the student would have access; (2) the health and safety of students

faculty and families. (3) advancing the acquisition of foreign language skills; 4) opportunity for a meaningful immersion in the life and culture of the host city; (5) if the host family option was not possible, could students live with local students or, at least, as host country students lived? (6) will students have access to library facilities? (Students who arrived abroad without a prior knowledge of the language of the host country would have difficulty using host country libraries. In the case of Florence, for example, the University provided a small library intended to support courses offered at the Syracuse center). (7) answers to such questions as: Is the location already inundated with foreign (American) students thereby creating a situation in which the chances of having a “foreign” experience are reduced? Will the cost or difficulty of travel work against the success of the program? Is there a viable alternative option for studying in the host country (e.g. enrolling in a special program for foreign students offered by a host country university)?

Semester in France

What began as a summer session language program in France evolved into a semester abroad program. When establishing its presence in France, the University built on an existing relationship with the *Office du Tourisme Universitaire* (OTU) in Paris through which the Université de Poitiers was identified as the host institution. The Director of CROUS (*Centre regional des oeuvres universitaires et scolaires*) in Poitiers who had spent a year in the U.S. on a Fulbright grant, provided services related to student housing. When the program moved to Strasbourg, a link with the *Aumônerie Universitaire Protestant* provided for space in their building and assistance in identifying a French staff member to work on student housing. A connection to the *Université de Strasbourg* was advanced by way of a Syracuse professor from France teaching in the Syracuse University Department of Religion.

Because many more students elect to study or have an interest in studying French than Italian, there was a larger pool from whom to recruit and select students capable of studying in the host country language. Therefore, the design for a Semester in France allowed for students with sufficient competence to elect courses offered by a host French University. The program was also designed to accommodate students with minimal language skills who could enroll for

Syracuse courses offered by a faculty member from Syracuse or French professors teaching on an adjunct basis. Courses offered focused on French language, literature and civilization with specific offerings determined by the Syracuse faculty member in France at the time. Students with sufficient language skills had a broader array of options. Students could choose to live in a private home or in a dormitory, preferably with French students. The number of students studying in France in the Syracuse program ranged from approximately fifteen to twenty.

Latin America

With a small grant from a member of the Board of Trustees, University College set up a program in cooperation with the *Universidad de San Carlos de Guatemala*. One small group of adventurous students took part in what proved to be a brief experiment. Instability within the *Universidad* and general instability outside the university proved to be insurmountable obstacles to either a valid academic experience or a meaningful immersion in the life and culture of the host city. Syracuse persevered in an effort to offer an option for study in Latin America, first with a three-year experiment in cooperation with the *Universidad de Los Andes* in *Bogota de Santafe*, Colombia. Students were to live in private homes, an arrangement facilitated through the cooperation of The Experiment in International Living. Enrolments were in the range of ten to twelve students. Recruitment was and would remain difficult. U.S. students and the academic programs they pursue are much more European than Latin American focused. It became clear that a Latin American presence required the strong support of faculty in the several Latin American Studies fields and those academics preferred a site in Mexico.

The attempt to develop a viable program in Mexico began with an agreement whereby students enrolled in the *Universidad de las Americas* in Cholula, a private institution accredited in the U.S. Classes were taught in Spanish and English. The curriculum included courses of interest to students from the United States. The Syracuse students lived and took meals with other students enrolled in the *Universidad*, many of whom were also from the United States. However, at one point Mexican officials decided that the *Universidad de las Americas* should be serving the needs of less wealthy Mexicans. The curriculum changed to focus on engineering, technology and science. For that reason, and upon the urging of a Latin American specialist in the Department of

Geography, Syracuse relocated to Guadalajara. In implementing these innovative programs, the University built on relationships with local universities, The Experiment, faculty contacts, and in the case of Colombia, assistance by the head of the Colombian Coffee Combine and high level contacts at the *Universidad de Los Andes*.

