

**Advancing the Educational Mission of
International Education:
A Provincial Government Case Study**

by

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Abstract

There is a growing interest in international education and it is identified as one of the significant trends in post-secondary education. While there are a variety of rationales for engagement in international education, there appears to be a growing focus on international education in terms of its economic potential in developing a prosperous society. In response, there are a number of voices calling for a greater focus on the educational experience of students and the creation of learning environment that encourages a more informed, engaged and compassionate citizen of the world. Governments can and do play an important role in supporting and strengthening international education. Through this case study, the provincial government's support of international education in Alberta is examined, and a framework is identified that supports a broad and deep approach that enhances the academic mission of international education.

Keywords: International education; provincial government; academic and economic rationale for international education

Executive Summary

There is a growing interest in internationalization and it is identified as one of the significant trends in post-secondary education. We are witnessing an expanded level of involvement by institutions, governments, organizations and associations for a variety of reasons such as human resource development, strategic alliances, commercial trade, nation building and social/cultural development (Knight, 2006). However, while there appears to be a growing focus on international education, particularly at the governmental level in terms of its role in developing a prosperous society, there are a number of voices calling for a greater focus on the educational experience of students and the creation of a learning environment that encourages a more informed, engaged and compassionate citizenry of the world (Schoorman, 2000; Kirkwood, 2001; Gacel-Avila, 2005 and Haigh 2008).

In Canada, there is a growing interest in and involvement in international education, in particular, by provincial governments. One of the provinces to grapple with addressing the economic and academic rationales in its international education efforts is Alberta. The purpose of this research project is to examine the development of international education in Alberta, through in-depth field research, and identify how the government is supporting both an economic and academic rationale for its involvement and to determine how a provincial government could support an international education strategy that includes a significant educational thrust . A case study approach was used and, in addition to document analysis, interviews were conducted with ten individuals from different types of organizations and types of positions, all whom have participated in and supported the internationalization process for a significant period of time. The framework of analysis was based primarily on the theoretical work of Knight and de Wit, focused on a broad and deep approach to internationalization,

developed within the context of the internal and external environment and balanced between the economic and academic rationales of internationalization.

In terms of the written documentation, it appears that the Alberta government has a strong commitment to developing a prosperous, knowledge-based economy and international education, and international students in particular, play an important role in contributing to the economic development of the province. This focus is also perceived by a number of interviewees. However, there is strong interest by these individuals in developing the global citizenship of students and while agreement on what that means and how individual institutions and program areas would go about achieving this is not widely agreed upon, there is strong support for greater dialogue and discussion around it. Furthermore, there is an acknowledgement of the role (s) that government can play, in collaboration with institutions, in strengthening international education at the provincial level. The study concludes with a range of recommendations on ways that Alberta's provincial government can strengthen the academic mission of international education.

Dedication

To my father, who always had a commitment to and interest in learning and always challenged me to “row for the honour of the white ship”. While he is not here to appreciate the results of this journey, I know that he always had faith in my capabilities and to a significant degree, this voyage was undertaken to honour his belief in higher education and the growth that would ensue. Thank you for inspiring me and always believing in me.

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Table of Contents

Approval.....	ii
Partial Copyright Licence	iii
Abstract.....	iv
Executive Summary	v
Dedication.....	vii
Acknowledgements	viii
Table of Contents.....	ix
List of Figures.....	xii
List of Tables.....	xii
Glossary.....	xiii
1: Introduction	1
1.1 Overview.....	1
1.2 Rationales for Internationalization	3
1.3 Terminology	5
1.4 A Case Study of Alberta	7
1.5 Research Questions.....	8
1.6 Significance of Research.....	9
1.7 The Researcher	14
1.8 The Approach	16
2: Literature Review	18
2.1 Internationalization Conceptual Framework.....	18
2.1.1 Overview	18
2.1.2 Definitions.....	18
2.1.3 Rationales	25
2.1.4 Components of Internationalization.....	39
2.1.5 Internationalizing the Teaching and Learning Practice.....	43
2.1.6 Language	58
2.1.7 Conclusion.....	60
3: The Canadian Context.....	62
3.1 Overview.....	62
3.2 The Canadian Landscape	62
3.3 Education in Canada.....	65
3.4 Internationalization in Canada	66
3.4.1 Stakeholders	66
3.4.2 Canadian Internationalization Issues	69
3.4.3 Canadian Internationalization Trends	73
3.4.4 Provincial Government Approaches to Internationalization	77
3.5 Conclusion	81

4: Methodology	83
4.1 Overview.....	83
4.2 Methodological Framework.....	83
4.3 Case Selection.....	85
4.4 Data Collection.....	86
4.4.1 Document Analysis.....	87
4.4.2 Interviews.....	89
4.4.3 Participant Observation.....	92
4.5 Analysis.....	94
4.6 The Researcher – Concepts, Values, Beliefs and Roles.....	96
4.7 Validity.....	100
5: Document Review and Analysis	101
5.1 Overview.....	101
5.2 Background.....	102
5.3 Government Plans and Priorities.....	103
5.4 Conclusion.....	106
5.5 Alberta Advanced Education and Technology.....	107
5.5.1 Plans and Priorities.....	107
5.6 Conclusion.....	112
5.7 International Education Strategies and Action Plan.....	113
5.7.1 Alberta’s International Education Strategy.....	114
5.7.2 International Education - An Action Plan and a Framework.....	116
5.7.3 Conclusion.....	120
5.8 International Education Programs.....	121
5.8.1 Student Awards and Internships.....	121
5.8.2 Internationalizing the Curriculum.....	122
5.8.3 Promotion and Recruitment.....	123
5.8.4 Conclusion.....	124
5.9 Alberta’s Post-Secondary Education System and International Education Activities.....	127
5.9.1 Overview.....	127
5.9.2 Profile of Alberta’s Post-Secondary International Education Sector.....	127
5.10 International Education in Alberta’s K – 12 Sector.....	129
5.10.1 Student and Teacher Exchanges.....	130
5.10.2 Internationalizing the Curriculum.....	131
5.10.3 Promotion and Recruitment.....	134
5.10.4 Conclusion.....	135
6: Interview Review and Analysis	137
6.1 Overview.....	137
6.2 Importance of Internationalization, Reasons for Involvement and International and Intercultural Competencies.....	139
6.2.1 Conclusion.....	152
6.3 Perspectives on Governments Involvement and the Factors Influencing Involvement.....	155
6.3.1 Conclusion.....	162
6.4 Perceived Roles and Responsibilities of Government in Support of International Education.....	165
6.4.1 Conclusion.....	174

6.5	Challenges and Issues Government Faces in Support of International Education	176
6.5.1	Conclusion.....	182
7:	Conclusions and Recommendations.....	184
7.1.1	Internal and External Context	185
7.1.2	Rationales for Involvement	187
7.1.3	International Education Programs and Rationales	189
7.1.4	Roles of Government.....	192
7.2	Provincial Framework.....	193
7.2.1	Developing Understanding and Creating a Vision.....	194
7.2.2	Policies, Plans and Programs	196
7.2.3	Leadership.....	197
7.2.4	Capacity Development.....	198
	Conclusion	198
	References.....	200
	Appendices.....	209
Appendix 1:	Proposed Interview Questions	210
Appendix 2:	Study Information Document	211
Appendix 3:	Informed Consent By Participants in a Research Study.....	213
Appendix 4:	Summary of Document Review	216

List of Figures

Figure 1. Schematic of the Internationalization Process	41
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List of Tables

Table 1. Summary of Interview Categories	90
Table 2. Summary of Interviewees	138

Glossary

AAET	Alberta Advanced Education and Technology
ACCC	Association of Community Colleges of Canada
ACIE	Alberta Centre for International Education
ACTIIC	Alberta Colleges and Technical Institutes International Consortium
AE	Alberta Education
AEC	Alberta Education Centre
AMPEI	Asociación Mexicana para la Educación International
AUCC	Association of Universities and Colleges of Canada
BCCIE	British Columbia Centre for International Education
CAGFIL	Campus Alberta Grant for International Learning
CBIE	Canadian Bureau of International Education
CEC Network	Canadian Education Centre Network
CIC	Citizenship and Immigration Canada
CMIS	Collaborative Marketing for International Students
CONAHEC	Consortium for North American Higher Education Cooperation
DFAIT	Department of Foreign Affairs and International Trade
EAIE	European Association of International Education
ESL	English as a Second Language

GATS	General Agreement in Trades and Services
IAU	International Association of Universities
IB	International Baccalaureate
HEIs	Higher Education Institutions
HRSDC	Human Resources and Skills Development Canada
OECD	Organization for Economic Cooperation and Development
UNESCO	United Nations Educational, Scientific and Cultural Organization

1: Introduction

1.1 Overview

There is a growing interest and involvement in internationalization. In the preface of the 2005 International Association of Universities (IAU)¹ internationalization survey (Knight, 2006), the Secretary General of the organization commented that

Internationalization of higher education is no longer the domain of a small committed and enthusiastic group of academics and administrators left largely to develop their own agendas and projects. It increasingly commands the attention of institutional leaders and decision makers. (p. 7)

Altbach (2002) argues that internationalization is now a major trend in post-secondary education, which is being experienced worldwide. He notes that institutions have expanded the scope of their activities and undertaken a more strategic approach to internationalization.

Membership organizations have been established to support and strengthen the internationalization activities of their members e.g. the European Association of International Education (EAIE), a non-profit organization focused on facilitating and strengthening the internationalization efforts of higher education institutions in Europe and beyond; the Consortium for North American Higher Education Cooperation (CONAHEC), an organization that fosters

¹ The International Association of Universities (IAU) is an UNESCO based association of university members from approximately 120 countries around the world.

collaboration amongst post-secondary institutions in Canada, the United States and Mexico; and, the Asociación Mexicana para la Educación Internacional (AMPEI) an organization that supports the internationalization of higher education institutions in Mexico.

Furthermore, a growing number of governments have implemented a range of national policies, plans and activities to support various components of internationalization within their respective education systems. As Knight (2006) remarks, internationalization is a major force that is changing and challenging higher education systems around the globe and as such is “worthy of serious consideration” (p. 11). In terms of Canada, Knight (1999) notes that little formal research has been done on a range of internationalization topics and given the development of internationalization in Canada, “calls for research and analysis of the trends and critical issues in the international dimension of higher education” (p. 238). Hayden, Levy and Thompson (2007) argue that

Interest in the field of international education has never been more intense than it is at present. Changes in the general world order are challenging the nature of relationships between nations and cultures in more explicit and extensive ways than has been previously the case. (p. 1)

Ninnes and Hellstén (2005) note

There is now a questioning of the character and quality of the products of the rapid internationalization of education. At the unglamorous ground levels of office and classroom, it could be argued that the internationalization of higher education is currently experiencing a moment of exhaustion brought on by increasing workload demands and seemingly insoluble pedagogic and ethical dilemmas...there is a great need for review, renewal and critical insight into current practices of internationalization. (p. 4)

In Canada, there is a growing international education sector that includes: private and public primary, secondary and post-secondary schools and institutions, provincial and federal governments, and a range of provincial and national non-governmental organizations and associations. Each of these groups is engaged, in varying degrees, in a range of international education programs and services creating a rich and challenging environment. Given that education is a provincial responsibility, it is not surprising to see, in particular, a growth of involvement by provincial governments. In 2005, Alberta Advanced Education launched the *International Education: An Action Plan for the Future*, followed by an *International Education Framework* in 2009. In 2008, a number of ministries in British Columbia collaborated on funding to re-establish the British Columbia Council of International Education, previously the British Columbia Centre for International Education. In 2009, the Manitoba provincial government announced its international education strategy.

1.2 Rationales for Internationalization

Why is there a growing focus on internationalization? There are a variety of rationales that have been outlined in the literature such as developing the international and intercultural knowledge and skills of students to effectively live and work in an increasingly more interdependent world and strengthening the economic competitiveness and knowledge base of the economy. Knight (2006) notes that there are five rationales that are currently driving national internationalization efforts: human resources development; strategic alliances; commercial trade; nation building and social/cultural development. While the

development of intercultural understanding and national identity are still important at the national level within a number of countries, the economic and/or political rationales are gaining in priority of importance with a growth in the trend towards securing highly qualified students and scholars to improve the country's economic, scientific and technological competitiveness as well as enhancing the international commercial trade opportunities for the education sector. Reporting on their research on the national policies for internationalization in seven Western European countries, Luijten-Lub, Van der Wende and Huisman (2005) note that internationalization at the national level has shifted away from a focus on student mobility to one that plays a more economic role in society.

While there appears to be a growing focus on and interest in international education at the governmental level for its role in developing a prosperous society, there are a number of voices calling for more of a focus on the educational experience of students and creating a learning environment that encourages a more informed, engaged and compassionate graduate who is a citizen of the world. On a broad scale, *UNESCO's World Declaration on Higher Education for the Twenty-first Century: Vision and Action* (1998) calls for significant educational reform with strong involvement by government and higher education institutions giving consideration to sustainable development, human rights, democracy and peace, cultural pluralism and the improvements of society as a whole. Schoorman (2000); Kirkwood (2001); Gacel-Avila (2005) and Haigh (2008) argue for a transformation of the education system in order to encourage

the development of graduates who are respectful, caring and active global citizens. As Gacel-Avila (2005) states:

In this new global environment, one of the basic and fundamental functions of a university should then be the fostering of a global consciousness among students to make them understand the relation of interdependence between peoples and societies, to develop in students an understanding of their own and other cultures and respect for pluralism. All these aspects are the foundations of solidarity and peaceful coexistence among nations and of true global citizenship. (p. 123)

As a result of an internationalized curriculum:

Graduates are cosmopolitan, tolerant of pluralism, understand the world's economic, political, social, cultural, technological and environmental processes, identify with the whole planet as much as any subset, accept ethical responsibility for their actions and recognize their obligations for the future (Oxfam 1997, 2; Gunesh 2004 in Haigh; 2008, p. 427).

1.3 Terminology

What are the meanings ascribed to such terms as internationalization, and globalization? When reviewing the literature in the field these terms are often used interchangeably and there are a range of meanings that are attributed to them (Knight 2004). A discussion of selected definitions for internationalization is outlined in section 2.1.2. However, a broadly accepted definition by Knight (2004) is

Internationalization at the national, sector, and institutional levels is defined as the process of integrating an international, intercultural or global dimension in the purpose, functions or delivery of post-secondary education. (p. 1)

The core concepts of this definition recognizes the variety of players involved in internationalization, the ongoing, evolutionary nature of

internationalization, the importance of embedding it within and across programs and policies and reflecting the breadth and depth of internationalization by incorporating international, intercultural and global dimensions. And it is these core concepts that are considered as part of the this research study.

Knight (1999) argues that the distinction between internationalization and globalization is a topic of debate in higher education, in particular with respect to their implied purposes and impacts. While globalization can generally be described as “the flow of technology, economy, knowledge, people, ideas...around the world and across borders” (Knight 1997 in Knight 1999, p. 14), critics focus on perceived consequences of globalization such as a growing gap between the rich and poor, environmental degradation and cultural homogenization. For Knight (1999) the term internationalization “is based on the relationships and involvement of the people, cultures and systems of different nations” (p. 14).

For the purposes of this study, the following definitions are provided to explicate the terms used by the author:

International Education – is an approach to education that is based on international understanding.

Internationalization – the application and practice of international education at a national, provincial, sectoral and institutional level.

Academic – developing positive attitudes in students towards peace, international understanding and responsible global citizenship.

Economic – developing students that have the skills and knowledge to compete successfully in the knowledge society and contribute to the economic, scientific and technological competitiveness of a jurisdiction.

Intercultural – the exchange between one or more cultures.

Global Citizenship – developing students that are engaged, compassionate, caring, pluralistic, and have a solidarity with all humans around the globe².

1.4 A Case Study of Alberta

In Canada, one of the provinces to begin to grapple with addressing economic and academic rationales in its international education efforts is Alberta. In 2005, Alberta Advanced Education launched the *International Education: An Action Plan for the Future* that established a vision and series of objectives for the internationalization of its higher education system. While strengthening its competitive edge was an important aspect of its overall strategy, there was also an acknowledgement of the important role that international education plays in developing the international and intercultural knowledge, skills, abilities and attitudes of its students. When the action plan was released two new initiatives were launched emphasizing the dual thrusts of the strategy: 1) promotional materials to attract international students; and, 2) an awards program to recognize outstanding faculty efforts in creating international learning experiences for their students. In 2009, with a recognized need to improve collaboration in international education, clarify the rationale for international

² The notion of global citizenship outlined above focuses on a moral dimension and for the purposes of internationalization moves away from a definition of citizenship that focuses on civil/political state of the economy.

education and highlight the role of international students in Campus Alberta, the Ministry launched the *International Education Framework*. The framework emphasizes the importance of international education in strategically positioning the province in the global marketplace and achieving a knowledge-driven future.

While much has been written about institutional international education efforts, there has been relatively little examination of governmental efforts in international education as it relates to roles and functions in supporting the academic component of international education. This is particularly true in Canada where research on international education has been dominated by a relatively small number of scholars and focused on the status of institutional efforts, describing key elements and mechanisms and identifying key issues and trends. It is timely given the growing focus of attention, to conduct research at the provincial governmental level and explore how a ministry responsible for higher education and the post-secondary institutions within its jurisdiction, could enhance the educational mission of international education while also supporting its economic components.

1.5 Research Questions

The primary research question is has Alberta's Advanced Education and Technology furthered an international education strategy that balances both economic and academic imperatives as laid out in the 2005 International Education: An Action Plan for the Future? Issue sub questions are:

- What is the internal and external context of the economic and academic imperatives in which Alberta is engaged in international education?
- What are the rationales for engagement in international education?
- What are the international education policies and programs in place, how do they relate to the stated rationales and what are the core elements that are present that support the process?
- How could Alberta strengthen the educational impact of its international education activities?
- What are the elements of a provincial model that would recognize the economic aspects of international education but maximize the educational components of an international education strategy?

1.6 Significance of Research

Perhaps at no time since the establishment of the universities in the medieval period has higher education been so international in scope. Internationalism is a key part of the future, and higher education is a central element in the knowledge-based global economy. (Altbach and Teichler, 2001, p. 24)

Despite the broadening involvement in international education by governments, institutions and organizations, and a growing body of research in this area, Kehm and Teichler (2007) note that research on the international dimension of higher education is generally not very accessible. They indicate that this is a consequence of an absence of a discrete thematic area, the manner in which reports are published and distributed, and the lack of a major repository of a comprehensive range of documents. They note that there is more widespread research in the United States amongst a broad group of experts, whereas in other countries it is based on a small number of scholars.

Canadian research has been primarily focused on developing conceptual frameworks such as Knight's (1994) work on the definition, elements,

mechanisms and stages of internationalization; determining the status of efforts in selected regions and by selected stakeholders such as McKellin's (1996) study on the status of internationalization in the post-secondary sector in British Columbia; examining specific mechanisms such as Bond's (2003) research on the role on faculty in internationalizing the teaching and learning practice; and exploring key issues such as Knight's (1996) survey on the perspectives of education, government and private sector on the internationalization of post-secondary education in Canada. Furthermore, most of the research that has been undertaken has focused on institutions with little examination of government's involvement in international education. According to Spaulding, Mauch, and Lin (1998),

More case study and descriptive information is needed on how universities and governments organize and manage services and programs for the internationalization of higher education...Information should be collected and synthesized in a format that can be easily used by policy makers and administrators in governments and higher education institutions. (p. 207)

Given the growing interest in and involvement by provincial governments in international education in Canada, as well as their key jurisdictional role over education, I believe that it is important to explore conceptual frameworks that might facilitate and strengthen the educational impact of governmental efforts in supporting international education within their respective jurisdictions. To date, with the exception of internationalization survey on Canadian stakeholders (Knight, 1996), the topic has not been examined from the perspective of provincial government – the roles it could play and ways in which it could support a more student-centered approach to internationalization.

The world in which we live is becoming increasingly complex and challenging. There is growth in the disparity between developed and less-developed nations, increases in violence and conflict, decreases in cultural and racial tolerance, environmental degradation and widespread health concerns (Gacel-Avila, 2005; Kirkwood, 2001). I believe that there are important roles that education systems can play in fostering and encouraging the knowledge, abilities and attitudes in students to be active global citizens that are compassionate, caring and interested in a world that is more “just, democratic and humane” (Rizvi, 2007, p. 400). And yet, despite a number of government-sponsored reviews of their respective post-secondary education systems (e.g. Campus 2020 and A Learning Alberta) recognition of the new global society and students’ role within that society, beyond economic means, is fairly absent. It is, therefore, important to examine the important role that international education can play in developing this world mindedness in its students.

Scholars have identified a number of problems within the field of international education. Despite the growing interest in and involvement in international education by a wide range of stakeholders, and a growing body of research, the concept remains widely misunderstood and Altbach (2002) calls for a conceptual understanding of how internationalization is impacting higher education systems worldwide. Internationalization is a complex process that involves a wide variety of stakeholders, engaged in a range of strategies, with various rationales, in a challenging internal and external environment. It is

probably, then, not surprising that the term itself is described in many ways and there is ongoing confusion about what the term means.

Over a decade ago, Knight (1999) wrote about her perceptions that the state of internationalization could be characterized by the terms turbulence and transformation. She argued that

It is a critical time for us, as international educators, to take stock of the major trends, changes and challenges facing the international dimension of higher education...it is time to think about the issues affecting international education about the proactive and reactive changes that are happening and about how we can best promote, manage and monitor our objectives. (p. 1)

There appears to be a growth in the economic rationale driving institutional and government engagement in international education and a number of researchers have expressed concern that this focus is or has the potential to take precedence over the academic rationale for internationalization. Green and Baer (2001) argue that the academic and economic aspects of internationalization should be mutually reinforcing but acknowledge that this connection is not guaranteed. They believe that

The global campus cannot be truly global unless its entrepreneurial activities are combined with intentional academic strategies to give students the knowledge, skills and attitudes that allow them to understand the larger global context in which they live...Higher education's responsibility to educate students about the world is greater than ever. The ability to live and work in a pluralistic society and in a polarized and frightening world is not an optional skill. (p. B24)

Knight (2000) is a long-term advocate for encouraging balance between academic and commercial rationales for internationalization activities. In her analysis of the 1999 Association of Universities and Colleges of Canada's

(AUCC) survey, she notes the general need to more clearly articulate the reasons for internationalizing higher education as well as clarifying the relationship between internationalizing the teaching/learning practice and the marketing and export activities and the “potential for mutual benefits and synergies between them” (p. 88). This research study provides an important opportunity to examine internationalization comprehensively and explore what it means, and how various rationales can work together in a mutually strengthening way within a complex environment.

As a practitioner, engaged in the field of international education for over 20 years, I am passionate about the international and intercultural learning opportunities that can be provided to students through a well designed international education strategy. I have always believed in the importance of internationalization of higher education for its potential to create opportunities for students to learn, understand and be curious about the world and for these students to take their place in the world with the attributes to be compassionate, caring individuals that play an active role in contributing to a more harmonious and peaceful world. For me, there is a very moral purpose to international education. It is, therefore, disconcerting to see the increasing role that economics is playing in the rationales being presented at an institutional and national level and how this is influencing the types of activities/programs that are being undertaken. Furthermore, there are significant consequences to a more economic thrust and we need to be more conscientious in the development of

our international education efforts that we are not negatively affecting those with which we engage.

As I witness the growing involvement of provincial governments in this important area my perception is that approaches are fairly ad hoc, not necessarily guided by a theoretical framework and, in some cases being developed as part of a response to new opportunities rather than part of a well articulated rationale and plan. I believe that provincial governments have key roles to play in the development of international education that recognizes the realities of the economic rationales for various aspects of internationalization but that the driving principle that guides their engagement is the contribution to the international learning experiences of their students. By focusing on enhancing the educational experience of students, I feel that there is a practical approach to international education that is grounded in sound theoretical and philosophical constructs as outlined in Chapter 2. It is through this research that I would like to create a framework about international education strategies at the provincial governmental level that will economically, socially and morally position students for the realities of an increasingly interdependent and complex world.

1.7 The Researcher

Although over the last four years I have undertaken several positions with the Alberta Advanced Education and Technology and am no longer directly involved in international education, as a practitioner I have been engaged in the support and development of international education for over two decades.

Through my work with the British Columbia Ministry of Advanced Education, the

British Columbia Centre for International Education (BCCIE), Alberta Advanced Education and Technology (AAET) and as an international education consultant, I have been involved in strengthening and enhancing international education across both the Alberta and British Columbia systems of higher education. Working with a broad group of institutional, governmental and organizational stakeholders, I have been involved in developing, organizing and managing a wide variety of international education initiatives such as: promoting institutions abroad; increasing the number of international students and ensuring their successful integration into the classroom, campus and community; developing the international education expertise of faculty and administrators; facilitating institutional involvement in international projects and contracts; strengthening the institutional internationalization process; and, conducting research on various aspects of international education. Through these rich experiences I have come to appreciate the complexity of the internationalization process, the importance of strengthening the dialogue and discussion about what international education is and why it is important, the influence of the internal and external factors on the process and the challenges faced by institutions and governments engaged in international education.

The strategies that I have adopted were influenced by the research in the field. The work by individuals such as Knight, de Wit, Green, Teichler and others have informed the approaches I have taken. Throughout my career I have attempted to comprehensively embed a range of integrated initiatives, within a model that engages a broad range of stakeholders in the process, and balances

the academic and economic rationales of international education. In particular, in terms of the provincial work in which I have been involved, I believe in the importance of creating a vision for international education by engaging stakeholders in dialogue and discussion with clear, measurable goals; developing a broad understanding about what international education is and what the rationale is for engagement; ensuring that efforts are adequately supported financially, implementing a range of programs that support the goals of the vision; integrating international education plans, policies and programs; creating a framework for collaborative leadership; supporting the ongoing quality of initiatives through evaluation and professional development (Savage, 2009).

For me, however, the heart of international education is not in how it is accomplished but its purpose. The very important contributions that I believe that international education can and should make is developing the “world mindedness” of students so they can be active, caring and compassionate citizens of our global society. It is this rationale which provides the focus for my work and provides the crucial philosophical context for the development of any international education approaches. It means giving careful consideration to every international education strategy and its potential impact on the international learning experience of students.

1.8 The Approach

The purpose of this research project is to examine the development of international education in Alberta, through in-depth field research, and identify how the government is supporting both an economic and academic rationale for

its involvement and to determine how a provincial government could support an international education strategy that includes a strong educational thrust to its international education strategy. Key elements and trends for investigation are identified through the review of internationalization literature in Chapter 2. In Chapter 3, the Canadian context within which international education occurs is examined. The research undertaken is qualitative using a case-study approach as outlined in Chapter 4. Components of the literature review provide the framework for the review and analysis of the applicable documents e.g. policies, plans and program descriptions in Chapter 5, in order to determine why and how Alberta Advanced Education and Technology is supporting international education within the post-secondary system. Interviews are conducted with key informants to augment the information gathered through document analysis and contributed to the collection of perspectives on the elements of a provincial model that would enhance and strengthen an international education strategy that focuses on the educational benefits of its students as described in Chapter 6. In Chapter 7, the results of research are discussed and series of recommendations outlined to advance the educational mission of international education in Alberta.

2: Literature Review

2.1 Internationalization Conceptual Framework

2.1.1 Overview

According to AUCC (1995) while universities have a relatively long history of being involved in selected international activities such as international institutional agreements, the internationalization of universities means much more

It is a necessary, vital, and deliberate transformation of how we teach and learn and it is essential to the future quality of higher education in Canada, indeed to the future of Canada. (p. 1)

According to Callan (2000), starting in the 1990's, the process of internationalization and its role in strategically transforming education has been an area of significant attention. There now is a growing body of research on various aspects of internationalization and the following sections highlight core elements.

2.1.2 Definitions

There has been considerable discussion and debate on describing internationalization and an extensive range of definitions of the term developed. The purpose of this section is to examine selected definitions and their significance for this study. An important starting point for me given my work with BCCIE is the definition developed by Francis (1993), as an outcome of the work

conducted by a BCCIE Task Force on Internationalization. Francis proposed the following definition:

Internationalization is a process that prepares the community for successful participation in an increasingly interdependent world. In Canada, our multicultural reality is the stage for internationalization. The process should infuse all facets of the post-secondary system, fostering global understanding and developing skills for effective living and working in a diverse world. (p. 15)

There are some important elements of this early definition. Francis (1993) was one of the earliest authors to describe internationalization as a process and to outline the importance of embedding it broadly and deeply across the post-secondary system. She also grounds the definition within the realities of the interdependent world and the multicultural nature of Canada. Finally, she focuses on the purpose by highlighting the need for fostering global understanding and developing life and employment skills necessary for living in a culturally diverse world.

Knight (1994) acknowledged the comprehensiveness of this definition but noted two criticisms by selected participants in the Task Force: 1) the confusion raised by the reference to Canadian multiculturalism, and; 2) the inward and institutionally focused nature of definition. I would challenge these comments as I believe, as noted above, that the acknowledgement of our country's multiculturalism is an important contextual element for the process of internationalization. Furthermore, I feel that the reference to the post-secondary system as a whole and the notions of both economic and academic elements of

the importance of internationalization makes the definition outwardly focused and relevant to the realities of the world.

There has been an acknowledgement by researchers in the field of international education (Callan, 2000; de Wit, 2002; and Sanderson, 2008) that Knight's (1994) definition of internationalization has been broadly accepted within the field. She describes the term as follows:

Internationalization of higher education is the process of integrating an international dimension into the teaching/learning, research and service functions of a university or college. An international dimension means a perspective, activity or service which introduces or integrates an international/intercultural/global outlook into the major functions of an institution of higher education. (p. 3)

The core focus of this definition is on the institution and according to Knight (1994) the key elements are the ongoing nature of the process as opposed to a series of activities as well as the importance of embedding the international dimension into institutional programs and organizational processes. The international dimension is broadly defined in order to capture the range of approaches that could be taken to incorporate a variety of international, intercultural and/or global perspectives. The definition focuses on the "how" of the internationalization process.

Van der Wende (1997) expressed concern that Knight's definition was too narrowly focused on the institution and that the role that governments play in the process was missing. She proposed the following definition:

Internationalization is any systematic effort aimed at making higher education responsive to the requirements and challenges related to the globalization of societies, economy and labour markets. (p. 18)

She indicates that the definition has a broader focus and references the importance of the social, economic, cultural and technological changes that are happening globally and the role that internationalization plays in making higher education relevant to these realities. The advantage of this definition, as noted by her, is that it allows both the opportunity to describe the role of governments as well as higher education reforms. Certainly, given the rhetoric by governments around the globe about the importance of the knowledge society, the desire to attract the best and the brightest and position their economies for the future, this definition is probably a fairly realistic representation of their rationales and is reflective of the roles that can be played by them in the process.

In 2004, Knight re-examined her original definition in light of the changes occurring within the higher education sector and the environment in which it operated and proposed a new definition as follows:

Internationalization at the national, sector, and institutional levels is defined as the process of integrating an international, intercultural or global dimension in the purpose, functions or delivery of post-secondary education. (p. 11)

She notes that internationalization needs to be understood from both the national/sectoral and institutional level. At the national/sector level, governments and non-governmental organizations influence internationalization through policy, funding, programs and regulation. However, she acknowledges that the process of internationalization usually occurs at the institutional level. Her analysis, therefore,

Uses a bottom-up (institutional) approach and a top-down (national/sector) approach and examines the dynamic relationship between these two levels. (p. 7)

She continues to use the term process to convey the ongoing, evolutionary nature of internationalization and the notion of integration to note the importance of embedding within and across programs and policies. She uses the international, intercultural, and global dimension as three elements that reflect the breadth and depth of internationalization. She describes international as representing the “relationships between and among nations, cultures, or countries” (p. 11); intercultural as the “diversity of cultures that exists within countries, communities and institutions” (p. 11) and global as “worldwide scope” (p.11). She identifies the three terms: purpose, function and delivery as concepts that are connected and reference the role and objectives, the primary elements and the educational program offerings

By using these three general terms, the proposed definition can be relevant for the sector level, the institutional level, and the variety of providers in the broad field of postsecondary education. (p.12)

While this new definition reflects an important evolution and recognizes the broader context within which internationalization operates, Sanderson (2008) argues that it falls short of articulating the complete breadth and depth dimensions of internationalization. In particular, he notes that there is an absence of reference to the supranational level which is composed of the global and the regional and the within-institution level which is composed of the faculty/department level and the individual. Furthermore, he argues that it has

limited utility in terms of providing guidance in terms of internationalization within an institution.

While Knight's definition provides some useful concepts that help identify some of the potential core elements for implementing the process, it does little to articulate the rationale for undertaking internationalization. Without the inclusion of a further goal, it "could suggest that internationalization is an aim itself" (Qiang, 2003, p. 249). How the process is implemented and what strategies are used becomes problematic when there is no common understanding of the purpose of the process.

Yet Knight (2006) argues for the need for a generic definition that would be applicable in a wide variety of countries, cultures and education systems. As such she has deliberately removed any reference to rationales, activities or stakeholders in order to provide an objective starting point to discuss a phenomenon that has a variety of purposes and outcomes. She argues that there is a need for an objective definition that can be used to describe a "phenomenon which is in fact, universal, but which has different purposes, outcomes, depending on the actor, stakeholder, culture and country" (Knight, 2006, p. 13).

While one could challenge the universality of the phenomenon particularly given the great variety of reasons that various national/sectoral/institutional members might have for engaging in the process, there are a number of elements of Knight's definition that I consider important. For me, the value of this definition lies more in terms of the selection of key words and the potential that

these concepts, when taken holistically, have for strengthening the implementation of internationalization. In the descriptive notes to the definition, Knight (2004) explains the deliberate use of the terms such as process, integration, international, intercultural and global, purpose, function and delivery. These were specifically selected to describe the ongoing and dynamic nature of internationalization, the importance of comprehensively embedding the process, the breadth and depth of the process and its critical connection to the goals, objectives and activities of the entity engaged in the process.

With internationalization becoming of growing importance to governments and higher education institutions around the globe, Altbach (2002) expresses concern that internationalization is widely misunderstood and calls for a conceptual understanding of how internationalization is affecting higher education systems around the globe.

Internationalization is a complex process that involves a wide variety of stakeholders, engaged in a range of strategies, with various rationales, in a challenging internal and external environment. It is probably, then, not surprising that the term itself is described in many ways and there is ongoing confusion about what the term means and its relationship to other terms such as globalization. Knight (2000) commented on the range of ways in which the internationalization is understood by the various stakeholders within and outside the institutions and the calls by respondents to increase understanding of, and support for, internationalization and to correct misunderstandings. In 2006,

Knight acknowledges definitions can influence policy and practice can shape definitions and policy. She argues that

Given the changes in the rationales, the providers, and the activities of internationalization, it is important to revisit the question of definition and ensure that the meaning reflects the realities of today and can encompass new developments. (p. 13)

2.1.3 Rationales

According to Knight and de Wit (1995) the role and perspectives of stakeholders (government, private sector, senior institutional administration, faculty and students) influence the rationales for engagement in the internationalization process. They categorized the rationales into two groups: 1) economic and political and 2) cultural and educational. Knight (1999) separated these further into four categories: academic, political, economic and cultural/social. The academic reason focuses on the development of international knowledge and skills of students to assist them in living and working in a more international environment; the political on contributing to national security and peaceful relations; the economic on strengthening competitiveness and the knowledge base of the economy; and the cultural/social on developing cross-cultural knowledge and skills. Knight argues that these categories are not mutually exclusive and stakeholders may have a variety of reasons for being involved in internationalization that may change over time. For example, an institution may engage in such international activities as international student programs and offshore delivery to generate revenue for the institution (an economic rationale) but also support study abroad opportunities for their students

to enhance their international and intercultural learning experience (an academic rationale).

The rationale for internationalization is also important for Schoorman (2000) who argues that

While the rhetoric of educators has been dominated by the professed need for internationalization, what has been less evident is a clear conceptualization of the desired nature, purpose and scope of the internationalization process. (p. 5)

She notes that it is crucial for individuals involved in the process to have a clear vision of the rationale, goals and strategies if internationalization is to be sustainable and a core element of the educational process. She argues that “such a vision should be pedagogically sound and theoretically grounded’ (p. 5).

Stier (2004) suggests that one of the core challenges with the implementation of internationalization in higher education is the differing understandings of the term as well as diverging ideologies underpinning these terms and calls for a more careful consideration of these conceptualizations. He identifies three internationalization ideologies: idealism, instrumentalism and educationalism. The vision for idealism is creating a better world but a western-centric world with specific values and ethnocentrism. In terms of instrumentalism the focus is on economic growth and sustainability with consequences such as brain drain, global disparity and cultural imperialism resulting. Finally, for educationalism the main concept centres on education and the learning process but critiques focus on the resulting academiccentrism and individualizing social

and global problems. Recognizing that different stakeholders will have varying ideological views of internationalization, Stier (2004), indicates that

A closer cooperation between policy-makers, administrators, teachers and students is needed. Today there is a mutual lack of familiarity with the others' expectations, obligations, ideologies and understanding of internationalization. Ideological goals need also to be addressed in the light of any given university's administrative and organizational peculiarities, and educational policies and aspirations. (p. 95)

Knight (2006) herself, articulates the importance of communicating clear rationales for internationalization.

Rationales are the driving force for why a country, sector or institution wants to address and invest in internationalization. Rationales are reflected in the policies and programs that are developed and eventually implemented...a clearer articulation of the values guiding internationalization is becoming increasingly important. Why? In these turbulent times of change, there are disconnections and tensions between rationales, policies and expected outcomes. Values give shape and consistency to the vision, rationales and expected outcomes that underpin the drive to internationalize. (p. 14-15)

2.1.3.1 Current Rationales – Institutional and National

What are the current rationales for internationalization at the institutional level and have they changed? The Secretary General of IAU reported that the results of their 2005 global internationalization survey (Knight, 2006) revealed that the “goals and rationales of internationalization of higher education are shifting” (p. 7). De Wit (2002) indicates that globalization is significantly influencing internationalization trends. Huisman and Van der Wende (2004) note that while institutions are still engaging in the traditional activities such as student and staff mobility programs there is a growing attention to institutional activities focused on the knowledge society.

De Wit (2002) notes in relation to trends in the United States and Europe that internationalization has become more of an integrated element within institutions and there is a shift in emphasis towards political and economic rationales. The globalization of economies and societies is influencing institutions and educational systems which are now more actively recruiting international students; building strategic links with other institutions internationally to expand their scope; using English more and more as the language of instruction, in part because of the potential this provides in improving market share; and increasing entrepreneurial efforts such as the commoditization of intellectual property.

De Vita & Case (2003) argue that while internationalization is a key item on the United Kingdom's education agenda, the focus is on the international marketization of higher education. With a decline in government funding, institutions have increasingly turned to the recruitment of international students to generate needed revenue. Furthermore, higher education institutions have established a range of international partnerships e.g. franchises to export academic programs. According to Shinn et al. (1999) in De Vita and Case (2003) these:

Collaborative arrangements have now taken on a new dimension, moving away from principles of cultural exchange, altruistic internationalism and reciprocity towards a more pragmatic focus on improving competitiveness and (often short-term) financial gain. (p. 386)

In terms of the 2005 IAU survey (Knight, 2006) the rationales that are increasingly driving institutional internationalization are: international profile and

reputation, quality enhancement/international standards, student and staff development and income generation, strategic alliances and research and knowledge production. While universities have historically had an interest in maintaining international academic standards there is a shift towards a global recognition more for the purposes of attracting the best scholars and students as well as research opportunities, particularly in commercial areas (e.g. international student recruitment). Internationalization is increasingly seen as an important process “to improve the quality and relevance of higher education in relation to international standards” (p.18) through strengthened internationalizing the teaching and research functions of the institution as well as benchmarking activities. There appears to a renewed focus on the development of international and intercultural knowledge and skills for students and faculty likely as a result of the increasing complexity of global political, social and environmental issues, the demands of the knowledge society, the mobility of the labour force and technological advances. Finally some institutions are increasingly looking at engaging in internationalization activities that generate revenue but

the issue is becoming more complicated as it is part of the larger questions of commercialization/commodification of education with cross-border delivery of education programs and services playing a major role. (p. 19)

In terms of strategic alliances, there is a shift from a broad range of institutional linkages to ones with clear and specific outcomes. Finally, the international dimension of research and knowledge production is a key rationale as interdisciplinary and international cooperation will be necessary to solve key local issues and problems.

Middlehurst and Woodfield (2007) undertook an examination of the approach of an institution in the United Kingdom within the context of increasing competition and the changing dimensions of internationalization and made comparisons to other UK institutions. Generally, they noted that the economic rationale ranks highly within UK institutions but note that some institutions were beginning to re-examine and re-conceptualize their internationalization efforts involving: organizational and cultural changes, reconceptualizing internationalization, greater alignment and integration and the development of metrics to measure progress.

Stensaker, Frølich, Gornitzka and Maassen (2008) examined internationalization at 12 Scandinavian universities and colleges and noted that while there were some similar organizational structures that had been put in place across institutions, the importance of internationalisation, how it is interpreted and its future directions vary across institutions. The social, cultural and ethical objectives of each institution were important determinants in setting the directions for internationalization.

In terms of rationales at the national level, Kalvemark & Van der Wende's, (1997) research on national policies for the internationalization of higher education in Europe revealed that a growing number of countries have an economic motive for involvement in internationalization, particularly as it relates to increasing the international competitiveness of European higher education. However

The educational rationales which considers international co-operations as indispensable for maintaining the quality of higher education and research is still supported by most countries, although there is a large variation in degree. (p. 259)

Reporting on their research on the national policies for internationalization in seven Western European countries, Luijten-Lub, Van der Wende and Huisman (2005), indicate that internationalization at the national level is no longer primarily focussed on student mobility but has taken on a much broader scope and “it is seen to play an important economic role in society as a whole” (p. 161). They go on to further comment that

The increasing impact of both internationalisation and globalisation is a challenge for the policy views and options of national governments. Quality assurance, funding, deregulation, privatisation and liberalisation need to be reconsidered while taking into account both the consequent opportunities for internationalisation of the country’s own higher education institutions as well as the potential effects on foreign institutions in the country. (p. 161)

Knight (2006) notes that there are five rationales that are driving national internationalization efforts: human resources development; strategic alliances; commercial trade; nation building and social/cultural development. There appears to a growing trend towards nations engaging in international education activities to secure highly qualified students and scholars to improve the country’s economic, scientific and technological competitiveness through changes in recruitment and immigration policies and attention to the development of international and intercultural skills and knowledge that enable students to compete more effectively. In terms of strategic alliances there has been a shift

from ones focused on cultural benefits to those that have an economic rationale, particularly at the

regional level where countries are trying to achieve stronger economic and political integration with neighbours through increasing their international education activities on a regional basis. (p. 16)

According to Knight (2006) with expanded educational export opportunities and the establishment of new trade agreements that include education services, countries are putting more emphasis towards developing and enhancing the international commercial trade opportunities for the education sector.

International development work, based on a principle of mutual benefit, has played an important role in developing an educated citizenry and workforce in countries that have not had the finances or infrastructure to develop their higher education systems. However, there has been a shift away from mutual benefits to a commercial trade approach. Finally, while the development of intercultural understanding and national identity are still important at the national level within some countries the economic and/or political rationales are gaining in priority of importance.

In the research by Stensaker, Frølich, Gornitzka and Maassen (2008) on Scandinavian universities and colleges, they noticed a significant gap between national policy and institutional interpretation of internationalization. They argue that given the many types of institutions within a given country e.g. traditional universities and colleges with local/regional responsibilities along with the various ranges of cooperative and competitive strategies, it is not surprising that the

economic policy agenda is not the main driver in institutional internationalization strategies. Maaseen and Uppstrøm (2004) in Stensaker, Frølich, Gornitzka and Maassen (2008), therefore, call for greater diversity and flexibility in national policies that include clearer strategies and greater linkages.

Over the last fifteen years there have been an increasing number of countries describing international education as an industry and reporting on the contribution it makes to their respective economies. A range of activities are included in the calculation of this “export sector” ranging from international students to the sale of education products and services. In 2010-11, the United States estimated that international students contributed \$21 billion dollars (in terms of tuition fees and living expenses) to their economy.³ In 2009, Australia reported that international education contributed \$12.6 billion dollars to the economy in 2007-2008 and education services ranked as the third largest export category during that time period.⁴ In 2008, Kunin (2009) reported that in Canada international students spent over \$6.5 billion (tuition, living and discretionary spending) and created over 83,000 jobs and generated \$291 million in revenue.

2.1.3.2 Rationales - Policy Shifts

While there appears to be a general acknowledgement that institutions are operating in an environment that is challenging them to be more entrepreneurial as well as presenting them with greater opportunities to engage in activities that

³ <http://www.iie.org/Research-and-Publications/Open-Doors/Data/Special-Reports/Economic-Impact-of-International-Students> downloaded on December 23, 2011.

⁴ <http://globalhighered.wordpress.com/2009/04/04/the-economic-contribution-of-international-students-australia/> downloaded on December 23, 2011.

generate revenue, there is a concern that this focus is or has the potential to take precedence over the academic rationale for internationalization.

Riccardo Petrella, President of the Group of Lisbon, is quoted in the *UNESCO Fact Sheet 5 on Working Together to Transform Higher Education* that

We need an approach to education, and of course higher education that will expand peoples' consciousness. The education system, from bottom to top, has to teach every new generation how to live together, how to find the means to cohabit the city, and the same planet. If a university only teaches us how to conquer knowledge and skills in order to be more competitive and to displace someone else, on the grounds that good slots are so rare, then students are clearly not going to learn to live together, whether we are speaking of the city or the planet. It is more important for each new generation's members to become citizens than to be turned into profitable and competitive 'human resources'. (p. 24)

Green and Baer (2001) argue that the academic and economic aspects of internationalization should be mutually reinforcing but acknowledge that this connection is not guaranteed. They believe that there is a fairly strong pull for institutions to respond to opportunities in the global economy rather than focusing on the role that institutions can play in developing and preparing students for the global economy. And while entrepreneurial activities such as international student programs or off-shore campuses have the potential to contribute to the internationalization of the institution, it is often not an intentional goal. They believe that

The global campus cannot be truly global unless its entrepreneurial activities are combined with intentional academic strategies to give students the knowledge, skills and attitudes that allow them to understand the larger global context in which they live...As colleges expand their international reach, they can engage in entrepreneurial activities and in fostering students' global competence. But in the rush to globalize,

college leaders must be clear about their purpose and keep their eyes on the educational needs of all their students. (p. B24)

Knight (2000) is a long- term advocate for encouraging balance between academic and commercial rationales for internationalization activities. In her analysis of the 1999 AUCC survey, she notes the general need to more clearly articulate the reasons for internationalizing higher education as well as clarifying the relationship between internationalizing the teaching/learning practice and the marketing and export activities and “the potential for mutual benefits and synergies between them” (p. 88). She notes that respondents reported that

The confusion about the appropriate relationship and balance between academic and economic aspects of internationalization exists both within the university and within other stakeholder groups such as governments. (p. 88)

Haigh (2008) argues that the aim of internationalization of higher education is to prepare students to live and work in a world that is characterized by multiculturalism, interdependence and environmental uncertainty. Furthermore, he believes that there is growing sentiment amongst the international community for an education that focuses on sustainable development, democratic and planetary citizenship and emphasizes “personal and ethical responsibilities to the environment and future that contrast with current competitive individualism” (p. 427). However, in practice, he indicates that internationalization is driven by an economic rationale to generate income for cash-strapped institutions. A key problem identified by Haigh (2008) is

to integrate concepts of citizenship, social justice, ethics and sustainable development within an education system oriented to financial goals and HEIs whose campus and management

contradict classroom teachings about sustainability and democracy.
(p. 435)

In order to make this happen, he argues cultural change is required within higher education institutions by educators committed to a teaching and learning environment that focuses on global citizenship and outside by policy makers that support this development.

At a national level, globalization is influencing governments in terms of their policies with an increasing focus on the marketization of education, greater accountability and enhancing competitiveness. There have been concerns expressed about these trends and calls for governments to establish policies that emphasize the academic rationales of internationalization. Henry, Lingard, Rizvi and Taylor (1999) believe that globalization is changing the role of the nation-state from one that traditionally was able to control markets, foster economic growth and reasonably address social inequities to one that is increasingly interconnected globally and, therefore, impacted by external forces.

Furthermore, educational governance has changed in response to the restructuring of the nation-state and is defined by new relationships between government and institutions, greater accountability mechanisms, greater autonomy and flexibility in determining priorities and raising money. There is a blurring of the public and private spheres with greater privatization and marketization of education. However as they note the forces of globalization are not a juggernaut and can be influenced:

Globalization is not necessarily an homogenising force, but also provides considerable opportunities for heterogeneity of cultural

traditions to exist side by side. Much depends on how we *engage* with the forces of globalization – understand them, work with them, mitigate the worst consequences and use them to advantage. (p. 86)

By setting an educational agenda that identifies the importance of democratic nation building and social capital within the context of globalization, they argue there is

Scope to argue for citizenship goals oriented towards the reworking of a non-chauvinistic nationalism, a conception of the common good which allow for difference and multiple identities, and the construction of global citizens who can operate effectively and ethically across local, national and global arenas. (p. 93)

In a special report by the National Centre for Public Policy and Higher Education, *Partnerships for Public Purpose: Engaging Higher Education in Societal Challenges of the 21st Century*, it is noted that in the last three decades there appears to be less of an appetite to engage higher education institutions in societal challenges at a policy level as there is a belief that institutions are addressing the public good through their individual interests. Concern is expressed that these individual interests, set within the context of globalization, marketization and declining resources, will become increasingly focussed on competitive advantage and less on publicly defined purposes. The challenge, therefore, is to realize a public agenda during a period of diminished public focus.

The document articulates that there is a need to strengthen learning by

setting forward-looking expectations for universities and colleges, conveying the need to educate graduates for living effectively in a complex world, in terms of personal health as well as financial and social well-being. (p. 3)

And by balancing societal and self-interests in a way that individual and collective benefits are seen as important parts of the whole.

Van der Wende (2007) identifies four different, but not mutually exclusive, scenarios for higher education in OECD countries: open networking, serving local communities, new public management and higher education Inc. In terms of open networking, the focus is on the alignment of higher education systems which allows for greater cooperation, mobility and sharing of knowledge. The serving local communities scenario is a reaction to globalization with a focus on regional and local activities and missions with restricted international endeavours. In terms of new public management there is increasing use of managements tools that focus on finances and accountability with higher education institutions (HEIs) engaged in higher education markets internationally and competitive for research funding. Finally, the higher education Inc. scenario is spurred by trade liberalization and results in institutions competing strongly for students, high profile researchers and establishing overseas campuses. According to Van der Wende (2007), different developments in globalization can result in different roles played by government which will have impacts on the process of internationalization.

Van der Wende (2007) indicates that

Successful internationalization strategies depend on the right mix of competitive and cooperative options. It is a major challenge for governments to design such strategies in an effective and coherent way, conscious of the fact that they define to a large extent the internationalization opportunities for HEIs. In their turn, governments work in the context of wider multilateral agreements

that are designed to provide frameworks for competition. (e.g. GATS) or cooperation (e.g. the Bologna process). (p. 283)

She concludes by highlighting the economic and social imbalances that have resulted as a consequence of globalization, imbalances that need to be addressed. Van der Wende (2007) argues that higher education institutions need to expand their missions for internationalization beyond economic drivers, which are not sustainable, to respond to “problems that exist between and within countries related to migration and social exclusion” (p. 285) - their social responsibilities.

2.1.4 Components of Internationalization

2.1.4.1 Programmatic Factors

There is a range of programs that institutions can implement to facilitate internationalization. Knight and de Wit (1995) clustered program strategies into the following four activity categories: research-related, education-related, technical assistance and development cooperation-related, and extracurricular and institutional service-related. Knight (1999) broadened the categories to include: academic program, research and scholarly collaboration, technical assistance, export of knowledge, transnational education and extra-curricular activities, totalling 55 different activities. For the purposes of this dissertation, a modified version presented by Francis (1993), Knight (1994) and McKellin (1996), is provided to describe the range of typical program strategies that institutions might implement to facilitate internationalization as follows:

- Curriculum development – Introducing an international and intercultural dimension into the classroom and curriculum across all disciplines and fostering the development of international competencies in every graduate.
- Institutional linkages – Establishing linkages with institutions abroad and enabling the exchange of faculty, staff, students and research. For example an institutional partnership agreement between the home institution and a selected institution overseas provides opportunities for students to live and study in another country and/or faculty to teach and undertake collaborative research activities internationally.
- Community linkages – Forming partnerships and connections with a variety of organization and businesses, both abroad and at home, and creating study and work opportunities for students and faculty. For example an institutional connection with a multicultural organization such as Mosaic (a non-profit organization that helps immigrants and refugees integrate into Canada) provides students with an opportunity to undertake volunteer assignments working with immigrant communities.
- International education projects and contracts – Providing faculty/staff with international opportunities and facilitating the development of collaborative research and joint courses/programs.
- International student programs – Supporting and integrating an internationally diverse student population and enhancing the classroom and community.

Knight (2000) identified the delivery of out of country programs as a new and emerging trend and involves establishing branch campuses and franchised partners to deliver programming abroad and providing work and study abroad opportunities for faculty and students.

McKellin (1996) argues that:

Not all of these mechanisms, or programs, activities and services need to be activated at once; however, the internationalization process gathers momentum when several become operative. (p.66)

Furthermore, she indicates that when these initiatives operate in mutually strengthening ways and are tied to the primary purposes of the institution, this

strengthens the sustainability of the process. The following schematic illustrates the interrelationship between the various activities with the ultimate focus, the centre of the diagram, being the impact on students.

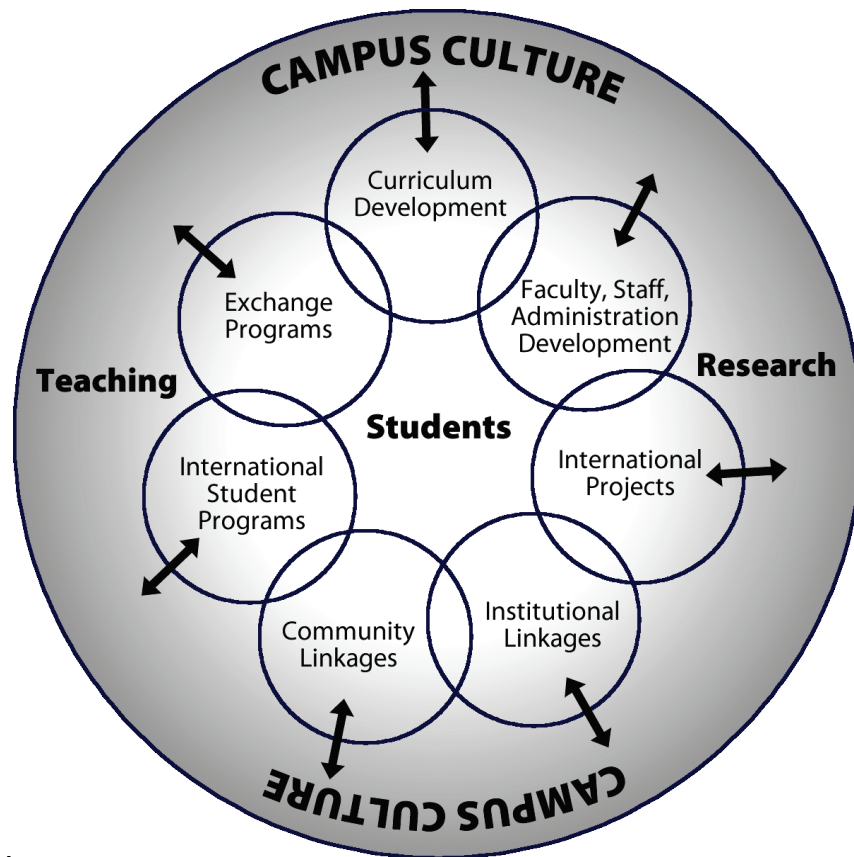


Figure 1. Schematic of the Internationalization Process
Source: McKellin, K. (1996).

The notion of students being at the heart of internationalization is of crucial importance to me and is a strong reflection of the central role that students play in the educational process. I believe that without the attempt to bring international activities back into the learning experience of all students; these activities are merely international in scope. For example, international students are an important part of the internationalization process and bring significant social, cultural and educational benefits to the institution. Their presence alone is

not sufficient to realize these benefits but a curriculum specifically designed to enable a shared learning experience provides a more deliberate attempt to enhance the internationalized learning experience of all students. To engage in a range of international strategies such as international student programs, study abroad programs and international development projects that are structured in a way to enhance the international and intercultural learning of all students – to me this represents a truly “international” education.

2.1.4.2 Organizational Factors

In addition to a variety of internationalization programs there are a number of key organizational elements that have been identified for effective internationalization (Francis, 1993; Knight, 1994; McKellin, 1996; and Green, 2002):

- Leadership - In order for internationalization to permeate throughout the institution it is important to have the expressed commitment and support of the President, Vice Presidents, Deans, and Department Heads as well as Board of Governors.
- Faculty - It is important for institutions to have a critical mass of faculty that are supportive, experienced and involved in the internationalization process.
- Comprehensiveness - Internationalization should be integrated into the institutional planning, budgeting and evaluation systems of the institution, the process should be directed by a strategic plan with clear goals and measurable objectives, and there should be a method in place to assess the quality of the internationalization efforts.
- Coordination – It is important for the institution/school to have a central office or coordinator to facilitate communication, linkages, focus and support of internationalization activities.

- Resources – It is important for the internationalization process to be supported by an appropriate level of staffing and an adequate budget to enable the effective development, implementation and on-going evaluation of the internationalization process.
- Professional development – There is a need to develop staff knowledge and understanding to ensure that they have the capabilities to implement new changes effectively.

Knight and de Wit (1995) note that even if an institution implements a broad range of activities

if they are not underpinned by a permanent organizational commitment and structure they may die when supporters leave the institution, resources become scarcer, or new priorities emerge. Internationalization needs to be entrenched into the culture, policy, planning, and organization processes of the institutions so that it is not marginalized or treated as a passing fad. (p. 20)

According to Green (2002), internationalization should be intentional, integrative and comprehensive. From her perspective

Internationalization is not simply a matter of adding a language requirement, introducing a global requirement in the general education curriculum, or increasing the number of students going abroad...each of these is only a piece of a larger whole. Internationalization is a change that is both broad – affecting departments, schools and activities across the institutions – and deep expressed in institutional culture, values, policies and practices. (p. 16)

2.1.5 Internationalizing the Teaching and Learning Practice

Internationalizing the teaching and learning practice is one of the core programmatic strategies identified to facilitate internationalization as noted in section 2.1.4.1. Formal and informal curricula is at the core of the educational experience and has the greatest potential of reaching the largest number of students. Despite this, it has been a strategy that has only recently gained

significance in terms of discussion at conferences, published articles and areas of institutional focus.