Semester in Amsterdam

Establishing a presence in Amsterdam was facilitated by support from KLM, the VVV (Dutch Tourist Bureau), and the *Nederlands Amerika Instituut*. The *Instituut* offered office and classroom space in their building on Museumplein and assisted in identifying Dutch academics to serve as adjunct faculty and others for staff positions. In keeping with the goal of exposing students to the study of foreign languages, an arrangement was made to enroll them for Dutch language lessons at the *Vrije Universiteit Amsterdam*. A meaningful immersion in Dutch life and culture was facilitated by placing students in private homes. The exceptional response on the part of families in and near Amsterdam made that aspect of the program especially rewarding.

Out of a desire to offer its students a viable study abroad option, the College for Human Development provided the momentum to launch the program and sent the first group of students to Amsterdam. The program soon added options for students enrolled in the School of Social Work, the School of Management, and students majoring in dramatic arts. The model was similar to the Semester in Italy except that it was a multi-college program in a city in which there were relatively few American students. Twenty students enrolled for the initial semester. Within a year, the number increased to sixty, exceeding the capacity of the *Instituut*, at which point the University elected to purchase a building near Museumplein. In addition to courses offered by faculty from each of the participating schools and colleges, the curriculum included core courses in European history and art history taught by Syracuse faculty members and Dutch adjuncts.

Semester in Madrid

When the program in Mexico was established in response to input from the Latin Americanists, a center in Madrid was designed around the aspirations of faculty members with an interest in Spanish language and literature and other fields with a specific Spanish dimension. The model reflected the University's experience with the Semester in Italy as adapted for the Semester in France initiative. The larger number of students studying Spanish should produce a larger pool of language qualified students for recruitment purposes. Through personal and professional relationships established by Professors Jaime Ferran and Fred Frohock, a link was established with the *Instituto di Cultura Hispanica* located adjacent to the *Universidad Complutense de Madrid* campus. The *Instituto* provided the University with office and classroom space and connections that facilitated the identification of teaching adjuncts and staff members. Again, students could choose living in a private home or in a *collegio* with Spanish students. Enrollments hovered around twenty students who could chose courses from among offerings in language, literature, civilization, art history, history and political science taught by a combination of Syracuse professors and adjuncts, primarily but not exclusively Spanish.

Semester/Year in London

Simultaneous expressions of interest from the School of Architecture and the College of Visual and Performing Arts provided the catalyst for setting up a center in London. There was some initial hesitation related to the language dimension, that is, students would be living and studying in an English-speaking environment. An official at the English Speaking Union pointed out, “We are two people separated by a common language.” Professional relationships between Syracuse faculty members in the School of Architecture and the Associated Architects School in London facilitated the placement of Syracuse students in that institution. College of Visual and Performing Arts faculty contacts facilitated a link with the Sir John Cass School of Art and, at a later date, other units within the London Polytechnic System. The English Speaking Union provided the office space and a place to meet with students taking classes taught by Syracuse faculty or adjuncts teaching for Syracuse. Students worked in British schools and colleges and received some instruction in core Syracuse University courses such as British history, and art history.

During its first year, the program enrolled about twenty students from each of the two sponsoring units, the School of Architecture and the College of Visual and Performing Arts. As other schools and colleges joined the program, and the College of Visual and Performing Arts added components from among its several units, enrollments multiplied. As the programs grew, the space provided by the English Speaking Union seemed to shrink, at which point the University purchased property at a central location.

In the beginning, there was a serious effort to place students with host families. This turned out to be impractical given the nature of a large sprawling cosmopolitan center. Thereafter, students were to seek what British students referred to as “digs”, preferably with British students.

University staff members in London arranged student housing for a short period at the beginning of the semester, during which they were provided information and leads to assist in their search. The size and complexity of the program or programs in London compelled a reexamination of one of the basic principles of Syracuse University academic programs abroad; each program was to be directed by a regular member of the Syracuse University faculty assigned abroad on a

rotating basis. A realistic appraisal of the multiple tasks of administering the several programs operating within and from the London Center, dictated the appointment of a full-time director. Roy Scott, a native of the Orkney Islands, was appointed to serve in that position on a continuing basis.