2.1.5.1 Definitions

As was the case for internationalization, there are a broad range of definitions that have been put forward to describe internationalizing the curriculum and a great variety of understandings of the meaning of the concept. A useful starting point is the definition provided by OECD/CERI (1994) as noted in Bremer and Van der Wende (1995)

Curriculum with an international orientation in content, aimed at preparing students for performing (professionally/socially) in an international and multicultural context, and designed for domestic students and/or foreign students. (p. 2)

This definition includes the importance of students having the knowledge and skills necessary for living and working in both a multicultural and international setting and includes all students (domestic and international) as the focus of the process. What is not clear is what the international content is and why it is important.

Schoorman (2000) argues the importance of the pedagogical and theoretical grounding of the vision for internationalization. While her conceptual definition is for internationalization, it is clear that the centrality of it resides on the learning experience. For her:

Internationalization is an ongoing, counterhegemonic educational process that occurs in an international context of knowledge and practice where societies are viewed as subsystems of a larger, inclusive world. The process of internationalization at an education institution entails a

comprehensive, multifaceted program of action that is integrated into all aspects of education. (p. 5)

There are a number of important elements to this definition. The author argues that a counterhegemonic approach is required because of the limited presence of a variety of cultural perspectives in the curriculum, the lack of student centered learning opportunities and the economic purpose of education. A counterhegemonic perspective of internationalization focuses on developing caring students as citizens of an interdependent world whose goals are “to make the world a better place for all its citizens” (p. 7).

2.1.5.2 Typology

OECD/CERI (Bremer and Van der Wende, 1995) identify a number of types of curricula as follows: international subject matter curricula; traditional subject matter curricula expanded with an international comparative perspective; international profession curricula; foreign language and intercultural communications curricula; regional and areas studies; internationally recognized professional curriculum; joint or double degrees; compulsory study abroad component of curricula; and curricula designed for foreign students. .

McKellin (1996) and Knight (1999) identify a number of additional strategies to introduce an international/intercultural dimension to the curriculum: faculty/staff mobility programs, visiting lecturers and scholars, linking international research and international development projects back into the curriculum, and community-based service learning. They also note the potential for the non-formal components of the curriculum, such as international and

intercultural campus events, to be effective strategies to internationalize the educational experience of students.

2.1.5.3 Approaches and Content

One of the early publications on internationalizing the curriculum (Bremer and Van der Wende, 1995) identifies the process as one of educational change and quality improvement. In terms of the implications for practice and policy, they argue that internationalizing the curriculum requires the conceptual shift from international relations to the educational development and improvement within the institution. They note that:

In practice this implies integrating internationalization strategies more strongly with overall policy making on academic matters, linking budgets for internationalization with those for innovation and staff development, and pursuing stronger contacts with and more involvement of educational planners and quality assurance specialists. (p. 117)

They believe that internationalizing the curriculum must be considered in connection with student and staff mobility and that these three elements form the core components of the internationalization process. They embed the process within the financial, planning, policy and academic components of the institution. Finally, they feel that through a successful process of internationalizing the curriculum that the quality of the educational experience will be improved.

McKellin (1996) notes that the infusion of the international dimension across the curriculum is noted by a number of researchers as the most effective means of accomplishing a comprehensive and sustainable internationalization

process. It should be pervasive throughout the curriculum across all disciplines.

She notes that

To infuse means to fill and inspire, instil or impart an international element into what is taught and how it is taught. Effective internationalization is not something that can be accomplished by hastily taking on an international example at the end of the course if there is time, or used as mere embellishment for an established program. (p. 143)

Mestenhauser (1998) feels that: there is general misunderstanding about what international education means; it is restricted to a relatively small number of students that will become international specialists; and, the complexity of it is generally ignored. He therefore argues that

International education deserves consideration as an important educational mega-goal; that should permeate the entire educational system and that should be accorded much more conceptual and theoretical complexity than it has been. (p. 4)

De Vita and Case (2003) argue that as a consequence of the market model of higher education and curriculum has become an “international commodity to be traded” (p. 387). As such they indicate that this has resulted in the introduction of an international component to a number of courses to increase their marketability internationally. They refer to this approach as infusion and view this approach as fundamentally flawed as it views knowledge as summative rather than formative and reflexive and neglects learning in the self and action domains. According to Lundy Dobbert (1998), p. 54 in De Vita and Case (2003)

Regardless of the inclusion of new internationalized materials and requirements, lectures, texts, and assignments permit only passive, cognitive learning. Personal globalisation, on the other hand, requires active participation in acquiring new social and behavioural patterns that make up an internationalized culture. In real life,

internationalization occurs in a non-linear fashion. The main forces for internationalization are events that initiate new processes in the lives of individuals, not formal curricular or class-based cognitive learning. (p. 388-389)

They call for a debate and dialogue about the infusion approach and the type of knowledge that is being incorporated, and challenge educators to more carefully examine how to effectively teach a cross-cultural pedagogy, be more aware of the cultural differences in learning and the importance of culturally fair and inclusive assessment mechanisms.

Bond (2003) states that there is no single way to internationalize the curriculum and that knowledge is socio-cultural as well as disciplinary. She identifies three ways that faculty are internationalizing their curricula: the add-on approach, the curricular infusion approach and the transformation approach and each has a different set of assumptions. In terms of the add-on approach, faculty might include selected elements such as a lecture by a visiting international scholar or a reading or assignment with an international or intercultural dimension but the main content of the course remains intact. For the curricular infusion approach faculty are engaged in a much more substantive effort to integrate the international and intercultural knowledge, skills, abilities and attitudes into the curriculum requiring a rethinking of course goals, selecting a broad range of reading materials that reflect diverse points of view and drawing on student experiences (domestic and international) to enhance the learning experience. Bond believes that the last approach, the transformation approach, is the most challenging to consider. It requires a “shift in the way we understand the world...the focus of this approach is to enable students to move between two

or more worldviews” (p. 5). She notes that study abroad programs that provide opportunities for students to be immersed in a culturally different environment have the potential to develop different world views.

Green and Shoenberg (2006) reported on the outcomes of a collaborative project with four associations in the disciplines of history, political science, psychology and geography. In the concluding comments of the report it was noted that for most fields new ways of thinking and re-conceptualizing courses was required focussing on multiple points of view, challenging assumptions and a reorganizing course structure.

Raby (2007) believes that internationalizing the curriculum at the community college level involves both on-campus and off-campus programmatic strategies. According to Raby (2007)

Efforts to internationalize the community college curriculum infuse cross-cultural concepts, theories, and patterns of interrelationships into courses and academic programs. (p. 57)

There is a need to understand a variety of perspectives e.g. geographic, and cultural and acknowledge similarities and respect differences. This can be accomplished through

individual faculty member’s efforts to integrate independently gained knowledge into course content to systemic changes that result from purposeful collegewide reforms. (p. 57)

Luxon and Peelo (2009) argue the centrality of teaching and learning (curriculum design and course development) in the internationalization process and believe that it needs to be brought to the forefront of policy discussions and

made explicit. In addition to acknowledging this core component of internationalization, they believe that it is crucial for policy makers to recognize the fragmented nature of efforts and the important levers of change these local efforts provide. Therefore, macro level policies at the institutional level need to be supported by implementation strategies at the micro, teaching and learning level.

Cooper (2007) argues that with universities competing to become nationally and internationally renowned centres of excellence there are going to be destructive consequences that result. He believes that one of the most fundamental roles that universities play is to ensure that students graduate with the necessary knowledge, skills and abilities to positively contribute to a complex and multidimensional world. In order to accomplish this, “a multinational, multicultural or multiethnic perspective” (p. 523) needs to permeate all aspects of the institution so that students will see the world from multiple perspectives.

The question of what should be included in the curriculum depends in large part on what is viewed as the purpose of internationalization and how this is best accomplished through the teaching and learning practice. In 1998 UNESCO released a *World Declaration on Higher Education for the Twenty-first Century: Vision and Action* in recognition of higher education’s increasing importance for

sociocultural and economic development, and for building the future, for which the younger generation will need to be equipped with new skills, knowledge and ideals. (p. 1)

Outlined in the document is one of the core values of higher education which is

Education for citizenship and for active participation in society, with a worldwide vision, for endogenous capacity-building and for the consolidation of human rights, sustainable development, democracy and peace in a context of justice. (p. 3)

In a report to UNESCO, the International Commission on Education for the Twenty-first Century noted their particular emphasis on “learning to live together” and that it was a foundational component of education. This was to be accomplished

By developing an understanding of others and their history, traditions and spiritual values and, on this basis, creating a new spirit which, guided by recognition of our growing interdependence and a common analysis of the risks and challenges of the future, would induce people to implement common projects or to manage the inevitable conflicts in an intelligent and peaceful way. Utopia, some might think, but it is a necessary Utopia, indeed a vital one if we are to escape from a dangerous cycle sustained by cynicism or by resignation. (p. 20)

According to Cambridge and Thompson (2004), the International Baccalaureate Organization has played an important role in the practical development of international education. The International Baccalaureate (IB) Diploma Programme for primary and secondary students aims

to develop internationally-minded people who, recognizing our common humanity and shared guardianship of the planet, help to create a better, more peaceful world. (Hill 2007, p. 37)

According to Hill (2007) there are a range of knowledge, skills and attitudes that students develop through the program such as social justice and equity, sustainable development, peace and conflict, languages and cultural diversity. Through a range of learning experiences structured throughout the formal and informal curriculum as well as interactions with the external community, the IB

program undertakes a comprehensive approach to develop the “international-mindedness” of its students.

Several Canadian projects have attempted to describe what are the key knowledge, skills and abilities that graduates require to live and work in a more interdependent world. Knight (1996) examined the perspectives of the private, government, and education sectors and the number one reason given to internationalize higher education, by all groups, was to prepare graduates who were internationally and interculturally knowledgeable and competent. Respondents identified the following top four as the most important attributes of new graduates: a specific knowledge base, a general understanding of international issues, knowledge and skills to work in a foreign culture, an ability to speak French and English.

Stanley & Mason (1997) organized, based upon a series of focus groups and interviews with professionals across a range of sectors, international learning outcomes into 6 basic themes: adapting the use of English to an international setting; international business etiquette; language skills; Canadian and global perspectives; intercultural competence and resiliency and coping skills. Language and communication skills are key and they argue that developing proficiency in another language is important. They also recognized that although business is often conducted in English, individuals should develop the skills to adjust their use of English to the situation. They acknowledge the importance of developing an understanding of Canadian and world history, geography, social, religious and political structures and current events beyond the traditional

Western European perspective. Intercultural communications is also seen as vital and, in particular, developing the knowledge of other cultures and valuing differences. Finally, they believe that individuals need to develop a strong sense of personal identity so that they can effectively cope in stressful situations.

Whalley (1997), recognizing that institutions and disciplines will have differing priorities, developed guidelines for internationalizing the curriculum, through which he identified a series of goal statements in curricular and program areas followed by a series of best practices that indicates the practices that would enable the achievement of the specified goals. The primary goal statement in terms of global skills is

A successfully internationalized curriculum provides students with the skills and knowledge to perform competently (professionally and socially) in an international environment. Students' intercultural competence develops out of both an awareness of other cultures and perspectives and awareness of their own culture and its perspectives. (p. 15)

Bond (2003) reported in her survey on faculty efforts to internationalize the curriculum and classroom noted that faculty felt that there were a number of international and intercultural competencies that an undergraduate student needed to develop. They felt that at the end of a program a student should be able to:

1. Embrace pluralism
2. Be sensitive to difference
3. Be respectful of different ways of understanding the world and how it works
4. Be curious
5. Be open-minded

6. Demonstrate competence in at least two languages. (p. 12-13)

Hunter, White & Godbey (2006) undertook a study to identify the knowledge, skills and abilities that individuals required in order to be considered globally competent. Important steps of global competence

is for a person to develop a keen understanding of his or her own cultural norms and expectations: A person should attempt to understand his or her own cultural box before stepping into someone else's...[Explore] cultural, social and linguistic diversity, while at the same time developing a nonjudgmental and open attitude toward difference... and establish a firm understanding of the concept of globalization and world history...the recognition of the interconnectedness of society, politics, history, economics, the environment and related topics. (p. 279)

The authors suggest that the inward and outward explorations and awareness be undertaken simultaneously and argue that the development of these competencies be undertaken in primary/secondary school, building progressively towards higher competence through university.

2.1.5.4 Role of Faculty and Students

A number of authors indicate the centrality of faculty within the process of internationalizing the curriculum, the importance of developing their capacity to do so and the key role that domestic and international students can play in internationalizing the learning experience. Maidstone (1995) introduces the concept of international literacy as it applies to faculty and the importance of faculty developing the international and intercultural knowledge, skills and abilities in order that they can effectively internationalize the curriculum. McGill

(2000) expresses concern that there should be more done about developing a worldly faculty.

They can be agents of a holistic approach to a more broadly defined education program, or they can balkanize the curriculum, allowing cross-cultural scholarship to settle in tiny niches with little overall impact. (p. 3)

Olsen and Kroeger (2000) undertook a study on the global intercultural competence of faculty and staff at New Jersey City University. Based on the premise that intercultural communications is a vital component of most human interactions and that intercultural sensitivity does not come naturally they argue that

We need contexts within which we can learn more about each other and practice our intercultural communication skills. It requires hard work together to overcome ethnocentrism and to explore new relationships across differences. As we become more aware of our differences, we are challenged to understand better why we and others around us react the way we do to each other. With enhanced intercultural sensitivity and communication skills, we can aspire to change our destructive reactions. (p. 31)

Several of the major findings in the study indicate that strong role that second or third language acquisition and substantive experience abroad has on the level of global competence of staff and faculty. Advanced proficiency in one or more languages, other than English, and living/working abroad for more than three months increases the likelihood of global competence and level of intercultural sensitivity. Based on this, they note the importance of professional development opportunities on and off campus for faculty and staff and, in particular, the experience of working in another language and culture.

In terms of practical strategies to support and increase faculty efforts to internationalize their teaching practice Bremer and Van der Wende (1995) articulate the value of providing incentives, showcasing innovation and supporting work in development. McKellin (1996) and Bond (2003) identify the importance of enhancing the capacity of faculty to internationalize curriculum through knowledge and skill development and developing collegial networks of support.

Finally, the role of domestic and international students in internationalizing the teaching and learning practice is seen as important dimension. Bremer and Van der Wende (1995) feel that the process should include a strong commitment “to guarantee an intensive integration of domestic and foreign student populations, both within and outside the learning process” (p.118). Whalley (2000) identifies the diversity of the student population on most campuses as an important opportunity to internationalize the learning process.

The diversity in our classes, truly unimaginable 25 years ago, is a pearl of great value...recognizing and honouring the pearl, the diversity of our students, creates the alchemy in our classes to produce the knowledge, skills and attitudes that add up to a relevant education. (p. 7)

Bond (2003) also acknowledges the potential role that students can play in the internationalization process and the importance of getting to know students and developing a climate of respect and trust in order to facilitate their involvement in internationalizing the learning experience.

2.1.5.5 Status of Internationalizing the Teaching and Learning Practice

In a study commissioned by the United Kingdom government's Department of International Development, Lunn (2008) assessed the current state of global perspectives in UK's higher education institutions and made policy recommendations for the future. Through the development of global perspectives students would be equipped with the following knowledge, skills and abilities

With knowledge about the people, places, and cultures of the world and an understanding of political, economic, social and environmental processes and issues, they are aware of the world around them and can interpret contemporary global issues at home (such as immigration) and abroad (such as natural disasters). With a range of skills such as languages, they are trained to communicate effectively across language and cultural divides and compete in the international job market. With an awareness of diversity and a respect for difference, they hold the values, attitudes, and behaviour that help them appreciate diversity and multiculturalism in the United Kingdom, and beyond, and can make a contribution as national, as well as global, citizen. (p. 2)

Through the survey, the data collected indicated that although the global dimension was present and growing, its presence was uneven across institutions. Some of the issues that confronted institutions in their efforts to internationalize the teaching and learning practice included the structure of some disciplines that challenged new and multidisciplinary approaches, competing academic priorities and the focus on international student recruitment for financial reasons. Lunn (2008) acknowledges that with the complexity of the process and the range of stakeholders there are no easy fixes. However,

What is needed now is further coordination leading to an explicit and well-published strategy, which is then linked to the mobilisation

of resources to pursue the strategy, supported by a more visible reward structure in higher education as a whole. (p. 21)

2.1.6 Language

Language plays an important role in the internationalization process (Cooper, 2007). As “language is intimately related to identity, it is very much through language that understanding is achieved” (p. 529) and because of that it is important to develop linguistic capabilities within students. The challenge for institutions is determining which languages they should offer.

The Bologna Process further challenges the choice of languages that institutions offer according to Kerklaan, Moreira, and Boersma (2008). They indicate that the Bologna reforms are focussed on creating a structure that enables qualification comparisons and recognition of grades and qualifications across Europe, facilitating the mobility and employment of graduates within the region. One response to the challenges of communication in a multilingual environment is to change curricula from local language to the English language. Therefore, they note a significant hurdle for institutions operating in an increasingly entrepreneurial and economic environment and developing an language policy that is not limited to English

The real challenge for an internationalised institution in Europe today is how to provide a multilingual environment for students and staff which values the use of multiple languages and facilitates the exchange of students, teaching and non-teaching staff. Providing students and staff with the competences they need for participation in such an environment, in and beyond the university, requires serious attention to the need for generalized multilingual competences amongst the university population, (p. 253)

An important development in the area of language policy is the development of the *Common European Framework of Reference for Languages: Learning, Teaching, and Assessment*. According to Bärenfänger and Tschirner (2008)

This particular language policy initiative is a reflection of the political and social realities of a multilingual and multicultural Europe that aims to form a single European education, employment, and residential space for its citizens. (p. 82)

In the 1980's, they note that the Council of Europe recognized that not only did linguistic diversity challenge communication and mobility but so did the range of educational traditions and ways of teaching and assessing foreign language competence. "It was very difficult to know how well someone could use a foreign language simply by looking at his or her language certificate" (p. 82). According to them, in order to preserve linguistic diversity, enhance plurilingualism and promote communication, interaction and mobility in Europe, the Common European Framework of Reference developed goals that promoted and facilitated cooperation, supported mutual recognition of language qualifications and assisted with the coordination of the efforts amongst stakeholders.

Mansilla and Riejos (2007) state that the Common European Framework of Reference is

A guideline developed through a process of scientific research and wide consultation that provides a practical tool for setting clear standards to be attained at successive stages of learning and for evaluating outcomes in an internationally comparable way. (p. 193)

Furthermore, the Common European Framework of Reference outlines scales of proficiency for reading, writing, listening, oral interaction, and oral presentation. Another instrument, the *European Language Portfolio*, was developed shortly after the Common European Framework of Reference and aims to

Educate students to become autonomous, life-long language learners who can assess their proficiency in the different language skills realistically and can communicate this to institutions for further education, employers, and other interested parties. (p. 193)

2.1.7 Conclusion

In conclusion, from the internationalization literature reviewed there are a number of core elements that appear to be important for the effective development of international education. Clearly defining the term and outlining the rationale (s) for involvement in it helps contribute to a broader understanding of the concept and potentially commitment to it. Implementing a range of integrated internationalization program strategies with a comprehensive series of organizational strategies produces a broad and deep change. By considering students at the heart of internationalization, a framework is created that fosters an approach that considers the impact of international activities on the learning experience of all students. By considering internationalization as a process, the cyclical nature of it and the variety of stages that stakeholders must go through in the course of implementing it are recognized. It is this framework that guided the exploration of Alberta's internationalization efforts.

The above principles, key elements and mechanism have provided me with the conceptual framework for implementation that I have attempted to follow as a practitioner and have found to be helpful in internationalization efforts at a provincial level. For example, in my work for the BCCIE, I made a deliberate effort to define internationalization and why it was important to support the process; develop comprehensive plans and programs that supported a broad range of mutually strengthening activities that focused on the student; and undertake a range of awareness raising exercises and professional development events to support the implementation of the process at various stages by the educational community of faculty, staff and students. As a consultant, as well as well as in my roles with the International Education Branch of Alberta Advanced Education and Technology, I ensured that there was an overall plan and direction for supporting and developing international education in the Province that included a variety of programs and services that were linked to a series of internationalization goals that were embedded within the Departments plans and financial systems.

3: The Canadian Context

3.1 Overview

International education occurs within and is influenced by a complex range of factors. The Canadian context provides the backdrop for internationalization. While profiling the full breadth and depth of the Canadian landscape is beyond the scope of this project, the following sections provide selected highlights on the characteristics of Canada, the structure of its education system, the stakeholders involved in international education, and the issues and status of internationalization in Canada.

3.2 The Canadian Landscape

Canada is a multicultural nation that began with the settlement of aboriginal peoples thousands of years ago, to the colonization by the French and the British, to the immigration of individuals from around the world. According to Statistics Canada, 2006 census data, Canada had more than 200 ethnic origins. After Canadian, English, and French, the most common ethnic origins were Scottish, Irish, German, Italian, Chinese, North American Indian and Ukrainian. Visible minorities represented 16.2% of Canada's total population.

In 1971 Canada declared multiculturalism as official state policy. According to Dewing and Leman (2006) the key objectives of the policy were:

- To assist cultural groups to retain and foster their identity;

- To assist cultural groups to overcome barriers to their full participation in Canadian society...;
- To promote creative exchanges among all Canadian cultural groups;
- To assist immigrants in acquiring at least one of the official languages. (p. 4).

In 1982, through the Canadian Charter of Rights and Freedom, our multicultural heritage was formally recognized as part of the Canadian society and equality and fairness was guaranteed to all, regardless of race or ethnicity. In 1988, the Multiculturalism Act was adopted by Parliament for the preservation and enhancement of multiculturalism – the first national multiculturalism law in the world. According to Dewing and Leman (2006) it sought to

assist with the preservation of culture and language, to reduce discrimination, to enhance cultural awareness and understanding, and to promote culturally sensitive institutional change at the federal level. (p. 7)

As noted in the *Annual Report to Parliament on Immigration, 2009* Canada has a

tradition of openness to newcomers from around the world. We have maintained the highest relative level of immigration of any major western country, attracting nearly a quarter of a million permanent residents in 2008.

Given the national demographic trends and demand for skilled labour, there is a strong economic component to both federal and provincial immigration strategies and a focus on seeking immigrants with the necessary technical and professional qualifications. The Canadian Experience Class program that was established in 2008, helped international students and temporary foreign workers

become permanent residents. There is also a long-standing commitment to refugee protection and in 2008 received 22,000 refugees.

Language diversity is a key element of Canada's uniqueness. Based within the foundation of the Constitution, English and French are the official languages of Canada. In 2003, the federal government provided an increased focus on the official languages, through the release of *The New Act: New Momentum for Canada's Linguistic Duality. The Action Plan for Official Languages in Canada*, which outlined goals to significantly increase the number of students proficient in their second language, by the year 2013. One of the significant outcomes of this plan was the consideration of the development of a common framework of reference for languages in Canada – one that

could provide a common basis for describing and measuring language proficiency, one that could be understood by all users. (Vandergrift, 2006, p 3)

In terms of foreign policy, the federal government has been active internationally for a significant number of years and in 2009 the Department of Foreign Affairs and International Trade (DFAIT) celebrated its centenary. The Department's global reach is accomplished through its 168 missions in 109 countries. Key elements of its mandate include working for international peace and security, promoting trade and investment, improving human rights and advancing international law.

3.3 Education in Canada

Canada is a federal constitutional monarchy composed of ten provinces and three territories. The division of powers between federal and provincial governments is laid out in the Constitution Act, 1867. In terms of education, provincial governments have responsibility for the development of policy, and legislation, coordinating, regulating and funding post-secondary institutions within their jurisdiction. As such, each province and territory has developed its own educational structure and institutions, although there are many similarities amongst these systems. Within each jurisdiction, the responsibilities for education (K-12 and post-secondary) either reside within one department or ministry of education or are split between two departments or ministries (e.g. in Alberta, Alberta Education is in charge of K-12 education and the Alberta Advanced Education and Technology is accountable for post-secondary education). In addition, there may be various organizations or agencies that provide educational stakeholders with a range of services such as research, coordination and advice (Shanahan and Jones, 2006).

Although there is no federal government department of education, various departments at the national level have a range of responsibilities for supporting aspects of post-secondary education provincially such as the Ministry of Finance in terms of transfer payments and the Department of Human Resources and Skills Development in terms of financial support through the Canada Student Loan Program.

3.4 Internationalization in Canada

3.4.1 Stakeholders

Within Canada there is a growing international education sector that includes: private and public primary, secondary and post-secondary schools and institutions, provincial and federal governments, and a range of national and provincial non-governmental organizations and associations. Each of these groups is engaged, in varying degrees, in a range of international education programs and services – making for a rich and challenging environment. While the breadth and depth of the programs and services provided by a number of these organizations is beyond the scope of this study, key initiatives will be highlighted as they provide opportunities for coordination, collaboration and support in the area of international education.

In terms of support for international education at the federal level, DFAIT supports the international marketing of educational products and services. Over the last several years, DFAIT has focussed considerable effort in developing the “Imagine” brand for studying in Canada. With a focus on the recruitment and retention of international students, the marketing campaign is focussed on key messages, logos and coordinated presence at selected international venues and fairs. A number of provinces have used these international events as opportunities to bring together interested schools and institutions within their jurisdiction in order to enhance their provincial profile. To further support these efforts, the Government of Canada launched the Vanier Canada Graduate Scholarships program with the purpose of attracting the best doctoral students to

Canada. In addition to marketing educational products and services, DFAIT provides a range of services through the Canadian embassies and consulates around the globe. Citizenship and Immigration Canada (CIC) issues student authorizations and handles international student immigration matters. Key initiatives launched over the last several years have focussed on creating additional work opportunities for international students. Through the Off-Campus Work Permit program, the Post-Graduation Work Permit program and the Canadian Experience Class, CIC has created enhanced opportunities for international students to work during and after their post-secondary studies. The Canadian International Development Agency offers scholarships for students from developing nations and supports international education development projects. Human Resources and Skills Development Canada, has supported two mobility programs: the Canada – European Program of Cooperation in Higher Education, Training and Youth and the Program for North American Mobility in Higher Education since 1995. These programs were designed to create opportunities for institutions and organizations to cooperate in preparing students to work in a global context through mobility, institutional partnerships and the exchange of knowledge and training. It is important to note that the call for proposals for 2011 was cancelled for both programs. Finally Industry Canada, through the Government of Canada's Innovation Strategy, identifies the importance of attracting outstanding international students to strengthen the country's innovation capacity and economic competitiveness.

National associations and organizations of note include: the Canadian Bureau of International Education (CBIE), the Association of Canadian Community Colleges (ACCC), and AUCC and they provide a range of programs and services in support of international education to member schools, colleges and universities. In particular, the CBIE, on behalf of its public and private school and post-secondary institutional members undertakes advocacy, research, policy development, organizes networking and professional development opportunities and administers a range of scholarship programs for staff. ACCC in terms of its international focus, undertakes and provides opportunities for its community college members to participate in international education projects as well as professional development events. AUCC's international efforts encompass research, policy development, professional development and international project work. The Canadian Education Centre (CEC) Network, up until 2009, was involved in the promotion and marketing of Canada as a destination of choice for international students through a range of international events and through a series of offices in key countries around the globe. Languages Canada ensures that private and public English and French language member institutions meet internationally recognized standards of quality.

Selected provincial ministries, primarily through departments of education and/or advanced education, but also through involvement by departments responsible for economic development, immigration, intergovernmental relations, and technology and innovation are engaged in the development of

internationalization policies/plans, programs and/or services. These are outlined in more detail in section 3.4.4.

At an institutional level private and public ESL schools, private high schools, private career colleges, public high schools, public colleges/cegeps, institutes and universities have implemented a range of international programs and services focused narrowly on international student programs to broad based policies, plans and programs to support a broader internationalization strategy.

Knight (1996) commented on the advantage of having such a wide variety of players focused on various aspects of internationalization but acknowledged that this did not necessarily mean a common understanding and purpose. She further cautioned that

The participation of the different sectors in the internationalization of our education system can clearly be an asset *if* there is an understanding and respect for the different perspectives and priorities within and among the sectors. Even more critical is to find ways for the sectors to cooperate and, where appropriate, to coordinate their activities and resources to further support and promote the internationalization of the higher education system in Canada. (p. iii)

This call for greater understanding and increased collaboration is a theme that presents itself in a number of reports undertaken by various Canadian actors over the years. These issues and others are outlined in the following section.

3.4.2 Canadian Internationalization Issues

This stakeholder complexity has contributed to the development of various reports (DFAIT, 1994; Tillman, 1997; Conference Board of Canada, 1999 and Farquhar, 1999) that identify concerns over the lack of an overall strategic

approach to internationalization, the need for greater coordination, coherence and collaboration amongst the stakeholders and an investment in and support of internationalization.

In 1992 *Inventing our Future: An Action Plan for Canada's Prosperity* was released and outlined a series of recommendations to set a new direction for Canada's future. One of the components of building a learning culture was to provide an "international focus to education and training, to prepare Canadians to meet the challenge of globalization" (p. 50). Recommendations focused on strengthening the international orientation of curricula, research and scholarship; expanding interest in and access to language programs; internationally recognized programs, international exchange programs (students and faculty) and collaborative research; strengthening international linkages; enhancing the recognition of skills and knowledge obtained internationally, and promoting opportunities in Canada, abroad. The provincial and territorial governments, the federal government and educational institutions were identified as key players in the development and implementation of this strategy.

In 1994, the federal government responded to the Report of the Steering Group on Prosperity in the paper entitled *The International Dimension of Higher Education in Canada: Collaborative Policy Framework*. The document stated specifically that

Our major weaknesses in relation to internationalization stem principally from a lack of coordination among governments, institutions and organizations. (p. 16)

The report goes on to identify the absence of coherence in policies amongst stakeholders, a lack of support for internationalization activities and no strategic approach to internationalization.

In 1997, ACCC, AUCC and CBIE commissioned a project (Tillman, 1997) to

Develop a planning framework around which institutions and governments can begin structuring their relationships so that they might provide a more orderly and effective presence in the global marketplace and a more understandable, sustainable, coordinated and accessible support framework in Canada to meet the needs of students, institutions and governments. (p. 1)

A number of key challenges were identified in the report and included the need to: improve coordination, communication and consistency amongst internationalization stakeholders; develop a public policy vision of international education and to obtain appropriate funding to support efforts. Tillman identified the important role that governments should play both in terms of developing clear public policy and in investing human and financial resources to support the internationalization of higher education; the leadership role that national organizations such as ACCC, AUCC and CBIE could play to advance internationalization; the need for student mobility programs to provide enhanced opportunities for domestic students; and, the requirement to collect and analyze data on an ongoing basis in order to provide stakeholders with the necessary information to address issues.

In 1999, the Conference Board of Canada released a report entitled *The Economic Implication of International Education for Canada and Nine*

Comparator Countries: A Comparison of International Education Activities and Economic Performance. The research revealed a positive relationship between international education and national economic performance. However, Canada's somewhat modest investment in international education may have resulted in economic costs. The authors conclude with the challenge that

Treating international education as an investment, not a cost, and understanding that the value of ideas and knowledge is not bounded by borders in a global economy are fundamental for developing effective international education policies and programs...Leadership will be required to raise awareness of the importance of international education and build support and involvement by employers, educators, students and other key stakeholders. Government can play an important role in delivering that leadership. (p. 117)

Finally, CBIE produced a report *Advancing the Canadian Agenda for International Education* (Farquhar, 1999) again to attempt to address the issue of lack of coordination and the need for an overall vision and agenda for international education. Farquhar (1999) acknowledges the plethora of work and ideas put forward to respond to these challenges but notes that little strategic action has occurred. He argues that this is partly a result of competing interests, with provincial governments viewing internationalization as important to their economies, institutions seeing internationalization as important for their prestige and financial enhancement and the private sector interested in the commercial aspects of internationalization. Furthermore, he notes that all three sectors have higher priorities than international education. However, he believes that key considerations in furthering the agenda are: building on existing efforts; recognizing the key role that institutions play in the process; actively involving provincial governments given their responsibility for education; establishing

strategically focused “signature” programs; acknowledging the important role of data and information to support internationalization; and developing effective communication strategies to advocate the importance of internationalization. Farquhar recommends “the creation of a national association of regionally based, institutionally driven consortia for international education” (p. 29) in order to develop and implement a national agenda for internationalization, provide professional development services, foster best practice, create a coordinated conduit of funding from various sectors and to capitalize on Canada’s education brand.

3.4.3 Canadian Internationalization Trends

Unfortunately in Canada there has not been a significant level of research on internationalization and current trends. However, there have been a small number of pan-Canadian research projects that have been undertaken to examine key aspects of internationalization. In 1996, AUCC, CBIE, and ACCC commissioned a survey (Knight, 1996) on the perspectives of the education, government and private sectors on the internationalization of the higher education system in Canada. The results revealed that all sectors agreed that the most important reason for internationalization is “to prepare graduates who are internationally knowledgeable and interculturally competent” (p. iii) but there are differences amongst sectors on the reasons why this is important. The education sector emphasized the importance of preparing graduates for the interdependent nature of the world where there is a need for greater cooperation not competition. The government sector emphasized the need for students to

develop the knowledge and skills necessary to effectively compete in the global economy. Similarly, the private sector noted the requirement for graduates to acquire the skills necessary to work in organizations with an increasing global focus and an environment that is highly competitive.

And so while there appears to be an interest in internationalization and agreement amongst the three sectors that an important reason to internationalize is to develop graduates that are internationally and interculturally competent, “there are different and somewhat conflicting interpretations as to why this is necessary” (Knight, 1996, p. iii). While the education sector has identified the importance of this learning in terms of the greater interdependent nature of the world and the need for cooperation, both the government and private sector have identified the importance of developing these skills to enhance competition.

An institutional internationalization survey was undertaken by AUCC in 1999 (Knight, 2000). The survey was conducted to determine the status of the process and to identify key issues, challenges and trends. Knight (2000) reports that there has been significant progress since AUCC’s 1993 survey and in particular there has been an increase in the priority given internationalization by key stakeholder groups; students are the primary focus of institutional internationalization efforts; the internationalization process is maturing and institutions are moving away from an ad hoc to a more strategic approach; academic rather than economic rationales are the drivers for institutional internationalization and the role of faculty in the internationalization process is identified as key. The findings of the survey also indicate that

There is still a significant amount of work to be done to articulate the importance of, and justification for, internationalizing higher education. There is growing confusion about the relationship between: the international dimension of the teaching/learning process, research and community services and international marketing and the export of education. (p. 88)

Key issues identified by participants included the absence of a coordinated strategy at the national level and a lack of funding and coordination amongst stakeholders. According to Knight (2000)

The prevalent view is that federal and provincial governments are not aware of the importance of investments in academic mobility, international development projects and international research collaboration for the intellectual, economic, scientific and technological capacity of Canada. (p. 6)

A follow up to the above survey was undertaken by AUCC in 2006 and it was noted that the internationalization of the teaching, learning and research services at Canadian universities was strongly reflected within institutional strategic plans. Furthermore, the importance of developing internationally and interculturally competent graduates was identified as an important component of institutional agendas. Another key highlight was that a significant number of universities were providing scholarships for domestic students to study overseas and international students to study at the undergraduate and graduate level. Finally, it was noted that a large percentage of universities were delivering programs overseas and there was an increased focus on the internationalization of the curriculum.

Another pan-Canadian survey, undertaken by Bond (2003), examined a component of internationalization - internationalizing the teaching and learning

process and the role of faculty within it. Results of the survey and interviews revealed that although internationalization might be outlined in the institutional mission statement there was little connection to it and what was occurring within the classroom. It was noted that sustainability of the practice requires sincere encouragement supported by appropriate policies and the availability of resources.

A fact sheet on the internationalization of the curriculum was prepared by AUCC in August 2007. It outlines further details on this component of the internationalization process as a follow-up to their survey undertaken in 2006. Whereas in 2000 there was concern expressed about the low level of activity in this area, AUCC commented that based on the more recent survey results, universities are focussing an increased level of attention on internationalizing the teaching and learning practice. The majority of efforts are being facilitated at the institutional and department level, or a combination of them both, with the international education offices playing an increasing role. There is a growing number of internationally oriented programs that were being provided by universities (e.g. International Affairs, Area Studies, International Business, International Development Studies) as well as an increasing enrolment in these programs. There is also a growth in foreign language programs but the number of institutions requiring the development of a second language has declined. A number of institutions are undertaking efforts to support increased faculty participation and, generally, it appeared that faculty were more interested and

engaged in internationalizing the teaching and learning practice and are undertaking a range of activities.

3.4.4 Provincial Government Approaches to Internationalization

Provincial governmental involvement in the internationalization of post-secondary education has historically been fairly ad hoc with most provinces having limited commitment to or long-term support of internationalization, with the exception of British Columbia, Alberta, Manitoba, Quebec, Ontario and Nova Scotia. Over the last decade we have seen provincial governments becoming increasingly involved in internationalization and implementing a range of approaches to support and develop the sector. The following summary of selected provincial strategies is not intended to provide an exhaustive overview of all the provincial efforts but highlight some of the initiatives that I was either directly involved in (in the case of British Columbia and Alberta) or became familiar with during my involvement in the field over the last two decades.

British Columbia has a long history of approaching internationalization comprehensively, commencing with the Ministry of Advanced Education's publication of a mission statement on international education in 1988, shortly followed by the establishment of the British Columbia Centre of International Education (BCCIE) in 1990. BCCIE's mandate to facilitate the internationalization of the post-secondary system was undertaken by: creating opportunities for British Columbians to develop international competencies; building international profile for BC institutions; establishing connections in education, government and industry around the world; strengthening the

expertise of the system and facilitating a coordinated approach internationally. A wide range of programs were established to support its objectives, including a provincial awards program for students to study abroad and faculty to work abroad. Several of the core operating principles of BCCIE were cooperation and collaboration, shared leadership and mutual benefits, and encouragement and assistance. The Ministry of Advanced Education eliminated its core funding to BCCIE in 2002 and despite that it continued to operate, albeit in a limited capacity, until 2008 when it was re-established under a new name, the British Columbia Council of International Education with funding provided by the BC Ministry of Education, Advanced Education and Labour Market Development and the Ministry of Technology, Trades and Economic Development. It continued on with a number of the traditions of the previous organization such as enhancing collaboration and coordination and supporting professional development but took on an increasing role in international student recruitment and the administration of BC's Education Quality Assurance brand.

The Government of Manitoba's involvement in internationalization began in 1999 with the establishment of a staff position focussed on supporting internationalization in the province. In 2005, the Government launched *Reaching Beyond our Borders - the Framework for Manitoba's International Activities* which creates the template for enhanced collaboration, cooperation and synergy in its efforts – provincially, nationally and internationally and outlined the following vision:

Manitoba can be recognized internationally as a competitive economic centre, a lucrative destination for investment, an

attractive location for immigration and international study, and a caring member of the global community. (p. 6)

Within this context, Manitoba several years ago released its *International Education Strategy of the Province of Manitoba: 2009 – 2013*. Within the document they highlight five important elements of international education: international student programs, international education projects and contracts, offshore education and international collaborations, international mobility of students and staff, and internationalizing the teaching and learning and note the importance of undertaking a holistic approach involving all of the elements. Overall objectives are focused on: increasing the number of international students attending post-secondary institutions and subsequently immigrating to Manitoba; increasing the number of international development projects and contracts that are undertaken by institutions and organizations; increasing international collaboration and ensuring the development of an optimal number of offshore programs; promoting opportunities for the mobility of staff, faculty and students; encouraging the internationalization of the teaching and learning practice. While there is a strong economic thrust to the strategy, there is a re-occurring theme that permeates a number of the objectives that focuses on the importance of internationalizing the campus and the curriculum.

Although greater details on Alberta's approach to international education are outlined in Chapter 5, highlights of its strategy are outlined here in the context of other provincial efforts. In Alberta, the government has a relatively long history of involvement in international education, a significant focus of the activities has been on the Kindergarten-Grade 12 sector.

In terms of policy directions, the provincial government launched *Alberta's International Education Strategy* in 2001, emphasizing the importance of international education, it outlined a vision and series of objectives for internationalizing the province's education system and facilitating a more coordinated approach across the entire sector. The strategy outlined a range of activities that were being undertaken by government and proposed a number of additional initiatives for the future. In 2004, the government determined that it was timely to review the International Education Strategy and develop a detailed action plan. An important starting point was determining the status of internationalization in Alberta's education sector through an institutional survey. In November 2005, Alberta Advanced Education launched the *International Education: An Action Plan for the Future*. The plan provided a framework to position the international education sector competitively, facilitate the internationalization of the province's education system, and support and strengthen the 2001 International Education Strategy. The objectives identified in the International Education Action Plan focused on developing the international and intercultural knowledge, skills and abilities of Albertans; promoting Alberta as a destination of choice for international students; increasing the competitiveness of the education sector internationally; enhancing provincial, national and international collaboration and cooperation; and raising awareness of what internationalization is and why it is important.

In 2009, in response to demands for greater collaboration and clarity on the purpose of international education, Alberta Advanced Education and

Technology initiated a review and in response to the outcomes of this examination established the *International Education Framework*. With a focus on the recruitment and retention of international students and faculty, this Framework is linked to the province's economic future and prosperity.

Alberta Advanced Education and Technology's approach to international education provides an important case study on a provincial government's internationalization efforts. With a long standing involvement in international education, the formal development of policies and plans, shifting rationales for international education and the implementation of a range of programs that support various internationalization components, there is much to be learned by an in-depth examination of how it is approaching internationalization and how it could support to a greater degree, the educational mission of international education.

3.5 Conclusion

Canada's commitment to cultural and language diversity, immigration, human rights, humanitarian aid and peacekeeping, are rich and important components of the country's international education efforts. The commitment to and involvement in international education is ever widening, with schools, institutions, provincial and federal governments and national organizations playing a variety of roles in support of the sector.

At the federal government level, we are witnessing a stronger focus on international student recruitment and retention through DFAIT's branding efforts

and CIC's immigration policies. These trends are consistent with what is occurring in other jurisdictions and the increasing focus on the economic elements of international education (IAU, 2006; Van der Wende, 2007 and Huisman and Van der Wende, 2004) rather than the academic components, particularly with the suspension of the 2011 mobility programs sponsored by HRSDC. In addition, what appears to remain elusive is a clear, common understanding of internationalization and the reasons for involvement and coordinated efforts in support of a yet to be defined vision. These are important considerations when developing a model for enhancing the academic mission of international education at the provincial level.

4: Methodology

4.1 Overview

This research project seeks to understand how Alberta's government is supporting both the economic and academic rationales for international education and determine the elements that could enhance the educational impact of provincial governmental efforts in support of international education within its higher education system. In this chapter I will provide background information on the chosen methodology and the rationale for selecting the approach. I will also outline the research design as well as the methods for data collection and analysis as well as ensuring the trustworthiness of the research. The chapter will conclude with details on my roles in the research project, the values and perspectives that I have.

4.2 Methodological Framework

The field of inquiry used to conduct the research is qualitative. Denzin and Lincoln (2000) provide a generic definition of qualitative research as follows:

Qualitative research is a situated activity that locates the observer in the world. It consists of a set of interpretive, material practices that make the world visible. These practices transform the world into a series of representations, including field notes, interviews, conversations, photographs, recordings, and memos to self. At this level, qualitative research involves an interpretive, naturalistic approach to the world. This means that qualitative researchers study things in their natural settings, attempting to make sense of, or to interpret, phenomena in terms of the meanings people bring to them. (p. 3)

Cresswell (1998) argues that there are a number of strong reasons to select the qualitative methodology such as the nature of the research question, the need to examine and provide a detailed picture of the topic, the importance of examining the topic in its naturalistic setting and role of the researcher as an “active learner”. The focus of this research project is on examining what the Alberta government is doing to support international education provincially, the context within which international education is operating and how the government might strengthen the academic mission of international education in the future – questions that are qualitative in nature. Internationalization is a complex process that involves a wide variety of stakeholders, engaged in a range of strategies with various rationales in a challenging international and external environment. Examining international education within a field setting allows for a detailed exploration of these complexities in their natural environment. Finally, by being an active learner throughout the research project, I had the opportunity to bring myself into the research and learn from the participants and through the writing of the report.

The case study approach is used in this research project. Cresswell (1998) defines a case study as a

case (or multiple cases) over time through detailed, in-depth data collection involving multiple sources of information rich in context. (p. 61).

Yin (1994) indicates that

Case studies are the preferred strategy when ‘how’ or ‘why’ questions are being posed, when the investigator has little control

over events, and when the focus is on a contemporary phenomenon with some real-life context. (p. 1)

Stake (2000) categorizes case studies into three types: intrinsic, instrumental and collective. An intrinsic case study is undertaken for the purposes of understanding a particular unique case rather than a construct or phenomenon. An instrumental case study is pursued to “provide insight into an issue” (p. 437) and to further understanding of the issues. A collective case study is an instrumental case study involving an examination of a collection of individual cases. This research project is an instrumental case study as it was felt that by examining how Alberta’s Department of Advanced Education and Technology is supporting international education and how it could strengthen its support, this could be helpful to other governments in terms of their interest and/or involvement in strengthening international education within their respective higher education systems.

4.3 Case Selection

For this project, I chose to examine the Alberta provincial government’s role in advancing the academic mission of international education. At the time that I initiated this research, Alberta was one of the few provinces, at a government level, that had articulated both an academic and economic rationale for its international education efforts through the initial *Alberta’s International Education Strategy* and the subsequent *International Education: An Action Plan for the Future*. Furthermore, a series of programs and initiatives had been implemented that supported one or both of these rationales e.g. Internationalizing

the Teaching and Learning Practice: Awards of Distinction. In addition, both Education and Advanced Education and Technology were involved in international education, albeit in differing ways. Finally, the majority of public post-secondary institutions in the province had been involved in international education for a number of years. These elements combined to create a rich environment to examine.

On a practical level, the case was selected in part because of my positions within AAET and my involvement in the development and/or support of international education within the Province. As such I have a good understanding of the provincial educational system, the various ministries involved in the process, and the range of internationalization programs, plans and policies in place – some of which I was responsible for developing. In addition, I have established positive working relationships with a variety of stakeholders within the province as well as across Canada, creating an easier avenue to access information and a greater likelihood that individuals will make themselves available for discussion and dialogue.

4.4 Data Collection

According to Yin (2009), one of the significant strengths of the collection of data in a case study is to utilize multiple sources of evidence. Two primary data collection methods are used in this research project: document analysis and interviews. In addition, as a participant observer in my roles as an employee and consultant with Alberta Advanced Education and Technology, I was involved in the development and implementation of a number of international education

documents and programs. Through the process of using multiple methods, or triangulation, the researcher hoped to strengthen the soundness of the data.

Triangulation has been generally considered a process of using multiple perceptions to clarify meaning, verifying the repeatability of an observation or interpretation. But, acknowledging that no observations or interpretations are perfectly repeatable, triangulation serves also to clarify meaning by identifying different ways the phenomenon is being seen. (Flick, 1998; Silverman, 1993 in Stake, 2000, p 443-444).

4.4.1 Document Analysis

Recognizing that it would be difficult to understand the context of Alberta government's involvement in international education and the potential intention of its engagement without reviewing and analyzing key plans, policies and program details, document analysis is a significant method of data gathering. The results of this analysis are outlined in Chapter 5.

In terms of the document analysis, I focussed on the documents that I felt would provide a comprehensive overview of the Alberta context which are listed in Appendix 5. The selection of the reviewed documents, including websites, is based in part on my employment experience with Alberta Advanced Education and Technology, where I was either involved in providing input into selected plans, policies or programs or was aware of their existence, and in part by the advice provided by government colleagues.

From my experience, Alberta appears to have a strong commitment to planning (strategic, business and operational planning) and highlights key issues through a range of policy documents. Through annual and three-year planning cycles each Department within the provincial government is responsible for

capturing its vision, objectives and strategies in documents that are made available to various stakeholders and the public e.g. *Today's Opportunities, Tomorrow's Promises: A Strategic Plan for the Government of Alberta* and *Alberta Advanced Education and Technology Business Plan 2008-2011*. In addition, the Government of Alberta has developed a range of policy documents that highlight critical positions on selected issues e.g. *Supporting Immigrants and Immigration to Alberta* and *International Education: An Action Plan for the Future*.

Through various programs details, primarily outlined through a range of websites, but also through program documents, the purpose and focus of the programs are identified e.g. the Campus Alberta Grant for International Learning and the Awards of Distinction: Internationalizing the Teaching and Learning Experience. Finally, as students from the secondary system go on to access post-secondary education within the province and the K-12 and post-secondary collaborate on selected international education initiatives, consideration is given to the international education policy and program information from the perspective of Alberta Education e.g. The Alberta Social Studies Kindergarten to Grade 12 Program of Studies.

The key questions that guided the document analysis are:

- What are the internal and external factors that are influencing Alberta's involvement in international education?
- What are the rationales for engagement in internationalization?
- What are the international education policies and programs in place, how do they relate to the stated rationales and what are the core elements that are present that support the process?

4.4.2 Interviews

Interviews are used to supplement and clarify the data gathered through the document analysis and observation and gather perspectives on how the provincial government could support a more educational thrust to its international education activities and are summarized and analyzed in Chapter 6.

The sampling method used to select the participants in the interview process is purposive sampling. According to Brewerton and Millward (2001) through this approach “individuals are selected from a population according to an underlying interest in particular groups” (p. 117). With the selection of information rich cases, the “researcher can learn a great deal about issues of central importance to the purpose and investigated phenomena of the study” (Corbin Dwyer and Buckle, 2009, p. 838).

A number of considerations were given to selecting participants that would contribute multiple perspectives from a variety of sites that would provide important contextual information, all of whom have participated and/or supported the internationalization process for a significant period of time. In particular, consideration was given to selecting interviewees from different types of organizations (e.g. provincial governments and institutional representatives from the college, institute and university system) types of positions (e.g. senior level and practitioner), all of whom will provide important contextual and stakeholder perspectives.

In total there were ten interviews that were conducted as follows:

- Three government representatives, from two Departments within Alberta provincial government, who were involved in international education.
- Three faculty members. from three different faculties (Nursing, Human Services and Education), one of whom also holds a senior administrative position within her faculty, from three different institutions (two universities and one college).
- Four institutional administrators, two of whom are responsible for international education policies, programs and plans for their institution and two responsible for international program within a specific faculty, from four different institutions (two universities and two colleges).

The participant selection is summarized as follows:

Table 1. Summary of Interview Categories

Category	Number	Institutional Type	Other
Government employees	3	<ul style="list-style-type: none"> • Provincial government 	
Institutional Administrator	4	<ul style="list-style-type: none"> • Two universities • Two colleges 	Three individuals responsible for institutional international education an one responsible for international education in Faculty
Faculty	3	<ul style="list-style-type: none"> • Two universities • One college 	Faculties of Nursing, Human Services and Education

Participants were interviewed by me in my capacity as a student in the hopes that my position, organization and approach had less of a chance of influencing discussions. In terms of the faculty members, I had not met them previously in my capacity with the Department. In terms of the other government employees and institutional administrators interviewed, I have previously worked with each of them, directly or indirectly, in terms of my work with Alberta

Advanced Education and Technology or previous positions. It was understood that my position within government and the awareness of my perspectives and approach to international education might influence the responses by participants. However, because of my experience working in the field and the strong commitment to maintaining positive relations with my colleagues, it was felt that these factors would assist with the needed rapport with the interviewees in order to create a climate for open communication.

The interviews were conducted using an open-ended interview and questions were developed in line with the purposes of the research project outlined in Chapter 1. The broad questions used to frame the discussions were as follows:

1. Why do you think it is important to internationalize higher education? Why is the government/ministry involved in international education? Should it be involved in international education for other reasons?
2. What internal and external factors do you think are influencing the government's involvement in international education?
3. What do you feel are the key roles and responsibilities that the provincial government should have in the area of international education?
4. What competencies do you feel are crucial for post-secondary students to develop in order for them to live and work in an increasingly interdependent and complex world? Does the provincial government have a role in strengthening these perspectives? If yes, what is/are the roles and how might these be undertaken? If not, how do you see these perspectives being developed?
5. What do you think are the key issues and challenges that the provincial government is facing in developing and supporting the international education in the post-secondary sector? How should the provincial government address these issues and challenges?

The interviews questions were supplemented, as required, with probes and additional questions to flesh out emerging themes/categories of information. Given the complexity of the questions and the desire to create as comfortable environment as possible for the interviews, I forwarded the proposed questions to the interviewees in advance of the scheduled interview time. A number of interviews were conducted by telephone to accommodate interviewee availability and physical location outside of Edmonton. The remaining interviews were conducted face to face and all were recorded and transcribed. I took the necessary steps to ensure the protection of human rights following SFU guidelines and access was gained through individual permission (see Appendix 2 and 3).

4.4.3 Participant Observation

I have been indirectly and directly involved in the sector in three positions within the International Education Branch of first Alberta Learning, then Alberta Advanced Education and subsequently Alberta Advanced Education and Technology as well as positions within Alberta Advanced Education and Technology. My initial involvement commenced with a contract to determine the status of international education in both the primary and secondary as well as post-secondary sectors as well as the initial development of the international education action plans for both sectors. Through these projects I observed the internal processes undertaken to obtain commitment to these projects and approval of the final products and witnessed some of the comments made along the way. In my positions working directly in the International Education Branch, I

undertook significant roles and responsibilities in terms of developing and gaining internal support for the *International Education: An Action Plan for the Future* as well as selected program initiatives. This involved regular connection with individuals within the Department as well as well as participation in formal and informal meetings with representatives from the public post-secondary system. I was able to observe the level of support for and commitment to international education, gain an understanding of the range of rationales for involvement and the types of programs that were of potential benefit. As a working committee member I was involved in the development of the international student component of the *Supporting Immigrants and Immigration to Alberta* and provided some input into the development of the *International Education Framework* and as a consequence developed a broader understanding of the intent and rationale behind these documents. Furthermore, as a senior administrator within Alberta Advanced Education and Technology, I am regularly involved in, or exposed to, a range of communication, documents and discussions around a variety of issues, programs, plans, policies and strategies that occur during the regular course of business, all contributing to a broader understanding of the government and post-secondary system context.

As an observer, I have either been more directly engaged and connected with the research group through my roles with the International Education Branch or more indirectly as a consultant and student. The potential implication of an insider position (one where the researcher shares the phenomenon under study

or an outsider position (one where the researcher is less connected to the phenomenon) according to Corbin Dwyer and Buckle (2009) is

The personhood of the researcher, including her or his membership status in relation to those participating the research, is an essential and ever-present aspect of the investigation. (p. 55)

Because of potential influences of position on the level of access to information and the understanding of research topic, I have identified my roles as a participant and ensured that other methods of data collection were used to clarify meaning and understand the different ways that internationalization is viewed.

4.5 Analysis

Case study research involves ongoing examination and interpretation of the data. This process was guided by the tools of narrative and content analysis, in order to refine and substantiate meanings. In terms of narrative analysis, Bruce (2008) indicates that

Narrative inquiry is both a procedure for qualitative research and a means of reading and understanding the significance of research participants' narrative stories. In this approach to research, researchers listen to participants' stories about their lives and engage with them in reflective dialogue in order to interpret the meaning of the chosen areas of research. (p. 323)

Linde (2001) argues that an important consideration in narrative analysis is the institution or organization in which it was developed and the role that it plays for that institution or organization. Through the extensive analysis of these narratives, including the examination of the forms that are maintained, the relationships between the forms and the evaluations of the forms, this allows

Us to map the work that narratives do in institutions: maintaining identity and continuity, negotiating power relations, managing changes, and marking membership, as well as transacting the daily business of the organization. (p. 532)

As identified in earlier sections, international education occurs within and can be influenced by a complex range of factors. An important understanding of these factors and the contexts within which international education is supported is to examine the narratives from the applicable institutions or organizations involved. In this case, this analytical tool was used primarily in terms of the analysis of government documents, given the centrality of its role in international education in this research project. The initial stages of the analysis involved careful reading and re-reading of the documents and immersing myself in the details of the text. The documents were then organized into a spreadsheet that captured core elements such as the originator, type, purpose, messaging in relation to rationales and interpretations. Through an iterative process, I constructed the descriptions outlined in Chapter 5.

In terms of the interviews, the primary data analysis tools were content analysis. Although there was an appreciation for the context within which each of participants shared his/her narratives, and would form a component of the analysis as was appropriate, the questions were broader in scope and were intended to capture a range of perspectives across the system but not deeply within any particular organization or institutions. In terms of content analysis, in this case interview transcripts, were categorized based on themes. These themes were developed based on multiple reviews of the transcripts, in the context of the research questions. While direct interpretation of the content was

an important element, there was also consideration given to the identification of patterns. Through an iterative process, I constructed the descriptions outlined Chapter 6.

4.6 The Researcher – Concepts, Values, Beliefs and Roles

I bring to the research project certain beliefs and values that have guided my approaches. I believe that our world is increasingly complex and interdependent. While this has created economic, social and technological opportunities as well as the potential for greater international understanding and awareness, there is also disparity between developed and less-developed nations, increases in violence and conflict, decreases in cultural and racial tolerance, environmental degradation and widespread health concerns. I believe that the interconnected nature of our globe and these worldwide issues and developments have important implications for education and should be prompting higher education institutions and governments to consider the educational changes required to respond to these realities.

I believe that the internationalization of higher education is one of the important and critical ways to prepare students with the international and intercultural knowledge, skills, abilities and attitudes necessary for living and working today and into the future. Not only do they need to be aware of the complexities and consequences of global realities, it is important for them to function responsibly, sensitively and effectively within them. Graduates need to embrace pluralism and diversity and be sensitive and respectful to others as well as open-minded and curious about other cultures and countries. It is through this

learning that I believe we are helping to build bridges of understanding between cultures and nations and are paving the way to developing a more compassionate, caring and harmonious world.

I believe that governments have an important role to play in the internationalization of the higher education system and supporting the development of world mindedness in their graduates. I believe that there are a number of roles that provincial governments can and do undertake to strengthen international education within their jurisdictions. They have the capacity to facilitate coordination and collaboration amongst the provincial international education stakeholders, and to unify and strengthen provincial efforts internationally by promoting their education system and the province as a whole. Provincial governments can also play a role in terms of knowledge management and of facilitating the sharing of information, research, outcomes and best practices provincially. This can be an efficient method of sharing resources and can contribute to the development of innovation and to strengthening quality. Through the development of standards and policies, governments can create a framework for internationalization to occur within and across their borders, provide a strategic focus for activities, and emphasize the importance of internationalization and the role it plays in positioning the province for the future. Government's involvement in supporting research or commissioning key studies can contribute to the knowledge base. It provides resources for the benefit of the system as a whole, and this is particularly beneficial in a relatively new area of research such as internationalization. Provincial governments can support

positive provincial and federal relations by providing ongoing information to federal government departments on key developments in internationalization, ensuring that they link and connect to federal initiatives and create opportunities for ongoing dialogue and discussion around internationalization. Finally, provincial governments can play important roles in designing and developing programs to support key aspects of internationalization that require strengthening, and currently are not being supported, through other initiatives, such as study abroad programs and internationalizing the curriculum.