The programs in Amsterdam and London were constructed to meet the specific needs of students preparing for careers in studio arts, architecture, drama, social work, fashion and textile design, consumer education, communications and management. An arrangement made by the School of Education made it possible for their students to do practice teaching in the Crawley School District outside London. With these initiatives, Syracuse led the nation in offering viable study abroad options for students pursuing careers in professional fields. The imbalance between male and female students studying abroad was of concern to educational exchange professionals across the country. The infusion of professionally oriented segments had the effect of increasing the number of male students who elected a semester or academic year of study in a foreign country.

In addition to the programs in London, an arrangement was made for students in the Honors Program to enroll in British Universities. Syracuse also provided an opportunity for graduate students to utilize intellectual resources available abroad. The Fine Arts Department, with assistance from the DIPA, designed and obtained University funding for four graduate students to prepare for careers in museum curatorship; a graduate year with one semester of preparation on campus and a second in Florence with the *Directrice della Galleria degli Uffizi* and the *Soprintendenza per il Patrimonio Storico Artistico di Firenze, Pistoia e Prato*. As an active member of the Council on International Educational Exchange, the University joined a consortium of Council members to offer an option to study at Leningrad State University. Students selected for the program were to live in dormitories with Russian students. In this instance, language competence at an advanced level was an essential prerequisite. The Council assumed management responsibilities but a Syracuse professor of Russian served on the consortium board and a University representative served the Council's Board of Directors.

As the Semester in Italy and other academic semester or year programs were established, the University continued offering short-term options during summer sessions. Students were offered opportunities to spend four to six weeks studying languages, art history, textiles, law, photo-journalism, geology, the humanities, African studies, Japanese art, music and architecture in such locations as Sweden, Iceland, Malta, Italy, England, The Netherlands, Switzerland, Germany, Japan, and West Africa. A summer program in West Africa was organized jointly with the Institute of International Education.

The Financial Structure

As noted, because of an early association with University College, the academic programs offered abroad were credited with their income from both program fees and tuition. This was fortuitous in that it provided a measure of financial independence and facilitated financial accountability. To meet financial obligations incurred abroad, bank accounts were established in each host city to which the University made periodic deposits. Typically, the Resident Director of each program was granted the authority to write checks and otherwise draw on the account. Regular reports on disbursements were submitted to the office of the University comptroller. Because all local payments were made in currency of the host country, coping with fluctuating exchange rates was a continuing challenge. Variations during the course of an academic year could have a major impact on the balance between income and expenses.

Salaries of Syracuse University faculty teaching abroad were transferred from the departments to the program (which made the arrangement attractive to several departments). Consequently, faculty salaries constituted a major item in the budget of each program. In addition to all academic related expenses, board and lodging and outbound travel, the DIPA budgeted for operating costs in Syracuse and abroad. There were, of course, numerous ways in which the University provided indirect financial support such as the provision of on campus office space, facilities, general services and regular employee benefits. During the program's first five years, University College covered hidden expenses and picked up imbalances between income and direct costs. Later, the programs were expected to balance income and expenses, including an assessment for general University overhead. However, the University continued to support the

programs including, for example, the dollars to purchase facilities in Florence, Amsterdam and London.

Students paid regular Syracuse tuition plus a program fee to cover board, lodging and outbound travel. It was not practical for the University to manage return travel arrangements when students were and should be free to travel at the end of a semester and return to the U.S. on a date and from an airport of their choice. Students could arrange a low-cost return flight through the Council on International Educational Exchange. Scholarships and other forms of financial assistance available to students on campus could be applied abroad, which came to include, in so far as possible, aid through work-study programs. A great effort was made to keep the experience abroad a viable option for a student who could afford to study at Syracuse University. At one point, a grant from the Bureau of Cultural and Educational Affairs provided funds to offer scholarships to students from historically black colleges and universities.

Legal Issues

Experience in Italy served as a guide when the University expanded its presence to other locations. Prof. John Clarke Adams had a degree in *giurisprudenza* from an Italian university which may explain why he had the foresight to obtain an official document from the Ministry of Education recognizing the existence of a Syracuse University presence in Florence. Legal issues surrounding the presence of Syracuse and other U.S. institutions in foreign locations are complex. Issues relate to the status of U.S. faculty teaching in a host country, U.S. staff members working for a U.S. institution abroad, nationals of the host country appointed to teach or provide other professional or managerial services, employee rights and benefits, the legal status of American students studying abroad under the aegis of a U.S. institution, access to health care, ownership of property, and liability for the payment of taxes.

The tax exempt status of higher education institutions in the U.S. may not and generally does not apply to property purchased abroad. The laws, rules and regulations that govern employer employee relations differ what one finds in the U.S. These include such items as payments to the state for employee benefits, the 13th month of salary due employees at the end of each December,

the accumulation of amounts (the *liquidazione*) due each employee upon leaving a place of employment for whatever reason, and restrictions placed on employers who choose or need to terminate the employer/employee relationship no matter the motivation.

Operating within the legal system of a host country is, of course, essential. From the outset, for the program in Florence to comply with what often seemed to be a morass of rules and regulations, it was necessary to employ, on a part time basis, an accountant familiar with the Italian system. Nonetheless, the legal framework in Italy and other European countries with a system rooted in codes going back to Napoleon, does not mesh easily with U.S. expectations and approach to dealing with similar situations.

Assessment and Evaluation

All programs were continuously monitored and evaluated to insure that goals and objectives were being realized. Dean Charters and other university officials visited the centers in Florence and other locations to observe, first hand, the quality and integrity of the programs. Evaluation included qualitative studies. One study focused on the viability of taking students abroad without a prior knowledge of the language, which established that such students made unusually rapid progress with intensive instruction while immersed in the culture. The study was published in the *MLA Journal*.^{iv} A second study, based on questionnaires completed by each student, data gathered from student records, and the performance of students in Italy, supported the hypothesis that an academic experience abroad had a positive impact on the balance of their academic careers and career decisions. As with all such studies, the most important benefits of studying abroad would accrue over time and become measurable at a date beyond the scope of the study and, even then, difficult to isolate from other experiences. A third study was made in response to a suggestion that the programs abroad constituted a flow of dollars out of the University. The study established that many of the students who chose to study abroad also chose to attend Syracuse University, or remained at Syracuse, because of options provided for foreign study. Careful examination of the data supported the position that, with all factors taken into account, the programs represented a net financial benefit to the University.

The circumstances surrounding innovative academic programs abroad were of a nature that inevitably led to some conflict and difficulty in developing and applying policies and procedures that met both normal University procedures and the requirements of an international operation. It became customary for the Director of the DIPA to take the initiative in identifying faculty for assignments abroad but the system, or its lack, led to misunderstandings and, occasionally, hard feelings. Eventually, the system stabilized with the College or School nominating candidates for review by a special committee. The Director of the DIPA was granted a strong voice in selecting the person to act as a Resident Director.

University faculty members who accepted an assignment abroad, usually for an academic year, occasionally two years, often arrived with some prior relevant experience and would be occupied with instructional and, sometimes, research responsibilities. Their spouses and children had to cope with the challenges of being immersed in a foreign culture, often for the first time. Children needed to be in school. The presence of an English language school, which required the payment of tuition, might be the solution of choice but some families elected to enroll their sons and daughters in local schools. In some instances, there was no alternative. In reference to faculty research, it should be noted that living and teaching in a foreign city and the desire to take full advantage of its cultural and historical resources mitigated against scholarly production.

An absolute requirement of any program offered abroad was that the University's schools and colleges assumed academic responsibility. This could be difficult to achieve and maintain without a measure of continuity. At the same time, rotating assignments of Syracuse faculty members to teach or administer centers abroad made continuity difficult to achieve. To the extent possible, continuity was achieved by involving the deans of the several schools and colleges in issues of consequence, through communication among those on campus and abroad who shared an interest in the programs, and continuity in administration on the main campus in Syracuse.