My roles in this research project are a practitioner, a student and a government employee. First, I have been a practitioner in the international education field for a number of years. I have worked extensively with a wide variety of stakeholders in supporting and strengthening post-secondary international education at the provincial, federal and international level. As system capacity development was one of the ongoing approaches that I supported, sharing effective practice and maintaining currency with the international education literature were important activities. This fostered an interest in integrating the practice with the scholarly literature on international education and guided the development of a conceptual framework that I have used in this research project. I believe that in order to strengthen international education at a provincial level it is important to: consider both organizational and programmatic strategies; balance a range of rationales; strengthen understanding and commitment to international education; engage in a collaborative leadership model in terms of development and implementation; and,

focus on bringing the benefits of international education into the learning experience of all students. Furthermore, I recognize the important role that the internal and external environment can play in influencing the development of international education and the types of strategies adopted.

Second, I am a student in a doctoral program in Educational Leadership. The program was specifically selected by me for its focus on combining theory and praxis. With a cohort of practitioners drawn from the education system (K-12 to post-secondary), we were engaged in a collaborative learning environment that was structured to expose students to a wide range of scholarly literature, provide opportunities to share and examine knowledge gained through practice and integrate scholarly inquiry with professional knowledge. The culmination of this educational journey is this research project through which I have been able to integrate my professional knowledge within theoretical constructs, with the aim to contribute to the practice of international education.

Finally, I have been a government employee both with the British Columbia and Alberta governments and within those ministries undertaken a variety of roles, all with a focus on the post-secondary system. During my employment, I have been involved in a range of projects and developed and implemented policies, plans and programs and gained an appreciation for and greater understanding of government and the public sector. I have also completed a Master of Public Administration degree which focused on effective and responsible public sector management, policy analysis and development. These experiences have strengthened my belief in the important roles that

governments can realistically undertake in support of the post-secondary system as outlined above.

In conclusion, my experiences and beliefs have shaped my approaches to developing and supporting international education throughout my working career. I brought these experiences and beliefs to this research project and it is, therefore, not value free. What I have done in the preceding section is to attempt to clarify to you as the reader the context that I bring to the project.

4.7 Validity

The case study has been conducted in a manner to enhance validity as described by Brewerton and Millward (2001) in terms of its significance, completeness, evidence and sensitivity. Given the topical nature of internationalization, the growing interest in the process by a variety of stakeholders and an increasing focus on the economic rationale for international education, this research has the potential to be of interest to policy makers, practitioners and researchers in the field of international education. The research and write-up were undertaken in manner to provide as comprehensive a picture of the case as possible so that the environment in which it operated and how it operated could be understood. By presenting an adequate level of evidence, it hoped that reader will be in a position to formulate reasoned judgements. Finally, care was given to ensure that in the process of revealing the case that the confidentiality of the participants was maintained.

5: Document Review and Analysis

5.1 Overview

In order to understand the context of Alberta government's involvement in international education and the rationales provided for its engagement, a range of key plans, policies and program details were reviewed and analyzed. In terms of the document analysis the materials were selected based on my experience with Alberta Advanced Education and Technology and the advice of colleagues within the system, with the intention to provide a comprehensive overview of the Alberta context. The review was guided by the following key questions:

- What are the internal and external factors that are influencing Alberta's involvement in international education?
- What are the rationales for engagement in international education?
- What are the international education policies and programs in place, how do they relate to the stated rationales and what are the core elements that are present that support the process?

Narrative and content analysis were the tools used to review and analyze the details of the documents selected. The initial stages of the analysis involved careful reading and re-reading of the documents which were then organized to capture core elements such as the originator, type, purpose, messaging in relation to rationale and interpretations. Though an iterative process, I constructed the descriptions outlined below.

5.2 Background

Alberta became a province of Canada in 1905. Agriculture was a major focus for early settlers in Alberta and in particular, wheat farming and cattle ranching. In 1947, significant deposits of oil were discovered in Leduc starting an industry that was to transform the economic future of the province. Although still recovering from the global economic downturn, Alberta's economy grew by 3.3% in 2010. In terms of employment, exports and investments, Alberta leads all other provinces. Although the Alberta economy is based on its natural resources, there has been growth in value-added production e.g. petrochemicals and processed foods.

Alberta's population is estimated at close to 3.8 million, with the majority of individuals residing in urban areas. According to Statistics Canada, 2006 Census of Population, there were over 500,000 immigrants in the province, representing 16.2% of the total population in Canada. The top ten ethnic origins include English, German, Canadian, Scottish, Irish, French, Ukrainian, Dutch, Polish and North American Indian.

Since the 1930's Alberta's politics have been characterized as right wing. The Social Credit Party formed the provincial government in 1935 and remained in power until 1971 when the Progressive Conservative Party won the election. In the most recent provincial election in 2008, the Progressive Conservative Party won a majority government with 72 seats in the Legislature and representing the beginning of the party's 38th consecutive year in power.

Alberta, in fact, has a long history of electing majority governments with no minority government ever represented.

5.3 Government Plans and Priorities

The work of the Government of Alberta is guided by a series of plans and policies, from long-term strategic plans that set the overall framework for the province and from which various key sector actions plans are developed as well as specific business plans and annual reports. In the following sections are details on key government plans, highlighted to provide important contextual information on government perspectives and directions and an understanding of the broader government framework under which the international education sector operates. Several of the other action plans and Ministerial business plans will be highlighted in subsequent sections within this chapter.

In 2004, the Alberta government launched a 20-year strategic plan *Today's Opportunities, Tomorrow's Promise: A Strategic Plan for the Government of Alberta* that laid out a vision and long-term direction for the province. While the plan recognized the contribution that high oil and natural gas prices has made to the province's economic growth over the previous decade, the direction for the future is based on a strategy to diversify the economy and on providing the province, and its residents, with new opportunities. It creates a vision for the province where

People are free to realize their full potential and are capable of creating and capitalizing on opportunity, the vulnerable are protected, and the economic fundamentals of the province are strong. (p. 1)

The plan is based on four key pillars: unleashing innovation and creating an environment that will invigorate Alberta's traditional economy with new technology and ideas; leading in learning by investing in Alberta's learning system and ensuring Albertans can accomplish their education goals; competing in the global marketplace and keeping Alberta competitive; and making Alberta the best place to live, work and visit by keeping social programs responsive, modern and affordable. In terms of leading in learning, the plan highlights the important role that education plays in developing a strong economy

Education helps individuals achieve their goals. Equally important is that education helps the province prosper. The Alberta of 2025 will require well-educated, well-training people to comprise a skilled workforce to keep a strong and changing economy vibrant. (p. 8)

It goes on to highlight the importance of attracting skilled workers from outside the province and ensuring that their qualifications are recognized. Strategies that

Will help position Alberta more competitively in the global market, supplement the province's future supply of skilled workers, and ensure full participation in Alberta's communities. (p. 8)

The plan identifies self-reliance and independence as core values of Albertan's, past and present, and acknowledges that Albertan's expect government to provide the economic, social and regulatory policies frameworks for all but the responsibility for maximizing these opportunities rests with individual Albertans.

It has been self-reliant Albertans, not government, who have built Alberta's businesses, raised Alberta's families, taught in the province's schools, cared for patients in Alberta's hospitals, and built communities where people feel safe, respected, and free. (p. 2)

In *Securing Tomorrow's Prosperity: Sustaining Tomorrow's Prosperity*, the economic plan of the government's 20-year strategic plan, a key outcome is for Alberta to have

an economy capable of constantly innovating and creating higher value jobs, goods and services that will sustain [its] prosperity and quality of life and benefit all Albertans. (p. 1)

By enhancing economic advantages, building innovative capacity, strengthening small and medium enterprises and focusing on key value-added sectors, the province will achieve the economic vision identified. One of the key strategies for enhancing competitive advantages is to develop a knowledge-ready workforce, in particular

- Improve ability to educate, develop, attract, and retain knowledge workers.
- Focus education and labour training on value-added requirements. (p.10)

Recognizing the importance of immigration to the province, in July 2005 the Alberta Government released *Supporting Immigrants and Immigration to Alberta* which outlined a strategic framework to support a more coordinated approach to immigrants and immigration. The overall vision for immigration to Alberta is that

Immigrants and their families choose to live in Alberta, where they are able to fully participate in community life and are valued for their cultural, economic and social contributions. (p. 1)

Through efforts to increase the number of immigrants to Alberta, expand programs and services to integrate immigrants into life in Alberta, assist

immigrants to work and support welcoming communities it is hoped that immigration will continue to contribute towards the province's economy, society and culture. Four ministries, at that time, Human Resources and Employment, Economic Development, Advanced Education and International and Intergovernmental Relations outlined a range of strategies to support the areas of focus identified in the report. It is important to note that in terms of attracting immigrants to Alberta, one of the objectives is that

A strategy is developed to facilitate permanent residency for international students completing studies in Alberta who want to remain permanently in the province. (p. 9)

The important social, cultural and economic benefits of international students are recognized in the document as well as their contributions to innovative and international competitiveness. With looming shortages of skilled labour, international students who have experienced life in Alberta, are an important source of immigrants to attract. Although the document has a significant focus on attracting, retaining and integrating immigrants into Alberta for the purposes of sustaining and developing the provincial economy, it acknowledges, through its guiding principles, the important role that immigrants play in contributing to the social and cultural life Alberta, and the need for sustainable investments in education and settlement services.

5.4 Conclusion

The Government of Alberta has committed to the development of a broad range of plans that provide the framework for its future activities and directions.

These plans reveal a strong interest in maintaining the province's prosperity and quality of life for its residents. By attracting, developing and retaining a skilled workforce, enhancing innovation and maximizing the impact of research, Alberta is hoping to become a leading player in the global knowledge network. With an ongoing commitment to accountability and transparency and a respect for the core values of Albertans such as self-reliance and independence, the government is interested in creating opportunities for all individuals to realize.

Given the key emphasis on economic growth and international competitiveness, it is important to recognize the centrality of these strategies and acknowledge their consideration as part of government's provincial priorities now and into the future. Furthermore, given the focus on planning and the coordination of planning activities, the development of policies and strategies must be considered within the context of how they link to and support existing provincial plans.

5.5 Alberta Advanced Education and Technology

5.5.1 Plans and Priorities

Alberta Advanced Education and Technology is responsible for adult learning, apprenticeship and industry training, research and technology commercialization. Over the span of the last six years, the Ministry has undertaken a number of reviews of the advanced education system, or components of it, and engaged in the development of a range of key strategic

plans, a number of which have international education implications and are outlined below.

In 2005, the Minister of Advanced Education initiated a review of the post-secondary system in Alberta. With over 3,000 consultations with a wide range of stakeholders across the province, the government released *A Learning Alberta* report in June 2006. The report provides a 20 year policy framework and series of recommendations to create a knowledge-based province that expanded on the direction outlines in the Alberta Government's *Today's Opportunities, Tomorrow's Promises*. The six policy outcomes identified are:

- A learner-centred society
- Vibrant learning communities
- Global leadership in a knowledge-driven economy and society
- Innovation and excellence through learning
- Seamless advanced learning for all Albertans
- Strategic advancement of learning opportunities. (p.8)

The vision is for a learning system in which learners are provided with a seamless range of opportunities, delivered by a variety of learning organizations, and supported in their individual efforts to achieve educational success. In addition, creativity, exploration and leading-edge research are supported and learners are presented with opportunities to actively engage in global social and economic opportunities. One of the policy directions within the report focuses on the development and implementation of an international education strategy and in particular

Programs that allow Albertans to travel to other countries to participate in learning and language programs, as well as opportunities for international students to study in Alberta, must continue to be expanded in order to strengthen Alberta's relationships across the world. (p. 14)

In addition, the report also identifies the importance of attracting and retaining top international faculty and researchers in order to contribute to the provincial knowledge base.

One of the recommendations in *A Learning Alberta* was to more clearly define the roles and responsibilities of Alberta's post-secondary system. In 2007 stakeholder consultations were initiated to provide input into a policy framework to address this recommendation. The purpose was to create a system that would contribute to the development of a knowledge economy and would enhance social well-being through a program and institutional mix that is responsive to economic, societal and learner needs.

Increasingly, it is understood that Alberta's capacity to create prosperity, sustain growth, and foster high quality of life is developed through ideas and creativity, new products, and adoption of new technologies. (p.1)

Crucial to this idea generation are people with knowledge, skills and creativity. Given the relatively small population base of Alberta, the competitive success of the province not only resides with harnessing the people resources but on collaboration, cooperation and strategic investment.

In the *Roles and Mandates Policy Framework*, released in November 2007, a six sector model of institutional differentiation was proposed: comprehensive academic and research institutions, baccalaureate and applied

studies institutions, polytechnical institutions, comprehensive community institutions, independent academic institutions and specialized arts and culture institutions. The policy framework identifies the following vision

Alberta's social, cultural, and economic well-being is enhanced through a globally recognized advanced education system that provides high-quality and efficient programs, is resilient and responsive to learner and economic needs and unleashes innovation through world-class research and knowledge transfer.
(p.1)

One of a series of priority directions is international education. Within this section, there is a recommendation to develop a provincial international student recruitment and retention strategy that is based on specific outcomes and objectives and that efforts are maximized for these learners to contribute to research and innovation, participate in employment opportunities and stay in the province. In addition, it is suggested that a broader international outlook contribute to expanded international linkages, research and education networks and economic opportunities. Recognizing the needs of a growing immigrant population, the Framework identifies the importance of education providers providing adequate support and training. Finally, it encourages the post-secondary system to develop and design programs that facilitate the adaptation of the foreign credentials to the current job market.

The *Alberta Access Planning Framework, A Context for Access and Demand*, released in June 2008, was a core element of the *Roles and Mandates Policy Framework* and provides the facts, figures and information to support planning in the province's post-secondary system that creates access and

responds to economic and societal needs as well as the learner. The document provided the background data for institutions to consider as part of the development of their individual Institutional Access Plans (IAP). *In the Alberta Access Planning Framework, Setting the Direction (Compendium Document)* further direction was provided to institutions in the development of their IAPs. In particular it was noted that institutions needed to

Provide strategies to deal with immigrant education and training needs, improved policies to articulate the role of international students in Alberta's advanced education and mechanisms to address retention. (p. 7)

There is an acknowledgement of the importance of the diversity of the perspective that international students bring to the learning environment and their interest in learning and engaging with Alberta society but this shifts to focus primarily on their contribution to build the province's knowledge economy and solve Alberta's current and projected labour market shortages.

Finally, in terms of business plans, the Ministry of Advanced Education and Technology released its *Advanced Education and Technology Business Plan 2009-2012*. Recognizing the importance of a highly skilled and qualified workforce, innovation and the application of science and technology to develop a successful economy, the Ministry states the following mission

Alberta Advanced Education and Technology provides strategic leadership for the development of the next generation economy in Alberta through the provision of accessible, affordable and quality learning opportunities for all Albertans and support for a dynamic and intergrated innovation system. (p. 2)

In terms of background, the business plan indicates that in order to develop a next generation economy, Alberta needs to be “globally competitive in developing, attracting and retaining knowledgeable workers, researchers and innovators (p. 3).” as well as diversify its economy. There is also recognition of the need to align and integrate the advanced learning and innovation system in order to further develop the economy. The business plan identifies, as one of its strategies, to “profile Alberta’s post-secondary and research system in key national and international markets” (p. 7) with the number of international students enrolled in the post-secondary system as one of the measurable indicators.

5.6 Conclusion

Over the past six years, Alberta Advanced Education, and latterly the Alberta Advanced Education and Technology, have undertaken a series of reviews and established a range of policy directions for the provincial advanced education system. Starting in 2005 with *A Learning Alberta* report, we see elements of international education represented in a system-wide framework, a potentially positive development. Within this report we see a broader perspective in which international learning opportunities, including second language development, are identified as important opportunities for Albertans as well as encouraging international students to study in Alberta – collectively important for developing relationships around the globe. We then see a policy shift, in which, the international dimension of interest becomes international students and their attraction and retention in the province becomes of increasing focus as a means

to create a strong knowledge economy, address skills shortages and contribute to the ongoing prosperity of Alberta. The business plan indicates a stronger economic thrust to the activities undertaken by the Department, with an emphasis on innovation and commercialization and positioning the system to be globally recognized.

This emphasis is not surprising given the focus of the broader provincial plans and priorities on economic prosperity and the literature reviewed in Chapter 2. Henry, Lingard, Rizvi and Taylor (1999) highlight the blurring of the private and public spheres and note the shift to greater privatization and marketization of education. As Knight (2006) indicates, trade agreements such as GATS which include education services and a broader range of opportunities to export education products and services have prompted countries to place greater emphasis on international commercial trade opportunities for the education sector. What is clearly not evident in recent plans is the importance of the education system in preparing students to live and work in an increasingly interconnected and complex world. Notions of global citizenship, the importance of sustainable development and ethical responsibility are absent as key goals and objectives for the post-secondary system. As Knight (1999), Henry, Lingard, Rizvi and Taylor (1999), Green and Baer (2001) and Haigh (2008) argue, there is a need to balance the economic rationale with a more academic purpose.

5.7 International Education Strategies and Action Plan

In Alberta, there have been three specific Ministry documents that have set the framework for international education within the province: *Alberta's*

International Education Strategy; International Education: An Action Plan for the Future and International Education Framework. It is important to examine these three documents to determine the intent and scope covered within the respective strategies.

5.7.1 Alberta's International Education Strategy

In 2001, the then Alberta Learning⁵, launched a formal provincial document on international education, *Alberta's International Education Strategy*. The Strategy outlines an overall vision, its underlying principles and identifies a series of objectives intended to guide Alberta Learning in its efforts to internationalize its K-12 and post-secondary education system. In terms of the rationales provided for the focus on international education, the strategy acknowledges the need to ensure that Albertans are well prepared to participate successfully in an increasingly competitive world and that there are significant economic benefits of involvement in the international education industry (international students and international projects and contracts). It also indicates that there are a number of important societal and personal benefits to an international education such as

Understanding cultural differences strengthens Alberta's communities and places of work. For individuals, knowledge of other languages and cultures increase opportunities to participate in international research, study, travel, or to enjoy other aspects of international life. Knowledge of other cultures and their languages also increases understanding of world events, and of Alberta's relationship to these events. (p. 1)

⁵ In 2001, Alberta Learning was comprised of both the K-12 and the post-secondary systems.

The Strategy argues that government has an important leadership role to play in international education as there is often greater receptivity abroad to initiatives that are supported and coordinated by government. A strong, consistent provincial-wide messaging abroad will strengthen and enhance individual school and institutional efforts as will support for increased activity in the field.

The aim is to ensure that Albertans are well-prepared as world citizens and are able to enjoy fully the benefits and opportunities of their global community, can participate fully in the economic growth associated with international education, can contribute to international humanitarian projects, and can compete successfully in the global economy (p. 2)

The strategy identified six objectives focused on increasing the number of international students studying in Alberta, improving the international competitiveness of educational programs and services, enhancing the international trade of Alberta's goods and services through the sale of associated education and training products and services; facilitating the international mobility of credentials, providing international education leadership through Alberta Learning's work provincially, nationally and internationally and providing opportunities for Albertans to develop international and intercultural competencies, including second language skills, and participate in international learning opportunities. While these objectives are being outlined to ensure the competitiveness of Albertans and to strategically develop linkages that will lead to further economic benefits, there is recognition of Albertans' role as global citizens and the need for education, training and experiences abroad to develop the perspectives to undertake this role. The Strategy was intended to build on a

number of Ministry programs that were in place at the time of drafting such as the second language training in the K-12 system, exchange programs, twinning and student awards in both the K-12 system and post-secondary sector.

5.7.2 International Education - An Action Plan and a Framework

With the release of the Government of Alberta's 20 year plan, outlined in section 5.2, it was determined that it was timely to review the International Education Strategy that was initiated in 2001 and to develop a detailed action plan for the future for both the K-12 and post-secondary system.

As the consultant hired to develop the action plan, I felt that an important starting point for the development of the plan was to determine the status of internationalization in Alberta's education sector⁶ and to provide participants with the opportunity to give input into the creation of the action plan. The results of the state of internationalization in the post-secondary system at the time the survey was conducted are outlined in section 5.7. In November 2005, Alberta Advanced Education released the *International Education: An Action Plan for the Future*. The plan provides a framework to position the international education sector competitively, facilitate the internationalization of the province's education system and support and strengthen Alberta Learning's 2001 International Education Strategy. The action plan renews the commitment to internationalization and the important role that it plays in helping Albertans

⁶ Two surveys were undertaken: one for the K-12 sector and one for the post-secondary sector and two International Education Action Plans were produced although the post-secondary sector was the only one distribute the survey and develop a Ministry Action Plan.

acquire the international and intercultural knowledge, skills and abilities in order for them to participate effectively in an interconnected world.

The Action Plan links international education with the province's 20-year strategic plan in terms of its contributions to diversifying the economy, increasing the relevancy of the education system, improving international competitiveness and creating a vibrant cultural mosaic. (Savage, 2009, p.128)

It identifies a series of core principles - elements necessary for a sustained and effective approach, that include the allocation of appropriate financial and human resources; coordination of activities amongst stakeholders; collaborative leadership in the design through to the administration of approaches; strategic and comprehensive approach to internationalization that includes involvement in a range of approaches that support the academic and economic aspects of international education; a commitment to ensuring quality; and, the need for ongoing evaluation of outcomes.

The plan reiterates the overall vision for international education as is stated in *Alberta's International Education Strategy*

Alberta will be internationally recognized as a leading provider of education and training and Albertans will be well-prepared for their role in the global marketplace and as global citizens. (p. 3)

The objectives identified in the International Education: An Action Plan for the Future focus on:

Developing the international and intercultural knowledge, skills and abilities of Albertans; promoting Alberta as a destination of choice for international students, increasing the competitiveness of the education sector internationally; enhancing provincial, national and international collaboration and cooperation and raising awareness

of what internationalization is and why it is important (Savage, 2009, p. 128).

While there is certainly a strong economic rationale outlined for importance of international education and Alberta's involvement in it, each applicable objective identifies how the activities can internationalize the institution and, in particular the learning experience of students. This was a very deliberate effort on the part of the author (myself) as it was important to marry the entrepreneurial and educational components in a concrete manner and embed them as cornerstones of the plan.

In early 2009, the Ministry acknowledged the need to collaborate more effectively to support international education, clarify the rationale for international education and, in particular, highlight the role of international students in Campus Alberta. Consultations were led by the Parliamentary Assistant to the Minister of Advanced Education and Technology, at that time, with post-secondary institution representatives to discuss objectives and strategic opportunities for international education. To augment these consultations, a working group was established to develop a strategic framework to guide international education in the province. In November 2009, the International Education Framework was launched.

The document notes the importance of international education in terms of effectively positioning Alberta's economy for the future. As stated

International education is a key building block in advancing Alberta's position in the global marketplace and in achieving a knowledge-driven future...More than ever, we rely on the international market for fuelling research and innovation capacity

and developing a knowledge-driven future, primarily through securing people with talent and skills. (p. 2)

The framework acknowledges that the province is a relatively small player in the global marketplace and notes that Alberta receives a relatively small number of international students in comparison with other jurisdictions in Canada.

The new vision for international education is that

Alberta is internationally recognized as a leader in learning, innovation and entrepreneurialism through Campus Alberta and Alberta Innovates, which serve as catalysts in support of Alberta's economic and social well-being and the creation of a knowledge-driven future. (p. 5)

The five articulated outcomes are: a knowledge-driven future; global strategic alliances; Alberta is a well recognized leader in learning, research, and innovation; sustainable opportunities; and global awareness, leadership and entrepreneurial capacity. With a focus on greater coordination and strategic planning, an increased emphasis on the recruitment and retention of learners and graduates, the development of displacement policies, increasing the availability of information, sharing best practice, developing standards for study abroad programs and strengthening international teaching and learning practices the framework has a strong economic focus. Even when referencing the importance strengthening international teaching and learning practices it is noted that

Embedding international elements in the learning and teaching practices at post-secondary institutions helps to develop Alberta's human capital and exposes Albertans to new models of entrepreneurialism. These elements serve to create global competencies among Alberta's learners, faculty, researchers,

innovators and entrepreneurs, which in turn support Alberta's ability to compete in global markets. (p.10)

5.7.3 Conclusion

Within the last decade, Alberta has formally distributed three documents that articulate a vision for international education and establish a framework for internationalizing the education system. It can be argued that all three documents are based on supporting international education for its role in diversifying the provincial economy, contributing significant revenues to the province and developing the capacity of Albertans to compete effectively within the global marketplace. In each, however, there is also an acknowledgement of the importance of the educational component of international education and the value that enhanced understanding and awareness provides to individual students, institutions and society as a whole. The educational dimension of internationalization was particularly evident in the 2001 *International Education Strategy* and the 2005 *International Education: An Action Plan for the Future* where particular attention was paid to balancing rationales and acknowledging the important role of developing graduates with the international and intercultural knowledge, skills and abilities needed now and into the future. The 2009 *International Education Framework*, however has a much stronger emphasis on the recruitment and retention of international students and enhancing international competitiveness. This focus is consistent with the shift noted by such authors as Knight (2005), Kalvermark & Van der Wende (1997), and Luijten-Lub, Van der Wende and Huisman (2005) and resulting in calls for greater balance as outlined in Section 2.1.3.3.

5.8 International Education Programs

The International Education Branch of the Alberta Advanced Education and Technology is responsible for a range of programs under the framework of the *International Education: An Action Plan for the Future*, and latterly the *International Education Framework*, although several existed prior to the launch of these two plans.

5.8.1 Student Awards and Internships

The Alberta-Smithsonian Internship Program (ASIP)⁷ was established in 2006 and is a partnership between the Government of Alberta, the University of Alberta and the Smithsonian Institution in Washington, D.C to support Alberta students registered in degree programs to undertake internships in Smithsonian sites around the world. The program enables eligible students with the opportunities to work with Smithsonian experts in science, history, culture and the arts.

The Washington Center-Alberta Internship Partnership⁸, initiated in 2007, provides up to 25 eligible post-secondary students with opportunities to gain work experience, undertake courses at The Washington Center in Washington, D.C and earn academic credit from their home institution. Eligible students have opportunities to undertake internships, according to their interests, in organized programs such as Political Leadership.

⁷ Retrieved on December 23, 2011 from <http://www.advancededucation.gov.ab.ca/post-secondary/international/domestic/asip.aspx>.

⁸ Retrieved on December 23, 2011 from <http://www.advancededucation.gov.ab.ca/post-secondary/international/domestic/washington.aspx>.

The Campus Alberta Grant for International Learning Program (CAFGIL) was launched in 2009 to support innovative study abroad initiatives that develop the international competencies of Alberta students. Through the support for institution-led, group-based study abroad, funding is awarded on a competitive basis. Preference is given to proposals that highlight programs that have been designed to achieve specific international learning outcomes, link to and are in support of the program curriculum at the home institution, encourage innovation in students' international learning experiences and are integrated with the institution's internationalization strategies. The program is available to all public post-secondary institutions (except Banff Centre) as well as Alberta's five independent academic institutions.

The Internship Abroad: Alberta-Saxony Program⁹ launched in 2010 supports Alberta students working in Saxony, Germany and Saxon students working in Alberta, through paid internships. Students gain practical work experience while living abroad by undertaking research or job placements with corporations, not-for-profit agencies, small businesses and universities in the following areas aligned with Alberta Innovation: health, energy, environment and economic development. The program is open to full-time students enrolled in participating institutions.

5.8.2 Internationalizing the Curriculum

The Internationalizing the Teaching and Learning Practice: Awards of Distinction program was launched as part of the release of the AAET's action

⁹ Retrieved on December 23, 2011 from <http://albertasaxony.com/>.

plan. The purpose of the program was to recognize outstanding, innovative teaching and learning practices that develop the international and intercultural knowledge, skills and abilities of Alberta's students. An important component of the program was to develop a "good practice" booklet that showcased and highlighted the winning submissions by describing each program, listing the international competencies achieved and the faculty involved in the development of the program. In addition to the profiles was information, research and resources on internationalization and internationalizing the teaching and learning practice, included to provide a broader context for the highlighted programs and present a range of ideas and concepts to encourage further discussion and dialogue. This initiative was suspended in 2009.

5.8.3 Promotion and Recruitment

In order to strengthen educational connections between Alberta and Mexico, an Alberta Education Centre in Guadalajara was created by the Ministry of Advanced Education in November, 2004 and officially opened in September 2005 as part of a ministerial led mission of post-secondary institutions to Mexico. The Alberta Education Centre (AEC) was established to promote Alberta's public schools and post-secondary institutions, initiate, develop and/or maintain relationships with relevant education and government contacts in Mexico and facilitate connections between business, industry and education. The office is located in Guadalajara, Mexico. Over the years, the AEC has organized a range of activities for individual institutions as well as provincial initiatives to provide a

coordinated effort in raising the profile Alberta and study opportunities for Mexican students.

The Collaborative Marketing for International Students (CMIS) program was launched in 2007/08 to facilitate a cooperative approach amongst Alberta's public post-secondary institutions to pursue an international student recruitment program in new markets around the globe. Through this program, participating institutions were provided with funding to support the development and implementation of strategies to recruit international students from regions around the globe. This program has been suspended.