Syracuse was among the first, perhaps the first, to open centers in foreign locations for students who could study abroad without a prior knowledge of the language of the host country. Other universities emulated this model, which, in time, served as a catalyst for the continuing increase in the number of American students studying abroad. The University benefited and continues to

benefit from having been an early advocate of international educational exchange. At the time of this writing, it would be exceedingly difficult for Syracuse or any other university to begin to create the study abroad opportunities that the University designed and implemented over several decades.

As suggested earlier, the decision to place responsibility for the Semester in Italy within University College was fortuitous. Policies and procedures that came into place over the formative years of the several programs served them well. They proved adaptable to the various needs of programs located in different locations and with varied formats and provided an institutional framework that secured their place in the University's total array of options through which American students prepare themselves for roles as professionals and citizens in a democratic society in a multidimensional world.

As set forth in the opening paragraph, this article reviews how policies and procedures evolved with particular reference to: (1) how the several programs were designed, (2) the manner in which they were implemented with particular reference to making initial contacts abroad, acquiring facilities, recruiting and selecting students, and arranging transportation, (3) managing program finances, (4) coping with legal issues, and (5) assessing results against objectives. Review leads to reflection. First, Dean Charters is entitled to take satisfaction from the role of University College as the unit of the University most responsible for launching the rich array of options for students to enrich their academic careers, acquiring valuable international and cross cultural skills by studying abroad as part of a normal degree program. Many thousands of students have been through these programs. It is fair to speculate that one important outcome, one that does not lend itself to quantification, has been and continues to be a contribution to the concept of world understanding and peace that underpinned the motives of those early advocates of international educational exchange.

ENDNOTES

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- ⁱ See The Overseas Americans, Harlan Cleveland, Gerard Mangone, and John Clarke Adams, McGraw-Hill, 1960.
- ⁱⁱ At the beginning of the 1959 academic year, less than .04% of the 3,639,847 students enrolled in 2,004 four-year higher education institutions had studied abroad during the previous year, many of them at the graduate level and many enrolled in foreign universities. (See Donald Shank, *Annals of the American Academy of Political and Social Science*, Vol. 335, May 1961, “The Rising Demand for International Education”). Although a relatively small number could be found in universities where the language of instruction was English, a major constraint was competence in a foreign language.
- To provide perspective, in 2005-2006, 4276 institutions of higher education enrolled 17, 487,475 students, of whom approximately 1 % studied abroad. Of that number, about 45 % were enrolled in a program for a semester or an academic year. Over the past five decades, the percentage of American students studying abroad has approximately doubled but remains a small ratio.
- Many professionals in the field of international educational exchange hoped that, with the National Defense Education Act and a growing emphasis on the importance of learning foreign languages, the coming decades would witness a significant increase in the number of American students enrolled in foreign language courses. Between 1960 and 2002, the number of students enrolled in foreign language courses doubled (enrollments in Spanish account for much of the increase) but the number of students enrolled in institutions of higher education quadrupled.
- ⁱⁱⁱ Normally, University College courses were taught by regular Syracuse faculty members as part of the regular teaching load or on an extra load basis. The usual teaching assignment was twelve credits or the equivalent and was to include time devoted to research, writing, and service. The stipend formula for extra load was only for instruction.
- ^{iv} “Forecasting Italian Language Proficiency of Culturally Immersed Students,” David A. Payne and Harold A. Vaughn, Syracuse University, The Modern Language Journal, Vol. LI, No. 1, 1/67.

Harold A. Vaughn

Harold Vaughn served as founding director of the Division of International Programs Abroad and resident director of the Syracuse Semester in Italy on six separate occasions. He came to University College during the 1959-1960 academic year and remained at the University for almost 25 years. Subsequently appointed Associate Vice Chancellor for International and Special Programs at the University of Arkansas in Little Rock, he worked closely with an association of Latin American and U.S. Universities devoted to social and economic development. Dr. Vaughn was later invited to Washington, DC, to serve as director of international programs for the American Association of State Colleges and Universities. Harold earned his PhD from Syracuse University's Maxwell School of Citizenship and Public Affairs.