Each fiscal year, the International Education Branch identifies a series of key international student recruitment fairs in which it would be of strategic importance to have provincial representation. The Branch coordinates participation in these events and organizes selected outreach activities to raise the profile and strengthen connections with government and educational institutions. In 2010, the International Education Branch undertook a range of activities in the following countries: Brazil, Japan, Vietnam and Korea.

5.8.4 Conclusion

At the international education program level within Alberta Advanced Education and Technology, there is a focus on international student recruitment and retention. Through the support of a Centre in Mexico, the establishment of the CMIS program, and the organization of recruitment events internationally, the International Education Branch is strengthening its efforts in attracting and

retaining international students and researchers. The primary focus appears to be on the contribution to Alberta's knowledge economy, with a lesser focus on the important contribution to internationalizing the learning experience of students enrolled in Alberta's post-secondary programs. Nowhere, do we see an explicit effort in these activities towards ensuring that the learning experience of all students are enhanced because of their presence on campus. The sole focus of Alberta's international education efforts, however, is not on international student recruitment and retention and we see an emphasis on creating international awareness and understanding through a range of study abroad programs. Although strengthening connections globally is part of the approach, a key element includes developing the international and intercultural skills of students. The specific knowledge, skills and abilities to be developed, however, could be wide ranging, depending on the type of sending and receiving programs and their respective rationales. This means that the Alberta Advanced Education and Technology is supporting programs that could be contributing to the development of competencies that contribute to a student's success in competing in an international business environment or developing an understanding of the ecosystems in Belize and developing culturally sensitive responses to threats to these systems. It is also important to notice that one of the most recent initiatives, the Internship Abroad: the Alberta Saxony Program has aligned internships with key provincial research priorities and supporting important connections internationally.

Through the Internationalizing the Teaching and Learning Practice: Awards of Distinction program, the International Education Branch placed an emphasis on the curriculum provided in Alberta and the opportunity for students to expand their perspectives beyond provincial boundaries. By showcasing a range of approaches, it was hoped to expand understanding on the types of international knowledge, skills and abilities and approaches being taken in order to foster greater involvement. With this initiative now on hold, AAET is no longer supporting any direct initiatives focussed on supporting the academic mission of international education.

So while there is some breadth to the programs being undertaken by AAET, they appear to be disconnected and not strongly linked back to the learning experience of students in Alberta's post-secondary institutions. With a strong focus on the knowledge economy, there needs to be balance to these efforts as indicated by such authors as Green and Baer (2001), Knight (1999) and Van der Wende (2007). Furthermore, McKellin (1996), Knight (1994) and Green (2002) argue that internationalization needs to be broad and deep through the development of a clear vision, supported by a range of connected programs and organizational factors. These elements are lacking at the AAET program level and greater consideration needs to be given in terms of integrating and coordinating efforts and reflecting them back into the learning experience of all students.

Finally, McKellin (1996), Knight (1994) and Green (2002) acknowledge the important role of professional development in terms of developing staff

knowledge and understanding to support and strengthen international education within post-secondary institutions and across government. With efforts restricted to sharing information at regular meetings, AAET is doing little to strengthen the international education expertise in the system.

5.9 Alberta's Post-Secondary Education System and International Education Activities

5.9.1 Overview

There are 26 post-secondary institutions, located throughout the province, operating under the authority of the Minister of Advanced Education and Technology: six public universities, twelve public colleges, the Banff Centre, two technical institutes and five private institutions accredited to offer specific degrees. These institutions offer a broad range of doctoral, master's, bachelor's and applied degrees, university transfer, diploma, certificate, academic upgrading and apprenticeship programs.

5.9.2 Profile of Alberta's Post-Secondary International Education Sector

Alberta post-secondary institutions have a relatively long history of involvement in international education and have engaged in a range of international activities for a number of years. In addition, over time, there have been several organizational models that have been established to strengthen support of the sector and enhance provincial coordination of institutional efforts e.g. the Alberta Colleges and Technical Institutes International Consortium (ACTIIC) and the Alberta Centre for International Education (ACIE).

In 2004, as part of the review of Alberta's International Education Strategy, the Ministry of Learning commissioned two surveys to determine the status of internationalization in both the K-12 and post-secondary education systems. The survey results (Savage, 2004) revealed that the majority of institutions had been involved in internationalization for a number of years; a significant number of respondents felt that internationalization was perceived to be important to very important at their institution; the top rationale given for internationalization was to provide students with international and intercultural knowledge, skills and abilities; the majority of institutions had both organizational (policies, plans, procedures and staffing resources) and programmatic elements (foreign language and internationally focussed curriculum, study abroad initiatives, international student recruitment programs, international institutional linkages and international education development projects) to their internationalization efforts and planned on maintaining or increasing their involvement in the future

Survey participants provided a number of suggestions on the types of provincial government activities that would strengthen institutional efforts in various internationalization endeavours. They were interested in government strengthening its marketing efforts internationally and raising the profile of Alberta; facilitating a more coordinated provincial approach to selected activities; providing programs to support students and faculty abroad and to internationalize curriculum; raising awareness about internationalization; and creating a range of professional development opportunities.

5.10 International Education in Alberta's K – 12 Sector

Although the purpose of this study is to focus on international education in the post-secondary sector, it is important to examine the K-12 sector and consider opportunities for greater collaboration and coordination. Not only will a number of graduates of the K-12 system pursue opportunities in Alberta's post-secondary system but the international knowledge, skills and abilities gained through participation in international education programs and activities domestically and internationally will influence their expectations for post-secondary programming as well as impact the level of competencies they will bring to their formal and informal studies. Furthermore, as noted earlier, the training of school teachers occurs within the post-secondary system but a range of international professional development activities and opportunities occur through individual school districts, AE and other organizations such as the Alberta Teachers' Association. In the following sections, the plans, programs and initiatives supported at a provincial level will be outlined.

As noted previously, in 2001, the then Alberta Learning, launched its provincial plan on international education, *Alberta's International Education Strategy*. This strategy which encompassed both the K-12 and the post-secondary system, still guides the primary and secondary education sector, although the Department notes on its website¹⁰ that it is currently under review. An overview of this strategy is outlined in Section 5.6.1. AE supports this strategy through the implementation of a range of international education

¹⁰ Retrieved on December 23, 2011 from <http://education.alberta.ca/students/internationaleducation/strategy.aspx>

programs such as study abroad, teacher exchanges, curriculum development, international accredited schools and international student recruitment.

Recently, Alberta Education released *Inspiring Education: A Dialogue with Albertans (2010)*, which outlines a long-term vision for the kindergarten to grade 12 education system in the province. For the educated Albertan of 2030, he/she will be an engaged thinker, ethical citizen and have an entrepreneurial spirit. In terms of the ethical citizen, it is noted that the education system will strive to instill the following qualities and abilities in students:

Ethical Citizen: who builds relationships based on humility, fairness and open-mindedness, who demonstrates respect, empathy and compassion; and who through teamwork, collaboration and communication contributes fully to the community and the world (p. 6).

5.10.1 Student and Teacher Exchanges

As of 2010, in terms of study abroad opportunities for students, the International Education Branch, with delivery through the Alberta's Teachers' Association, provided support for a several student exchange programs. The Student Exchange Program provided high school students with language immersion studies in Germany, Japan, Mexico, and Spain and opportunities to host their counterparts in Alberta. The Yamate Exchange program provided high school students in Japan and Alberta with both short term (2 week) or long term (1 year) cultural exchange opportunities. The short term program provided participating students with the opportunity to learn more about the country and culture that are visiting. The long term program provided students with an in-depth opportunity to learn another language and culture while living in the country of study.

As of 2010, in terms of international opportunities for teachers, the International Education Branch, with delivery through the Alberta's Teachers' Association, provided support for several teacher exchange programs. There was a year-long reciprocal program, with a professional development opportunity to work in another country. Teachers had opportunities to exchange teaching assignments for one school year with counterparts in the United Kingdom, Switzerland, Australia, Denmark and other provinces in Canada. There was also a two to three week job-shadow reciprocal exchange which provided teachers and administrators with the opportunity to share classroom practices and learn from another educator in Germany and Denmark.

5.10.2 Internationalizing the Curriculum

5.10.2.1 Languages

Alberta has a long history supporting additional language acquisition for students in kindergarten through to grade 12 and over 20 years ago, the Government of Alberta approved the Language Education Policy for Alberta (1988) which currently guides language programming (English, French and other languages) in Kindergarten to Grade 12 in the province¹¹. During that time, several initiatives have provided further support for additional language learning in Alberta such as the *Common Curriculum Framework for International Languages (2001)* and *Enhancing Second Language Learning in Alberta (2003)*. The former initiative is a cooperative effort of Alberta, Manitoba and

¹¹Retrieved on December 23, 2011 from <http://education.alberta.ca/teachers/resources/learnlang/background-.aspx>.

Saskatchewan and a project in support of Western Canadian Protocol for Collaboration in Basic Education. The framework, for languages other than English, French and Aboriginal, outlines student learning outcomes that can be used by curriculum writers to develop international language courses. In the early part of 2000, the Enhancing Second Language Learning Project was launched as a result of declining enrollments in second language (French, heritage, aboriginal and international) programs across the province. The purpose of the project is to: enhance the profile of the benefits of second language learning; assess the capacity of the system to provide enhanced second language; and develop partnerships to strengthen second language learning. The *Enhancing Second Language Learning in Alberta (2003) Report* identified a broad range of recommendations to enhance language learning that included expanding language offerings to include languages of Alberta's principal trading partners and teacher development in advanced language proficiency. Finally in 2004 Alberta Learning launched its Language Learning Initiative. The intent of the program was to provide students with the important opportunities to learn a language, in addition to English and French. The program was to be phased in one grade level at a time starting with Grade 4. Seven languages were selected: Cree, French, German, Japanese, Mandarin, Spanish and Ukrainian and school authorizes were to have the authority to choose which language would be offered to students. However, according to the Alberta Education website¹² they did not proceed with the provincial implementation of

¹² Retrieved on January 6, 2011 from
<http://education.alberta.ca/teachers/resources/learnlang/overview.aspx>

the second language learning requirement as a number of school jurisdictions were not ready to proceed. Second language programs will continue to be supported locally and Alberta Education has indicated that it will continue to develop , on a phased in basis curriculum, learning resources and assessment materials for Grades 4 – 9 in Cree, Chinese, French, German, Japanese, Punjabi, Spanish and Ukrainian.

5.10.2.2 Social Studies

In 2005, a new social studies curriculum focused on citizenship and identity was announced with a phased in implementation to be completed by 2010. With the inclusion of different perspectives such as Francophone and Aboriginal culture and history as well as opportunities for students to “analyze and consider ideas, events and issues from multiple perspectives” (p. 1) combined with an ongoing focus on Canadian and world history and global issues students are being prepared to be better citizens for the future. In terms of internationalizing the curriculum, the Kindergarten through to Grade 12 Social Studies curriculum has been revised and global citizenship is now a theme that runs through general learner outcomes.

The Alberta Social Studies Kindergarten to Grade 12 Program of Studies meets the needs and reflects the nature of 21st century learners. It has, at its heart, the concepts of citizenship and identity in the Canadian context. The program reflects multiple perspectives, including Aboriginal and Francophone, that contribute to Canada’s evolving realities. It fosters the building of a society that is pluralistic, bilingual, multicultural, inclusive and democratic. The program emphasizes the importance of diversity and respect for differences as well as the need for social cohesion and the effective functioning of society. It promotes a sense of belonging and acceptance in students as they engage in active and responsible

citizenship at the local, community, provincial, national and global level.
(p.vi)

Specific themes are identified for each grade from three to 12 and a variety of approaches such as on-line discussions, collaborative learning projects with students from different grades, and sharing perspectives with peers in other cultures. The Global Citizenship project is supported by a range of resources and on-line tools.

5.10.3 Promotion and Recruitment

Agreements between Alberta Education and other governments have established Alberta-accredited schools abroad¹³. Students attending the accredited schools receive an education based on the Alberta curriculum and could qualify for an Alberta provincial high school diploma. The foreign school pays the costs of operating the schools, as well as regular inspections and any other services that Alberta provides. It is felt that international students who attain an Alberta high school credential are more likely to choose one of Alberta's post-secondary institutions when seeking an international study opportunity. Canadian students living abroad could also be served by these international schools.

In addition, Alberta Education funds an office in Beijing, China to promote Alberta's education system and to provide strategic intelligence and advice to Alberta's education sector in the area of inter-jurisdictional collaboration,

¹³ Retrieved on December 23, 2011 from
<http://education.alberta.ca/students/internationaleducation/accreditation.aspx>.

student/teacher exchanges, school partnerships, and international student marketing. This is a collaborative effort with Alberta Advanced Education and Technology who funds an office in Guadalajara, Mexico.

Finally each fiscal year, the International Education Branch identifies a series of key international student recruitment fairs in which it would be of strategic importance to have provincial representation, a number of these that are done in concert with the post-secondary system. In 2009/2010, recruitment events were organized in China, Hong Kong, Brazil and Mexico. In addition to these events, the Department has developed a variety of materials such as a website, a DVD and print materials to profile education in Alberta and highlight the benefits of studying in Alberta. As a collective, these are important efforts to increase the number of international students and achieve the outcome identified in the strategy document.

5.10.4 Conclusion

The programs and initiatives being undertaken at a provincial level to support international education in the K-12 sector have a broad focus and encompass internationalizing the curriculum, international exchange opportunities for students and teachers, professional development opportunities for teachers as well as international student programs. Although international student recruitment plays a focus in terms of department and school district efforts, the focus on language training and global citizenship brings an important balance to the economic thrusts of promotion and recruitment.

The strong academic thrust of government's internationalization efforts at the K-12 level are in contrast to the more economic thrust of provincial strategies at the post-secondary level. Why this has occurred, what this means to students moving from one system to another and how support for international education is coordinated between sectors becomes important questions to explore.

6: Interview Review and Analysis

6.1 Overview

Interviews were used to supplement and clarify the data gathered through the document analysis and gather perspectives on the perceived importance of international education and the rationales for governments involvement in international education and roles that it could undertake to strengthen the academic mission of international education.

In total, ten interviews were conducted with representatives from the Alberta government and post-secondary institutions, over a four- month period in the Spring of 2008 and early Summer 2009. These interviews involved in-depth discussions, ranging from 45 minutes to an hour and a half in length, with three government representatives with responsibilities related to international programming within their jurisdictions; three institutional administrators, two of whom are/were responsible for international education policies, programs and plans for their institution and one responsible for international programming within her faculty; and four faculty members from three different faculties: Nursing, Human Services, and Education, one of whom also held a senior administrative position within her faculty. The interviews were recorded and transcribed and were analyzed using the tool of content analysis. The transcripts were categorized based on themes. These themes were developed based on multiple reviews of the transcripts, in the context of the research questions.

Through an iterative process, I constructed the descriptions outlined in the following sections.

For the purposes of the analysis in this section the interviewees are identified in Table 2.

Table 2. Summary of Interviewees

Government Representative 1	Bureaucrat Bob
Government Representative 2	Bureaucrat Sally
Government Representative 3	Bureaucrat John
International Education Administrator 1	Administrator Jane
International Education Administrator 2	Administrator Sue
International Education Administrator 3	Administrator Jill
Faculty Member 1	Instructor Sarah
Faculty Member 2	Instructor Ann
Faculty Member 3	Instructor Karen
Faculty Member 4	Instructor Kathy

The focus of the questions centred around the importance and reasons for internationalizing higher education, the perceptions on why government was involved in international education, the potential roles that government could play in supporting international education provincially, the international and intercultural competencies students need to develop, the internal and external factors influencing government's involvement and the key issues and challenges that government faces in supporting international education.

6.2 Importance of Internationalization, Reasons for Involvement and International and Intercultural Competencies

One of the first areas to be explored with each of the interviewees centred around the reasons for internationalizing higher education and the perspectives that individuals had concerning its importance. Conversations around the international and intercultural competencies that graduates needed to develop, further revealed what knowledge, skills and abilities individuals felt were important. These responses examined as a collective reveal a greater understanding of what interviewees mean about international education and why it is crucial.

There was no-one interviewed that did not feel that it is important to internationalize higher education, however, there are two interviewees (Administrator Jill and Instructor Kathy) who qualified what internationalization is before indicating support for it, as outlined in the details summarized under each person. A number of individuals made emphatic statements about the need for internationalization such as:

- “it is a given”;
- “it is our moral and ethical responsibility”;
- “it is essential”; and,
- “it is absolutely important”.

The general support for international education is not a surprise given that the interviewees were selected based on the perception by the researcher of their interest and/or involvement in the field. What is of greater note is the range of reasons that participants provided on why they felt that internationalizing

higher education is important. For a number of interviewees it is the need to enhance the learning environment for students given global and local realities but what is indicated as some of the crucial elements associated with the learning and what is described as the realities are wide ranging.

For Bureaucrat Bob, the role that post-secondary institutions play in developing a student body with global citizenship skills is of central importance.

For this individual, global citizenry requires

A higher level of critical reflection, critical thought, better knowledge of oneself, increased awareness of how contextual knowledge is and about the complexities that are involved in all disciplines. The ways of approaching and solving problems are unique to one's perspective, one's environment and one's context.

A theme that permeated the discussions is the evolutionary nature of knowledge and the constant requirement for new skills as a result of these developments. With a focus on innovation and developing a globally competitive economy, Bureaucrat Bob feels that the "traditional" learning environment is not creating the opportunities to develop the required new ways of thinking.

Breakthroughs in the "old ways of thinking" may occur when a person from another country comes up with that idea or as a result of "leading edge" research that a person has come across, travelling abroad. According to this individual, by taking people out of their context and bringing them to a new environment is how innovation and new knowledge is created.

For Bureaucrat Bob, developing students that are reflective practitioners, who consider their influence or impact on others, is of key importance and in particular

The ability to look at [oneself] and to think about the approach that [one is] taking, to be aware of [one's] own value system and be aware of why [one] makes the decisions that [one] makes and the actions that [one] takes.

This self-awareness is seen as a crucial element of every decision and relationship that is made. Added to this was the value of understanding the role that context plays in decision-making and the importance of examining issues from a variety of perspectives such as social, economic and humanistic. Finally, for Bureaucrat Bob, there is a moral purpose to international education – a shift from

What can one get out of one's life to a notion of how is one's life going to make a difference. To look at the world from an interdependent perspective, where all individuals are sharing one planet and each has a role as a global citizen.

In terms of the importance of developing a second or third language he felt that it is not crucial as English is the international language of business and there are a growing number of individuals that speak English and it is also challenging in terms of selecting which language. Having said that, Bureaucrat Bob indicates that there is value in acquiring a second language in terms of learning about oneself and providing insights into other cultures that one wouldn't gain, for example, by speaking English to a Spanish friend.

For Bureaucrat Bob, it appears that innovation and the knowledge economy are important drivers to reconceptualise the teaching and learning practice. Despite the economic realities of this perspective, he identifies the important need to take learners out of their comfort zones and create opportunities for broader understanding, self-awareness and recognition of the

interdependence of the world. Bureaucrat Bob seems to be arguing for a transformative cultural/social approach to teaching and learning in order to introduce a variety of cultural perspectives in the curriculum, focused on student centred learning and creating opportunities for caring students to belong to an interdependent world.

In terms of Bureaucrat Sally, she feels there are two reasons why it is important to internationalize education at a provincial level:

To prepare students for success globally and internationally and ... to strengthen [the] province, [the] economy and build [the] capacity for [the] province to be successful internationally.

A key role for primary and secondary education is to create opportunities for students to determine their path in the workplace and be successful at it whether it is a career in international business, operating a factory overseas, or working on an international development project on environmental sustainability. On a personal level, Bureaucrat Sally felt that a key component of student success is that they are aware of the implications of their actions. So

If [the student is] successful in the path that [he/she] has chosen, [he/she is] aware of the consequences, aware of issues, aware of the consequences of [his/her] actions and how they affect others in an international context.

In terms of specific competencies, Bureaucrat Sally indicates that the Department is working on a global citizenship project that identified the following requirements:

Knowledge - geography, politics, economics, global issues, the environment, ecology, sustainability, human rights and social disparity;

Skills - intercultural communication, conflict resolution, peace building strategies, language, democratic leadership skills and leaderships change skills; and

Attitudes – an open mind, curiosity, respect, empathy, flexibility, adaptability and hopefulness.

Bureaucrat Sally also indicates that second and third language development are important part of a student's international education. In particular, she feels that language education provided important insights into culture and intercultural dynamics, as a consequence of the learning experience.

Bureaucrat Sally acknowledges the role that international education played in economic prosperity. However, she believes that global citizenship is an important component of a student's academic education encompassing the development of a broad range of cultural/social knowledge, skills and attitudes as part of the elementary and secondary curriculum. As was revealed in Chapter 5, Section 5.9.2.2, through this curriculum students have the opportunity to examine ideas and issues from multiple perspectives as well as contribute and belong to a society that is pluralistic, multicultural, inclusive and democratic.

Bureaucrat John believes that "higher education by its very nature must be international" and feels that in order for education to be relevant, comprehensive and of quality, it must at its very basis be global. The definition of "universitas" has at its core the notion of world.

In terms of international and intercultural competencies, Bureaucrat John feels that it is important for students to place themselves within the bigger context of the world, empathize with individuals around them and understand the impact

of their presence and occupation on others, and to develop cross-cultural communication skills. Furthermore, he feels that studying another language, not necessarily for full competency, allows students to understand another culture in a way that couldn't be achieved without this learning. For this individual, an important way to develop these competencies, providing the student is willing and prepared, is through a sojourn studying abroad.

For Bureaucrat John, the global nature of knowledge is fundamental and critical for a relevant and quality education. Understanding international contexts and developing cross-cultural communication skills appears at the heart of an international education with study abroad providing a key opportunity for students to build these competencies. Although one could argue that by enhancing relevancy and quality through international education, the competitiveness of institutions is enhanced, Bureaucrat John places a strong importance on the cultural/social elements of international education.

Administrator Jane also comments on the universal nature of learning and noted that there are no borders or boundaries to learning. She feels that higher education institutions play a key role in developing the international and intercultural competencies of students so that they can work and live in a local and global context. Internationalization enhances the quality of higher education and research, facilitates student and faculty mobility and strengthens international cooperation. So for her internationalization has multiple benefits, expanding beyond the teaching and learning experience, and contributing to

international opportunities, connections and the quality of the work that institutions do.

Administrator Jane's institution has an articulated strategy for internationalizing the curriculum with a purpose of having students

acquire the skills and knowledge to perform competently, both professionally and socially, in an international environment. Such curriculum provides students with knowledge of the differences in professional practices across cultures, and offers opportunities to learn other languages and participate in a broad range of cross-cultural learning experiences and activities. It also reflects diverse perspectives on economic, political, environmental and social issue of global importance.

This learning is not restricted to the teaching and learning experience on campus and includes experiences abroad. Through this strategy there is a recognition of the economic, social and cultural dimensions of international education and language acquisition is identified as a specific element that contributes to the knowledge, skills and abilities that students need to live and work.

Administrator Sue specifies which global realities are necessitating the need to internationalize higher education. For her it is the interconnected nature of the world because of advances in technology and the global nature of business and commerce.

Technology allows us to be closely connected to many people in many countries; business and commerce is closer and we need to learn how to be connected and work and live with a variety of cultures.

In terms of international and intercultural competencies, Administrator Sue feels that students needed to develop:

Communication skills with people from other cultures, an understanding of the world as a global environment (that the life outside Alberta is pretty great), cultural diversity (students need to learn that all cultures are important), an understanding of history and economics in regards to our country and other countries; open mindedness, compassion and strength of character.

Administrator Sue also identifies the importance of every student undertaking a three-week sojourn overseas to engender a better understanding of how foreign students and workers feel when they relocate to Alberta as well as the realization of the “independence and survival skills one needs in a global world:.

Administrator Jill feels there is a need to clarify what the term internationalization means before commenting on its importance and challenged its uncontested “goodness” as it is representative of an ideology that is inherently problematic. She feels that the term internationalization, as it is generally used, did not include or tended to ignore the concept of global citizenship.

So it is not necessarily important to internationalize higher education if the issue of global citizenship isn't addressed and if the issues of internationalization and globalization are not problematized.

For Administrator Jill, the term internationalization refers to the attraction of foreign students, the exporting of the curriculum abroad and about exchanges, while not necessarily not important, tend to be focussed on

a privileged few rather than democratizing education or democratizing access to education here or abroad.

If the term internationalization is not reflective of a liberal or neo-conservative approach then it is very important as

We do live in a global reality and we are deeply connected as societies and economies and cultures and there is movement of goods and people.

For Administrator Jill, it is crucial that post-secondary students learn to de-centre themselves so that they understand that they are not the centre of the universe but part of a complex web and that everything that they do has impacts on others. She felt it is important for students to understand the privilege that they were born into by happy accident and that any moment this privilege, that is perceived to be earned, developed or produced, could be gone and “it is our strength of working with people around the globe that is where our future lies, where our survival lies”. For Administrator Jill these views are

A reflection of my deep spiritual values as well as my academic ideas and my scholarly ideas...so I would hope that when our post-secondary students become leaders of tomorrow they recognize that when we talk about internationalizing we are talking about fundamentally de-centering ourselves and coming to terms of engaging in equitable ways with our fellow citizens around the country and planet.

From Administrator Jill’s perspective, second/third language development is important if it is not viewed from an utilitarian perspective and if it is developed within the concept of de-centering oneself. If that is the approach then the more languages the better because individuals see the world more completely when they immerse themselves in language as culture and individuals develop a real appreciation of the variety of ways of living in this world.

So for Administrator Jill, global citizenship is a requirement and a crucial response to the negative impacts and implications of globalization. It needs to be a deliberate and critical international education where values and assumptions

are challenged and students are prepared to be active, responsible citizens engaged in the democratic process with the capacity to effect change.

Instructor Sarah feels that it is important to internationalize education because of the increasingly global nature of the world. Technology and the speed of communication mean that students are exposed to a lot of information but much of it is sound bites as they typically are not news watchers or newspaper readers.

Until they have an experience in their home community and they interface in terms of diversity or they go abroad and have the experience of being a foreigner then much of the information doesn't get synthesized or understood even though they are hearing things.

She further comments that a significant number of students in Alberta were brought up in small towns where exposure to things international was relatively minimal. It is important, therefore, to expose students to an international education and if it is done purposefully then it contributes to the development of healthier communities that are more responsive to each other.

In terms of the competencies that graduates need to develop, Instructor Sarah feels that critical thinking skills are very important as well as communication and interpersonal skills. Being assertive yet open to understanding, being able to manage crises and stress, being creative, patient, flexible, empathetic, independent, mindful and non-judgemental are important attributes of graduates from the post-secondary system. Finally, she feels that it is also important for students to understand humaneness and humanity. For Instructor Sarah, therefore, it appears there is a cultural/social rationale for

international education, despite the realities of globalization prompting internationalization.

Instructor Ann notes that we live in a global and interactive world. These realities require the development of cross-cultural communication skills and in order to work together it is important for us to understand each other and “that dialogue back and forth enriches both”. For example:

If we have foreign students here wanting to learn nursing while they are learning about our culture system and our health care practices, we are also learning about them and when we encounter their culture it is the exchange back and forth and out of it could come something new – a new understanding, a new conversation that goes back to inform practice.

For Instructor Ann, students need to develop the desire to learn and understand, and critically examine their practice. In addition, the attributes of self-awareness, self-directedness, politeness and courtesy are attributes that are identified as important. For Instructor Ann, there appears to be less of a focus on specific international knowledge, skills and abilities and more on self-reflection, thinking and communication skills.

For Instructor Karen there is a moral and ethical responsibility to internationalize higher education, which requires a sustained, purposeful and comprehensive attention to the learning environment.

In our Faculty I don't think we can possibly say we are preparing our students to go out and teach when they have lived on a certain block, with a certain world view with a set of beliefs and assumptions. Then we are not preparing teachers, we are preparing content experts which is very, very different from what teaching is about.

For her international education should be centred around beliefs, perspective and assumptions that cut across a significant level of course work in different degrees with different things emphasized. This learning needs to be progressive - not something that can happen within 13 weeks.

It needs to be recognized as a way of viewing the world and we need time to be reflective, to engage in critical discourse, to reflect back on how we thought a couple of months ago or last year and how it has developed. It is an ongoing, progressive continuum of development and it is something that needs to be thoughtfully, purposefully and intentionally designed and integrated into courses.

For Instructor Karen, students need to be “equipped with a variety of lenses with which to view and understand differences” and the only way to do this is experience environments and cultures that are different from our own. “It is really only when we experience some of the tensions that we understand things in a different way”. She notes that acquiring a second or third language is very important as it is more about learning the language as it propels one to understand another culture and takes one out of his/her comfort zone.

Instructor Karen argues for a comprehensively designed international education curriculum for students that challenges assumptions and beliefs and is deliberative in its design, contributing to a continuum of learning that challenges students to examine the world from a variety of cultural and social lens.

Finally, Instructor Kathy, as did Administrator Jill, responds that it is not necessarily important to internationalize higher education and is dependent on the assumptions. She notes the importance of being careful how we understand internationalization.

One is a very much a global governance system and reflects a global economic system in very particular ways and some argue, me included, that it reflects a kind of colonizing in many ways when we don't do it in a reflective way – perpetuating a colonizing system that unless we pay attention re-surfaces. This needs to be addressed because we need to talk about what is going on and why it is going on.

On the other hand Instructor Kathy recognizes that we are more and more connected by all kinds of means. “Internationalization is fed by many facets of the globalization project”. She notes that

We have a shared future with all those on the planet and there are issues and ideas that we need to be communicating in very, very profound ways. If that is what we mean by internationalization then that is very exciting and I think there is an urgency to that.

The kinds of educational experiences where students understand their own position within the world are crucial and this type of learning cannot happen in isolation. But consideration should be given to the consequences of the actions. For example if an international student is brought into the learning environment in an Alberta post-secondary institution – it is necessary to examine the consequence of this action. Perhaps another student is not able to gain access to post-secondary education.

For Instructor Kathy, it is important for students to understand their own position in the world and the historical and cultural context for that. Basic understanding of how the world works, and one's position within it, are important as is the impact and consequences of one's decisions. For her the quality of an individual life cannot be improved and the expense of someone else's. Learning a second or third language is viewed as important if the individual is interested in

engaging and understanding others as a sense of responsibility rather than a sense of consuming.

Instructor Kathy believed that global citizenship is a needed response to neo-liberalism. There are significant consequences to globalization and therefore a significant role for educators in terms of developing responsible, compassion, reflective and active citizens of an interdependent world.

6.2.1 Conclusion

While internationalizing higher education, qualified and unqualified, is viewed as important, there are a range of reasons as to why this is important such as the evolutionary nature of knowledge, the universality of higher education, the various global realities that include technology advancements, the speed of communication, global commerce as well as the growing disparity between rich and poor. The participants of this research project each felt, within the context of their rationales for its importance, that there is a need to enrich and expand the learning experiences of students. What each of these individuals emphasizes and how they would develop this knowledge varies greatly.

The fact that there are a variety of reasons for engaging in international education is not surprising given the range of backgrounds and experiences that each of the interviewees brought to the discussion. Knight and de Wit (1995), Knight (2006) have identified the broad range of reasons for engaging in internationalization and indicated that the rationales are not mutually exclusive. The concerns raised about defining and describing internationalization and the

importance of clarifying purpose and assumptions is an important reminder of the definitional ambiguities around the terms used and emphasizes the important role that rationales play in how and why we internationalize higher education.

The purpose of this research study is not to develop a definitive list of international and intercultural knowledge, skills and abilities that post-secondary graduates need to live and work in an increasingly interdependent and complex world. However, given the research focus on the educational dimension of international education, it was important to gather the perspectives from governmental and institutional representatives on these dimensions. Furthermore, as a number of participants indicated that the focus of internationalizing higher education centred on the student, exploration of the international dimensions of the learning experience, add to understanding the interviewees' individual perspectives and priorities.

Not surprisingly, interviewees identify a broad range of international and intercultural knowledge, skills and abilities that students need to develop in order to live and work in an increasingly interdependent and global world. Some feel that it is important to focus on intercultural communication skills and the need to develop understanding so that individuals can engage meaningfully with individuals from other cultures. Some believe that it is crucial to change students' world views' and enhance their awareness of the interconnected nature of the world and the impact of actions on others. Some argue that students require a complex range of competencies in order live and work within the global realities of our world.

In terms of second and third language development, although some interviewees indicate that English is the lingua franca of doing business and therefore the development of an additional language is not of crucial importance, there is broad recognition by the participants of the value of providing the learner with insights into another culture. By speaking the language with individuals with whom they are connecting, students are provided with greater opportunities to gain insights into these individuals' lives, countries and cultures. Furthermore, as students go through the process of acquiring an additional language, they have a greater opportunity to understand the challenges of learning another language and the experiences of individuals who are living, studying or working in the province, who do not have English as their first language.

Finally, it is important to note that several interviewees noted that the international and intercultural knowledge, skills and abilities that are articulated, need to be done purposefully and carefully. Given the complexity of these competencies it is noted that their development is not something that is going to be accomplished through one course or a single study abroad experience but through a broad and deep internationalized learning experiences.

From my perspective I believe it is understandable that there is a range of knowledge, skills and abilities that students needed to develop, given the newness of the area of internationalizing the teaching and learning practice and defining specific competencies as well as the influence that individual perspectives and rationales for internationalizing higher education has on the competencies identified for development. What resonated with me, however, is

the degree of moral purpose attached to the development of an internationalized higher education. Not only do students need to be aware of the complexities and consequences of global realities, it is important for them to function responsibly and sensitively with them. Graduates also need to embrace pluralism and diversity and be respectful of others as well as open-minded and curious. There is an important role that higher educational institutions play in developing students that are compassionate, caring and responsible global citizens.

6.3 Perspectives on Governments Involvement and the Factors Influencing Involvement

When interviewees are asked to comment on why they felt government is involved in international education, again there are a range of responses from a blunt response that government isn't involved in international education to ones that it is involved in it for purpose of economic development. This tended to be the most critical areas of discussion. In terms of the factors influencing government's involvement a range of factors are identified such as the need to: generate revenue and diversify the economy, retain international students to fill labour shortages, and enhance the cultural diversity of communities.

Bureaucrat Bob commented frankly that government's involvement in international education is likely the result of the province's post-secondary institutions becoming active in international education first and government following when the development of policy was required.

Once there was a significant level of activity occurring, and there were a number of international students studying in the province and a number of Alberta students going abroad, there was

significant discussion and interest in international education and internationalization at higher education institutions and they embraced the concept in their business plans. It was only then that government began to say we need better resources and we need to better understand this industry.

According to him, the provincial context for government's involvement in international education is the 20-year strategic plan for the province and advancing Alberta's capacity to move away from a resource based economy to a knowledge-based economy. Industry is increasingly identifying the new skills and knowledge required to effectively compete in the new age economy. Education is increasingly seen as a commodity, both in terms of international student recruitment and the sale of educational services and products abroad. With a "robust education system with strong linkages to industry and research institutes as well as great health care facilities", Alberta's expertise could be packaged and sold worldwide. As the province is and will continue to experience shortages of workers in key skill areas, the recruitment and retention of international students becomes of increasing importance. So for Bureaucrat Bob there is a strong economic thrust to the province's international education strategies in terms of the recruitment and retention of international students, the commodification of education and the development of the knowledge industry in order to diversify Alberta's economy.

According to Bureaucrat Sally, the external context for international education is the state of globalization, the interconnected nature of the world, the growing fluidness of nations and the advances of technology that allow for more instantaneous connections. At a provincial and local level, the potential for

economic benefits is an important prompt for engagement in international education. The growing diversity of Alberta's population in terms of recent immigrants, or children of foreign workers, provided challenges in terms of integration but opportunities for cultural richness within the classroom. For Bureaucrat Sally, there is a strong economic reason for government's involvement in international education but this is tempered by the capacity for international education to enhance the learning experience within the classroom by integrating students from other cultures.

Bureaucrat John responded realistically that there are a variety of reasons for government's involvement in international education given the size of the bureaucracy and the involvement by various departments. The interviewee feels that there is not necessarily one single common interest.

There is probably a perceived priority government interest at a given point in time as different ministers and ministries dominate the landscape. But there is an ebb and flow across the government of different interests.

So, for example, there is some interest in developing educated citizens to compete effectively in the global environment and other interests in terms of the importance of the civil society – “the good development of society and its individuals by having education.” According to Bureaucrat John, the government's focus appears to be on human capital and revenue generation of international students, although the revenue generation is not the driver but the desire to attract the human capital and labour that would contribute to the economic future of the province.

In terms of the internal and external factors, Bureaucrat John feels that the global realities of the world are factors that are influencing the involvement in international education. The need to be competitive, in terms of research and development as well as the business climate, is of importance and the contribution to the future economy requires government involvement.

The mobility of labour is becoming ever more common and governments are doing everything they can to make their environments attractive e.g. immigration, investment, research and development. Innovation and talent is a high stakes game and government needs to be involved.

He notes that international student recruitment is a big business (5.5 billion generated last year). Jurisdictions around the globe are increasingly active in the provision of educational services at a national level, moving beyond individual institutional efforts. Bureaucrat John acknowledges that there isn't a single rationale for international education within government, but recognized that for AAET there appears to be an economic thrust to its efforts in terms of enhancing its competitiveness in the knowledge economy and through the recruitment and retention of international students.

Administrator Jane comments bluntly that government is not involved in international education in a meaningful way. While latterly there is a more significant investment and commitment to international education, the department "had missed the boat in terms of what they should have been and could have been doing over the years". She feels that the department had been inconsistent in terms of its approach from no support, to establishing ACIE, to removing funding support for ACIE, to developing an International Education Strategy. The

range of Ministers that have had the portfolio over the years have each approached it with varying commitment and focus and this has further hampered a clear understanding as to government's rationale for international education.

In terms of factors that influenced the department's involvement, Administrator Jane feels that it is not as a result of the provincial efforts of ACTIIC but, evidence at the national level, through the Council of Ministers of Education Canada, of other provincial efforts to support international education and their commitment to it. She is not clear what government's involvement is in international education – economic or otherwise and felt that it generally has been quite variable in its approach and purpose.

Administrator Sue feels that government is involved in international education primarily for the purpose of economic development. With aging demographics and declining birth rates, the province needs to prepare for the future with an educated work force. Through the recruitment of students who work during their studies and after their graduation, the provincial workforce is enhanced. Institutions diversify their learning environments through the inclusion of international students and create opportunities for students to learn from each other and develop the skills necessary to compete globally. Finally, through the development of research connections internationally the province is creating opportunities to learn and share expertise.

In terms of internal factors, Administrator Sue questions whether AAET understands the importance of internationalization within higher education and believed that it should be seen as a long-term high priority with a clear vision that

is supported. The external factors that appear to be providing focus are the economic climate and skills shortages. She feels there needs to be a longer-term vision along with greater alignment across other departments such as economic development, agriculture and health. Administrator Sue believes government's involvement in international education stems primarily from the purpose of enhancing the economy by being internationally competitive.

Administrator Jill believes government's involvement is driven by economics and, in particular, labour issues.

Education is being viewed as a commodity and a cog in the economic wheel as something that can be engaged in to advance the Alberta economy.

Although she points out that there is not one single view but a range of ideologies that are expressed by a variety of individuals within government, as would be seen within individual higher education institutions. The concern she expresses is "which voice gets heard, which voice gets marginalized and which perspectives are privileged and which are not". For Administrator Jill, labour shortages are the primary reason that government is involved in international education.

Instructor Sarah is unclear about what government's direction is concerning international and why it is important. She feels that government has a broad range of competing economic and social priorities and is not sure where international education fits within these priorities.

Instructor Ann, feels government is involved in international education because it perceives a benefit to the citizens of Alberta. While there certainly is an economic benefit in terms of the revenues generated from international students and the growth in the workforce, she hopes that government feels that there is an important social benefit in terms of the richness of understanding and diversity of practice, although the evidence of this is not significantly apparent. She felt that government is not involved in it because of a provincial mandate with support for its value and importance.

According to Instructor Ann, there are a number of economic factors that are influencing government's involvement in international education. The need to bring in the talent to sustain the economy is of importance and the recognition that there is increased revenue generated as a result of international student tuition fees. She feels that government recognizes the importance of internationalization given the global society. However she notes that "international education is not in the foreground, it is in the background because it has other benefits for other reasons".

Instructor Karen responds candidly that government is involved in international education because they could not, not be involved in it as they would look out of date and out of touch. The interviewee notes that with such a huge focus globally right now, no institution, government, business and industry could ignore the global and international realities. This individual feels that there is a growing recognition that in order to remain competitive and in the game, there is a need for Albertans to be "globally aware and internationally able and

active”. Although she feels that economics drive the provincial agenda, Instructor Karen also believes that some bureaucrats feel an important part of the education experience includes the recognition that the world has become a smaller place, there is a need to understand diversity and engage with individuals of difference.

In terms of factors influencing government’s involvement in international education, Instructor Karen feels that the provincial shortage of skilled labour is a major factor. Alberta is the richest province and absolutely booming (at the time of the interview) and the door is open for many people to come to Alberta from all over the world and from different provinces.

In terms of perceptions of why government is involved in international education, Instructor Kathy comments, based on the individual’s review of the International Relations Strategy of the government, it is for the purpose of marketing education. While there is other purposes, it appears the economic driver is “trump”. According to Instructor Kathy the factors that are influencing government’s involvement in international education are neo-liberal ideologies. Neo-liberalism looks at the entrepreneurial individual and what the higher education system is doing is educating these entrepreneurial individuals. The province is creating globally competitive citizens.

6.3.1 Conclusion

It is clear from the respondents, both institutional and government alike, that there is a belief that is a strong economic thrust to government’s

engagement in international education. Whether it is related to recruiting and retaining international students or developing globally competitive students, consideration of the opportunities for Albertans and their long-term prosperity is a key factor that is considered as part of the overall strategy. Given the key role that government plays in the management and development of provincial economies, the focus is not a particular surprise. That this is understood broadly across the constituency of representatives interviewed is in part, I believe, a result of the long-term reign of the current political party and its espoused commitment to innovation, economic growth and the entrepreneurial spirit of Albertans. Furthermore, as we saw in Chapter 5, key government plans, policies and programs focus on diversifying the economy, strengthening the knowledge economy, recruiting and retaining skilled labour, and positioning the province more effectively in the international marketplace and it is, therefore, reasonable to expect Albertans working within the bureaucracy as well as within its public post-secondary institutions to see a strong economic thrust to government's involvement in international education. For me, I was surprised with some of the cynicism about government's involvement in international education and the critique of its actions or inactions, particularly from the institutional administrators involved in international education and the faculty who had participated in one or more of the government's international education programs. Given both the academic and economic thrusts of the *International Education: An Action Plan for the Future* as well as the purpose of such programs as the Internationalizing the Teaching and Learning: Awards of Distinction program, I was expecting to

hear that rationales other than an economic one were the reason for government's involvement in international education. There does not seem to be a strong belief, although some interviewees hoped it was one of the reasons, that Alberta is engaged in international education for broader social and educational purposes. What this emphasizes for me is these efforts, no matter how purposively developed, are considered within a larger context of the other messages being communicated from government, It is understandable, therefore, that these initiatives are not viewed as significant and "top of mind" and the economic elements of the provincial government's involvement in international education are perceived to be the real intent. It also speaks to the potential need for the breadth and depth of an approach that supports an academic mission of international education. A single policy or program are unlikely to shift perspectives and attitudes and a long-term and integrated approach is likely the only way to balance an approach that has long supported the economic elements of international education at the provincial level.

Interviewees identify a range of factors that are contributing to the province's involvement and approach to international education. A key factor identified by a number of individuals is the need for highly qualified students and scholars to improve the province's economic, scientific and technological competitiveness. Several individuals note that with Alberta's reliance on its natural resources, there is a need to diversify the economy and international education provided significant economic benefits. Several interviewees indicate that institutions and governments, provincially, nationally and internationally are

actively engaged in international education providing internal and external pressure to respond to these realities. Finally, a number of interviewees note that globalization in terms of technological advances, the interdependency of economies and the mobility of labour are the broad contextual prompts for the provincial government's involvement in international education.

6.4 Perceived Roles and Responsibilities of Government in Support of International Education

Another key category within the interview questions focused on perceptions and ideas concerning the roles, responsibilities and potential programs that government should undertake or continue to undertake in support of international education at the post-secondary level. Originally, I expected to obtain a broad range of responses to this question but ultimately realized that a number of interviewees are not necessarily familiar with what government is undertaking currently so participants did not have an important frame of reference to identify a broad range of hypothetical areas for consideration. Furthermore, given that the majority of interviewees held positions within colleges, institutes or universities within the education system and academic freedom and institutional autonomy are principles that are considered very important, government's involvement in international education is approached cautiously. Despite these circumstances, interviewees identified a range of roles that government should/does undertake as outlined below.

Bureaucrat Bob feels that an important role that government should undertake in support of international education is leadership in terms of:

providing good information, sound advice, wisdom and guidance; ensuring that a broad range of educational providers are engaged in a variety of international education activities; creating a shared vision and direction; supporting the development of networks and relationships, internally and externally; and identifying models and best practices that help institutions strategically focus. Bureaucrat Bob feels that government could play important roles that other entities such as membership organizations, which often end up competing with their individual members, can. Government is able to support all institutions, small and large, regardless of their financial position because it does not operate as a business. "Government can concern itself with social policy issues and what is right and best". It is important to note he identifies the importance of working collaboratively with institutions, particularly with the senior management and leadership of the colleges, institutes and universities. There is value, according to Bureaucrat Bob, in understanding the role that international education plays in terms of educational reform, renewal and direction. He felt that this only occurs through reading of papers, active dialogue and discussion and exposure to leading edge practices. Bureaucrat Bob did not feel, however, that government has a role in developing international and intercultural knowledge, skills and abilities of students because this was predominately the jurisdiction of institutions. While provincial government might support the development of these competencies through arm's length activities, its position should not be to prescribe these dimensions.

For Bureaucrat Sally, the primary role of government centres around the development of curriculum and preparing students for the 21st century and the world that they are in – the global environment. This is particularly a reflection of the jurisdiction of Alberta Education and its role in curriculum development at the school level. The other role that she felt is important is the encouragement of good practice, by providing resources that help schools provide quality programs that support the formal curriculum of preparing students for the 21st century.

According to Bureaucrat John, any role that government undertakes should be based on a foundation of balanced investment. Government has a role in terms of policy engagement and funding but in support of a broad and diversified portfolio that re-invests the international education dividend. And he feels that one of the key ways to develop this diversified portfolio is to engage in a sincere dialogue between government and the higher education sector.

From dialogue there will come understanding on each side. You don't have to agree but if you don't have understanding there is certainly no way that you are going to develop a good solutions. At least through dialogue each side will come to understand different positions and from that could generate the best solution.

The discussion also needs to include a basic discussion of what international education is. For Bureaucrat John, the connection to international student recruitment is of concern – “international education is not international student recruitment – it is much richer than that”. Furthermore, through dialogue and understanding there is the potential of drawing important connections between research, innovation and international partnerships at the level of students.

Bureaucrat John feels that government has an important role to play in guiding and supporting best practice, although not from a prescriptive standpoint, in terms of international education particularly as it is easy for institutions to stick to traditional approaches that are no longer effective given new research or trends. He also believes that the provincial government has a role in strengthening international and intercultural competencies but feels there are limits to this role given the autonomy of institutions around curriculum. He feels it is important for government to signal its intention by the action that it takes. If it is committed to international education, then there needed to be an examination of current policies such as students not requiring a second language in order to get into higher education, the legislation and regulations that required teachers to have an Alberta certified practicum.

Administrator Jane feels that government has a key leadership role to play in the development of international education in the province. While it should support the economic development of the province, the educational and social rationales of international education also need to be strengthened. She feels that the objectives and strategies outlined in the *International Education: An Action Plan for the Future* is the right focus. Areas that require additional government support centre around marketing and the provision of market intelligences and advice on if and how an institution could successfully pursue a particular market. Celebrating success is also seen as important role for government and the *Internationalizing the Teaching and Learning Practice: Awards of Distinction* program was viewed as an important way of profiling innovation and recognizing

faculty efforts. In addition to this recognition, Administrator Jane feels that government should provide financial support to encourage and foster these activities. Unlike Administrator Sue concerning the CMIS program, she feels that it forced collaboration in a false way. However, she notes that the government's involvement in coordinating a provincial presence overseas, within the context of Canadian efforts, is seen as an important role for the province to continue to undertake.

Administrator Jane feels that government's involvement in supporting and developing international and intercultural competencies is somewhat problematic given the autonomous nature of institutions.

The institution has to have its own way of approaching internationalization and it needs to be communicated and understood within the institution.

However, she notes that the Awards of Distinction program provides an important opportunity for government to showcase faculty efforts and share the experiences broadly across all institutions.

From the perspective of Administrator Sue, the government needs to support international development work. She feels that since Alberta is a wealthy province with companies in many areas of the world, the province should be involved in the provision of training and support externally. "Not just for money but because we should feel as global citizens we are helping out others". For this representative it is important that we learn from other countries as well and there is much to be gained from connecting with other countries through staff and student exchanges.

In addition to the above, one of the key roles that Administrator Sue feels the provincial government should continue to play in support of international education is through policy and program development. Programs such as CMIS provided important opportunities for institutions to work together and strategically develop a market. Study abroad programs such as CAFGIL provide needed funding support for students to gain valuable experience abroad. Coordinating activities for a systems approach within priority countries, increases the impact of the presence. By establishing connections internationally and facilitating these connections provincially, an expanded network is created.

In terms of developing international and intercultural competencies, Administrator Sue thought that the government has a role in strengthening these perspectives by:

Providing opportunities for sharing best practices of internationalizing the curriculum; providing opportunities for students to study abroad or to have experiences abroad either through study or work; providing opportunities for faculty exchanges so that faculty can truly understand the international environment; working collaboratively with institutions on what is the support that can be provided to focus on internationalization within Alberta and Canada; connection with other department to discuss international connections (health sciences, environment, research, economic development and agriculture) and then connect student to these projects.

Finally, Administrator Sue feels that an important consideration for government to successfully undertake these roles and responsibilities is to have employees that have an understanding of and experience with international education and the higher education system as well as to develop a long-term vision, backed by a commitment to provide ongoing support. The international literacy of employees

is seen as an important aspect of supporting government's involvement in international education.

Administrator Jill comments that the importance of government's involvement in international education is dependent on their ideologies and whether they align with the concepts being undertaken by the institution in support of global citizenship. If the ideologies are similar then government's involvement from an exploratory perspective would be acceptable but problematic, if too directive. From her perspective, government's policies in this area need to be quite global in terms of wording and intent. These policies should not specify what institutions should be doing in terms of the curriculum but more in terms of the value of international education and the importance of supporting its development and exploration.

Because contexts are continuously changing so you can't know this once and for all. It can't be determined once and for all what it means to engage in this type of education. At any moment the global economic structure could collapse and the province could look very different that it does now.

While Administrator Jill expresses overall concern about governments role in supporting international education, she did identify research support as one potential area but with the caveat that it could not be too restrictive nor political as "once politics enters the room, nothing is safe". But if government is able to provide research funding that

Allows for multi/trans-disciplinarity that encouraged and examined internationalizing the curriculum from the perspective of globality and globalization, I think that would be a very powerful role of government and could put Alberta and Canada up front in terms of research, in terms of innovation and in terms of excellence in

curriculum design. It is a dance and I see it as a careful dance as governments come and go and how one government sees this may be very different from another government and the implications for funding and how programs are implemented can change entirely how it looks when it is lived out.

Instructor Sarah feels that it is important for government to be involved in international education in order to provide funding opportunities across the province in a sustainable way. In terms of support for curriculum, she feels that it is important for government to provide financial support to facilitate release time for faculty to internationalize their courses/programs. She also feels that there is a role for government in terms of engaging in policy discussions with counterparts internationally to enhance and strengthen internationalization opportunities. Government also have an important role in terms of developing and communicating a policy on international education and defining what it means. The interviewee feels that institutions and the public did not understand government international policy and believes that if the general public developed a clear understanding of what the government is attempting to accomplish internationally there would likely be more individuals that would come forward to support international education.

In terms of roles and responsibilities that government could undertake in support of international education, Instructor Ann feels it is articulating a clear vision and plan

When you look at the website there is certainly information but there is no overall sense of what actually is the vision. What are you working towards and what are the outcomes you want?...so as an educator if I know what the outcome was I could slot into here, here and here.

Funding support is another important role identified by Instructor Ann, in terms of providing opportunities for domestic students to study overseas and international students to come here as well to support faculty developing international linkages that support nursing internationalization. Instructor Ann also identifies the role that government could play in terms of developing standards for safe international travel. In terms of support for the development of international and intercultural competencies, she feels that government could undertake the critical role of bringing people together to have a conversation about what generic competencies might be and believed that government could stimulate this conversation in terms of

How do they relate to our students going out and students coming in as part of an undergraduate education? How do they apply to specialty disciplines? Is it even possible to develop generic competencies?

For Instructor Karen, the important role that government needs to play in the area of international education is ensuring that adequate funding is in place to support the encouragement of institutions “to be more responsive, more open and to be more global”. If we are recruiting internationally we need to the infrastructure and student services “to support that diversity and to respond to it authentically and ethically”.

Other roles that Instructor Karen feels are important for government to undertake is policy development and communication of the importance of international education. Collaboration amongst stakeholders is identified as crucial for these efforts to succeed. “Universities can’t do it without the support of

government financially and the government can't do it without the buy in of the universities". She felt that AE and AAET in collaboration with higher education institutions should articulate what their internationalization goals and intentions are and what their priorities are. This needs to allow for the flexibility for individual institutions to be creative and innovative in their approaches as long as they align with the overall goals and objectives. Government also needs to be engaged in international development work and be collaboratively active in countries that wanted involvement in order to develop certain things and achieve specific agenda.

For Instructor Kathy, a key role that government could undertake to support global citizenship is to encourage policy dialogues where the full voices of those impacted by the decision of the policies must be included in the process. It needs to be "real authentic dialogues...a deliberative process". Despite her concerns about the government's current involvement in international education, she felt that government has an important role in terms of developing global citizenship skills, as defined by this interviewee, through funding but also in terms of legitimizing certain perspectives because government "legitimizes ideas, they give power to particular groups and take power away from particular groups."

6.4.1 Conclusion

From the discussions above, we see a number of roles, qualified or unqualified, that interviewees feel government should undertake in support of international education in Alberta. There are varying degrees of involvement

from a broad and deep series of strategies to a smaller number of strategic approaches. Some individuals identify leadership as a role, particularly in terms of policy development and communication around the importance of international education. Some feel, however, that these policies should not be developed unless there is true deliberative dialogue, involving all impacted stakeholders. A number of individuals identify that government should be involved in the role of encouraging and sharing best practice in order to strengthen the capacity of the system. In terms of program development, several interviewees mention that an important role for government is to provide support for students to undertake an international learning experience abroad. It is also noted, by a few faculty representatives, that government could play a role in terms of support of faculty study/work opportunities overseas. One administrator comments that government could play a role in providing funds to conduct research in area of global citizenship but emphasized that it is important to ensure that the research agenda is not directed by the government's political agenda and there are opportunities to explore a broad range of projects.

In terms of potential roles that government could undertake in support of the development of students' international and intercultural competencies, one faculty member mentions the potential of providing funding to institutional faculty to release them. Another representative identifies the important role that government plays in terms of preparing students for the 21st century, through curriculum development at the K-12 level. Several interviewees indicate that when government acknowledges the efforts of faculty in terms of

internationalizing the teaching and learning experience, this is an important way to profile innovation and recognize faculty efforts. It is important to note, however, particularly in the area of curriculum development that most of the interviewees express caution about government's involvement given institutional autonomy of this domain.

While it is encouraging to see a number of policies, plans and programs proposed for government to undertake to strengthen international education, it is important to remember that Knight and de Wit (1995), McKellin (1996) and Green (2002) have advocated for a broad and deep approach to international education that involves both programmatic and organizational factors that work together in mutually strengthening ways. Furthermore, these approaches need to be structured in a way that supports and develops the purpose of international education. According to Knight and de Wit (1995)

Internationalization needs to be entrenched into the culture, policy, planning and organization processes...so that it is not marginalized or treated as a passing fad (p. 20).

So while there are a variety of roles and responsibilities that government can undertake to support and strengthen international education, respecting the autonomy of institutions, I believe that its approach should be comprehensive, integrated and purposeful.

6.5 Challenges and Issues Government Faces in Support of International Education

Each interviewee was asked to identify the challenges and issues the government is facing in support of international education so that these could be

taken into consideration when developing the recommendations for enhancing the educational dimension of international education in Alberta. In addition, selected questions were posed to the government representatives and those representatives from institutional Faculties of Education to discuss key issues and potential areas of collaboration.

For Bureaucrat Bob, the key challenge that provincial governments face in supporting international education at the post-secondary sector is that it is a provincial endeavour. Even with relatively small populations and higher education systems, the provinces are still attempting to work independently. He feels that

There were probably a number of activities that could be undertaken as a collective that would have far greater impact...So if there were mechanisms that allowed different provinces to work on activities internationally as well as to support the management of these activities, then certain economies to scale would be realized and there would be an opportunity to participate in more activities and a result be considered a key player.

Bureaucrat Bob feels that more of a pan-Canadian approach to international education is needed and provinces need to play a role in supporting these efforts and providing leadership in terms of the direction.

Bureaucratic Bob also feels the traditional liaison point between the Ministry and the system was through the International Education offices. While he acknowledged that this is an important connection, he expresses concern that this did not always ensure senior administrative awareness, understanding and commitment to international education and the engagement of this group of institutional representatives is needed.

Bureaucrat Sally comments on the challenge of gaining sustained political support for international education. While senior bureaucratic support might provide important opportunities to develop programs and initiatives and impact some students,

In order to make a real difference and address the global issues out there, the real challenge for a public servant is to convince the political powers of the importance of that when there are other competing interests like economic development.

Another challenge identified by Bureaucrat Sally centred around the use of second language curriculum, given that the department is no longer actively encouraging the development of second languages because of resource implications as well as the issues that teachers were facing in terms of how to teach the intercultural component.

For Bureaucrat John, a challenge that government is facing in supporting international education is the dominant focus of technology commercialization. Although there are connections to international education, this individual indicated that they had not been clearly articulated and the strong focus on technology commercialization sometimes overshadows international education. Furthermore, “despite the international implications for all our lives, there is still not a broad discourse” on international education. In terms of the policy discussions to date, the interviewee feels that government was proceeding without full engagement and understanding and this presented significant risk in terms of the effectiveness of the strategies developed. He feels that given the current challenging economic circumstances, short-term measures might

dominate the approaches undertaken by government and higher education. Without examining international education within the larger context of future trends, Alberta runs the risk of achieving outcomes that are no longer relevant.

Administrator Jane feels that one of the challenges that government faces in terms of support for international education is “balancing the imperative to have an international experience in higher education with the constituencies that they report to”. She believes that communities are being challenged to support foreign workers and is concerned about the long-term implications of this. In addition, Administrator Jane feels that government does not have a clear, long-term vision and strategies to support international education across government. She also identifies the need for government to more fully develop collaboration and cooperation amongst government departments and higher education institutions.

Administrator Jill feels that government faces a significant challenge as a consequence of using international education to solve labour market shortages and expressed concern about the short-term and one dimensional nature of this approach. She notes the complexity of internationalization and its issues and commented that it is not something that could easily be simplified and easy solutions identified and applied. Finally, she feels that government is challenged by a disengaged citizenry.

Instructor Sarah feels a significant challenge that government faces is the competing priorities at a provincial level. She also believes that there is a lack of understanding of what internationalization is and what globalization is and what

these terms mean. She feels that government needs to do a better job of communicating the purpose and rationale for government's involvement in international education. Furthermore, Instructor Sarah feels that although the province is still very parochial and western centric

Our communities are changing all the time because of immigration and refugees. We can no longer continue to have the western thinking from kindergarten to post-secondary and not integrate with each other as societies.

For Instructor Ann, the key challenge in supporting international education is the range of competing priorities and how to effectively balance them. Another issue is federal and provincial relationships. "Although education is a provincial responsibility it has to occur within the context of federal discussions". She notes that we all have agendas and we need to "put our baggage in the background and look at what needs to be in the foreground and support that global discussion".

For Instructor Karen one of the key challenges is that government did not place a significant priority on education and, as a consequence, a culture of competition and economic gain dominates the agenda. She feels that government had not recognized the important roles that post-secondary institutions play in responding to global issues and realities, beyond recruiting international students to their campuses.

For Instructor Kathy, one of the key challenges that government faces is the commodification of education. As such, she feels that government has lost the commitment to the social, public and common good. Furthermore, she

expressed concern that when we discuss the economics and politics of our involvement in internationalization it “isn’t about justice, rights and the wider social and political consequences”. The distribution of burdens and benefits are not international. Who is benefitting and how and who is impacted and what are the consequences, are important considerations for government to grapple with. Finally, Instructor Kathy notes an important opportunity for justice to “trump” the agenda as there are growing movements and networks of individuals focussed on justice within the context of global citizenship. The use of term global citizenship is used specifically because it

locates in rights, responsibilities and justice and all those discourses push to de-legitimize the economic paradigm and the neo-liberal paradigm.

In terms of K-12 and post-secondary issues, Bureaucrats Bob and Sally identify the challenge that is presented in the teacher certification process and the difficulty in obtaining recognition for students’ international practica. It was their understanding that, as it was structured at the time of the interviews, students were not recognized for applicable activities undertaken internationally, unless it was in an Alberta certified institution and with a cooperating teacher and principal who were certified in Alberta. Given the growing diasporas of Alberta teachers teaching internationally and the benefits and understandings that develop through this process, it is acknowledged that it would be important re-examine current policies concerning the recognition of international practica as well as international teaching experiences.

Bureaucrat Sally notes that with the global citizenship dimension of the Social Studies curriculum and the potential for further global developments of the K-12 curriculum, this would likely influence the type and scope of the internationalized learning experience that graduates of the secondary education system would seek when furthering their education the province's colleges, institutes and universities.

Finally, general comments by Administrator Jill, and Instructor Karen indicate the important of strengthening collaboration between Alberta Education and Alberta Advanced Education and Technology in order to share information as well as engage in dialogue and discussion about creating a more seamless system between K-12 and post-secondary.

6.5.1 Conclusion

From the perspectives of the interviewees, there is a range of considerations that government needs to take into account when developing support for the international education dimension of higher education. Government needs to: raise the priority that international education has in connection with the other provincial priorities as well as the level of awareness and understanding about what international and globalization mean and what the anticipated outcomes are; consider how to further develop collaboration and cooperation at a provincial and national level to maximize the impact of its activities; re-examine its approach, the intended and unintended consequences, and adjust its strategy as a global citizen accordingly; create a long-term, diversified strategy that supports international education from a comprehensive

perspective and in a way that acknowledges institutional diversity and expertise, and finally balances the economic thrusts of its approach with academic, social/cultural aims.

In terms of K-12 and post-secondary collaboration, based on the conversations held with those interviewees with related responsibilities, greater collaboration between the two systems particularly as it related to teacher education and certification and international education learner pathways is needed. In addition to these comments, it is important to note the range of international education programs in place at the K-12 level, as outlined in section 5.9 that have an academic purpose. These initiatives are in contrast to the economic thrusts of the provincial strategies at the post-secondary level. The implications for this require consideration and should be factored into the recommendations concerning collaboration between the K-12 and post-secondary sector in order to strengthen international education at the provincial level.

7: Conclusions and Recommendations

The purpose of this case study was to examine Alberta's approach to international education through in-depth field research and identify ways that the provincial government could support a balance of the academic and economic rationales for international education. Through a review of the internationalization research, an examination of a range of government policies, plans and programs, interviews with selected individuals in government and post-secondary institutions, and extensive experience in the field, the following was identified:

- The internal and external contexts in which Alberta is engaged in its international education activities.
- The rationales for its engagement in international education.
- The international education programs in place and their rationales.
- The key roles and responsibilities that the provincial government could undertake in supporting the academic mission of international education; and
- The key issues and challenges that the provincial government faces when developing and supporting the academic mission of international education.

A summary of this research is outlined in the following sections as well as their implications for a provincial approach. A proposed framework is outlined in the final section that identifies some broad strategies to support the development of a more academic thrust to Alberta's international education approach.

7.1.1 Internal and External Context

International education occurs within and is influenced by a complex range of elements. In Alberta there are a variety of factors that appear to have significant bearing on Alberta's involvement in international education. Alberta's long period of sustained political leadership over the last 30 years has contributed to a degree of consistency in the beliefs such as a strong desire for economic prosperity and a high quality of life as well as recognition of the inherent self-reliance and independence of individuals in Alberta. Although the province remains highly dependent on its abundance of natural resources, particularly oil, it has expressed a commitment to diversify its provincial economy to ensure long-term sustainability. Over the last seven years there has been a significant focus on continued prosperity and an increased emphasis on unleashing innovation, in order to competitively position Alberta internationally. Recognizing there are and will continue to be labour shortages, there is a growing focus on the importance of immigration to fuel the provincial economy. Finally, with a growing awareness of the importance of knowledge in the global economy, science and research are viewed as important contributors to innovation and Alberta's sustainable growth. The strong focus on economic development is not surprising and is, of course, a key function of governments around the world. The realities of its importance, therefore, must be considered within the context of strengthening international education within the province and looking for ways to advance the academic approach.

Another important context for international education in the province is the institutional readiness and commitment to international education. According to a 2004 survey (Savage, 2005), it appears that a significant number of post-secondary institutions in the province have been involved in international education for a number of years and have put in place a range of programmatic and organizational factors. This provides an important foundation upon which further international education efforts can build.

Across Canada, there is a growth in involvement in international education at the institutional, association, provincial and federal government level. According to Knight (1996), the variety of stakeholders involved in international education in Canada creates a rich environment but also presents a series of challenges. She believes that it can be an asset, only if there is recognition of individual perspectives and priorities but also, where possible, stakeholders cooperate and efforts are coordinated. Tillman (1997) and Farquhar (1999) also argue for greater coordination and cooperation and indicate the importance of creating a common vision or agenda for international education in Canada.

The Canadian environment provides important opportunities for stakeholders engaged in international education to build upon and link to these factors in order to strengthen their internationalization efforts. While there is growing synergy at the federal level in terms of the respective departmental approaches towards international education, particularly as it relates to the economic and political rationales, the importance of connecting to and supporting federal efforts, where it makes sense, as well as balancing the perspectives that

are dominating the federal agenda, should be a consideration in efforts to strengthen internationalization at the provincial level.

7.1.2 Rationales for Involvement

From the perspectives of Alberta Advanced Education and Technology, post-secondary education contributes to economic prosperity and enhances social well-being. Through the development of various plans and frameworks, international education is recognized for a range of roles that it plays in achieving these goals. While both the 2001 *International Education Strategy* and the *International Education: An Action Plan for the Future* attempted to introduce an academic rationale by highlighting the importance of helping Albertans acquire the international and intercultural knowledge, skills and abilities needed to participate effectively in an interconnected world, the focus shifted in the 2009 *International Education Framework*. In this document we see an increasing emphasis on the recruitment and retention of international students and researchers, in order to support and develop Alberta's knowledge economy. This focus is further emphasized in the 2009-12 business plan and various planning documents.

This growing economic emphasis is consistent with how a number of governments are approaching international education around the globe as noted by Kalvermark and Van der Wende (1997), de Wit (2002), De Vita and Case (2003), Luijten-Lub, Van der Wende and Huisman, IAU (2006) and Van der Wende (2007). Furthermore, given that various Department plans and policies must align with Government of Alberta priorities, Alberta Advanced Education

and Technology's focus on the economic elements of international education aligns with provincial directions. The fact that international education is acknowledged and identified in specific plans and policies is an important step and given the strong economic thrust to these documents, consideration will need to be given to how effectively to combine both the economic and academic rationales for international education.

In terms of the perspectives that interviewees had about the government's rationale for engaging in international education, generally the feelings were consistent with the conclusions drawn through the review of the applicable plans and policies, that there is a strong economic thrust to government's involvement. Whether it is related to recruiting and retaining international students or developing globally competitive students, consideration of the opportunities for Albertans and their long-term prosperity is a key factor that is considered as part of the overall strategy.

The rationales for the importance of developing graduates with a "world mindedness" that goes beyond the sustainability of the economy and contributes to a responsible, caring and compassionate citizenry are not strongly evident. The policies, plans and programs that articulate such a vision are small in number, particularly at the post-secondary level. However, with the implementation of the revised K-12 Social Studies curriculum we see a commitment by the primary and secondary education system to developing students that will contribute to the development of a society that is pluralistic, bilingual, multicultural, inclusive and democratic.

When interviewees were asked why they felt it was important to engage in international education, they provided a range of reasons such as the evolutionary nature of knowledge, the universality of higher education and the impacts of globalization. However, the participants of this research project each felt, within the context of their rationales for its importance, that there was a need to enrich and expand the learning experiences of students. What each of these individuals would emphasize and how they would go about developing this knowledge varied greatly. Furthermore, it is important to note that several interviewees challenged the uncontested goodness of international education and argued that its assumptions need to be examined and truly understood.

The balance between the economic and academic rationales for internationalization in the province is far from being achieved and will not be an easy goal to accomplish given the breadth and depth of the economic arguments. It will require a long-term, sustained and coordinated approach that will likely be challenged on an ongoing basis.

7.1.3 International Education Programs and Rationales

At the international education program level within Alberta Advanced Education and Technology, there is a focus on international student recruitment and retention. Through a range of initiatives, Alberta's post-secondary system is profiled in a number of international events and fairs, primarily for the purposes of recruiting international students. Nowhere do we see an explicit effort in these activities towards ensuring that the learning experience of all students are

enhanced because of the presence of international students and researchers on campus.

However, Alberta's international education efforts are not just restricted to international student recruitment and retention as there are a range of study abroad programs in place to foster international awareness and understanding. Although strengthening connections globally is part of the approach, a key element includes developing the international and intercultural knowledge, skills and abilities of students. The specific knowledge, skills and abilities to be developed, however, could be wide ranging depending on the type of sending and receiving programs and their respective rationales. The purpose of these programs are not linked to an overall rationale or purpose for these experiences.

Finally, with the suspension of the Internationalizing the Teaching and Learning Practice: Awards of Distinction, Alberta Advanced Education and Technology is no longer supporting any specific initiative on internationalizing the curriculum.

So while there is some breadth to the programs being undertaken by AAET, they appear to be disconnected and not strongly linked back to the learning experience of students in Alberta's post-secondary institutions. With a strong focus on the knowledge economy, there needs to be balance to these efforts as indicated by such authors as Green and Baer (2001); Knight (1999); Haigh (2008); Henry, Lingard, Rizvi and Taylor (1999) and Van der Wende (2007). Furthermore, McKellin (1996), Knight (1994) and Green (2002) argue that internationalization needs to be broad and deep through the development of

a clear vision, supported by a range of connected programs and organizational factors. These elements are lacking at the AAET program level and greater consideration needs to be given to integrating and coordinating efforts and reflecting them back into the learning experience of all students.

As there are links from the K-12 system to the post-secondary system through movement of students as well as teacher training, it was important to examine the programs and activities that have been undertaken, or supported by Alberta Education. From the review, we see a fairly significant focus on curriculum through language and social studies programs. In terms of the social studies program there is a specific focus on global citizenship, which will be part of the core curriculum from Kindergarten to Grade 12. As Alberta Education has direct authority over curriculum, this affords the Department with the opportunity to take a more active role in shaping this curriculum to respond to the realities of the world, today and into the future. This emphasis provides strong support for the academic rationale.

In addition to the above, there are a number of study and work abroad programs for students and faculty. These programs have the potential for students to further develop their international and intercultural study abroad and faculty to gain international experience and understanding. Alberta Education also undertakes a range of initiatives in support of the recruitment of international students. Through the organization and participation in international events and fairs, Alberta Education is raising the profile of the province and encouraging students to study in Alberta.

The breadth and depth of Alberta Education's programs is in contrast with the narrower focus at the post-secondary level. Given the connections between the two systems, it is important to consider the impact of the approach by Alberta Education on the post-secondary system and how a more collaborative and cooperative approach can be undertaken in the future. These considerations were also emphasized by selected interviewees.

7.1.4 Roles of Government

There are a number of roles that provincial governments can and do undertake in supporting international education within their jurisdictions. Through the interviews with individuals within Alberta, it was revealed that varying degrees of involvement, from a broad and deep series of strategies to a smaller number of targeted approaches, were proposed for government.

Some individuals identified leadership as a role, particularly in terms of policy development and communication around the importance of international education. Some felt, however, that these policies should not be developed unless there was true deliberative dialogue, involving all impacted stakeholders. A number of individuals identified that government should be involved in the role of encouraging and sharing effective practice, in order to strengthen the capacity of the system. In terms of program development, a several interviewees mentioned that an important role for government was to provide support for students to undertake an international learning experience abroad. It was also noted, by a few faculty representatives, that government could play a role in terms of support of faculty study/work opportunities overseas. One administrator

commented that government could play a role in providing funds to conduct research in the area of global citizenship but emphasized that it is was important to ensure that the research agenda was not directed by the government's political agenda and there were opportunities to explore a broad range of projects.

In terms of potential roles that government could undertake in support of the development of students' international and intercultural competencies, one faculty member mentioned the potential of providing funding to institutional faculty to release them. Another representative identified the important role that government plays in terms of preparing students for the 21st century, through curriculum development at the K-12 level. Several interviewees indicated that when government acknowledges the efforts of faculty in terms of internationalizing the teaching and learning experience, this is an important way to profile innovation and recognize faculty efforts. It is important to note, however, particularly in the area of curriculum development that most of the interviewees expressed caution about government's involvement given institutional autonomy of this domain.

7.2 Provincial Framework

As a result of the literature review, the document analysis, interviews and experience within the field, I believe that there are a number of key roles that government can undertake to support international education such as to:

- Raise awareness about what international education is and why it is important, and develop a broad based understanding about international education.
- Create a vision for international education by involving key stakeholders in dialogue and discussion about the rationale for international education, develop clear goals, objectives and measurable outcomes that are linked with the broader plans and strategies of government.
- Provide adequate financial resources and implement a range of integrated international education programs that achieve the overall goals of the vision, build upon positive practices already established within the system and integrated with international education policies and plans.
- Create a framework that facilitate collaborative leadership amongst provincial and national stakeholders and recognizes that internationalization is a complex process involving a wide range of players engaged in a broad range of activities.
- Ensure the ongoing quality of programs through a commitment to evaluating and assessing outcomes and support the capacity development of students, faculty and administrators.
- Commit to understanding the broader context within which international education occurs and monitor new trends and developments and their implications for existing approaches

Based on the above, the following framework is presented to strengthen Alberta's efforts in enhancing the academic mission of international education. Each component is explained and key considerations are outlined.

7.2.1 Developing Understanding and Creating a Vision

An important starting point for Alberta Advanced Education and Technology is to create a broader understanding of why international education is important and what the rationale for engagement should be both within government and amongst all the stakeholders involved. From the interviews, it was clear that there were varying understandings about why it is important and

what the rationale for it should be. Given the range of stakeholders involved, it is likely that there are an even greater range of perspectives from individuals across the system. Careful attention should be given to creating an environment that allows for all voices to be heard as well as opportunities for individuals to share perspectives on what it means, why it is important and what the critical issues are. Deliberative dialogues and discussions provide an important foundation for government to work with the various stakeholders to develop a long-term vision and goals that balances the economic and academic rationales of international education, addresses the issues identified and provides for a sustainable and comprehensive approach to international education. What is intended to be achieved needs to be clearly articulated and widely understood.

Key considerations:

- I believe that at the heart of the vision should be the student and, therefore, the intended impact of international education on the learning experience of students needs to be highlighted.
- I believe given the international education developments in the K-12 sector, the Social Studies Curriculum as one example, that it is important to involve and engage the AE and the K-12 system as part of this dialogue.
- I believe it is important to broadly share and communicate the results of the discussions. To expect various stakeholders to read specific documents on a regular basis is unrealistic and it is, therefore, important for government to take an active role developing shared understandings – both within the bureaucracy and across the education system.
- Given the number of concerns raised about the autonomy of institutions, particularly around curriculum, government's approach needs to carefully consider how it can provide focus and support but not specific directions.

7.2.2 Policies, Plans and Programs

There needs to be a clear policy and plan developed that articulates the vision, goals and strategies for government's approach to strengthening international education. The policies should be linked to other government departments, policies and plans and build on, where possible, potential connections. There needs to be range of programs that are integrated with the policies and plans and are supportive of the identified rationale for international education. They need to support and develop the institutional experience and expertise already established. A broad a deep approach to international education will help contribute to its sustainability.

Key considerations:

- I believe that experiential learning is an important element of helping develop the international and intercultural knowledge, skills and abilities of students but study abroad programs should be carefully developed and supportive of the rationale and vision created and supportive of the learning desired. It is also recognized that study abroad programs only touch a small percentage of the student population and these programs need to be considered within a broader suite of integrated programs.
- Curriculum, is at the heart the learning experience of students and as it touches all students, consideration needs to be given to the ways and means that government can support but not direct institutional efforts. It is also important to consider the implications for K-12 curricular changes to post-secondary studies and how the system is going to proactively respond to these changes. I believe that it is important to consider programs that support faculty/staff in internationalizing the teaching and learning practices such as faculty abroad programs.
- While international student programs are likely to be an ongoing focus for government I believe that it is important for government to consider how it can strengthen or support experiences of these students when in the province and how they contribute to a more internationalized learning experience.

- I believe it is important to examine the broad range of approaches and expectations that the Ministry may have in place through its various procedures, to ensure alignment with the overall vision and rationale for international education e.g. institutional reporting requirements for international education.

7.2.3 Leadership

Recognizing that international education involves a wide range of stakeholders it is important to involve and engage the leadership across the education system and within the bureaucracy in a collaborative approach to strengthening the academic mission of international education. This means involving and engaging leaderships in the design, development and implementation of international education.

Key considerations:

- I believe that it is important to jointly develop the principles for collaboration and identify the ways that leadership will be collaboratively undertaken.
- I believe that it is important to examine ways that representatives from broader stakeholder groups can contribute to the ongoing development and understanding of international education e.g. a Strategic Advisory Committee.
- I believe it is important to connect with federal government departments with responsibility for international education and facilitate a coordinated and collaborative approach that supports and enhances the provincial vision.
- I believe it is important, in particular to enhance collaboration between the K-12 and post-secondary systems. Given that Alberta Education is supporting more of an academic rationale for its international education activities, it is important to consider this development within the context of Alberta Advanced Education and Technology's more economic approach.

7.2.4 Capacity Development

The field of international education is continuously growing and changing. While the system has experience in designing and delivering a wide range of international education programs, one of the areas that has had a more limited focus is in the area of internationalizing the teaching and learning practice. There have been limited opportunities for faculty and senior academic officials to explore and discuss these approaches more broadly and deeply. Furthermore, no evaluation of ongoing government programs has been undertaken.

Key considerations:

- I believe that it is important to engage faculty and senior academic officials in the broad conversation on the specific international and intercultural knowledge, skills and abilities that student need to develop and understand the implications for various disciplines.
- I believe that the programs developed should build on the experience and expertise that exists within and across institutions in the province. There is a broad range of innovative approaches to internationalizing the teaching and learning practice in Alberta and it is important to create opportunities to showcase and share effective practices.

Conclusion

In conclusion, there is growing interest in international education and it is identified as one of the significant trends in post-secondary education. There are a variety of reasons why an ever expanding body of stakeholders are involved in the process but the economic rationale, in terms of human resource development and commercial trade, are increasingly driving activities. And yet, international education has the significant potential, through a broad and deep approach, to foster and encourage the knowledge, skills, abilities and attitudes in students to

be active global citizens that are compassionate, caring and interested in a world that is more “just, democratic and humane” (Rizvi, 2007, p. 400). With provincial governments becoming more actively engaged in international education, now is the time to consider a careful and thoughtful approach, grounded in internationalization research, that supports a comprehensive, collaborative and sustained approach to international education and more deliberately advances the academic mission of international education.

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Appendices

Appendix 1: Proposed Interview Questions

- 1) Why do you think it is important to internationalize higher education? Why is the government/ministry involved in international education? Should it be involved in international education for other reasons?
- 2) What internal and external factors do you think are influencing the government's involvement in international education?
- 3) What do you feel are the key roles and responsibilities that the provincial government should have in the area of international education? What kinds of programmatic and policy activities do you think government should undertake to support these roles and responsibilities?
- 4) What competencies do you feel are crucial for post-secondary students to develop in order for them to live and work in an increasingly interdependent and complex world? Does the provincial government have a role in strengthening these perspectives? If yes, what is/are the roles and how might these be undertaken? If not, how do you see these perspectives being developed?
- 5) What do you think are the key issues and challenges that the provincial government is facing in developing and supporting the international education in the post-secondary sector? How should the provincial government address these issues and challenges?

Appendix 2: Study Information Document

This document describes the goals of the study and the procedures to be used including their risks and benefits. If the study is not for the use of secondary data and there is no requirement to re-contact participants, then this document must be completed in the application. This document is referred to in your consent protocol as the information given to the participants before consent is given, to ensure that when the participant's consent is informed consent.

Title: Provincial Governments: Advancing the Educational Mission of International Education

Investigator Name: Christine Savage

Investigator Department: Education

Section A

Place: Alberta, Canada

Who are the participants in this study?

The participants in this research study are representatives from: 1) selected provincial government departments in Alberta and 2) post-secondary colleges, institutes and universities.

What will the participants be required to do?

The participants will be required to participate in a face to face or telephone interview of up to 90 minutes.

How are the participants recruited?

I will contact the potential participants based on my experience and knowledge of the sector.

Section B

Overall Goals of Study:

This study is designed to investigate how Alberta's government is supporting an international education strategy that combines both economic and academic imperatives and to identify what the key elements are that could contribute to a

provincial government approach that would maximize the educational benefits of its international education approach.

Risks to the participant, third parties or society:

The probability and magnitude of possible harms by participating in this research project is no greater than participating in everyday life that relates to the research. The study will not involve psychological, emotional, physical, economic or social risk or be conducted in a dangerous location. There will be no risks to participants due to power imbalances. Participation is entirely voluntary and participants can withdraw at any time during the study. There are no risks to third parties or societies.

Benefits of study to the development of new knowledge:

The anticipated contribution to knowledge lies in the study's ability to provide crucial information on international education at the provincial government level. The information collected could be used by policy makers and administrators in both the federal and provincial governments as well as higher education institutions. Furthermore, the study could contribute to further research in this area.

How confidentiality and anonymity will be assured:

A statement of confidentiality is included in the informed consent document to be completed by each interviewee. "The data of this study will maintain confidentiality of your name and the contributions you have made to the extent allowed by the law.

Section C

Approvals that may be required from agencies, communities or employers:

None

Persons and contact information that participants can contact to discuss concerns:

Dr. Hal Weinberg, Director
Office of Research Ethics
hal_weinberg@sfu.ca

Appendix 3: Informed Consent By Participants in a Research Study

The University and those conducting this research study subscribe to the ethical conduct of research and to the protection at all times of the interests, comfort, and safety of participants. This research is being conducted under permission of the Simon Fraser Research Ethics Board. The chief concern of the Board is for the health, safety and psychological well-being of research participants.

Should you wish to obtain information about your rights as a participant in research, or about the responsibilities of researchers, or if you have any questions, concerns or complaints about the manner in which you were treated in this study, please contact the Director, Office of Research Ethics by email at hweinber@sfu.ca or phone at 778-782-6593.

Your signature on this form will signify that you have received a document which describes the procedures, whether there are possible risks, and benefits of this research study, that you have received an adequate opportunity to consider the information in the documents describing the study, and that you voluntarily agree to participate in the study.

Title: Alberta Provincial Government: Advancing the Educational Mission of International Education

Investigator Name: Christine Savage

Investigator Department: Education

Having been asked to participate in the research study named above, I certify that I have read the procedures specified in the Study Information Document describing the study. I understand the procedures to be used in this study and the personal risks to me in taking part in the study as described below:

Purpose and goals of this study:

This study is designed to investigate how Alberta's government is supporting an international education strategy that combines both economic and academic imperatives and to identify what the key elements are that could contribute to a provincial government approach that would maximize the educational benefits of its international education approach.

What the participants will be required to do:

The participants will be required to participate in either a face to face or telephone interview of up to 90 minutes in length.

Risks to the participant, third parties or society:

The probability and magnitude of possible harms by participating in this research project is no greater than participating in everyday life that relates to the research. The study will not involve psychological, emotional, physical, economic or social risk or be conducted in a dangerous location. There will be no risks to participants due to power imbalances. Participation is entirely voluntary and participants can withdraw at any time during this study.

Benefits of study to the development of new knowledge:

The anticipated contribution to knowledge lies in the study's ability to provide crucial information on international education at the provincial government level. The information collected could be used by policy makers and administrators in both the federal and provincial governments as well as higher education institutions. Furthermore, the study could contribute to further research in this area.

Statement of confidentiality:

The data of this study will maintain confidentiality of your name and the contributions you have made to the extent allowed by the law.

Interview of employees about their company or agency:

You may be asked questions about your employer or organization. Your employer or organization has not been asked for approval of your participation in this study.

Inclusion of names of participants in reports of the study:

Knowledge of your identity is not required.

Contact of participants at a future time or use of the data in other studies:

The information you have contributed may be used in future studies that may be similar and may require future contact with you. Do you agree to future contact? If so, please initial the box on the signature form below.

I understand that I may withdraw my participation at any time. I also understand that I may register any complaint with the Director of the Office of Research Ethics.

Dr. Hal Weinberg
Director, Office of Research Ethics
Office of Research Ethics
Simon Fraser University
8888 University Drive
Multi-Tenant Facility
Burnaby, B.C. V5A 1S6
hal_weinberg@sfu.ca

I may obtain copies of the results of this study, upon its completion by contacting:
Christine Savage 2857 Rockwell Ave Victoria, BC V9A 2M8 250-382-9440
I understand the risks and contributions of my participation in this study and
agree to participate:

The participant and witness shall fill in this area. Please print legibly

Participant Last Name: _____

Participant First Name: _____

Participant Contact Information: _____

Participant Signature: _____

Witness: _____

Date: _____

Appendix 4: Summary of Document Review

Originator	Document	Type
Government of Alberta	Today's Opportunities, Tomorrow's Promise: A Strategic Plan for the Government of Alberta	Strategic Plan
Government of Alberta	Securing Tomorrow's Prosperity	Strategic Plan
Government of Alberta	Supporting Immigrants and Immigration to Alberta	Policy
Alberta Advanced Education	A Learning Alberta	Strategic Plan
Alberta Advanced Education and Technology	The Roles and Mandates Policy Framework	Policy
Alberta Advanced Education and Technology	Alberta Access Planning Framework: A Context for Access and Demand	Plan
Alberta Advanced Education and Technology	Alberta Access Planning Framework, Setting the Direction (Compendium Document0	Plan
Alberta Advanced Education and Technology	Advanced Education and Technology Business Plan 2009-2012	Plan
Alberta Advanced Education and Technology	International Education Framework	Policy
Alberta Advanced Education	International Education: An Action Plan for the Future	Policy
Alberta Learning	Alberta's International Education Strategy	Policy
Alberta Advanced Education and Technology	The Alberta-Smithsonian Internship Program	Program
Alberta Advanced Education and Technology	The Washington-Center-Alberta Internship Partnership	Program
Alberta Advanced Education and Technology	The Campus Alberta Grant for International Learning Program	Program
Alberta Advanced Education and Technology	The Internship Abroad: Alberta-Saxony Program	Program

Originator	Document	Type
Alberta Advanced Education and Technology	The Collaborative Marketing for International Students program	Program
Alberta Advanced Education and Technology	The Alberta Education Centre	Program
Alberta Advanced Education and Technology	The Internationalizing the Teaching and Learning Practice: Awards of Distinction	Program
Alberta Advanced Education and Technology	Profile of Alberta's Post-Secondary International Education Sector	Research
Alberta Education	Inspiring Education: A Dialogue with Albertans	Policy
Alberta Education	Common Curriculum Framework for International Languages	Policy
Alberta Education	Enhancing Second Language Learning in Alberta	Policy
Alberta Education	Student and Teacher Exchange Programs	Program
Alberta Education	Alberta Social Studies Kindergarten to Grade 12 Program of Studies	Program/ Curriculum